

Lancashire County Council

Cabinet

Thursday, 9th August, 2018 at 2.00 pm in Committee Room 'B' (The Diamond Jubilee Room) - County Hall, Preston

Agenda

Part I (Open to Press and Public)

No. Item

1. Apologies for Absence

2. Disclosure of Pecuniary and Non-Pecuniary Interests

Members are asked to consider any Pecuniary and 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 July 2018 (Pages 1 - 10)

Matters for Decision:

The Leader of the County Council - County Councillor Geoff Driver CBE

4. Update on Preston Youth Zone Operator (Pages 11 - 18)

5. Request Approval to Commence Procurement Exercises (Pages 19 - 24)

The Deputy Leader of the County Council - County Councillor Albert Atkinson

6. Provision of Mobile Phones to Councillors (Pages 25 - 28)

The Cabinet Member for Highways and Transport - County Councillor Keith Iddon

7. Discretionary Concessionary Travel - Results of Public Consultation (Pages 29 - 48)

8. Transport Information Centres - Results of Public Consultation (Pages 49 - 68)

9. Lancashire Cycling and Walking Strategy (Pages 69 - 88)

10. **A6 Corridor Works, Broughton, Additional Measures** (Pages 89 - 98)
11. **Proposed Amendments to the Highways and Transport Capital Programmes** (Pages 99 - 108)
12. **Winter Service Plan & Proposal to Lower Treatment Intervention Level** (Pages 109 - 122)
13. **Lancashire County Council (Liverpool Road South, Lordsgate Drive, Unnamed Road Opposite Lordsgate Drive, Burscough, West Lancashire Borough)(Prohibition of waiting) Order 201*** (Pages 123 - 128)
14. **S278 Olive School, Adelaide Street, Preston Addition of Proposed Changes to Highway Layout at Adelaide Street and Miller Street, Preston, Associated with the Olive School Development, (Section 278 funded) to the Highways Block of the 2018/19 Capital Programme** (Pages 129 - 130)

The Cabinet Member for Community and Cultural Services - County Councillor Peter Buckley

15. **Capital Redevelopment of the Harris Museum, Art Gallery and Library** (Pages 131 - 134)

Matters for Information:

16. **Urgent Decisions taken by the Leader of the County Council and the relevant Cabinet Member(s)**

The following urgent decisions have been taken by the Leader of the County Council and the relevant Cabinet Member(s) in accordance with Standing Order 34(1) since the last meeting of Cabinet, and can be viewed by clicking on the relevant link(s)

1. [Disposal of Land at Bluebell Way Preston](#)
2. [Replacement e-Recruitment System](#)

17. 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.

18. Date of Next Meeting

The next meeting of the Cabinet will be held on Thursday, 13 September 2018 at 2.00 pm at County Hall, Preston.

19. Notice of Intention to Conduct Business in Private

No representations have been received.

Click [here](#) to see the published Notice of Intention to Conduct Business in Private.

20. 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 I 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)

The Leader of the County Council - County Councillor Geoff Driver CBE

- 21. Works to Operational Premises** (Pages 135 - 138)

The Deputy Leader of the County Council - County Councillor Albert Atkinson

- 22. Waste Transport Services** (Pages 139 - 148)

The Cabinet Member for Highways and Transport - County Councillor Keith Iddon

- 23. Pennine Reach: Making and advertising of the Lancashire County Council (Church Gateway - Junction Improvement at Market Street and Blackburn Road, Church, Accrington) Compulsory Purchase Order 2018** (Pages 149 - 178)
- 24. Proposed M55 to St Annes Link Road** (Pages 179 - 190)

The Cabinet Member for Economic Development, Environment and Planning - County Councillor Michael Green

- 25. Cuerden Strategic Site - Lancashire Central** (Pages 191 - 194)

The Cabinet Member for Community and Cultural Services - County Councillor Peter Buckley

- 26. Community Asset Transfer - Bamber Bridge Library and Brunshaw Young People's Centre** (Pages 195 - 202)

Angie Ridgwell
Interim Chief Executive and
Director of Resources

County Hall
Preston

Lancashire County Council

Cabinet

Minutes of the Meeting held on Thursday, 12th July, 2018 at 2.00 pm in Committee Room 'B' (The Diamond Jubilee Room) - County Hall, Preston

Present:

County Councillor Geoff Driver CBE

Leader of the Council
(in the Chair)

Cabinet Members

County Councillor Albert Atkinson
County Councillor Michael Green
County Councillor Mrs Susie Charles
County Councillor Keith Iddon
County Councillor Peter Buckley
County Councillor Graham Gooch
County Councillor Shaun Turner

County Councillor Azhar Ali and County Councillor John Fillis were also in attendance under the provisions of Standing Order No. C14(2).

1. Apologies for Absence

None.

2. Disclosure of Pecuniary and Non-Pecuniary Interests

None.

3. Minutes of the Meeting held on 14 June 2018

Resolved: That the minutes of the meeting held on 14 June 2018 be confirmed as a correct record and signed by the Chair.

4. Policy position on the future provision of Halal Meat

Cabinet considered a report in relation to the county council's policy for the supply of halal meat to schools being amended to provide stunned halal meat only.

The report set out a comprehensive review of the current policy including the findings from a public consultation exercise, an Equality Analysis and the risk implications.

Cabinet thanked those who had responded to the consultation exercise, as well as council officers for the comprehensive and clear report.

Resolved:

That,

- (i) the review, as set out at Appendix 'A' and associated annexes together with background papers demonstrating the history of this policy area, be noted.
- (ii) the findings from the public consultation (Appendix 'B') and the updated Equality Analysis (Appendix 'C') be noted.
- (iii) the supply of un-stunned halal meat, with the exception of poultry, to schools be ceased .
- (iv) a further discussion be held with the Lancashire Council of Mosques to see how the implications of the decision at (iii) above can be mitigated should the Lancashire Council of Mosques proceed with its threat to boycott school meals.

5. Annual Reports of the County Council's Champions 2017/18

Cabinet received a report outlining the activities of the five County Council Champions undertaken between 1 April 2017 and 31 March 2018.

Resolved: That the annual reports of the County Council's five Champions for 2017/18 be noted.

6. Procurement Report - Request Approval to Commence Procurement Exercises

Cabinet considered a report seeking approval to commence the following procurement exercises in accordance with the county council's procurement rules:

- (i) Provision of Rosebud Investment Fund Management; and
- (ii) Traffic Management

Resolved: That the commencement of procurement exercises for the following areas be approved:

- (i) Provision of Rosebud Investment Fund Management; and
- (ii) Traffic Management.

7. Changes to the County Council's Minimum Revenue Provision Policies

Cabinet considered a report setting out proposed changes to the county council's Minimum Revenue Provision policy statements for the years 2017/18 and 2018/19 including a change to the method used to calculate Minimum Revenue Provision.

Resolved: That Full Council be recommended to approve the revised Minimum Revenue Provision policy statements for both 2017/18 and 2018/19, utilising the annuity method to calculate the Minimum Revenue Provision of both supported and self-financed capital expenditure, as set out in the report now presented.

8. Appointments to Outside Bodies

Cabinet received the annual report on the appointment of county council representatives to various outside bodies.

Cabinet noted that very few changes occurred each year and it was suggested that the appointments for 2018/19 should remain in place until the next county council elections in May 2021. That would be more administratively efficient and it would also provide greater certainty for the outside bodies and the member or person appointed to represent the county council.

The following changes to the list of appointments presented at Appendix 'A' were confirmed:

- Central Lancashire Development Framework Joint Advisory Committee:
County Councillor K Iddon to replace County Councillor J Marsh who would act as a named substitute;
- District Safety Partnership - Preston:
County Councillor G Wilkins to replace County Councillor G Driver; and
- Transport for the North:
County Councillor M Green to replace County Councillor G Driver and County Councillor K Iddon to act as the named substitute.

Resolved:

That,

- (i) subject to the changes confirmed at the meeting, the representation and appointments listed in Appendix 'A' for outside bodies be approved for 2018/19 and until the next county council elections in May 2021 with subsequent appointments being determined every four years following a county council election.
- (ii) the Political Group secretaries be requested to co-ordinate the nomination of members to fill any in-year changes and vacancies, and in consultation with Democratic Services and the Deputy Leader of the county council, notify the Director of Corporate Services who will approve the changes and appointments under the Scheme of Delegation to Heads of Service.

9. Preston Riversway and Broadgate Flood Risk Management Scheme

Cabinet considered a report setting out a proposal for the county council to bid for European Regional Defence Funding as part of a flood protection scheme to maintain flood defences along the River Ribble in Preston and South Ribble.

It was reported that the county council had obtained an extension to the June deadline for the submission of its funding bid.

Resolved:

That:

- (i) the submission of a bid to the Ministry of Housing, Communities and Local Government for £5.77m of European Regional Development Funding to enable progress with design and delivery of the flood risk management scheme shown in Appendix 'A' and described in the report now presented, be approved.
 - (ii) the Director of Corporate Services be authorised to establish a legal agreement between the county council and the Environment Agency to ensure that all risks arising for the county council from the administration of the grant be minimised and managed responsibly.
 - (iii) the Director of Corporate Services be authorised to establish a legal agreement between the county council and the Ministry of Housing, Communities and Local Government to ensure that the administration of the grant will meet all European Union, national government and county council requirements for audit and accountability.
- 10. Lancashire County Council (Barlow Street, Bobbin Street, Dale Street, Grimshaw Street, Lower Antley Street, Wheat Street, Accrington, Hyndburn) (Prohibition of Waiting) Order**

Cabinet considered a report setting out proposals to introduce waiting restrictions on streets close to a new mosque on Lower Antley Street, Accrington to manage parking in the area and to maintain adequate visibility and the safety of all road users.

Resolved: That the making of a Traffic Regulation Order, as set out in Appendices 'B' and 'C' to the report now presented, be approved.

11. Padiham Public Realm Improvements

Cabinet considered a report in relation to Padiham Public Realm Improvements.

Burnley Borough Council, supported by the county council, had recently been successful in a bid to the Lancashire Enterprise Partnership to fund public realm improvements on Burnley Road, Padiham. Cabinet was informed that the Borough Council had indicated a willingness to enter into a formal section 278 agreement for the design, delivery and payment of the works, and this would be managed by the county council as the Highway Authority.

Resolved:

That,

- (i) approval be given to the county council entering into a section 278 agreement under which the council will accept staged payments totalling £2,072,873 from Burnley Borough Council together with any other additional financial resources for the project that may be agreed.

- (ii) payments received be added to the Highways block of the 2018/19, 2019/20, 2020/21 and 2021/22 capital programme in advance of any application for payment from the appointed contractor.

12. Proposed Amendments to the Highways and Transport Capital Programmes

Cabinet considered a report presenting amendments to the approved Highways and Transport Capital Programmes in order to meet emerging priorities and to respond to some unanticipated service demands.

Resolved: That the proposed amendments to the Highways and Transport Capital Programmes be approved.

13. University of Central Lancashire Masterplan and Associated Highways Modifications

Cabinet considered a report setting out the arrangements for the proposed addition to the Capital Programme of an advanced payment from the University of Central Lancashire (UCLan) to cover the estimated highway construction cost expenditure associated with the UCLan Masterplan development.

Resolved: That approval be given to the addition to the capital programme of an advance payment of £10.4m proposed at present from the University of Central Lancashire to be paid once the section 278 agreement is completed with the following estimated profile: £0.75m (2018/19), £7.5m (2019/20), and £2.15m (2020/21).

14. Publication of the Draft Revised Minerals and Waste Local Plan for Public Consultation

Cabinet considered a report in relation to a review of the Joint Lancashire Minerals and Waste Core Strategy, and Site Allocation and Development Management Policies Local Plan.

The report set out the draft revised Joint Lancashire Minerals and Waste Local Plan, including the main changes and the proposed process for carrying out the statutory public consultation which must be undertaken before public examination and adoption. The report also set out a timetable for the review process.

Resolved:

That,

- (i) the publication of the draft revised Joint Lancashire Minerals and Waste Local Plan, as set out at Appendix 'A', be approved for consultation purposes during the summer.
- (ii) the revised Joint Lancashire Minerals and Waste Local Plan Local Development Scheme 2014-20, as presented at Appendix 'B', which sets out the timetable for plan production, be adopted.

- (iii) the outcomes of the scoping consultation, and the proposed changes to the Local Plan review, set out in the Scoping Consultation Outcomes Report presented at Appendix 'C', be noted.

15. Awarding of Small Grants to Third Sector Groups which are Registered with the Children and Family Wellbeing Service, including Grants to Individual Young People

Cabinet considered a report setting out the recommendations of District Youth Councils in relation to the award of small grants to third sector groups.

Cabinet's attention was drawn to an application from King's Church Youth Group, South Ribble. The Cabinet Member for Children, Young People and Schools informed Cabinet that the Youth Group had submitted a funding application for £980, but the District Youth Council felt unable to support the application in full. Cabinet was asked to consider awarding the full amount of £980 to the Youth Group as the Cabinet Member felt that the application did meet the small grants criteria.

Resolved:

That,

- (i) the recommendations of the District Youth Councils on the applications for grants from third sector groups which are registered with the Children and Family Wellbeing Service, as set out in the report, be approved.
- (ii) the full application submitted by King's Church Youth Group be supported and that the Group be awarded a total grant of £980 including the grant approved at (i) above, subject to the approval of the District Youth Council.

16. Recommendation of the Edwards Stocks Massey Bequest Fund Joint Advisory Committee

Cabinet considered a report setting out the recommendations of the Edwards Stocks Massey Bequest Fund Joint Advisory Committee.

Resolved:

That,

- (i) the allocation of funds as recommended by the Joint Advisory Committee at its meeting on 15 June 2018, as set out at Appendix 'A' now presented, be approved.
- (ii) in respect of the Higher Education Student Scholarship Awards, the interview panel of the Joint Advisory Committee be authorised to award the scholarships at its meeting on 21 December 2018.

17. Revision of Foster Care Allowances

Cabinet considered a report setting out proposals for the increase of Foster Care Allowance rates for 2018/19, in line with National Minimum Standards.

Resolved: That the increase in the current scale of Foster Care Allowances for 2018/19, as set out in the report and at Appendix 'A' now presented, be approved.

18. Primary Authority Status

Cabinet considered a report on the proposed formation of an Environmental Health Primary Authority working status with Preston City Council, to enable the Lancashire School and Residential Care Catering Service to operate effectively across the county.

Resolved:

That,

- (i) the formation of an Environmental Health Primary Authority working relationship with Preston City Council, as set out in the report, be approved .
- (ii) the Lancashire School and Residential Care Catering Service be requested to establish future safe systems of work within Lancashire's catering establishments, and that the current and future systems be scrutinised and ratified by Preston City Council.

19. Capital Strategy for Schools – Condition Led Capital Investment Programme, part 2018/19

Cabinet considered a report setting out the proposals for the allocation of schools capital funding provided by the Education and Skills Funding Agency to address a further phase of high priority building condition repairs on Community, Voluntary Controlled and Maintained Schools in Lancashire.

Cabinet was informed that this was an interim report to address recently identified urgent works.

Resolved: That the proposed list of maintenance schemes in Lancashire schools, as set out at Appendix 'A' now presented, totalling £969,980, be agreed as a further phase of high priority school repairs.

20. Police Community Support Officers - Budget Proposals

Cabinet considered a report on the findings of a consultation, as well as an Equality Analysis and the risk implications, into the county council's budget option in relation to the part funding of Police Community Support Officers.

Resolved: That the county council's part funding of Police Community Support Officers be withdrawn.

21. Implementation of the Care Act 2014 - Approval of Revised Adult Social Care Policies and Procedures

Cabinet considered a report setting out a new adult social care policy 'Managing Provider Failure'.

Resolved: That the implementation of the new 'Managing Provider Failure' policy, as set out at Appendix 'A' now presented, be approved.

22. Urgent Decisions taken by the Leader of the County Council and the relevant Cabinet Member(s)

It was noted that no urgent decisions had been taken by the Leader of the county council and Cabinet Members.

23. Urgent Business

None.

24. Date of Next Meeting

It was noted that the next meeting of Cabinet would be held on Thursday 9 August 2018 at 2.00 p.m. at County Hall, Preston.

25. Notice of Intention to Conduct Business in Private

Cabinet noted the Notice of Intention to Conduct Business in Private and that no representations had been received.

26. Exclusion of Press and Public

Resolved: That under Section 100A(4) of the Local Government Act 1972, the public 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 I of Schedule 12A to the Local Government Act 1972 as indicated against the heading to the item.

27. Regulation of Investigatory Powers Act: Annual Report to Cabinet

(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.)

Cabinet considered a report which updated the county council's policies under the Regulation of Investigatory Powers Act 2000.

Resolved: That the updated corporate policies, as presented at Appendices 'A', 'B' and 'C', be approved.

28. Appendix 'A' of Item 19 - Capital Strategy for Schools – Condition Led Capital Investment Programme, part 2018/19

(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.)

Cabinet received additional information in relation to item 19 on the agenda – Capital Strategy for Schools – Condition Led Capital Investment Programme, part 2018/19.

Resolved: That the additional information in relation to item 19 on the agenda – Capital Strategy for Schools – Condition Led Capital Investment Programme, part 2018/19 be noted.

Angie Ridgwell
Interim Chief Executive
and Director of Resources

County Hall
Preston

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Director Programmes and Project Management**Part I**

Electoral Division affected:
 Preston Central East; Preston
 Central West; Preston City
 Preston East; Preston North
 Preston Rural; Preston South
 East; Preston South West
 Preston West;

Update on Preston Youth Zone Operator

Contact for further information:

Sue Procter, Tel: 01772 538848, Director Programmes and Project Management
 Sue.Procter@lancashire.gov.uk

Executive Summary

In August 2017 Cabinet agreed that a procurement exercise would be undertaken to secure a Preston Youth Zone Operator. This ensured that the potential for state aid issues was negated by opening the opportunity to competition through a procurement process which complied with the Concession Contracts Regulations (2016).

In April 2018 Cabinet agreed that the County Council capital contribution to the Preston Youth Zone scheme would be capped at £5.925m, with any additional capital requirements (estimated at £2.6m) being met by the private/voluntary sector delivery partner. The council had also previously made a commitment to make a revenue contribution of £150,000 per annum to the operation of the Youth Zone for and initial implied period of 10 years.

The procurement process commenced on 19th April and concluded on 8th June with no bids received.

It is now necessary for Cabinet to consider the next steps for the delivery of a Preston Youth Zone. The options considered within this report are:

- Undertake a further procurement exercise on the same terms and conditions
- Re-procure on different terms and conditions
- Approach interested organisations directly
- Withdraw from the project

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to:

- (i) Withdraw from the delivery of a Preston Youth Zone on the Preston Bus Station site and extend the public realm treatment associated with the Bus Station redevelopment across the whole western apron.
- (ii) Fund the additional public realm works estimated at £1.25m from the £5.925m currently allocated to the Preston Youth Zone.
- (iii) Consider repurposing of £3.431m capital funding remaining following reductions of £1.244m abortive costs and £1.25m additional Public Realm costs.
- (iv) Release £150,000 revenue allocation previously committed to the operation of the Preston Youth Zone.

Background and Advice

The Preston Bus Station and Multi-storey Car Park regeneration programme includes the delivery of a Preston Youth Zone on a section of the western apron of the bus station. Following the agreement of the Cabinet in August 2017, and clarification regarding the county council's capital contribution agreed by Cabinet in April 2018 a compliant procurement process to secure a Preston Youth Zone Operator was undertaken.

The procurement process also ensured that the county council was able to comply with the requirements of s123 of the Local Government Act 1972 by removing reference to a 'peppercorn' rent and seeking a market rent for the facility from the prospective operator through the tender process.

The Invitation to Tender was issued on 19th April 2018 with a closing date of 8th June 2018.

No tender bids were received.

Options for Next Steps

1. Re-procure on the same terms and conditions

The procurement process generated very limited supplier interest, either through the Prior Information Notice or Invitation to Tender. 10 organisations expressed an interest or viewed the tender documents, but none took any further action.

Following the conclusion of the procurement process the Lancashire Procurement Service contacted all organisations who accessed the tender documentation via Oracle to explore what prevented them from submitting a bid.

From the organisations who responded and direct feedback one organisation provided by letter to the Leader, the following concerns were identified:

- difficult for suppliers to commit to the level of capital contribution required,
- length of proposed lease was insufficient
- lease terms including break clauses and the requirement for an open market rent were not acceptable
- co-location with Youth Offending Team was a concern, and
- design of the building was not compatible with model of delivery.

It was also apparent that some organisations were only interested in certain elements of the service such as the delivery of activities, support and guidance, with some expressing an interest in the construction of the building rather than the operation of the Youth Zone.

Based on this feedback it is considered unlikely that a second procurement exercise would generate any tenders if the tender is re-issued on the same terms and conditions.

2. Re-procure on different terms and conditions

This would require further officer time and resources in engaging with suppliers to understand what terms and conditions are particularly restrictive and what would be more acceptable to the market, with no guarantee a compromise could be found.

Given the feedback that has been received it is anticipated that for suppliers to engage the county council would need to increase its capital contribution above the £5.925m identified. The current estimate for the development is £8.53m. It was previously anticipated that the operator would provide £1m capital investment, but none of the feedback received has indicated what level of capital investment would be achievable.

The length of lease is also an area of concern for suppliers, with an indication that a 125 year Peppercorn lease would be required. Any move away from achieving an open market rent for the property would not enable the county council to satisfy the requirements of s123 Local Government Act.

The co-location of the Youth Offending Team service within the Youth Zone has also been raised as a concern and this would need to be addressed, potentially by removing this service from the building.

Any changes to terms and conditions would require the re-issuing of a revised Invitation to Tender to the open market to comply with the Concession Contracts Regulations (2016). Given the comments received it is clear that there is a very limited market available to provide the role of operator, and there is a risk that any re-tender would also fail to generate compliant bids, even if the county council were able to compromise on the issues mentioned above.

3. Approach interested organisations directly

To ensure compliance with procurement regulations any direct approach to any organisation following a tender exercise which elicited no responses, or no suitable responses, would have to be made in accordance with the principles of the "negotiated procedure without prior publication" under the Public Contract Regulations 2015. That procedure could only be considered if the terms and conditions of the original tender are not substantially altered.

Contacted organisations have indicated that they wouldn't be able to present a viable business plan based on the current tender requirements, but are open to further discussions around commissioning options if the council wishes to have that dialogue. These are likely to require significant changes to material terms and conditions, such as capital contribution, length and nature of lease arrangements and the co-location of the Youth Offending Team.

In such circumstances, altering key terms and conditions would require re-issuing a tender to the open market to ensure compliance with Public Contracts Regulations.

4. Withdrawal from the Project

It is unlikely that the county council will be able to deliver a Preston Youth Zone on the Bus Station location without a significant increase in capital funding, a reduction in lease payments, an increase in the term of lease and the removal of the co-located Youth Offending Team service.

It would be very challenging in the current financial climate for the authority to compromise on these points. It should also be noted that since the first discussions on the construction of a Preston Youth Zone, children, young people and family services have developed a much stronger focus on targeted services rather than a universal service offer such as that provided through a Youth Zone. The shift in focus towards delivery of an integrated 'early help' service offer in Lancashire for children, young people 0-19yrs+, now focusses on targeting those most in need of support and was agreed by Cabinet at its meeting in November 2015. The decision detailed the 'Transformation of Wellbeing, Prevention and Early Help Services', integrating a number of existing services (including the former Young People's Service in the County Council) and repositioning the service delivery offer to be principally focussed on those assessed as having complex or intensive needs aligned to Lancashire's Continuum of Need at Levels 2 and above.

Although the council has demonstrated to date, a continuing commitment to the provision of a Preston Youth Zone, and continues to recognise that this would represent an extremely welcome asset in Preston, it must now consider whether this is aligned with the targeted approach described above which ensures the greatest support and assistance is provided to those with greatest need.

A decision to withdraw from the delivery of a Preston Youth Zone would reduce the capital requirement of the Preston Bus Station development programme. However it should be noted that significant expenditure has already been incurred on the project. This is split in to two principal areas:

- Firstly, the abortive costs of the extensive design work done to date, as well as a likely claim from the contractors for loss of profit. These costs total £1.244m.
- Secondly, the expansion of the public realm works to include the entire area of the western apron of the bus station, covering the area that would have been taken by the Youth Zone footprint. It is estimated that in order to deliver quality public realm to a suitable standard to complement that planned for the rest of the apron would incur an additional cost of £1.25m. This includes £150k additional design costs, £350k additional electrical works (primarily lighting) and £750k construction. The total cost of the public realm works would be £2.75m including the apron works already programmed across other approved capital projects associated with the bus station re-development and Fishergate.

Taking the abortive costs and the costs of delivering the additional public realm from the original capital allocation of £5.925m would release £3.431m capital funding. Repurposing this capital funding will reduce borrowing requirements if no longer needed to fund a Youth Zone.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

Legal/Procurement

In proceeding with the procurement process the county council as a public authority must comply with the relevant procurement regulations, state aid rules and s123 of the Local Government Act 1972.

The potential for state aid issues has been negated by opening the opportunity to competition through a procurement process which complies with the Concession Contract Regulations 2016. Appointing a Youth Zone Operator following an open tender process does not create an unfair advantage to the recipient but offers a fair and transparent opportunity to all those interested in delivering the services (including operators from other EU states). Under a compliant procurement process all bids would be evaluated on an equal basis according to pre-published criteria and there is thus no detrimental impact upon inter-state competition.

Section 123 of the Act provides that a council cannot dispose of its land for a consideration less than the best that can be reasonably obtained in the market,

except with the express consent of the Secretary of State. A disposal of land includes the granting of a lease. The removal of all reference to a peppercorn rent from within the Invitation to Tender, allowing for an open market rent, gives compliance to this requirement.

Finance

The financial contributions committed to the delivery of the Preston Youth Zone have been considered through previous reports, most specifically within the report to Cabinet on 9 June 2016.

The cabinet established at its April 2018 meeting that all capital costs above the agreed £5.925m would be met through the Youth Zone Operator, therefore limiting the county council's financial commitment to that already agreed. The required commitment of the Youth Zone Operator is currently estimated to be £2.605m, rather than the £1m contribution previously discussed.

The procurement process specified that the Youth Zone Operator would take on the operational and financial risk associated with delivering the Preston Youth Zone. It was envisaged that they would need to secure private sector contributions from sponsors, arrange contributions from other public sector partners, as well as charging a fee for young people to access the activities to cover costs.

The county council has previously made a commitment to provide a maximum revenue contribution of up to £150,000 per annum, for a maximum period of ten years. This was detailed within the procurement documentation. The withdrawal from the project would enable the release of this revenue funding.

OnSide have written to the Leader stating that they will be placing an invoice with the county council for the development costs they have contributed to the project. There is an anticipated cost for all fees included within the abortive cost figure of £1.244m. At the commencement of the Project, OnSide provided a figure for their fixed consultancy fee and this amount is included within the Project Cost Plan and is reflected in the abortive costs.

Funding for the delivery of the existing western apron public realm treatment has been secured through Growth Deal, through the Preston City Centre Improvements Programme. Whilst this funding does not specifically relate or contribute to the delivery of a youth zone, the outputs in the business case used to secure the funding do refer to the youth zone and as such the Growth Deal Board will require a change request to be submitted to address any implications on the outputs to be delivered by this change to the business case deliverables. The impact of this is unknown and is subject to Growth Deal Management Board discussion but could result in reduced funding for the public realm treatment.

List of Background Papers

Paper	Date	Contact/Tel
Proposals for Transforming Wellbeing, Prevention and Early Help Services for Children, Young People and Families in Lancashire	26.11.2015	Debbie Duffell 01772 532173
Procurement Report – Request for approval to commence procurement exercise	10.8.2017	Rachel Tanner 01772 534904
Update on Preston Youth Zone Operator	12.4.18	Sue Procter 01772 538848
Reason for inclusion in Part II, if appropriate		
N/A		

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Service - Procurement**Part I**

Electoral Division affected:
Preston Central East; Preston
Central West; Preston City;
Preston East; Preston North;
Preston Rural; Preston South
East; Preston South West;
Preston West;

Request Approval to Commence Procurement Exercises

(Appendix 'A' refers)

Contact for further information:

Rachel Tanner, Tel: (01772) 534904, Head of Service - Procurement
rachel.tanner@lancashire.gov.uk

Executive Summary

In line with the county council's procurement rules, this report sets out a recommendation to approve the commencement of the following procurement exercises:

- (i) The collection, transportation and treatment of wood waste;
- (ii) Provision of Extra Care Services, Greenbrook House, and Brookside .

This is deemed to be a Key Decision and the provisions of Standing Orders C19 and C20 have been complied with.

Recommendation

Cabinet is asked to approve the commencement of the procurement exercises as set out in Appendix 'A' for the areas identified above.

Background and Advice

Appendix 'A' of this report sets out the details of the individual procurement exercises and the basis upon which it is proposed to carry out the processes including:

- the description of the supplies/services/works being procured;
- the procurement route proposed;

- the estimated annual contract value;
- the proposed basis for the evaluation of the tender submissions.

Where approval has been received from the Cabinet to undertake a tender process which is deemed to be a Key Decision, the subsequent award of the contract on the satisfactory completion of the tender exercise shall not be deemed a Key Decision and can be approved by the relevant Head of Service or Director.

On conclusion of the procurement exercises, the award of the contracts will be made under the county council's Scheme of Delegation to heads of service, and in accordance with the council's procurement rules.

Consultations

Relevant Heads of Service and key operational staff have been consulted in drawing up the proposals to undertake the procurement exercises included within this report.

Implications:

This item has the following implications, as indicated:

Financial

The estimated value of the contracts will be contained within the current budget for service areas. If significant variations should result then a further report to cabinet will be required.

List of Background Papers

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

Procurement Title:

The Collection, Transportation and Treatment of Wood Waste from 15 Household Waste Recycling and Reuse Centres in the Administrative County of Lancashire.

Procurement Option:

Official Journal of the European Union – open procedure.

New or Existing Provision:

Existing – the current arrangements expire on 31st December 2018.

Estimated Contract Value and Funding Arrangements:

The estimated annual value of the three contracts is £1,000,000.

The estimated total value of the three contracts is £5,000,000.

Contract Duration:

An initial term of one year with two options to extend each contract, beyond the initial term, each for a further period of up to 24 months. The total period of the extensions, for each contract, shall not exceed a period of four years.

Lotting:

The wood waste collection, transportation and treatment services will be procured on the basis of three geographical lots:

- Lot 1 – North Lancashire;
- Lot 2 – South Lancashire; and
- Lot 3 – East Lancashire.

Evaluation:

Quality Criteria: Pass/Fail & 25%	Financial Criteria: 75%
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Social Value will form 5% of the quality criteria, with the objectives of promoting training and employment opportunities; and, environmental sustainability.

Contract Detail:

The council intends to enter into a contract for each of the three lots.

Service providers are required to:

- collect and transport wood waste from the council's Household Waste Recycling and Reuse Centres; and
- provide a suitable waste facility for the acceptance and treatment of the wood waste;

in each contract year and throughout the contract period.

The waste facility must have the benefit of a current and relevant planning permission and waste management licence/permit to carry out the treatment services required by the council. These services presently divert significant tonnages of wood waste from landfill and contribute to the council's waste management targets.

Procurement Title	
Provision of Extra Care Services at Greenbrook House, and Brookside.	
Procurement Option	
Official Journal of the European Union – Open Tender	
New or Existing Provision	
Existing – The current contract end dates for Greenbrook and Brookside is 30/11/18.	
Estimated Contract Value and Funding Arrangements	
<p>The following figures are based on the maximum contract length of 4 years.</p> <p>Adult and Community Services Budget: Greenbrook House – between £680,000 and £2,300,000 Brookside - between £1,100,000 and £5,700,000 There is a recognition that the pathways into current services are not operating effectively and that the social care needs of current tenants are likely to increase, consequently the contract values take into account the likely increase in the levels of care required at each scheme.</p>	
Contract Duration	
For each contract the initial period is 24 months with an option to extend the contract beyond the initial term for any period(s) up to a maximum of a further 2 years.	
Lotting	
<p>The procurement will be split in to lots according to the two Extra Care schemes which are located in different areas of the County:</p> <p>Lot 1 Greenbrook House, Whitworth Lot 2 Brookside, Ormskirk</p>	
Evaluation	
Quality Criteria 60%	Financial Criteria 40%
<p>Social Value will form 10% of the quality criteria and will focus on the following objectives:</p> <ul style="list-style-type: none"> • Promote training and employment opportunities for the people of Lancashire • Raise the living standards of local residents 	

Contract Detail

Extra Care Housing offers a real alternative to residential care by providing self-contained flats, communal facilities and on site domiciliary care and support which is available to all tenants. Extra Care Housing offers independent living by providing services and support that are tailored to be flexible and responsive to people's changing needs. All services listed below are for older people.

- Greenbrook House is an Extra Care scheme located in Whitworth, East Lancashire with 24 hour care services. The scheme has 42 flats.
- Brookside is an Extra Care scheme located in Ormskirk, West Lancashire. This is a large development with 111 self-contained apartments, including around 80 two bedroom apartments.

The Council recognises the unique nature of Extra Care Housing and the need to ensure that there is a 24 hour staff presence on site. This will be provided via a core/background service which is available to all individuals. This service is intended to be flexible and able to respond to the unplanned needs of tenants, to contribute to meeting wider wellbeing needs and to develop the community aspects of the scheme.

Service Users in the Extra Care Schemes will also have individual eligible care needs which will be met via a planned care service. The Council envisages that a number of individuals who require care will choose to receive it from the onsite provider of the core/background service, where the services that are being offered are high quality, flexible and personalised. However, service users are able to choose any provider to deliver their planned care.

Consequently, the budgetary spend for the new contracts spend will be split into two parts:

- the block purchase arrangement for the core/background element of the service as described above
- spot contracts for the planned care.

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Legal and Democratic Services**Part I**

Electoral Division affected:
None;

Provision of Mobile Phones to Councillors

Contact for further information:

Josh Mynott, Tel: (01772) 534580, Democratic and Member Services Manager,
josh.mynott@lancashire.gov.uk

Executive Summary

This report presents a proposal for a revised mobile phone offer for councillors, providing four options enabling individual members to choose the device or arrangement that best suits their requirements.

Recommendation

Cabinet is asked to approve the proposals set out in the report for the future provision of mobile phones to councillors.

Background and Advice

At present, all councillors are provided with a Vodafone Prime smartphone by the council to facilitate council business. This device was recommended by a cross-party working group prior to the last county council elections in May 2017.

However, in response to councillor feedback, and to reflect differing requirements of individual councillors, officers working with BT Lancashire Services have undertaken work to improve the offer. It is proposed that all councillors will now be offered the choice of one of four options:

- Android phone
- iPhone
- Basic phone
- Bring Your Own Device (BYOD)

Summary of options:

- **Android; Vodafone Prime** – The existing device. Councillors would need to take no action, just continue with their current mobile device. There would be no cost implications. For information, the cost of a Vodafone Prime N8 (the current model available in from BT Lancashire Services) is £100 per device.
- **iPhone** – Councillors could swap to an iPhone. The iPhone 7 costs £455 per device, and this cost would be partially offset, as the Council will re-use the current device. There is no access to the mod.gov app via an iPhone.
- **Basic; Mobiwire Aponi** – A phone and text only device, with no access to internet, or email. A device for councillors who access emails via other devices, and just want to be able to take and make calls, and send texts. Costs £30, and councillors would need to return their Prime for re-use.
- **Bring Your Own Device ("BYOD")** - Councillors can choose to use their own phone, and have Airwatch (access to county council email and intranet) installed. There would be no upfront costs to the authority, but it is proposed that an extra £5 per month ICT subsidy be provided to councillors to cover costs on personal devices, as it is likely there will be higher costs of the councillors' personal contracts. This would be offset by the saving in contract costs to the council. Again, councillors would be required to hand back their Prime for re-use.

(Note that the above devices constitute the proposed offer. However, individual models of mobile device regularly move out of production and are replaced by newer models. Therefore, the actual model offered in future may change, although it will be of an equivalent standard and cost.)

Support will be provided to members setting out the detailed pros and cons to help them choose, although the decision will be up to the individual councillor. Councillors who opt to change will also be offered initial training on using their new device if required.

There are no differences in monthly contract costs (£5 per device) between the Prime and iPhone. The Mobiwire is cheaper (£2.50 per device) as it does not have a data (internet) component.

Consultations

The options have been discussed with BT Lancashire Services to ensure they are technically viable and can be supported through the ICT helpdesk.

Implications:

This item has the following implications, as indicated:

Risk management

Councillors need to be provided with appropriate facilities to enable them to do their job. This revised offer will ensure that this is the case.

Financial

The total additional cost will depend on the individual choices of councillors. The maximum additional total cost to the authority would be c£38,000, although this cost would only be incurred if all councillors opted for an iPhone.

Even in this case, the cost will be partially offset by re-using the Prime devices that are returned, reducing the overall costs by up to £8,400. Additionally, as a gesture of goodwill to support the Council with the cost of these devices, BT Lancashire Services have offered a contribution towards the costs of up to £3,000.

The offer of an additional £5 per month ICT subsidy for councillors choosing Bring Your Own Device (BYOD) will be offset by the reduced contract costs incurred by the authority.

The costs outlined above will be met from the Members budget provision for ICT that is held within revenue reserves.

List of Background Papers

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate		
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N/A		
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Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Service Public & Integrated Transport**Part I**

Electoral Division affected:
(All Divisions);

Discretionary Concessionary Travel - Results of Public Consultation

(Appendix 'A' refers)

Contact for further information:

Liz McClarty, Tel: (01772) 532423, Transportation Officer,
liz.mcclarty@lancashire.gov.uk

Executive Summary

At its meeting on 8 February 2018, Full Council approved an increase in the charge made to disabled NoWcard holders for travel before 0930 Monday to Friday from 50p to £1, subject to consultation, with the outcome to the consultation to be presented to Cabinet for final approval.

Consultation has now been carried out, an equality analysis has been undertaken and this report presents the findings.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to:

- (i) Approve an increase to the charge made to disabled NoWcard holders for travel before 9.30a.m. Monday to Friday from 50p to £1.
- (ii) Authorise officers to amend the Joint Concessionary Travel Scheme and liaise with bus operators to ensure that they make the necessary arrangements for collection of the fare.

Background and Advice

The county council operates the mandatory English National Concessionary Travel Scheme. In Lancashire this scheme is called NoWcard. The NoWcard is a

partnership between the authorities of Lancashire County Council, Cumbria County Council, Blackpool Council and Blackburn with Darwen Council.

The NoWcard scheme allows free bus travel (and free travel on Blackpool Tramway to Wyre residents) for NoWcard pass holders from Mondays to Fridays between 9.30am and 11pm and all day on Saturdays, Sundays and bank holidays.

As a discretionary enhancement to the national scheme the county council, Blackpool Council and Blackburn with Darwen Council also allow holders of a disabled person's NoWcard to travel at a 50p flat fare on journeys on local bus/tram services that begin before 9.30am on Mondays to Fridays.

There has been no increase of the 50p charge for over 10 years.

On 8 February 2018, Full Council agreed to consult on proposals to increase this charge from 50p to £1 with the outcome to the consultation to be presented to Cabinet for final approval. The consultation has now been carried out and an analysis of it is available on the council's [website](#). The key findings are summarised below.

Consultations

The public consultation ran for eight weeks between 26 March 2018 and 21 May 2018. In total, 179 completed questionnaires were returned (48 paper questionnaires and 131 online questionnaires).

Paper questionnaires were made available at libraries and transport interchanges. The consultation questionnaire was also available online at www.lancashire.gov.uk in PDF, Microsoft Word, large print and easy read versions. Some local forums were also invited to take part in the consultation and different versions (braille and audio CDs) were made available to them. Assisted completion of questionnaires was available on request.

Over 400 stakeholders who may have interests in the proposals or may be potentially affected were emailed at the beginning of the consultation to inform them that the consultation had started. The consultation was also publicised via press release, posters at libraries and interchanges, Twitter and Facebook.

The main section of the questionnaire covered two topics: respondent's use of disabled person's NoWcards and respondent's views on the proposal to increase the flat fare per journey for disabled person's NoWcard from 50p to £1 for travel before 9.30am from Monday and Friday.

Key findings summarised:

- 53% of respondents said that they have a current disabled person's NoWcard.
- Of those respondents who said that they had used their disabled person's NoWcard in the last 12 months, 29% said that they had used their NoWcard for travel before 9.30am from Monday to Friday on every or most days in the last 12 months. About a further 16% said that they used their NoWcard for

travel before 9.30am from Monday to Friday a few times a week in the last 12 months.

- Of those respondents who said that they had used their disabled person's NoWcard for travel before 9.30am from Monday to Friday in the last 12 months, 58% said that they generally spent 50p each day on their disabled person's NoWcard for travel before 9.30am from Monday to Friday.
- Nine respondents stated they made more than one bus journey prior to 9:30am which would greatly increase their fare.
- Respondents who said that they had used their disabled person's NoWcard for travel before 9.30am from Monday to Friday in the last 12 months were then asked why they travel before 9.30am from Monday to Friday using their disabled person's NoWcard. The most common responses to this question were for medical appointments (64%), for leisure (31%) and for shopping (30%).
- 49% of respondents disagreed with the proposal and 42% agreed with it.
- Respondents were asked to explain how the proposal would affect them. 25% said it would have little or no affect, 19% said money is tight/less money for other essentials.
- 20% said that if the proposal happened it would mean that they would travel less often by bus/tram.
- 38% said it is important for them to be able to pay their bus fare with one coin.
- When respondents were asked if there was anything else that they thought we needed to consider or that the proposal could do differently, 18% proposed an alternative way of changing the NoWcard scheme (using the NoWcard as an electronic purse so that coins are no longer needed).

Implications:

This item has the following implications, as indicated:

Disabled NoWcard holders who rely upon bus travel before 9.30am will need to pay £1 instead of 50p. The 50p charge has not been increased for over 10 years.

Blackpool Council and Blackburn with Darwen Council also operate a discretionary 50p charge as part of the Joint Lancashire Concessionary Travel Scheme. For journeys commencing in Lancashire the charge will be £1 and for journeys starting in Blackburn and Blackpool the fare will remain at 50p for pass holders. A communication plan will be required for bus operators and pass holders to ensure this is made clear for users.

The reconfiguration of commercial bus operator's ticket machines will be required, to take account of the new fare.

Risk management

No significant risks have been identified.

Financial

The increase in charge detailed in this report will achieve savings of £43,000 in 2018/19 and a further £44,000 in 2019/20, therefore £87,000 in total. These savings have been built into the budget for both 2018/19 and 2019/20.

Time may be required by bus operators to update their ticket machines. This may create some delay in achieving savings.

There may be a cost of up to £5,000 associated with the reconfiguration of the bus ticket machines by the bus operators, which it is anticipated will be funded from within the Concessionary Travel budget for 2018/19.

Legal

Changes will need to be made to the Lancashire County Council, Blackburn with Darwen Council and Blackpool Council Joint Concessionary Travel Scheme.

Equality and Cohesion

The Equality Analysis is attached at Appendix 'A'. In summary:

- The proposal will make it more expensive for disabled people to travel before 9.30am. Consultation revealed only a small percentage of holders tend to travel at these times. However, for those who do need to travel before 9:30 a.m. to begin work, fulfil college or university timetables or attend medical appointments the proposal may significantly adversely affect their ability to participate in public life and may not assist in advancing equality of opportunity for this group. Disabled people are twice as likely to be unemployed as non-disabled people and are less likely to have qualifications than non-disabled people. If individuals were to feel it was no longer viable to attend college or university or to remain in work, these disadvantages would increase.
- Any effects will particularly be felt by those making a journey which requires more than one bus trip prior to 9:30am. Although occurrences of this were quite low amongst consultees (9 consultees), it must be recognised that the adverse impact upon this group will be significant.
- A number of consultation respondents did feel that the proposal discriminated against disabled people unfairly. However, it should perhaps be noted that holders of older persons NoWcards pay full fare before 9:30 a.m. and these fares have increased substantially since 2008 and most will have risen by more than 50p per journey.

List of Background Papers

Paper	Date	Contact/Tel
Consultation Responses	2018	Liz McClarty/ (01772) 532423

Reason for inclusion in Part II, if appropriate

NA

Equality Analysis

**CMTYo26b: Discretionary Concessionary Travel
For Decision Making Items**

June 2018

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.

Specific advice on completing the Equality Analysis and advice, support and training on the Equality Duty and its implications is available from the County Equality and Cohesion Team by contacting

Jeanette Binns (Equality and Cohesion Manager) at

Jeanette.binns@lancashire.gov.uk

Name/Nature of the Decision

Discretionary Concessionary Travel

What in summary is the proposal being considered?

Modify the Concessionary Travel Scheme to increase the Monday to Friday pre-0930 fare for Disabled NoWcard holders from 50p per journey to £1.00.

The Council operates the mandatory English National Concessionary Travel Scheme (ENCTS). In Lancashire this scheme is called NoWcard.

The NoWcard scheme allows free bus travel (and free travel on Blackpool Tramway to Wyre residents) for NoWcard pass holders from Mondays to Fridays after 9.30am and all day on Saturdays, Sundays and bank holidays.

At our discretion, the scheme also allows holders of a disabled person's NoWcard to travel at a 50p flat fare on journeys on local bus/tram services that begin before 9.30am on Mondays to Fridays.

The 50p fare has been in place for over 10 years.

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.

No specific locational impacts on people using the disabled person's NoWcard.

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.

Changes to the facility that allows holders of a disabled person's NoWcard to travel before 09.30 Monday to Friday on payment of 50p will affect those people with a qualifying disability.

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

See question 1

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.)

NA

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.

There are currently 16,313 holders of disabled persons NoWcards in Lancashire (as of June 2018).
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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)

A public consultation ran for eight weeks between 26 March 2018 and 21 May 2018. In total, 179 completed questionnaires were returned (48 paper questionnaires and 131 online questionnaires).

Paper questionnaires were made available at libraries and transport interchanges. The consultation questionnaire was also available online at www.lancashire.gov.uk in PDF, Microsoft Word, large print and easy read versions. Some local forums were also invited to take part in the consultation and different versions (eg braille and audio CDs) were made available to them. Assisted completion of questionnaires was available on request.

413 stakeholders were emailed at the beginning of the consultation to inform them that the consultation had started. The consultation was also publicised via press release, posters at libraries and interchanges, Twitter and Facebook.

The demographic profile of consultation respondents in terms of their protected characteristics can be summarised as follows:

85% of respondents indicated that they were Lancashire residents whilst 21% of respondents were members of a Voluntary, or Community organisation and 11% of respondents were Elected Members of a Parish or Town Council.

40% of respondents were male and 53% were female, a slightly lower representation of males than in the Lancashire population.

53% of respondents were aged 35-64 which is higher than for a number of service consultations, 18% were aged 65-74, 11% were aged over 75, 7% were aged 20-34, 3% were aged 16-19 and 1% were aged under 16.

34% of respondents did not have a disability and 7% "prefer not to say" so the majority of respondents had a disability –these were identified as physical disability (28%), visually impaired (19%), learning disability (16%), other disability (13%). Mental health condition (12%), Deaf person (7%).

In terms of ethnicity 89% of respondents were White, 1% were Asian/Asian British, 1% identified as "Other" and 10% of respondents "prefer not to say" which indicates some under-representation of various groups compared to the 2011 Census.

Respondents were also asked if there were any children or young people under 20 in their household – 65% said no, 4% (double the usual response to this question) said "no but expecting", 7% of respondents had young people aged 17-19 in their household, 10% had 12-16 year olds, 4% had 9-11 year olds and 5-8 year olds respectively and 2% of respondents had children aged under 5.

Key consultation findings:

- 53% of respondents had a current disabled persons NoWCard.
- Of those respondents who said that they had used their disabled person's NoWcard in the last 12 months about three in every ten (29%) said that they had used their NoWcard for travel before 9.30am from Monday to Friday every or most days in the last 12 month. About a further one in six of those respondents (16%) said that they used their NoWcard for travel before 9.30am from Monday to Friday a few times a week in the last 12 months.
- Respondents who said that they had used their disabled person's NoWcard for travel before 9.30am from Monday to Friday in the last 12 months were then asked why they travel before 9.30am from Monday to Friday using their disabled person's NoWcard. The most common responses to this question were for medical appointments (64%), for leisure (31%) and for shopping (30%). 25% of respondents used their NoWCard for travel to education, 24% used it for travel to work and 20% used it for volunteering. There were smaller percentages who used their NoWCard for travel to be cared for, for caring duties or for other reasons.
- About two-fifths of respondents (42%) agreed with the proposal to increase the flat fare per journey from 50p to £1 for disabled person's NoWcard travel before 9.30am from Monday to Friday. However, about half of respondents (49%) disagreed with the proposal.
- Respondents were asked to explain how the proposal would affect them. A quarter said it won't/very little (25%) and about a fifth (19%) said money is tight/less money for other essentials. Smaller percentages said it would make travel to college/university unaffordable (4%) with some commenting they may not be able to afford lunch at college and a parent with two young people at college explained the proposal would have "double the impact" as they paid both the young persons' bus fares daily which would be unaffordable. 4% said they would be unable to travel for medical appointments or might have to use Patient Transport instead. 3% felt it would penalise them for having a job/working/volunteering.
- A fifth of respondents (20%) said that if the proposal happened it would mean that they would travel less often by bus/tram.
- About two-fifths of respondents (38%) said it is important for them to be able to pay their bus fare with one coin. Some respondents argued that even asking this question was patronising to disabled people, but other comments articulated the importance for them or their disabled child/young person of a single coin being easier to identify and not requiring which coins were needed to "add up" to the correct fare or ask for change/ interact with the driver which was mentioned by some people in relation to those NoWCard holders with learning disabilities, autism or mental health conditions.
- The proposed change is only expected to effect a small percentage of holders- those holders who use the scheme before 9:30. However, in terms of the impact of the proposal there were a couple of instances of people stating that they frequently travel to education, volunteer, or to modest paying jobs and they live in a rural locations or on routes where they have to catch multiple buses. The cost increase (multiple times paying £1 before 9:30) for these people will be significant and may mean that going to their education, volunteering or job is no longer viable. There were also respondents who paid

£1.50 a day currently for their journey and did this on most days of the week and some commented that if the proposal was agreed, in their position a NoWCard may mean them paying more or only marginally less than travellers who bought weekly or monthly saver tickets.

- There were a number of comments from Parish Councils which broadly supported the proposal but a number of other Parish Councils did not. The 50+ Assembly were broadly of the view that the proposal was not unreasonable but recognised that the "jump" in fare was considerable and would adversely impact some people. They believed that paying with a single coin was important but also suggested consideration of other payment methods – e.g. electronic or prepayment. Some consultation respondents also suggested alternative payment methods – e.g. card, smartphone, weekly passes/saver tickets.
- It is also worth noting that some consultation respondents suggested a more graduated increase in fare rather than the doubling of fares in one.

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.

The proposal will make it more expensive for disabled people to travel before 9.30am. Consultation revealed only a small percentage of holders tend to travel at these times. However, for those who do need to travel before 9:30 a.m. to begin work, fulfil college or university timetables or attend medical appointments the proposal may significantly adversely affect their ability to participate in public life and may not assist in advancing equality of opportunity for this group. Disabled people are twice as likely to be unemployed as non-disabled people and are less likely to have qualifications than non-disabled people. If individuals were to feel it was no longer viable to attend college or university or to remain in work, these disadvantages would increase.

Any effects will particularly be felt by those making a journey which requires more than one bus trip prior to 9:30am although occurrences of this were quite low amongst consultees. It must be recognised that the adverse impact upon this group will be significant.

A number of consultation respondents did feel that the proposal discriminated against disabled people unfairly. It should perhaps be noted that holders of older persons NoWCards pay full fare before 9:30 a.m. and these fares have increased substantially since 2008 and most will have risen by more than 50p per journey.

Some respondents also mentioned that they tried to travel on buses where there were no children and young people travelling to school either because there was insufficient space to travel comfortably with their guide dog/assistance dog or noise levels, bad behaviour or comments made travelling on these buses difficult for a range of disabled people. For those who work or go to college this means travelling on earlier buses. A number of disabled people in various research reports have reported experiencing hate incidents (abuse or comments about their disability) on public transport at school travel times so there may be an adverse

impact on fostering good relations/community cohesion. Hate incidents were not an issue in this consultation but a point for consideration.

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.

Disabled people are still being transferred from Disability Living Allowance (DLA) to Personal Independence Payment (PIP) in Lancashire which can result in a change to the amount of benefit received. A component of both DLA and PIP is about mobility but the assessment criteria has changed so the mobility component may be reduced at the same time as the pre-9:30 concession price is increased. Several consultation respondents identified this as a specific concern for them. Also some disabled people who receive Employment and Support Allowance may be included in those affected by the Universal Credit roll-out difficulties. Others mentioned that disabled people are more reliant on benefits and these had only risen by 2% this year in comparison with the rise in bus fares proposed – though there were other comments that disabled people should not be seen as reliant on benefits by other respondents.

The recent increase in subsidised bus services has partly been designed to assist people to access work, education, volunteering, health and leisure facilities which are also the reasons why many NoWCard holders who are disabled travel before 9:30 a.m. These were also largely to assist people in more rural areas and this has often been identified in the consultation as those people who are more likely to need to catch up to three buses to complete their journeys.

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 unchanged.

The council is in a position where it needs to make substantial budget savings and, whilst this proposal will have a negative impact on a small percentage of people with protected characteristics, it is considered necessary to make this service change.

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.

Publicity and communication with disabled NoWcard holders and bus operators to introduce the change in fare.

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.

The council is in a position where it needs to make substantial budget savings and this proposal will have a negative impact on people with protected characteristics, particularly those with fixed or low incomes or those making journeys which require more than one bus to be taken. The proposal to amend the arrangements for holders of disabled NoWcards may be difficult for those travelling from neighbouring areas with enhanced discretionary travel arrangements.

It is accepted that this will have an adverse impact on some disabled people who travel prior to 9:30 a.m. and that for those who need to catch several buses to make their journey and do so daily, that impact will be significant and adverse.

However, the fare has not risen for over 10 years and whilst the rise to £1 does represent a significant increase, it does retain the possibility for people to pay using a single coin which many indicated in the consultation that they would find easier than using several coins.

Question 8 – Final Proposal

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

Raise the pre-9:30 am. fare from 50p to £1 per journey on buses.

Question 9 – Review and Monitoring Arrangements

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

Feedback from those affected.

Position/Role Transportation Officer

Equality Analysis Endorsed by Line Manager and/or Service Head

Decision Signed Off By

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.

For further information please contact

Jeanette Binns – Equality & Cohesion Manager

Jeanette.binns@lancashire.gov.uk

Thank you

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Service Public & Integrated Transport**Part I**

Electoral Divisions affected:
Clitheroe; Lancaster Rural
North; Nelson East; Preston
City;

Transport Information Centres - Results of Public Consultation

(Appendix 'A' refers)

Contact for further information:

Liz McClarty, Tel: (01772) 532423, Transportation Officer,
liz.mcclarty@lancashire.gov.uk

Executive Summary

At its meeting on 8 February 2018, Full Council approved the closing of transport information centres at Preston Bus Station, Nelson and Clitheroe Interchanges and Carnforth Railway Station, subject to consultation, with the outcome to the consultation to be presented to Cabinet for final approval. This report presents the outcome of the consultation, including the expressions of interest received from interested parties who may wish to take over the management of some or all of the transport information centres.

An exploratory period is proposed to investigate these expressions of interest. During this period it is also proposed that the transport information centres be kept operational. The outcome of these investigations will be presented to Cabinet in due course.

An equality analysis is attached at Appendix 'A'.

Recommendation

Cabinet is asked to:

- (i) Authorise officers to investigate the expressions of interest received from interested parties who may wish to take over the management of some or all of the transport information centres.
- (ii) Agree to the service being maintained whilst the expressions of interest are investigated.

- | |
|--|
| (iii) Note that a further report on the outcome of the suitability of the expressions of interest will be presented to a future meeting to enable a final decision to be taken on the proposed closure of the information centres. |
|--|

Background and Advice

At its meeting on 8 February 2018, Full Council approved the closing of transport information centres at Preston Bus Station, Nelson and Clitheroe Interchanges and Carnforth Railway Station, subject to consultation, with the outcome to the consultation to be presented to Cabinet for final approval.

An appropriate consultation has now been carried out and this report presents the outcome of the consultation. An analysis of the responses to the consultation is available on the Council's [website](#).

Key findings from the consultation are set out below. As the information centres are highly valued by their users a number of proposals were also received that could be considered to offer the possibility of enabling much or all of the service to continue whilst still delivering the savings to the authority. Expressions of interest included taking over the offices completely.

In view of this, it is proposed to investigate whether there is an opportunity for the service to be provided by an alternative service model at one or more of the information centres.

If these proposals are investigated the exploratory period will involve:

- Engagement with all interested parties.
- The implementation of an application process for the development of a business cases from interested parties.
- An assessment of costed business cases by county council officers
- The submission of findings to Cabinet.

It is proposed that this service be maintained whilst investigations are carried out and that a further report on the outcome will be presented to a future meeting of Cabinet.

Consultations

The consultation asked for views on the proposal to close the council's transport information centres at Preston Bus Station, Nelson Interchange, Clitheroe Interchange and Carnforth Railway Station.

The consultation ran for eight weeks between 5 March 2018 and 29 April 2018. Paper questionnaires were made available at all four transport information centres, as well as Carnforth Library because of Carnforth Railway Station being closed during part of the fieldwork period. Posters were also used at these venues to publicise the consultation.

The consultation questionnaire was also available online at www.lancashire.gov.uk.

At the beginning of the consultation 456 stakeholders who may have interests in the proposals or may be potentially affected were contacted to inform them that the consultation had started and advised them how they could participate.

Announcements regarding the consultation were regularly made during the fieldwork period via Twitter and Facebook and a press release was produced for the media.

In total, 877 completed questionnaires were returned (553 paper questionnaire responses and 324 online questionnaire responses).

Key findings included:

- Nine in ten respondents (90%) strongly disagree with the proposal to close the transport information centres and about a further one in twenty (5%) tend to disagree with the proposal. About one in twenty respondents (5%) 'strongly agree' or 'tend to agree' with the proposal.
- When asked why they agree or disagree with the proposal, respondents explained that the transport information centres act as community hubs that offer a useful/necessary public service (35%) and that not everyone has access to the internet, or is IT literate (21%).
- When asked how the proposal would impact on them, respondents explained that it would be inconvenient (33%) and that they would lose, or have reduced access to, the services provided by the transport information centres (33%).
- When asked how they would find out about public transport services or buy tickets if this proposal happened, about two-fifths of respondents say they don't know (39%), a quarter of respondents say they would visit another information centre or ticket office (25%) and about a quarter say they would buy tickets online through a website, smartphone app or by telephone (24%).
- About two-thirds of respondents (65%) say that, if the proposal happened, it would mean that they travel less often than now. About a quarter of respondents (24%) say that it would mean that they travel about the same as now.
- Three petitions were received during the consultation period. One relating to Carnforth Railway Station Ticket Office and two relating to Clitheroe Interchange Transport Information Centre; Bolton-le-Sands Women's Institute submitted a petition to keep Carnforth Railway Station Ticket Office open that included 35 signatories; The Ribble Valley Labour Party submitted a petition on the proposed closure of Clitheroe Interchange Transport Information Centre that included 685 signatories; a petition opposing the proposed closure of Clitheroe Interchange Transport Information Centre was submitted that included 88 signatories representing 74 local businesses. This petition was also cited by Nigel Evans MP in voicing his written opposition to the closure of Clitheroe Interchange Transport Information Centre.

Implications:

The consultation exercise has revealed considerable objection to the proposal to close the information centres. However the council is in a position where it needs to make substantial budget savings.

This report seeks approval for an exploratory period, for assessment of expressions of interest, and for a further report to be presented. If an exploratory period is approved and the existing service maintained, the proposed budget savings will be delayed. Should a viable business case be made for any or all of the centres a popular service could be continued by third parties whilst ultimately enabling the county council to achieve savings. It is suggested that the consideration of the expressions of interest would be a reasonable action to take.

However, should Cabinet wish to proceed to consider the consultations set out in this report and take a final decision on the closure of the Information Centres at this meeting, it should set out the reasons why it would not wish to consider the expressions of interest.

Closure of the information centres would mean that there would be no face-to-face travel information provision or ticket sales at the four locations and legal processes required and implications as referred to below.

Risk management

Financial

The saving agreed by Full Council in February 2018 totalled £156,000, with £78,000 removed from the budget in 2018/19 and £78,000 in 2019/20. If the recommendation within this report is not agreed, it is anticipated that there will still be a delay to the achievement of the saving due to a number of legal processes that will need to be completed before the transport information centres can be closed. It is therefore likely that this saving would be achieved in 2019/20 and the delay managed within the Public and Integrated Transport budget in 2018/19.

If the recommendation relating to an exploratory period was to be approved then the planned savings will still be delayed. The extent of the delay will depend upon the time taken to assess the expressions of interest and the subsequent decisions made following the assessments. However, initial estimates would indicate that the saving would not be achieved until the 2019/20 financial year and therefore a saving of £117,000 would be achieved in 2019/20 and £39,000 in 2020/21. The delay in achievement of the saving will be managed within the Public and Integrated Transport budget.

Legal

The operation of the transport information centres is supported by a number of legal agreements including; lease of Carnforth station; land lease of Clitheroe interchange; Northern Rail retail agency agreement for the sale of train tickets; utility contracts. These agreements will need to be terminated or transferred.

Equality and Cohesion

An Equality Analysis is attached at Appendix 'A'.

The proposal may make travel by public transport more difficult for older people and for people with disabilities because other sources of information and tickets are less understandable. Older and disabled people are less likely to use digital alternatives to obtain travel information or tickets. Whilst there are no statistics available about usage of the Information Centres by protected characteristics both the response rate to the consultation and some of the consultation responses do suggest a disproportionate adverse impact on these groups should the Travel Information Centres/Interchanges cease.

Personnel

Closing the information centres would mean staff redundancies. Total number of staff affected would be 8.2 full time equivalent. Statutory notice periods would need to be given to staff.

If it is identified that alternative interested parties can take over the management/ownership of the information centres, this could mitigate against redundancies as staff may transfer to the new employer under Transfer of Undertakings (Protection of Employment) Regulations 2006.

Property Asset Management

The implications for each transport information centre will need to be further assessed depending on the decision of Cabinet.

Each transport information centre and proposals going forward will need to be looked at in the context of the county councils property interest.

Preston Bus Station – the county council owns the building within which the transport information centre service is provided.

Nelson Interchange – the county council owns the building and the site is a mixture of freehold and leasehold interests from which the transport information centre service is provided.

Carnforth Railway Station – the county council leases the building from a private landlord.

Clitheroe Interchange – the county council owns the building which is on land owned by Ribbles Valley Borough Council.

Procurement

The majority of staff train tickets are currently booked through Carnforth Railway Station booking office. Should a decision be taken to close the booking office and in particular, seek to transfer the services currently provided by Carnforth Connect to

an external provider, provision for any such transfer would need to be reviewed in line with the county council's obligation under European Union Procurement Regulations and its own internal Standing Orders.

List of Background Papers

Paper	Date	Contact/Tel
Consultation Responses	2018	Liz McClarty/ (01772) 532423

Reason for inclusion in Part II, if appropriate

N/A

Equality Analysis

**CMTY027: Transport
Information Centres**

For Decision Making Items

June 2018

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.

Specific advice on completing the Equality Analysis and advice, support and training on the Equality Duty and its implications is available from the County Equality and Cohesion Team by contacting

Jeanette Binns (Equality and Cohesion Manager) at

Jeanette.binns@lancashire.gov.uk

Name/Nature of the Decision

Transport Information Centres

What in summary is the proposal being considered?

Closure of transport information centres at Preston Bus Station, Nelson and Clitheroe interchanges and at Carnforth Railway Station.
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Removal of funding for LCC staff working at Morecambe Visitor Centre providing transport and local tourist information.

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.

No, but no specific locational impacts on people with protected characteristics.
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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 services are particularly popular with older people and people with disabilities.

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

See question 1

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.)

NA

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.

No specific information but we consider that the services are particularly popular with older people and people with disabilities.

The total number of employees affected is 8.2 FTE at the four transport information centres. An additional two at the Morecambe Visitor Centre.

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)

The consultation asked for views on the proposal to close the council's transport information centres at Preston Bus Station, Nelson Interchange, Clitheroe Interchange and Carnforth Railway Station.

The consultation ran for eight weeks between 5 March 2018 and 29 April 2018.

Paper questionnaires were made available at all four transport information centres, as well as Carnforth Library due to Carnforth Railway Station being closed during part of the fieldwork period. Posters were also used at these venues to publicise the consultation.

The consultation questionnaire was also available online at www.lancashire.gov.uk.

At the beginning of the consultation 456 stakeholders were contacted to inform them that the consultation had started and advised them how they could participate. Stakeholders included users, district and parish councillors, interest groups, bus operators and others.

Announcements regarding the consultation were regularly made during the fieldwork period via Twitter and Facebook and a press release was produced for the media.

In total, 877 completed questionnaires were returned (553 paper questionnaire responses and 324 online questionnaire responses).

Respondent profiles:

96% of respondents were Lancashire residents.

40% were male and 54% were female whilst 6% preferred not to say – this is a slightly higher representation of females than in the county's population. 1% of respondents identified as Transgender, similar to the level found in many other service consultations.

51% of respondents were aged 65 and over with a further 35% of respondents aged between 35 and 64 and less than 7% of respondents were under 35, the age profile has a higher percentage of older respondents than a number of service consultations.

15% of respondents considered themselves to have a disability or to be a Deaf person which is comparatively high for a service consultation.

There was a comparatively low response from people from BME communities of less than 4% of respondents which is about half of their representation in the

Lancashire population but the location of the Information Centres will be an influential factor.

The responses from Lesbian, Gay and Bisexual respondents were at broadly similar levels to other County Council service consultations and the religion or belief responses were slightly lower than Census details for all categories but there was quite a high "prefer not to say" level of 16%.

A question is included about the number of children and young people under 20 in respondents' households, 72% of respondents had no children or young people under 20 in their household which given the age profile of respondents was to be expected. However 4% of respondents had no children but were expecting which is double the usual rate of response in County Council service consultations.

Key Consultation Findings Summarised:

- In the last two years, over two-fifths of respondents have used the transport information centres at Carnforth Railway Station (44%) and Clitheroe Interchange (42%). A quarter of respondents have used the transport information centres at Preston Bus Station (25%) and about one in six respondents have used Nelson Interchange (17%).
- Nine in ten respondents (90%) strongly disagree with the proposal to close the transport information centres and about a further one in twenty (4%) tend to disagree with the proposal. About one in twenty respondents (5%) strongly or tend to agree with the proposal.
- When asked why they agree or disagree with the proposal, respondents explained that the transport information centres act as community hubs that offer a useful/necessary public service (35%) and that not everyone has access to the internet, or is IT literate (21%). In relation to protected characteristics significance, 9% of respondents stated "it was easier for some people to deal with a person (e.g. older or disabled people)".
- When asked how the proposal would impact on them, respondents explained that it would be inconvenient (33%) and that they would lose, or have reduced access to, the services provided by the transport information centres (33%). Of specific reference to protected characteristics groups 5% of respondents indicated "Negative impact on those needing extra help (e.g. disabled, OAP, complex queries, no internet)".
- When asked how they would find out about public transport services or buy tickets if this proposal happened, about two-fifths of respondents say they don't know (39%), a quarter of respondents say they would visit another information centre or ticket office (25%) and about a quarter say they would buy tickets online through a website, smartphone app or by telephone (24%).
- In the consultation there was a question included which gave respondents the opportunity to say why they were satisfied or dissatisfied with the service. It is of relevance to the disability protected characteristic to record that 8% of respondents indicated it was "easiest way to deal with complex travel arrangements (e.g. support for wheelchair users, using multiple operators)".
- In the Any Other Comments Section of the consultation, 7% of respondents also commented that "People (particularly the elderly and disabled) rely on the service".

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.

Proposal may make travel by public transport more difficult for older people and for people with disabilities because other sources of information and tickets are less understandable. Older and disabled people are less likely to use digital alternatives to obtain travel information or tickets. Whilst there are no statistics available about usage of the Information Centres by protected characteristics both the response rate to the consultation and some of the consultation responses do suggest a disproportionate adverse impact on these groups should the Travel Information Centres/Interchanges cease.

It was also anticipated when the consultation was developed, that there may be concerns about personal safety from some members of protected characteristics groups which would emerge. In the event a small number of respondents commented on this as a concern. It is likely, however, that having a facility available may deter some instances of hate crime or anti-social behaviour which may assist the fostering of good relations between communities/community cohesion Public Sector Equality Duty (PSED) aim or may allow people to wait in a safer environment for a bus or train in some cases.

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.

Yes. Public Transport operators (bus and rail) are reducing face to face information and moving towards digital delivery of information and ticketing.

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

Adjusted original proposal.

During the consultation period there have been expressions of interest to take over the management/ownership of all of the transport information centres.

Consideration is to be given to investigating this interest and maintaining the operation of the information centres whilst doing so.

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.

If any of the expressions of interest are assessed as sustainable, there may be an opportunity to maintain these services.

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.

The council is in a position where it needs to make substantial budget savings and, whilst this proposal will have a negative impact on people with protected characteristics, it is considered necessary to make this service reduction.

However, if consideration is given to the expressions of interest and there are any considered to be sustainable, there may be an opportunity for this service to continue. Should that not be the case, older and disabled people may be particularly adversely impacted by this proposal.

Question 8 – Final Proposal

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

Explore expressions of interest so that and consideration can be given to handing over responsibilities to these interested parties.

Question 9 – Review and Monitoring Arrangements

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

Involvement in the expressions of interest process. Further arrangements to be identified.

Equality Analysis Prepared By Liz McClarty

Position/Role Transportation Officer

Equality Analysis Endorsed by Line Manager and/or Service Head

Decision Signed Off By

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.

For further information please contact

Jeanette Binns – Equality & Cohesion Manager

Jeanette.binns@lancashire.gov.uk

Thank you

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Service Planning and Environment**Part I**

Electoral Division affected:
(All Divisions);

Lancashire Cycling and Walking Strategy

(Appendix 'A' refers)

Contact for further information:

Michelle Holroyd, Tel: 01772 531051, Planning Officer,
michelle.holroyd@lancashire.gov.uk

Executive Summary

The county council has led local and national transport and public health partners in preparing the Lancashire Cycling and Walking Strategy: Actively Moving Forward.

The strategy is in line with the Government's Cycling and Walking Investment Strategy which aims to deliver a transformation in cycling and walking infrastructure and participation rates. The preparation of the strategy, and in due course the preparation of Local Cycling and Walking Investment Plans, will position the three Lancashire Local Transport Authorities and the twelve district authorities favourably for future government and local investment opportunities.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to:

- (i) Approve the Lancashire Cycling and Walking Strategy document, presented at Appendix 'A', for publication subject to Blackburn with Darwen and Blackpool Councils also approving the document for publication.
- (ii) Delegate responsibility to approve any further changes to the strategy to the Executive Director for Growth, Environment, Transport and Community Services in consultation with the Cabinet Member for Highways and Transport .

- (iii) Note that draft Local Cycling and Walking Infrastructure Plans for the five Highway and Transport Masterplan areas of Central Lancashire, Lancaster, West Lancashire, Fylde Coast and East Lancashire, will be submitted to Cabinet in due course, for the purposes of wider consultation.

Background and Advice

A draft Lancashire Cycling and Walking Strategy was consulted upon last year. Lancashire County Council and partner organisations have worked collaboratively to finalise the Lancashire strategy taking account of consultation feedback and updated government guidance - the national Cycling and Walking Investment Strategy and Local Cycling and Walking Infrastructure Plans Technical Guidance. The county council and its partners are now in a position to publicise the strategy and to progress work on the preparation of five Lancashire Local Cycling and Walking Infrastructure Plans for the county.

The national Cycling and Walking Investment Strategy 2017 sets out the Government's ambition to make walking and cycling the natural choices for shorter journeys or as part of a longer journey. The strategy has objectives to significantly increase cycling and walking levels, including for school children, and to also reduce the rate of cyclists killed or seriously injured.

The Lancashire Cycling and Walking Strategy - Actively Moving Forward (presented at Appendix 'A') is proposed to be published as the integrated approach for cycling and walking activity across Lancashire on behalf of the three Lancashire Local Transport Authorities. The three Local Transport Authorities are now asked to approve the joint strategy.

The Strategy vision is to see *'more people walking and cycling for every day and leisure journeys in Lancashire'*. The targets represent an ambitious and unequivocal statement of intent for long term change over the next 10 years: a doubling of numbers of people cycling; a 10% increase in numbers of people walking; and to reduce levels of physical inactivity in every district to at least the national average.

The Strategy presents the case for investing in cycling and walking in Lancashire, with benefits spread across the economy, health and wellbeing, the environment and local communities. It organises the various actions and justification for these across three mutually reinforcing 'themes':

- i. **PLACE** to maximise Lancashire's range of existing walking and cycling assets and scale up current investment to create joined up networks and facilities.
- ii. **PEOPLE** to bring about behaviour change and support people to walk and cycle to employment, training and learning.
- iii. **PROMOTION** to engage with different audiences, promote the Lancashire cycling and walking offer and to inspire people to travel actively.

The implementation of the strategy and the development of supporting investment plans will help the county to be ready:

- to make successful cases to bid for further investment for Lancashire;
- to add value to new and existing rail and road investment;
- to support communities to accessing training and employment by active travel; and
- to increase cycling and walking participation and to maximise benefits in terms of congestion, air quality, health, social deprivation and cohesion.

The publication of the Strategy will demonstrate a commitment to increasing levels of physical activity across the county, helping to deliver healthy lifestyle objectives contained in the Director of Public Health's Annual Report: *Securing our Health and Wellbeing 2016* and complementing exercise initiatives including Your Mile, Your Way and Everybody Active, Every Day. The Strategy will also help to deliver outcomes contained in the Rights of Way Improvement Plan and the Lancashire 'Towards Zero' Road Safety Strategy.

The Strategy represents the first stage in positioning Lancashire for future funding opportunities and delivering a comprehensive and coordinated programme of infrastructure and activities to support cycling and walking. Delivery of the strategy will be an incremental approach, as funding is secured within the strategic framework set out in this document.

A draft of the Strategy has already been used successfully in support of bids to secure funding. A revenue grant award of £1.9m Access Fund was awarded to Lancashire County Council for the Access to Employment and Education project for East Lancashire; and Blackpool Council has also received Access Fund funding as the lead partner for the 'Walk to School' programme.

Local Cycling and Walking Infrastructure Plans

Implementation of the Strategy will be through the preparation of Local Cycling and Walking Infrastructure Plans covering the county.

The Department for Transport has produced technical guidance for the production of these Local Infrastructure Plans. The government intends for these plans to set out a strategic approach to identifying cycling and walking improvements required at a local level and local authorities that have prepared these plans will be well placed to make the case for future investment in cycling and walking infrastructure.

Local Cycling and Walking Infrastructure Plans are intended to provide a long-term approach to the development of cycling and walking networks, and will have key outputs of: a network plan with preferred cycling and walking routes (primary and secondary) and core walking zones; a prioritised programme of infrastructure improvements for future investment and; a report which sets out the underlying analysis and narrative for the identified improvements and network. The Local Cycling and Walking Infrastructure Plans will enable infrastructure improvements to be identified for the short, medium and longer terms and for cycling and walking to be integrated with land use and transport planning and development.

A joint bid, by the three Lancashire Local Transport Authorities for Department for Transport technical consultancy support for the preparation of Lancashire Local Cycling and Walking Infrastructure Plans was successful in 2017. Work is now underway on the preparation of plans for Lancaster and West Lancashire, to support district local plan preparation. City Deal investment has also been used to prepare a Central Lancashire Cycling and Walking Delivery Plan, which will be reviewed and updated to become a Local Cycling and Walking Infrastructure Plan for the Central Lancashire masterplan area.

The Strategy and the accompanying Local Cycling and Walking Infrastructure Plans will inform and complement district local plans, the joint Lancashire Local Transport Plan 4 and highway, transport and economic development strategies. The preparation and delivery of these strategic documents will require continued engagement with the Lancashire Enterprise Partnership and Marketing Lancashire. The former has already secured significant levels of infrastructure investment for cycling projects throughout the county. Marketing Lancashire provides the promotional platform to maximise our walking and cycling visitor economy offer.

The Lancashire Local Cycling and Walking Infrastructure Plans will provide the basis for developing the pipeline of cycling and walking network infrastructure schemes for preparing funding applications/developer contribution requests (Section 106 and Community Infrastructure Levy), by demonstrating the feasibility, benefits and cost effectiveness of schemes of cycling and walking. The Local Cycling and Walking Infrastructure Plans will also be supported by actions plans for supporting revenue activities relating to people and promotion activities as identified in the Strategy.

A motion was passed by Full Council in December 2017 for four actions to increase cycling and walking as normal travel modes for local trips. The draft Strategy at Appendix 'A' is consistent with the agreed motion; and the Local Cycling and Walking Infrastructure Plans will also be prepared to be in accordance with the motion.

Implications:

This item has the following implications, as indicated:

Equality and Cohesion

The strategy should not adversely impact any particular protected characteristics groups. The implementation of the strategy will require any specific needs of some groups' e.g. disabled and older people to be taken into account.

Risk management

Publication of a Cycling and Walking Strategy will position Lancashire well for future funding opportunities, particularly those with short bidding time frames. Failure to demonstrate a clear and coordinated, and properly evidenced and justified cycling and walking investment strategy and programme to government is likely to curtail future investment into the county for these purposes.

Financial

Preparation of the strategy and Local Cycling and Walking Infrastructure Plans will be contained within 2018/19 Planning and Environment Service revenue budget. Work to date, and moving forward, will be undertaken with the benefit of the involvement and expertise of our neighbouring Local Transport Authorities in Lancashire, and partnering with local and national cycling and walking representative groups. Production of Infrastructure Plans will also be assisted by consultancy support funded by the Department for Transport. The strategy provides the platform to position Lancashire for future funding opportunities.

List of Background Papers

Paper	Date	Contact/Tel
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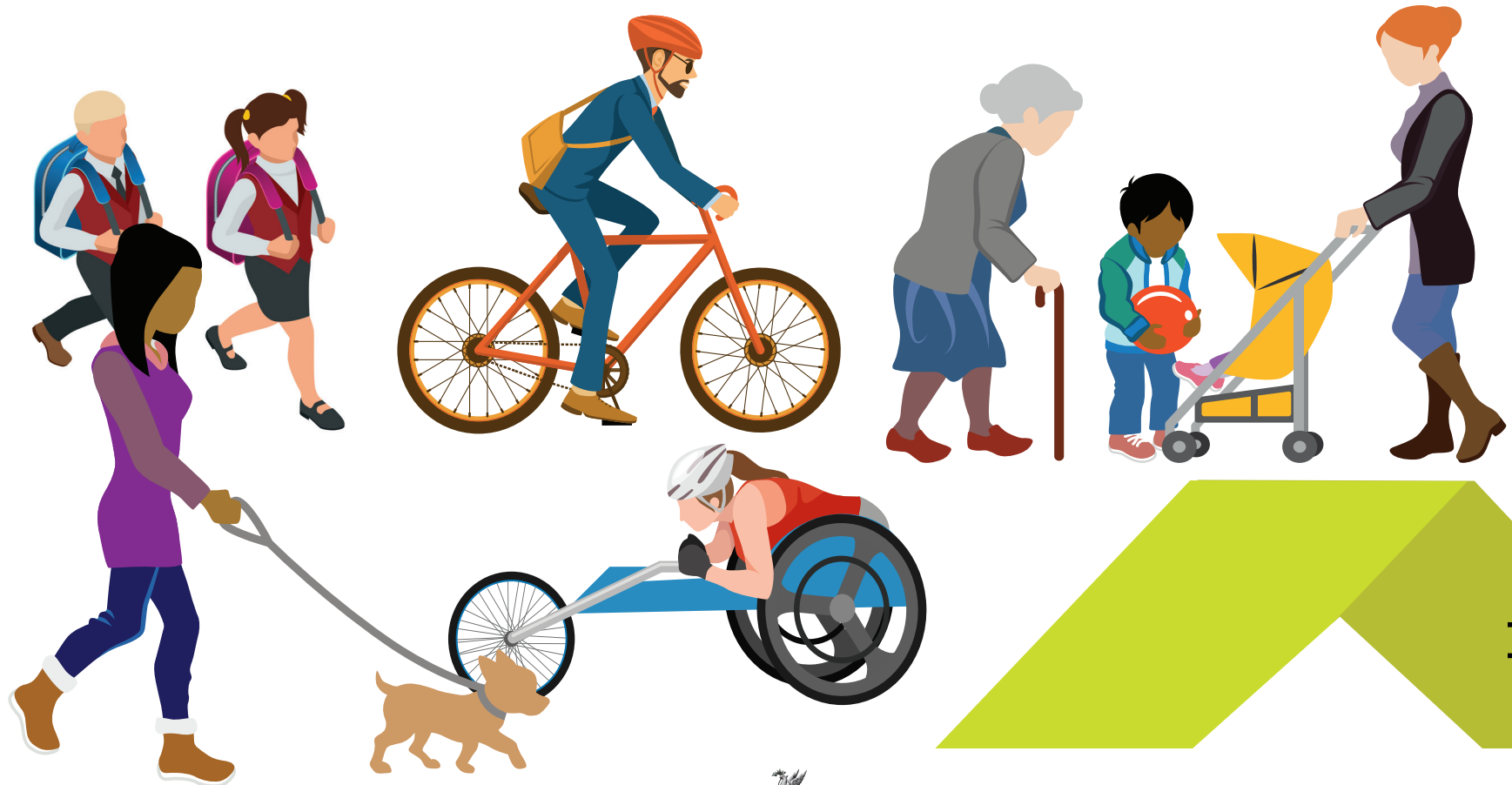
None		
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Reason for inclusion in Part II, if appropriate		
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N/A		
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ACTIVELY MOVING FORWARD

A ten year strategy for Cycling and Walking



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Cycling and walking provide opportunities for us to be healthier individuals through exercise, and to develop healthier communities and attractive places to live and work. However, few of us can say that we take the opportunity to cycle and walk whenever we can. We have our reasons, some entirely practical, others more to do with our perception of cycling and walking.

For some journeys, we will think that cycling and walking simply isn't an attractive alternative to the travel time, range, comfort and convenience of going by car. But have we really thought about those journeys? Do we factor in the time and frustration of being delayed in congestion, the expense of our choice of transport, or the inconvenience of searching for a parking space? Do we think about how we could break up our journey to use sustainable, healthier and cleaner modes to reach our destination? For other journeys, those that we know are bikeable or walkable, we might point to a lack of time or the state of the local roads and paths, or perceived danger from other road users, as reasons to take the car.

In all of these instances, do we appreciate the impacts on the local communities we drive through including our own? Or on the wider environment? Do we think about the missed opportunities to improve our personal health and wellbeing, and enjoyment?

For us, the three Lancashire Local Transport Authorities, this is the starting point of our strategy. To make cycling and walking the natural choices for journeys, we need to challenge and improve: the places we can cycle and walk; how people of different backgrounds and abilities feel towards cycling and walking and ensure effective promotion is put in place to help increase participation.

We are proud to be working together to achieve our common goals. We can't do this on our own, and we hope to benefit from, the richness of ideas, the efforts, and the resources, of partners and communities across Lancashire. We know that the changes in this strategy won't be easy; they certainly won't happen overnight or come cheaply, but we see our vision as a simple one, more people cycling and walking for everyday and leisure journeys in Lancashire in ten years' time. To get there, we ask you to be active, to get moving and to be forward thinking. Together, Actively Moving Forward...

THE CASE FOR INVESTING IN CYCLING AND WALKING

ECONOMY



£30bn
The annual cost of congestion to motorists (1)



3.5m
The number of cycles sold (2)



25%
The amount that cycle lanes can increase retail sales by (3)



137 million
The number of working days lost due to sickness or injury (4)

HEALTH AND WELLBEING



65%
The percentage of the adult population overweight or obese (5)



28%
The percentage of the adult population physically inactive (6)



202
The number of pedestrians killed or seriously injured (7)



125
The number of cyclists killed or seriously injured (8)

ENVIRONMENT AND COMMUNITY



£49m
The amount spent annually by day visitors coming to walk and cycle (9)



6.1
The number of CO₂ tonnes produced per person (10)



10,101
The number of cycles collected at Household Waste Recycling Centres (11)



27
The number Air Quality Management Areas where national air quality objectives are not met (12)

Note

Economy data is UK or national
Health and Wellbeing and Environment and Community data is for Lancashire
The source is on page 10

OUR VISION:

‘MORE PEOPLE CYCLING AND WALKING FOR EVERYDAY AND LEISURE JOURNEYS IN LANCASHIRE’

Lancashire is a great place to cycle and walk for all ages and for all purposes. It is our ambition that Lancashire will be a place where many more people make cycling and walking part of their everyday lives. A place where cycling and walking is easily accessible, safe to use, attractive, well maintained, and where we actively promote cycling and walking to all our residents and visitors to the county.

To successfully deliver our vision, as partner agencies from the public, private and voluntary sectors, we will work to deliver a sustained, strategic and well maintained programme of investment in cycling and walking. Our strategy contains ambitious targets aimed at increasing the number of people cycling and walking in Lancashire irrespective of their age, ability or background. These targets will be monitored and measured at regular intervals to determine the success of our strategy to ensure we are 'Actively Moving Forward'.

OUR TARGETS:

TARGET 1:
TO DOUBLE THE
NUMBER OF PEOPLE
CYCLING BY 2028

TARGET 2:
TO INCREASE THE
NUMBER OF PEOPLE
WALKING BY 10% BY
2028*

*with a focus on increasing the
percentage of children aged 5-10
usually walking to school.

TARGET 3:
TO BRING LEVELS OF
PHYSICAL INACTIVITY IN
EVERY DISTRICT BELOW
THE NATIONAL AVERAGE
BY 2028

ACHIEVING OUR TARGETS:

Travel habits are established at an early age. By making cycling and walking part of everyday life, children will become used to these modes of travel as part of their daily routine. We are committed to delivering cycling and walking skills and safety training and initiatives in schools to support pupils and families, encouraging them to adopt cycling and walking. Regular cycling and walking to work or for recreation not only gives freedom but allows people of all ages and abilities to participate in regular physical activity, improving health and mental wellbeing.

This document is a statement of intent in pursuit of long term cultural and behavioural change in Lancashire, to make a difference in the way we get around. Every day, too many short journeys of less than five miles are still made by car. Continued over-reliance on car travel leads to increased congestion, increased carbon emissions, poor local air quality and inactive lifestyles that contribute to enduring health inequalities and poor health outcomes.

Cycling and walking are healthy, sustainable, accessible, cost effective and environmentally friendly modes of transport. By influencing the active travel choices for individuals, families and communities there will be significant benefits for Lancashire's health and wellbeing and economic prospects. Continued improvements to existing cycling and walking infrastructure, alongside the developments of new fit for purpose high quality cycling and walking networks, will improve connectivity for our communities to the main employment, education, retail, housing and leisure destinations across the county. Effective training and promotion programmes to support infrastructure improvements are required.

OUR TARGETS BY 2028...

OUR TARGETS:

WHAT DO WE WANT TO SEE?	WHAT DOES THIS MEAN?	HOW WILL WE MEASURE THIS?
A doubling of the number of people cycling	268,000 adults in Lancashire cycling at least once a week	We'll use the Department for Transport's local area data for walking and cycling in England - proportion of how often and how long adults cycle and walk by local authority
A 10% increase in the number of people walking	873,000 adults walking at least once a week 67,000 primary school aged children usually walking to school	We'll use the Department for Transport's National Travel Survey – usual mode of travel to school by age group; and the Department for Education's school pupils and their characteristics local authority and regional tables
Levels of physical inactivity in every Lancashire district brought below the national average	10,500 fewer adults, active for less than 30 minutes a week*	We'll use Sport England's Active Lives Survey Sport and Physical Activity Levels by local authority; and Office for National Statistics mid-year population estimates by sex and age for local authorities (*this may change over time with the size of the local population and changes affecting the national average)

Cycling and walking should play a fundamental role in many more people's everyday lives. Lancashire recognises the contribution that active travel can make towards meeting the Government objectives of economic growth, improving health and wellbeing, and tackling climate change.

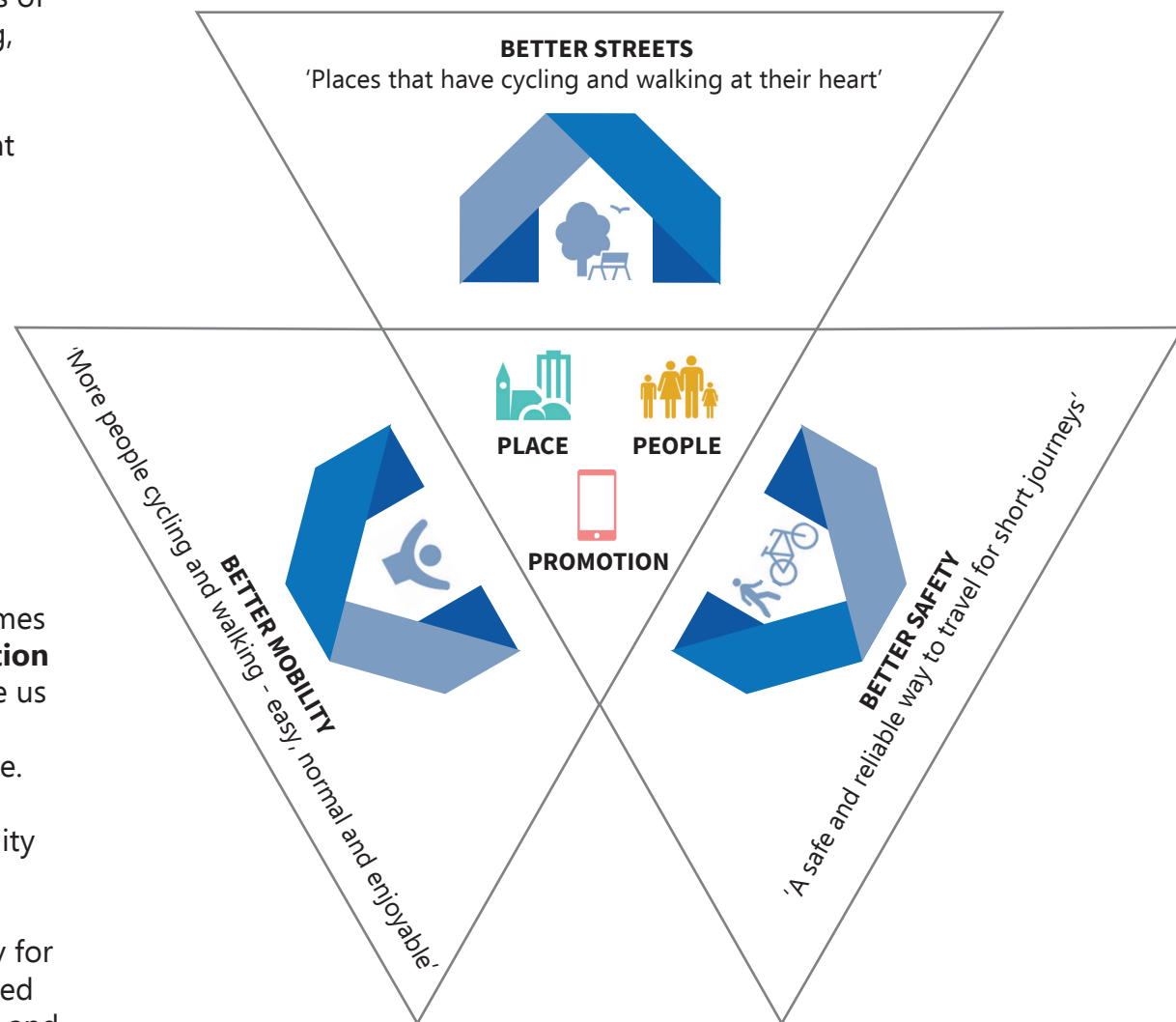
The Government's Cycling and Walking Investment Strategy outlined the Government's ambition to deliver 'Better Safety', 'Better Mobility' and 'Better Streets' by 2040.

To deliver these ambitions in Lancashire, our strategy focuses on the three key themes of:

- **PLACE**
- **PEOPLE**
- **PROMOTION**

These themes will underpin our delivery programmes for the next ten years. **Place**, **People** and **Promotion** are mutually reinforcing themes which will provide us with an integrated approach to achieving our ambitious cycling and walking vision for Lancashire.

Place actions will focus on developing a high quality network with complementary facilities. **People** activities will focus on supporting people to make cycling and walking the natural choice, particularly for shorter journeys. **Promotional** activities will be used to highlight Lancashire's cycling and walking offer and to inspire people to travel actively.



Lancashire is already a truly great place to cycle and walk for both everyday and leisure travel, with its vibrant urban centres, a rich industrial heritage, breath-taking areas of outstanding natural beauty, and a scenic coastline with spectacular views. Highway cycle lanes, off-road cycle paths, seaside promenades, quiet lanes, canal towpaths and byways, and an intricate and growing network of footpaths, provide wide ranging active travel opportunities for education, work, utility and leisure journeys. However, there are gaps in this network and we do need to strengthen, expand and maintain the county's offer in order to achieve a step change in people participating in walking and cycling. The importance of high quality networks and places is key to this and to supporting our ambitions for growth in housing and jobs across Lancashire.

OUR AIMS

- A safe, high quality and joined up active travel network for everyday travel and leisure activities.
- Convenient and direct access to our network to reduce distance and travel times.
- High quality and vibrant public spaces which attract people to live, work, study and shop in these areas.

OUR ACTIONS

- Put cycling and walking at the forefront of Local Transport Plans and Highways and Transport Masterplans.
- Publish Local Cycling and Walking Infrastructure Plans (LCWIPs) to provide long term plans for our future cycling and walking networks.
- Focus our efforts on connecting homes and transport interchanges to key employment sites, education and retail and leisure destinations.
- Prioritise active travel measures that can release road capacity and unlock economic growth and development.
- Join up the gaps in our existing network and provide crossing points that offer safe, direct and convenient routes.
- Design new highways with suitable provision for cycling and walking.
- Improve routes and facilities serving transport interchanges and multi-modal journeys.
- Provide comfortable routes with consistent signage, well signed routes and appropriate surfacing for all users.
- Release existing highway capacity where we can, to deliver safe, convenient and direct routes.
- Design routes and facilities to take account of the needs of all users e.g. children, older people and horse riders.
- Deliver a network of short walking routes targeted at areas of highest deprivation and which utilise our existing Public Rights of Way.
- Maximise opportunities for cycling and walking, and connections to our active travel network, when planning new developments.
- Develop pleasant and attractive urban spaces which are not dominated by the motor car.
- Implement the 'Towards Zero' Road Safety Strategy.
- Manage and maintain the highway with the cyclist and pedestrian in mind.

OUR OUTCOMES

By prioritising our infrastructure improvements and network transport plans, we can create an environment where residents, workers and visitors can participate in more sustainable, active and healthier lifestyle choices whilst attracting more people to live, work, shop and visit our towns and cities.

Lancashire is a culturally rich and diverse county with many groups and individuals who are passionate supporters of more active and sustainable travel. However, for many people in Lancashire active travel is not viewed as the natural choice for daily travel, with the car still the dominant mode of transport. Women, young people, the elderly, people on low incomes and ethnic minority communities, are less likely to cycle or walk. Lancashire faces significant challenges in tackling congestion, physical inactivity, poor health outcomes and lower life expectancy, as well as social isolation and a lack of community cohesion in some areas across the county.

OUR AIMS

- The maximum number of individuals at all stages of their life and at all levels of physical ability, enjoying cycling and walking.
- People with the skills, confidence and motivation to use our active travel network.
- Cycling and walking as the natural choice for short trips and as part of longer multi-modal journeys.

OUR ACTIONS

- Offer support and activities by working with partners, communities and businesses in a range of settings including communities, schools and workplaces.
- Target investment to remove key barriers for underrepresented groups, to access employment, skills and learning and benefit from healthier lifestyles.
- Upskill community groups, partners and local champions to develop grassroots engagement, offer support to local people and promote cycling and walking.
- Give people access to practical skills and opportunities to be able to walk and cycle more often.
- Engage with people at key life stages when they are considering their travel choice, such as: starting school, a new job or training, moving home and retiring.
- Support innovative technology and behaviour changes to make walking and cycling more accessible, achievable and enjoyable.
- Engage with local cycling and walking groups to champion this strategy and inform the design and delivery of cycling and walking infrastructure.
- Continue to work with cycling and walking organisations, clubs and groups to deliver and promote cycle training courses.
- Target leisure cyclists and walkers to use active travel for utility and commuting trips.

OUR OUTCOMES

By investing in targeted community engagement and behaviour change initiatives, we hope to inspire a greater uptake in cycling and walking for everyday and leisure trips. The same is true if we can help inform people's travel choices at times when they are also considering wider lifestyle changes. Technology offers the prospect of opening up cycling and walking as a realistic and attractive choice to a much wider audience through electric bikes, bike hire schemes, gamification and apps. Increasing levels of physical activity through cycling and walking will help to improve people's health and wellbeing and support us in reducing health inequalities across Lancashire.

Investing in places and people alone will not be enough to significantly increase the number of people cycling and walking in Lancashire. Promoting the positive aspects of active travel and where people can safely and conveniently cycle and walk, will build on promotional work already conducted in Lancashire and lead to higher levels of participation.

OUR AIMS

- Informed residents, workers and visitors who understand the benefits of active travel: economic, health and wellbeing, environmental, and community.
- A well-publicised, accessible and inclusive branded web based information resource, for cycling and walking routes and places in Lancashire.
- Lancashire is host to a programme of, national and local, cycling and walking events.

OUR ACTIONS

- Put in place an overarching marketing and communications plan to ensure clear and effective messages and information to local and national audiences.
- Encourage and support local employers and education establishments to develop active travel plans, work place promotions and journey planning.
- Celebrate and promote successful active travel routes, facilities and experiences, and their health and economic benefits.
- Illustrate the positive and aspirational aspects of active travel, including the fun, freedom and enjoyment offered through cycling and walking.
- Promote Lancashire's enviable range of diverse and inspiring environments as cycling and walking destinations.
- Publicise Lancashire's Public Rights of Way including footpaths, and bridleways; a network of approximately 5,500km.
- Refresh the 'Cycle Lancashire' brand and website with Marketing Lancashire and the Lancashire Enterprise Partnership, to maximise opportunities for the visitor economy and continue the one stop shop for cycling in Lancashire.
- Develop 'Walk Lancashire' as a brand to promote the extensive walking routes available in Lancashire.
- Use online and printed media and digital technology to provide information and deliver bespoke, innovative and effective marketing messages.
- Highlight how mobile apps can be used to plan efficient door to door, short trip and multi-modal travel journeys.
- Host and promote national and local events to raise the profile of active travel and grow the local cycle and walking tourism market.
- Publicise cycle and walking friendly facilities and accommodation.
- Engage and influence stakeholders including the general public, politicians, transport providers and senior decision makers and others placed to secure or disperse investment for cycling and walking.
- Collaborate with active travel providers and disability related groups e.g. Cycling UK, Living Streets, Sustrans, Disability First and Galloways to promote active travel initiatives.

OUR OUTCOMES

A cohesive approach to our promotional activities will offer easy access to information on routes, alternative travel options travel options, training and other ways to participate in cycling and walking for sport, leisure or exercise reasons. Our consistent messages will actively encourage those who first begin cycling and walking for recreational purposes to extend this to their everyday journeys to school or work.

INITIAL FOCUS

Our strategy aims and objectives relating to the three themes of **Place**, **People** and **Promotion**, will be delivered through establishing and implementing Local Cycling and Walking Infrastructure Plans (LCWIPs). We intend to produce a LCWIP for each of the five Highway and Transport Masterplan areas of Central Lancashire, East Lancashire, Fylde Coast, Lancaster and West Lancashire. As a first step two LCWIPs will be completed within the first year of the strategy delivery.

The Government has produced technical guidance to guide the preparation of LCWIPs for a locality. For Lancashire, the LCWIPs will be prepared over a ten year period and will identify potential cycling and walking infrastructure improvements for delivery within short, medium and long term timescales. An LCWIP will consist of a network plan identifying preferred routes and core zones for future activity and a prioritised list of infrastructure improvement, with a supporting evidence base report.

LCWIPs will be prepared using various tools, including the Propensity to Cycle Tool, the Route Selection Tool and the Walking Route Audit Tool, and will also take account of best practice gained from the Transport for London Cycling Design guidance and the Welsh Active Travel Design guide. Engagement and consultation with key stakeholders throughout the LCWIP process will be crucial to ensuring that we plan cycling and walking networks that people will actively use, for everyday journeys from home to education, home to work, home to the station, or home to shops and community facilities.

To complement the infrastructure planning, which will primarily deliver our **Place** theme, we will also develop accompanying action plans for behaviour change interventions to deliver our **People** and **Promotion** themes. The behaviour change activities, are likely to focus on targeted participation programmes to support people to actively travel more often and as the normal option for short journeys, alongside advertising and educational campaigns to promote cycling and walking.

FURTHER ACTIVITY

On completion of the network management planning for each locality, our focus will move to developing the business case for investment in the proposed infrastructure improvements and behaviour change activities. At this stage we will where necessary, undertake feasibility studies, prepare detailed designs and cost estimates and bid for funding resources. We will also look to integrate the outcomes of the LCWIP process into transport and land-use planning and the preparation of developers transport assessments and travel plans.

HOW WILL THE STRATEGY BE SUPPORTED?

EXAMPLE INITIATIVES*	OUTCOME	TARGET	THEME
Adult Cycle Training	Providing and understanding of how to cycle on today's roads.	1 / 3	People / Promotion
Bikeability	Providing skills and confidence boosting activities for adults.	1 / 3	Place / People
East Lancashire Access Fund	Increasing levels physical activity through cycling and walking.	1 / 2 / 3	Place / People / Promotion
Healthy Streets	Encouraging communities to use their outdoor environment.	1 / 3	Place / People / Promotion
HSBC Go-Ride	Introducing young riders to the world of cycling.	1 / 3	People / Promotion
HSBC Let's Ride	Organised, free, friendly cycle rides for various levels of ability.	1 / 3	People / Promotion
Let's Look Out for Each Other	Offering advice and tips on how to stay safe, visible and alert.	1 / 2 / 3	Place / People / Promotion
Local Cycling Groups	Encouraging all ages and ability to access cycling.	1 / 3	People / Promotion
Modeshift STARS	Increasing levels of sustainable and active travel in schools.	1 / 2 / 3	People / Promotion
Park and Stride	Supporting walking at least some of the way to and from school.	2 / 3	People / Promotion
Passport to Safer Cycling	Developing children's understanding of how to use the roads.	1	People / Promotion
Right Start	Providing practical pedestrian training.	2 / 3	People / Promotion
Tots on Tyres	Teaching children how to ride a bike from an early age.	1	People
Trampers	Providing opportunities to experience the countryside.	2 / 3	Place / People
'Walk To'	Making walking to school a natural choice for children.	1 / 2 / 3	Place / People / Promotion
Walking Bus	Alleviating congestion around schools.	2 / 3	Place / People / Promotion
Walking for Health	Encouraging and helping people to lead a more active lifestyle.	2 / 3	Place / People
Walks with Wheelchairs	Providing information on routes suitable for wheelchair users.	2 / 3	People / Promotion
Wheels for All	Cycling activities for people with disabilities and differing needs.	1 / 3	People
Workplace Challenge	Promoting sport, physical activity and health improvement.	1 / 3	People / Promotion

*This list is not exhaustive and other initiatives will be used to support the delivery of the strategy

Data Sources

1. INRIX: Global Traffic Scorecard (February 2017)
2. Confederation of the European Bicycle Industry - European Bicycle Industry and Market Profile (2017)
3. Benefits of Investing in Cycling: Dr Rachel Aldred (2015)
4. Office for National Statistics: Sickness absence in the labour market (2016)
5. Public Health Profiles 2015/2016: Indicator 2.12 Percentage of adults (aged 18+) classified as overweight or obese (2015/2016)

6. Active Lives Survey: Table 4 Sport and Physical Activity Levels by Region (2016/2017)
7. Department for Transport: Table RAS30043 Reported KSI casualties by region, local authority and road user type (2015)
8. Department for Transport: Table RAS30043 Reported KSI casualties by region, local authority and road user type (2015)
9. Visit England, 2015
10. Lancashire County Council Insight: Environment / Carbon Dioxide Emissions (2015)
11. Lancashire County Council - Waste Management / Trading Standards and Scientific Services (2016)
12. Department for Environment, Food and Rural Affairs 2017: Air Quality Management Area Map (2015)

ACTIVELY MOVING FORWARD

A ten year strategy for Cycling and Walking



For further information please contact:

Planning and Environment
Lancashire County Council
Telephone: 0300 123 6701
Email: enquiries@lancashire.gov.uk
Web: www.lancashire.gov.uk

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Service - Design and Construction**Part I**

Electoral Division affected:
Preston Rural;

A6 Corridor Works, Broughton, Additional Measures

(Appendices 'A' and 'B' refer)

Contact for further information:

David Davies, Tel: 01772 534495, Technical Professional,
david.davies@lancashire.gov.uk

Executive Summary

The renewal of planning consent granted for Broughton Bypass included a condition that proposals be developed for cycling, walking and environmental enhancements along the existing A6 Garstang Road, Broughton.

Whilst a scheme has previously been approved by Cabinet, additional measures are now proposed. This report will describe the background to these measures and summarise the results of a public consultation.

Recommendation

Cabinet is asked to approve the additional measures along the existing A6 Garstang Road, Broughton, as indicated below:

- (i) A road narrowing with priority to eastbound traffic and associated relocation of a bus stop, Whittingham Lane, Broughton, as shown at Appendix 'A'.
- (ii) An additional length of footway and a cycle track with right of way on foot, Garstang Road, Broughton, as shown on Appendix 'B'.

Background and Advice

Planning consent for the construction of Broughton Bypass was renewed in December 2013. A condition required that a scheme of environmental enhancement and traffic calming be implemented along the existing A6 Garstang Road through Broughton village. Following a value engineering exercise, proposals were approved by Cabinet in January 2018 and the Planning Authority in April 2018.

Whilst the main works commenced on site during July 2018, some advanced measures were implemented in October 2017. Traffic signal control at Broughton crossroads was replaced with a give-way junction more conducive with the significantly reduced traffic flows observed after the bypass opened, together with implementation of a 20 mph speed limit through the village.

Following implementation of these measures, the county council has been made aware of several road traffic collisions at Broughton crossroads. A minority of drivers are failing to observe the give-way layout with some vehicles travelling at speeds in excess of the 20 mph limit. In response to these issues, a speed survey was carried out at the crossroads and additional temporary traffic signs and road markings have been installed. The following additional permanent measures are now proposed to be carried out by the highway authority under permitted development rights;

- Road narrowing and priority traffic system on Whittingham Lane (see Appendix 'A')

This will provide priority to eastbound traffic, thereby reducing the speed of westbound vehicles towards Broughton crossroads. A cycle bypass will be provided for westbound cyclists. Relocation of the existing westbound bus stop will also be required.

- A cycle track, with right of way on foot, on the west side of Garstang Road (see Appendix 'B').
- A footway, on the west side of Garstang Road (see Appendix 'B').

The additional cycle track and footway has value in its own right although it's associated with being an alternative bypass for a proposed bus gate which will further reduce the amount of through traffic using Garstang Road thereby reducing the risk of collisions at Broughton crossroads. The bus gate will be subject to a separate legal process, advertising and consultation, the outcome of which may necessitate a further report to Cabinet in due course.

The proposals will allow northbound cyclists to bypass the bus gate. In addition, or in any event should the bus gate not be approved, they will provide a continuous route for pedestrians along the western side of Garstang Road to an existing toucan crossing north of the roundabout with James Towers Way.

The cycle track with right of way on foot will be 3.0 metres wide, this is considered adequate width for cyclists and pedestrians to safely share.

Consultations

The proposals were subject to local consultation through information sent to residents, concerns raised are summarised below. Broughton Parish Council offered support for the proposals on Whittingham Lane. Lancashire Police and the local county councillor raised no objections. A representative of Cycling UK raised one

concern and several issues relating to detailed design, these will be considered further should the proposals be approved by Cabinet.

Concerns raised

- Relocation of the westbound bus stop will cause a loss of privacy and buses will restrict access to a driveway.
- The priority system on Whittingham Lane should be located closer to Broughton crossroads.
- The proposals will cause congestion on Whittingham Lane, prevent free access for vehicles turning right from Willow Tree Avenue and may cause additional collisions.
- Traffic signal control should be reinstated at Broughton crossroads.
- Cycle track should extend south to Broughton crossroads.

Officer comments

Services at the bus stop are infrequent and passenger numbers are low. The existing location is incompatible with the proposed road narrowing and priority system. The new location would allow for a raised boarding area to be provided, thereby assisting mobility impaired passengers and those with push chairs. This would not be possible at the existing bus stop. There are driveways affected but there are driveways affected by the existing bus stop and at both locations the queueing traffic at the former traffic lights has gone.

The priority system location is considered suitable as it will not obstruct driveways and is within the existing 20 mph speed limit. It is also outside the area due to receive a public realm upgrade, within which a traffic calming feature of this type would be incongruous as the upgrade will involve a minimal amount of traffic signs and natural stone kerbs and footways.

A consequence of reduced vehicle speeds is that some delay will exist, at peak times this may result in minor delays to traffic turning right from Willow Tree Avenue. Traffic signs and road markings will be provided to indicate priority and adequate visibility will exist towards on-coming traffic, thereby reducing the risk of collisions.

After Broughton Bypass opened to traffic, the traffic signals were switched off as they were causing unnecessary delays. Most drivers are now familiar with the new layout and re-introduction of traffic signals may lead to confusion. Further improvements to the junction will be made during the forthcoming public realm improvements. The measures proposed in this report are not premature and will calm traffic at the cross roads in conjunction with the public realm improvements.

The cycle track is primarily to enable northbound cyclists to bypass the proposed bus gate. Based on the vehicle flows and speeds expected once the A6 Corridor Works are complete, guidance from Sustrans, the sustainable transport charity, is that cyclists should use the main carriageway. Extension of the cycle track beyond that necessary to bypass the bus gate is therefore not required.

Implications:

This item has the following implications, as indicated:

Risk management

In conjunction with the forthcoming public realm improvements, the measures proposed for Whittingham Lane are designed to reduce vehicle speeds on approach to Broughton crossroads. Without such additional measures, vehicle speeds may continue to be excessive, thereby increasing the risk that collisions may continue to occur.

Financial

The estimated cost of the measures described in this report is £28,000 and can be contained within the overall funding available for the project.

Legal

Traffic calming features such as proposed for Whittingham Lane are provided by the Highway Authority under Section 90G of the Highways Act.

New footways, such as footway length A on Garstang Road, are provided under Section 66 of the Highways Act.

Under Section 65(2) of the Highways Act, the Highway Authority may remove a cycle track previously constructed by them under the same section, as is required in relation to cycle track length B.


Under Section 66 of the Highways Act, the Highway Authority is under a duty to provide proper and sufficient footways, for use on foot only, by the made-up carriageways where it is considered necessary or desirable for the safety or accommodation of pedestrians. In the case of cycle tracks lengths A and B, it is considered that a discrete footway for pedestrians only is not necessary as the proposed cycle tracks will include a right of way for pedestrians and be wide enough for cyclists and pedestrians to safely share.

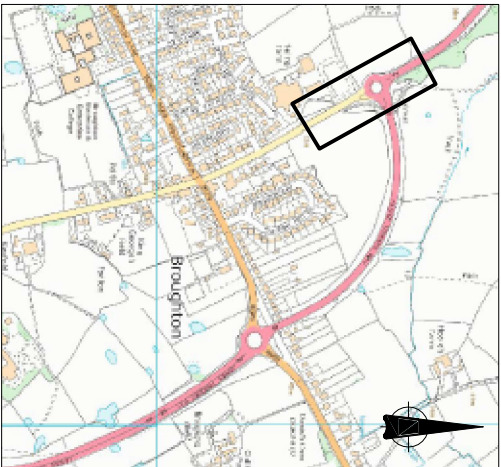
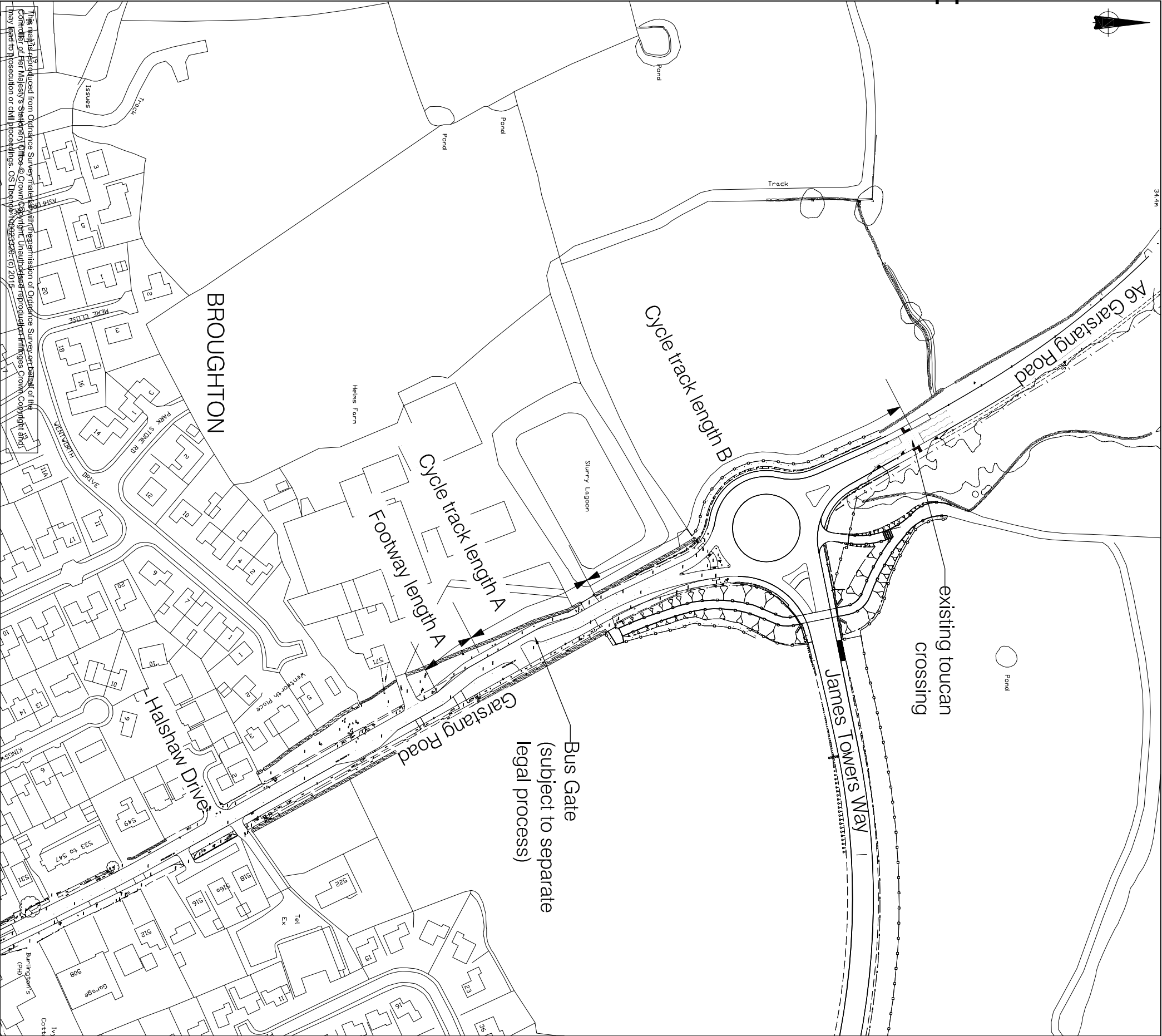
List of Background Papers

Paper	Date	Contact/Tel
Broughton Bypass, Planning Condition, Public Consultation on the Proposed A6 Improvement Works	March 2015	David Davies (01772) 534495
Approval for Highway Works at A6 Garstang Road, Broughton, Preston	March 2016	David Davies (01772) 534495
A6 Corridor Works, Broughton	January 2018	David Davies (01772) 534495
Reason for inclusion in Part II, if appropriate		
N/A		



- | No. | DATE | AMENDMENT DETAILS | CHECKED BY | DRAWN BY |
|------------------|------|-------------------|------------|----------|
| REVISIONS | | | | |
| | | | | |
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		<h1>Design and Construction</h1>	
PROJECT TITLE A6 CORRIDOR WORKS, BROUGHTON			
DRAWING TITLE WHITTINGHAM LANE ADDITIONAL MEASURES CONSULTATION PLAN			
DRAWN BY	DD	PROJECT No.	CHA1E0252
CHECKED BY	RH	DRAWING No.	
DATE	March 2018	CHA1E0252/A6/59	
SCALE @ A3	1:250	SHEET No.	1 of 1
CLIENT No.			



Location Plan (not to scale)

SCHEDULE

Footway length A
Garstang Road, west side, from 123 metres north of Halshaw Drive, northwards for a distance of 27 metres, construct a footway in the highway verge.

Cycle track length A
Garstang Road, west side, from 150 metres north of Halshaw Drive, northwards for a distance of 63 metres, construct a cycle track, with right of way on foot, in the highway verge.

Cycle track length B
Garstang Road, west side, from 213 metres north of Halshaw Drive, northwards for a distance of 184 metres, remove the cycle track and instead provide a cycle track, with right of way on foot.

A July 2018 Footway and cycle track schedule added.		DD	DD
B DATE		CHECKED BY	DRAWN BY
REVISIONS			
PROJECT TITLE		Design and Construction	
A6 CORRIDOR WORKS BROUGHTON			
DRAWING TITLE		ADDITIONAL FOOTWAY & CYCLE TRACK CABINET REPORT - APPENDIX B	
DRAWN BY		DD	PROJECT No. CHA1E0252
CHECKED BY		DD	DRAWING No.
DATE		July 2018	CHA1E0252/A6/66
SCALE @ A3		1:2000	SHEET No.
CLIENT No.			1A of 1

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Service Policy, Information and Commissioning (Live Well)**Part I**

Electoral Divisions Affected
Various in Chorley,
Lancaster, Pendle, Ribble
Valley, West Lancs

Proposed Amendments to the Highways and Transport Capital Programmes
(Appendices 'A' and 'B' refer)

Contact for further information:

Janet Wilson, Tel: 01772 538647, Commissioning Manager,
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Executive Summary

As part of the normal process of service delivery the approved Highways and Transport Capital Programmes now require certain amendments in order to meet emerging priorities and to respond to some unanticipated service demands.

The proposed amendments are set out at Appendices 'A' and 'B' and include the addition of a £7.942 million award from the Department for Transport to address five local roads in Lancashire where the risk of fatal accidents and serious collisions is highest.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

Recommendation

Cabinet is requested to approve the proposed amendments to the Highways and Transport Capital Programmes, as set out at Appendices 'A' and 'B'.

Background and Advice**Proposed Changes to the Highways and Transport Capital Programmes**

The 2018/19 detailed highway and transport capital programmes of work were previously been approved by Cabinet in March 2018. The proposed amendments and proposed addition of Safer Roads funding from the Department for Transport are set out at Appendices 'A' and 'B'.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

The changes to the highway and transport programmes are required to ensure that emerging priorities and unanticipated service demands can be addressed.

Financial

The financial implications of the proposed changes at Appendix 'A' can be accommodated within the overall approved programme allocations.

It is proposed that the Safer Roads funding of £7.942 million is added to the capital programme and phased as follows:

- 2018/19 - £0.100m
- 2019/20 - £3.038m
- 2020/21 - £3.671m
- 2021/22 - £1.133m

List of Background Papers

Paper	Date	Contact/Tel
Report to Cabinet: Proposed 2018/19 Highways Maintenance and Road Safety, Cycling Safety and Public Rights of Way New Starts Capital Programme	8 March 2018	Dave Gorman / 01772 534261

Reason for inclusion in Part II, if appropriate

N/A

Proposed Amendments to the Approved Highways and Transport Capital Programmes

Project Details																																													
No	Scheme Name	Division/ District	Change Required	Original Approved Allocation	Additional Funding Required	Released Funding	Proposed Scheme Allocation																																						
			New Start 2018/19 Safer Roads																																										
1.	Safer Roads Programme (Please see Appendix B for the full scheme details)	Divisions as appropriate within Lancaster, Chorley and West Lancashire	<p>In November 2016 the Department for Transport (DfT) announced an additional £175m of funding over a four year period to target what the government has called England's 50 most dangerous local roads where the risk of fatal accidents and serious collisions is highest. Five of these roads are in Lancashire:</p> <ul style="list-style-type: none">A588 from Skippool to LancasterA682 from Barrowford to Long Preston (6km in North Yorkshire)A683 from Lancaster to Kirkby LonsdaleA6 from M6 Junction 33 to Lancaster City Centre including gyratoryA581 from Rufford to Euxton <p>Highway authorities were invited to bid for funding to improve safety on these roads in partnership with the Road Safety Foundation, and on the 13 June 2018 the DfT announced that Lancashire will receive £7.942m to deliver the proposed improvement schemes on the above roads. Please see Appendix 'B' for the full scheme details.</p> <p>The following table shows when Lancashire will receive the funding, and Cabinet is asked to approve adding the monies into the Capital Programme as such:</p> <table><tr><th rowspan="2">Road</th><th rowspan="2">Approved Allocation Total</th><th colspan="3">Phasing</th></tr><tr><th>2018-19</th><th>2019-20</th><th>2020-21</th></tr><tr><td>A588</td><td>£1,904,000</td><td>£1,904,000</td><td>-</td><td>-</td></tr><tr><td>A682</td><td>£449,000</td><td>£449,000</td><td>-</td><td>-</td></tr><tr><td>A683</td><td>£3,110,000</td><td>-</td><td>3,110,000</td><td>-</td></tr><tr><td>A6</td><td>£1,216,000</td><td>-</td><td>1,216,000</td><td>-</td></tr><tr><td>A581</td><td>£1,263,000</td><td>-</td><td>-</td><td>1,263,000</td></tr><tr><td>Totals</td><td>£7,942,000</td><td>£2,353,000</td><td>£4,326,000</td><td>1,263,000</td></tr></table> <p>Delivery of the schemes will span across four years (profile of spend given below) and will be co-ordinated with other highways works in the area.</p> <p>2018/19 - £0.100m 2019/20 - £3.038m 2020/21 - £3.671m 2021/22 - £1.133m</p>	Road	Approved Allocation Total	Phasing			2018-19	2019-20	2020-21	A588	£1,904,000	£1,904,000	-	-	A682	£449,000	£449,000	-	-	A683	£3,110,000	-	3,110,000	-	A6	£1,216,000	-	1,216,000	-	A581	£1,263,000	-	-	1,263,000	Totals	£7,942,000	£2,353,000	£4,326,000	1,263,000	£0	£7,942,000 (Full grant from DfT)	£0	£7,942,000 (Full grant from DfT)
Road	Approved Allocation Total	Phasing																																											
		2018-19	2019-20	2020-21																																									
A588	£1,904,000	£1,904,000	-	-																																									
A682	£449,000	£449,000	-	-																																									
A683	£3,110,000	-	3,110,000	-																																									
A6	£1,216,000	-	1,216,000	-																																									
A581	£1,263,000	-	-	1,263,000																																									
Totals	£7,942,000	£2,353,000	£4,326,000	1,263,000																																									
			Revised New Start 2018/19 Safer Roads	£0	£7,942,000	£0	£7,942,000																																						
			New Start 2018/19 Transport Block																																										

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2.	Greyhound Bridge Bus Lane	Lancaster East, Skerton; Lancaster	<p>It is proposed that this new project will introduce a separate bus lane with enforcement cameras on the Greyhound Bridge in Lancaster. The re-opening of the Greyhound Bridge after the planned works later in the year is an ideal opportunity to introduce a new bus lane over the bridge, as this will implement one of the complementary transport measures detailed in the action plan required by the Development Consent Order (DCO) for the building of the Heysham to M6 Link (Bay Gateway). It will also support the future economic and housing developments currently planned for Lancaster by making provision for a future Bus Rapid Transit route.</p> <p>The bus lane works can be delivered and funded through the existing Greyhound Bridge maintenance works funded by the DfT Challenge Fund. It is proposed that the enforcement camera cost of £100k be funded from the transport contingency.</p>	£0	£100,000	£0	£100,000
			Revised New Start 2018/19 Transport Block	£0	£100,000	£0	£100,000
			New Start 2018/19 DfT Incentive Fund				
3.	A601 (M)	Lancaster East, Lancaster	In March 2018, Cabinet approved that £250k from the DfT Incentive fund be used for highway improvements on the A601 (M) that would be required in the event that the county council is successful in its proposed bid to the DfT Challenge Fund. However, DfT have yet to make an announcement regarding bidding timescales and in the meantime work is continuing to develop a strong business case. It is anticipated that there will be an opportunity to bid in 2019/20 at which point the highway works will also be required. It is therefore proposed that the £250k allocation be used to address emerging priorities as detailed in 4 and 5 below. All outstanding work on the business case is fully funded.	£250,000	£0	£250,000	£0
4.	Cable Street\Parliament Street, Lancaster	Lancaster East, Lancaster	It is proposed to use £163,094 of the released funding above to resurface Cable Street from the Water Street junction to Parliament Street as far as Greyhound Bridge, Lancaster. This work will comprise additional resurfacing works part of the Greyhound Bridge refurbishment. The condition has deteriorated and undertaking the work in 2018/19 will allow utilisation of the existing traffic management that is in place to facilitate the Greyhound Bridge improvement works and result in less disruption to traffic than if the works are undertaken at a later date after Greyhound Bridge has reopened.	£0	£163,094	£0	£163,094
5. Page 102	Lifecycle modelling of carriageways and skid resistance policy review	Various Locations County Wide	It is proposed that £50k of the released funding above is used to support the 2018/19 coring and surveying programme to enable lifecycle modelling of carriageways and a skid resistance policy review to be undertaken. Both of these will enable a sound investment strategy to be developed that will ensure the highways capital programme in future years will deliver the greatest benefit and best value. Lifecycle modelling is a principal tenant of the DfT Self-Assessment and will help ensure the continuation of Lancashire's Band 3 status and maximum funding grant.	£0	£50,000	£0	£50,000
			Revised New Start 2018/19 DfT Incentive Fund	£250,000	£213,094	£250,000	£213,094

Safer Roads 2018/19 Programme				
Project Name	District	Description of works	Location	Total Budget
A6 from Lancaster to M6 J33 - Safety Improvements	Lancaster	<p>The scheme will provide additional safety engineering measures on the A6 gyratory system in Lancaster City Centre and south to the M6 at Junction 33.</p> <p>The scheme comprises:</p> <ul style="list-style-type: none"> ● Improved cycle and pedestrian facilities all round Pointer Roundabout ● Average speed/red light camera system provided over 9.1km ● Two uncontrolled pedestrian crossing points on the gyratory system ● Imprint paving to highlight ten existing signalised pedestrian crossings 	The A6 gyratory system in Lancaster City Centre and south through Scotforth, past the University of Lancaster and through Galgate village to Junction 33 of the M6.	£1,216,000

A581 Rufford to Euxton Safety Improvements	Chorley and West Lancashire	<p>This scheme will provide safety engineering measures on the A581 between the junction with the A59 near Rufford, to its junction with the A49 at Euxton.</p> <p>The scheme comprises:</p> <ul style="list-style-type: none"> ● Average speed cameras provided over 11.4km ● Solar powered road studs, enhanced visibility centrelines and edge of carriageway rumble strips provided over 6.5km of unlit carriageway ● Mini roundabouts at four existing priority junctions ● School warning zone ● Centre hatching for west of Croston and improved delineation on 3 bends ● Extension of the Ulles Walton 30mph zone 	The area covered is the section of the A581 from the junction with the A59 near Rufford to the junction with the A49 at Euxton. The route is primarily rural with the exception of the villages of Croston and Ulles Walton in the central section of the route.	£1,263,000
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A588 Lancaster to Skeppool Safety Improvements	Lancaster	<p>The scheme will provide additional safety engineering measures on the A588 between the Pointer Roundabout in Lancaster and its junction with the A585 at Skeppool.</p> <p>The scheme comprises:</p> <ul style="list-style-type: none"> ● Improved cycle and pedestrian facilities throughout Pointer Roundabout ● New zebra crossing north of Pointer Court ● Upgrade 140m of footway to shared cycle/pedestrian use south of Pointer Court ● Average speed cameras provided over 26km ● Solar powered road studs provided over 24km of unlit carriageway ● Enhanced visibility centreline provided over 24km of unlit carriageway ● Edge of carriageway rumble strips provided over 24km of unlit carriageway 	<p>The A588 starts at the Pointer Roundabout junction with the A6 just south of Lancaster City Centre, passes through rural Over Wyre via several small villages before crossing the River Wyre at Shard Bridge, and ends at its junction with the A585 at Skeppool near Poulton-le-Fylde.</p>	£1,904,000
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A682 Barrowford to Long Preston Safety Improvements .	Pendle and Ribble Valley	<p>The scheme will provide additional safety engineering measures on the A682 between the M65 at Barrowford and the boundary with North Yorkshire, north of Gisburn.</p> <p>The scheme comprises:</p> <ul style="list-style-type: none"> ● Average speed cameras provided over 8km ● Solar powered road studs provided over 13km of unlit carriageway, ● Enhanced visibility centreline provided over 13km of unlit carriageway; and ● Edge of carriageway rumble strips provided over 13km of unlit carriageway. 	The A682 runs from the M65 Junction 13 at Barrowford north through a predominantly rural environment, crosses the A59 at Gisburn and continues into North Yorkshire as far as its junction with the A65 at Long Preston.	£449,000
A683 Lancaster to Kirkby Lonsdale Safety Improvements	Lancaster	<p>The scheme will provide additional safety engineering measures on the A683 between the M6 junction 34 at Lancaster and its junction with the A65 near Kirkby Lonsdale.</p> <p>The scheme comprises the provision of:</p> <ul style="list-style-type: none"> ● 4,000m of central hatching/improved signing ● 3,500m of roadside safety barriers ● 2 gateway treatments at Caton ● 450m of centreline removal at Melling 	The length of the A683 covered by the bid follows the River Lune up the Lune Valley, extending from its junction with the M6 at Lancaster (junction 34) to its junction with the A65 at the county boundary. This passes through Caton and several villages, crossing the River Wenning at Hornby. 17km of the route is rural and unlit.	£3,110,000

		<ul style="list-style-type: none"> ● Traffic calming/uncontrolled crossing at Caton and Hornby ● Footway widening over Hornby Bridge ● Enhanced visibility centreline, edge of carriageway rumble strips and solar powered road studs over 17km of unlit carriageway ● Average speed cameras, entire route 		
			Total	£7,942,000

Report to the Cabinet

Meeting to be held on Thursday, 12 October 2017

Report of the Head of Service for Highways – Phil Durnell**Part I**

Electoral Division affected:
(All Divisions);

Winter Service Plan & Proposal to Lower Treatment Intervention Level

(Appendices 'A' & 'B' refer)

Contact for further information:

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harvey.danson@lancashire.gov.uk

Executive Summary

The report sets out a proposal to lower the road surface temperature at which gritting is commenced on the highway network in Lancashire. The report also includes the recommendations of the Internal Scrutiny Committee's Task and Finish Group on this matter.

The rationale for the proposed change is attached at Appendix 'A'. The relevant section of the Winter Service Plan including the proposed amendment, as set out in the report, is attached at Appendix 'B' for information.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

Recommendation

Cabinet is asked to consider:

- (i) The recommendations of the Internal Scrutiny Committee's Task and Finish Group on the proposed lowering of the treatment intervention level as set out in the report.
- (ii) The proposed amendment to the Winter Service Plan, as set out in the report and at Appendix 'B'.

Background and Advice

National guidance in the form of a Code of Practice entitled 'Well Managed Highway Infrastructure', published in 2016, introduced a change from reliance on specific

guidance and recommendations and challenges highway authorities to adopt a risk based approach to service standards to be determined by local highway authorities. The guidance covers winter services and as a consequence of this and advances in transport and route based weather forecasting, a review has been undertaken of the road surface temperature at which winter gritting should commence.

It is proposed to lower the road surface temperature intervention level from +1.0C to +0.5C for winter gritting treatment on the highway network in Lancashire.

Appendix 'A' sets out the rationale for making this change. Should the change be approved, the Winter Service Plan would be amended, as shown at Appendix 'B', to reflect the change.

The Winter Service Plan and any changes to it will, in effect, be how the county council demonstrates that it has fulfilled its duty under Section 41(1A) of the Highways Act to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice.

Consultations

A scrutiny task and finish group considered this proposal at its meeting 26 July 2019.

The task and finish group agreed to recommend Cabinet to:

1. approve the proposal to reduce the treatment intervention level.
2. request the Internal Scrutiny Committee in Spring 2019 to review the impact of its implementation on the forthcoming winter service.

Implications:

This item has the following implications, as indicated:

Risk management

The main risk generally relates to litigation and reputation by lowering the intervention level, although the risk of litigation generally results from the county council not following their agreed policies and procedures.

Financial

From reviewing winter service costs over previous years it is anticipated that a saving of c£110k per annum will be achieved as a result of amending the winter service plan as outlined in this report (as detailed in Appendix 'A'). This will be built in to the medium term financial strategy from 2019/20.

Legal

The county council has a duty under S41(1A) of Highways Act to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by

snow or ice. Careful consideration is required to be satisfied that this duty is still being fulfilled even though the treatment intervention level is proposed to be reduced

List of Background Papers

Paper	Date	Contact/Tel
Appendix A – Treatment Intervention Reduction Summary of the Proposal to Reduce Treatment Intervention Level	01/09/2017	Harvey Danson 01772 538182
Appendix B – Revised Winter Service Plan	01/09/2017	Harvey Danson 01772 538182

Reason for inclusion in Part II, if appropriate

N/A

Lancashire County Council Highway Services – Winter Service

Summary of the proposal to reduce treatment intervention level from +1C to +0.5C and options to consider

The county council's current intervention level for winter treatment is when the road surface temperature is forecast to fall below +1.0C. Gritting of the whole route is instructed if the minimum forecast road surface temperature (RST), of the coldest point on that route is forecast to fall below +1.0C and hazards are forecast to be present.

This document sets out the rationale to reduce the level of the forecast road surface temperature to falling below +0.5C before gritting of the route will be instructed. This is based on evidence gathered over the last two winter seasons and consideration by county council officers in the highways service who are the decision makers regarding gritting intervention and have many years' experience. These decision makers believe that with the advancement of forecast and monitoring technology, equipment developments, existing salt storage and fleet management arrangements, an intervention level of +1.0C is too pessimistic and evidence suggests that gritting is instructed when it is not necessarily required. This results in higher overall winter maintenance costs and disruption to ordinary daytime highway maintenance activities due to downtime.

Opportunity and Risk

The provision of the winter service for the county council requires not only the management of risks but also gives an opportunity to investigate changes to current practice based on experience, evidence, changes in national guidance, best practice, collaboration and technology advances. These can be summarised as;

Opportunity

- To reduce the number of network treatments during the winter period, resulting in reduced downtime and expenditure.
- Reduction in the amount of natural mineral due to reduced salt usage.

Treatment Reductions

The following provides a summary of the previous two winters based on number of route treatment when comparing treatment intervention levels, given the same scenario.

Summary of Winter Season 2016-17

Winter period November to March with +1C intervention level

- 3046 individual route treatments undertaken countywide
- 1469 in Area East
- 851 in Area South
- 726 in Area North

Winter period November to March with +0.5C intervention level

- 2641 individual route treatments would have been undertaken countywide
- 1286 in Area East
- 750 in Area South
- 605 in Area North

Summary of Winter Season 2017-18

Winter period November to March with +1C intervention level

- 4388 individual route treatments undertaken countywide
- 2146 in Area East
- 1237 in Area South
- 1005 in Area North

Winter period November to March with +0.5C intervention level

- 3899 individual route treatments would have been undertaken countywide
- 1941 in Area East
- 1109 in Area South
- 849 in Area North

Therefore had the intervention level been +0.5C over the past two winters this would have resulted in an overall reduction of 894 individual route treatments. In reality this figure is higher due to the necessity of having to carry out multiple treatments to routes during the overnight period, especially during the last winter.

This reduced number of route treatments would have resulted in a reduction of the salt used on the network equating to a substantial amount.

Aggregating all these equates to a decrease in winter maintenance costs totalling c£220,000.00 over the two years.

Salt Reduction

Given the reduced number of treatments from the figures above, this would have resulted in a salt usage reduction of approximately 3600t. This contributes significantly to the cost saving but is also a major reduction in the amount of natural mineral used.

Risk

- The severity of the weather is not as forecast by the contracted, third party forecaster and actual conditions are worse than forecast.
- The forecast is misinterpreted by the county council Area Duty Officer (ADO) leading to a lack of appropriate action being taken by the county council to ensure that the safe passage along a highway is not endangered by snow or ice.

Inaccurate forecast - associated with this is that the safety factor of an intervention level of +1.0°C above freezing being reduced to +0.5°C reduces the margin for error by the forecaster and subsequent action lack of action by the council.

For example if a segment on a route was forecast to fall to +0.6°C but in reality the overnight road surface temperature was 1.0°C lower, resulting in an actual RST of -0.4°C, with an intervention level of +1.0°C this route is likely to have been gritted as a precaution. If the intervention level was lowered to +0.5°C, then this route is unlikely to have been gritted with a possibility that hazards may have formed on that segment of the route.

Consequently, in this scenario there is the possibility of an increased risk to the travelling public on this untreated segment of the network. However in reality the councils' forecast provider would be aware of the reduced intervention level and would notify the council when the RST fell below it, allowing the decision maker the opportunity to instruct reactive treatment to the network.

Likelihood of the actual conditions being worse than forecast

Records show that over the last two winters forecasts for Lancashire are accurate in more than 90% of cases. However overall there is a slightly pessimistic bias in interpretation of the forecast model data, this has resulted in the percentage of forecasts which are too optimistic i.e. forecast indicated RST's wouldn't fall below zero but did, of 4.4% compared to 5.8% for pessimistic forecasts i.e. forecast indicated that RST's would fall below zero but didn't.

Therefore whilst the impact of a forecasting error could be high, the likelihood of it occurring is very low.

Misinterpretation of the forecast by Area Duty Officer (ADO)

If the intervention level is +1.0°C or +0.5°C, there is the potential for the ADO to misinterpret the forecast and an inappropriate decision is made leading to potentially hazardous conditions. However the likelihood of this is low as all county council ADO's have been trained in the decision making process, are very aware of the council's winter policies, so misinterpretation should not occur or be rare. In addition there is always a senior ADO on duty scrutinising the decisions taken. This decision making process will not be affected by the change to intervention level consequently there is no increased risk to the county council from misinterpretation.

In addition all county council decision makers have recently undertaken the Institute of Highway Engineers (IHE) Professional Certificate in Winter Services Decisions Makers course, this is recognised national accreditation and acknowledges competence in this specialist field.

The mitigating factors to be considered are:-

A decision to treat a route forecast to fall below +0.5°C is in relation to the coldest section only of that route, other sections of the route will have RST's above +0.5°C and the entire route will be treated.

- The decision making process is unaffected by reducing the intervention level and the decision whether to treat or not would be taken at the same time as in previous winters.
- The council has good access to a reliable forecasting service and has numerous weather monitoring stations spread across the network, from Rossendale in the east, representing the high level Pennine routes, to Mere Brow in the west close to the west Lancashire coast ensuring a good coverage of the whole network.
- All forecasting companies have extensive data available to them, including the numerous weather stations on and around the Lancashire highway network, and have highly developed 24Hr ALARM systems to notify ADO's of any change to weather patterns and RST forecasts – such alarms are used.
- The decision maker (ADO) retains the authority to deviate from route based forecast (RBF) if the forecaster expresses low confidence in the model and believes the actual scenario is likely to be more pessimistic. This happens on occasions and the forecaster communicates any concerns he has about predicted RST's in a "forecast summary text" format or through the alert system.
- Staff are retained on a 24Hr standby throughout the winter season to ensure they can respond in short timescales to any foreseen or unforeseen weather situations.
- There is still 0.5°C to mitigate any errors in the forecast, therefore should the forecast deteriorate gritting would still be triggered prior to hazardous conditions forming.
- All decision makers and winter maintenance supervisors are very experienced and can be relied upon to make accurate assessments as to what is happening on the network and react accordingly.

Options for Consideration

Option 1 – Retain RST intervention level at "**Expected to fall below 1°C**".

Option 2 – Amend RST intervention level to "**Expected to fall below 0.5°C**".

This is the proposed level which would have resulted in at least 894 less route treatments over the past two seasons.

In summary this option results in a significant reduction in the number of treatments undertaken and it aligns with an evidence based approach to winter maintenance as recommended in the new Code of Practice – Well Managed Highway Infrastructure, which is due to be published very shortly.

For further information our neighbouring authorities currently use the following intervention levels;

Blackburn BC	+1.0°C	Blackpool BC	+1.0°C
Bolton MBC	+1.0°C	Bradford MBC	+1.0°C
Bury MBC	+0.0°C	Calderdale BC	+0.0°C
Cumbria CC	+0.0°C	Knowsley MBC	+1.0°C
North Yorks. CC	+0.0°C	St. Helens MBC	+1.0°C
Rochdale MBC	+1.0°C	Wigan MBC	+0.0°C

Highways England who manage and maintain the Motorway and Trunk Road network in England currently has an intervention level of +1.0C but they are currently considering a proposal to change this.

PART 2 – OPERATIONAL ARRANGEMENTS**11. Decision and Carriageway Treatment Matrices**

11.1 Clear and efficient decision-making processes, supported by accurate weather prediction and information systems, are critical for the delivery of an effective Winter Service. Policy WS6 sets out the County Council's decision-making procedure. Policy WS7 specifies the carriageway treatment matrix.

Policy WS 8				
Decision Matrix				
Road Surface Temperature	Precipitation	Predicted Road Conditions		
		Wet	Wet Patches	Dry
Expected to fall below 0.5°C	No rain No hoar frost <u>No</u> fog	Salt before formation of ice/hoar frost	Salt before formation of ice (see Note a)	No action likely, monitor weather and carry out inspections as necessary (see Note a)
	<u>Expected</u> hoar frost <u>Expected</u> fog		Salt before formation of ice/hoar frost (see Note b)	
	<u>Expected</u> rain <u>BEFORE</u> freezing	Salt after rain stops (see Note c)		
	<u>Expected</u> rain <u>DURING</u> freezing	Salt before formation of ice, as required during rain and again after rain stops, carrying out inspections as necessary (see Note d)		
	<u>Possible</u> rain <u>Possible</u> hoar frost <u>Possible</u> fog	Salt before formation of ice/hoar frost	Monitor weather conditions and carry out inspections as necessary	
	<u>Expected</u> snow		Salt before snowfall	
General Notes				
1) The timing of precautionary treatments should be such that completion is prior to the forecast time of frost.				
2) The decision to undertake precautionary treatments should be adjusted, if appropriate, to take account of residual salt or surface moisture (see also Policy WS7 Treatment Matrix).				
3) All decisions should be evidence-based, recorded and require monitoring and review.				

Notes to Decision Matrix

- a) It will be necessary to give particular attention to the possibility of water running across carriageways and other running surfaces, for example, off adjacent fields after heavy rain, washing away any salt previously spread.

Such locations should be 'blasted' during initial treatment and then closely monitored, as additional spot treatments may be required at other times.

- b) When hoar frost is predicted, considerable deposits of ice/frozen dew are likely to occur, usually in the early morning. Treatment with dry salt is difficult as its deposition on a dry road surface too soon before the formation of the hoar frost may result in the salt being dispersed before it can become effective. Where practicable, treatment should take place at such a time so routes are completed just prior to the forecast time of hoar frost formation. However, with treated salt the dispersal effects are significantly reduced and should allow an earlier application.
- c) If, under these conditions, rain has not ceased by early morning, crews should be mobilised and action initiated as rain ceases.
- d) Under these circumstances, rain will freeze on contact with running services and full pre-treatment should take place even on dry roads. This is a very serious condition and must be monitored closely and continuously throughout the danger period.

Policy WS 9			
Carriageway Treatment Matrix			
Weather Conditions	Treatment		
Road Surface Conditions	Treated Salt	Dry Salt	Ploughing
Road Surface Temperature (RST)	(g/m²)	(g/m²)	
<u>Precautionary Treatment</u>			
Forecast hoar frost/ice with RST above -2C	8	10	No
Forecast hoar frost/ice with RST between -2°C and -5C	15	20	No
Forecast hoar frost/ice with RST below -5C	15-30 (dependent on surface state)	20-40 (dependent on surface state)	No
Forecast snow (up to 30mm)	15	20	No
Forecast snow (greater than 30mm)	15-30	20-40	No
<u>Post Treatment</u>			
Hoar frost/ice (See Precautionary Treatment above)	8-30 (dependent on surface temperature and state)	10-40 (dependent on surface temperature and state)	No
Snow where precautionary treatment has taken place	8	10	Plough first if depth >5-15mm (see Note 4)
Snow where precautionary treatment has not taken place	15-40	20-40	Plough first if depth >5-15mm (see Note 4)
Hard-packed snow/ice	Salt and/or abrasive and/or Liquid de-icer	Salt and/or abrasive and/or Liquid de-icer	No

Notes to Carriageway Treatment Matrix

1) *Oversalting and Residual Salt*

During periods with little or no precipitation and overnight sub-zero temperatures, continual salt treatments can create potentially dangerous road surface conditions. Slippery road conditions can arise either as a result of a build-up of loose salt granules or where there has been frost, a build-up of the marl impurity in rock salt on the road surface. During such periods, as there will be little salt wash-off, due regard should be made of residual salt. It may be possible to reduce the treatment or not treat at all where these conditions last for two or more days. Decision makers should ensure that, if necessary, notes be included in Vaisala 'Manager' to clarify their decisions.

2) *Altitude Related Forecasts*

Weather forecasts are often qualified by altitude. In this case, differing action may be required from each depot, and in some cases differing action on routes from the same depot.

3) *Hard Packed Ice and Snow*

Exact details of treatment will depend on location and local conditions.

4) *Ploughing*

Para 4.33 refers. Ploughing down to the road surface is preferred. Moderate / heavy snowfalls are equivalent to more than 1mm of water. Generally, there is approximately 1mm of water in 5mm depth of wet snow, 10mm depth of 'normal' snow and 15mm depth of dry, powdery snow. Ploughing should take place in both directions and the snowplough height must be set to avoid damage to the plough, the road surface, street furniture and level crossings.

12. Snow Clearance

12.1 Section 150 of the Highways Act 1980 imposes a duty upon highway authorities to remove any obstruction of the highway resulting from the accumulation of snow. Snow clearance of carriageways will be in accordance with the Priority Road Network hierarchy set out in Policy WS3. 'Treatment Time' has little relevance when snow accumulation is significant and ploughing is required. The County Council considers that prescriptive guidance is not appropriate for snow situations where the Council may have to deploy labour and plant resources more flexibly in order to achieve optimum effectiveness. Gritters, for example, can operate in tandem with the lead vehicle snow ploughing (with a full salt payload for traction) and the second vehicle spreading salt.

12.2 Guidance issued in December 2010 considers it impractical to spread sufficient salt to melt anything other than very thin layers of snow and ice, and that ploughing is the only economical, efficient, effective and environmentally acceptable way to deal with all but very light snow. This will minimise salt usage and make salt treatments more effective. A spread rate of 40g/m² of salt is the highest practicable; when combined with the action of traffic this is sufficient to melt snow depths equivalent to 1mm of water at temperatures down to -2C.

12.3 Where hard-packed snow and ice have formed and cannot be removed by ploughing, spreading of a 50:50 salt/sand mix will aid traction and act to break up the snow and ice. Following the difficulties associated with a combination of compacted snow and very low temperatures experienced in December 2010, the County Council purchased 30,000 litres of liquid de-icer for future use in circumstances where temperatures fall below the threshold for effective salt use and compacted snow proves resistant to snow ploughing. However, this is a relatively expensive product and is for use on the Priority Road Network only.

13. Secondary Road Network

13.1 The County Council will consider other roads for post-salting treatment and snow clearance in periods of continuous icing and snow. Continuous icing may arise due to excessive surface moisture, usually following heavy precipitation or compacted/melting snow. Decision-making will take account of all relevant factors such as weather forecast data, topography, experience and local knowledge and the availability of salt. When salt is not available the County Council will consider using grit sand to aid traction.

Policy WS 10

Secondary Road Network Treatment

Once the defined Priority Road Network is maintained clear, where persistent ice and/or snow are present or forecast to be present on the defined Secondary Road Network during the current 24 hour period (midnight to midnight) and are forecast to remain for the succeeding 24 hour period (midnight to midnight), treatment of the Secondary Road Network will commence as soon as possible using all available resources, but only during daylight hours.

13.2 The County Council's defined Secondary Road Network for Winter Service is viewable on both MapZone and MARIO, the latter accessible by the public. Treatment of the remaining road network will only commence on a priority basis once the defined Priority Road Network, the defined Secondary Road Network and the defined Priority Footway Network are all maintained clear, but only during daylight hours. Some minor roads and cul-de-sacs will inevitably have to thaw naturally.

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Service Highways**Part I**

Electoral Division affected:
Burscough & Rufford;

Lancashire County Council (Liverpool Road South, Lordsgate Drive, Unnamed Road Opposite Lordsgate Drive, Burscough, West Lancashire Borough)
(Prohibition of waiting) Order 201*
(Appendix 'A' refers)

Contact for further information:

Chris Nolan, Tel: (01772) 53114, Network Control – Community Services
chris.nolan@lancashire.gov.uk

Executive Summary

This report sets out a proposal to introduce a Traffic Regulation Order for a Prohibition of Waiting which is required for the safe and effective operations of traffic signals on Liverpool Road South, Burscough, West Lancashire.

During the period of public consultation an objection was received from a local resident and a further objection has been received after the conclusion of the consultation period.

Recommendation

Cabinet is asked to approve the proposals as advertised and as shown on the plans attached at Appendix 'A'.

Background and Advice

A developer has secured planning consent for the construction of more than 500 dwellings on land adjacent to Liverpool Road South. This requires the construction of a suitable highway access which will be controlled by traffic signals. The access road is to be constructed as part of a Section 38 agreement and the traffic signals will be constructed as part of the section 278 agreement. The traffic regulation order will introduce a prohibition of waiting on a length of A59 Liverpool Road South and into the junctions off A59 Liverpool Road South, (Lordsgate Drive and presently unnamed access road).

The waiting restrictions are necessary to ensure that traffic flows are maintained on A59 Liverpool Road South at all times and that traffic flows are not obstructed by parked vehicles.

All the properties with frontage on the lengths of road affected have the facility for off street parking and presently the length of road is not usually used for parking.

Consultations

Formal consultation was carried out between 19 January 2018 and 21 February 2018 and advertised in the local press and notices were also displayed on site. The divisional county councillors were also consulted. Public consultation has resulted in one letter of objection to the proposed traffic regulation order along with a letter of concern with regard to the documentation.

Following the conclusion of the public consultation a second objection has been lodged with regard to the proposed prohibition of waiting.

The letter of concern, with regard to the documentation, has not been treated as an objection and has been dealt with separately.

Objections

The objectors are both concerned about the removal of the provision to park on the highway outside their property and that the marking of double yellow lines will reduce the value of their homes. One of the objectors is concerned that he requires the facility to park on the highway as both children and elderly relatives regularly visit and need to be able to park on the highway.

Officer Comments

The design of the road layout for the traffic signals requires a hatched area in the centre of the highway adjacent to the properties of both the objectors. The hatched area is necessary to separate the traffic lanes prior to the formation of designated right turn lanes and highlight this facility. These right turn lanes allow traffic to wait until the correct opportunity is available to complete the turn without obstructing through traffic. It is necessary to introduce an order prohibiting waiting in this area to deter parking which would otherwise obstruct the traffic lanes that need to be kept clear to enable the signals to operate efficiently.

Implications:

This item has the following implications, as indicated:

Financial

The costs of the Traffic Regulation Order will be funded from within the by the developer of the Yew Tree Farm site. The cost of the order and the works will all be included in the cost of the Section 278 works.

Risk management

Road safety may be compromised should the proposed restrictions not be approved.

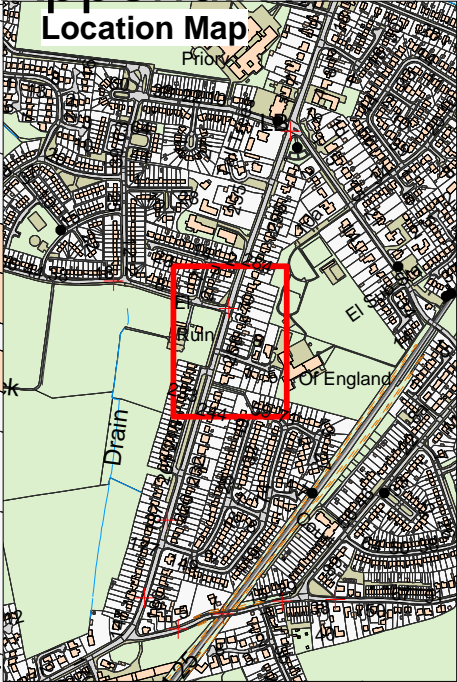
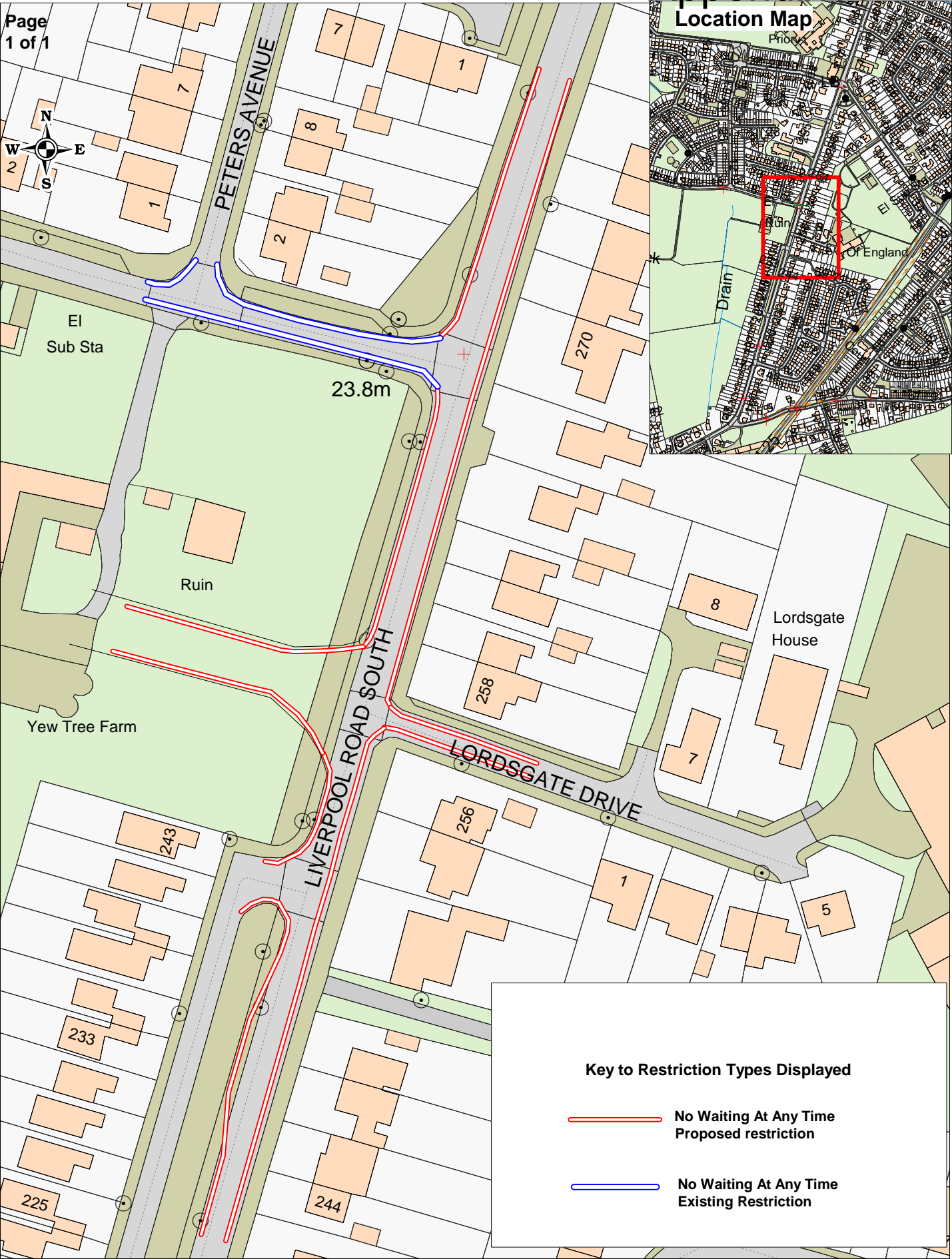
List of Background Papers

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate

N/A



Key to Restriction Types Displayed

 **No Waiting At Any Time**
Proposed restriction

 **No Waiting At Any Time**
Existing Restriction



**Liverpool Road South
Burscough -S278**

<small>+ Crown copyright. All rights reserved Lancashire County Council Licence No. 2003</small>		SCALE	1 : 1000
Community Services Phil Barrett Director Community Services <small>P.O. Box 100, County Hall, PRESTON PR1 0LD</small>		DATE	24/07/2018
		DRAWING No.	S278/PS/7/18
		DRAWN BY	Chris Nolan
		Scale with care as distortion may occur	

Report to the Cabinet

Meeting to be held on Thursday, 9 August 2018

Report of the Head of Design and Construction**Part I**

Electoral Division affected:
Preston City; Preston South
East;

**S278 Olive School, Adelaide Street, Preston
Addition of Proposed Changes to Highway Layout at Adelaide Street and Miller
Street, Preston, Associated with the Olive School Development, (Section 278
funded) to the Highways Block of the 2018/19 Capital Programme**

Contact for further information:

Warren Thackeray, (01772 535844), Highways Design Engineer,
warren.thackeray@lancashire.gov.uk

Executive Summary

Following the granting of planning permission for the Olive School, Preston, there is a planning condition requiring the introduction of off-site highways improvements on roads around the new school.

These improvements are in the form of traffic calming works, which will be fully funded by the developer pursuant to a Section 278 Agreement under the Highways Act 1980.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

Recommendation

Cabinet is requested to approve the addition of £38,560 to the Highways block of the 2018/19 Capital Programme, as set out in the report.

Background and Advice

On 20 March 2018, planning approval was granted by Preston City Council for the change in use of office accommodation (part retrospective) located on Primrose Hill, Preston, to a state funded school (reference 06/2017/0766). As a condition of planning consent, off-site highways improvements in the form of traffic calming measures are required on Adelaide Street and Miller Street, located between New

Hall Lane and London Road. These works are necessary to improve the route school children will be using to access the new school.

The scheme would be fully funded pursuant to a Section 278 Agreement, requiring advance payment from the developer along with the provision of a surety or the lodging of a performance deposit to mitigate any possible financial risk to the council.

Consultations

As part of the planning process undertaken by the Planning Authority, statutory consultations have been completed, the results of which informed the decision making process of granting planning permission. It will however be necessary to carry out specific consultation in relation to the traffic calming scheme in due course and this will be duly arranged with any objections being considered and a future decision being made in accordance with the council's constitution.

Implications:

This item has the following implications, as indicated:

Financial

All work will be fully funded by the developer by an advance payment under the terms of the Section 278 Agreement. The Agreement means that the developer is required to pay all actual costs associated with the work. These costs are monitored and if necessary additional payment will be requested to safeguard the county council from financial risk. The total estimated cost is £38,560 including all contingencies and design fees.

Risk management

The advance payment of the full works cost and the Section 278 Agreement provides a robust mechanism to safeguard the county council from any financial risk in carrying out the construction and supervision of these works.

List of Background Papers

Paper	Date	Contact/Tel
Planning number: 06/2017/0766	20 March 2018	Preston City Council

Reason for inclusion in Part II, if appropriate

N/A

Report to the Cabinet

Meeting to be held on 9th August 2018

Report of the Libraries, Museums, Culture and Registration Services**Part I**

Electoral Division affected:
(All Divisions);

Capital Redevelopment of the Harris Museum, Art Gallery and Library

Contact for further information:

Steve Lloyd, Tel: 07876 452678, Libraries, Museums, Culture and Registration Services
Manager - steve.lloyd@lancashire.gov.uk

Executive Summary

The Re-Imagining the Harris project is a partnership between Lancashire County Council and Preston City Council which was established in 2015 with the aim of transforming the Harris Museum, Art Gallery and Library (the Harris). This report focusses on the ambition to secure major investment to redevelop and improve the services offered at the Harris

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

Recommendations

Cabinet is asked to:-

- (i) Allocate £1 million of capital expenditure as a contribution to the redevelopment of the Harris.
- (ii) Approve the submission of a bid for approximately £4.5 million to the Heritage Lottery Fund as part of a redevelopment project estimated to cost £10.5 million.

Background and Advice

The Harris is a Grade 1 listed building owned by Preston City Council which runs the museum and art gallery within the Harris. Lancashire County Council leases 40% of the building to house the largest library in the county council's library service. The city council and county council established the 'Re-Imagining the Harris' project in 2015, sharing the costs of a Project Leader and securing support from Arts Council England. A fundamental priority for the project is to develop a capital development

scheme to attract additional external investment, for example from the Heritage Lottery Fund.

A vision and masterplan for the Harris were developed during 2016, to scope a redevelopment project estimated to cost £18.6 million. The Heritage Lottery Fund was identified as a key external funder and a £10 million bid was made to the Fund in November 2016. Although unsuccessful, the bid received favourable feedback.

The capital project's aim is to create a sustainable and democratic high quality offer, with constantly refreshed and community led museum, art gallery, library services and cultural activities delivered seamlessly. An objective is to effectively utilise the unique opportunities provided by the Harris, as an iconic Grade 1 listed building and civic focal point for the city, housing a library, museum and art gallery, with an excellent range of collections, and to create an animated cultural and community hub for the people of Preston and Lancashire, with a diversified range of income streams.

In November 2017, Cabinet agreed to support a further funding application being made to the Heritage Lottery Fund in 2018. The Fund announced late last year that there would not be a 'major batch' bidding round in November 2018, meaning that there would be no opportunity to ask for more than £5 million. It is therefore proposed that the original masterplan be phased into two parts. The first phase would involve a project of around £10.5 million, and a bid to the Heritage Lottery Fund in the region of £4.5 million, which would need to be submitted by 16 August, 2018. The second phase would take place once the first phase was completed, starting around 2024.

Based on discussions with Heritage Lottery Fund representatives, it will be essential that, in order to maximise the chances of success, the project is transformational and addresses a significant heritage demand. It must provide long term benefits and opportunities for local communities and align with wider regeneration priorities. It should also provide value for money and deliver long term sustainability for the Harris. The project will need to have a robust funding package and be developed in consultation with all stakeholders.

Project update

To ensure the highest quality bid possible is made by 16 August 2018, the following developments have been put in place:

- 1) Increased project management support and fundraising capacity has been provided by the city council.
- 2) The delegation of the Harris Library function to the city council has been agreed and is currently being pursued.
- 3) A range of consultancy appointments have been made to the project team, through existing approved funding covering conservation architecture, interior and library design, museum and heritage services, commercial analysis and cost analysis.

- 4) Targeted public consultation concerning the project continues with a range of relevant communities across Preston and beyond, including young people and families.

Prospective funding

The estimated £10.5 million required for this phase of the Harris capital development (of which £10m is capital expenditure and £0.5m is revenue expenditure supporting the lead up to the capital development) is planned to come from a range of sources. This range of sources and estimated amounts are set out below:-

Source	Amount
Heritage Lottery Fund	£4.5m
Lancashire County Council	£1m
Preston City Council	£1m
City Deal	£1m
Other stakeholders	£0.5m
Arts Council England (including £0.150m NPO funding already secured)	£0.625m
Trusts and Foundations (including (£0.135m already secured))	£1m
Local Fundraising	£0.875m
Total	£10.5m

The Heritage Lottery Fund will expect a significant contribution to come from local public sector partners. Discussions are currently taking place with key partners and stakeholders.

Match funding of £125,000 has already been secured from two local trusts, and bids are in the process of being submitted to other potential funders, both local and national. An application of £475,000 will be made to Arts Council England, to complement the £150,000 of revenue funding the Harris receives from Arts Council England, through its National Portfolio Organisation status.

Consultations

None

Implications:

This item has the following implications, as indicated:

Financial implications

The proposals have direct revenue and capital implications.

The project will improve operational efficiency of the building and its services, although it is too early at this stage to quantify the financial impact of this.

The agreement by the county council is to make provision for £1m capital investment to allow support for the bid to the Heritage Lottery Fund. This would be additional borrowing, should the project go ahead, which would be subject to a further capital report on the outcome of the bid, and be dependent on all other funding sources coming forward at that time. The cost of this additional borrowing would be considered at that time.

Property Implications

The county council's occupation of the building is covered by an Agreement which commenced in 1997 between the county council and the then Preston Borough Council. The Agreement was a right to use and occupy (User Right Agreement) prescribed parts of the building for library use, subject to a 40% contribution to the buildings costs, which equated to circa £325,000 per annum. As the proposal is to upgrade and use the building in a much more flexible and integrated way with the combined services, the Agreement would require amending to reflect and protect the county council's rights going forward. The county council's 40% contribution to current costs have been accepted as a commitment by the library service to fund its share of the overall proposal and joint funding bid promoted by the two authorities.

Risk management

To manage the financial risk, a detailed budget estimate would need to be produced, based on the specific scheme proposals, in relation to alterations and new work. This would be built up from specific detailed reports and schedules previously commissioned, relating to the scope and costs of specific essential repairs and maintenance items. Risk allowance would be calculated on the basis of a costed risk register, seeking to identify potential risk, and indicating the assumptions made in arriving at a risk allowance, based on the product of the risk ie. likelihood and impact. Costs will be cross checked and benchmarked against known similar schemes, to establish robustness, and will be market tested as appropriate whilst the design proceeds. As part of the costing, inflation will be calculated and allowed for, based on the latest published figures for Tender Price inflation, based on the assumed programme. This will be reviewed regularly during the Project development period.

List of Background Papers

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

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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