

## Lancashire County Council

### Executive Scrutiny Committee

Tuesday, 4th November, 2014 at 2.00 pm in Cabinet Room 'D' - The Henry Bolingbroke Room, County Hall, Preston

### Agenda

#### Part 1 (Open to Press and Public)

#### No. Item

#### 1. Apologies

#### 2. Disclosure of Pecuniary and Non-pecuniary Interests

Members are asked to consider any Pecuniary or Non-pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

#### 3. Minutes of the Meeting held on 7 October 2014 (Pages 1 - 6)

#### 4. Reports for decision by Cabinet (Pages 7 - 8)

#### (a) Money Matters - Update on the County Council's Financial Position for 2014/15 (Pages 9 - 26)

#### (b) Money Matters - The Financial Strategy for 2015/16 to 2017/18 (Pages 27 - 36)

#### (c) Preston Bus Station and Multi Storey Car Park Report to follow.

#### (d) Potential Health Impacts of the Proposed Shale Gas Exploration Sites in Lancashire Report to follow.

#### (e) Report of the Cabinet Working Group on the Care and Urgent Needs Support Scheme Report to follow.

5. **Forthcoming Individual Cabinet Member Key Decisions** (Pages 37 - 38)
- (a) **Preston Western Distributor Road and North West Preston East West Link Road. Public Consultation Report and Adoption of the Preferred Routes** (Pages 39 - 96)
  - (b) **Provision of Residential Disabled Parking Bays In Lancashire** (Pages 97 - 142)
  - (c) **Re-commissioning Domiciliary Care for People with Learning Disabilities in Supported Living in Lancashire 2015 to 2020 under a Revised Framework** (Pages 143 - 192)
  - (d) **Commissioning of Integrated Home Improvement Services** (Pages 193 - 250)
  - (e) **Reconfiguration of Supporting People Funded Services** (Pages 251 - 316)
  - (f) **Review of Library Opening Hours 2014** (Pages 317 - 342)

6. **Urgent Business**

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

7. **Date of Next Meeting**

The next meeting of the Executive Scrutiny Committee will be held on Tuesday 2 December 2014 at 2pm at the County Hall, Preston

I Young  
County Secretary and Solicitor

County Hall  
Preston

# Agenda Item 3

## Lancashire County Council

### Executive Scrutiny Committee

**Minutes of the Meeting held on Tuesday, 7th October, 2014 at 2.00 pm in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston**

#### Present:

County Councillor Bill Winlow (Chair)

#### County Councillors

A Barnes	P Hayhurst
D Clifford	S Holgate
B Dawson	J Oakes
G Driver	D O'Toole
G Gooch	N Penney
M Green	D T Smith

County Councillors David Smith and Graham Gooch replaced County Councillors Albert Atkinson and Susie Charles respectively for this meeting.

#### 1. Apologies

None.

#### 2. Disclosure of Pecuniary and Non-pecuniary Interests

There were no interests declared.

#### 3. Minutes of the Meeting held on 9 September 2014

**Resolved:** That the minutes of the meeting held on 9 September 2014 be confirmed as a correct record and signed by the Chair.

#### 4. Reports for decision by Cabinet

The committee considered the following reports to be presented for decision by Cabinet on 9 October 2014.

##### a. Proposed New Employee Structure for Lancashire

The Committee was presented with a report setting out the proposed new employee structure for Lancashire County Council. The Committee was advised

that the structure itself and the principles behind the restructure had been subject to extensive consultation with staff, including through staff conferences. It was reported that, whilst there was clearly a financial imperative to reduce the size of the council, the approach taken to this challenge was to use the opportunity to rebuild and reshape the whole organisation. It was reported that there would be a two stage process of implementation, starting with staff at Grade 11 and above by April 2015, followed by all other staff by April 2016. It was confirmed that, to support staff, an Employee Support function would be established, also to be recruited in the first phase.

It was emphasised again that, whilst there would be job losses, all efforts were being made to avoid these being compulsory, and at present around 600 staff had taken Voluntary Redundancy (VR).

In response to queries raised by members of the committee, it was confirmed that arrangements were in place to ensure that, where staff had requested VR but were deemed to be in key posts, VR was not granted, but that training and development opportunities were in place to try to facilitate VRs wherever possible and ensure there was appropriate knowledge and expertise still in the council.

In relation to the overall position, it was reported that the Grade 11 and above structure presented would represent a saving of £11.4m, and that the proposed management structure would therefore be reduced by a proportionately greater amount than the grade 10 and below structure.

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

#### **b. Approval of the County Council's Procurement Strategy**

The Committee received a report on a procurement strategy for Lancashire County Council, following on from previous reports to Cabinet, and having been the subject of an in depth consultation process.

It was reported that over 50 responses had been received from partners, and that they were overwhelmingly positive. Feedback from the consultation generally requested that the County Council provide further explanation on its expectations and objectives, and this was now featured in the strategy to be presented to Cabinet for approval.

It was made clear that the strategy now needed to become reality, and a Procurement Board had been established to oversee this. It was also reported that an Improvement Plan had been developed, and progress would be reported to the Cabinet Committee on Performance Improvement.



It was confirmed that opportunities to work with other public sector partners on joint procurement activity were actively sought, but that there had so far been no examples of this happening with districts.

**Resolved:** - That the recommendations in the report to the cabinet be noted and that no additional comments or suggested alternative recommendations be made.

c. **Approval to Adopt the West Lancashire Highways and Transport Masterplan**

The committee considered a report on the West Lancashire Highways and Transport Masterplan, part of the series of Masterplans covering the whole County. It was reported that the document had been out for consultation, and a large number of responses had been received, which were reflected in the final document. It was highlighted that, through the process of developing the Masterplan, links with other authorities, notably Sefton, on highways and transport issues, had significantly improved.

In presenting the report, a number of issues were highlighted, notably the Burscough Curves, the impact of electrification of the rail lines in the area, the Ormskirk By-pass, cycle routes in Ormskirk and across the borough, the Green Lane Link, and the opportunities for a railway station in Skelmersdale.

It was recognised that the Ormskirk Bypass in particular remained a controversial issue, with strong views being expressed both in favour and against the proposal. It was intended that a package of alternative measures be implemented to address the problems of traffic in some parts of the town. There was significant support from the committee for the various measures to enhance rail services in the area.

**Resolved:** - That the recommendations in the report to the cabinet be noted and that no additional comments or suggested alternative recommendations be made.

**5. Forthcoming Individual Cabinet Member Key Decisions**

The committee considered the following key decisions due to be taken by individual Cabinet Members.

a. **Proposal to Close Deepdale Junior School Expand Deepdale Infant School by Extending the Age Range**

The committee was presented with proposals to formally close Deepdale Junior School, with effect from 31 December 2014, and to expand Deepdale Infant School by extending the age range from 3 – 7 years to 3 – 11 years to become a

primary school. The proposal had been subject to consultation, and no objections had been received. The move was supported by both governing bodies.

**Resolved:** That the recommendations in the report to the cabinet member be noted and that no additional comments or suggested alternative recommendations be made

**b. Provision of Additional Secondary School Places in Chorley**

A report was presented setting out information on projected future pupil numbers in Chorley District secondary schools and the actions taken to secure additional places in order to meet future demand. The report set out proposals to expand one school with effect from 2015 and sought permission to enter into further negotiations with the remaining secondary schools to provide future additional places.

**Resolved:** That the recommendations in the report to the cabinet member be noted and that no additional comments or suggested alternative recommendations be made

**c. M65 Motorway - Replacement of Crash Barriers**

The Committee was presented with a report outlining proposals for the replacement of the M65 crash barriers, at a cost of £4.3m. It was reported that the current Capital Programme includes the provision of £2.64m for this scheme, and that approval was therefore required for the additional cost.

It was explained that they barriers were required to be to the standard specification used on motorways, and that there were therefore limited options available. It was confirmed that the scheme would also require removal of the current street lighting from the central reservation as part of the works, and accident data was included in the report in relation to this.

**Resolved:** That the recommendation in the report to the cabinet member be noted and that no additional comments or suggested alternative recommendations be made

**6. Urgent Business**

There was no urgent business.

**7. Date of Next Meeting**

It was noted that the next meeting of the committee would be held at 2pm on Tuesday 4 November 2014.

**8. Exclusion of the Press and Public**

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

**9. Project Management Services for Kitchen and Dining Room Refurbishments**

The Committee considered a report on the procurement exercise to identify providers of project management services for kitchen and dining room refurbishments.

**Resolved:** That the recommendation in the report to the cabinet member be noted and that no additional comments or suggested alternative recommendations be made

I Young  
County Secretary and Solicitor

County Hall  
Preston



# Agenda Item 4

## **Executive Scrutiny Committee**

Meeting to be held on Thursday 6<sup>th</sup> November 2014

Electoral Division affected: None
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## **Cabinet Reports for Decision**

Contact for further information:

Josh Mynott, (01772) 534580, Office of the Chief Executive,

josh.mynott@lancashire.gov.uk

### **Executive Summary**

The Committee is invited to consider any decision making reports being presented to Cabinet on 6<sup>th</sup> November 2014.

### **Recommendation**

That the Committee scrutinise any reports for decision by Cabinet on 6<sup>th</sup> November 2014 and make recommendations to Cabinet as appropriate.

### **Background and Advice**

The Cabinet on 6<sup>th</sup> November 2014 will receive the decision making reports listed on the agenda cover sheet.

The committee is invited to consider any reports submitted to Cabinet for decision, and to comment as appropriate.

Any recommendations made by the Committee will be reported to Cabinet on 6<sup>th</sup> November.

### **Consultations**

N/A

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

Implications are as set out in the reports to Cabinet.

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact/Directorate/Tel
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N/A

Reason for inclusion in Part II, if appropriate

N/A

**Cabinet - 6 November 2014**

**Report of the County Treasurer**

Electoral Division affected:

All

**Money Matters - Update on the County Council's Financial Position for 2014/15**  
(Appendix 'A' refers)

Contact for further information:

George Graham, (01772) 538102, County Treasurer's Directorate,  
[george.graham@lancashire.gov.uk](mailto:george.graham@lancashire.gov.uk)

## **Executive Summary**

In order to maintain overall strategic control of the County Council's finances, the Cabinet receives regular Money Matters reports. The purpose of these is to:

- Highlight the high risk financial issues facing the County Council, both in the current and future financial years, together with any action which may be required;
- Set out the Council's likely financial position at the end of the financial year and;
- Assess any impact on the Council's overall financial outlook.

The report set out at Appendix 'A' is the budget monitoring report for 2014/15, and reflects the position as at 30 September 2014.

The key headlines of this are:

- An underspend of £4.2m is forecast on services (0.6% of the revenue budget for spending on services). Given the level of financial risk facing the County Council, it is imperative that management action is taken to bring spending back into line with the overall revenue budget by the end of the year.
- A significant contribution to the forecast outturn is being made by one off gains within the capital financing budget totalling £7m.
- The capital investment programme is on track to deliver 84.4% of spending in 2014/15.
- The County Fund Balance is forecast to remain at £36m, as reported at the last meeting of the Cabinet.

## **Recommendation**

Cabinet is asked to:

- (i) Note the forecast position for the 2014/15 revenue budget and capital investment programme;
- (ii) Note the allocation of resources to support the Transformation Programme within the Downsizing Reserve agreed by the Chief Executive.

## **Background and Advice**

See Appendix 'A'.

## **Consultations**

N/A

## **Implications:**

This item has the following implications, as indicated:

## **Risk management**

The County Council's overall approach to risk management continues to be to manage exposure to risk by the most appropriate means. This report is part of the risk management framework designed to manage future risks.

## **List of Background Papers**

Paper	Date	Contact/Directorate/Tel
Report to Cabinet - 'Money Matters - Update on the Financial Outlook to 2017/18'	15 July 2014	Gill Kilpatrick, County Treasurer's Directorate (01772) 538107

Reason for inclusion in Part II, if appropriate

N/A



## Appendix 'A'

# Money Matters – Update on the County Council's Financial Position for 2014/15

## 1. Introduction

This report provides an update for Cabinet on the County Council's current financial position. The report is in three parts:

Section A – Sets out the forecast end of year position for the 2014/15 revenue budget

Section B – Sets out progress on the Capital Investment Programme

Section C – Sets out the impact of the current monitoring position on the County Council's reserves and County Fund balance.

Section D – Sets out the County Treasurer's conclusion on the overall financial health of the County Council

## 2. Summary of the Financial Position

This report provides Cabinet with a view on the Council's current financial performance and the anticipated position at the year end. The forecast is based on information to the end of September 2014 and shows in summary:

### *Section A - For the Revenue Budget*

- A potential underspend on the revenue budget of £4.203m, which has increased the underspend position previously reported by £0.066m.

### *Section B - For the Capital Investment Programme*

- Forecast capital spending in year of £199.162m which is 84.4% of the programme.
- Estimated slippage of £36.751m into future years.

### *Section C - For Reserves and Balances*

- The current forecast leaves the balance on County Fund at £36m.
- Resources currently uncommitted within the Downsizing Reserve amount to £73m.

### 3. Section A - The 2014/15 Revenue Budget

#### 3.1 The Overall Summary

In February 2014 the County Council approved a revenue budget of £758.310m, which when adjusted for in year changes, results in a cash limit for monitoring purposes of £759.301m. The monitoring position against this budget at 30 September 2014 is broken down below, and shows that overall, an underspend of £4.2m is forecast.

Budget Area	Cash Limit	Forecast End of Year Position	-Under/Over spend	
	£m	£m	£m	%
<b>Spending on Services</b>				
Adult Services, Health and Wellbeing	326.715	328.220	1.505	0.5
Children and Young People	147.756	151.418	3.662	2.5
Environment	169.217	161.139	-8.078	-4.8
Office of the Chief Executive Including BTLS	46.779	51.354	4.575	9.8
County Treasurer	5.619	5.598	-0.021	-0.4
Corporate	38.426	37.997	-0.429	-1.1
Strategic Items	-6.665	-4.932	1.733	-26.1
Lancashire County Commercial Group (LCCG)	-6.388	-6.538	-0.150	-2.3
Capital Financing	37.842	30.842	-7.000	-18.5
<b>Budget Requirement</b>	<b>759.301</b>	<b>755.098</b>	<b>-4.203</b>	<b>-0.6</b>

The key issues emerging are as follows:

#### 3.2 Adult Services, Health and Wellbeing Directorate

Overall the Directorate is forecast to overspend by £1.505m. The forecast overspend has marginally increased since the previous cabinet report reflecting a number of small shifts across services.

As previously reported, the main areas of pressure are within the major demand led adult social care budgets, where forecasting is also being made difficult due to the

transition to the new working practices brought in by the introduction of the Liquid Logic system.

There is particular pressure in the areas of Learning Disability (overspend £2m) and Physical Disability (£1.8m overspend). Specific contributory factors here include the continuing impact of the ordinary residence changes and the additional costs of resettlement arising from the Winterbourne concordat. These overspending areas are partially offset by a £2.9m forecast underspending on services for older people primarily as a result of reducing the rate of new admissions to residential and nursing care coupled with an increase in reablement activity which is impacting on the cost of individual care packages.

There is also a forecast overspend of £2m on staffing within the Personal Social Care Teams, which results from the delayed implementation of Liquid Logic coupled with the growing pressure from the impact of the new responsibilities in relation to Deprivation of Liberty Safeguards (DOLS), which were highlighted earlier in the year.

Management action has already resulted in a £0.4m improvement in the position within the Community Services budget, although it is still currently forecasting an overall overspend of £0.660m and work is continuing to deliver a balanced outturn in this area.

In house disability services continue to forecast an underspend of £0.633m, however there is a discernible increase in demand for these services which may impact on the scale of the final position in this area.

The Directorate is achieving managed underspends of £2.004m in the Resources area, largely due to savings forecast to be achieved across a number of previously grant-funded or non-statutory areas of service, including Help Direct.

Increases in demand have been reflected in the forecast for 2015/16 to 2017/18 going forward. However, as highlighted within the forecast report, it is currently assumed that the impact of the Deprivation of Liberty Safeguards will be funded through the new burdens mechanism going forward.

### *Management Action*

The directorate leadership team are aware of the ongoing pressures and are taking steps to manage these within existing budget provision, through a combination of effective demand management and the identification of offsetting underspends where possible. Some examples of this include

- The increased number of referrals to the reablement service which are reducing spending on older people's services via a combination of people not requiring ongoing services or requiring a lower cost care package. Linked to this there is also an agreement via the Health and Wellbeing Board for some additional s256 funding for the cost of the reablement service.
- The management of staff vacancies within In-House Adult Disability day services to offset pressures on domiciliary services.

- Involving health partners through the development of the Better Care Fund and more integrated working with the formal pooled budget to be in place from April 2015.

A number of work streams are also in place to mitigate, as far as is possible, the financial impact of the various national changes affecting the directorate including ordinary residence, Winterbourne and DOLS, as noted earlier, as well as modelling the financial impact of the Care Act with the first set of changes taking effect from April 2015. Examples of these work streams are-

- On Winterbourne, the issue here is about seeking to maximise the contributions from individual CCG's towards the cost of individuals assessed as being suitable for moving back into the community which is a matter for individual negotiation and we are seeing a number of cases being 50/50 funded.
- The DOLS issue continues to be a problem for all authorities and whilst there is a significant increase in the amount of activity, this is very much being targeted to cases that are essential / unavoidable and being absorbed as far as is practicable but is having an impact on personal social care productivity overall.

#### *Delivery of Revenue Savings*

A robust monitoring framework is in place to track the progress and delivery of key savings programmes across the Directorate. The only area currently flagged as a significant risk to date is transport, with an under-achievement of savings estimated at £0.9m. In addition, it may not be possible to deliver the full £0.5m skills review savings within Lancashire Adult Learning due to changes in the levels of grant funding and linked conditions, but any under-achievement will be met through funding from reserves and will need to be addressed as part of the lifelong learning project.

There are no agreed savings identified as being delivered significantly ahead of target. These issues are incorporated into the forecast overspend for the Directorate.

### **3.3 Directorate for Children and Young People**

The Directorate is currently forecasting an over spend of £3.662m, which represents a significant shift from the balanced position previously reported. The most significant pressure to emerge is in the area of agency placement costs and work is in hand to strengthen the management and monitoring of the placement approval and funding processes.

As previously reported there are forecast overspends on both SEN (£1.097m) and Mainstream (£1.003m) transport due to demand pressures. Options for further savings such as using single suppliers for Special Schools and further route optimisation are currently being considered to address the underlying issues.

Overspends continue to be forecast on costs associated with looked after children (£0.629m) and on legal fees (£0.409m), although the latter is significantly lower than in previous years due to cases now being dealt with more quickly.

Agency placements for looked after children are forecast to be £5.967m above budget. Factors that have led to the increase in projected spend include:

- The recent implementation of the Liquid Logic case management system has presented a number of challenges that have had a significant impact on the invoicing and forecasting processes across both children and adults services. With the support of Management Team some time limited resource is now in place to clear the invoice backlog. Support for social care staff is needed to ensure that care packages are recorded accurately and in a timely manner and a training programme is in development and will be delivered to staff from November.
- Some weaknesses have been identified at various points in the end to end decision-making, placement-finding and procurement process. The Directorate has invested heavily in a number of initiatives focused on providing services in a different way to prevent young people coming into care where appropriate, and to reduce the number of young people placed in long term care. Budget reductions are linked to the success of these projects and there is evidence supporting positive impact. The number of young people starting to be looked after in 2014/15 to date is lower than 2013/14 at the same point. However it is recognised that the number of young people returning home is not at the desired level which is impacting on the Directorate's ability to deliver services within budget. Reducing spend on a permanent basis to operate within the reduced funding envelope demands robust and consistent placement decision-making, to ensure needs are met by providing the right services, and that a targeted commissioning approach is adopted to focus on individual placement costs and the utilisation of existing capacity. Specific actions are detailed under 'Management Actions' below.
- A short-term reduction of residential in-house capacity. Social care teams have been unable to place two young people with external providers due to the complexity of their needs. In one of those cases the national decommissioning of secure provision meant the Council needed to place the young person as the sole occupant in one of our homes. Whilst this decision has significantly impacted on spend, the Judge recently praised the Council's efforts to address the national resource issue.

The continuing pressure on agency placements has been incorporated in the forecast for 2015/16 to 2017/18 to ensure the Council's budget going forward is robust.

Whilst Children's Social Care are experiencing the issues outlined above the agency provider spend for children with disabilities is currently projected to underspend by £1.9m, with further forecast underspend of £0.7m on in house fostering.

### *Management Action*

The system and procurement processes highlighted above are being addressed as a corporate priority and additional staffing resource is now in place directed at resolving the invoice and system-user issues across both children and adults services.

The cost associated with looked after children placement presents a key budget risk. A review was recently carried out by a member of the Institute of Public Care into the Council's systems and services in support of placement outcomes. Based on the findings, actions to address the agency placement projected overspend include:

- Development of a 'brokerage' model to source and commission suitable placement and support services. Evidence has shown that introducing a team that understands demand and knows the market well has achieved cost savings through placement stability and better commissioning of services;
- Focusing on the recruitment and retention of Lancashire foster carers, including further development of a peer-network approach to supporting new carers.

The placement decision-making process will be changed to ensure a more stringent and consistent approach across the service.

Work is also currently underway to benchmark costs against other local authorities to ensure we are aligned with the recorded industry performance.

Due to the issues being experienced above the directorate is undertaking a squeeze on non-essential expenditure expected to generate savings of £1.9m as well as targeting expenditure reductions in a number of services. As part of this, School improvement is being targeted to generate an underspend of £1.2m, in addition to the above general savings.

Given that recent termination payments for schools' staff have been able to be funded from the schools budget it is now forecast that the Directorate budget for these costs will underspend by £1m.

### *Delivery of Revenue Savings*

As previously reported savings of £0.158m from Charging for Post 16 Transport for Young People with Special Educational Needs and Disabilities and from ceasing adoption allowances for current adopters are at risk and the relevant services are identifying efficiencies elsewhere to address these issues.

While savings from reducing new demand entering the system would appear to be being delivered based on current activity there are clearly some considerable financial risks around how needs that are presenting are being addressed which the

Directorate are prioritising for attention. Updates will be provided to Cabinet as the work progresses.

### **3.4 The Environment Directorate**

The most significant area of underspend continues to result from the in-year changed contractual arrangements for the operation of the two waste plants of £6.9m.

However, there is a small increase in the level of underspend forecast since the last Cabinet of £0.114m, with continuing pressures in Highways Services offset by increased forecast underspends in other areas, particularly Waste.

There are a range of savings arising from changes to contractual and partnership arrangements in Road Safety (£0.2m), parking enforcement (£0.2m), and the re-tendering of subsidised bus services (£0.3m). There has also been a further reduction of nearly 5% in activity against the concessionary fares budget generating a forecast underspend of £0.5m.

The increase in development activity across the County is generating additional s.106 and s.38 income currently forecast at £0.84m, while staff vacancies continue to produce forecast savings of £0.7m.

These underspending areas are offset by a number of areas of pressure, the most significant of which results from increases in the unit price of street lighting energy which is forecast to result in an overspend of £0.8m. This has been reflected in the forecast going forward and therefore the risk in future years is to some extent mitigated, although this does remain a volatile area in terms of prices.

As previously reported capital fees are forecast to under recover by £0.2m in Building Design and by £0.1m in the rest of the directorate, the former caused by issues with the flow of work and the latter due to staff vacancies.

Other pressures relate to the delayed implementation of savings proposals, set out below (£0.176m) and pressures on a number of income budgets including for Traffic Orders and pay and display income (£0.195m).

#### *Management Action*

Discussions are under way to minimise the under recovery of capital fees in this year. The issue of the capital programme not being large enough to fully utilise the current staff cohort is only temporary therefore workforce planning is underway to ensure specialist skills are not lost and can be flexed to meet capital programme needs going forward.

The additional S106 contributions are part of the Council's strategy to try to maximise third party contributions to help provide the best possible services to the residents of Lancashire with the resources available.

#### *Delivery of Revenue Savings*

The issues around the savings from the Sustainable Urban Drainage system and highways permits have been previously reported. The latter is delayed by 2 months while in the former case officers are looking into establishing a local scheme in the absence of progress on the national scheme.

### **3.5 The Office of the Chief Executive Including BTLS**

#### **OCE**

A net £0.328m underspend position is forecast within OCE, with previously reported spending pressures in the County Secretary and Solicitor's Legal practice relating to child protection work of £0.286m now being more than offset by the impact of vacancy savings across the rest of the service.

The most significant newly reported areas of forecast underspend are from vacancy savings across the Directorate of £0.322m.

#### **BTLS**

The reported position for BTLS reflects a worst case assumption in relation to various income budgets, including the areas of risk previously highlighted which give rise to a total pressure of £4.903m. Of this £4.442m relates to CLEO, and reflects reductions in prices to schools, as well as reductions in the numbers of schools subscribing to the service. This is a one off issue in the current year. The remaining sum (£0.461m) is the result of more routine variances in income levels caused for example by schools buying less services than has previously been the case.

In line with the agreement made when the contract with BT was renegotiated, BTLS are due to bring forward proposals for the future of CLEO before the end of October 2014. Any impact of these proposals will be reflected in future reports.

### **3.6 The County Treasurer's Directorate**

The small £0.021m underspend is in relation to staffing costs.

### **3.7 Lancashire County Commercial Group**

Operational efficiencies in the services are showing generating an underspend of £0.150m for the year spread across all areas of the service. While the forecast reflects some assumptions about the level of activity generated by free school meals it is, as yet, too early to estimate the likely long term impact of this initiative on the trading position.



### *Delivery of Revenue Savings*

£0.200m of the £0.770m management cost savings target has been achieved. As indicated in the reported position the balance should be achievable from additional surpluses on contracts, but this is not guaranteed as the savings are not being achieved through planned cost reduction.

### **3.8 The Corporate budget**

#### *Corporate*

Overall the corporate budget is forecast to overspend by £1.066m which is an increased overspend position of £0.816 since the last cabinet report. This is primarily due to an increase in historic pensions costs, due to a increase in payments in line with Consumer Prices Index, which has added £1.331m. This is offset by a forecast underspend on Local Council Tax Support Hardship Payments, based on current levels of claim from the billing authorities.

In relation to the Care and Urgent Needs service, the forecast underspend has increased from £1.2m to £1.495m, due to lower than anticipated payments to claimants.

### **3.9 Strategic Items**

This budget contains a number of strategic items, including -

- Property and Facility management savings to be allocated as realized;
- Business Intelligence Review savings
- Public Health Overhead Contributions
- LCCG Pay award.
- Contributions to/from Reserves.

The forecast overspend which is currently at £1.733m, has increased by £0.620m since last cabinet report due to the following areas of movement-

The completion of the review of Business Intelligence has generated the full savings target of £0.400m, which was previously reported as an overspend as it was not anticipated that the savings would be achieved in year.

The realignment of technical budgets for corporate overheads and depreciation related to grant aided and traded services, together with the allocation of resources for pay awards to LCCG generates a net underspend of £0.170m.

The Short Break provision budget of £1.2m, which was previously forecast not to be required has now been transferred to Children and Young People.

### **3.10 Capital financing costs**

Current projections indicate that there will be underspend of £7m within the Council's Treasury Management activities.

The forecast underspend is largely due to gains realised following the sale of several bonds sold to both take advantage of the favourable market conditions and to rebalance the investment portfolio, with the express aim of managing the Council's exposure to investment risk effectively.

Gains on the sale of Bonds, offset by the reduction in interest receivable on these bonds, equates to an underspend of £5.391m. This represents an exceptional one off gain due to current market conditions.

There is a reduction in the level of interest payable as a result of refinancing the Waste PFI project and a lower interest rate on the initial PFI borrowings than expected which results in a further £1.304m underspend. This is again a one off issue and this sum will need to be refinanced as part of the Council's overall long term financing strategy previously discussed by the Cabinet.

There is also a reduction in the Minimum Revenue Provision costs expected in 2014/15 due to a change in the capital financing requirement in year, this has generated an underspend of £0.305m. This reflects the level of capital expenditure now forecast in the year and therefore as the programme is completed there will be a catch up effect in future years.

## Section B - The 2014/15 Capital Investment Programme

In February 2014 the Council agreed a capital investment programme of £198.675m. Adjusting for variations from 2013/14 and new approvals the programme is currently £232.328m. The new approvals are principally due to new grants being received for highways maintenance, an increase in the expenditure on the Superfast Broadband project to reflect the grants received and an increase in the provision for the work on the fire damage to Leyland St Mary's to better reflect the latest estimates with the insurance company.

	<b>£m</b>
Original Programme	198.675
Approvals brought forward from 2013/14	4.085
New Approvals	33.153
<b>Programme 2014/15</b>	<b>235.913</b>

The forecast position by Directorate is shown in the table below:

	Programme £m	Forecast Outturn July £m	Forecast Outturn September £m	Forecast Variance £m	Forecast Variance %
Adult Health and Wellbeing	3.185	1.960	1.342	-0.618	-31.5
Children and Young People	59.022	52.064	50.111	-1.953	-3.8
Environment	110.768	104.035	104.328	0.293	0.3
Corporate	57.905	44.103	40.221	-3.882	-8.8
LCCG	5.033	3.160	3.160	0	0
<b>Total</b>	<b>235.913</b>	<b>205.322</b>	<b>199.162</b>	<b>-6.159</b>	<b>-3.0</b>

The additional reduction in expenditure represents slippage and will be carried forward into later years. Some of the key reasons for the change are:

### *Adult Services, Health and Wellbeing*

- The libraries regenerate scheme includes projects which have been put on hold due to the corporate property review. It is now anticipated that these will not start in 2014/15 and therefore the forecast has been further reduced (£0.413m).

### *Children and Young People*

- Pear Tree Special School, Kirkham has a delay in spend as a result of a planning application having to be re-submitted leading to a later start date and anticipated outturn costs less than originally forecast (£0.782m).
- The residential redesign project is showing slippage largely as the result of later starts at two sites. The new build in Lancaster is being delayed as a result of site issues relating to the utilities and the project in Skelmersdale is being delayed due to reallocation of contractor and project management resources to meet summer 2014 targeted projects (£0.827m).
- The Youth Zones project has seen some further slippage. The previous forecast assumed that projects at Chorley, Kirkham and Accrington were to start in the financial year. However, the need to ensure that these resources are utilised in a way which is consistent with the estate strategy for the new organisation has led to some further delay in scheme starts. Therefore the forecast now assumes that these projects will start in 2015/16 (£0.302).

### *Environment*

- Forecast expenditure on the Heysham to M6 Link has slipped (£3.2m) as the forecast has been brought in line with a revised spend profile from the contractor.
- Broughton Bypass is subject to slippage due to a more detailed and up to date spend profile and works programme being developed (£2m).
- There is an increase in expenditure on Section 278 schemes as the upturn in the economic situation has prompted increased development activity and a consequential rise in S278 works. The estimated costs on these types of works has increased significantly. All costs are recoverable from developers. (£2.8m)
- The forecast expenditure on the Pennine Reach project has increased (£1.6m) in line with external income anticipated. A detailed profile of the work involved and costs associated with the scheme is currently being developed.

## *Corporate*

- There is an anticipated slippage on structural maintenance expenditure of £1.2m. This is largely due to delays on work on four Heritage buildings. Tenders for the work have exceeded the available resources therefore the scope of the projects are being revisited. The nature of the work means that the work can't be undertaken until spring. There has also been some slippage as the prioritisation of work has been reviewed.
- There is a reduced anticipated spend in the year on economic development with forecast expenditure on the Superfast Broadband project being lower than initially forecast as the details on how the scheme is to be provided and those areas which are subject to the commercial roll out are constantly being updated.

#### 4. Section C – Impact on reserves

This section of the report deals with the impact of the forecast variations identified above on the Council's major reserves and makes recommendations for adjustments between reserves.

##### County Fund

Taking the forecast set out in this report, together with the budgeted use of County Fund balance into account the forecast position for County Fund at year end is:

	£m
<b>Opening Balance</b>	<b>36.0</b>
Less : Budgeted Use	-2.7
Add : Forecast Underspend	4.2
<b>Closing Balance before adjustments</b>	<b>37.5</b>
Transfer to Downsizing Reserve in line with previous resolution	-1.5
<b>Forecast Year End Position</b>	<b>36.0</b>

Cabinet agreed in September that any balance above £36m at the end of the year should be transferred to the Downsizing Reserve, and in line with this resolution £1.5m is available for transfer.

##### Strategic Investment Reserve

The Strategic Investment Reserve was created to finance a range of projects over a considerable period of time, largely, but not exclusively in relation to economic development. The costs of a range of projects have now been finalised and/or projects have concluded and consequently a balance not required to meet the original policy objectives set of £0.140m has been identified, which is less than previously reported following the receipt of further information on the levels of commitment to a number of schemes.

	£m
<b>Opening Balance</b>	<b>26.8</b>
Additions (ex Modern Apprentices Reserve)	0.1
Future Commitments	-26.8
<b>Closing Balance</b>	<b>0.1</b>

Given the need to ensure that the Council has sufficient resources to support its overall Transformation Programme it is recommended that the balance on the Strategic Investment Reserve not required to meet the original policy objectives of £0.140m be transferred to the Downsizing Reserve.

### **Downsizing Reserve**

The Downsizing Reserve exists to support the costs of change which result from the requirement to reduce the size of the organisation by £300m over the period to 2017/18. Taking into account the recommendations above the table below provided a forecast of the year end position for this reserve.

	£m
<b>Opening Balance</b>	<b>99.2</b>
Previously reported additional resources and transfers	2.4
County Fund Surplus	1.5
VR Costs Incurred to date	-17.2
Future Commitments	-16.3
<b>Closing Balance</b>	<b>69.6</b>

In line with the resolution at the September meeting of the Cabinet the Chief Executive has approved the release of the following sums from the £3.2m of the Downsizing Reserve allocated for use in supporting the Transformation Programme, these commitments are also reflected within the table above:

	<b>Cost £m</b>
Your Pension Service – Additional temporary staffing resource to handle the increased volume of Voluntary redundancy applications until March 2016	0.135
Learning and Development Service – To provide support for staff in the Stage 1 cohort both in being able to take advantage of opportunities and to prepare themselves for life outside the organisation	0.068
Human Resources Service – Additional professional resources to support the restructuring process as it moves into the second stage covering the vast majority of the Council's staff and resources to support the organisation of a very large scale recruitment process.	0.716
<b>Total</b>	<b>0.919</b>

## **5. Section D – Conclusion**

As a result of the impact of the changes to the Waste Disposal contract in the current year and further one off benefits from the management of the investment portfolio the Council is forecast to end the year with an underspend. However, there are a number of pressures which have emerged - while some of these are essentially one off, others do indicate longer term demand pressures which have been reflected in the forecast for future years elsewhere on the Cabinet's agenda.



**Cabinet - 6 November 2014**

**Report of the County Treasurer**

<b>Part I - Item No.</b>
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Electoral Division affected: All
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**Money Matters - The Financial Strategy for 2015/16 to 2017/18**  
(Appendix 'A' refers)

Contact for further information:

Gill Kilpatrick, (01772) 534715, County Treasurer's Directorate  
[gill.kilpatrick@lancashire.gov.uk](mailto:gill.kilpatrick@lancashire.gov.uk)

## **Executive Summary**

Over the period 2014/2018 the Council is facing the huge challenge of reducing its costs by £300m as a result of the government's austerity measures. To put it in context, since austerity bit in 2010, the Council will have taken half a billion pounds out of its revenue costs– with the consequent impact on services, staff, communities and the economy.

When the Council set the revenue budget for 2014/15, it looked ahead to the level of resources available for 2017/18, and that the Council would have resources available of £664m to invest in services, compared to the 2014/15 level of £758m.

At the same time, the Council is facing increases in both costs (for example, as a result of inflation) and the level of demand for its services. In total, over the four years 2014/15 to 2017/18 the Council was facing the need to make savings of £300m.

The Council has met this challenge robustly – at the heart of this is the recognition that to be sustainable and deliver for our communities the Council will need to change. The work to deliver this further challenge began with the 2014/15 budget, and in February 2014 the Council set a balanced budget which agreed savings of £142m over the 4 years 2014/15 to 2017/18. At the time it was recognised that despite this excellent start, a further £161m of savings remained to be identified, and that this would mean very difficult decisions in relation to services.

However, since Full Council met in February 2014, the Council is facing further pressures as a result of:

- Increased demand
- Changes in the forecast of inflation
- Legacy financial issues, and

- Offset by small increase in the forecast level of resources available over the next three years.

As a result, the level of savings over the period 2015/16 to 2017/18 has risen to £176.672m and it is clear the Council still faces a significant financial challenge. Delivering this level of saving whilst seeking to deliver effective services for our communities cannot be achieved without a radically different approach which focuses on service delivery within a budget envelope of £669m by 2017/18.

### **Recommendation**

Cabinet is recommended to:

- (i) Note the forecast of the financial outlook for the County Council over the next three years and the increase in the level of savings required from £161m to £176m; and
- (ii) Consider any proposals for the revenue budget for 2015/16 and later years to go out for consultation following this meeting.

### **Background and Advice**

As set out at Appendix 'A'.

### **Consultations**

As set out at Appendix 'A'.

### **Implications:**

As set out at Appendix 'A'.

### **Risk management**

As set out at Appendix 'A'.

### **List of Background Papers**

Paper	Date	Contact/Directorate/Tel
Financial Outlook papers	April - October 2014	George Graham County Treasurer's Directorate, (01772) 538102

Reason for inclusion in Part II, if appropriate

N/A

## **Appendix 'A'**

### **The Financial Strategy 2015/16 - 2017/18**

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#### **1. Introduction**

Over the period 2014/2018 the Council is facing the huge challenge of reducing its costs by £300m as a result of the government's austerity measures. To put it in context, since austerity bit in 2010, the Council will have taken half a billion pounds out of its revenue costs – with the consequent impact on services, staff, communities and the economy.

When the Council set the revenue budget for 2014/15, it looked ahead to the level of resources available for 2017/18, and that the Council would have a net budget available of £664m of resources to invest in services, compared to the 2014/15 level of £758m. At the same time, the Council is facing increases in both costs (for example, as a result of inflation) and the level of demand for its services. In total, over the four years 2014/15 to 2017/18 the Council was facing the need to make savings of £300m.

The Council has met this challenge robustly – at the heart of this is the recognition that to be sustainable and deliver for our communities the Council will need to change. Management and organisational structures will need to be streamlined and the Council will have to work differently. Given the scale of the challenge it is impossible to make the level of savings required by a series of piecemeal cuts and changes; a more fundamental approach is required.

The work to deliver this further challenge began with the 2014/15 budget, and in February 2014 the Council set a balanced budget which agreed savings of £142m over the 4 years 2014/15 to 2017/18. At the time it was recognised that despite this excellent start, a further £161m of savings remained to be identified, and that this would mean very difficult decisions in relation to services, as taking this level of resources out of services would have a significant impact.

#### **2. Forecast Revenue Requirements 2015/16 to 2017/18**

##### *2.1 The Starting Point*

After Full Council set the 2014/15 revenue budget in February 2014, the position for 2015/16 to 2017/18 was as set out in Table 1 below:

	2015/16	2016/17	2017/18	Total
	£m	£m	£m	£m
Gap between spending and resources	72.946	44.794	43.748	161.488

Table 1.

In essence, if no further savings were made, the Council's forecast revenue spending by 2017/18 would be £161.488m higher than the level of resources available to invest in services.

As set out to Full Council at the time, this took into account anticipated increases in costs as a result of inflation, changes in the level of demand for services, increases in the level of employers' contribution to the pension fund, and provision for pay awards. In addition, the forecast level of resources took into account forecast changes in level of government resources, changes to the New Homes bonus and council tax.

## 2.2 *Changes to the Forecast of Spending and Resources*

In order to ensure that the Council is on a sustainable financial footing, it is important to keep the forecast of both costs and resources under review. Over late summer and early autumn, a detailed review of both cost and resource projections and risks has been undertaken, the results of which are set out below.

### 2.2.1 *Review of Spending Pressures*

The Council's future costs are driven by both demand and inflation, and the report on the 2014/15 financial position elsewhere on the agenda sets out the pressures being experienced in 2014/15 above that forecast. These pressures, whilst being contained within the overall financial position for 2014/15, will continue in 2015/16 and beyond. In addition, there are "legacy" pressures arising as a result of savings falling out of the current financial strategy. The figures are set out to show the increases which fall in each financial year – however, the impact is cumulative. For example, whilst the increase in demand will cost the Council £8.185m, by 2017/18 this will be £9.357m, due to further increases in 2016/17 and 2017/18.

In relation to demand, the service specific increases in demand are shown in Table 2 with further details set out below:

<b>Service Demand Pressures</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>Total £m</b>
Adult Social Care	2.959	0.732	0.094	3.785
Children's Social Care	4.510	0.063	0.094	4.667
Environment (landfill tax and waste transport)	0.616	-0.224	0.213	0.605
Land not in operational use	0.100	0.100	0.100	0.300
<b>Total</b>	<b>8.185</b>	<b>0.671</b>	<b>0.501</b>	<b>9.357</b>

Table 2

- The most significant elements of the changes in areas of demand were reported to Cabinet in July and are principally around Adult Social Care (£3.8m over the period) and Children's Social Care (£4.7m over the period), which reflects the latest budget monitoring information.
- There is a forecast increase in relation to landfill tax, however the largest increase in relation to Environment is an increase in the costs of waste disposal in 2017/18 due to the need to begin transporting residual waste to landfill sites in the East of the County.
- The need for further significant reductions in the scale of the County Council estate mean that the previously forecast phased reduction in the land not in operational use budget is not realistic in the medium term.

However, there are further potential demand pressures which may represent a risk position for the Council if they crystallise:

- It has been assumed that the costs of the first phase of implementing the Care Act will equate to the resource that will be made available through the settlement. At this stage based on the information available locally this appears a not unreasonable position. However, as at present there is no indication of the resources to be made available in future year's no further increase in costs has been assumed as otherwise there is the potential for the scale of pressure to be materially overstated.
- In addition, we are continuing to assume that any costs associated with the Deprivation of Liberty Safeguards (estimated at £2.9m) are funded through the new burdens mechanism, which may be a risk position.

### *2.2.2 Inflationary Pressures and Changes in Costs*

The Council is also facing changes to the forecast of future costs as a result of inflationary pressures and changes in costs, as set out in Table 3 with further detail below:

<b>Inflation and Cost Changes</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>Total £m</b>
Pay	-0.715	-0.256	0.248	-0.723
Education Services Grant	-0.305	-1.427	-1.558	-3.290
<b>Total</b>	<b>-1.020</b>	<b>-1.683</b>	<b>-1.310</b>	<b>-4.013</b>

Table 3

- Pay – The assumption in relation to increases in the Living Wage has been set at 2.5% each year in line with the assumption for RPI inflation. For other pay the forecast is for a 1% increase in 2015/16 and 2% in the following years.
- The pressure previously forecast as a result of the reduction in Education Services Grant is now less than previously forecast as a result of the Department for Education providing clarity on their proposals and of factoring in the current rate of academy conversion.

### 2.2.3 Legacy Financial Pressures

The legacy financial pressures comprise two elements and are shown in Table 4 with further detail below:

<b>Legacy Financial Pressures</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>Total £m</b>
Capital Financing Charges	0.954	5.076	0.246	6.276
Pension costs	0.987	0.499	2.342	3.828
Energy and other inflation	2.881	1.679	-0.140	4.420
<b>Total</b>	<b>4.822</b>	<b>7.254</b>	<b>2.448</b>	<b>14.524</b>

Table 4

- There is an increase in capital financing costs of £6.3m over the period as a result of forecast changes in the interest rate environment, which is forecasting an increase in short term rates over the strategy period. As a result, the savings in the 2011 financial strategy from short term interest rates will fall out and the Council will need to lock in what will be lower long term interest rates.
- The previous forecast understated the impact of inflation on the centralised elements of pension costs, in particular historic added years and also assumed that there would be no further increase in the deficit contribution arising from the next actuarial valuation. A more prudent assumption has now been made on this latter point, given recent movements in the liability position of the Fund.
- Further changes in forecast inflation have added further costs of which energy prices amount to £3.3m – again, this is reflected in the 2014/15 budget monitoring. It was anticipated that increases in energy costs would be managed and mitigated by arrangements with an energy buying company; however, this arrangement has not been successful.

## 2.2.4 Changes in Resources

In addition to considering changes to the forecast of spending, the forecast for the Council's resources has also been updated which results in the additional resources set out in Table 5 with further details set out below:

<b>Resources</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>Total £m</b>
Business Rates Top Up and Local Share	6.418	-1.583	-0.134	4.701
Council Tax Base	-0.507	nil	nil	-0.507
New Homes Bonus	-0.568	1.058	nil	0.490
<b>Total</b>	<b>5.343</b>	<b>-0.525</b>	<b>-0.134</b>	<b>4.684</b>

Table 5

- Business Rates – we are now able to firm up our forecast of our share of the local business rates for 2015/16. 2014/15 was the first year of operation and much of the data from district councils and the valuation office has not previously been available. Whilst our share of business rates will be increased with RPI each year, we also need to take into account the potential impact of appeals, which are extremely significant in some districts.
- Council Tax - There is an assumption of a 0.27% per annum increase in the tax base, which is in line with the long term average, with some continuing impact from the Single Person Discount Review in 2015/16, although not as much as previously forecast.
- New Homes Bonus – The forecast here is based on the most recent Council Tax Base returns and reflects the impact of the arrangements for New Homes Bonus within the City Deal on the County Council. This forecast will need to be updated following the next set of returns to be produced by the billing authorities.

However, there is a further risk in relation to the resources the Council receives from the government in terms of Revenue Support Grant. When setting the 2014/15 to 2017/18 forecast the projections in 2016/17 reflected the continuation of the average reductions the Council had experienced since 2010 at 7.0%. However, both the LGA and commercial consultancies have produced forecasts which indicate this may be a risk position to take. The mid-point of the LGA and other forecasts is a reduction of 9% in both 2016/17 and 2017/18. A 2% change in this assumption makes a difference of about £6.6m to the forecast resources available in 2016/17 and £6.1m in 2017/18. A 2% change over both years would amount to £12.7m in total.

## 2.3 Overall Impact

The overall impact of these changes to the forecast of the Council's spending and resources on the level of savings required for 2015/16 to 2017/18 is set out in Table 6 below. This table shows the position for the Council if no action is taken to reduce costs (or alternatively, increase resources).

	2015/16 £m	2016/17 £m	2017/18 £m
Forecast of spending if no action is taken	778.933	802.612	825.668
Add :Service Demand Pressures	8.185	8.856	9.357
Add : Inflationary Pressures	-1.020	-2.703	-4.013
Add: Legacy Pressures	4.822	12.076	14.524
<b>Revised forecast of spending</b>	<b>790.920</b>	<b>820.841</b>	<b>845.536</b>

Less: Resources

Original Resource Forecast	705.986	684.872	664.181
Changes in Resources	5.343	4.818	4.684
<b>Revised forecast of resources</b>	<b>711.329</b>	<b>689.690</b>	<b>668.865</b>
<b>Gap Between Spending and Resources if no action is taken</b>	<b>79.591</b>	<b>131.151</b>	<b>176.671</b>

<b>The Gap for Each Financial Year</b>	<b>79.591</b>	<b>51.560</b>	<b>45.520</b>
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Table 6

### 3. Bridging the Gap

It can be seen from the table above that the increase in savings required over the three years 2015/16 to 2017/18 has increased from £161.488m to £176.671m as a result of changes to the estimate of the Council's spending and resources. Of this, £79.591m falls into 2015/16, which must be bridged in order for the Council to set a balanced budget in February 2015.

However, within this there are a number of risks, particularly in relation to the Care Act, the Deprivation of Liberty Safeguards and the level of the Council's government resources in 2016/17 and 2017/18. It is important to highlight that industry commentators are suggesting the potential for a greater reduction in resources overall than included above; although we have seen a degree of protection afforded previously to social care authorities.

The level of future resources will be tied to the next Spending Review, the precise timing of which will not be known until after the 2015 general election. Clearly, the result of the general election will impact upon the Spending Review, and ultimately the level of resources for local government, but at this point it is not possible to



model the potential financial outcome for the Council. However, it is important to note that in terms of the policy announcements from the political parties, there would appear to be no indications of additional resources for local government.

Set within the context of total reductions of £0.5bn between 2010 and 2018, the challenge facing the County Council is unprecedented. Delivering this level of saving whilst seeking to deliver effective services for our communities cannot be achieved without a radically different approach which focuses on service delivery within a budget envelope of £669m by 2017/18. Reshaping public services across Lancashire will require innovative thinking and leadership to secure effective services for our communities and ensure a sustainable future.



# Agenda Item 5

## Executive Scrutiny Committee

Meeting to be held on Thursday 6<sup>th</sup> November 2014

Electoral Division affected: None
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## Individual Cabinet Member Key Decisions

Contact for further information:

Josh Mynott, (01772) 534580, Office of the Chief Executive,

[josh.mynott@lancashire.gov.uk](mailto:josh.mynott@lancashire.gov.uk)

### Executive Summary

The Committee is invited to consider any key decisions due to be taken by Cabinet Members.

### Recommendation

That the Committee scrutinise any reports for key decisions by individual Cabinet Members and make recommendations as appropriate.

## Background and Advice

Cabinet Members are due to take the key decisions listed on the agenda cover sheet in November.

The committee is invited to consider any reports listed above, and to comment as appropriate.

Any comments or recommendations made by the Committee will be reported to the Cabinet Member at the relevant Decision Making Session (DMS)

## Consultations

N/A

## Implications:

This item has the following implications, as indicated:

## Risk management

Implications are as set out in the individual reports.

**Local Government (Access to Information) Act 1985  
List of Background Papers**

Paper	Date	Contact/Directorate/Tel
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N/A

Reason for inclusion in Part II, if appropriate

N/A

**Report to the Cabinet Member for Highways and Transport**  
**Report submitted by: Interim Executive Director for Environment**  
**Date: 11 November 2014**

## Part I

Electoral Divisions affected:  
Preston Rural, Preston West  
and Fylde East

### **Adoption of Routes for the Preston Western Distributor Road and Associated East-West Link Road and Cottam Link Road** (Appendices 'A' and 'B' refer)

Contact for further information:  
Phil Wilson, 01772 534559, Environment Directorate,  
[phil.wilson@lancashire.gov.uk](mailto:phil.wilson@lancashire.gov.uk)

#### **Executive Summary**

Approval is sought to adopt and protect the routes for the Preston Western Distributor (PWD) and the routes for the associated links serving strategic housing development areas in North West Preston, namely the East-West Link Road and Cottam Link road shown on Appendix 'A'.

Route adoption and protection is identified as an early activity under the Infrastructure Delivery Plan to the Preston, South Ribble, and Lancashire City Deal. Once these routes are approved, the County Council will be in a position to progress a planning application and start land assembly procedures.

A six-week public consultation exercise was held on one preferred alignment rather than options for these routes, for the reasons that, as described in this report, the search corridor for the PWD has already been identified in the published Central Lancashire Highways and Transport Masterplan, and constraints and design imperatives along that corridor point to a route. For the East-West Link Road, an extensive masterplanning exercise has already been undertaken which has shown an indicative line which this exercise bases a route on.

The consultation received 510 responses, 44% of which cited support for or raised no issue with the preferred choice of routes. Those who raised issues or concerns sought assurances over the timing and potential impact of the construction of the roads and the traffic conditions that would follow. Additionally they raised matters over the impact of the new roads on the existing environment and residences.

Whilst these matters do not directly impact on the choice of route, they will be given full consideration as detailed designs for the roads schemes and environmental measures to mitigate for their potential impacts are developed to support a planning application. A Consultation Report, presented at Appendix 'B', compiles and summarises the comments received and responds to these. None of the issues identified through the consultation impede the progression of the routes at this stage.

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

### **Recommendation**

1. The Cabinet Member for Highways and Transport is asked to agree that;
  - i. the Cabinet Member for Environment, Planning and Cultural Services be requested to adopt and safeguard the routes of the proposed Preston Western Distributor, East-West Link Road and Cottam Link Road as that shown on Appendix 'A' for development control purposes,
  - ii. subject to approval of recommendation i. set out above, the routes, as shown on Appendix 'A', be approved and adopted as the route of the proposed Preston Western Distributor, East-West Link Road and Cottam Link Road,
  - iii. Preston City Council and Fylde Borough Council be notified that the routes shown on Appendix 'A' should be included in the Development Plan as the site of the proposed Preston Western Distributor, East-West Link Road and Cottam Link Road.
2. Subject to approval of recommendation i. above, the Cabinet Member for Environment, Planning and Cultural Services is asked to give approval to adopt and safeguard the routes of the proposed Preston Western Distributor, East-West Link Road and Cottam Link Road as that shown on Appendix 'A' for development control purposes.

### **Background and Advice**

The Central Lancashire Highways and Transport Masterplan (CLTM) was published by the County Council in March 2013 and provides the basis for determining future transport investment priorities across Preston, South Ribble and Chorley. Many of the transport priorities identify large-scale improvements and additions to the existing highway network.

The Preston Western Distributor (PWD) road is the most substantial road scheme proposed in Central Lancashire, a new 4 kilometre long dual carriageway linking the A583 at Lea to the M55 at Bartle and forming a new junction, Junction 2, on the M55 motorway. It will provide direct access to the strategic housing areas in North West

Preston shown in the adopted Central Lancashire Core Strategy and detailed in the City Council's published Masterplan for that area, served from the PWD by a new East-West Link Road and Cottam Link Road.

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

The notion of a westerly distributor road to serve Preston is not new and can be traced back to a Government Green Paper Roads for The Future, published in 1969, which introduced a number of 'Strategy Routes', including a Westerly bypass of Preston. The principle of a Western bypass formed part of the Outline Plan published in 1974 for the Central Lancashire New Town. As part of a substantial investment in road and other transport infrastructure to support development of the new town area, the outline plan established the principle for a western bypass of Preston to provide a link from the M55 linking to the A583 on a route very similar to that that has been the subject of public consultation and is now presented in this report. The Preston Box Western section or Preston Western By-Pass, as it came to be known, continued to be promoted into the early 1980s because of the contribution it would make to relieving congestion on the internal roads of the new town and to ensuring that all through traffic could avoid the congested centre of Preston. Subsequently, it briefly came to form a Department for Transport scheme as part of the Government's National Roads Programme but was withdrawn in March 1994 in line with the then Government's policy of minimising the creation of new trunk route corridors in favour of using existing transport corridors.

It has been evident over many years that the existing transport network serving Preston and the wider area is becoming increasingly congested, despite a range of improvements and sustainable travel measures that have been introduced. Recognising this issue, the Central Lancashire local authorities agreed to fund a transport model to study traffic flows on the transport network and permit a more comprehensive and strategic analysis of how the area's transport network functions and the potential alternatives to satisfying current and future traffic demands.

This study was brought into particular focus with the preparation of the Central Lancashire Core Strategy and the scale and distribution of new housing to be accommodated as part of the area's development strategy. The strategic development areas identified in these plans, in North West Preston and along the A582/B5253 in South Ribble, prompted the County Council, as Transport and Highway Authority, to conclude that simply relying on improvements to the existing network and even with a much greater investment in sustainable travel measures, Central Lancashire's transport network would not be able to cope. Instead, substantial additional transport infrastructure would be required to serve this new development and growth in the wider area. The County Council undertook to develop a solution to support the area's growth and deliver the Core Strategy.

As a result, Central Lancashire was the first area in the County to have a highways and transport masterplan put in place. These masterplans were identified in the Local Transport Plan as a means for highway and transport implications to properly inform and influence Lancashire's development and growth, and provide a sound basis to determine transport investment priorities.

The Central Lancashire Highways and Transport Masterplan (CLTM) was published in March 2013 following a public consultation exercise, and represents the County Council's considered position of the transport infrastructure needed to support the delivery of its development strategy. Its findings and proposals have been fully incorporated into the emerging Local Plans, and more particularly site allocations policies, in the area.

Supporting the development of the CLTM, consideration was given to whether and what measures to improve travel on the existing road network could provide a level of relief sufficient to resolve existing problems and serve future demand from proposed development and growth of the area. Numerous measures were identified across the area and across all modes of travel, but these assessments made it clear that even with a major programme of sustainable transport improvements these would not have the necessary impact. Indeed, these measures would not compensate for even a modest traffic growth between now and 2026.

What became apparent through independent technical assessment underpinning the CLTM is that the current transport network serving Preston and South Ribble simply does not have enough spare capacity to allow for significant changes to improve bus journey times and enhance the public realm to encourage walking and cycling. This led the masterplan to conclude that significant additions to existing highway infrastructure, of a scale and location to support the area's strategic development sites, would be needed to support the development aspirations of Central Lancashire.

Accepting that there is no choice but to create new highway capacity to serve new development, consideration was given through the masterplan exercise to the route for a new western distributor for Preston as part of major package of integrated transport improvements, including the creation of new highway capacity, to support new development and allow as well as significant improvements to sustainable transport provision and resolve issues that could otherwise mean gridlock for the existing network.

The initial indication of this major highway improvement came as part of the public consultation exercise for the CLTM, and showed a route from A583 in the general vicinity of the junction of A5085 and A583, northwards to M55. The final published CLTM identified an 'indicative search corridor' along this same line, 500m wide, in which the proposed road would be situated.

In support of this road scheme, the submitted Preston Local Plan (Site Allocations and Development Management Policies) (July 2014) contains a policy (IN1) that presents a corridor of search and requires a road alignment to be identified.

Since this initial identification, a route for the PWD and its associated link roads has been developed within the search corridor and consulted on, and whilst alternative



alignments have been considered the constraints within the corridor present few if any options for the route. After given full consideration to the comments and suggestions made as part of the public consultation exercise, a preferred choice of routes for adoption is presented on Appendix 'A'.

### **Preston, South Ribble and Lancashire City Deal**

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

In April 2014, a programme for delivery, presented in the City Deal Infrastructure Delivery Plan (IDP) for 2014/15 was endorsed by the Cabinets of the 3 Local Authorities and approved by the City Deal Executive. The IDP timetable programmes the development and approval of routes for the Preston Western Distributor and the East West Link Road to be adopted for the purpose of seeking protection of the route from other developments which might impede its delivery. This protection will come through identification and safeguarding of the routes in the Preston Local Plan. The Local Plan's Site Allocations and Development Management are currently the subject of public examination and the City Council and County Council have submitted a joint statement to the Planning Inspector which suggests a modification to the Local Plan in order to identify and safeguard these routes as appropriate as necessary infrastructure to support development in NW Preston and in the case of the PWD its broader strategic purpose. Formal adoption of these routes will also allow for detailed survey and design activities to proceed and statutory planning and land assembly processes to formally commence.

### **Consultations**

A 6-week period of public consultation was held during May and June 2014. A series of events were held in the local area; affected communities, landowners and parish councils were engaged. Web-based and media information presented the technical justification to the choice of route and invited comments thereon.

The consultation presented a single route design for each road proposal, rather than a series of options for these routes, for the reasons that, as described in this report, the search corridor for the PWD has already been identified in the published Central Lancashire Highways and Transport Masterplan, NMPM and emerging Preston Local Plan, and constraints and design imperatives along that corridor point to a specific route. For the East-West Link Road, an extensive masterplanning exercise has already been undertaken which has shown an indicative line which this exercise bases a route on.

510 responses were received during the consultation. A comprehensive report of the consultation is included in Appendix 'B'. 44% of which cited support for or raised no issue with the preferred choice of routes. Those who raised issues or concerns sought assurances over the timing and potential impact of the construction of the roads and the traffic conditions that would follow. Additionally they raised matters over the impact of the new roads on the existing environment and residences Whilst

these matters do not directly impact on the choice of route, and do not lead to amendments to the choice of routes at this stage, they will be given full consideration as detailed designs for the roads schemes and environmental measures to mitigate for their potential impacts are developed to support a planning application.

The main issues to emerge through the consultation, and a summary response for each, are:

- Air and noise pollution concerns

As part of the statutory planning process an Environmental Impact Assessment (EIA) containing detailed analysis of how the new roads could benefit or adversely affect the local area will be submitted in line with the Planning Application. The application will include a detailed scheme design which will include measures to mitigate for the impacts identified in the EIA.

- Design and alignment of the proposals

The north and south alignment and the northern and southern limits of the Preston Western Distributor road are influenced by the search corridor identified in the Central Lancashire Highway and Transport Masterplan (CLHTM) and the scope of the Masterplan. In turn, this corridor recognised that, in order to meet the objectives for the road, but also reflecting various land use, physical and engineering obstacles and imperatives, the choice of a line between A583 and M55 is tightly constrained along much of its route.

This search corridor was influenced by the following scheme objectives: to provide a bypass on the city's westerly side; to directly and conveniently serve the NW Preston development; to provide the means to service a new railway station at Cottam; to provide the maximum opportunity to divert traffic passing through Preston; and to provide the means to achieve a longer term aspiration to bridge the River Ribble and link to the South Ribble Western distributor (A582), in addition to the design imperatives to minimise land take, avoid residential property loss in particular, and ensure an acceptable and workable junction arrangement with the M55.

Within this search corridor a line of best fit that requires limited land take and avoids any demolition of existing properties has been identified. A significant constraint on the alignment is the positioning of a new M55 junction 2 which is positioned to avoid any effect on the existing M55 bridges and adjacent properties on Rosemary Lane and Sandy Lane and to provide sufficient space for motorway slip roads. The proposed southern alignment of the PWD is constrained by the 'avenue' of electricity pylons and seeks to use this sterilised corridor in avoiding Lea Town and the business and amenity of the golf course whilst avoiding relocating the pylons.

A suggestion was made for the alternative choice of route for the northernmost section between the roundabout to the East West Link Road and M55 junction. This suggested an alternative route running to the western side of Bartle Hall rather than the eastern side. This has been duly considered, and officers have concluded that this alignment would encounter engineering issues, would have greater impact on the surroundings than the preferred route due to the requirement for high

embankments and bridges over the existing roads in close proximity to residential properties and the Hall.

The East-West Link road is required to provide access to strategic housing sites defined in the adopted Central Lancashire Core Strategy and presented in the North West Preston Masterplan. The proposed alignment will form a central spine road capturing the through traffic and that leaving or entering the area. Its central alignment provides a median distance travel from all properties in the area thereby minimising traffic volumes through residential streets.

A representation was received that sought to alter the section of the Link Road as it passes north of residential properties along Lightfoot Lane/Abbott Croft. This suggestion would see the Link Road take a more northerly route than proposed. This suggestion has been duly considered, and the Council's consultation route remains its preference for the reason that it provides the better alternative for residential traffic from the new housing developments and so the best means to relieve Lightfoot Lane of traffic.

- Impacts on existing local network

The design and delivery of the new roads will be supported by detailed traffic modelling to confirm the ability of the new roads to handle future demand and also to determine any further local improvements on the existing network, supporting both the planning application and business case submission.

Providing these new roads will allow opportunities for bus priority measures, public realm enhancements, and improvements to prioritise and promote walking and cycling along the B5411 Tag Lane / Woodplumpton Road and A583 Riversway corridors and in the Lane Ends local centre.

Suitable and complementary measures will be put in place to deal with specific local issues where this is appropriate.

The effect on the existing highway network including the rights of way network has been carefully considered and adjustments to the network will not impinge on its effectiveness or intrinsic value as a transport, connectivity or leisure facility

- Negative impacts on the rural environment

The EIA will consider all aspects of the proposed schemes including the impact of development on sites of significant biological and ecological interest.

The design of these roads will seek as a first principle to avoid damaging recognised habitats and settings of value. Where this is not practicable, suitable mitigation measures will be introduced to compensate or reduce impacts to acceptable levels.

### **Determining Factors for the Route for Preston Western Distributor**

At the southern end the position of the connection with the A583 in the area of the Blackpool Road, Riversway Junction provides for a junction configuration to allow all movements at the junction of the existing and proposed roads. In addition, in utilising

an existing junction location it avoids the need for an extra junction on the A583 or its adjacent roads. In the proposed location the future aspiration for a connection across the River Ribble can be accommodated.

Moving north the corridor is restricted throughout its entire length by the overhead very high voltage power lines and their supporting pylons. With these and the narrow corridor offered between Ashton and Lea Golf Club and Lea Town the route remains significantly restrained for approximately 1.2km. Immediately north at this point, the road must bridge the Lancaster Canal and Preston-Blackpool rail line which largely fixes a perpendicular approach to minimise the degree of engineering and impact in this location. This arrangement also provides for connection to a new Cottam Parkway station using the same roundabout junction which will serve traffic into Cottam.

The next point of constraint is a further 1.4km to the north where the existing roads - Lea Lane, Sidgreaves Lane, Bartle Lane, Rosemary Lane and Blackleach Lane - converge within a small area. Allied to the requirement for a connection to a new East-West Link Road to serve the North West Preston development, a roundabout junction is provided in the vicinity of the convergence thereby providing single connection point.

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

The Highways Agency also confirms this to be a suitable location for the junction and generally has responded very positively to the creation of a new motorway junction as part of PWD, and has recently secured funding through the Department of Transport's Pinch Point Scheme for the amount of £25-30 million.

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

The road would be built as a dual carriageway with separate shared use cycle track along its length between A583 and the connection to the East-West Link Road. No cycling or footway provision would be made along the section serving M55 traffic. Junctions along its length would be limited to a large roundabout serving the East-West Link Road and other local roads and a second roundabout junction to serve a Cottam Link Road and potential Cottam Parkway station.

### **Determining Factors for the Route of East-West Link Road**

Turning to these associated link roads, the North West Preston Masterplan (NWPM) published for consultation provides a comprehensive special planning framework for the area of North West Preston including parts of Cottam, Bartle and Ingol and provision of upwards of 5,000 or so new homes. The NWPM has explored the idea of an East West Link Road which was identified through the public consultation exercise for the CLTM to ensure ready and convenient access to and from the PWD for both local and long-distance journeys, in order to deter through traffic and locally

generated traffic from using already congested routes to the east towards A6, Preston city centre and M55 Junction 1.

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

Following extensive public consultation, the preferred choice of route for the East West Link Road commences at its eastern limit with a new traffic signal controlled junction on Lightfoot Lane approximately 400 metres west of the existing junction with Wychnor. After initially taking a northern direction the route turns west to commence and maintain its East West alignment. It passes through existing agricultural land which the NWPM allocates for future housing. Following this first 1.3km the route approaches Tabley Lane which has properties along its length in this area. The proposed crossing point would avoid all residential properties with the intention that the Melbourne Industrial Estate can be reconfigured whilst maintaining the viability of the businesses. A junction would be created with Tabley Lane.

Proceeding west the route runs immediately adjacent and parallel to Maxy Lane which it would replace. A new junction would be created with Sandy Lane.

Continuing to its connection with PWD at Lea Lane the route crosses agricultural land which the NWPM allocates for future housing. Whilst there are no specific engineering constraints along this route, it is aligned with field and ownership boundaries to maximise the developable land and minimise environmental losses.

### **Determining Factors for the Route of Cottam Link Road**

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

Both link roads will be a single carriageway along their length with a grassed verge adjacent to the carriageway and then a shared used cycletrack. As the detail of the development area develops the possibility exists that the shared used cycletracks may detach further from the carriageways through the green areas to be provided as part of NWPM.

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

If the recommendation is not followed, there is the risk that development will take place along the route making the future construction of a new road either more difficult or impossible.

Risk to uncertainty and delay on progressing statutory planning and land assembly procedures and in turn construction of road schemes.

The route affects land forming part of Lea Endowed CE School for which approval will be required from the Secretary of State. The route will reduce the school's playing field area which is already less than the required area for playing fields set out in the Area Guidelines for School Playing Fields. The County Council is committed to address this issue through remedial works and potential additional land.

Financial implications are referred to below

### **Financial, Legal, Property**

There are financial implications in relation to the protection of the routes for the PWD and the associated East-West Link Road and Cottam Link Road. A small number of properties are directly affected by the route. Under the Town and Country Planning Act 1990, the authority may receive claims relating to blight.

Funding for the whole scheme including any potential costs associated with blight has been secured through the Preston, South Ribble and Lancashire City Deal Infrastructure Delivery Fund.

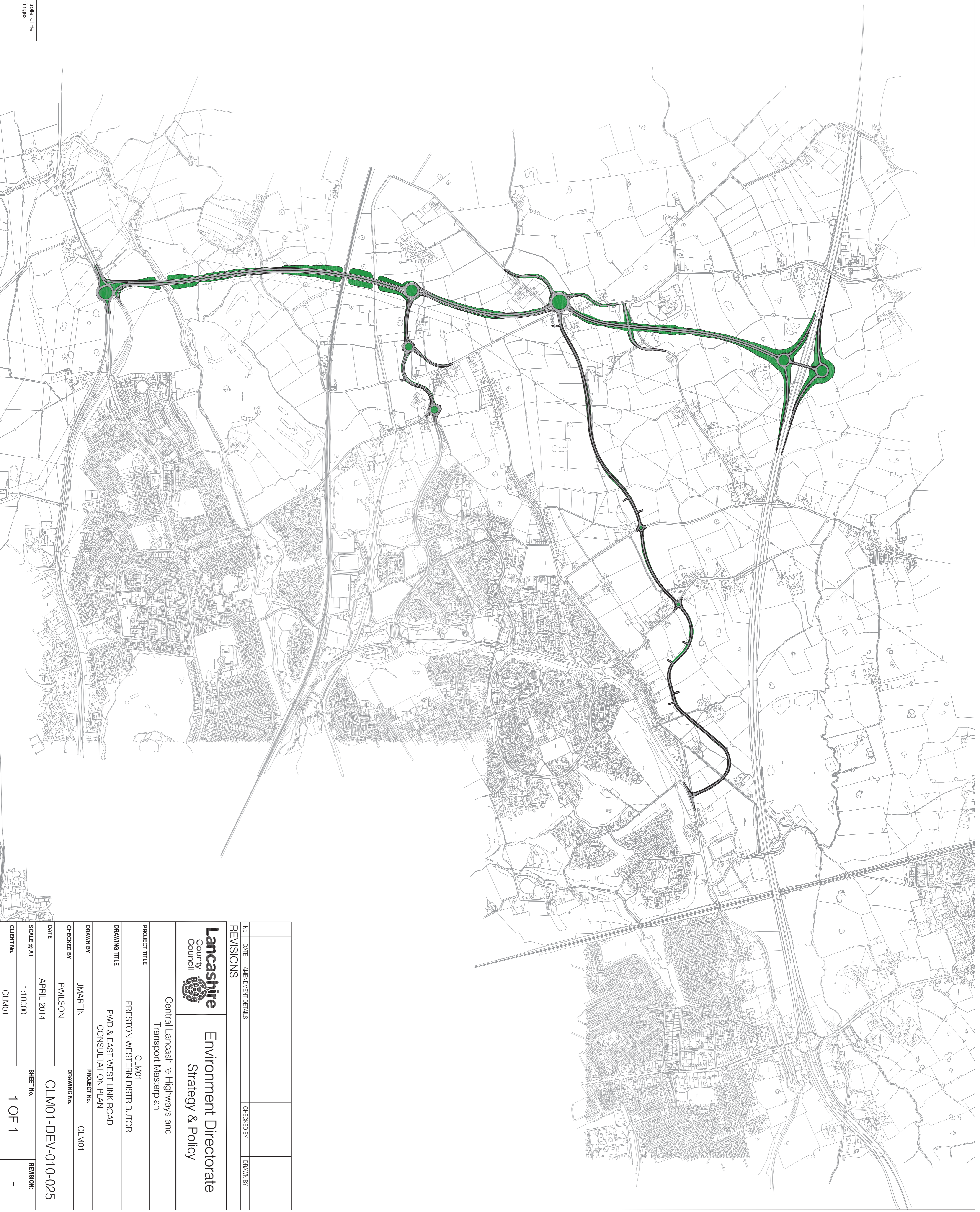
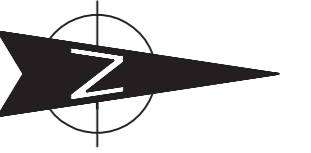
### **List of Background Papers**

Paper	Date	Contact/Directorate/Tel
Preston Western Distributor, East West Link Road and Cottam consultation report	2014	Phil Wilson/ Environment/34559

Reason for inclusion in Part II, if appropriate

N/A.





NO.	DATE	AMENDMENT DETAILS	CHECKED BY	DRAWN BY
<b>REVISIONS</b>				

<b>Lancashire</b> County Council		<b>Environment Directorate</b> Strategy & Policy	
Central Lancashire Highways and Transport Masterplan			
<b>PROJECT TITLE</b>		CLM01	
<b>DRAWING TITLE</b>		PRESTON WESTERN DISTRIBUTOR PWD & EAST WEST LINK ROAD CONSULTATION PLAN	
<b>DRAWN BY</b>	JMARTIN	<b>PROJECT No.</b>	CLM01
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<b>CLIENT No.</b>	CLM01	<b>REVISION:</b>	-

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# CONSULTATION REPORT

Preston Western Distributor, East West Link Road and Cottam Link Road

October 2014



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## Executive Summary

**The Preston, South Ribble and Lancashire City Deal sets out ambitious plans for highways and transport across Preston and South Ribble to support new development and economic growth across the area.**

This report, and the two months of consultation on which it is chiefly based, is the latest chapter in Lancashire County Council's continuing and evolving dialogue with the public, and demonstrates our commitment to engaging with the diverse communities that we are elected and appointed to serve.

The need for a Preston Western Distributor and accompanying link roads was identified in the Central Lancashire Highways and Transport Masterplan, published in March 2013. By building new road capacity, including a new western distributor for Preston, we can support planned new development, deliver meaningful improvements along our existing public transport corridors and in our local centres, and realise economic opportunities across the wider area.

Based on the search corridor shown in the Masterplan, linking the A583 Blackpool road and the M55, including a line through planned housing for an East West Link Road, we have developed route proposals which include an additional link to the existing network at Cottam; Cottam Link Road.

It is these proposals that were consulted on between May and July 2014.



Approximately 8000 letters were sent out to the homes closest to the scheme and exhibitions were held in four locations; Lea Town, Ingol, Fulwood and Lea. We invited people to complete questionnaires to determine their views on the proposals; a total of 510 responses were received.

Chapter three examines the findings from the questionnaires; highlights the most important issues for the public; and details our responses. A total of 23 issues were identified across the consultation.

The most frequently raised issues identified included:

- Air and noise pollution concerns
- Design and alignment of the proposals
- Impacts on the existing local network
- Negative impacts on the rural environmental

We received 223 responses (44%) that cited support for or had no issue with the proposals.

Additional questionnaire questions sought to establish; if the respondent was a local resident or responding on behalf of an organisation, modal use patterns of those who responded, and each respondent's postcode. This enabled a geographical analysis of those who engaged with the consultation process.

In summary of this further analysis:

- 96% of responses came from local residents
- Car was the dominant modal use
- Of those who provided postcodes; 99.8% were from the PR2 and PR4 areas. Appendix B shows the geographical distribution of responses.



## 1. Introduction

- 1.1.0 In March 2013 Lancashire County Council approved the Central Lancashire Highways and Transport Masterplan (CLHTM) which presented a programme for investment in transport infrastructure in the Central Lancashire area.
- 1.1.1 Included in this Masterplan is the corridor in which the Preston Western Distributor (PWD) is proposed. This is the largest single scheme in Central Lancashire and is vital to making sure our transport network can support the area's housing and employment needs and build on its strong economic performance.
- 1.1.2 In September the Preston, South Ribble and Lancashire City Deal was signed providing the funding mechanism to implement the highway infrastructure included in the CLHTM that will assist in the generation of more than 20,000 new jobs and over 17,000 new homes. The road scheme will be complemented by measures to improve public transport, cycling and walking.
- 1.1.3 The consultation covers the preferred route for the PWD within the originally published corridor. Also included in the consultation is the East West Link Road (EWL). This is a new road first proposed in the CLHTM and then by the North West Preston Masterplan prepared for Preston City Council running through the spine of the proposed housing development of 5,000 homes in the Masterplan to connect to the wider strategic highway network by means of PWD.
- 1.1.4 Provision is also made within PWD to connect to the existing and proposed residential areas in north-west Preston e.g. Cottam and Ingol by means of a new Cottam Link Road which will provide convenient access for local and through traffic to use the PWD, avoiding already congested local routes.
- 1.1.5 The consultation invited the public and other stakeholders to comment on the council's preferred alignment for the roads. The comments will be used in considering the next step of approval and adoption by the County Council of these routes, as an important preparatory stage to designing these roads and in order to protect them from the prospect of other development
- 1.1.6 This is the first step towards making the planning application in 2015. In preparing the detailed planning application there will be a further public consultation inviting comments and representations on the detail prior to submission.

## 2. Engagement and Events

### Consultation and Engagement

- 2.1.0 Consultation on the proposed Preston Western Distributor, East West Link Road and Cottam Link Road was carried out from 30th May to 13th July 2014.
- 2.1.1 A plan of the proposed route line and a questionnaire were the focus of the consultation. A letter advertising the consultation was sent to approximately 8000 residents and other occupiers in the area and briefings were held with several landowners, relevant Councillors, MPs, District Councils, Parish Councils and local residents' groups.
- 2.1.2 A series of four public consultation events were held across Preston over the first two weeks of June 2014 to enable people to ask questions and share their views. The consultation was also publicised in the local press and on the LCC website and through social media

### Consultation Events

- 2.1.3 Four consultation events were held at Lea Town, Ingol, Fulwood and Lea on 2nd, 5th, 11th and 12th June 2014. These were attended by staff from the Central Lancashire Highways and Transport Masterplan Delivery Team and Estates Management to answer any queries. Poster boards were provided to show the proposed road alignments and supporting information on the scheme design and timescales. Leaflets and questionnaires were available at all events. Over 500 people attended the events in total.

- 2.1.4 Prompted by the letter drop to residents, exhibitions, press articles and social media, 510 responses were received. Respondents included local residents, parish councils, developers and other statutory service providers.

**Consultation Responses**

Most Frequently Raised Issues

- 2.2.0 We received 510 responses the vast majority of which were in the form of paper and online questionnaires. We received a small number of letters and emails which were included in the considerations. 223 of the responses were positive or had no issues towards the scheme
- 2.2.1 The formal consultation period ended on 13<sup>th</sup> July 2014.
- 2.2.2 Having collated all the responses we were able to identify a number of common themes and issues raised in the public response to the consultation.
- 2.2.3 The majority of responses came from those who will be most directly impacted by the schemes.
- 2.2.4 This was a consequence of the approach to concentrate on the areas immediate to our proposals. We held the four exhibitions in areas close to where the proposed roads would be constructed. The letter distribution was centred on the line of the roads. This ensured the concerns regarding the possible impacts of the scheme would be most prevalent.

- 2.2.5 We could have extended the consultation to include residents living in areas further from the line of the proposed roads, who might benefit from better connectivity, reduced congestion and the wider economic gains that will come from improving transport links to support new development and economic growth.
- 2.2.6 That was not the purpose of our consultation. Our aim was to engage and listen to the residents, landowners, businesses and others likely to be most affected by the choice of route for each road scheme.
- 2.2.7 It should also be noted that separate consultation events were previously held in relation to the Central Lancashire Highways and Transport Masterplan and the North West Preston Masterplan.
- 2.2.8 The issues most commented on were as follows. The remainder of this report deals with each issue in turn and concludes with a questionnaire analysis

- Air & Noise Pollution
- Amenities
- Broughton Bypass
- Compensation
- Construction disturbance
- Cottam Parkway
- Cycleway / Footway
- Design / Alignment
- Economic & Employment
- Environmental Impact
- Landscaping
- Local Network Issues & Impacts
- M55 Junction 2
- M6 Junction Improvements
- NW Preston Masterplan
- Perceived Increased Congestion
- Priority Corridors
- Public Transport
- Railway Bridge over WCML
- Ribble Crossing
- Safety
- Speed
- Visual Impact



### 3. Key Findings and Responses

<u>Issue 1 – Air &amp; Noise Pollution</u>	<u>Our response</u>
<p><u>What the consultation had to say</u></p> <p>3.1.0 For those living or working, or with other interests nearest to the roads, there was a widespread concern that air and noise pollution from the traffic would adversely affect the quality of their lives.</p> <p>3.1.1 Many residents questioned how the impacts of air and noise pollution will be reduced.</p> <p style="color: #0070C0;"><i>"What will be done to reduce noise and pollution from traffic?"</i></p> <p>3.1.2 The use of noise limiting road surfacing was suggested. So too was limiting the speed limit on the PWD</p>	<p>3.1.3 We are sensitive to the impact our activities will have upon both existing residents and others in the area and proposed housing development in the area.</p> <p>3.1.4 As part of the statutory planning process an Environmental Impact Assessment (EIA) containing detailed analysis of how the new roads could benefit or adversely affect the local area – its air quality and noise level, as well as visual amenity and land use will be submitted in with the Planning Application.</p> <p>3.1.5 The application will include a detailed scheme design which will include measures to mitigate for the impacts identified in EIA.</p> <p>3.1.6 The measures may include various forms of screening such as planted earth mounds, trees and shrubbery or acoustic fencing.</p> <p>3.1.7 The final road surface will be determined by factors which include noise generation but also durability and maintenance liability.</p>

Issue 2 – AmenitiesWhat the consultation had to say

3.2.0 The topic of local amenities was noted in responses with the most prominent question being based around what, if any, facilities are planned to service the proposed new housing developments.

*"What infrastructure are you planning to service new houses?"*

3.2.1 Whilst some residents were keen to see the provision of shops and amenities to relieve additional pressure on existing services, particularly in the Cottam area, others expressed concern in relation to the generation of further traffic. Reference was made to the proposed supermarket development at Cottam Hall Brickworks.

3.2.2 One respondent asked, should any new motorway amenities such as service stations be required, will they be located north of the proposed M55 Junction 2, adjacent to the roundabout?

Our response

3.2.3 The North West Preston Masterplan outlines a proposed new district/local centre including retail, health centre, community centre, car parking and a school campus including secondary school and leisure facility to serve the proposed housing development.

3.2.4 As the highways authority, Lancashire County Council is unable to determine the outcome of district level land use planning decisions. We will work closely with Preston City Council colleagues to ensure that any proposed development is not detrimental to the highway network and its users. Comments regarding these matters will be relayed to Preston City Council.

3.2.5 The dual roundabout arrangement at the proposed M55 J2 is required to facilitate slip road access to and from the eastbound motorway carriageway. There are currently no planned development sites north of the M55 (see Preston Local Plan, 2012-2026)

Issue 3 – Broughton BypassWhat the consultation had to say

- 3.3.0 Some members of the public sought clarity with regards to the Broughton Bypass scheme, its construction and the associated network improvements.
- 3.3.1 One comment, for instance, was:  
*"Why spend millions on Broughton Roundabout and then announce new roads from the M55?"*
- 3.3.2 Conversely, there was a suggestion that providing new roads and housing will only make Broughton worse.

Our response

- 3.3.3 It is anticipated that the Broughton Bypass scheme (including congestion relief, M55 and M6 junction improvements) will be completed by 2017.
- 3.3.4 Previous proposals to construct Broughton Bypass in two phases have now been altered. Thanks to funding provided by the City Deal, the intention now is to deliver the full bypass in one phase.
- 3.3.5 The delivery of improvements to the M55 Junction 1 Roundabout, along with the Broughton Bypass scheme are part of and complement the much wider package of improvements that sit within the Central Lancashire Highways and Transport Masterplan (CLHTM). In particular the improvements to M55 Junction 1 have a limited time life before severe congestion occurs due to planned developments. PWD and EWL will allow the traffic generated by planned development in NW Preston, along with other trips, to access the Strategic road network which will provide longer term relief and improve conditions at M55 J1 further into the future.

Issue 4 – Compensation

What the consultation had to say

Our response

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| 3.4.0 | Concerns relating to property values, land take, access, and disruption to business were evident throughout the consultation process.  | 3.4.3 | In the first instance and where possible we will do our utmost to mitigate against and limit the impact of the new highway.   | 3.4.7 | The second category of claimants are owners/occupiers of property where no land or right will be acquired by the County Council but where the property depreciates in value due to specific 'physical factors' caused by use of the road. Claims arising from the use of the road are often referred to as Part 1 Claims.   |
| 3.4.1 | Many local residents expressed fears that noise and vibration, as well as pollution, generated by the new road will lead to a fall in property values. One resident stated that they have already decided to sell their home:<br><br><i>"Both myself and my next door neighbour have now put our homes up for sale as we fear the increase in traffic and noise"</i> | 3.4.4 | Legislation exists in the form of the Land Compensation Act 1973 under which procedures are laid down in relation to those affected by the construction of new highways. The Act specifically sets out the procedure in relation to the different types of affected properties, owned and occupied for business, residential or agricultural use.   | 3.4.8 | For a Part 1 Claim it is necessary to have a qualifying interest in the property, the property has to be a dwelling house or flat and you have to own it or have tenancy with at least three years unexpired at the date of the claim. The date of claim is twelve months after the opening of the scheme and compensation is based upon prices current on the first claim day. |
| 3.4.2 | We were also asked if compensation would be received for the inconvenience caused by construction works.   | 3.4.5 | Those entitled to compensation fall into two categories.  | 3.4.9 | Any depreciation in value which is attributable to reasons other than the following seven specific factors is not compensatable. For example, the loss of a view is not compensatable. The specific factors are: <ul style="list-style-type: none"> <li>○ Noise</li> <li>○ Vibration</li> </ul>   |
|       |  | 3.4.6 | Firstly there are landowners and/or occupiers who will be directly affected by the scheme. This is where the County Council will be acquiring land or taking a right over land in their ownership/occupation. Those who are directly affected are entitled to the value of their remaining land. The valuation date for the assessment of compensation is the earliest of the date the County Council takes possession of the land or the date values are agreed. |       |   |

- Smell
- Fumes
- Smoke
- Artificial Light
- Discharge onto the land of any solid or liquid substances

3.4.10 Advice is available in publications provided by Department for Communities and Local Government.

Issue 5 – Construction

What the consultation had to say

Our response

3.5.0 Disruption caused by road works and site traffic was a concern raised by local residents in relation to both construction of housing developments in the area and the road schemes.

3.5.1 Concerns were also voiced that construction vehicles could cause damage to the existing road network.

3.5.2 Some responses objected to proposed construction access to the North West Preston development site along Hoyles Lane. It was suggested that the East-West link road should be constructed prior to the development of housing and used by construction vehicles to access sites.

3.5.3 It was highlighted that there would be disruption to both the road and rail networks during construction, with delays and increased journey times anticipated.

*"I am concerned about what happens during the building process as I currently use the back lanes i.e. Lea Lane and Bartle Lane to get from Clifton to Broughton for children to catch a school bus."*

3.5.4 We acknowledge that there will be some disruption to the local road network. We will make every effort possible to limit this disruption through scheduling of works and effective traffic management.

3.5.5 PWD is a major construction project but contractual constraints will be imposed on the contractor employed to undertake the construction. It does have the advantage of connection to the major strategic network at the M55 and the A583 where access can be gained to the site without using local roads.

3.5.6 However it will be necessary to access by means of some local route to allow construction at more points along the route. This will ultimately shorten the construction and disruption period. The number of these points will be restricted to minimise the impact on the local network.

3.5.7 Some of the housing sites have gained planning permission already. These and future development consents will be controlled by agreed construction traffic plans through planning conditions.

3.5.8 The EWL is wholly to access the new housing development and connect to the major highway network away from the existing local network. It is therefore intended that it is constructed as soon as practicable. Our intention is to commence its construction in 2016 provided we can secure planning permission and assemble the necessary land.

3.5.9 By delivering the EWL in this timeframe, we can provide access to the bulk of development sites with minimum use of the local network by construction traffic.

3.5.10 The construction of a bridge over the railway line and its effect upon the train timetable is governed by Network Rail and the restrictions it will impose as to when work can be carried out. It is anticipated that this will be restricted to no train periods which are generally overnight and therefore there will be minimum disruption to rail traffic.

Issue 6 – Cottam Parkway

What the consultation had to say

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| <p>3.6.0 Throughout the consultation there was general support for a new parkway train station proposed in Cottam.</p> <p><i>"A new railway station will take cars off the road and more people will be able to use the train to commute to Preston or Blackpool."</i></p> <p>3.6.1 A lack of clear plans for the station and the absence of an identified site location on consultation maps and leaflets was of some concern.</p> <p>3.6.2 Some responses provided suggestions as to where the Cottam Parkway station should be located; near to the UCLAN Sports Arena, on Darkinson Lane (access via new bridge), west of PWD to encourage use from Lea and Salwick.</p> <p>3.6.3 We received questions regarding the cost and amount of parking that will be available at the proposed station.</p> | <p>3.6.4 One local resident also expressed concerns that the proposed site will only be accessible by car.</p> <p>3.6.5 In opposition to the proposed new station we were asked why improvement to timetabling and access at Salwick Station were not considered.</p> | <p>3.6.7 Early indications are that a station similar in size to that at Buckshaw Village (Buckshaw Parkway) will be provided.</p> <p>3.6.8 The proposed station will include a minimum of 200 free of charge car parking spaces.</p> <p>3.6.9 Bus connections to the station will provide an interchange facility providing an alternative means of access to the car. The station will also include cycle parking provision.</p> <p>3.6.10 Improvements to Salwick Station are not seen as desirable as the site does not complement indications of future housing land allocations and would therefore attract less users. The location of Salwick Station also fails to utilise the connections provided by the PWD road and would require further significant highway improvements to the local network and attract users along unsuitable rural roads.</p> |
|--|---|--|

Our response

- 3.6.6 The location of the station is subject to constraints of the operation of the railway network in combination with the access to it by car, bus, cycle or foot. With the initial understanding of these constraints the proposed Cottam Parkway station is likely to be located west of Sidgreaves Lane and south of the canal. Access is to be provided by a new roundabout off Cottam Way and the Preston Western Distributor road.

Issue 7 – Cycleway / Footway

What the consultation had to say

- 3.7.0 We were asked if the new roads will have footpaths that will be wheelchair accessible with adequate 'age appropriate' pedestrian crossings.
- 3.7.1 A number of people also asked what cycle provisions would be provided along the PWD and East-West Link roads.
- 3.7.2 Proposed severance of Darkinson Lane and at the Saddle Pub (between Sidgreaves Lane and Lea Lane) raised the issue of walking, cycling and horse riding access along these routes. We were asked if a footbridges or underpasses would be provided at these locations.
- 3.7.3 Typical questions included:  
 "Will existing footpaths that are crossed by the proposed roads remain open?"  
 "How will the Guild Wheel be protected?"
- 3.7.4 There were multiple calls for improvements to cycle facilities on the existing network:  
 "Cycle routes to Preston Centre will reduce car dependency created by development"

3.7.5 It was suggested that the questionnaire attempted to 'use low cycling statistics to justify cars as being the favoured means of transport and investing only in roads, not cycleway'.

Our response

- 3.7.6 PWD and the East-West Link Road will include off highway 3 metre wide shared use cycleway and footways. Crossing facilities will be provided where appropriate.
- 3.7.7 We intend to explore the means to provide a safe and convenient crossing point for vehicles and non-vehicular users at the point PWD crosses Darkinson Lane. This could take the form of an underpass or at grade crossing.

3.7.8 We do not intend to close any existing public rights of way or impair use of the Guild Wheel.

3.7.9 A series of corridor improvement schemes are included in the Central Lancashire Highways and Transport Masterplan and through the Preston, South Ribble and Lancashire City Deal. These schemes will focus on several key corridors into Preston and provide sustainable infrastructure improvements. Work to develop proposals for the North West Preston ~ Cottam ~ Ingol ~ Preston City Centre corridor will commence in 2015.

3.7.10 Lancashire County Council is fully committed to providing new, and improving existing, cycle infrastructure across the county. We acknowledge that 'low cycling statistics' do not justify favouritism towards the car. Such data would be interpreted as underling the need to invest further in cycle infrastructure to encourage a modal shift away from the car.



Issue 8 – Design / Alignment

What the consultation had to say

3.8.0 The design and alignment of the proposed roads and their associated junctions generated a substantial number of responses during the consultation period. Some members of the public submitted supporting drawings/annotations to illustrate their suggestions.

3.8.1 The issues to arise in relation to PWD are listed as follows:

- Specific suggestions were made with regard to the alignment which put forward draft plans to illustrate the following suggestions/concerns:
  - Northern section of PWD is too close to Bartle Hall, the Saddle Inn and the Sitting Goose. Alignment should be further west.
  - Northern Section severs important farm land which may impact on the viability of farm businesses.
  - Alignments significantly further west
  - Continuations north and east to the M6 and south and east to the M65
- PWD should join the M55 further west using the existing bridge adjacent to the Priory

Hospital allowing connection to Catforth Road.

- Southern section of PWD alignment should pass east of the pylons, reducing the impact on houses rather than avoiding the golf club.
- The proposed severance of Darkinson Lane.
- What is the justification to extending PWD down to Lea Gate?
- Will PWD link to the M65?
- Cottam Way isn't suitable for connection to a major road and busy housing development.
- Is a dual carriageway necessary?

3.8.2 The issues to arise in relation to the East-West Link road are listed as follows:

- One respondent asked why the E-W Link road was required.
- E-W Link road should be dual carriageway.
- Alignment of East-West Link Road south of Houghton House Farm seems illogical and should be moved north.
- Proposed E-W Link crosses a private road – how will this be protected from unauthorised use whilst still providing access to existing property?
- Concerns about access from the new E-W Link road to existing roads.

- Sandy Lane will become N-S route on the E-W Link road generating a significant amount of traffic.

3.8.3 The issues to arise in relation to the junction design are listed as follows:

- At the Saddle Inn roundabout, the arm at Lea Lane should have a greater angle (proposed 's' shape to be one curve) to take traffic further away from existing properties
- Making Sidgreaves Lane a dead end
- The roundabout at Blackpool Road will have a negative impact on traffic
- Signal control roundabouts
- Disagree with positioning of junction joining E-W Link road to Tom Benson Way - why not join at Wychnor junction, Eastway adjacent to Fulwood Free Methodist Church, or further east past Grasshoppers rugby club?
- Proposed signal junction on Lightfoot Lane, traffic lights at Wychnor junction and pedestrian crossing between Wychnor and Grasshoppers will be too close together
- Is the roundabout on Tabley Lane sufficient?
- E-W Link junction at Lightfoot Lane should be a roundabout
- Eastern End of Lightfoot Lane to be cul-de-sac

Our response

Preston Western Distributor Road

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| <p>3.8.4 The north and south alignment and the northern and southern limits of the Preston Western Distributor road are influenced by the search corridor identified in the Central Lancashire Highway and Transport Masterplan (CLHTM) and the scope of the Masterplan.</p>   | <p>any demolition of existing properties has been identified.</p>   | <p>of nearby residential property. Journey time analysis indicates the alternative route, via Lea Lane and PWD is not significantly longer.</p>   |
| <p>3.8.5 In turn, this search corridor was influenced by the scheme objectives: to provide a bypass on the city's westerly side; to directly and conveniently serve the NW Preston development; to provide the means to service a new railway station at Cottam; to provide the maximum opportunity to divert traffic passing through Preston; and to provide the means to achieve a longer term aspiration to bridge the River Ribble and link to the South Ribble Western distributor (A582), in addition to the design imperatives to minimise land take, avoid residential property loss in particular, and ensure an acceptable and workable junction arrangement with the M55.</p> | <p>3.8.7 A significant constraint on the alignment is the positioning of a new M55 junction 2 which is positioned to avoid any effect on the existing M55 bridges and adjacent properties on Rosemary Lane and Sandy Lane and to provide sufficient space for motorway slip roads. In considering the alignment to this connection point a route west of Bartle Hall was considered. However the resultant road line would be at the limit of allowable curves under the design codes. It would require a high elevation itself or of the existing roads crossing and be significantly intrusive to the Hall and adjacent properties.</p> | <p>3.8.10 However provision of a pedestrian/cycling/equestrian crossing facility will be considered.</p>  |
| <p>3.8.6 Within this search corridor a line of best fit that requires limited land take and avoids</p>   | <p>3.8.8 The proposed southern alignment of the PWD is constrained by the 'avenue' of electricity pylons and seeks to use this sterilised corridor in avoiding Lea Town and the business and amenity of the golf course whilst avoiding relocating the pylons.</p> <p>3.8.9 The recent traffic surveys undertaken demonstrate that Darkinson Lane has a very low usage and provision of a crossing point or junction would require a disproportionate amount of land take, add a significant cost, and would likely necessitate the acquisition</p>   | <p>3.8.11 In response to questions relating to the requirement for extension to Lea Gate, concerns about Cottam Way and links to the M65; continuing the connection from the M55 to Lea Gate ensures that local roads such as Cottam Way and Tom Benson Way are not overloaded by traffic on the network; this southern section of the route is also essential to improving access between the Enterprise Zone at Warton and the strategic road network and for the longer term plans to deliver a Ribble Crossing linking PWD to the proposed completion of Penwortham Bypass and then on to the M65 via the A582.</p> <p>3.8.12 Providing dual carriageway along PWD ensures that the Introduction of the new section to the distributor road network around Preston is able to provide for predicted demand but also beyond to support future demands on the road network in the wider sub-region.</p> |

East-West Link Road

Junction Design

- 3.8.13 The East-West Link road is required to provide access to strategic housing sites defined in the adopted Central Lancashire Core Strategy and presented in the North West Preston Masterplan. Based on predicted traffic flows, a single carriageway will provide sufficient capacity to serve the development surrounding it. A dual carriageway would act counter to the objectives of the Master Plan to create a well-connected community and by forming a significant barrier in the centre of the development.
- 3.8.14 The EWL proposed alignment will form a central spine road capturing the through traffic and that leaving or entering the area. Its central alignment provides a median distance travel from all properties in the area thereby minimising traffic volumes through residential streets.
- 3.8.15 Providing the alignment south of Houghton House Farm provides an early opportunity to take most traffic generated from the already consented housing sites and thereby remove reliance on Lightfoot Lane several years early than a northern route and for a greater volume of

- traffic. This would offer the prospect of closing Lightfoot Lane to through traffic.
- 3.8.16 Access to existing properties will be maintained with convenient safe accesses formed from the new road.
- 3.8.17 Intersections at Sandy Lane and Tabley Lane will be served by new junctions. Whilst there are no plans currently to limit use of these north-south routes, traffic calming and management measures may be implemented to discourage their use by motorised traffic in particular

- 3.8.18 Each of the proposed junctions are designed to the optimum geometric alignment to Design Manual for Roads and Bridges (DRMB) standards ensuring maximum safety and capacity.
- 3.8.19 The truncation of Sidgreaves Lane at the Saddle Inn is necessary to limit the footprint of the roundabout. Providing an additional arm to the roundabout to serve Sidgreaves Lane would require a much larger roundabout. Provisions will be made for pedestrian/cycling and equestrian access at this point.
- 3.8.20 The junction at the A583 Blackpool Road will be a fully signalised roundabout. This will ensure that traffic movements are handled as efficiently as possible providing maximum capacity.
- 3.8.21 It is not envisaged that the other roundabout junctions will require signalisation. This will be kept under review under normal network management arrangement and signalisation could be added in the future if the need arises.
- 3.8.22 There were a number of comments relating to the proposed junction where the East West Link road meets Lightfoot Lane. The

location of this junction is constrained by land take from Grasshoppers Rugby Club and the existing road crossing of the West Coast Mainline.

- 3.8.23 Traffic modelling is underway and will inform more detailed design works and determine whether the inclusion of an additional signalised junction on Lightfoot Lane would bring any detrimental effect on the existing highway network. The process will ensure a satisfactory design, or possibly redesign, to new and existing junctions and crossing points along this length of road.
- 3.8.24 Similarly each of the proposed junctions will be designed based on predicted future capacity requirements.
- 3.8.25 It is proposed that with the East-West link road constructed and open to traffic, the eastern end of Lightfoot Lane, at Walker Lane House will be a cul-de-sac.

Issue 9 – Economic & Employment

What the consultation had to say

Our response

3.9.0 There was a sense from the responses that some people feel money is being wasted by the proposed road schemes and not enough employment is being created, particularly in the North West Preston housing development area. Others asked for evidence of the anticipated 20,000 new jobs that will be generated.

3.9.1 A number of respondents called for money to be spent redeveloping Preston City Centre.

3.9.2 One response expressed concerns that the roads will provide *'access to homes for people who work in Manchester, Liverpool, etc'*.

3.9.3 Funding for all the schemes identified within the Central Lancashire Highways and Transport Masterplan is provided through the Preston, South Ribble and Lancashire City Deal. The delivery of highways and transport across Preston and South Ribble is required to support new development and economic growth across the area as identified within the respective local plans.

3.9.4 An Infrastructure Delivery Fund (IDF) has been established to ensure effective governance and financial control of the complex funding arrangements for the City Deal. Lancashire County Council is the accountable body for the Lancashire Enterprise Partnership (LEP), and as such is also the accountable body for the City Deal. Detailed operational financial arrangements for the IDF have been agreed by the City Deal partners. The IDF is a pooled resource which includes a mix of national and local resources from:

- **Central Government** – Long term secured transport funding from the Department for Transport, Highways Agency Funding for new and existing motorway junctions and retention of

Homes and Communities Agency (HCA) proceeds from local land sales

- **Lancashire County Council** – Capital Grants, New Homes Bonus and Land Receipts
- **Preston City and South Ribble Borough Councils** – Business Rate Retention and New Homes Bonus
- **Private Sector** – Developer contributions

3.9.5 The Central Lancashire Core Strategy identifies a number of sites allocated for employment over the plan period (2012-2027) that are supported by the City Deal. If fully developed these sites can attract significant inward investment, new employment opportunities quality commercial floor space.

3.9.6 There are no large-scale strategic employment sites allocated in the North West Preston area. Land is predominantly earmarked for housing with local service centres only.

3.9.7 The City Deal programme includes significant investment in Preston City Centre. Schemes include Fishergate Central

Gateway and Preston Bus Station whilst the Preston City Centre employment site captures; the Central Business District (now Corporation Street), Winkley Square, City Centre North, UClan and Horrocks' Mill site.

- 3.9.8 Improving connections to Manchester, Liverpool and beyond is seen as advantageous to supporting Central Lancashire's economic growth.

Issue 10 – Environmental Impact

What the consultation had to say

Our response

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| <p>3.10.0 A number of people voiced their concerns at the potential negative impact that the proposals might have on the countryside, wildlife, and the environment as a whole.</p> | <p>3.10.4 As part of the statutory planning process a detailed Environmental Impact Assessment (EIA) will be submitted.</p>   |
| <p>3.10.1 Some local residents strongly objected to the use of greenfield sites for the construction of roads and houses, many concerned that agricultural land will be lost.</p>   | <p>3.10.5 The EIA will consider all aspects of the proposed schemes including the impact of development on sites of significant biological and ecological interest.</p>   |
| <p>3.10.2 Reference was made to specific sites of ecological importance such as the Bartle Wetland Biological Heritage site and mature woodlands around the Sitting Goose.</p>      | <p>3.10.6 The design of these roads will seek as a first principle to avoid damaging recognised habitats and settings of value. Where this is not practicable, suitable mitigation measures will be introduced to compensate or reduce impacts to acceptable levels.</p>              |
| <p>3.10.3 We were advised of the presence of Japanese Knot Weed near to the proposed junction at the Saddle Inn.</p>  | <p>3.10.7 Land allocations identified in the Preston City Local Plan are required to meet National Government housing development targets. Proposals presented in the Local Plan were open for consultation from 30<sup>th</sup> September 2013 to 25<sup>th</sup> November 2013.</p> |
|   | <p>3.10.8 As the Highway Authority, Lancashire County Council will be delivering transport infrastructure to support planned new housing and employment development.</p>  |

Issue 11 – LandscapingWhat the consultation had to say

- 3.11.0 We received a number of responses in relation to the provision of landscaping adjacent to the road schemes. Many local residents who responded are keen for the scheme to include tree planting to provide both visual and acoustic screening.
- 3.11.1 The desire to retain the area's countryside setting and limit the impact upon the environment through attractive landscaping was expressed.
- 3.11.2 A typical question we received was:  
*"Will there be any concession to the planting of hedgerows along the proposed route and the planting of replacement trees?"*
- 3.11.3 We were also asked if we would be planting a large number of trees to provide carbon offset.

Our response

- 3.11.4 We acknowledge the comments received. As part of the detailed design process landscaping works will be undertaken.
- 3.11.5 Landscaping provisions will meet the environmental needs of the scheme providing screening and limiting any environmental impacts. New landscape and planting will be careful to respect and complement existing landscape features in the locality – hedgerows and tree planting,



Issue 12 – Local Network Issues & Impacts

What the consultation had to say

3.12.0 A number of local network issues were raised during the consultation by respondents. These have been listed and grouped by scheme below.

Preston Western Distributor

- Will be extra traffic on Cottam Way
- Upgrade Lea Road – concern that it will get busier and unsafe, traffic calming needed, weight restriction.
- Impact of scheme on Lea Lane; increased traffic
- Measures to increase capacity of the A583 at Lea Gate to accommodate additional traffic
- Hoyles Lane –requests for traffic calming; turn into a cul-de-sac to prevent rat running; should not be used by construction traffic
- Negative impact on local business
- Adverse impact on residents of Dodney Drive
- Make Bartle Lane a cul-de-sac
- New roundabout on Blackpool Road will make traffic worse

- Request for traffic lights over the Lea Lane bridge across Lancaster Canal
- Local flooding and drainage issues at Lea Lane /Bartle Lane junction should be resolved
- Request for a filter light turning right from Lea Road onto Blackpool Road before road opens
- No connection to Springfield BNFL
- Join up Lea Lane with Harbour Road junction and use existing route instead
- Scheme within close proximity to residential properties and businesses

East West Link Road

- Query on how Sandyforth Lane will be affected
- Eliminate blind corner on Lea Lane/Bartle Lane
- Turn the Link Road into a cul-de-sac to prevent congestion on Eastway
- Concern over roundabout on Tag Lane/Tanterton Road
- Bad visibility at Hoyles Lane /Lightfoot Lane junction at Nog Tow
- Extend the Link Road to a point on Tom Benson Way/Eastway or retain eastern section of Lightfoot Lane as access only

- Tabley Lane -should be stopped up at M55 bridge; needs traffic calming measures. A new road should be built to connect to the East West Link Road instead of Tabley Lane.
- Request to widen/dual Eastway B6241 westbound
- Improve Tom Benson Way and its connection to the Guild Wheel.
- Amendments requested to Eastway underpass of A6 Garstang Road
- Link Road will not alleviate the A6 traffic jam.

3.12.1 Many respondents commented on the impact of the scheme on Lightfoot Lane. The issues raised were:

- Concerns over residential access to properties
- Will exacerbate existing congestion issues on Lightfoot Lane and the Ingol area
- Concerns over proximity of signal controlled junction close to 2 sets of existing traffic lights and the impact on existing congestion; should be a roundabout junction
- Negative impact of HGV's during construction work

- Lightfoot Lane should be exit only to Tom Benson Way
- Better to have no exit to Tom Benson way and push traffic to Preston Western Distributor
- Current speed limits on Lightfoot Lane are being exceeded
- New junction should be at Walker Lane/Lightfoot Lane
- New junction traffic lights should be permanently green to allow free flow onto B6241

Cottam Link Road

- Scheme will cause additional traffic on Cottam Way and create difficulties for residents accessing their properties
- Flooding from ditch running northwards at Fiddlers Fold Court

General

- Concerns with rat running between the East West Link Road, Lower and Higher Bartle
- Improve existing roads and deal with potholes

- Schemes are not beneficial to local residents
- Improve traffic flow at Broughton – Woodplumpton area
- Won't resolve issues with rat running
- Money better spent on maintaining existing country roads
- Traffic safety measures for surrounding local roads
- None of the schemes are addressing Broughton congestion

Our response

- 3.12.2 We acknowledge there are a number of queries and comments regarding the impact of the scheme on the local road network.
- 3.12.3 These fall into issues that could affect the line of these new roads. These issues are responded to below. Other issues concern what complementary changes could accompany delivery of these new roads.
- 3.12.4 We will consider these comments in much more detail and continue local discussions on these matters prior to submitting the planning application. We will put in place suitable and complementary measures to deal with specific local issues where this is appropriate.

Issue 13 – M55 Junction 2

What the consultation had to say

3.13.0 A number of respondents commented that the new M55 junction 2 must be completed before any development begins. One asked for this to be done at the same time as Cottam Parkway station.

3.13.1 Some stated there was no need for a new junction on M55 as Broughton is already sufficient. Another responded:

*"The new M55 junction is a local convenience and largely dependent on the effective functioning of the M6 junction 32"*

3.13.2 There was some concern that there was no access to the proposed M55 junction from the north i.e. from Catforth, Inskip and Woodplumpton.

3.13.3 A suggestion was made to link the East West Link Road into the M55 instead, thereby avoiding the need for the Preston Western Distributor if no Ribble Crossing was going to be built.

3.13.4 One person thought this would exacerbate rat running on existing roads between Cottam and the M55.

3.13.5 Alternative locations were suggested for the new M55 junction 2 including using the existing Rosemary Lane Bridge or land further west where the railway line and Lancaster Canal converges.

Our response

3.13.6 The programming of work is still to be agreed but we acknowledge that there is support for the M55 Junction 2 to be built first.

3.13.7 The Preston Western Distributor and its objectives are defined within the Central Lancashire Highways and Transport Masterplan. The route extends southwards from the M55 junction 2 to support the developments within the North West Preston Masterplan, to provide a more efficient alternative access onto the motorway network from Preston City Centre and key strategic sites such as BAE Warton. There are no current plans to extend the Preston Western Distributor northwards,

and no purpose is evident for direct access to be formed from the north.

3.13.8 We believe the proposed Preston Western Distributor alignment will provide a quicker, attractive and more convenient route from Blackpool Road to the North West Preston area than is currently available. We will consider suitable speed reduction measures on local routes where appropriate to reduce rat running on existing roads.

3.13.9 We acknowledge the comments made suggesting alternative locations for the M55 junction 2. We also have to incorporate the Highways Agency guidance on where the motorway junction can be located, particularly in terms of its distance from junctions 1 and 3.

### Issue 14 – M6 Junction Improvements

#### What the consultation had to say

- 3.14.0 Several people requested a new junction on the M6 between junctions 32 and 33. One respondent thought this should be at Garstang.
- 3.14.1 Two people commented that the Junction 31a on the M6 should be made a full junction to reduce traffic through the area.

#### Our response

- 3.14.2 The objectives of the PWD would not be served by a new junction on the M6.
- 3.14.3 This consultation was to seek the general public's views on the Preston Western Distributor, East West Link Road and Cottam Link Road. The M6 is within the jurisdiction of the Highways Agency (HA), not Lancashire County Council.
- 3.14.4 The HA has previously considered the prospect of north facing slip roads at Junction 31a. It concluded that they were not an acceptable option as design standards determine that the proximity of Junction 32 is below the acceptable distance for a safe design.

Issue 15 – NW Preston Masterplan

What the consultation had to say

Our response

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|---|---|--|
| <p>3.15.0 A number of comments questioned the need for the new housing developments. Some felt there were appropriate Brownfield sites in Preston that were not being utilised.</p>   | <p>3.15.4 The Central Lancashire Core Strategy (adopted in 2012) identifies Cottam and North West Preston as a strategic site and strategic location respectively for future development. All local authorities are required to provide for a 5 year housing supply as well as suitable development sites over a 6-10 year and where possible a 11-15 year timeframe.</p> | <p>3.15.7 We are working to have the road infrastructure in place as early on in the development process as possible. Some housing may need to be built in order to provide Section 106 money to fund the new roads.</p>   |
| <p>3.15.1 Respondents requested the road schemes are built before the new housing developments are in place.</p>  | <p>3.15.5 The policies and principles in the Core Strategy are supported by the Preston Local Plan (Site Allocations) 2012 – 2026 which is currently under examination by an independent inspector. This document outlines where all new housing, employment, retail, leisure and open space will go over the next 15 years.</p>  | <p>3.15.8 We acknowledge residents' concerns over traffic congestion in the vicinity of the new housing developments in North West Preston. As part of the City Deal, we are also developing Public Transport Improvement Plans to look at sustainable transport measures we can put in place to make walking, cycling and public transport attractive options for local people.</p> |
| <p>3.15.2 There was a belief that the additional traffic from the new housing will cause more congestion.</p>   | <p>3.15.6 Brownfield sites for housing are included within the Preston Local Plan. However there are not enough brownfield sites to meet future housing need in Preston to cope with demand which is why further development on green field sites is required.</p>  | <p>3.15.9 This consultation was to seek the general public's views on the new road schemes. A separate consultation exercise has been held on the North West Preston Masterplan to address views on the housing developments themselves.</p>   |
| <p>3.15.3 Specific concerns were raised over the housing development themselves. These related to:</p> <ul style="list-style-type: none"> <li>• density of development &amp; visual impact</li> <li>• provision for social or private housing</li> <li>• lack of facilities to support the new housing</li> <li>• appropriate sewerage layout before housing built</li> <li>• Concern over accesses from East West Link Road onto Lightfoot Lane</li> </ul> |   |  |

Issue 16 – Perceived Increased CongestionWhat the consultation had to say

3.16.0 We received numerous response relating to concerns of congestion and increased traffic on the existing highway network. We received concern regarding the following roads:

- Blackpool Road
- Cottam Way
- Eastway
- Hoyles Lane
- Lea Lane
- Lightfoot Lane
- Sandy Lane
- Tabley Lane
- Tag Lane
- Tom Benson Way
- Woodplumpton Road

3.16.1 Congestion resulting from the proposed East-West Link road was highlighted with reference to Lightfoot Lane junction.

3.16.2 There were also expressions of concern that the proposed new roads will not be sufficient enough to meet the anticipated future demand.

Our response

3.16.3 The proposed new Preston Western Distributor road will provide an alternative route for drivers to avoid peak hour congestion in the city centre.

3.16.4 The East-West Link Road and Cottam Link Road will provide convenient access for local and through traffic to the Preston Western Distributor, as an alternative to already congested local routes, and rural or residential roads.

3.16.5 Providing these new roads will allow opportunities for bus priority measures, public realm enhancements, and improvements to prioritise and promote walking and cycling along the B5411 Tag Lane / Woodplumpton Road and A583 Riversway corridors and in the Lane Ends local centre.

3.16.6 Detailed design work will be undertaken which will ensure that each junction is designed with sufficient capacity to handle maximum future peak hour demand.

3.16.7 The design and delivery of the new roads will be supported by detailed traffic modelling to confirm the ability of the new roads to handle future demand and also to determine any further local improvements on the existing network, supporting both the planning application and business case submission.

Issue 17 – Priority CorridorsWhat the consultation had to say

- 3.17.0 A number of respondents commented on the impact the scheme will have on traffic, congestion and speeding on Tom Benson Way, Eastway and Cottam Way.
- 3.17.1 One commented on the poor footpath on Tom Benson Way and other roads.
- 3.17.2 One person commented that a junction with Tom Benson Way would be preferable.
- 3.17.3 A comment was made that Tom Benson Way should be widened.

Our response

- 3.17.4 We acknowledge the comments made by respondents on the impact that the new roads will have on existing issues on the road network. We are undertaking work on Public Transport Priority Corridors that includes key roads in Ingol, Cottam and Fulwood. We will look at measures to improve congestion, prioritise public transport and improve local cycleways and footways.
- 3.17.5 The creation of a new junction 2 on the M55 will provide an alternative access onto the motorway network which along with other improvements at Broughton will alleviate some of the worst traffic congestion around Tom Benson Way and Eastway.
- 3.17.6 The East West Link Road is designed to fit with future housing site allocations as defined in the local development plan (Central Lancashire Core Strategy). Therefore the line of the East West Link Road needs to accommodate all future housing sites in this area to ensure that any future planning applications are viable.
- 3.17.7 Widening of Tom Benson Way is not currently an option given the density of housing development in the area and the need to preserve green space in Ingol.

Issue 18 – Public Transport

What the consultation had to say

Our response

- 3.18.0 Requests were made to improve public transport with comments on the lack of buses and a request for bus services through Lea Town, Salwick and Woodplumpton.
- 3.18.1 A number of people commented that buses are needed to serve the new housing developments.
- 3.18.2 There were concerns that bus stops need to be within walking distance for elderly, disabled and mothers with children.
- 3.18.3 We also received comments that sought assurance that adequate bus service provisions are in place during the construction phase.
- 3.18.4 Several respondents requested that Hoyles Lane be made a no through road for vehicles, especially any construction traffic. One respondent thought a bus route along here was no longer needed if East West Link Road in place.
- 3.18.5 We received interest in the situation regarding Preston Bus station.

- 3.18.6 We are working with local partners to look at how we can improve public transport and local centres in Preston and South Ribble. We are putting together Public Transport Improvement Plans for eight bus priority corridors in the area.
- 3.18.7 One of the Public Transport Improvement Plans is for the Priority Corridors serving the new housing development for North West Preston and Cottam, as well as covering Ingol and Preston City Centre. A new Cottam Parkway train station is also planned to serve the housing sites.
- 3.18.8 We will look to incorporate bus stops along the East West Link Road that are within walking distance of residential areas and community centres.
- 3.18.9 We acknowledge the comments made by residents concerned about the impact of traffic on Hoyles Lane. We will look at the suggestions raised.
- 3.18.10 We will work with bus operators to ensure there is minimal disruption to existing bus services.

3.18.11 Preston Bus Station is now under the ownership of Lancashire County Council and proposals to improve the site will come forward in due course.



Issue 19 – Railway Bridge over the West Coast Main Line (WCML)

What the consultation had to say

Our response

- |  |   |
|--|---|
| <p>3.19.0 A number of respondents expressed concern over East West Link Road and impact on existing railway bridge at Lightfoot Lane over the West Coast Main Line which is seen as a pinch point.</p> | <p>3.19.3 The corridor of the Preston Western Distributor was agreed within the Central Lancashire Highways and Transport Masterplan which was consulted on and approved in 2013.</p>   |
| <p>3.19.1 One respondent thought that the East West Link Road should be extended to include another crossing over the WCML.</p>  | <p>3.19.4 The restriction at the WCML rail bridge on Lightfoot Lane is seen as a positive. It will discourage use of Lightfoot Lane to all but traffic with destinations within immediate areas and encourage traffic to use the East West Link Road to access the strategic network by means of PWD.</p> |
| <p>3.19.2 A comment was made that the new road should be moved west to allow a combination bridge to span both the railway and the canal where they converge.</p>                                      |   |

Issue 20 – Ribble Crossing

What the consultation had to say

- 3.20.0 The majority of respondents who commented on the new bridge crossing over the River Ribble were in favour of the proposal and felt this should be a priority.  
*"Support the idea to join the schemes with a new bridge over the Ribble"*
- 3.20.1 One respondent believed if no bridge was achievable, that the Preston Western Distributor should be abolished but keep the East West Link Road.
- 3.20.2 Another thought the need to build a new bridge could be removed by widening existing roads.

Our response

- 3.20.3 We acknowledge the support for the Ribble Crossing. Funding is not currently in place yet for a Ribble Crossing although it is anticipated that investors will come forward in future years and the bridge is a long term ambition.
- 3.20.4 Cottam and North West Preston are identified in the Central Lancashire Core Strategy as strategic locations able to meet future housing needs. In order to make these development sites acceptable in planning terms, the necessary road infrastructure needs to be in place. This is why Preston Western Distributor, the East West Link Road and Cottam Way are a priority. It is not part of the City Deal proposal that one of the road schemes is delivered without the others.
- 3.20.5 The schemes that are part of the City Deal aim to increase road capacity on the existing network as well as providing new roads to support development sites and ease congestion in local centres. All proposals in the City Deal were originally part of the Central Lancashire Highways and Transport Masterplan. This was subject to public consultation and the majority of respondents preferred the option to expand the road network, rather than just improve existing assets or do nothing.

Issue 21 – Safety

What the consultation had to say

- 3.21.0 There were concerns over safety at new junctions on the Preston Western Distributor route. In particular the M55 junction 2, junction with Riversway, Lea Lane and Bartle Lane junctions.
- 3.21.1 A number of respondents were concerned about the safety of the East West Link Road especially in relation to schoolchildren and accidents e.g. at Lea Endowed Primary School.
- 3.21.2 Some respondents felt the road schemes would compromise the accessibility and safety of cyclists, pedestrians and horse riders.
- 3.21.3 The Lea Road bridge over the Lancaster Canal was a particular point of concern. Some thought the Canal Bridge would not be able to deal with increased traffic trying to access Cottam Link Road or that speed restriction measures need to be in place.

3.21.4 We also received concerns from residents over poor visibility on exit and approach roads to Cottam Way/Lea Road junctions which will be exacerbated by the increase in traffic attempting to access Cottam Link Road.

Our response

- 3.21.5 The design of the junctions will be in accordance with DMRB standards. The junctions at Blackpool Road/Riversway at the south of the scheme will be fully traffic signalised to ensure traffic can flow efficiently and pedestrians can cross safely.
- 3.21.6 Lea Road and Sidgreaves Lane will be 'stopped up' meaning that the new Cottam Way Link will circumnavigate these roads. This will result in a reduction in through traffic past Lea Endowed Primary School.
- 3.21.7 A shared footway/cycleway will be created alongside each road scheme. This will be located off the highway in order to maximise safety for non-motorised users.

3.21.8 The issue of the effect of the new roads on the local network and increases in risk to specific points on the network will be considered when the results of the transport modelling exercise are complete.

3.21.9 We acknowledge that local residents have concerns over increased traffic on Cottam Way and difficulties in accessing their properties. We will look at the suggestions raised and address any poor visibility issues on the existing network where it joins up to the new roads as part of the detailed design assessment.

3.21.10 As part of the statutory planning process an Environmental Impact Assessment (EIA) containing detailed analysis of how the new roads will affect all travellers including non-motorised users will be submitted in autumn 2015.

Issue 22 – SpeedWhat the consultation had to say

- 3.22.0 A number of respondents expressed concern over the speed limit of the Preston Western Distributor which is proposed as 70mph. Several thought that a 50mph speed limit would be more appropriate.
- 3.22.1 Comments were received on specific roads where the current speed limit is not adhered to. Some respondents asked for speed cameras or speed reduction measures to be in place. Specific roads mentioned were:
- A584 Blackpool Road
  - Tom Benson Way
  - Lightfoot Lane
  - Cottam Way
- 3.22.2 A respondent commented on the safety of cyclists and queried how they would be protected from fast traffic on the new road.
- 3.22.3 A query was raised as to the speed limit of the East West Link Road.

Our response

- 3.22.4 The Preston Western Distributor Road will be designed in accordance with the Design Manual for Roads and Bridges as a dual carriageway. The appropriate national speed limit for dual carriageways is currently 70mph. PWD is a link road with the purpose of moving traffic as efficiently as possible on the network. As there are no connections to the road between junctions to the appropriate standard there would be no requirement to artificially restrict speed.
- 3.22.5 We acknowledge residents' concerns over increased traffic flow on local roads near to the proposed scheme. We will consider the potential for speed reduction measures as part of the scheme and on existing local roads as part of the detailed design process.
- 3.22.6 The Preston Western Distributor, East West Link Road and Cottam Link Road will all have shared cycleway /footways that will be located off the highway to make available a safer environment for pedestrians and cycle users. Crossing points will be designed to standards at appropriate locations.
- 3.22.7 The East West Link Road is a local distributor road and will thus have a variable speed limit of between 20 and 40mph. There will be a speed limit reduction for areas within proximity of a school or in predominantly residential areas.

Issue 23 – Visual Impact

What the consultation had to say

- 3.23.0 A number of residents expressed concerns over light pollution and its impacts on residents, wildlife and the character of the open countryside. One respondent thought that roads should only be lit at junctions. Another stated street lighting should be omitted or switched off from midnight to dawn.
- 3.23.1 There was a query from a resident over the height of embankments.
- 3.23.2 Another respondent said that screening should be provided for elevated sections.

Our response

- 3.23.3 The decision on the extent of street lighting will be made before the planning application. At points of interaction between vehicles and pedestrians – junctions and crossing points - street lighting will be provided. Street lighting will utilise modern technology to distribute light directly to the road and minimise light spill to the surrounding environment.
- 3.23.4 The embankment height will be variable along the route. At the M55 Junction 2, the embankment will need to be taller in order to support the bridge over the motorway and the two slip roads. The height of the embankment here will be approximately the same size as the adjacent motorway bridge from Rosemary Lane i.e. 10 metres.
- 3.23.5 We have designed the road to be in cutting at sensitive locations such as Bartle Hall and adjacent to Lea Town in order to mitigate the visual impact. Tree planting will also be used to help reduce landscape and visual impacts in the long term.
- 3.23.6 The East West Link Road alignment has been subject to detailed negotiations with the majority landowners and this is the route that has been agreed.
- 3.23.7 As part of the statutory planning process an Environmental Impact Assessment (EIA) containing detailed analysis of how the new roads will affect residents in terms of landscape and visual impact will be submitted in autumn 2015.

## 4. Questionnaire Analysis

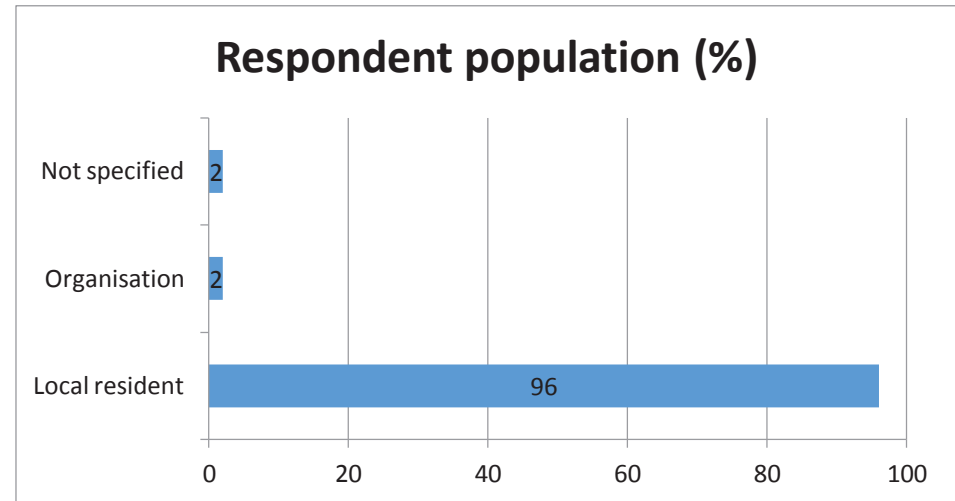
A questionnaire was available online and at all public consultation events to enable people to comment on the proposed routes for the Preston Western Distributor, East West Link Road and Cottam Link Road. A total of 510 questionnaires were returned. A copy of the questionnaire form is reproduced at Appendix A. A summary of the responses and key issues highlighted is provided below.

**Q1: Please tell us about any issues that you think may affect our proposed routes for the Preston Western Distributor, East West Link Road and Cottam Link Road.**

Answers summarised in main text of the report, above.

**Q2: Are you responding to this consultation as a local resident or on behalf of an organisation?**

Respondent	%	Count
Local resident	96	489
Organisation	2	10
Not specified	2	11



**Q3: What is the name of your organisation?**

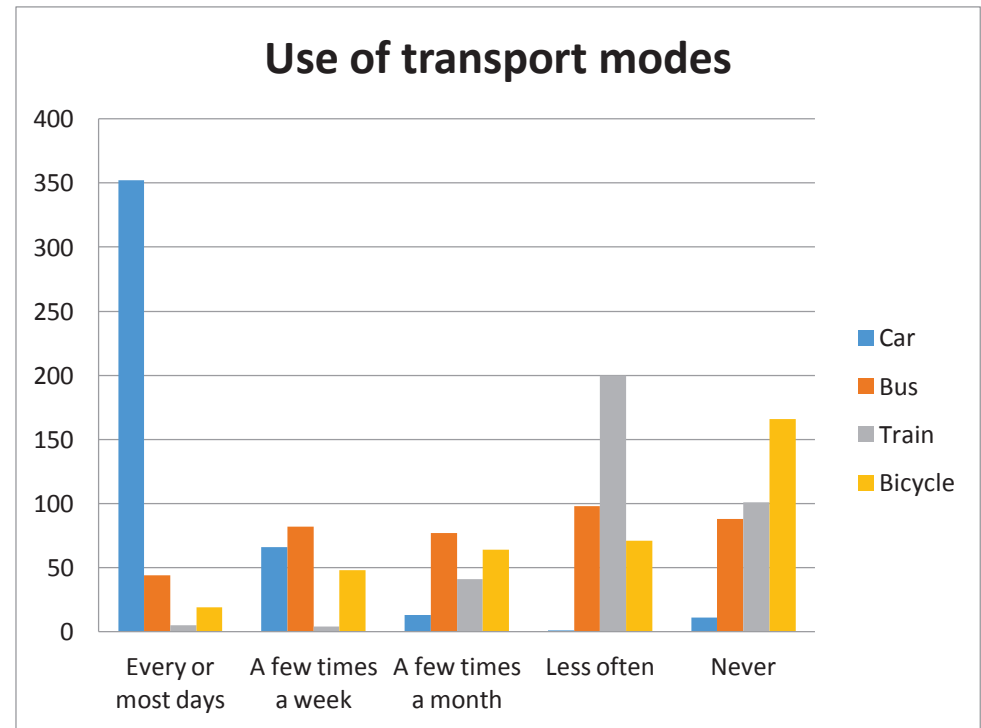
The organisations who replied are listed below:

- Preston Liberal Democrats
- National Grid
- English Heritage
- Natural England
- Fylde Borough Council
- United Utilities
- Canal & Rivers Trust
- Ashbridge School Ltd
- St Mary's Catholic Roman Primary School
- PWC Chartered Surveyors

**Q4: How often do you use the following types of transport?**

A total of 505 respondents answered this question.

Mode	Every or most days	A few times a week	A few times a month	Less often	Never
Car	352	66	13	1	11
Bus	44	82	77	98	88
Train	5	4	41	200	101
Bicycle	19	48	64	71	166



**Q5: What is your home postcode?**

This was used to analyse the number of responses that raised common issues or concerns. The spatial distribution of respondents was organised into maps which are shown in the appendices B, C and D.

Post Code	%	Count
PR2 (includes; Ashton On Ribble, Fulwood, Ingol, Lea, Riversway)	52.5	265
PR3 (includes; Broughton, Garstang)	0.2	1
PR4 (includes; Catforth, Cottam, Kirkham, Warton, Woodplumpton)	41.6	210
Not provided	5.7	29

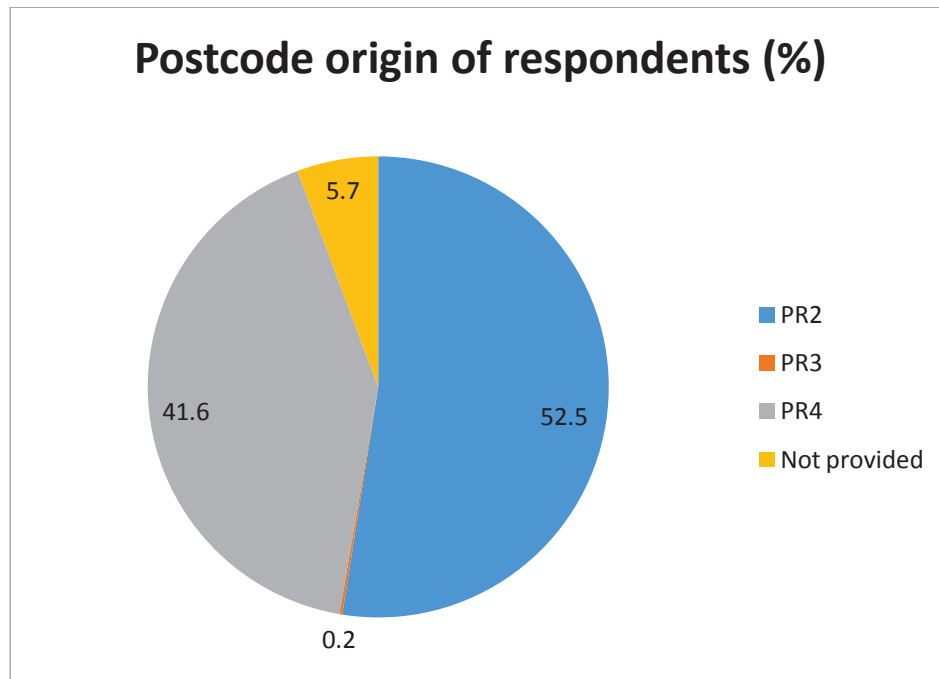
The most prominent issues, in terms of number of responses, to come out of the consultation were; Design & Alignment, Environmental Impacts, and Local Network Issues.

From the PR2 area:

- 11% of responses raised concerns regarding Local Network Issues; traffic on Lightfoot Lane was the most frequent issues.
- 4% referred to the proposed Design & Alignment; the prevailing concern being the termination of Sidgreaves Lane at the Saddle Inn.
- 4% referred to Environmental Impacts; expressing concern about the rural environment.
- 58% of responses received from the PR2 area were either positive toward the scheme or raised no issues.

From the PR4 area:

- 14% of responses raised concerns regarding Local Network Issues; the proposed closure of Darkinson Lane being of particular concern
- 10% referred to the proposed Design & Alignment; particularly the alignment of the East-West Link road.
- 6 % referred to Environmental Impacts; expressing concern about the rural environment.
- 29% of responses received from the PR4 area were either positive toward the scheme or raised no issues.





## Appendix A – Consultation questionnaire



### Preston Western Distributor, East-West Link Road and Cottam Link Road consultation

This questionnaire is to give you the chance to comment on the proposed route of the Preston Western Distributor, East-West Link Road and Cottam Link Road. This is the new road that will link Preston and southern Fylde to the M55, and two new roads connecting to new and existing housing areas. The consultation runs until **Sunday 13 July 2014**.

The questionnaire is also available online. If you would prefer to fill in the online version, go to [www.lancashire.gov.uk/haveyoursay](http://www.lancashire.gov.uk/haveyoursay) and select 'Preston Western Distributor and East-West/Cottam Link Roads consultation'. Please fill in only one version of the questionnaire.

Please read the enclosed leaflet and answer the following questions. Return the questionnaire to: Preston Western Distributor Consultation, FREEPOST PR89, County Hall, Preston, PR1 0LD

**Q1** Please tell us about any issues that you think may affect our proposed routes for the Preston Western Distributor, East-West Link Road and Cottam Link Road.  
Please write in below

**About you**

Please answer the following questions so we can analyse comments by group and location. Your responses to these questions will not be used to identify you individually.

**Q2** Are you responding to this consultation...?  
Please tick ✓ one box only

As a local resident  (Go to Q4)  
On behalf of an organisation

**Q3** What is the name of your organisation?  
Please write in below

(Go to end)

**Q4** How often do you use the following types of transport?  
Please tick ✓ one box for each type of transport

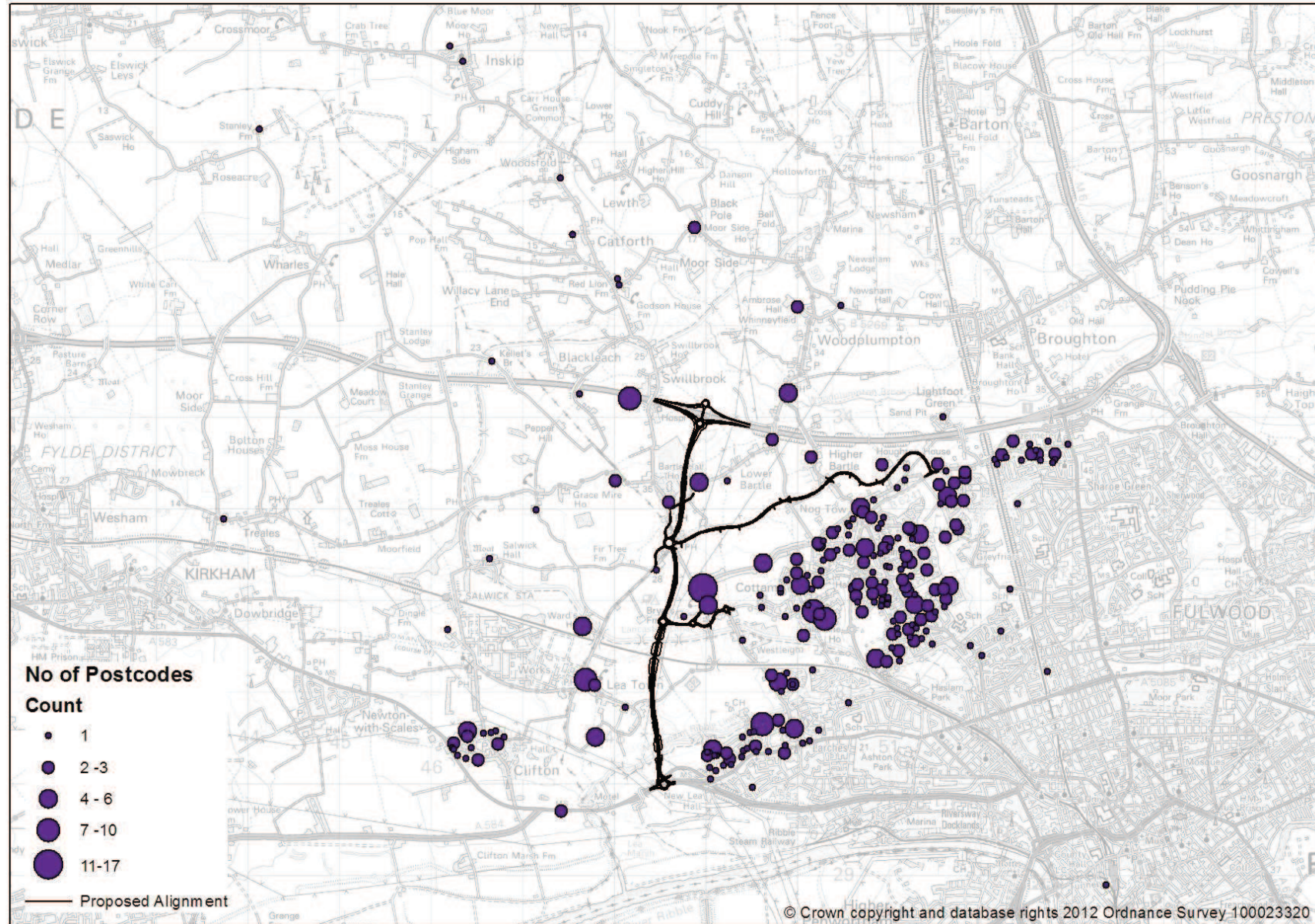
	Every or most days	A few times a week	A few times a month	Less often	Never
Car	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bus	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Train	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bicycle	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Q5** What is your home postcode?  
Please write in below

**Thank you very much for taking part in this consultation.**  
Please return the questionnaire by Sunday 13 July 2014.

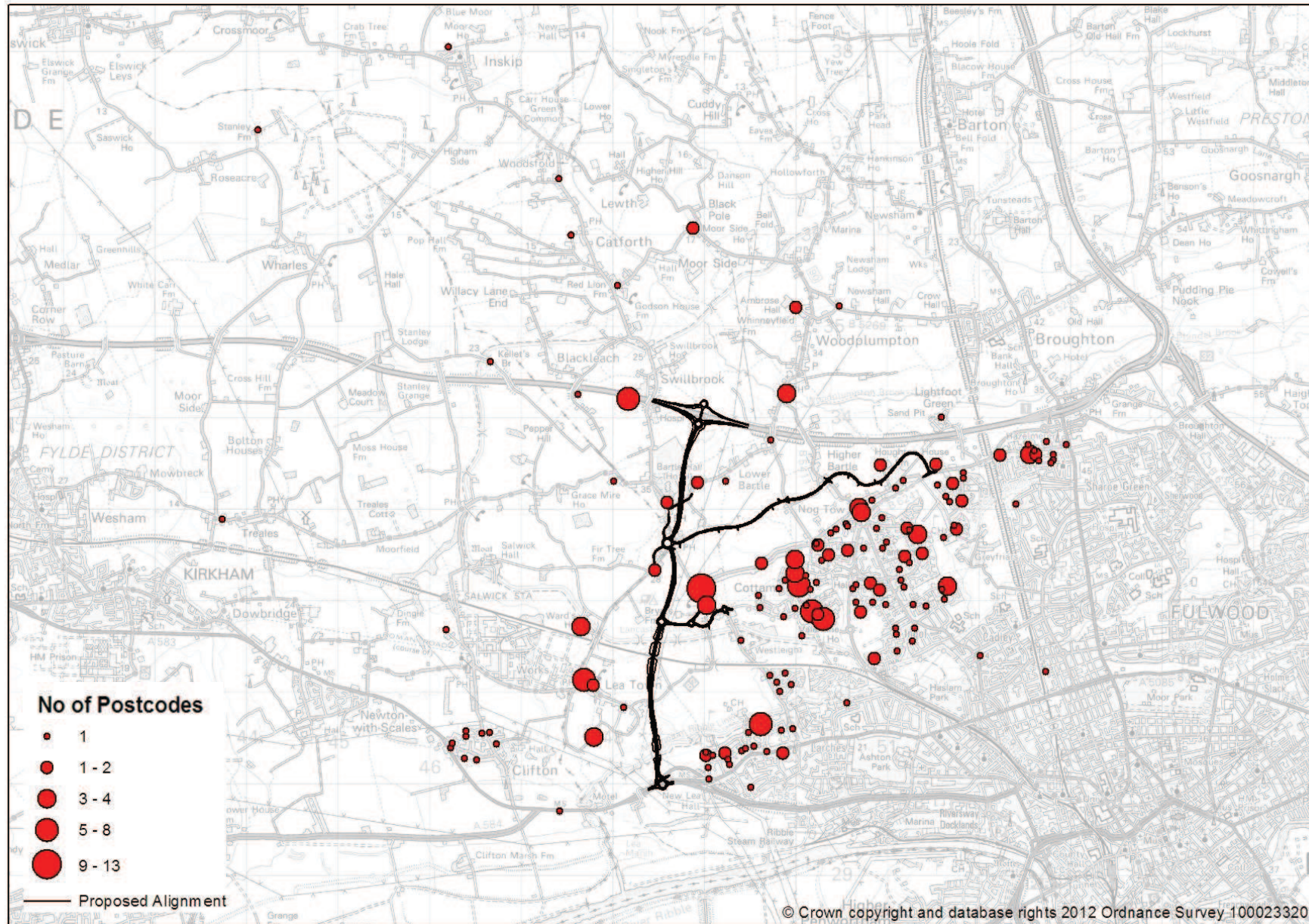


Appendix B – Postcode distribution of all responses



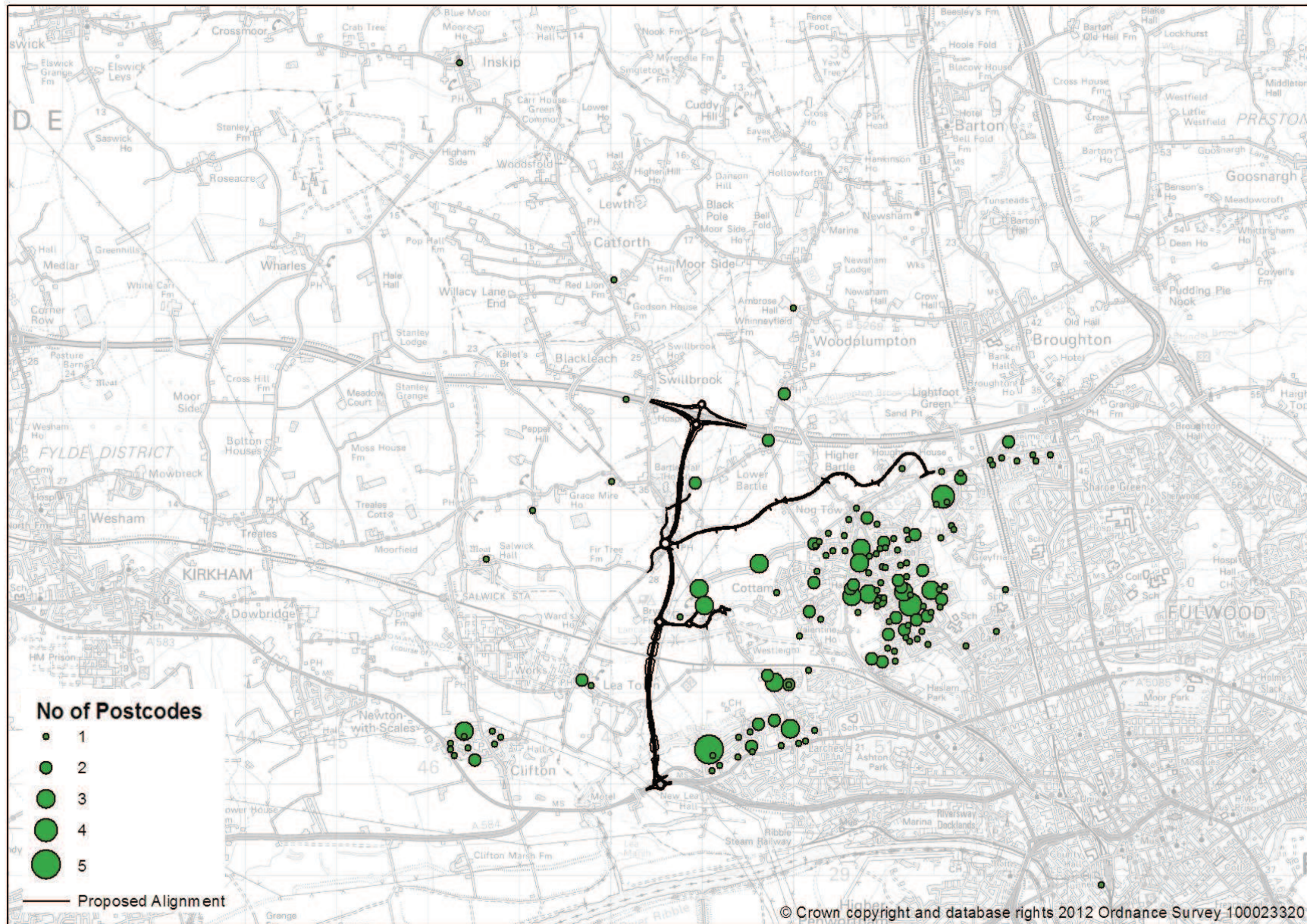


### Appendix C – Postcode distribution of unsupportive responses





### Appendix D – Postcode distribution of supportive responses





**CITY DEAL**  
Preston, South Ribble & Lancashire

**Report to the Cabinet Member for Highways and Transport**  
**Report submitted by: Interim Executive Director for Environment**  
**Date: 11 November 2014**

**Part I**

Electoral Divisions affected:  
All

## **Provision of Residential Disabled Parking Bays in Lancashire** (Appendices 'A', 'B', 'C', 'D' and 'E' refer)

Contact for further information:  
Ray Bennett, (01282) 475581, Environment Directorate  
[ray.bennett@lancashire.gov.uk](mailto:ray.bennett@lancashire.gov.uk)

### **Executive Summary**

This report sets out the reasons why the existing Residential Disabled Parking Bay policy requires amending, outlines the proposed recommendations for a revised policy, clarifies the rationale behind the changes, and seeks approval to adopt the revised policy as set out at Appendix 'C'.

Appendix 'A' sets out the Application Criteria.  
Appendix 'B' sets out the Pro-forma Documents.  
Appendix 'C' sets out the proposed Policy Document.  
Appendix 'D' refers to the Equality Analysis.  
Appendix 'E' sets out the Current Policy Document.

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

### **Recommendation**

The Cabinet Member for Highways and Transport is requested to give approval to introduce the proposed Residential Disabled Parking Bay Policy as set out at Appendix 'C'.

### **Background and Advice**

The current system by which disabled residents of Lancashire can apply for a disabled parking bay on the highway outside (or near) their homes was originally introduced in 1996 and subsequently amended by the Cabinet Member for Sustainable Development in November 2005. The criterion currently used is set out at Appendix 'E' and was set during a period when district councils delivered highway services, inclusive of residential parking bays, on behalf of the county council.

Since the adoption of this policy there have been a number of organisational and legislative changes that now make it impossible to follow the existing approved policy. In addition there are a number of circumstances which are not addressed by the current policy.

The proposed revisions to the Residential Disabled Parking Bay policy (referred to herewith as "the policy") aim to resolve a number of areas which the current system either does not cater for or has become unworkable due to organisational or legislative changes.

### **Issue 1 – Welfare reform and changes to the Department of Work and Pensions (DWP) payment structure**

Disability Living Allowance (DLA) was a benefit provided to individuals by the DWP in two components. The first element was a care component and the second was a mobility component. In order to qualify for the full benefit individuals were assessed by the DWP to see if they found it hard to walk a set distance. In the past those people whose assessments showed they had difficulty moving were granted the higher rate of DLA. Consequently the existing Residential Disabled Parking Bay policy utilised the provision of the higher rate of DLA as an indicator that an applicant did have severe mobility issues.

In April 2013 the DLA was replaced by the Personal Independence Payment (PIP). This has resulted in applicants being in receipt of either PIP or DLA as the transition between the two allowances occurs, a process which is expected to last until 2018. It should be noted that mobility assessments are still undertaken on behalf of DWP by health professionals before PIP is granted. Consequently the provision of PIP remains a good indication that an individual has a significant mobility issue.

Currently the policy states:

- The applicant must be in receipt of the higher rate of the mobility component of the Disability Living Allowance, War Disablement Pensioners Mobility Supplement or the Invalid Vehicle Scheme;

**Action:** - The new policy reflects the change from DLA to PIP and also makes allowance for any future welfare reforms.

### **Issue 2 - Organisational Changes within the County Council**

The current policy states that:

- The applicant must be a current Blue Badge Holder and must also be a driver of the vehicle for which an on-street Disabled Parking Bay is requested, or qualify under the following exemption:
  - A disabled passenger who meets the above criteria, where the able-bodied driver, is their parent, guardian or other close relative or full-time carer and resides with them, subject to written support from Social Services and:
    - Where the road characteristics mean there would be no safe area to assist the disabled passenger from the vehicle, or
    - Where on a regular basis the disabled passenger may not be left alone in a safe area for any length of time whilst the vehicle is parked elsewhere.



The current policy states that Social Services will provide written confirmation if an applicant had mobility issues that are severe enough to merit consideration for special help by providing a disabled parking bay for a passenger. However, Social Services no longer exists in the way it used to within the Council and has not provided mobility assessments for some time. It is not possible therefore to provide written confirmation.

Consequently a system needs to be put in place to gauge an individual's mobility issues in a sympathetic, consistent but reliable way and to ensure the county council meets the requirements of those most in need.

It is proposed that the county council seeks medical advice from the applicant's GP. In order to avoid GPs simply endorsing all applications a pro-forma has been designed which asks for clear and specific information that will enable officers to make an informed judgement. In addition it can be ascertained if the applicant is known to the county council's personal social care (PSC) team and if mobility aids have been introduced into the applicant's home. It is intended for this to complement the information provided by the GP and also highlight an individual to the PSC team that they may be unaware of who may need help with home modifications. It should be noted that the pro-forma has been developed in consultation with officers from the PSC team. The pro-forma is attached at Appendix 'B'.

It is therefore proposed to assess this exemption by:

- a) Seeking written confirmation from the applicant's GP as to why a disabled passenger cannot be helped from a vehicle and left alone for a short period time or cannot walk a short distance aided by the driver with additional information from PSC or an equivalent service unit.
- b) Supplying a pro-forma (Appendix 'B') to ensure consistency in responses.

### **Issue 3 – Provision for Disabled Children**

It is recognised that it is unreasonable to expect a disabled child to be left unaccompanied, even for a short period of time, whilst the vehicle driver moves to park elsewhere. However there is currently no means of providing disabled parking bays for parents who have children with mobility issues. It is therefore proposed to consider an exemption for disabled children aged 16 or younger who meet all criteria bar being the driver, where the able-bodied driver is their parent, guardian or other close relative or full-time carer and resides with them.

It is proposed to simply assess the application through the normal confirmation of mobility issues with the usual documents (blue badge, allowance entitlement etc.).

### **Issue 4 - Provision for residents whose disability occurred after the age of 65**

Currently there is no scope for providing disabled parking bays for residents whose mobility issues occurred after the age of 65. This is because the higher rate of mobility payment of DLA or enhanced mobility component of the PIP is not payable under these circumstances and as a consequence the County Council cannot verify proof of mobility impairment. Due to this fact the County Council's current policy could be considered discriminatory on age grounds.

There is no easy means of assessing if an applicant has the same mobility issues as someone who has been assessed by the DWP and subsequently receives higher rate of DLA or PIP. As a result the only check that can be made is via a suitable qualified professional. Again this will be the applicant's GP.

It is proposed to consider this group as an exemption should the individual applicant meet all the basic criteria bar receiving the enhanced mobility component of PIP. Assessing the application by:

- a) Seeking written confirmation from the applicant's GP as to why the applicant cannot walk any reasonable distance.
- b) Supplying a pro-forma (Appendix B) to ensure consistency in responses.

### **Issue 5 - Introducing Traffic Regulation Orders with long term delays to the customer and significant cost implication to the County Council**

The current policy for residential disabled parking bay applications stipulates for the introduction of a Traffic Regulation Order (TRO) for each bay to enable enforcement. The need for TROs introduces significant delays to the process of providing the bay for any successful applicant. These delays can be anywhere between six and twelve months following approval. Introducing TROs carries a considerable cost implication to the County Council with typical costs associated being in the region of £1,000 to £1,500 per TRO, not inclusive of staff time. On average the County Council introduces in excess of 100 disabled parking bay TROs per annum. It is possible to group a number of bays together and advertise them within a single TRO. Currently some traffic teams do this whilst others introduce individual orders. Grouping bays would reduce costs but as a consequence it adds a further delay to implementing the bays on the ground.

The greatest demand for residential disabled parking bays occurs in those areas where little or no off-street parking is available, resulting in significant competition for on-street parking spaces. In such areas neighbour reaction to the "removal" of space in favour of a disabled driver is often negative. In many cases residents object to the provision of a 6.6 metre bay, which is usually wider than a terraced property frontage, as required in the regulations to provide a TRO. This in turn, leads to objections against a TRO and consequently many bays are not provided or the provision is significantly delayed. It should be noted that the proposed Department for Transport 2015 amendments to the Traffic Signs and General Directions (TSRGD) do not aim to change how disabled bay TROs are introduced.

It is unlikely that residential disabled parking bays will receive significant enforcement as part of the County Council's general enforcement policy. However disabled bay markings are for the most part self-enforcing.

Many of the existing residential disabled parking bays are either not being enforced or are not legally enforceable as they have not been marked out in accordance with the Traffic Signs Regulations and General Directions 2002 at 6.6 metres in length.

Currently 23 of the 27 County Councils within England provide residential disabled parking bays as a service. Of these 23, only 8 (inclusive of the County Council) undertake official TROs as standard.

The new policy proposes the provision of advisory bays only. However the County Council should continue to seek the introduction of 6.6m wide bay markings. This will provide the most suitable facility for the applicant and retain the ability to introduce TROs and subsequent enforcement to any problem areas. Nevertheless, if necessary, the 6.6m bay marking may be reduced in length, provided this meets the applicant's needs, in order to appease objections. This will only be undertaken on the basis that the applicant is made aware that the reduced size bay cannot have a TRO and subsequent enforcement introduced retrospectively.

The process by which an advisory bay meets the necessary triggers to receive the legal backing of a TRO is proposed within this report. It is recommended that a TRO is considered if:

- The bay is being introduced in an area already covered with other TROs, particularly relevant in town centre residential areas with other parking provisions in place, or
- An advisory bay has received a number of complaints of abuse by the users and it is necessary to provide a level of enforcement to the bay.

The introduction of advisory markings will have a number of advantages:

- Successful applicants will get the bay markings introduced quicker than can currently be delivered as the process to introduce TROs will not need to be followed.
- Cost implications to the County Council will be significantly reduced as TROs will not be necessary as standard.
- There will be no need to revoke a TRO when the bay is no longer required.
- Reasonable objections to 6.6m wide bays can be mitigated by reducing the bay markings to cover the applicant's property frontage only.
- There will be no need to introduce the associated parking plate and pole. This again keeps costs down and adheres to the County Councils policy of reducing street clutter.

However it must be noted that the County Council, as Highway Authority, is required to place only those road markings which are permitted by Department for Transport in order to ensure they can be legally enforced. Therefore a bay without a TRO or where the length is outside of the prescribed dimensions can be deemed advisory only.

## **Issue 6 - Maximum Disabled Parking Space Provision**

Currently there is no set limit as to the number of disabled parking bays which may be provided along a given section of road. As demand for on-street parking provision increases so does the potential conflict between able bodied residents and those who are eligible for the provision of a residential disabled parking bay. Consequently there may be a need to regulate the level of disabled parking provision in any given area.

Currently on-street disabled parking bays are provided within the vicinity of the disabled driver's home but not necessarily along their frontage. It can be necessary to group bays together when there is more than one in a street. The length of group bays is assessed by an Engineer in order to ensure the maximum use of on street

parking availability whilst meeting the applicant's needs. The Policy does not seek to alter this element.

However currently there is no limit to how much roadside space should be given over to disabled parking bays. The County Council's parking standards for off-road parking suggest a level of 10% provision for the use of blue badge holders. However this is a minimum and no maximum level is suggested. It may be considered that a 10% maximum would be too onerous especially on short lengths of terraced streets. It is therefore proposed that where appropriate the County Council has the discretion to limit the available disabled parking space provision on any given street dependant on circumstance.

The proposed policy provides the option of limiting the number of disabled parking spaces that may be allocated along any given street.

### **Issue 7 - Vague Policy in Dealing with Exceptions**

The current policy does not provide any guidance or consideration as to how exemptions will be examined. This has led to the County Council being challenged for breach of policy and for not following procedure in the correct manner.

Consequently all appeals and exemption applications will be examined by a delegated, nominated officer. It should be noted that any appeal will not be considered on the basis of the level of the applicant's disability as this has already been assessed by appropriate professionals. Appeals will only be considered against the County Council's Residential Disabled Parking Bay Policy.

The proposed Policy sets out how future exemptions will be considered, how appeals can be taken forward and the process by which these will be determined.

### **Consultations**

The proposed Policy has been subject to an equality analysis attached at Appendix 'D', and as part of this process the following groups have been consulted: Age UK Lancashire, Age Concern Central Lancashire, Disability First, One Voice, Disability Equality (NW) Ltd and Pukar Centre. The following comments were received:-

- On the whole it is felt the provision around parking bays was very good and took into consideration the disabled individual needs as well as the carer/family member;
- Concern was raised that individuals who had dementia may not be assessed as disabled? (It was explained that the exemption criteria would take into consideration this possible scenario);
- They strongly welcomed the proposals to reduce the time taken to introduce parking bays for successful applicants as this was seen to be of major importance to their clients. In addition, the consideration of disabled passengers is most welcome as this presented particular problems for the elderly;
- They welcomed the proposals to provide additional flexibility for those people whose mobility issues occurred after the age of 65 which, was felt, would ensure more equality and objectivity for their client base;
- On the whole they upheld/approved the proposals on behalf of their clients in the East of Lancashire;

- Would like the policy to state when it is likely to be reviewed.

The proposed Policy has been formalised as a result of all the feedback received.

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

The risk management implications are set out in the report.

### **Financial**

The existing policy requires significant funding to implement due to the current requirements to introduce TROs for every approved bay. Should the new Policy not be approved the County Council will need to continue funding TROs for this service. The costs associated with providing TROs for disabled parking bays are in the region of £1,500 per TRO per year. Although the number of bay requests can differ from year to year the number of TROs undertaken per annum is generally in excess of 100.

### **Equality and Diversity**

The existing Residential Disabled Parking Bay Policy impacts adversely on people over the age of 65, parents with disabled children and residents who care for significantly disabled individuals who need constant care. This is because none of these groups are eligible to seek a parking bay under the current policy. The revised policy aims to remove these restrictions so that, where appropriate, these categories of driver/carer can also apply. It may be arguable that the County Council's existing residential disabled parking bay policy is discriminatory on age grounds. This would continue to be an issue if the revised policy is not approved.

### **List of Background Papers**

Paper	Date	Contact/Directorate/Tel
Report to the Cabinet Member for Sustainable Development: Changes to the Criteria for Provision of Disabled Parking Bays in Lancashire.	7 <sup>th</sup> November 2005	Stuart Benson/Office of the Chief Executive/01772 534022

Reason for inclusion in Part II, if appropriate

N/A.



### **Proposed Criteria for determining the provision of a Residential Disabled Parking Bay**

The proposed criteria for an on-street disabled parking bay at home are:

1. The applicant must be in receipt of the Enhanced Mobility Component of the Personal Independence Payment **or** the higher rate of mobility component of the Disability Living Allowance or the War Disablement Pensioners Mobility Supplement;
2. The above qualifying Allowances must be valid for a minimum of one year from the date of the application;
3. There must be a regular parking problem in the area, with no reasonable alternative parking available nearby or prospect of creating suitable off-street parking at the disabled person's home.
4. The applicant must be a current Blue Badge Holder and must also be a driver of the vehicle for which an on-street Disabled Parking Bay is requested, or qualify under one of the following exemptions:

#### **Exemptions**

- 1) A disabled child aged 16 years or younger who meets the above criteria, where the able-bodied driver, is their parent, guardian or other close relative or full-time carer and resides with them.
- 2) A disabled driver over the age of 65 who does not meet the 1<sup>st</sup> and 2<sup>nd</sup> criterion but meets the 3<sup>rd</sup> and 4<sup>th</sup> criterion and whose disability restricts mobility beyond walking 20m. Written support is required from the applicant's General Practitioner (Appendix B1) and / or Personal Social Care (Appendix B2)
- 3) A disabled passenger who meets the above criteria, where the able-bodied driver, is their parent, guardian or other close relative or full-time carer and resides with them and:-
  - Where the road characteristics mean there would be no safe area to assist the disabled passenger from the vehicle as assessed by the Highway Authority, or
  - Where on a regular basis the disabled passenger may not be left alone in a safe area for any length of time whilst the vehicle is parked elsewhere. Written support is required from the applicant's General Practitioner (Appendix B1) and / or the Councils adult and social care service (Appendix B2)

A qualifying applicant will be required to advise Lancashire County Council of the times during which the applicant is unable to secure a suitable parking place.

Lancashire County Council will assess parking levels during the specified times. Lancashire County Council will consider the amount of kerbside space that is typically available within a reasonable distance of the applicant's residence.

A number of site visits may be needed to ascertain parking availability.

Reasonable distances will be considered on a case by case basis.

Should it be assessed that there is no or little prospect of an applicant securing a parking place within a reasonable distance of the applicant's residence then a disabled parking bay may be provided.

## Appendix A

All exemption applications will be examined by an appropriately nominated officer whose decision on the validity of the application will be final.

Any appeals to decisions based on criteria or exemption will be determined by Senior Officer. It should be noted that any appeal will not be considered on the basis of the level of the applicant's disability as this has already been assessed by appropriate professionals. Appeals will only be considered against the County Councils residential disabled parking bay policy.

An on-street disabled parking space can NOT be reserved for the exclusive use of an individual and may be used by any other blue badge holder. There is no guarantee the bay will always be available.

Any on-street disabled parking bay will be provided within the vicinity of the disabled driver's home but not necessarily along their frontage. It may be necessary to group bays together when there is more than one in a street.

The views of immediate neighbours on marking out a bay must have been made known to the decision taker. These views will be taken into consideration in making a decision.

If road safety is adversely affected (e.g. by a bend in the road, narrow streets or double white lines) or if there are certain other circumstances (such as waiting restrictions) then this Application may not be granted.

The Police must have no objections to the parking bay, e.g. on the grounds of creating a road safety hazard.

Wherever practicable disabled parking bays will be introduced to the standard enforceable length of 6.6m. Shorter bays will be considered if necessary. All disabled bays will be introduced as advisory only and will not receive enforcement. The County Council may consider formalising the bay through the introduction of a Traffic Regulation Order (TRO) should the need arise through misuse. Bay markings introduced at lengths less than 6.6m can not have a TRO introduced retrospectively.

Where appropriate the investigating officer will have the discretion to limit the aggregated available disabled parking space provision on any given street in order to balance the needs of all residents.

Lancashire County Council must be informed when any residential disabled parking bay is no longer required by the applicant. The county council will aim to carry out a periodic review of residential disabled parking bay provision. As part of this review the original applicants may be contacted to confirm that they still require the bay marking.



# Medical Pro-Forma Questionnaire

Relating to the request for the provision of a disabled parking bay for the severely mobility impaired person detailed below.

Name \_\_\_\_\_

Address \_\_\_\_\_

\_\_\_\_\_ Postcode \_\_\_\_\_

**Please complete the questionnaire below in order to enable Lancashire County Council to assess the suitability of the applicant.**

1. Please provide a brief description of the nature of the applicants' disability.

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2. Is the applicant able to walk in excess of 20 metres unaided?

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3. Do you consider that the applicant is able to be left unattended in a safe area for short period of time (this can be within the applicants' property)? If not Please explain what would happen in such a scenario.

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**Please insert doctors' stamp below**

Signed \_\_\_\_\_

Printed \_\_\_\_\_

Dated \_\_\_\_\_



(Appendix B2)

# ACS Pro-Forma Questionnaire

*Relating to the request for the provision of a disabled parking bay for the severely mobility impaired person detailed below.*

Name \_\_\_\_\_

Address \_\_\_\_\_

\_\_\_\_\_ Postcode \_\_\_\_\_

## **Exemption Criteria under which a disabled parking bay is sought: -**

1. *A disabled driver over the age of 65 who does not receive the mobility component but meets the 3<sup>rd</sup> and 4<sup>th</sup> criterion and whose disability restricts mobility beyond 20m.*
2. *A disabled passenger who meets all other required criteria, where the able-bodied driver, is their parent, guardian or other close relative or full-time carer and resides with them and where on a regular basis the disabled passenger may not be left alone in a safe area for any length of time whilst the vehicle is parked elsewhere. **Please delete as appropriate.***

**Please complete the questionnaire below in order to enable Lancashire Highway Services to assess the suitability of the severely mobility impaired person.**

1. Is the severely mobility impaired person known to Adult and Community Services?  
Yes/No

Additional Information

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2. What date is the information regarding the individuals mobility being referenced?  
\_\_\_\_\_

3. Has Occupational Therapy or other worker undertaken an assessments of the severely mobility impaired person? Yes/No

Additional Information

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4. Is the Adult and Community Services team aware of any mobility apparatus being provided to the severely mobility impaired person? Yes/No

If so, please give details.

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5a. Can Adult and Community Services comment on the mobility constraints of the applicant as a result of a face to face assessment? Yes/No

5b. Can Adult and Community Services comment on the mobility constraints of the applicant as a result of information provided by the applicant or their representative? Yes/No

6. From the information available to Adult and Community Services is it their understanding that:

- the applicant cannot, either aided or unaided stand; or move more than one metre **or** the applicant is able to stand and then move more than one metre but no more than 20 metres either aided or unaided? Yes/No

Additional Information

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7. *(Please only complete if the questionnaire relates to exemption 2)* Do you consider that the applicant is able to be left unattended in a safe area for short period of time (this can be within the applicants' property)? If not Please explain what would happen in such a scenario.

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Signed \_\_\_\_\_ Dated \_\_\_\_\_

Printed \_\_\_\_\_

Appendix C

# Provision of Residential Disabled Parking Bays in Lancashire Policy



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## **Residential Disabled Parking Bays**

### **Executive Summary**

It is recommended that the County Council adopts this policy and criteria (as set out in Appendix A) as the protocol for considering the introduction of residential disabled parking bay requests.

### **Background**

The current system by which disabled residents of Lancashire can apply for a disabled parking bay on the highway outside (or near) their homes was originally introduced in 1996 and subsequently amended by the Cabinet Member for Sustainable Development in November 2005. The criteria currently used were set during a period when district councils delivered highway services, inclusive of residential parking bays, on behalf of the County Council.

Since the adoption of this policy there have been a number of organisational and legislative changes that now make it impossible to follow the existing approved policy. In addition there are a number of circumstances which are not addressed by the current policy.

This revised policy aims to resolve a number of areas which the current system either does not cater for or has become unworkable due to organisational or legislative changes. It must be noted that there is no obligation for the County Council to provide residential disabled parking bays and that such provision is a discretionary service in the interest of improving the amenity for certain groups. However this policy aims to ensure that any provision is supplied in an equal and fair manner.

## **The Provision of Residential Disabled Parking Bays (RDPB)**

The purpose of providing residential disabled parking bays (RDPB) in Lancashire is to help those disabled drivers whose mobility impairment mean they cannot walk any significant distance and therefore need help in parking close to their homes.

It is unreasonable for the County Council to introduce residential disabled parking bays for all blue badge holders. The County Council recognises the greatest benefit of introducing residential disabled parking bays is gained in areas where little or no off-street parking is available and thus there is significant competition for on-street parking space. It is also acknowledged that blue badges can be issued for many reasons not all of which involve mobility impairment.

Consequently in order to help those most in need the provision of a RDPB application will only be considered in Lancashire if:-

1. The Applicant is an existing blue badge holder with significant mobility impairment.

2. The Applicant does not already have facility of a suitable off street parking area.
3. The Applicant does not have land availability to introduce a suitable off street parking facility.
4. There is a clear and obvious parking problem.

These criteria do not guarantee that a RDPB will be provided only that the application will be assessed for suitability.

### **(RDPB) Provision – Eligibility**

The aim of this policy is to provide those drivers with severe mobility impairment access to parking facilities close to their homes in specific cases as outlined within this and other supporting documents. The policy does not cater for the provision of parking for disabled residents who do not drive apart from in exceptional circumstances.

The main criterion, that the disabled applicant must be the driver of the vehicle has been adopted because able bodied drivers can double park briefly, to assist a disabled person into or out of the car to a safe area, and then park the vehicle elsewhere. This is considered to be a reasonable arrangement on most residential streets.

In addition the county council appreciates that public resentment can arise over drivers who are not disabled seemingly having a reserved parking space. The policy has therefore been designed to ensure consideration is given to all residents of the area.

As a consequence the assessment criteria require that an applicant is a blue badge holder with significant mobility impairment and is also the driver of the vehicle which must be registered to the applicants address.

Not all blue badge holders have significant mobility impairment. The policy uses the provision of the Enhanced Mobility Component of the Personal Independence Payment or the higher rate of mobility component of the Disability Living Allowance or War Disablement Pensioners Mobility Supplement as an indicator that an applicant has significant mobility impairment. Alternative arrangements are proposed for applicants whose mobility impairment occurred after the age of 65 and as a result are not eligible for either of the abovementioned benefits.

In exceptional circumstances consideration will be given to the provision of a residential disabled parking space to a passenger on the basis that the applicant's disability means they cannot be left alone, even for any brief period of time, and as a consequence must receive constant supervision and care. Consideration will also be given in circumstances where the road characteristics deem it unsuitable to allow brief double parking by an able bodied driver to assist the disabled passenger to a safe place.

A separate exemption will be considered for disabled children aged 16 or younger who meet all criteria bar being the driver, where the able-bodied driver, is their parent, guardian or other close relative or full-time carer and also resides with them.



The criteria for the provision of a residential disabled parking bay are set out within appendix A to this document.

## **Locations Where (RDPB) Provision Will Not Be Provided**

The County Council is both the Highway Authority and Traffic Authority within Lancashire. The Council will not allow the introduction of a RDPB if it would conflict with the County Councils duties and responsibilities in either of these roles.

Consequently the County Council will not consider RDPB provision in the following locations:-

- In the turning head facility of any cul-de-sac.
- In any location where an existing prohibition or restriction of parking (inclusive of permit parking), of waiting or loading is in place or is being considered by the Council.
- Within 10 metres of a significant or major road junction.
- At locations where there is a history of visibility related accidents.
- In a position which may prevent the passing of normal traffic flows.
- In a position where a parked vehicle will be unsighted to travelling vehicles such as on a bend.
- On unadopted highway or private land.

## **Application Assessments.**

Applications will initially be assessed via application form Mo30 or any subsequent revision with copies of the following supporting information:-

- Copies of both sides of the applicants blue badge as proof of the applicant's entitlement.
- Copy of the V5 document as proof that the vehicle is registered to the address of the applicant.
- Copy of entitlement to the Enhanced Mobility Component of the Personal Independence Payment **or** the higher rate of mobility component of the Disability Living Allowance, War Disablement Pensioners Mobility Supplement as proof of the applicant's mobility issue.
- Copy of the applicant's driving licence.

No application will be progressed without the above information.

Should all the above information be provided to the satisfaction of the Council an assessment of the existing parking provision and feasibility for the provision of a RDPB in the area will be undertaken by an appropriate nominated officer.

As part of this process the views of nearby neighbours will be sought regarding any proposed parking provision. Any consultation views will be taken into consideration as part of this process.

Any on-street Disabled Parking Bay will be provided within the vicinity of the disabled driver's home but not necessarily along their frontage. It may be necessary to group bays together when there is more than one in a street. The length of group bays will be assessed by an officer in order to ensure the maximum use of on street parking availability whilst meeting the applicant's needs.

Were appropriate the investigating officer will have the discretion to limit the aggregated available disabled parking space provision on any given street in order to balance the needs of all residents.

### **Application Exemption Assessments**

The County Council recognises that three groups cannot be easily assessed using the standard assessment criteria. Therefore the following exemptions will be considered.

#### 1) Severely Disabled Residents Who Cannot Drive

The County Council recognises that in certain instances some disabled passengers will need specific help parking close to their homes.

Consequently the Council will consider exemptions on the basis that the application is on behalf of a mobility impaired resident who is cared for by the vehicle driver who lives at the address.

The application will be considered on the following basis:-

- If the road, which the applicants property is located upon, is a classified A or B road and as such is unsuitable for a driver to double park, even briefly. Other roads may be considered unsuitable dependant on the level of traffic flow.
- If the disabled resident requires constant care and supervision and as a consequence cannot be left unattended, even for a short period of time.

The County Council does not employ health professionals who are capable of assessing an individual's mobility or disability. Consequently the Council would seek supporting evidence from the applicant's general practitioner to help assess any exemption application.

Exemption applications will initially be assessed via the normal application form route with copies of the following supporting information:-

- Copies of both sides of the applicants blue badge as proof of the applicant's entitlement.
- Copy of the V5 document as proof that the vehicle is registered to the address of the applicant.

- Copy of entitlement to the Enhanced Mobility Component of the Personal Independence Payment or the higher rate of mobility component of the Disability Living Allowance, War Disablement Pensioners Mobility Supplement as proof of the applicant's mobility issue.
- Provision of supporting information from a General Practitioner (GP) in the form of a completed proforma (Appendix B1). It will be the responsibility of the applicant to ensure the form is passed to his or her GP for completion.
- The county councils adult and social care service will be consulted to help deliberate on the exemption application. The applicant may be contacted by the county council with regards to their service provision.

## 2) Disabled Drivers Whose Mobility Issue Occurred After the Age of 65

As stated earlier not all blue badge holders have significant mobility impairments. The policy uses the provision the Enhanced Mobility Component of the Personal Independence Payment or the higher rate of mobility component of the Disability Living Allowance or War Disablement Pensioners Mobility Supplement as an indicator that an applicant has significant mobility issues.

However individuals whose mobility issues occurred after the age of 65 are not eligible to any of the abovementioned benefits.

In order to determine such an applicant's mobility impairment the Council will require supporting evidence to be provided from a General Practitioner by completing proforma (Appendix B1). It will be the responsibility of the applicant to ensure the form is passed to his or her GP for completion.

- The county councils adult and social care service will be consulted to help deliberate on the exemption application. The applicant may be contacted by the county council with regards to their service provision.

This supporting evidence will be in addition to:-

- Copies of both sides of the applicants blue badge as proof of the applicant's entitlement.
- Copy of the V5 document as proof that the vehicle is registered to the address of the applicant.
- Copy of the applicant's driving licence.

## 3) Disabled Child Aged 16 or Younger

Drivers who are parents or who care for children with mobility impairment may benefit from the provision of RDPB.

Consequently an exemption is proposed where the able-bodied driver, is the parent, guardian or other close relative or full-time carer and resides with a disabled child, aged 16 years or younger and can supply evidence of:-

- Copies of both sides of the child's blue badge as proof of the applicant's entitlement.
- Copy of the V5 document as proof that the vehicle is registered to the address of the applicant.
- Copy of the child's entitlement to higher rate of mobility or Personal Independence Payment allowance as proof of the applicant's mobility issue, unless restricted by age.

All exemption applications will be examined by an appropriately nominated officer.

## **Introduction of Bays and Enforcement**

It is unlikely that RDPB will receive regular enforcement, however disabled bay markings are for the most part self enforcing. It is therefore proposed generally to introduce advisory bays rather than promote Traffic Regulation Orders (TRO) which makes them enforceable.

The introduction of a TRO will be considered if:

- The bay is being introduced in an area already covered with other TROs – particularly relevant in town centre residential areas with other parking provisions in place, or
- An advisory bay has already been implemented but the level of abuse requires a level of enforcement to the bay

Regulations require that disabled parking bays should be provided at a minimum size of 6.6m by 2.7m However the bay width may be reduced to a minimum of 1.8m on account of the nature of the traffic using the road.

The County Council will seek to introduce bays to these dimensions for all applications. This will provide the most suitable facility for the applicant and retain the ability to introduce TROs and subsequent enforcement to any problem areas.

However, if necessary, the 6.6m bay marking may be reduced in length, provided this meets the applicant's needs, in order to address any valid objections. This can only be undertaken on the basis that the reduced size bay can not have a TRO introduced retrospectively.

On-street Disabled Parking Space is not reserved for the exclusive use of an individual and may be used by any other blue badge holder. There is no guarantee the bay will be available to any individual blue badge holder.

## **Review of RDPB provision**

It is the responsibility of the applicant or their representative to inform the Council when any RDPB is no longer required by the applicant.

When the Council is informed of ad-hoc changes to the applicant's requirements (for example if the applicant moves away), the Council will investigate and give consideration to removing the parking place.

The county council will assess whether the parking place may be convenient for another qualifying blue badge holder and if this is the case, the parking place may be retained.

The county council will aim to carry out a periodic review of RDPB provision. As part of this review the original applicants may be contacted to confirm that they still require the RDPB.

## **Appeals Process**

Where a qualifying person is dissatisfied with any decision made by officers in relation to the provision of a RDPB the circumstances will be reviewed by a senior officer.

## **Data Protection**

The Council will retain all information provided by the applicant as digital data within the Councils secured network. All paper copies of documents supplied by the applicant will be digitised within 28 days of receipt. The physical documents will be destroyed within 28 days of digitisation unless the applicant requests their return.



Appendix D

Section 2

# Equality Analysis

Provision of Residential Disabled Parking  
Bays in Lancashire - Draft Policy

For officers developing policies,  
strategies and project plans

## **What is the purpose of the Toolkit**

The toolkit is a corporate guidance document that is designed to encourage county council officers to think about the work they are doing, or about to do, from the citizen's perspective, to ensure that they have developed their services and policies with people's needs in mind, and can provide evidence of this process.

As officers, our aim is to provide the very best for the people of Lancashire. The toolkit is a fundamental part of the systematic process we use to plan and develop our services, policies, strategies and partnerships so that they better meet the needs of all our citizens. Through the toolkit we can encourage wider take-up of services, and make sure that all communities are satisfied with our services.

The toolkit is also an equality analysis/impact assessment process. As a public authority, we are obliged to carry out equality analysis as part and parcel of all our functions, including front-facing services and policies. In terms of section 149 of the Equality Act 2010, we are required to pay "due regard" to the need to eliminate discrimination and inequality and to promote equality of opportunity between groups sharing certain protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. 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.

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.



The Equality and Human Rights Commission (EHRC) have been tasked with making sure that public authorities are having "due regard" to the general public sector equality duty in all their activities and can specifically enforce the general duties to eliminate discrimination and harassment which is unlawful, the duty to advance equality of opportunity and to foster good relations between communities. [EHRC - New public sector equality duty guidance](#)

Regulations under the Equality Act require the County Council to publish information to demonstrate its compliance with the public sector equality duty imposed by section 149(1) of the Equality Act by 31 January 2012.

In addition, the EHRC, other auditors, and members of the public through Freedom of Information (FOI) requests, are entitled to ask for and see evidence of equality analyses/impact assessments. Insufficient evidence exposes the Council to the risk of challenge under the Equality Act.

### **Who should use the Toolkit and when?**

***Anybody who is developing or revising a policy, project plan or strategy.*** You should use the toolkit when you are:

- developing a new policy, project plan or strategy. It should be used at the initial scoping stage and feedback should inform the content of the policy, project plan or strategy;
- revising a policy, project plan or strategy. It should be used at the start of the revision during the information gathering stage and feedback should influence the content of the revision;
- It should be used as part of the review of the policy, project plan or strategy and feedback should inform decisions about whether or not to change or discontinue the policy.
- it may be appropriate to conduct a briefer analysis at the very early stages of policy formulation and a more detailed analysis as the policy takes shape and before the decision is taken.

*(Where a policy, strategy or project plan is to be submitted to a Cabinet Member for formal approval, a shorter equality impact assessment process – the Equality Decision Making Analysis (Toolkit 4) template – should be completed to demonstrate*

*compliance with the Equality Act and included in the decision-making process documentation . This template can be found at <http://lccintranet2/corporate/web/?siteid=5580&pageid=33450&e=e>*

**Officers responsible for developing policies, project plans and strategies should follow the steps on pages 5 - 14.**

Support and training on issues associated with the Equality Act 2010 is available from the County Equality and Cohesion Team on

[AskEquality@lancashire.gov.uk](mailto:AskEquality@lancashire.gov.uk)

For advice on how to complete this document please contact either your Directorate contact in the Equality and Cohesion Team or Jeanette Binns at [jeanette.binns@lancashire.gov.uk](mailto:jeanette.binns@lancashire.gov.uk)

### **1) What is the aim of your policy/project plan/strategy?**

This should correspond with the County Council's Corporate Strategy or your Directorate's objectives.

The aim of the policy is to provide those drivers with severe mobility issues access to parking facilities close to their homes where no reasonable alternative is available. This policy is an update to an existing policy which aims to take into consideration welfare reform changes, organisational changes within the County Council and also to ensure the policy is implemented uniformly and without discrimination.

### **2) What outcomes do you want to achieve from your policy/project plan/strategy?**

- To update the existing policy whilst keeping its core aims and thereby improve the service provided.
- To continue to provide parking facilities for those residents of Lancashire who are drivers with significant mobility impairment and who do not have access to off street parking nor land available to them which could be made into offstreet parking.
- To provide bays for parents, with disabled children, who do not have access to off street parking nor land available to them which could be made into off street parking.
- To reduce the time taken to introduce parking bays for successful applicants.
- To introduce a process by which passengers with significant mobility issues may also be considered.
- To introduce a clear and transparent process for dealing with applications and appeals.
- To standardise how this service is delivered throughout Lancashire.

### **3) What are the potential barriers to achieving these outcomes? E.g. lack of resources, need for staff training, getting buy in from**

**partners, tight timescales, negative impacts on particular communities etc.**

There are no potential barriers to achieving the policy goals. However some staff training will be required to ensure all officers who provide the service are aware of the revisions to the policy.

#### **4) Who are the people who will benefit from your policy/project plan/ strategy?**

The answer to this question could be everyone in Lancashire, or it could be everyone within a district of Lancashire, e.g. Burnley, or everyone within a ward e.g. Daneshouse etc. Alternatively, the answer could be a particular group of people e.g. young people in Leyland, people with a particular disability in Frenchwood etc.

Information on Lancashire's population can be found at <http://www.lancashire.gov.uk/profile>

All drivers with significant mobility issues, who have a vehicle registered to them and live in Lancashire, but do not have the facility of parking or land available to create parking close to their homes will benefit from this policy. In addition some able bodied drivers who care for a disabled person living at the same address will also benefit from this policy.

#### **5) What information have you used to help develop your policy/project plan/strategy? Please keep any information in case evidence is needed.**

Your answer should include consideration of the demographic profile of the area at which your policy/project plan/strategy is aimed.

Some information on the breakdown of populations can be obtained

from Lancashire Profile (see <http://www.lancashire.gov.uk/profile/> )

You might also have information from other sources that could help you e.g.

- service user surveys and panels
- service user satisfaction surveys
- focus groups
- community consultation and engagement exercises
- residents' surveys, including the Living in Lancashire survey (see <http://lccintranet2/corporate/web/?siteid=2660&pageid=3543&e=e>)
- discussions with front line employees
- complaints, compliments, and comments
- Customer Focus Consultancy (see [lccintranet2/corporate/web/?siteid=5196&pageid=27362](http://lccintranet2/corporate/web/?siteid=5196&pageid=27362) )
- Joint Strategic Needs Assessment (JSNA) (see <http://www.lancashire.gov.uk/jsna>)
- mystery shopping
- structured consultation and engagement exercises
- talking to voluntary, community, and faith sector (VCFS) organisations
- feedback from district and sub district groups i.e. Local Strategic Partnerships, Area Forums, Area Committees, Neighbourhood Management Boards, Parish and Town Council meetings, Police and Community Together (PACT) meetings etc. (see [lccintranet/corporate/atoz/a to z/service.asp?u id=2339&tab=1](http://lccintranet/corporate/atoz/a_to_z/service.asp?u_id=2339&tab=1) and <http://www.lancashirepartnership.co.uk/content.asp?siteid=3813&pageid=17990&e=e> for more information).
- research on national and local issues.

Once you have found information, you need to record how this will influence your policy/project plan/strategy i.e. how the needs of particular groups will be met in your policy/project plan/strategy.

- Researched similar provision throughout English County Councils.
- Researched welfare reform payments.
- Investigated numbers and nature of complaints with regard the implementation of the existing policy.
- Internal consultation with existing service providers throughout the County – e.g. adult community service, Lancashire Highways service.
- Internal consultation with environment management team.
- Internal consultation with legal team.
- Internal consultation with county equality and cohesion team.
- External consultation with cross section of disability groups.

**6) Does your policy/project plan/strategy take into consideration the views of those potentially affected? Please keep any information in case evidence is needed.**

Where appropriate, have you consulted or otherwise engaged with those potentially affected? One of the purposes of consultation is to feed into the equality analysis so as to evaluate how the proposal will affect groups of people who share the following protected characteristics under the Equality Act:

- age
- disability, including Deaf people
- gender reassignment/gender identity
- race/ethnicity/nationality
- sex/gender
- pregnancy or maternity
- religion or belief
- 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

prohibited by the Act).

In deciding how and with what groups to engage, one needs to be sensible and reasonable as to who is potentially affected by the proposal in question - the focus should be on those protected characteristics which are potentially relevant given the measure being considered.

Depending on the nature of the policy in question it may be appropriate to focus particularly on how it is likely to affect:

- children and young people
- older people
- people with a range of disabilities and Deaf people
- people of different religions and beliefs
- people of different races, ethnicities, nationalities and communities
- Gypsies Roma and Traveller communities
- Lesbian, Gay and Bisexual or Transgender people
- men
- women
- pregnant women or people with young children
- people living in deprived areas
- people living in rural areas
- Children Looked After
- carers
- other groups as appropriate e.g. teenage parents, offenders etc

See

<http://lccintranet2/corporate/web/?siteid=5580&pageid=31774&e=e> for a directory of equality groups you can consult.

The policy is specifically aimed at helping residents who are significantly mobility impaired. As a consequence targeted consultation with a cross section of disability groups has taken place. The groups consulted are:-

- Age UK Lancashire

- Age Concern Central Lancashire
- Disability First
- One Voice
- Disability Equality (NW) Ltd
- Pukar Centre
- In addition the policy has been developed with input from the county equality and cohesion team.

**7) Where appropriate, does the information you have collected take into consideration the views of the following? Please ensure you keep any information in case evidence is needed.**

- Voluntary, Community and Faith Sector (VCFS) organisations
- county councillors
- parish and town councils
- district ward councillors
- overview and scrutiny committees
- district councils
- other statutory agencies e.g. National Health Service, Lancashire Constabulary etc.

As identified above, a number of disability and age related VCFS organisations have been consulted. However as the policy is a revision of an existing policy it is considered unnecessary to seek wider comment. The policy will be presented in a report to the Cabinet Member for Highways and Transport for consideration.

Relevant voluntary organisations were identified in Question 6 above. The three groups who have responded - Disability Equality North West; Age Concern Central Lancashire and Age UK East Lancashire - are broadly supportive of the proposals/policy as were members of the



County Council's Disabled Workers Forum Steering Group when it was raised at their July 2014 meeting.

**8) Have you posted your consultation on the LCC consultation website?**

All LCC consultations are required to be placed on the LCC 'have your say' website. To register your consultation on the site click on [lccintranet2/corporate/consultation/responses/responses.asp?siteid=5140&pageid=29003&e=e](http://lccintranet2/corporate/consultation/responses/responses.asp?siteid=5140&pageid=29003&e=e)

No. The Policy is a revision of an existing Policy which should not adversely impact on people with relevant protected characteristics and may actually have a positive effect. Consequently it is felt to be unnecessary to seek a full public consultation.

**9) Taking into consideration the information you have collected already, are there any potential negative impacts that might affect citizens because of their:**

- age
- disability including Deaf people
- race/ethnicity/nationality
- sex/gender
- gender reassignment/gender identity
- religion or belief
- sexual orientation
- pregnancy or being on maternity leave
- marriage or civil patnership 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 prohibited by the Act).

It is important to bear in mind in conducting this analysis that the overlap of two protected characteristics may result in disadvantage – for

example, age and disability, race and gender and so on.

Please note that the consideration of potential negative effects should be specific and realistic. Potential adverse effects should not be minimised or exaggerated.

#### Non – Statutory Characteristics/Groups

In addition to the characteristics specifically protected under the Equality Act, it may be appropriate in particular contexts to consider potential effects relating to:

- having young children
- living in an area of deprivation
- living in a rural area
- Children Looked After
- young people not in education, employment and training (NEET)
- teenage parents
- carers
- offenders, people out of work, problem drug users etc.

The existing residential disabled parking bay policy impacts adversely on people over the age of 65, parents with disabled children and residents who care for significantly disabled individuals who need constant care as they are not eligible to receive a residential disabled parking bay. This policy revision aims to remove these restrictions so that where appropriate these categories of driver/carer can also be considered. This has been welcomed by respondents to the consultation. There are no further potential impacts anticipated for Lancashire citizens as part of this policy revision.

**10) Could the implementation of your policy, project or strategy combine with other factors to heighten disadvantage amongst any of the above groups (i.e. their cumulative effects)? Are you aware of other proposals within LCC, locally or nationally, which may**

**disadvantage or target the same groups – e.g. changes in adult social care charges might combine with increased fares on community transport and national benefit changes to increase the impact felt by some disabled people)**

No negative impacts are envisaged.

**11) Insofar as the policy, strategy or project plan under consideration, whether viewed alone or in combination with other factors, is likely to have adverse effects on groups sharing relevant protected characteristics, you must consider how to mitigate such adverse effects.**

Please set out any steps you will take to mitigate/reduce any potential adverse effects of your proposal on those sharing any relevant protected characteristic.

It is important here to do a genuine and realistic evaluation of the likely effectiveness of the mitigation proposed. Over optimistic and over-generalised assessments are likely to fall short of the “due regard” requirement.

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

None envisaged – however, whilst other groups cannot be identified as potentially adversely affected it is envisaged that parking opportunities for other residents will be reduced in relevant areas.

**12) Think about the potential positive impacts your policy, project plan or strategy could have on certain groups of people, and in particular those sharing the protected characteristics. What are they and how could they be developed?**

Use this information to think about how your policy, project plan or strategy could improve the quality of life for certain citizens.

Will the positive impacts be accompanied by any negative impacts on groups of citizens sharing the protected characteristics? If so, how might these be addressed/balanced or mitigated?

By providing specific parking facilities for mobility impaired individuals it will mean removing access to some available parking for other residents. Where appropriate the investigating officer will have the discretion to limit the aggregated available disabled parking space provision on any given street in order to balance the needs of all residents.

**13) How can your policy/project plan/strategy contribute to the following priority areas:**

- Eliminating discrimination, harassment, victimisation or any other unlawful conduct

How will your policy/project/strategy contribute to this area? Will employees receive training to ensure they treat everyone with dignity and respect? Will eligibility criteria be based on fair and objective requirements? Will steps be taken where appropriate to accommodate special needs, for example arising from disability?

It is important to bear in mind that tackling discrimination goes beyond direct discrimination to policies which are indirectly discriminatory because they have a disproportionate adverse impact on individuals sharing particular protected characteristics

- Tackling social exclusion /Advancing Equality of Opportunity between persons who share relevant protected characteristics and those who do not share them

This will involve taking steps to remove or minimise disadvantages suffered by persons who share a relevant protected characteristic and that are connected to that particular characteristic. It may also require taking steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it, and encouraging persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

It is important to bear in mind that taking steps to meet the needs of disabled persons which are different from those of persons who do not share that disability include steps to take account of the disabilities in question. This may even include treating some persons more favourably than others in order to allow them to participate in social or public life.

Activities that help improve social inclusion include those that improve the quality of life for people who are disadvantaged or are in danger of poor outcomes in their lives through various circumstances e.g. a lack of money, difficulty in accessing services/buildings, and barriers to taking part in relationships and activities that are available to most people in communities etc.

- Improving community cohesion /Fostering Good Relations between persons who share a relevant protected characteristic and those who do not share it

This may include thinking about ways to tackle prejudice and promote understanding between groups of people with protected characteristics and those who do not share those characteristics.

Activities that help improve community cohesion include those that bring people from different communities together (e.g. people of different ethnicities, faiths, ages, geographical backgrounds etc); those that empower communities and those that reduce tensions in communities.

(See the Community Cohesion website at

<http://www.lancashire.gov.uk/corporate/web/view.asp?siteid=2966&page>

[id=5956&e=e](#) for more information).

- Improving health and wellbeing

Health and wellbeing means that people feel well enough and sufficiently supported to live their lives to the full. Activities that help improve health and wellbeing include those that ensure that basic needs are met, that individuals have a sense of purpose, that they feel able to achieve important personal goals and participate in society.

- Supporting the county council's role as a corporate parent

The Corporate Parenting Board ensures that Children Looked After have the same opportunities as their peers to a good quality of life. Activities that help support this are those that help improve health and wellbeing outcomes for children and young people who are looked after and those that support them to be prepared for the future. (See Corporate Parenting Board website at [lccintranet2/corporate/web/view.asp?siteid=4183&pageid=17628&e=e](#) for more information).

The County Council has no readily available method of determining individuals mobility needs. It is therefore proposed that the eligibility criteria be based on fair and objective requirements already undertaken through external and independent bodies. These requirements also protect the needs of other groups by being robust in nature so by ensuring the policy is not open to abuse or interpretation.

In terms of providing the service the policy is positive in helping the health and wellbeing of successful applicants by ensuring those most in need get the help they require. As a consequence the policy will help the resident maintain their independence and mobility and consequently access to the greater community and its services.

In addition the provision of specific parking facilities can help overcome feelings of intimidation in areas where parking demand is high and

space is at a premium.

As part of the policy process immediate neighbours are asked for their views on individual applications thereby promoting community cohesion and fostering an atmosphere of understanding.

**14) Taking into consideration all the information you have collected in answering the previous questions, what are the changes/actions you will carry out to tackle any issues you have identified before finalising your policy/project plan/strategy and who will carry them out? For example will there be no change to your original plans/policy/project; will you adjust it slightly; will you adjust it considerably; have you stopped and fully reconsidered the proposal?**

In reaching this conclusion what other considerations – financial, operational, practical – have informed your response (countervailing factors) to lead you to this outcome.

This policy is a revision of an existing and as such it aims to address several issues which make the current policy difficult to implement. Consequently it is the conclusion that this revised policy should be implemented in full as proposed.

**15) How will the effectiveness of the new policy/project/strategy be monitored?**

The effectiveness of the policy will be monitored by considering feedback from users of the service and from professionals who administer the service.

**16) When will you review your policy/project plan/strategy?**

There is no specific timeframe for reviewing this policy. However the policy should be reviewed when any organisational or legislative change dictates that the it can no longer be delivered in its current form.

Name of officer completing this template Ray Bennett

Role Principal Engineer

Date 11th September 2014

Name of Line Manager overseeing this Analysis

Name Oliver Starkey

Role Public Realm Manager

Date 11th September 2014

Name of Chief Officer/SMT Member Signing Off this Policy/Project/Strategy John Fillis

Role Cabinet Member for Highways and Transport

Date December 2014

Publish your assessment

Please ensure a copy of your Analysis is retained with other information about the development/review of this policy/project/strategy.

Please also ensure any Action Points are entered on Form EAP001 and forwarded to your Directorate contact in the Equality and Cohesion Team.



Directorate contacts in the County Equality and Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

[Karen.beaumont@lancashire.gov.uk](mailto:Karen.beaumont@lancashire.gov.uk) Contact for Adult and Community Services Directorate

Jeanette Binns – Equality & Cohesion Manager

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk) Contact for Environment Directorate, Lancashire County Commercial Group and One Connect Limited

Saulo Cwerner – Equality & Cohesion Manager

[Saulo.cwerner@lancashire.gov.uk](mailto:Saulo.cwerner@lancashire.gov.uk) Contact for Children & Young Peoples Directorate

Pam Smith – Equality & Cohesion Manager

[Pam.smith@lancashire.gov.uk](mailto:Pam.smith@lancashire.gov.uk) Contact for Office of the Chief Executive and County Treasurer's Directorate

Thank you



## Appendix 'E'

### Policy for the Provision of Residential Disabled Parking Bays

The Basic Criteria for an on-street disabled parking bay at home are:

- The applicant must be in receipt of the higher rate of the mobility component of the Disability Living Allowance, War Disablement Pensioners Mobility Supplement or the Invalid Vehicle Scheme;
- The above qualifying Allowances must have been granted for a minimum period of one year after this Application;
- There must be a regular parking problem in the area, with no reasonable alternative parking available nearby or prospect of creating off-street parking at the disabled persons home;
- The applicant must be a current Blue Badge Holder and must also be a driver of the vehicle for which an on-street Disabled Parking Bay is requested, or qualify under the following exemption:
  - A disabled passenger who meets the above criteria, where the able-bodied driver, is their parent, guardian or other close relative or full-time carer and resides with them, subject to written support from Social Services and:
    - Where the road characteristics mean there would be no safe area to assist the disabled passenger from the vehicle, or
    - Where on a regular basis the disabled passenger may not be left alone in a safe area for any length of time whilst the vehicle is parked elsewhere.
- An on-street Disabled Parking Space can NOT be reserved for the exclusive use of an individual and may be used by any other Blue Badge Holder. There is no guarantee the Bay will always be available, or enforced.
- Any on-street Disabled Parking Bay will be provided within the vicinity of the disabled driver's home but not necessarily along their frontage. It may be necessary to group bays together when there are more than one in a street.
- The views of immediate neighbours on marking out a bay must have been made known to the Executive Director of Environment or the District Council Agent. These views will be taken into consideration in making a decision.
- If road safety is adversely affected (e.g. by a bend in the road, narrow streets or double white lines) or if there are certain other circumstances (such as waiting restrictions) then this Application may not be granted.

- The Police must have no objections to the parking bay, e.g. on the grounds of creating a road safety hazard.
- The District Council or Executive Director of Environment is to be informed when a Designated Parking Bay is no longer required by the disabled person.

**Report to the Cabinet Member for Adult and Community Services**  
**Report submitted by: Executive Director of Adult Services, Health and Wellbeing**  
**Date: 11 November 2014**

**Part I**

Electoral Divisions affected:  
All

**Re-commissioning Domiciliary Care for People with Learning Disabilities in Supported Living in Lancashire 2015 to 2020 under a Revised Framework**  
(Appendices 'A' - 'F' refer)

Contact for further information:  
Ian Crabtree, (01772) 536287, Adult Services, Health and Wellbeing Directorate,  
[ian.crabtree@lancashire.gov.uk](mailto:ian.crabtree@lancashire.gov.uk)

## **Executive Summary**

The County Council spends around £70 million on specific supported living arrangements across the County. The model is based on several people living in rental accommodation, sharing 24 hour formal paid support. This has been a popular model for over 30 years, with up to 1,830 people supported in around 700 schemes, these range from single tenancies to larger flat let schemes. Support is provided countywide by 49 domiciliary providers. This involves a significant workforce.

The County Council developed a specific Learning Disability Preferred Provider Scheme in 2007, which was revised in 2010 but cannot be extended beyond June 2015. There is ongoing transformation work to ensure citizens currently living in supported living schemes can have a personal budget, a personalised support plan and more choice of housing and support options.

A review of the current scheme commenced in October 2013, which has included formal consultation with existing providers of supported living, self-advocates, family members and a range of other stakeholders, with a focus on what has worked well in the existing scheme, what has not worked well and what needs to change going forward.

The engagement and feedback has had a significant impact on the option appraisal and final recommendations for ensuring the effective commissioning and procurement of good quality and affordable domiciliary care for people with a learning disability in Lancashire from June 2015.

The procurement and implementation is challenging and complex and will take time to implement safely and effectively. This will require the commitment of additional interim capacity to manage the safe and efficient transition from the existing to the new configuration of Learning Disability Supported Living (Domiciliary care) services.

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

### **Recommendation**

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

- (i) Approve proposals for Re-commissioning and Procuring Learning Disability Supported living (Domiciliary care) services over a 3 year period with the option of a further 2 years under a revised Framework from June 2015 which place an emphasis on:
  - Commissioning Supported living (Domiciliary Care) Services which:
    - Promote Personalisation;
    - Become more outcome focussed and maximise independence;
    - Support integrated working with other Health and Social Care services and organisations;
    - Ensure the dignity of individuals and safeguards those who are vulnerable;
    - Incorporate human rights and Mental Capacity Act obligations into decision making and commissioning and contracting practices;
    - Supported living providers who wish to secure places on the revised Framework will need to sign up to the Driving Up Quality Code and Lancashire Values;
    - Promoting co-production and federating to maintain and develop Lancashire's Learning Disability Supported Living workforce.
    - Have a strong commitment to a range of monitoring of their service including
      - – Self Monitoring
      - – Peer Monitoring with other providers
      - – Self Advocate & Family Monitoring
  - Changing the Council's approach to contracting so that:
    - Providers are expected to support the principles of Self Directed Support and take greater responsibility in supporting individuals to exert choice and control over the use of their Personal Budgets;
    - There is the adoption of a clear and robust approach to quality based on citizen derived standards, the co-produced 'Lancashire Values' and Key Performance Indicators, reliable monitoring and incentives to continually improve;

- A clear expectation that providers will work in partnership with the County Council to deliver Remodelling of Supported Living and reduce the reliance on formal paid support;
  - The length of contracts offered for 3 years with the option to extend for a further 2 years. This will be subject to satisfactory progress and performance;
  - Internal County Council arrangements for quality and contract management are redesigned to ensure consistently high performance is rewarded, mediocre or poor performance is swiftly challenged and consistently poor performance leads to contract termination.
- Shaping the Market including:
    - A culture of co-production and partnership working with Learning Disability Supported Living providers, operating under contracts from the County Council allowing for a more collaborative approach to working with commissioners and other providers.
    - Offering contracts for future and recommissioned Supported Living (Domiciliary Care) business in specified geographic 'zones' to promote more efficient working across the system and closer integrated working.
    - Allocating of new business to a smaller number of providers who achieve the higher quality threshold.
- Flexibility is built in to design of the contracts to enable the introduction of new approaches and innovations in service delivery and payment mechanisms;
- Investing in and developing Lancashire's Learning Disability Supported Living workforce by:
    - Ensuring all Supported living providers are contractually obliged to follow compliance guidance from Her Majesty's Revenue and Customs (HMRC) on paying National Minimum Wage (NMW);
    - Endorsing the principles contained in Unison's "Ethical Care Charter for Home Care";
    - Working with local workforce and employers' representatives to draft a 'Lancashire Charter for Learning Disability Supported living',
    - Detailing annually updated commitments to:
      - National Minimum Wage Compliance at all times;
      - Minimising the use of Zero Hours contracts;
    - Hourly wage rates which converge towards the 'Living Wage'.

(ii) Note the details of the consultations undertaken with supported living providers, Self-advocates and Family Members and Stakeholders and the main findings set out at Appendices 'A' - 'D', the options considered as set

- out at Appendix 'E' and the Equality Analysis set out at Appendix 'F';
- (iii) Approve the establishment of a Learning Disability Supported Living Business Transitions Project Team to ensure the efficient, safe and timely management of changing from the current configuration of services to those set out in recommendation (i) above. This will be one Grade 10 post and one Grade 6 post for a period of 12 months.

## **Background and Advice**

### **1. Introduction**

The current Learning Disability Preferred Provider Scheme has been in place since 1 September 2010. The evaluation stage was completed in May 2010 with the scheme commencing from 1 September 2010. There are currently 66 Preferred Providers for people with a learning disability in Lancashire of these 49 provide domiciliary support. The current Preferred Providers deliver domiciliary, residential and day time support services. The majority of preferred providers delivering domiciliary care are not for profit organisations, with a small number, less than 10, for profit.

The County Council currently spends around £110m (net) on People with a Learning Disability of which approximately 68% is domiciliary care. This accounts for approximately 24% of the Adult Social Care budget and includes Supported Living (including services provided by the County Council's in-house services).

The provider base has remained steady in Lancashire in recent years and the number of learning disability domiciliary care providers active in Lancashire has remained static. The market however has also seen a number of mergers/takeovers between existing providers in Lancashire. A significant number of non-Preferred Providers have expressed an interest in moving into Lancashire.

The market remains much more static than the wider domiciliary care market for older people and other people with disabilities. Approximately 95% of the provision remains unchanged year to year. Much of the supported living provision has grown over the last 30 years, through three main developments:

1. Resettlement of people from hospitals and large settings in the 1980s and 1990s.
2. Deregistration of the majority of small registered care homes in the early 21<sup>st</sup> century to maximise Supporting People funding.
3. Re-provision of former NHS/Primary Care Trust (PCT) supported living schemes into the independent sector.

The introduction on the Benchmark rate in 2005 was essential in controlling a significant number of providers charging high cost. Although unpopular with some providers other smaller providers saw an increase in their hourly rates whilst others have been able to deliver services at below the benchmark rate.

The County Council developed a specific Learning Disability Preferred Provider Scheme in 2007, which was revised in 2010 but cannot be extended beyond June 2015. There is ongoing transformation work to ensure citizens currently living in



supported living schemes can have a personal budget, a personalised support plan and more choice of housing and support options. There is a compelling case to shift the now outdated traditional model of supported living to one of self-direction, personal budgets and a mixed menu of accommodation offers. Progress to date has been slow and the existing preferred provider arrangements do not reflect this new model of support.

## **2. National Strategic Context**

*Putting People First (2007)* set out a vision for transforming the whole social care market. It set out plans for 'collaboration between central and local government, professional leadership, providers and the regulator in developing a future for social care services that supports people to live independently, stay healthy and have the best possible quality of life, irrespective of illness and disability'. At its heart is the commitment to giving people more independence, choice and control through high-quality and personalised services. As part of this, it confirmed a shift in emphasis towards greater personalisation of services, including a greater focus on person centred approaches and personal budgets.

*Valuing People Now (2009)* was a three-year strategy to take forward the implementation of the policies set out in *Valuing People (2001)* and *Putting People First* in a wider developing social policy context.

*Valuing People Now* is the Government's strategy to make things better for people with learning disabilities. The responsibility for commissioning and funding social care for people with learning disabilities transferred from the NHS to local government from April 2009 in line with guidance issued to local authorities and PCTs.

Key partners in delivery of *Valuing People Now* were seen as:

- Third sector providers: charitable and voluntary organisations which provide services for people with learning disabilities, including advocacy and peer support;
- Independent providers: organisations in the private and independent sector which provide services for people with learning disabilities;

*Valuing People Now* set out on authorities and services to:

- redesign their systems to give people more control over their support and allow them to use the resources available more flexibly. greater personalisation means:
- commissioners changing how they work and what they decide to buy, and getting better at listening to people;
- providers working differently, in particular by setting up new types of services around individuals rather than groups;

- people who inspect and check services using new ways of making sure services are personalised and meet people's wants and needs;
- market development to ensure there is a range of options for individuals to choose from.

In Lancashire good progress has been made through specific remodelling activity, through self-directed supports, however there has been variable support from existing providers and a dependence on formal paid support, with a resistance to engage with the wider community as part of support planning for people.

#### *Failings at Winterbourne View 2011*

The failings highlighted at Winterbourne View are well documented. Whilst there have been no similar catastrophic failings in Lancashire, the systemic lessons learnt need to be fully endorsed and included in our strategic planning for supported living which still has high numbers of safeguarding alerts.

*Driving up Quality Code 2013* has been developed in the wake of Winterbourne and the changes to Care Quality Commission (CQC) Inspections identified above. The Driving up Quality Alliance wants to see a public commitment to the principles of the code from commissioners and providers of services to people with learning disabilities. It is a code for providers and commissioners to give commitment to driving up quality in services for people with learning disabilities. Lancashire County Council was the first local authority to sign up and the commitments set out are seen as forming an important part of any new scheme.

#### **Specifically it wants to achieve the following:**

- Drive up quality in services for people with learning disabilities that goes beyond minimum standards.
- Create and build a passion in the learning disability sector to provide high quality, values-led services.
- Provide a clear message to the sector and the wider population about what is and what is not acceptable practice.
- Promote a culture of openness and honesty in organisations.
- Promote the celebration and sharing of the good work that is already out there.

### **3. Principles for Commissioning Learning Disability Domiciliary Care in Lancashire**

There is a clear ambition in Lancashire to shift the model of support from the traditional supported living arrangements we have today to one of self-direction, personal budgets and a mixed menu of accommodation offers as set out in *Valuing People Now (2009)*. Progress to date has been slow and the existing preferred provider arrangements do not reflect this new model of support. There is still a

dependence on formal paid support, with very little evidence of people accessing informal, non-paid, support, within their local community, that can make a big contribution to their safety, wellbeing and life opportunities.

Re-commissioning Learning Disability Supported Living (domiciliary care) provides an opportunity to restate our commitment to some key principles, based on key National and Local Policy drivers and include;

Personalisation: - we will promote meaningful 'choice and control' in the way that domiciliary care is delivered to people with Learning disabilities is commissioned and provided. We will aim to leave flexibility for individuals to determine how their support is adjusted day to day to reflect changing needs or priorities.

Outcomes: - we will encourage Domiciliary Care Providers to focus on the achievement of outcomes agreed with individual service users to maximise their personal budget.

Maximising independence: - we will actively encourage sign up the co-produced 'Lancashire Values', which are;

- Being Healthy
- Being Loved
- Having Choices
- Being safe
- Having friends and relationships

Providing Person Centred Supports at the Individual's personal budget; this will look at the optimum level of support to increase the chances of people connecting with local people and their communities. It stresses providing too much support is seen as being detrimental i.e.

- Undermining people's confidence and abilities
- Reinforcing paternalistic support
- Using unnecessary resources
- Lack of community involvement
- Believing paid staff are there to do everything.

In Lancashire we will move alongside providers on the new Framework to actively reduce reliance on paid support while encouraging working in ways that enhance relationships and involve people in their community.

Dignity and Safeguarding: - we will expect domiciliary care to be provided in ways which promote dignity and safeguards vulnerable individuals from abuse, exploitation or wilful neglect.

In addition, we accept the recommendations of the Equality and Human Rights Commission (EHRC) in its 2013 report 'Closer to Home'.

Human Rights – we will strive to incorporate human rights obligations into decision making and commissioning and contracting practices regarding home care, including requiring providers to act compatibly with Human Rights legislation.

### Health and Wellbeing:-

The Confidential Inquiry into premature deaths of people with learning disabilities found on average men die 13 years earlier and women 20 years earlier than the general population. 42% of the deaths considered were premature.

Lancashire Learning Disability Joint Strategic Needs Analysis (2012) found that;

People with learning disabilities are at increased risk of early death and generally have a shorter life expectancy than the general population. Estimates at quantifying this additional risk suggest the all-cause mortality rate for people with learning disabilities is three times higher than the general population.

We expect Domiciliary Care providers on the new Framework to;

- sign up to the Learning Disability Health charter for social care providers (2013, Public Health England).
- support people with learning disabilities to access an Annual GP Health Check and be supported to develop a robust Health Action Plan.

#### **4. Investing and developing in the workforce**

The principles set out in '*Valuing People Now (2009)*' have placed great emphasis on support workers being much more than just basic carers, people with a learning disability are not 'ill'. It stated that;

- A competent and well-trained workforce is required who are flexible, person centred and skilled in supporting people to be fully included in society;
- continued effort to enable everyone to live independent lives in their local communities – this includes people with more complex needs.

Following the Winterbourne View Concordat 2011, Skills for Care have published a number of guides to assist domiciliary providers for developing a workforce that works in a positive and safe way;

- Guide to help employers develop expertise in providing support to people who challenge services;
- They also worked with the Institute for Public Health and the National Development Team for Inclusion (NDTI) to identify gaps in workforce development and produce guidance for employers to achieve a skilled and competent workforce to work with people whose behavior challenges.

The new Framework will set out an adherence for Providers to sign up to these principles:

- Reflecting the need to set out some minimum, baseline expectations for Lancashire's learning disability domiciliary

- care sector, we propose to endorse the principles contained in Unison's "Ethical Care Charter for Home Care";
- Working with local workforce and employers' representatives to draft a 'Lancashire Charter for Learning Disability Supported living'
- Detailing annually updated commitments to:
  - National Minimum Wage Compliance at all times;
  - Minimising the use of Zero Hours contracts;
- Hourly wage rates which converge towards the 'Living Wage'

Such initiatives will also contribute to the Council's responsibilities under the Social Value Act 2012, and make a tangible difference to the lives of a currently poorly paid but critically important sector of Lancashire's health and social care workforce.

## **5. Contracting for Quality**

Effective contracting is the key to ensuring providers understand and respond to the County Council's commissioning intentions. This is about more than just the contract documentation itself, but also about how we structure the procurement process, how we monitor quality and performance, and manage the contract over its full duration.

However one of the fundamental changes we wish to achieve is a different culture and set of relationships, between the County Council and Providers that focus on driving up quality, dignity and safety. There will be an emphasis on working in partnership to prioritise Remodelling activity to achieve increased self-directed support, using personal budgets, through a range of accommodation offers.

We need to be explicit about the role price will play in procurement decisions. A number of ideas have been considered and the approach now under development involves seeking financial information and analysis from providers outside of the procurement process using a standard 'Finance Workbook'. This work is underway. This will provide commissioners much needed intelligence about the costs and market rates involved in delivering Learning Disability Domiciliary care in different parts of the county. Alongside consideration of overall affordability this intelligence will form the basis for determining a fixed price for Learning Disability Domiciliary care. These will be set out as part of the final 'Invitation to Tender' documents.

Providers will be expected to comply with a number of requirements regarding how services are delivered. This includes taking a greater lead for working with individuals to promote and facilitate Self Directed Support, particularly support planning and accessing informal support networks to shift the balance away from reliance on fully paid support.

We will ensure that we are clear about the quality and performance standards required. The Lancashire Values have been co-produced with self-advocates, family members and providers and will be an integral part of the performance management framework.

There are a number former NHS/PCT schemes that have some ongoing TUPE issues which may require some time limited exemption, to maintain the integrity of specific workforce changes that are taking place as the new framework is tendered

A proposed procurement approach is set out below which outlines how the existing model of supported living services within Lancashire will shift to a new approach to achieve all the expectations outlined above.

## **6. Shaping the Market**

Given the existing model of supported living services has been facilitated for 30 years, with little or no shift in the market due to its static nature, a different approach is required. This section makes a number of recommendations.

The focus will be on quality and creating a culture of co-production and partnership that will shift activity to self-directed support, remodelling activity and a wider personalisation agenda.

The new framework agreement will be advertised with two 'tiers', setting a high quality threshold for providers to reach to get on the framework. It will be made very clear at the tender advert stage how the tiers will operate and what the evaluation criteria will be.

Tier 1:

- The new Framework will involve allocating contracts to providers for clearly defined 'Zones' in Lancashire.
- Within tier 1 a pre-set number of providers will be allocated to each zone.
- Providers will be evaluated against the published evaluation criteria and ranked within each zone and then based on the pre-set number of providers for each zone, the top ranking providers will be placed in tier 1.
- Once established all new and re-procured business will be commissioned from providers on tier 1 within the allocated zones with a strong emphasis on working with the Remodelling Team and services being monitored via self-monitoring and peer monitoring. If quality standards are not adhered to, tier 1 providers can be moved to tier 2 or removed completely from the framework. No tier 1 provider will be able to work in more than 2 of the 3 areas (North, Central and East) for new or re-procured business.

Tier 2:

- Tier 2 will be for existing providers who meet the quality threshold set for the framework however have not been successful to achieve tier 1 status.
- Tier 2 providers will be able to continue providing services at their existing locations and the Council will commission services for new tenants at those locations only
- No new business or re-procured business will be offered to tier 2 providers (with the exception of placing new tenants in existing tenancies).
- The Council will monitor services provided by tier 2 providers within the first 24 months of the new framework and make recommendations around the future commissioning of these services.
- Tier 2 providers can be removed from the framework if they do not meet the quality standards.

Unsuccessful providers:

Where an existing provider is not selected for either tier 1 or tier 2, we will seek to move their services, during the initial 18 months of the framework to a provider on tier 1. The rationale being that the service provider has not met the Council's required minimum quality standards. No service users will be expected to move house and staff will in most instances be subject to TUPE transfer to the new provider.

Exemptions:

- There are a number of former NHS/PCT schemes that have some ongoing TUPE issues which may require some time limited exemption, to maintain the integrity of specific workforce changes that are taking place as the new framework is tendered.
- There is a small risk that a number of services, if not successful, may require a time limited exemption. This is for recently procured services for people with complex needs and challenging behaviour resettled as part of the Winterbourne Concordat.
- Where a provider on tier 1 or tier 2 sells their business, we will retain the right to allow the business taking over to maintain the position of the provider it is buying on the framework and will assign or novate. If, we do not think it is in the Council's interests though, then we would re-commission the service within tier 1.
- Where an existing residential Learning Disability service chooses to de-register as a care home and re-register as a domiciliary provider offering supported living, we would have the option of allowing that provider to join tier 2 of the framework (provided it can meet the quality requirements) so that it can de-register and continue providing services at the specific site only.

Decisions about which providers secure places on the Framework will depend on the quality of their submissions, and their ability to demonstrate a non-negotiable commitment to new ways of working and a focus on quality and self-directed supports, including the wider personalisation agenda. The purpose of this approach is to drive improved quality but also not to destabilise services.

## **7. Alternative Proposals**

The recommendations set out in the Executive Summary form a coherent and interdependent set of proposals.

The current Learning Disability Preferred Provider Scheme expires in September 2014 but has been extended to June 2015 which has allowed a fuller review and any subsequent procurement process to take place.

### Renewing the current PP Scheme is not felt to be an option

Effectively the current scheme operates as an accreditation scheme, with the Council setting and testing the achievement of quality and fitness for purpose

thresholds at a given point in time. The current scheme's accreditation began for providers in 2009. It has had limited success in driving forward the shift towards self-directed support and wider personalisation.

Families and self-advocates have not been aware of the scheme and have expressed their concern about making a meaningful choice. The scheme has focused heavily on paperwork and has not focused on quality.

The current scheme has closed the market to new providers however recent tenders for complex needs and challenging behaviour work has not been met by current providers and the Council has had to go outside of the current scheme.

Moving forward three broad options were initially considered for the future management of the Council's directly commissioned domiciliary care/ supported living for people with learning disability and these are set out in detail at Appendix 'E'.

However on the basis of the last round of consultation a fourth option has been proposed and has been set out in this paper. The key recommendations set out in the body of the report are only achievable if all of the proposals recommended are fully implemented.

## **8. Managing the Business Transitions**

Once the new framework is established, managing the business transitions will be challenging. However the two tier approach will allow the Council to move to an approach that will ensure quality services and co-production with a smaller number of providers whilst also ensuring the least disruption to existing service users.

The first stage of the transition will be moving services from existing providers that have not met the minimum quality standards to tier 1 providers during the initial 18 months.

The Council will also be monitoring services provided by tier 2 providers within the first 24 months of the new framework and make recommendations around the future commissioning of these services; some of these recommendations may result in services from tier 2 transferring to tier 1 providers.

However the proposal to have tier 2 providers that can continue to deliver existing services will allow the least disruption, ensuring the Council can concentrate on transferring business from providers that have not met the minimum quality standards to tier 1 providers and awarding any new business to tier 1 providers.

Additional interim capacity will need to be established to ensure that the changes are managed effectively, over the timescales outlined above and with due regard for the safeguarding needs of everyone who relies on learning disability Domiciliary Care.

### **Consultations**

The review has sought the views of people who use learning disability domiciliary care services and their families. The County Council also surveyed all current contracted learning disability domiciliary care providers and associated stakeholders.



The extension allowed for another round of consultation on the options appraisal that was not built into the original timescales.

5 Consultation workshops were held in January/February 2014 with:

- Service Providers
- Self-Advocates
- Family carers (2 workshops)
- Stakeholders.

Also consulted with existing provider, self-advocate and family carer forums. All Learning Disability Partnership Boards have been consulted.

In March/April 2014 questionnaires were sent to all the above stakeholders.

Nearly 700 responses were received and these have been collated.

Collated responses from the consultation events and questionnaires have been posted on the Council's engagement website.

In July 2014 a further 5 feedback and consultation workshops were held to feedback information from the questionnaires and workshops. The options for moving forward were also consulted on. These workshops were held on the same basis of the January/February 2014 workshops.

The main findings of the consultations undertaken with supported living providers, Self-advocates and family members and stakeholders and the questionnaire returns are detailed in Appendices 'A', 'B' 'C' and 'D'.

### **Implications:**

This item has the following implications, as indicated:

### **Legal**

What is proposed constitutes a significantly different approach to these services and how they are delivered on the County Council's behalf. Furthermore, there are many changes across the entire range of social care services throughout the country and as a result there is a possibility of new regulation and guidance being introduced and legal challenges that require the authority to review these proposals. Any such developments will be kept under review and should this give rise to a need for a significant change in direction a further report will be brought to the Cabinet Member for consideration.

### **Financial/Procurement**

Net expenditure on Domiciliary Care for people with a Learning Disability in Lancashire is approximately £70 million. This primarily represents Supported Living and includes provider broker arrangements as well as services provided by the County Council's in-house services.

This is therefore a major area of expenditure for the County Council. The development of any new commissioning/procurement arrangements will have to be mindful of the need to ensure a balance between value for money, affordability and incentivising the market to deliver good quality, reliable care.

A revised benchmark rate for Learning Disability services will be developed. Proposals contained in this report present an opportunity for consolidation in the number of providers from which services are commissioned, thus allowing possible efficiencies through reductions in the amount spent on overheads, e.g. night time cover.

A fixed price will be set out as part of the final 'Invitation to Tender' documents. The approach now under development involves seeking financial information and analysis from providers outside of the procurement process using a standard 'Finance Workbook'. This will provide commissioners much needed intelligence about the costs and market rates involved in delivering domiciliary care in different parts of the county. Alongside consideration of overall affordability, this intelligence will form the basis for determining the fixed price. Clearly the success of such a process will depend on the willingness of providers to participate, and provide, anonymous, accurate and robust financial information. The intention is to analyse the cost data (and as far as possible, following principles already agreed from the Older People/Physical Disability domiciliary framework), to devise a fixed hourly rate. The Project Team will make recommendations as to the revised benchmark rate to a panel comprising the Executive Director and Interim Director of Commissioning, Adult Services, Health and Wellbeing Directorate and the Deputy County Treasurer.

The cost involved in a transitions team made up of 1 post at grade 10 and 1 post at grade 6 (for 12 months) would be £75,000 (inclusive of on-costs) and would be funded from the Learning Disability Re-modelling Reserve.

The approach to the procurement for the new framework has been outlined in section 6 of this report.

It is proposed that the procurement process will be carried out between January 2015 and June 2015 and then be followed by a transition stage phased over a 3 year period.

### **Equality and Diversity**

An Equality Analysis has been undertaken as part of the review and is set out at Appendix 'F'.

### **Risk management**

A steering group has been established to oversee this review within the necessary timescales. This is important with a view to any replacement arrangements being in place for June 2015.

A full risk management plan will be put in place prior to the PQQ (Pre-Qualification Stage) and be monitored through the steering group.

## List of Background Papers

Paper	Date	Contact/Directorate/Tel
Ensuring Quality Services	2014	Ian Crabtree/(01772) 536287, Adult Services,
White Paper "Caring for our future: reforming care and support"	2013	Health and Wellbeing Directorate
Care Quality Commission (CQC) - A fresh start for inspecting adult social care services	2013	
Social Value Act	2012	
Valuing People Now	2009	
Putting People First	2007	
Mental Capacity Act	2005	

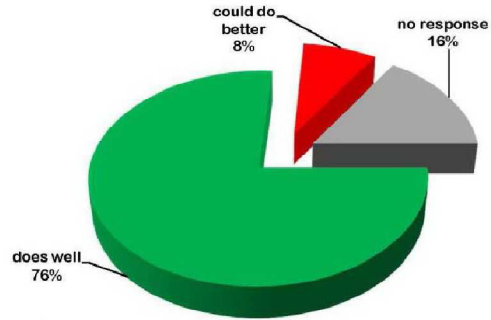
Reason for inclusion in Part II, if appropriate

N/A

## Appendix 'A' - Self-Advocate feedback

We listed 13 questions regarding aspects of support and asked people to tell us if their provider supports them well or if they could do better. The pie chart below shows the average response for the 13 questions.

### In numbers...



**361** people answered these questions

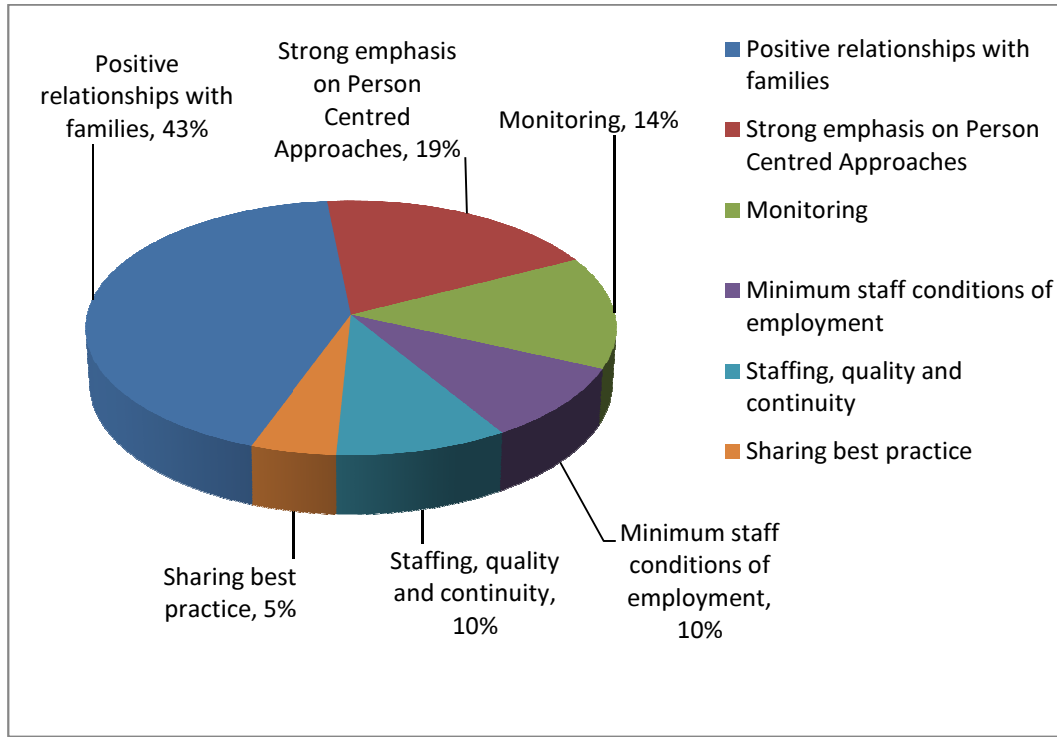
on average...

**76%** liked their current care

**8%** said it could be better

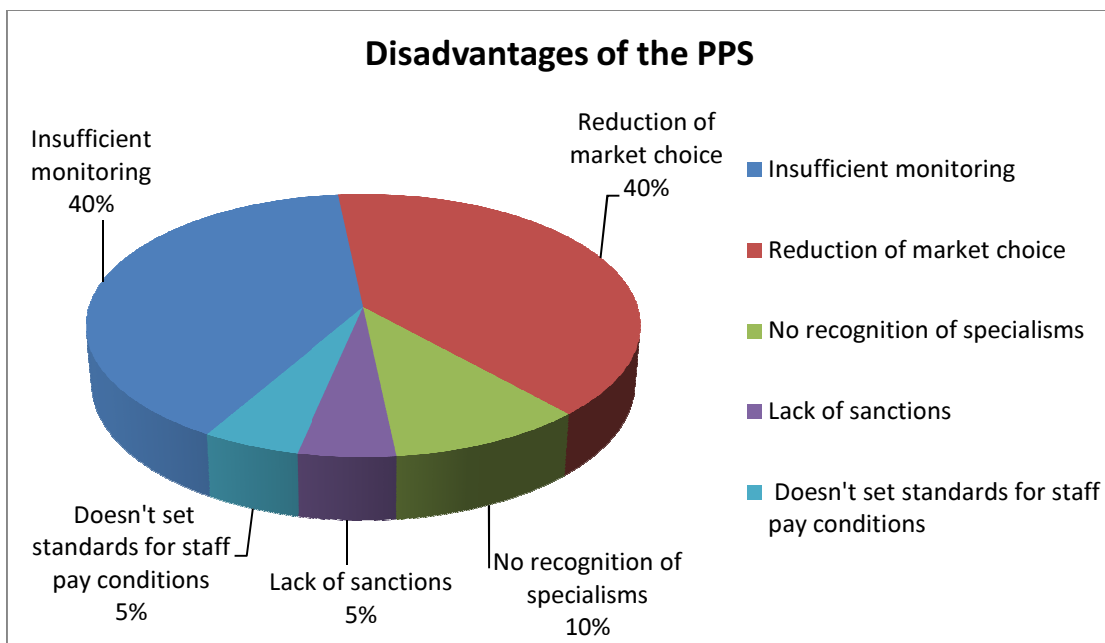
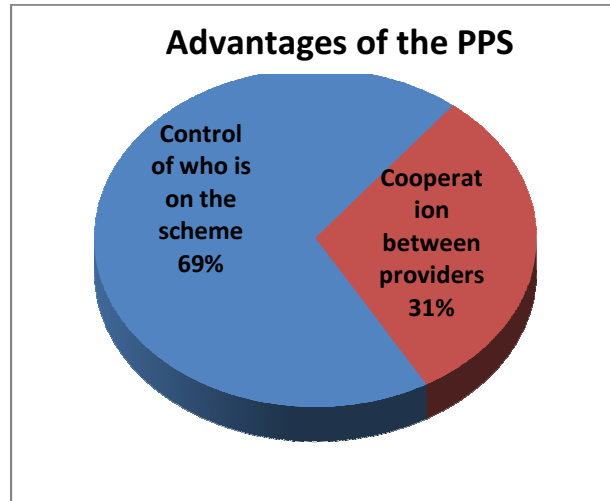
## Appendix 'B' - Family Carer feedback

We asked family carers to list requirements that they felt should be added if the Preferred Provider Scheme were renewed



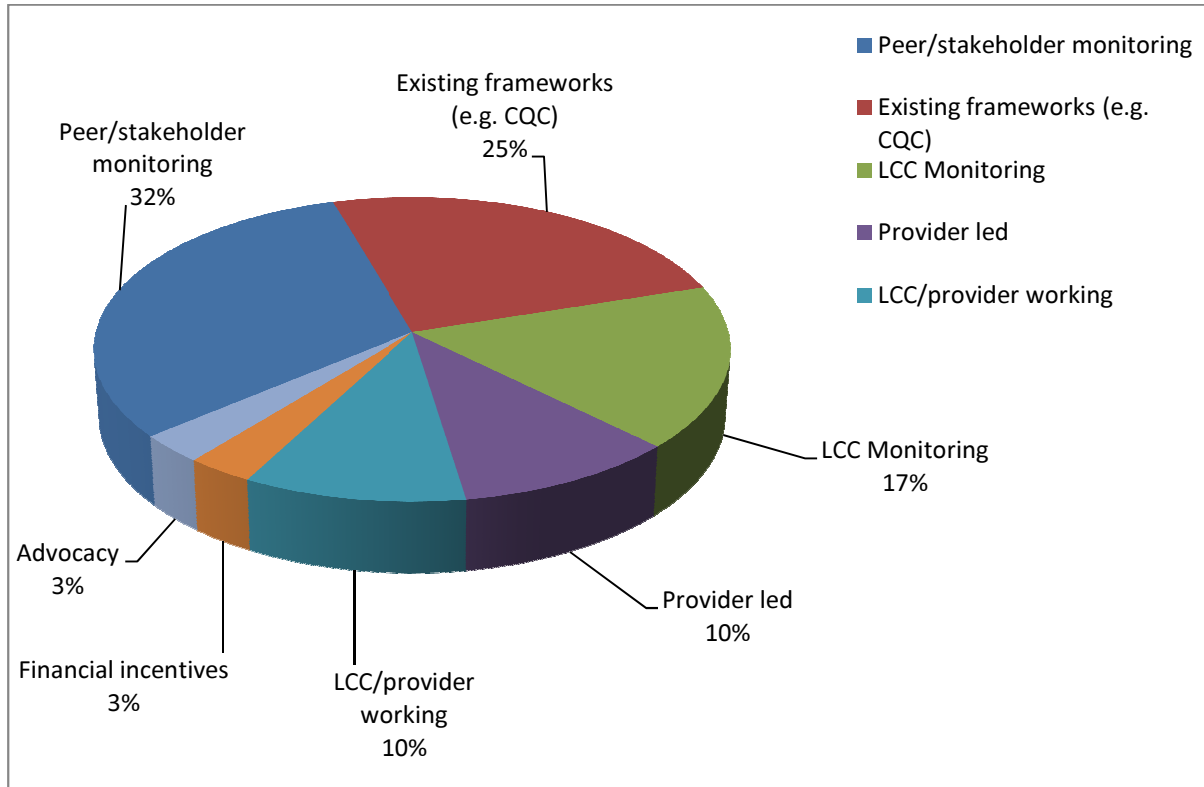
## Appendix 'C' - Stakeholder feedback

We asked stakeholders what they felt were the advantages/disadvantages of the Preferred Provider Scheme



## Appendix 'D' - Service Provider feedback

We asked providers to think of other ways for Lancashire County Council to make sure their provision is good quality.



## Appendix 'E'

### **Options for Re-commissioning Domiciliary Care for People with Learning Disabilities in Supported Living in Lancashire 2014/15 to 2021/22**

The current Learning Disability Preferred Provider Scheme expires in September 2014 but has been extended to June 2015 which has allowed a fuller review and any subsequent procurement process to take place.

#### **Renewing Current PP Scheme is not felt to be an option**

Few, if any, other councils, have such comparatively large numbers of agencies on their domiciliary care preferred provider scheme. Effectively the current scheme operates as an accreditation scheme, with the Council setting and testing the achievement of quality and fitness for purpose thresholds at a given point in time. The current scheme's accreditation began for providers in 2009.

There have been too many providers to monitor.

Families and self-advocates have not been aware of the scheme and there are too many providers to offer a meaningful choice. The scheme has focused heavily on paperwork and has not focused on quality.

The current scheme has closed the market to new providers however recent tenders for specialist work has not been met by current providers and the Council has had to go outside of the current scheme.

Moving forward **three broad options** were considered for the future management of the Council's directly commissioned domiciliary care/ supported living for people with learning disability.

#### **Option 1** (Not a recommended option)

There is the option of the Council striving towards a relatively "freer market" approach to the management of relationships with Learning Disability providers. Such an approach would mean having no preferred provider scheme at all and business being transacted via spot contracts with providers, with business initially allocated through new processes or pathways to be defined.

#### **Advantages**

The potential benefits could include greater scope for innovation, diversity of services and suppliers, and a greater choice for citizens. It would allow some newer providers to work in Lancashire

It would allow for the widest choice of providers to self-advocates and families and may allow for some innovation in practice to be brought to Lancashire.



## **Disadvantages**

However it could lead to a rise in transaction and contracting costs for the Council, consuming a larger share of overall expenditure on business overheads such as management since there may be even greater numbers of domiciliary care providers. This means a continuation of no monitoring from the Council on quality, safeguarding for this most vulnerable group of people. Given the concerns raised through the consultation around the lack of monitoring coupled with the concerns raised through Winterbourne this causes difficulties with the strategic and performance of services.

It allows the Council no control over the market which *Valuing People Now* identified as a requirement of Local Authorities.

There would be a reliance on CQC standards and other quality marks i.e. Investors in People, however failing services such as Winterbourne View achieved this.

There would no consistency as to quality measure or price and given the level of expenditure in this market this is a major factor.

Arguably having excessive numbers of providers in the market contributes little to enabling true choice for self-advocates and families.

## **Option 2** (Not a recommended option)

There is the option of continuing with starting afresh and contracting in groups from end of current scheme all of the domiciliary care/supported living schemes out to the market generally.

## **Advantages**

This would allow some form of strategic direction and allow a fresh start to services that grown up piecemeal through the last 30 years.

Poor providers would not get through any of the procurement/selection process

It would try to ensure that all people could be dealt with and enable us to have some reassurance from providers that people would still be provided for if they became unwell or challenged services.

It would allow any provider can bid for new work and open the market out.

## **Disadvantages**

However this would be costly in terms of transaction and contractual costs, and mitigates against investment in the business or in the workforce. The sheer number and diversity of agencies means that strategic collaboration between the Council and individual domiciliary care organisations would be far too complex and perhaps requires more management capacity than either party has available.

We feel this would cause major disruption to the market and also to families and carers.

From a procurement point of view each tender would need to carry out a rigorous quality check which would be resource intensive.

It would not encourage providers to work together and the concern would be that some big providers would dominate and many more current providers would lose their provision.

### **Option 3 (This was our recommended option)**

The findings and consensus within the steering group suggests and through the consultations and questionnaires reinforces that a new preferred provider framework should be devised which aims for Lancashire to have a sustainable and high quality domiciliary care market for people with a learning disability who have a service contracted on their behalf via the County Council.

This option was broadly supported by families and self-advocates who attended the consultation/feedback workshops in July 2014. Their comments included

- Only tenable option.
- Enables Monitoring, need feedback for all parties.
- Adherence to quality of standards.
- Enables more social contact within area.
- Enables monitoring to be person centred, not cost centred.
- People staying in their own community, family and friends are the best quality control.
- We will get great quality of support
- New providers to choose from
- Less choice is a good thing if the providers are good quality
- We can have more say in our support
- Like having choices
- Sharing of support easier if one provider is in an area
- Better monitoring and quality
- Remove poor quality providers
- More work for quality providers
- Higher standards of care
- Better trained staff
- Providers working together
- Quality checks
- Spoken clearly, really good information could understand well
- Important to me to be healthy, going to health checks, doctors, keeping safe at home

Strategically this would involve far fewer preferred providers, with whom the Council could foster a closer strategic relationship with an emphasis on trust, collaboration and continuous improvement in the delivery of good quality and safe services, ensuring the delivery of outcomes rather than output, and driving efficiencies via economies of scale. The providers would have to complete an initial quality check to allow them to provide contracted services in Lancashire

Given that there has been little strategic direction of the development of supported living services for 30 years and that time will not see a shift in the market due to its static nature it is proposed that all contracts will be terminated over a 3 year period and revised contracts awarded on a geographical/zonal basis.

### Advantages

This would meet many of the requirements through the consultation workshops and questionnaires.

It would be based on a number of people per area requiring support meaning a greater emphasis on relationships and linking with the surrounding community.

It would mean a smaller number of providers per zone who have met a revised quality measure allowing a more meaningful choice for self-advocates and families. A greater emphasis will be given to monitoring both quality and safeguarding and the number of providers will allow for the scheme to be monitored both by the County Council but through peer monitoring.

The quality measure will include an emphasis on the active sign up to the *Driving up Quality Code 2013* as well as an emphasis on monitoring by self-advocates and families.

It meets the requirements set out through the *Valuing People Now* White Paper for authorities and services to:

- Redesign their systems to give people more control over their support and allow them to use the resources available more flexibly. greater personalisation means:
- commissioners changing how they work and what they decide to buy, and getting better at listening to people;
- providers working differently, in particular by setting up new types of services around individuals rather than groups;

There would be a greater emphasis on quality and a requirement for providers to work together and also in partnership with the County Council around the wider remodelling principles.

We would expect providers to be able to minimise 'on costs' and maximise shared support where appropriate through a revised benchmark rate for services.

Providers working already in that area best placed to continue to provide services meaning there would be an element of service continuity for tenants, providers and families

The geographical zones would be made to small to allow a mix of size of providers

The option can support a mature and sensible relationship between the local authority as a bulk buyer and the provider sector that can facilitate local strategic planning for quality and capacity. A core issue is workforce development and capacity which would benefit from the strategic and coherent joint approach that would be easier under this model.

### Disadvantages

It will mean a change of support provider for some people as some providers will not meet the revised quality measure or the criteria for operating in a zone.

Change is not always welcomed by families and self-advocates.

Providers generally have not supported this option and we do expect that some providers may end up supporting less people but other providers may support more.

On the whole however the advantages within this option outweigh the disadvantages.

Any hybrid approach or a mix and match offer would weaken the opportunities to drive up quality safely and deliver effective savings.

### **Option 4 (This is the recommended option)**

This is broadly the same as Option 3 however introduces a two tier system.

The new framework agreement will be advertised with two 'tiers', setting a high quality threshold for providers to reach to get on the framework. It will be made very clear at the advert stage how the tiers will operate and what the evaluation criteria will be.

Tier 1:

- The new Framework will involve allocating contracts to providers for clearly defined 'Zones' in Lancashire.
- Within tier 1 a pre-set number of providers will be allocated to each zone.
- Providers will be evaluated against the published evaluation criteria and ranked within each zone and then based on the pre-set number of providers for each zone, the top ranking providers will be placed in tier 1.
- Once established all new and re-procured business will be commissioned from providers on tier 1 within the allocated zones with a strong emphasis on working with the Remodelling Team and services being monitored via self-monitoring and peer monitoring. If quality standards are not adhered to, tier 1 providers can be moved to tier 2 or removed completely from the framework.

No tier 1 provider will be able to work in more than 2 of the 3 areas (North, Central and East) for new or re-procured business.

#### Tier 2:

- Tier 2 will be for existing providers who meet the quality threshold set for the framework however have not been successful to achieve tier 1 status.
- Tier 2 providers will be able to continue providing services at their existing locations and the Council will commission services for new tenants at those locations only
- No new business or re-procured business will be offered to tier 2 providers (with the exception of placing new tenants in existing tenancies).
- The Council will monitor services provided by tier 2 providers within the first 24 months of the new framework and make recommendations around the future commissioning of these services.
- Tier 2 providers can be removed from the framework if they do not meet the quality standards.

#### Unsuccessful providers:

- Where an existing provider is not selected for either tier 1 or tier 2, we will seek to move their services, during the initial 18 months of the framework to a provider on tier 1. The rationale being that the service provider has not met the Council's required minimum quality standard.

#### Exemptions:

- There are a number former NHS/PCT schemes that have some ongoing TUPE issues which may require some time limited exemption, to maintain the integrity of specific workforce changes that are taking place as the new framework is tendered.
- There also may be a number of services currently that may require an exemption from the new framework for example recently procured services for people with complex needs and challenging behaviour.
- Where a provider on tier 1 or tier 2 sells their business, we will retain the right to allow the business taking over to maintain the position of the provider it is buying on the framework or and will assign or novate. If, we do not think it is in the Council's interests though, then we would re-commission the service within tier 1.
- Where an existing residential Learning Disability service chooses to de-register as a care home and re-register as a domiciliary provider offering supported living, we would have the option of allowing that provider to join tier 2 of the framework (provided it can meet the quality requirements) so that it can de-register and continue providing services at the specific site only.

Decisions about which providers secure places on the Framework will depend on the quality of their submissions, and their ability to demonstrate a non-negotiable

commitment to new ways of working and a focus on quality and self-directed supports, including the wider personalisation agenda.

### Additional Advantages to Option 3

The added advantage to this is that for people in supported living it will mean no change of current provider unless their service does not meet the minimum quality standards.

For successful Providers it will maintain current business continuity.

Therefore this option will drive improved quality without destabilising services.

Appendix 'F'

Section 4

# Equality Analysis Toolkit

**Insert EAT subject here**  
**For Decision Making Items**

November 2011

## **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 - [EHRC - New public sector equality duty guidance](#)



Document 2 "Equality Analysis and the Equality Duty: Guidance for Public Authorities" may also be used for reference as necessary.

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

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

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

[AskEquality@lancashire.gov.uk](mailto:AskEquality@lancashire.gov.uk)

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

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

## **Name/Nature of the Decision**

Re-commissioning Domiciliary Care for People with Learning Disabilities in Supported Living in Lancashire 2014/15 to 2021/22 under a revised Framework.

## **What in summary is the proposal being considered?**

As part of the budget savings proposals for 2011 to 2014 a proposal was approved to establish a temporary Learning Disability Supported Living Remodelling Team which has been fully operational since April 2012. The project is to ensure that those people who live in supported living schemes are supported in the most appropriate, flexible and cost effective way based on the principles of self directed support, maximising the use of personal budgets, local assets and universal services.

The remodelling work is delivered through a number of different work streams with engagement from service providers and other stakeholders.

Part of the remodelling of learning disability supported living project consists of a review of the Learning Disability Preferred Provider Scheme (currently 66 providers, 49 providing domiciliary care). The scheme was originally set up in 2007 and revised in 2010 to monitor quality of Learning Disability services including domiciliary care, residential care and day service.

The scheme was due to end in September 2014, two cabinet extensions were granted for the contracts to end May 2015.

The majority of services are delivered through domiciliary care into people's own homes whether they share them with their families or with other people with learning disabilities. If the County Council arranges support for people with learning disabilities it uses providers on the preferred provider list and will only use other providers if none of the preferred providers can meet an individual's needs.

People who get direct payments to organise their own support do not have to use providers from the preferred provider list.

The current framework was developed in partnership with Providers and Partnership Boards and consists of a matrix with three components;

- 1) Provider criteria
- 2) Staff criteria
- 3) Service user criteria

There is a long list of standards that providers have to meet to be on the list (over 60) and providers also have to show that their services are person centred and they can support people to live the life they want. The matrix was used to monitor providers against a set criterion and if they were successful they were included on the scheme. If they did not meet some of the criteria there was an option to appeal.

There are concerns with the framework that the LD Commissioners have identified as needing to address;

- It has not been monitored by contracts since 2010
- Reduction in LCC and contracts capacity to monitor a large number of providers
- Probably too much choice in the market now – mostly indistinguishable providers from service user perspective
- LCC / contracts insufficient capacity to facilitate meaningful choice on 66 providers based on quality / price combinations

Although some of the criteria requires on-going monitoring (i.e. regular attendance at provider network meetings) in reality this has not happened within the Council. When Contracts restructured (pre OCL) the officers moved into generic roles and therefore no longer had dedicated LD monitoring officers who could monitor the scheme.

The vision for Adult and Community Services was set out in 2012 with a range of people: managers, customers, front line staff and other partners. It says what our challenges are and what is going to drive where we are going as a directorate during 2013/15. It is called the 4Cs – citizens, communities, customers and colleagues - and is in the context of how we find ways of supporting people and communities.

Priority 5 was to 'Develop alternative types of accommodation which enable people to retain their independence and whenever possible provide a home for life.

Three actions were identified within this

5.2 Ensure that those people with learning disabilities who live in supported living schemes are supported in the most appropriate, flexible and cost effective way based on the principles of self-directed support, maximising the use of personal budgets and universal services

5.3 Remodel current supported living situations for people with learning disabilities to ensure that there will be a range of housing options available for people to choose from

5.4 Minimise the need for specialist out of county placements and provide opportunities for people currently placed in such services to move back to their home area

### **References/Bibliography**

The national context has been set out in a document which is contained with the project documentation.

Project Initiation Document presented to the Programme Board January 2014

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

The Learning Disability Domiciliary market in Lancashire provides support;

- For over 3000 people with a learning disability
- Through 66 learning disability preferred care providers which includes support within the home, residential support and day services. Of these 49 are domiciliary providers. There are also a growing number of non preferred providers.

The Learning Disability Domiciliary market in Lancashire also employs a significant workforce.

The County Council spends £110 million on people with learning disabilities. 63% is spent of domiciliary care and currently accounts for 23% of the Adult Social Care budget.

Although 3000 people are supported by LD services only the 1800 (approximation) who receive any of the services outlined above are in scope.

People with Learning Disabilities receiving domiciliary support in supported living per district

<b>District</b>	<b>Number of people</b>
Preston	311
Lancaster	241
Chorley	217
Hyndburn	185
Fylde	158
West Lancs	134
South Ribble	100
Burnley	95
Wyre	69

Pendle	60
Ribble Valley	52
Rossendale	46

**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. People with a Learning Disability

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

--

## 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.

People with learning disability transcend all age groups.

People with learning disabilities are at increased risk of many health conditions compared to the general population. Common problems include:

- Respiratory disease,
- Gastrointestinal cancer ,
- Long term conditions ,
- Anxiety and depression,

- Schizophrenia ,
- Challenging behaviours ,
- Dementia ,
- Sensory impairment ,
- Oral health ,
- Dysphasia ,
- Diabetes ,
- Gastro-Oesophageal Reflux Disease (GORD) ,
- Osteoporosis,
- Injuries,
- Accidents and falls.

Lancashire Learning Disability Joint Strategic Needs Analysis (2012) found that;

People with learning disabilities are at increased risk of early death and generally have a shorter life expectancy than the general population. Estimates at quantifying this additional risk suggest the all-cause mortality rate for people with learning disabilities is three times higher than the general population.

There will be a potential impact of proposed changes to Learning Disability Preferred Provider scheme for people with learning disabilities across Lancashire;

- Some existing domiciliary care users may choose to shift to Direct Payments. To grow direct payment numbers is an explicit aim nationally and for LCC.
- Some service users may experience a change of provider and;
- This may mean some changes to the staff from whom they receive their support;
- Some will be anxious about the prospect of changes and are concerned about timescales.
- There could be an increase in advocacy referrals.

## **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)

People with learning disabilities and family carers have been invited to take part in face to face meetings in January and July 2014 and to complete an online or paper questionnaire.

- All correspondence has been produced in easy read.
- Events have all taken place in accessible venues.
- Carer's expenses were offered to all carers attending workshops.
- A website page has been developed to provide feedback.

Providers and other stakeholders i.e. health and housing colleagues have also been invited to meetings and had the opportunity to contribute through an online questionnaire.

Also consultation has taken place with existing provider, self-advocate and family carer forums. All Learning Disability Partnership Boards have been consulted. In addition Lancashire Carers Forum and Learning Disability Preferred Provider County Quality Group.

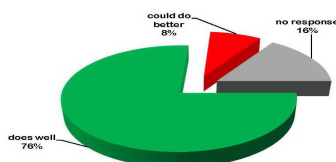
In March /April 2014 questionnaires were sent to all the above stakeholders.

Nearly 700 responses were received and these have been collated. 371 responses were from people with learning disabilities.

Responses from Questionnaire;

Q1; We asked you to look at a list of things providers support you with and asked you to tell us if they do them well or could do better

**In numbers...**



**361** people answered these questions

on average...

**76%** liked their current care

**8%** said it could be better

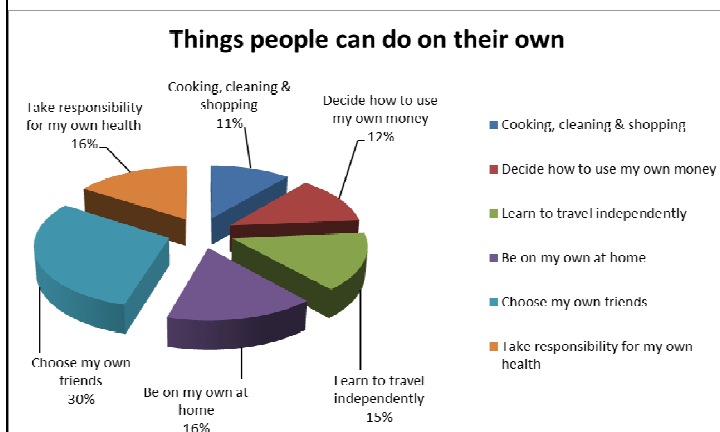
Q2; We asked you to tell us things providers do well

Do well	%
Leisure	25%
Supportive staff	17%
Domestic support	15%
Person centred support	13%
Stay healthy	9%
Personal care	9%
Support with money	8%

Q3; We asked you if there were things providers could do better

Could do better	%
Person centred support	21%
Support hours	19%
Help me find more opportunities	18%
Relationships	8%
Don't listen to people	8%
Independence	6%
Support with money	5%
Keep me safe	5%

Q4;



Q5; Are there other things your support workers help you with that you think you could do on your own?

Do on your own	%
Cleaning, cooking & shopping	38%
Decide how I use my money	24%
Learn to travel	21%
Take responsibility for own health	7%
Be on my own, do things on my own	7%
Find work	3%

Q6; Are there things that should be added to the preferred provider scheme?

Things to be added	%
Person centred support	15%
Communication and information	15%
More supportive and respectful staff	6%
Quality staff training	6%
Better personal care	6%
Help find more opportunities	6%
Co operation between providers	6%
Pay living wage	3%
Housing	3%
More support hours	3%
More domestic support	3%
Leisure	3%
Monitoring contracts	3%
Finding work	3%

Support to access advocacy	3%
Better support for cultural needs	3%
On call system	3%
More resources	3%
Open, honest, transparent providers	3%

Collated responses from the consultation events and questionnaires have been posted on the Council's engagement website. The link is;

<http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=229>

A consultation log is being kept of every consultation undertaken with a log of information gathered and how this information will shape or change the proposed framework.

The information gathered has been analysed and will be used to inform the new framework criteria.

### **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.

For Service users/Carers:

- Some existing domiciliary care users may shift to Direct Payments. To grow direct payment numbers is an explicit aim nationally
- Some may experience a change of provider and;
- This may mean some changes to the staff from whom they receive their support;
- Some will be anxious about the prospect of changes and are concerned about timescales.
- An increase in advocacy referrals

For the County Council there may be:

- Unusual flows, peaks and troughs of work during the transition period;
- Larger volume of queries & complaints;
- Rise in unscheduled review work;
- System management changes to plan and implement.
- Manage the change over a 3 year period starting in June 2015
- Effective monitoring of providers which has not taken place since 2010

#### **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.

- Lancashire County Council's in house Learning Disability domiciliary care decommissioning may put some pressure on the sector.
- Reduction in LCC budgets meaning the quality elements of any procurement activity is perceived as a cost cutting measure.
- Restructure of LCC meaning in house expertise may be lost.
- Changes to Universal Credit & Housing Benefit Legislation may affect people with learning disabilities who live in supported living.
- Changes to Independent Living Fund will affect a significant number of people with learning disabilities. This is being reviewed by LCC.

### **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 final outcome of the project has been influenced by the consultation that has been undertaken with a wide range of stakeholders.

Other options have been considered for the future management of the Council's directly commissioned domiciliary care/ supported living for people with learning disability and these are set out in detail with a recommended option analysed by stakeholders in the second stage of consultations in July 2014.

Renewing Current PP Scheme is not felt to be an option. The scheme has not been monitored by Lancashire County Council since it started in September 2010.

There have been too many too many providers to monitor.

Few, if any, other councils, have such comparatively large numbers of agencies on their domiciliary care preferred provider scheme. Effectively the current scheme operates as an accreditation scheme, with the Council setting and testing the achievement of quality and fitness for purpose thresholds at a given point in time. The current scheme's accreditation began for providers in 2009.

Families and self-advocates have not been aware of the scheme and there are too many providers to offer a meaningful choice. The scheme has focused heavily on paperwork and has not focused on quality.

The current scheme has closed the market to new providers however recent tenders for specialist work has not been met by current providers and the Council has had to go outside of the current scheme.

We do want to keep some current standards to deliver a modernised and updated scheme/framework that:

- Promote personalisation
- Supports integrated working with other Health and Social Care services and organisations;
- Ensures the dignity of individuals and safeguard those who are vulnerable;
- Incorporates human rights obligations into decision making and commissioning and contracting practices.
- Maximises the impact of LD support in terms of delivering positive outcomes for citizens around their independence and wellbeing.
- Incentivise and ensure consistently high standards and performance – such as Driving Up Quality and Lancashire Values

## **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.

Providers and the County Council recognise that going from the current number and configuration of learning disability domiciliary care services to the far fewer number in each zone suggested in this report will be challenging in a number of respects including changes to finance and technology arrangements, workforce, communications and operations.

Additional interim capacity will be established to ensure that the changes are managed effectively, over a reasonable timescale and with due regard for the safeguarding needs of everyone who relies on learning disability Domiciliary Care.

To illustrate the complexity, the award of contract to a smaller number of providers in each of the 12 districts could mean for Providers:

- A reduction from over **66** current Preferred providers to a much smaller number of providers who will be on the new Framework, perhaps 15 to 25;
- All providers will be able to seek business and work with Direct Payment recipients and this may lead to some changes of approach and focus for many of them;
- Some providers will see rise in business turnover and some will see decline. These may be steady or sharp changes.
- Links with differing housing providers

**Support Workers may experience some combination of:**

- TUPE transfer from an existing provider to a new care employer;
- Changes to terms and conditions which should be improvements if other recommendations in this report are approved;
- Some changes to the service users who they work with.

This will all be taking place during a period when the County Council's major ICT systems are changing and the organisation is downsizing and restructuring.

Our initial proposals to manage this as effectively as possible include the following:

- Actively shaping the process of TUPE transfer of staff between providers: Any successful bidder for a zone with a defined group of outgoing providers in that zone for transfer of business and staff. LCC could utilise the skills and experience of our own Council Human Resources staff to oversee / manage / coordinate some of this TUPE transfer work.
- Supporting recruitment into the Domiciliary Care sector. During this period of transition, the County Council could offer to coordinate some zone-based recruitment events for all successful providers.
- Liaising with other Councils for lessons learned from similar change processes. Providers who have particular experiences from elsewhere regarding these changes have been particularly helpful in saying what worked better / poorer from their

perspectives during these types of transition.

- Planning and execution of an effective communication strategy for the transition period, providing reassurance for staff and service users.
- We will need to ensure there is adequate support and advice available for people with learning disabilities who wish to opt for a direct payment
- Ensure all the system changes needed to support the new approach are documented, staff are trained, and providers are ready for the contract commencement date.

Given the static nature of the business, it is proposed to effect transition over a 3 year period, setting out a clear time line for a coordinated transfer of business from the outgoing providers to those on the framework.

## **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 recommended option would meet many of the requirements identified through the feedback from consultation workshops and questionnaires which is published on the website.

<http://www3.lancashire.gov.uk/corporate/consultation/responses/response.asp?ID=229>

It would be based on a number of people per area requiring support meaning a greater emphasis on relationships and linking with the surrounding community.

It would mean a smaller number of providers per district who have met a revised quality measure allowing a more meaningful choice for self-advocates and families.

A greater emphasis will be given to monitoring both quality and safeguarding and the number of providers will allow for the scheme to be monitored both by the County Council



but through peer monitoring.

The quality measure will include an emphasis on the active sign up to the *Driving up Quality Code 2013* as well as an emphasis on monitoring by self-advocates and families.

It meets the requirements set out through the *Valuing People Now (2009)* White Paper for authorities and services to:

- Redesign their systems to give people more control over their support and allow them to use the resources available more flexibly. greater personalisation means:
- commissioners changing how they work and what they decide to buy, and getting better at listening to people;
- providers working differently, in particular by setting up new types of services around individuals rather than groups;

There would be a greater emphasis on quality and a requirement for providers to work together and also in partnership with the County Council around the wider remodelling principles.

We would expect providers to be able to minimise 'on costs' and maximise shared support where appropriate through a revised benchmark rate for services.

Providers working already in that area best placed to continue to provide services meaning there would be an element of service continuity for tenants, providers and families

The geographical zones would be based on a district footprint allowing district partners to identify with the schemes in their area. Each district would be made up of a number of zones both large and small to allow a mix of size of providers

The option can support a mature and sensible relationship between the local authority as a bulk buyer and the provider sector that can facilitate local strategic planning for quality and capacity. A core issue is workforce development and capacity which would benefit from the strategic and coherent joint approach that would be easier under this model.

Key constraints will be on resources in terms of Project Board staff time (plus considerations must be given to restructures, reviews of posts and VR) and future monitoring arrangements, quality of the future scheme and timescale - the project must be finished by the contract extension.

Lack of capacity for project staff working on multiple critical challenge projects

The project is following on from the Dom Care review and alongside the Extra Care review, Mental Health review, Health framework etc.

#### **Expected or potential dis-benefits**

- It will mean a change of support provider for some people as some providers will not meet the revised quality measure or the criteria for operating in a zone.
- Change is not always welcomed by families and self-advocates
- Providers generally have not supported this option and we do expect that some providers may end up supporting less people but other providers may support more.
- Provider closures due to actual or anticipated fall in turnover

- There will be no financial cost saving to the authority unless the provider rate is reviewed & services are remodelled to reduce the levels of formal support
- As the project is county wide it could be perceived that the project does not take local arrangements into account.
- Contracts have to allocate time to the monitoring of the scheme from a base of zero monitoring.
- Work around a revised hourly rate may mean a potential financial saving to the County Council which may not be seen favourably.

## Question 8 – Final Proposal

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

The Cabinet Member for Adult & Community Services is being recommended to:

- (i) Approve proposals for Re-commissioning and Procuring Learning Disability Supported living (Domiciliary care) services over a 3 year period for people with a learning disability in supported living and/or receiving domiciliary care. This will be under a revised Framework from June 2015 which place an emphasis on:
- Commissioning Supported living (Domiciliary Care) Services which:
    - Promote Personalisation;
    - Become more outcome focussed and maximise independence;
    - Support integrated working with other Health and Social Care services and organisations;
    - Ensure the dignity of individuals and safeguards those who are vulnerable;
    - Incorporate human rights & Mental Capacity Act obligations into decision making and commissioning and contracting practices.
    - Endorsing the principles contained in the Driving Up Quality Code & Lancashire Values for people with learning disabilities
    - Supported Living Providers who wish to secure places on the revised Framework will need to sign up to the Driving Up Quality Code & Lancashire Values.
    -
  - Investing in and developing Lancashire's Learning Disability Supported Living workforce by:
    - Ensuring all Supported living providers are contractually obliged to follow compliance guidance from Her Majesty's Revenue and Customs (HMRC) on paying National Minimum Wage (NMW);
    - Setting prices on the Learning Disability Framework on the basis of
      - Minimising the use of zero hours contracts (ZHC) in the Supported living sector;
      - Hourly pay rates converging towards "Living Wage" rates for all Support Workers during the lifetime of the new contracts';
      - National Minimum Wage Compliance
    - Adopting a strategic approach to training in the sector, analysing the workforce National Minimum Data Set, working with Skills for Care, and leveraging its investment in Lancashire Workforce Development Partnership

to ensure delivery of training to support workers is in line with local priorities and takes account of CQC regulations, the Cavendish report, and the guidance under development by National Institute for Clinical Excellence (NICE);

- Changing the Council's approach to contracting so that:
  - Providers are clear about their responsibilities to act compatibly with the Human Rights Act 1998 & Mental Capacity Act, 2005 and contracts would give users of contracted services a direct right of redress against the provider in the event that their human rights are breached;
  - There is a greater emphasis on quality over price in procurement of supported living;
  - Providers are expected to support the principles of Self Directed Support and take greater responsibility in supporting individuals to exert choice and control over the use of their Personal Budgets;
  - There is the adoption of a clear and robust approach to quality based on service user derived standards, the co-produced 'Lancashire Values' and Key Performance Indicators, reliable monitoring and incentives to continually improve;
  - A clear expectation that Providers will work in partnership with County Council to deliver Remodelling of Supported Living and reduce the reliance on formal paid support,
  - The new Framework for Learning Disability Supported Living offers a minimum guaranteed level of business to providers which is subject to periodic negotiations and reset according to predicted demand\*;
  - The length of contracts offered to providers is extended for up to 7 years on the basis of an initial 3 years with the option of yearly extensions for a maximum of a further 4 years, subject to satisfactory progress and performance, and in order to encourage investment in workforce and systems and to reduce procurement costs;
  - Flexibility is built in to design of the contracts to enable the introduction of new approaches and innovations in service delivery and payment mechanisms;
  - Internal County Council arrangements for quality and contract management are redesigned to ensure consistently high performance is rewarded, mediocre or poor performance is swiftly challenged and consistently poor performance leads to contract termination.
  
- Shaping the Market including:
  - Significant reductions in Learning Disability Supported Living provider numbers operating under contracts from the County Council allowing for a more collaborative approach to working with commissioners and other providers, encouraging investment in systems and workforce development, reducing the proportion of provider sector's spend on management and overheads; and reducing transaction costs for the County Council;
  - Offering contracts for Supported Living (Domiciliary Care) business in specified geographic 'zones' to promote more efficient working across the system and closer integrated working with joint NHS and Social Care 'Neighbourhood Teams' of frontline staff;
  - Allocating of new business to providers to secure a balanced and sustainable market in each zone by the end of the transition period, and then using publishing benchmark performance data to ensure focus on maintaining standards and continual improvement for the duration of the

- contract term;
- Enabling smaller supported living providers to bid for a smaller volume contract within zones to maintain variation in the market place and reducing the business risk for successful but newer businesses growing from a smaller base;
- Limiting market share for any one provider to ensure the sectors longer term sustainability while ensure healthy competition and choice;
- Encouraging and fostering continued growth in the take up of direct payments.

## Question 9 – Review and Monitoring Arrangements

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

A project board led by the Adult Services, Health and Wellbeing Directorate has been formed which is supported by the Directorate Programme Office. The project board meets monthly, is county wide and officers report progress and invite appropriate representatives as necessary. This Project Board will continue to monitor the implementation of the proposals.

The project board consists of officers from ;

Commissioning

Business Intelligence

Procurement Centre Of Excellence

County Treasurers

Personal Social Care

Programme Office

As necessary;

Corporate Communications

Directorate Administration/Mail Direct

Also consultation with existing provider, self-advocate and family carer forums will continue. All Learning Disability Partnership Boards will continue to be consulted with. In addition Lancashire Carers Forum and Learning Disability Preferred Provider County Quality Group will have ongoing consultation.

Self advocate and family reviews of Providers will form part of the revised scheme/framework.

Equality Analysis Prepared By Ian Crabtree & Sam Leonard

Position/Role: Joint Commissioning Managers, Learning Disability,  
ASHW

Equality Analysis Endorsed by Line Manager and/or Chief Officer Terry  
Mears, Head of Commissioning, Central, ASHW

Decision Signed Off By

Cabinet Member/Chief Officer or SMT Member

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

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

Directorate contacts in the Equality & Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

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Contact for Adult & Community Services Directorate

Jeanette Binns – Equality & Cohesion Manager

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Contact for Environment Directorate, Lancashire County Commercial Group and One Connect Limited

Saulo Cwerner – Equality & Cohesion Manager

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Contact for Children & Young Peoples Directorate

Pam Smith – Equality & Cohesion Manager

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Contact for Office of the Chief Executive and the County Treasurer's Directorate

Thank you

**Report to the Cabinet Member for Adult and Community Services and  
Cabinet Member for Health and Wellbeing**

**Report submitted by: Executive Director of Adult Services, Health and  
Wellbeing**

**Date: 11 November 2014**

**Part I**

Electoral Divisions affected:  
All

**Commissioning of Integrated Home Improvement Services**

(Appendices 'A' - 'C' refer)

Contact for further information:

Ann Smith, 07789618193, Adult Services Health and Wellbeing Directorate

[ann.smith@lancashire.gov.uk](mailto:ann.smith@lancashire.gov.uk)

**Executive Summary**

This report seeks approval to re-commission a range of separately provided services as Integrated Home Improvement Services across the county. The aligning of services into a single specification will provide an integrated and enhanced service focussed on low level practical preventative measures and will also include the supply and installation of minor aids and adaptations.

Eligibility criteria for the new service is based on the 'Marmot' principles of proportionate universalism, that is services/interventions are universal but targeted at those who are most vulnerable or most disadvantaged in order to narrow the health inequalities gap. A budget allocation process has been used to allocate resources to those areas with the highest need.

The service will undertake home safety checks and will offer an enhanced assessment not only of the clients housing need but identification of any additional needs that can be addressed. Services will be provided in lots that cover the 12 districts of Lancashire. An outcomes framework has been developed to measure the impact the services have on the safety and wellbeing of the people who access them.

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

## **Recommendation**

The Cabinet Member for Adult and Community Services and the Cabinet Member for Health and Wellbeing are recommended to:

- (i) Note the outcomes of the public and stakeholder consultations as set out in the report;
- (ii) Approve the proposals for the future funding and delivery of Integrated Home Improvement Services as set out in the report.

## **1. Background and Advice**

This report seeks approval to re-commission a range of separately provided services as Integrated Home Improvement Services across the county. The services are a resource to support the prevention agenda by assisting homeowners to maintain, repair and improve their properties. Appropriate housing is a key element to maintaining independent living, staying safe and living a healthy lifestyle. In addition Home Improvement Services can provide a role in adapting homes to meet citizen's needs, assessing and identifying risks and hazards and supporting economic wellbeing, therefore extending the length of time a citizen can remain at home.

Lancashire is made up of 12 districts each currently with its own Home Improvement Services delivered by a wide range of providers including Home Improvement Agencies, small building firms, equipment providers and handyperson services. Currently there is no consistent offer for people across Lancashire.

Availability of Home Improvement Services, including charges to people and delivery times, differ across the county. People who require a number of services will often receive multiple visits as services are provided from a range of different sources.

The county council faces the challenge of a reducing budget that will continue to decrease over the coming years. For this reason, it needs to make sure that it is making the best use of the resources that are available to maintain quality services which address the needs of communities.

Consultation has been carried out with the public, District Councils and stakeholders on the proposed changes to Home Improvement Services. A new funding model has been developed which aligns resources to the greatest need. With the support of nef (consulting) commissioners and stakeholders have developed an outcomes framework for the new services.



## 1.2 Current Home Improvement Agency Services and Funding

Within Lancashire there is HIA provision within each of the 12 districts, consisting of a core Home improvement Agency and a Handy Person Service. Traditionally funding for HIA's has been both short term and piecemeal, and has come from a range of individually negotiated sources. Since 2003 the Supporting People Programme in Lancashire has provided consistent HIA funding for both core and more latterly Handyperson services. The complex picture has led to a range of contracts being in place at any one time with little clarity for individual commissioners as to the totality of what is being delivered, the overall investment and whether the HIA services are efficient in their delivery or not.

The current services are available to anyone over the age of 65 regardless of need or ability to pay.

As outlined in the table below there are a number County Council of funding streams for current Home Improvement Agencies across the county, there are inequities in the funding for services as some services have had additional non recurrent funding.

The spend on home improvement services across the county in 2013/2014 was **£961,997**.

2013/2014	Supporting People Programme		Public Health			Total
	Core Funding	Handy Person Funding	Core Funding	Handy Person Funding	Social Care Contribution	
Lancaster	£46,552	£27,417	0	£13,000	£34,797	£121,766
Fylde	£27,405	£27,417	0	£16,400		£71,222
Wyre	£27,405	£27,417	0	£16,400	£27,417	£98,639
Preston	£42,353	£27,417	0			£69,770
South Ribble	£48,516	£27,417	0			£75,933
West Lancashire	£48,516	£27,417	0			£75,933
Chorley	£28,495	£27,417	0			£55,912
Burnley	£60,000	£27,417	0			£174,425
Pendle	£60,086	£27,417	0			£174,511
Rosendale	£52,122	£27,417	0			£166,547
Hyndburn	£56,583	£27,417	0		-	£120,751
Ribble Valley	£26,926	£27,417	0			£91,094
<b>Totals</b>	<b>£524,959</b>	<b>£329,004</b>	<b>0</b>	<b>£45,800</b>	<b>£62,214</b>	<b>£961,977</b>

### **1.3 Current Minor Aids and Adaptations Contracts and Funding**

The Provision of Minor Works building adaptations to residential premises to aid and assist older people and people with physical disabilities to remain in their own homes are a statutory duty of the Authority for works costing less than £1,000. The majority of the works consists of very minor builder's works or the installation of equipment, works are provided on the recommendation of an Occupational Therapist following assessment. Minor Adaptations are subject to Fair Access to Care Criteria (FACs) and are a non-chargeable service. These works are funded by Adult Services Health and Wellbeing. Minor adaptations contracts are provided by 2 Home Improvement agencies within East Lancashire at fixed costs per job but are spot purchased from a range of providers in North and Central with varying costs per job.

Work has been undertaken with Occupational Therapists and finance to analyse the current activity that Lancashire County Council funds in relation to minor Adaptations. New guidance has been issued to Occupational therapists which will reduce the number of job types to building adaptations only, people who require non-building work adaptations will be directed to the retail model for equipment.

The spend on minor adaptations across the county in 2013/2014 was **£892,458**.

## **2. Integrated Home Improvement Services, Service Model**

### **2.1 Rationale**

Many people who require a minor adaptation also require the services of home improvement agencies and access to small items of equipment. By bringing these services together, duplication will be reduced and customers will have access to a range of supports that aim to make their home 'Safe, Secure and Risk free'. Customers who are not eligible for any of the component parts of the IHIS will have the option to privately purchase these services. Home Improvement services work with a wide range of partners often drawing in additional funding from Clinical Commissioning Groups (CCG's) and initiatives such as warm homes funding. The approach ensures that those people who are most vulnerable are directed to a service that can offer a comprehensive assessment of their home environment and a range of solutions.

This model is also aligned to the current health and social care integration agenda, especially the Better Care Fund plans submitted by the County Council in partnership with the Clinical Commissioning Groups. The model recognises the interlink between the delivery of Disabled Facilities Grant (DFG) services by District Councils and the functions of home improvement services

The aligning of services into a single specification will provide an integrated and enhanced service focussed on low level practical preventative measures and will

offer stability and growth for IHIS providers. Their management focus will be on improvement, delivery and efficiency rather than short term fund finding. Commissioners will benefit from both savings in the cost of low level assessments, the delivery of aids and adaptations, targeted prevention of hospital /residential admissions and early discharges Earlier identification of care needs, maximising clients benefits and ensuring homes are safe and warm all add to the mix of maintaining vulnerable people in their own homes for as long as possible.

### **3. Eligibility**

The eligibility criteria exists to enable a distinction between who the local authority funding services are targeted at and services that HIS may wish to provide for a charge to the wider population. Most organisations that work in this field will also offer private services that will enable people that do not meet the below criteria for County Council funding to fund the work privately. This report only lists the criteria that is needed to access County Council funding.

The Eligibility criteria is based on the 'Marmot' principles of proportionate universalism, that is services/interventions are universal but additional resources are targeted at those who are most vulnerable or most disadvantaged in order to narrow the health inequalities gap.

Services are aimed at people who live within the boundaries of the 12 Districts of Lancashire, are over the age of 18 and are targeted at those who:

- Have a registered disability and/or diagnosed long term health condition/s that directly affect their mobility or independence to stay safe in their own home.

#### **Or**

- When there is an imminent and/or major risk that will lead to the person having an unscheduled admission to hospital or residential care without intervention.

#### **Or**

- The service is needed to facilitate a discharge from hospital where it would not be deemed safe for them to return without intervention.

### **4. Key Elements of the Service**

**4.1 Core Service** -The IHIS will provide a core service aimed at supporting vulnerable people whose home is becoming unsuitable for the person to occupy.

Services can include some or all of the following:

- Providing a list of reliable local builders and contractors
- Visiting a person at home to give advice about any problems with the condition of the home, including setting out housing options

- Checking whether if a person is entitled to any financial help (for example, disability benefits, or money to help repair or adapt the home)
- Helping with any work to be carried out on the home. For example, drawing up plans, getting estimates and liaising with others involved in the work, such as council grants officers and occupational therapists
- Helping to make a home more energy-efficient

**4.2 Handy Person Service** – The IHIS will provide a handyperson service which will undertake small tasks and repairs to support people to remain independent in their own homes. The approach will mean that those most at risk will actually get more help than they may have previously had access to and this will be done free of charge. For others there will still be a service that has been designed to help people stay safe and independent in their homes but this service will no longer be subsidised.

**4.3 Minor Adaptations Service** – The IHIS will provide this statutory service. Eligibility is through formal assessment from an Occupational Therapist or other professional and is for building works up to a set value from a defined list to an agreed technical specification, works include:

- Widening doorways
- Providing and fitting bannister rails
- Alterations to steps
- Installing ramps

The service is free to people who are eligible under the County Council's Fair Access to Care criteria and have an assessed need for the work to be carried out. The IHIS may offer this service to people who wish to pay privately for adaptations.

**4.4 Healthy Homes Assessment** - The Healthy Home Assessment (HHA) (Appendix 'B' refers) is a document that has been created in partnership with current providers, District Councils and Occupational Therapy. The approach has been piloted with customers. The IHIS provider will use this home based risk assessment when completing each visit. This will help identify any further services that could be provided to keep people safe in their own homes. Small items of equipment and small repairs will be provided for free without the need for further assessment, if these are identified during the home based risk assessment and can be carried out at the time of the original visit.

## **5. Commissioning Approach**

In June 2014 the Council commissioned nef (consulting) to undertake activity to support the development of an outcomes framework for the IHIS. In order to

understand whether the outcomes of the new service have been achieved, it is important to ensure that measures used by and with providers are focused, timely and easy to understand. It is of equal importance in a time of diminishing resources to account for the value that has been achieved through the investment in preventative services. Robust outcome measure will enable the Council to carry out Social Return on Investment evaluations of the new service.

Social Return on Investment (SROI) is a framework for measuring and accounting for a much broader concept of value; it seeks to reduce inequality and environmental degradation and improve wellbeing by incorporating social, environmental and economic costs and benefits. SROI measures change in ways that are relevant to the people or organisations. It was developed from social accounting and cost-benefit analysis. Using SROI to inform public sector commissioning decisions is in line with HM Treasury guidance on value for money appraisals.

There are a number of approaches to undertaking commissioning with an outcomes focus. We present these in brief below.

## **5.1 Approaches to measuring outcomes**

### **5.1.1 Definition of Outcomes**

An outcome is the meaningful and valued impact or change that occurs as a result of a particular activity or set of activities. For example, peace of mind is an outcome and could be achieved through offering a clear assessment of a client's circumstances and action plan for support.

Outcomes differ to outputs in that an output is a way of knowing an activity has taken place. For example, an output could be completion of installation of support aids within the home. However, outputs do not tell us if a person has experienced a change, such as a reduced fear of falls, they just tell us that something has happened.

A series of stakeholder engagement sessions were held to develop the outcomes approach to be used for the new service, three possible models were explored:

**Pure outcomes based commissioning:** this approach uses an outcomes framework to set the intentions of the commissioning. Potential providers are asked to show how they will deliver these outcomes. There is no detailed specification, but a set of "Quality Characteristics" which presents the ways in which the service must be delivered. This approach maximises opportunities for innovation by the market and by providers that might take part in service delivery.

**Developing a detailed specification mapped to an outcomes framework:** in this approach a detailed specification is drawn up whereby specific activities are

expected to be delivered in order to achieve the outcomes. This reduces the opportunity for innovation and deep understanding about how different approaches can lead to sustained outcomes.

**Development of a detailed specification and M&E framework:** In this approach, outcomes are only used for the purposes of evaluating the service. They do not form part of the commissioning approach.

## 5.2 Recommended Approach

It is recommended that the second approach be adopted that is: setting the outcomes that are to be achieved and an expectation of the “type” of support that is being sought (the ways of delivering), within a specification but not writing a detailed description of activities. In the accompanying Outcomes Framework, many of the outcomes expressed by providers relate to feelings and wellbeing of clients. If these are the most important for all stakeholders then support the IHIS provides needs to be designed according to achievement of change for clients, not completion of tasks.

It is important to note that a detailed specification may end up delivering exactly the same activities as in the past, without the providers (or commissioners) questioning how and why they are delivering these activities. It may also reduce the chance of bringing in other forms of “support” which can enhance activities in the home (for example local community activities which keep people active).

## 6. Budget Allocation Model

The budget allocation model is based on a number of factors to calculate the percentage distribution by district council area. The rationale was to create a model that would allocate budget based on needs and eligibility.

The service will target adults, but those from older age groups are more likely to need the service. Therefore the number of people aged 65+ was apportioned for each district.

Lancashire includes some of the most deprived areas in England, which means there are significant health inequalities between the most and least deprived areas of the county. Deprivation correlates with many health outcomes and long-term conditions. For this reason the Index of Multiple Deprivation has been included in the calculation. District average lower-layer super output areas (LSOA) scores have been used to apportion IMD by district. The district average LSOA scores describe a local authority as a whole and take into account the full range of LSOA scores and are population weighted.

Risk of falls was chosen as an indicator of risks that can lead to unscheduled hospital admission or residential care without intervention. People aged 65 and over predicted to have a fall was used from POPPI (Projecting Older People Population Information System), which is modelled data applied to each district council area. Figures are taken from Health Survey for England (2005), volume 2, table 2.1: Prevalence and number of falls in last 12 months, by age and sex.

The prevalence rates have been applied to ONS population projections of the 65 and over population to give estimated numbers predicted to be have fallen at least once in the last 12 months. The number of older people predicted to have a fall was allocated by district.

A number of other factors were considered for the model, but after testing, they appeared to add little to the model, or duplicated the factors already included. For this reason, they were excluded.

All factors do not necessarily carry an equal significance. Therefore, after agreement with the commissioners and district councils, a weighting factor was applied. Population was weighted to 50% of the model, with IMD and risk of falls both weighted to 25% of the overall allocation.

District	Population aged 65+ (Mid-year estimates 2013)	% Population aged 65+ (Mid-year estimates 2013)	% IMD district score (population weighted average of LSOA scores) (2010)	% People with a likelihood of falling (POPPI)	Budget allocation %	Budget allocation £	Budget allocation per capita	Current budget	Current budget %	New budget with 10% preventative payment	Difference
Burnley	15,122	6.7	14.0	6.7	8.5	68,147	4.51	87,417	8.9	74,961	-12,456
Chorley	20,140	8.9	6.7	8.6	8.3	66,112	3.28	55,912	5.7	72,724	16,812
Fylde	19,585	8.6	4.8	8.8	7.7	61,762	3.15	71,222	7.3	67,939	-3,283
Hyndburn	13,809	6.1	11.5	6.0	7.4	59,227	4.29	84,000	8.6	65,150	-18,850
Lancaster	26,880	11.8	8.2	12.0	11.0	87,737	3.26	121,766	12.4	96,511	-25,255
Pendle	15,528	6.8	11.5	6.8	8.0	64,103	4.13	87,503	8.9	70,514	-16,989
Preston	20,060	8.8	11.0	8.9	9.4	75,157	3.75	69,770	7.1	82,673	12,903
Ribble Valley	12,579	5.5	3.7	5.6	5.1	40,682	3.23	54,343	5.5	44,750	-9,593
Rossendale	11,614	5.1	8.8	4.9	6.0	47,988	4.13	79,539	8.1	52,787	-26,752
South Ribble	21,151	9.3	5.5	9.1	8.3	66,584	3.15	75,933	7.7	73,243	-2,690
West Lancashire	22,659	10.0	7.6	9.8	9.3	74,584	3.29	75,933	7.7	82,043	6,110
Wyre	28,136	12.4	6.5	12.7	11.0	87,916	3.12	118,852	12.1	96,708	-22,144
<b>Total</b>	<b>227,263</b>	<b>100</b>			<b>100.0</b>	<b>800,000</b>	<b>3.52</b>	<b>982,190</b>	<b>100.0</b>	<b>880,000</b>	<b>-102,190</b>

## 7. Procurement Approach

The IHIS will provide services for people across all the districts of Lancashire. In order to make the services viable and ensure that the IHIS are aligned with partner agencies such as CCGs, the service has been split into 6 lots. The lots will be based on population and funding for the core service, handy person service and minor adaptations activity across each district.

Three of the district councils in Lancashire currently provide a home improvement service within their own district with Wyre also providing a service on behalf of Fylde. The remaining districts are covered by provision from third sector organisations.

### **7.1 Delivery model**

As previously outlined four of the twelve district councils deliver the in-house home improvement services in conjunction with their DFG responsibilities; it is proposed that;

Where a District Council currently delivers the core home improvement service and the handyman service the funding for the delivery of the Integrated Home Improvement Service will be transferred to the district council if the district council agrees to deliver the new service within the parameters agreed between Lancashire County Council and the district council.

Where a district council currently delivers the core home improvement service and the handyman service on behalf of another district council and the two district councils enter into an agreement for a lead district council to deliver the services on behalf of both district councils. The funding for the delivery of the Integrated Home Improvement service will be transferred to the lead district council if the district council agrees to deliver the new service within the parameters agreed between Lancashire County Council and the district council.

Where the above does not apply, the contract for the delivery of the Integrated Home Improvement Service will be awarded through a competitive tendering process to agencies who are registered or will agree to register with 'Foundations' the national body for home improvement services. The contract will cover a defined geographical area. It is proposed that the contracts will be awarded for an initial three years with an option to extend for a further two years.

### **Consultations**

A variety of methods were used in the development of the new services including consultation sessions, task and finish groups, trial of the Healthy Homes Assessment and public consultation. The reports provided with the item are;

- A report on the consultation undertaken by nef (consulting) with external and internal stakeholders in order to develop the outcomes framework. (Appendix 'A' refers)
- A report from the public consultation on the proposed changes to the services
- Healthy Homes Assessment (Appendix 'B' refers)



## **Implications:**

This item has the following implications, as indicated:

### **Risk management**

Where activity is currently provided under spot purchase arrangements the County Council's preferred option is to seek efficiencies by setting a price per 'job type' when awarding contracts for the integrated service. Where district councils are both a purchaser and provider of Home Improvement Services, these services are subsidised by the district councils. There is a risk to the sustainability of district council contributions if all the proposed lots are tendered.

### **Financial**

Due to the duplication of existing services and the alignment of business currently outside the scope of some home improvement agencies it is anticipated that further cost savings can be made, whilst at the same time offering a more robust funding model for home improvement providers.

The cost of the minor adaptations contracts across the county 2013/14 was £892,458. By standardising the type of jobs that occupational therapists recommend and ensuring that costs are aligned to a standard specification, the expenditure for minor adaptations is forecast at £731,520 for 2015/2016 and for each subsequent year thereafter. This represents an anticipated saving of £160,938 and will be funded from the Adult Social Care third party budget.

The budget for the current home improvement services has previously included additional funding provided on an ad hoc basis to districts in the north of the county. The budget for 2014/15 was £982,190. The new budget for the core home improvement service has been determined using a budget allocation formula. The overall proposed budget across the county is £880,000. This includes a 10% preventative premium which will be used to target at risk groups who are not eligible for the service. This represents a budget saving of £102,109 for 2015/16 and will be funded from the Public Health Grant.

The overall budget for the Integrated Home Improvement Services in Lancashire is £1,611,520 which gives an overall saving of **£263,000**.

Social return on Investment analysis after year one will enable the County Council to understand where further investment should be made and where interventions have succeeded in reducing demand on more costly social care and health interventions.

## Legal

There are no legal implications.

## Procurement

A detailed procurement implementation plan will be developed to support the commissioning process.

## Equality and Diversity

An Equality Analysis has been completed and is set out at Appendix 'C'.

## List of Background Papers

Paper	Date	Contact/Directorate/Tel
Report to the Cabinet Member for Adult and Community Services, Report to the Cabinet Member for Health and Wellbeing, Report to the Deputy Leader of the County Council - 'Commissioning of Integrated Home Improvement Services'	10/13 December 2013	Dave Gorman, Office of the Chief Executive, (01772) 534261
HM Treasury Green Book <a href="http://www.hm-treasury.gov.uk/data_greenbook_index.htm">www.hm-treasury.gov.uk/data_greenbook_index.htm</a>	1 April 2003	Ann Smith, Adult Services Health and Wellbeing Directorate, 07789618193

Reason for inclusion in Part II, if appropriate

N/A

Appendix A

Consultation on proposed changes to  
Lancashire County Council's Home  
Improvement Services – public consultation

**June 2014**

**Sean Davies, Rebecca Robinson and Mick Edwardson**

**June 2014**

For further information on the work of the Corporate Research and Intelligence Team, please contact us at:

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## 1. Executive summary

Home Improvement Services are a range of supports to help vulnerable people to live safely in their own homes for as long as possible. Lancashire County Council is proposing to make changes to the structure and delivery of the Home Improvement Services currently provided.

Consultations were carried out with the public, in particular previous service users, and with stakeholders on the proposed changes to Home Improvement Services. This report covers the findings of the public consultation.

The consultation ran from 24 March to 12 June 2014. A questionnaire including details of the proposed changes was sent to 898 people who had previously used the current Home Improvement Service and was also made available online for any other interested parties. In total, 250 questionnaires were returned.

### 1.1 Key findings

Respondents were given details of a number of proposed changes to Home Improvement Services and asked how strongly they agree or disagree with each proposal. The key findings of the consultation with the public are:

- Nearly three-quarters of respondents (74%) agree with the county council proposal to introduce a self-assessment form for small items of equipment.
- Four-fifths of respondents (80%) agree with the proposal to provide free handyman services to people who are being discharged from hospital or who are at risk of not being able to stay in their home.
- Over nine out of ten respondents (94%) agree with the proposal to introduce a standard home based risk assessment across Lancashire that all providers will undertake when completing a visit to make sure that people get the same potential improvement offers wherever they live.
- Almost all respondents (97%) agree with the county council's proposal to provide additional small items of equipment and small repairs for free at the time of the home based risk assessment wherever possible.
- Over four-fifths of respondents (85%) agree with the proposal that the new Home Improvement Service will focus only on identifying risks around the home and providing immediate practical solutions.
- Four-fifths of respondents (80%) agree with the proposal that the new Home Improvement Service will signpost those who can't afford essential home repairs to charitable sources of funding so they can apply for

funding themselves but will continue to provide extra assistance if someone's disability or vulnerability prevented them from doing this themselves.

## **1.2 Conclusions and recommendations**

Overall, the public response to the proposals was positive with at least three-quarters of respondents agreeing with each of the proposals.

While the proposals were clear about what would change between the current service and the proposed service, it was not possible at the time of the consultation to clarify the criteria for eligibility to receive the service. Respondents can therefore be considered to be positive about the proposals for the service but it should be taken into account that they have not had the opportunity to comment on the eligibility criteria for the service.

## 2. Introduction

Home Improvement Services are a range of supports to help vulnerable people to live safely in their own homes for as long as possible. The services offer advice and guidance regarding home maintenance, improvement and adaptation, as well as practical support to adapt homes to meet people's needs.

Lancashire County Council is proposing to make changes to the structure and delivery of the Home Improvement Services currently provided.

Lancashire is made up of 12 districts each currently with its own Home Improvement Services delivered by a wide range of providers including Home Improvement Agencies, small building firms, equipment providers and handyperson services. Currently there is no consistent offer for people across Lancashire.

Availability of Home Improvement Services, including charges to people and delivery times, differ across the county. People who require a number of services will often receive multiple visits as services are provided from a range of different sources.

The county council faces the challenge of a reducing budget that will continue to decrease over the coming years. For this reason, it needs to make sure that it is making the best use of the resources that are available to maintain quality services which address the needs of communities.

Consultations were carried out with the public, in particular service users, and with stakeholders on the proposed changes to Home Improvement Services. This report covers the findings of the public consultation.



### 3. Methodology

The consultation ran from 24 March to 12 June 2014. A questionnaire including details of the proposed changes and a cover letter were sent to 898 people who had used the current Home Improvement Service between December 2013 and February 2014. People use the Home Improvement Service for one off services, for example providing a piece of equipment, it is not a continuous service provided over an extended period of time.

The consultation was also available online for any interested party to respond through the Lancashire County Council 'Have your say' website:

[www.lancashire.gov.uk/haveyoursay](http://www.lancashire.gov.uk/haveyoursay)

In total, 250 questionnaires were returned: 242 paper copies and 8 online copies.

Responses were analysed by sub-groups of respondents (eg gender, district) to look for differences of opinion between sub-groups. No statistically significant differences were found.

#### 2.1 Limitations

Although the survey was available for anyone to respond to, the aim of the consultation was to gain the views of those who will be affected by the changes and so the responses should not be seen as the view of the overall Lancashire population.

In charts or tables where responses do not add up to 100%, this is due to multiple responses or computer rounding.

## 4. Main research findings

### 3.1 Preventing falls through providing equipment identified under self-assessment

Falls are the cause of the vast majority of accidents in the home involving people over the age of 65 years. They are the most common reason for A&E attendance and hospital admission in older people.

Under the current system, people are required to have an assessment by a health or social care professional to receive social care funded small items of equipment, for example grab rails.

The county council proposes to introduce a self-assessment form for small items of equipment. Most people who complete the assessment will be directed to equipment providers who will offer advice and enable them to buy their own equipment for which there will be a charge. People who are at high risk of falls or who need further assessment will be directed to the Occupational Therapy Service and will be provided with equipment free of charge.

Respondents to the consultation were asked how strongly they agree or disagree with this proposal. Nearly three-quarters of respondents (74%) agree with this proposal.

**Chart 1 - How strongly do you agree or disagree with this proposal?**



- Strongly agree
- Tend to agree
- Neither agree nor disagree
- Tend to disagree
- Strongly disagree
- Don't know

Base: all respondents (238)

### 3.2 Handyperson services

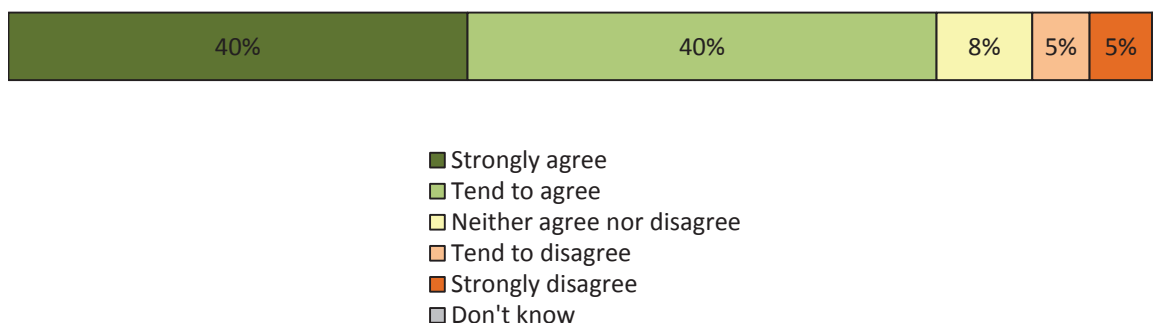
At the moment, handyperson services vary across the county in terms of charges, range of jobs carried out and who can use them. Lancashire County Council currently subsidise handyperson services for vulnerable people over the age of 55.

To provide a fairer and more consistent approach for people across Lancashire, all handyperson services provided by the county council will offer the same range of jobs.

The county council proposes to provide free handyperson services to people who are being discharged from hospital or who are at risk of not being able to stay in their home. People who do not meet the criteria for the service will be directed to alternative options, such as voluntary sector handyperson services, which may charge a small fee.

Respondents were asked how strongly they agree or disagree with this proposal. Four-fifths of respondents (80%) agree with this proposal.

**Chart 2 - How strongly do you agree or disagree with this proposal?**



Base: all respondents (242)

### 3.3 Offering home based risk assessments

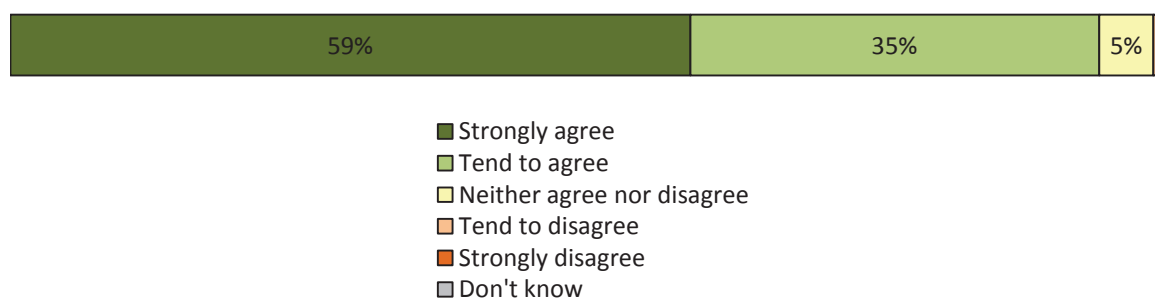
The county council uses risk assessments to identify people's needs within their own homes. This includes identifying changes needed in people's homes that can help prevent issues before they happen, allowing people to stay safe and well in their own home.

Currently, people across the county are offered different levels of home based risk assessment by different providers. This means that people get different types of home improvement as a result.

The county council proposes to introduce a standard home based risk assessment across Lancashire that all providers will undertake when completing a visit to make sure that people get the same potential improvement offers wherever they live.

Respondents were asked how strongly they agree or disagree with this proposal. Over nine out of ten respondents (94%) agree with this proposal.

**Chart 3 - How strongly do you agree or disagree with this proposal?**



Base: all respondents (235)

Currently any additional improvements that are identified during a risk assessment require a further visit.

The county council proposes to provide additional small items of equipment and small repairs for free at the time of the home based risk assessment wherever possible.

Respondents were asked how strongly they agree or disagree with the proposal. Almost all respondents (97%) agree with this proposal.

**Chart 4 - How strongly do you agree or disagree with this proposal?**



- Strongly agree
- Tend to agree
- Neither agree nor disagree
- Tend to disagree
- Strongly disagree
- Don't know

Base: all respondents (236)

### 3.4 Other changes to existing Home Improvement Services

The existing Home Improvement Services currently offer additional support to people to help them make the best use of their income. This is through welfare checks, finding approved traders and offering general information and advice.

The county council proposes that the new Home Improvement Service will focus only on identifying risks around the home and providing immediate practical solutions and will therefore direct people to existing services for additional support, for example the County Benefits Service, Safe Trader list, Help Direct.

Respondents were asked how strongly they agree or disagree with this proposal. Over four-fifths of respondents (85%) agree with this proposal.

**Chart 5 - How strongly do you agree or disagree with this proposal?**



- Strongly agree
- Tend to agree
- Neither agree nor disagree
- Tend to disagree
- Strongly disagree
- Don't know

Base: all respondents (240)

Currently, Home Improvement Services help people to source and apply for charitable funding for private works. At the moment this is done for all service users who require it. The county council proposes that, in future, this would only be provided for the most vulnerable.

The county council proposes that the new Home Improvement Service will signpost those who can't afford essential home repairs to charitable sources of funding so they can apply for funding themselves. However, the Home Improvement Service would continue to provide extra assistance if someone's disability or vulnerability prevented them from doing this themselves.

Respondents were asked how strongly they agree or disagree with this proposal. Four-fifths of respondents (80%) agree with this proposal.

**Chart 6 - How strongly to you agree or disagree with this proposal?**



- Strongly agree
- Tend to agree
- Neither agree nor disagree
- Tend to disagree
- Strongly disagree
- Don't know

Base: all respondents (241)

### 3.5 Comments

Respondents were asked if they had any other comments on the proposals and were given space to write their comments. 64 respondents chose to comment on the proposals. Responses to this question were categorised and the table shows the number of responses for each category.

Comments	Count
The proposals are fair and agreeable	20
Provide as much help as possible to as many people in need as possible	15
Give out booklets or other methods with clear information on how to contact people regarding services, financial support and other matters.	8
The current services have no faults and make people happy to use	7
Consider disabled people's restrictions with form filling and lack of computer access.	7
Use council approved/related companies to ease trust and assure job value	3
Increase check up rates without causing more problems to meet patient needs	2
The waiting time for the completion of processes needs to be reduced	2
I neither agree nor disagree with Q6. Your question is ambiguous (ie you wrongly assume that all people you direct to the providers can afford to pay).	1
Allow family members to give permission on the disabled persons behalf	1
Introduce a buddy system so disabled people don't feel isolated	1
Families have more pressure unless help is given	1
Should be tried and tested	1
Disagree with proposals as they are negative	1
Double check self assessment forms to ensure information is correct	1
One risk assessor for process or clear communication between multiple assessors	1
Total	64



## 5. Profile of respondents

Respondents were asked to select from a number of options in what capacity they were responding to the consultation. Respondents could select more than one group. The table shows the distribution of respondents.

Group	Percentage	Count
A person who has previously used/currently uses Home Improvement Services	77%	185
A person who may require Home Improvement Services in the future	47%	113
A carer of a person who has previously used/currently uses/may require Home Improvement Services	21%	50
A member of a professional group eg occupational therapist, district nurse, physiotherapist	8%	20
Other interested party	3%	8
A representative of an organisation which provides Home Improvement Services	3%	7
Other	3%	7
Total		250

Respondents were asked to give their post code so that responses could be analysed by district. The table shows the distribution of respondents across districts.

District	Percentage	Count
Burnley	4%	11
Chorley	4%	11
Fylde	12%	30
Hyndburn	5%	12
Lancaster	14%	36
Pendle	5%	13
Preston	11%	28
Ribble Valley	2%	4
Rossendale	4%	9
South Ribble	8%	21
West Lancashire	6%	15
Wyre	19%	47
Not provided	5%	13
Total		250

Demographic	Percentage	Count
Gender		
Male	32%	81
Female	64%	160
No response	4%	9
Age		
<41	1%	3
41-50	6%	15
51-60	12%	30
61-70	17%	42
71-80	23%	58
81-90	31%	78
91+	7%	17
No response	3%	7
Disabled or deaf		
Yes	68%	171
No	26%	65
No response	6%	14
Ethnicity		
White	93%	232
Asian or Asian British	3%	7
Black or Black British	0%	0
Mixed eg White and Asian	0%	1
Other	0%	1
No response	4%	9



**OFFICE USE ONLY**

Reference Number:

Completed by:		Job Title:	
Organisation:		Date completed:	
Referred by:		Date of referral:	

**\*DRAFT VERSION\* LANCASHIRE HEALTHY HOME ASSESSMENT****OFFICE USE ONLY****PERSONAL DETAILS:**

<b>Mr/Mrs/Miss/Ms:</b>	<b>Name:</b>	<b>DOB:</b>	<b>Age:</b>
<b>Address:</b>		<b>Telephone:</b>	
		<b>Email:</b>	
		<b>Client No:</b>	
<b>Postcode:</b>		<b>Case No:</b>	
<b>Other occupants in property? (Please give brief details)</b>			
<b>Eligibility Criteria:</b> <i>(Please note, example criteria only!)</i>	<input type="checkbox"/> Over 65 <input type="checkbox"/> Registered disabled <input type="checkbox"/> Long term condition(s) <input type="checkbox"/> GP/LCC referral <input type="checkbox"/> Other		
<b>Referred by:</b> (Person & Organisation)			
<b>Contact Details:</b> Tel: Email:			
<b>Reason for Referral:</b>			

**TO BE COMPLETED WITH CLIENT****HEALTH & WELLBEING:**

If answering 'yes' for any of the following please add any relevant brief notes:

<b>Registered disabled?</b>	Yes/No	
<b>Long term health conditions?</b>	Yes/No	
<b>Sensory impairments? (vision/hearing)</b>	Yes/No	
<b>Mobility issues?</b>	Yes/No	
<b>Carer support in place? (family/friend/agency)</b>	Yes/No	
<b>Independent – can they get out &amp; about, use public transport, shop etc?</b>	Yes/No	

**OFFICE USE ONLY**

Reference Number:

Completed by:		Job Title:	
Organisation:		Date completed:	
Referred by:		Date of referral:	

**\*DRAFT VERSION\* LANCASHIRE HEALTHY HOME ASSESSMENT****Does the client usually need assistance with any of the following? If 'yes' add brief notes:**

Bathing/Showering?	Yes/No	
Using the toilet?	Yes/No	
Getting in and out of bed?	Yes/No	
Cleaning/general chores?	Yes/No	
Getting around the house?	Yes/No	
Using the stairs?	Yes/No	
Getting in and out of the house?	Yes/No	
Had a fall in home? If yes, where? Any indicators why?	Yes/No	
Are there any areas of particular concern within the home for the client? If yes, make a note of the details.	Yes/No	

**OTHER COMMENTS/OBSERVATIONS:**

## OFFICE USE ONLY

Reference Number:

Completed by:		Job Title:	
Organisation:		Date completed:	
Referred by:		Date of referral:	

**\*DRAFT VERSION\* LANCASHIRE HEALTHY HOME ASSESSMENT**

PROPERTY DETAILS:							
Type of property: (tick)	Detached	Semi	Terrace	Tenure: (tick)	Owner/Occ	Private Tenant	LA Tenant
	House	Bungalow	Flat		RSL Tenant	Other (describe):	
Does the property appear to be in good structural condition?			Yes/No				
Electrics appear in good working order? Check consumer unit.			Yes/No				
Any evidence of mould or damp? If yes, where?			Yes/No				
Is hot and cold water available?			<input type="checkbox"/> Kitchen? (tick for yes)		<input type="checkbox"/> Bathroom?		

STAYING WARM:		
		COMMENTS:
Does home have central heating? If no, describe heating arrangements.	Yes/No	
Does the heating system appear to be in good working order?	Yes/No	
Has central heating system been serviced? If yes, include date if known.	Yes/No	
Is the heating system programmable?	Yes/No	
Does the client know how to use the programmes/controls?	Yes/No	
Is the property insulated?	<input type="checkbox"/> Loft insulation? (tick for yes) <input type="checkbox"/> Cavity wall insulation?	
Does the client experience draughts or feel the cold?	<input type="checkbox"/> Main daytime Room? (tick for yes) <input type="checkbox"/> Kitchen? <input type="checkbox"/> Main Bedroom?	
	<input type="checkbox"/> Bathroom? <input type="checkbox"/> Other area? List:	
OTHER COMMENTS/OBSERVATIONS:		
Refer for energy efficiency/affordable warmth advice & support? <input type="checkbox"/> (tick for yes)		

**OFFICE USE ONLY**

Reference Number:

Completed by:		Job Title:	
Organisation:		Date completed:	
Referred by:		Date of referral:	

**\*DRAFT VERSION\* LANCASHIRE HEALTHY HOME ASSESSMENT**

HOME SECURITY:		COMMENTS:
Does the main access door have a chain fitted?	Yes/No	Is it used?
Does main access door have a spy hole?	Yes/No	
Would a key safe be beneficial?	Yes/No	
Do external doors have 5-lever locks?	<input type="checkbox"/> Front? (tick for yes) <input type="checkbox"/> Rear? <input type="checkbox"/> Other(s)?	
Are additional bolts in place on external doors?	<input type="checkbox"/> Front? (tick for yes) <input type="checkbox"/> Rear? <input type="checkbox"/> Other(s)?	
Are window locks in place?	<input type="checkbox"/> Downstairs? (tick for yes) <input type="checkbox"/> Upstairs?	
OTHER COMMENTS/OBSERVATIONS:		

FIRE SAFETY:		COMMENTS:
LFRS Risk Category (see guidance)	<input type="checkbox"/> Very Low <input type="checkbox"/> Low <input type="checkbox"/> Medium <input type="checkbox"/> High <input type="checkbox"/> Very High	
Are there working smoke alarms in the property?	Yes/No	How Old? Correct locations?
Does the client have an escape plan?	Yes/No	
Any overloaded electrical sockets?	<input type="checkbox"/> Lounge? (tick for yes) <input type="checkbox"/> Dining? <input type="checkbox"/> Kitchen? <input type="checkbox"/> Bathroom? <input type="checkbox"/> Main Bedroom? <input type="checkbox"/> Other? List:	
Do fires and heaters appear to be in good working order and safely used?	Yes/No	
OTHER COMMENTS/OBSERVATIONS:		
Refer to Lancashire Fire & Rescue? <input type="checkbox"/> (tick for yes)		



**OFFICE USE ONLY**

Reference Number:

Completed by:		Job Title:	
Organisation:		Date completed:	
Referred by:		Date of referral:	

**\*DRAFT VERSION\* LANCASHIRE HEALTHY HOME ASSESSMENT**

GENERAL SAFETY:		COMMENTS:
Would any area benefit from grabrails?	Yes/No	Where?
Additional handrail(s) required on stairs?	Yes/No	
Improvements required to help client reach mail/milk?	Yes/No	
Improvements required to lighting?	<input type="checkbox"/> Main downstairs room? (tick for yes) <input type="checkbox"/> Kitchen? <input type="checkbox"/> Hall/stairs/landing? <input type="checkbox"/> Bathroom? <input type="checkbox"/> Main Bedroom? <input type="checkbox"/> Other? List:	
Improvements required to make carpets/floor coverings secure, even and in good repair?	<input type="checkbox"/> Main downstairs room? (tick for yes) <input type="checkbox"/> Kitchen? <input type="checkbox"/> Hall/stairs/landing? <input type="checkbox"/> Bathroom? <input type="checkbox"/> Main Bedroom? <input type="checkbox"/> Other? List:	
Can improvements be made to reduce clutter, obstacles, trailing wires etc...?	<input type="checkbox"/> Main downstairs room? (tick for yes) <input type="checkbox"/> Kitchen? <input type="checkbox"/> Hall/stairs/landing? <input type="checkbox"/> Bathroom? <input type="checkbox"/> Main Bedroom? <input type="checkbox"/> Other? List:	
Any additional improvements required to improve safety in the bathroom?	Yes/No	
Any additional improvements required to improve safety in the kitchen?	Yes/No	
Any additional improvements required to improve safety in the main daytime room?	Yes/No	
Any additional improvements required to improve safety in the main bedroom?	Yes/No	
OTHER COMMENTS/OBSERVATIONS:		
Refer to Falls Team? <input type="checkbox"/> (tick for yes)		

**OFFICE USE ONLY**

Reference Number:

Completed by:		Job Title:	
Organisation:		Date completed:	
Referred by:		Date of referral:	

**\*DRAFT VERSION\* LANCASHIRE HEALTHY HOME ASSESSMENT**

<b>OUTSIDE:</b>		<b>COMMENTS:</b>
Improvements required to make bins more accessible?	Yes/No	
Improvements required to outdoor lighting?	Yes/No	<input type="checkbox"/> Front? <input type="checkbox"/> Side? <input type="checkbox"/> Rear?
Improvements required for safety of paths and surfaces?	Yes/No	
Improvements required for safe access into property?	Yes/No	<input type="checkbox"/> Front? <input type="checkbox"/> Rear?
Any grabrails or handrails required?	Yes/No	Where?
<b>OTHER COMMENTS/OBSERVATIONS:</b>		

**SUMMARY OF IMPROVEMENTS MADE DURING VISIT:**

No. of smoke alarms?     Fire safety advice given?     Draught exclusion in main rooms?  
 Security items?     Trip hazards removed?     No. of grabrails installed?

Please list any other actions/improvements completed during visit:

**CLIENT CONSENT:**

I give my consent to [insert name of Agency] to share my details with partner agencies in order for me to access appropriate services and advice:

Signed (Client)

Date:

**OFFICE USE ONLY**

Reference Number:

Completed by:		Job Title:	
Organisation:		Date completed:	
Referred by:		Date of referral:	

**\*DRAFT VERSION\* LANCASHIRE HEALTHY HOME ASSESSMENT****FOLLOW-UP ACTIONS:****FURTHER HOME IMPROVEMENT AGENCY ACTIONS:**

		COMMENTS:
Is a follow-up Handyperson visit required?	Yes/No	
Has the client agreed to follow-up Handyperson visit?	Yes/No	If no, please give reason
Is a referral required to Technical Service?	Yes/No	If yes, please give reason
Is referral required to Caseworker Service?	Yes/No	If yes, please give reason

**NOTES:****REFERRALS:**

Please let the client know if you think they could benefit from any of the following referrals?

LFRS     HelpDirect     Age UK/Age Concern     Assistive technology provider  
 Connect4Life     Social Services     Falls Team     Energy Efficiency/Affordable Warmth  
 Citizen's Advice Bureau     Benefits advice

**OFFICE USE ONLY:**

Home Improvement Agency referrals actioned by:

Name:

Date:

Referrals set out above actioned by:

Name:

Date:



Section 4

# Equality

# Analysis Toolkit

Commissioning of Integrated Home  
Improvement Services  
**For Decision Making Items**

November 2011

## **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 - [EHRC - New public sector equality duty guidance](#)

Document 2 "Equality Analysis and the Equality Duty: Guidance for Public Authorities" may also be used for reference as necessary.

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

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

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

[AskEquality@lancashire.gov.uk](mailto:AskEquality@lancashire.gov.uk)

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

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

## **Name/Nature of the Decision**

The Commissioning of Integrated Home Improvement Services

Redesign of the service currently offered through Home Improvement Agencies including changes to:

Eligibility criteria, service areas, budget allocation, introduction of an outcomes based commissioning model and service monitoring

## **What in summary is the proposal being considered?**

This work is part of the wider Aids, Adaptations and Equipment project being run as part of the critical challenge programme.

### **Service purpose**

The services are a resource to support the prevention agenda by assisting homeowners to maintain, repair and improve their properties. Appropriate housing is a key element to maintaining independent living, staying safe and living a healthy lifestyle. In addition Home Improvement Services can provide a role in adapting homes to meet citizen's needs, assessing and identifying risks and hazards and supporting economic wellbeing, therefore extending the length of time a citizen can remain at home.

### **Current situation**

Lancashire is made up of 12 districts, each currently with its own Home Improvement Services delivered by a wide range of providers including Home Improvement Agencies, small building firms, equipment providers and handyperson services. Currently there is no consistent offer for people across Lancashire.

Availability of Home Improvement Services, charges to people and delivery times differ across the county. People who require a number of services will often receive multiple visits as services are provided from a range of different sources.

### **The proposal**

#### **Service Offer:**

Core service - The IHIS will provide a core service aimed at supporting vulnerable people whose home is becoming unsuitable for the person to occupy.

Handy Person service - The IHIS will provide a handyperson service which will undertake small tasks and repairs to support people to remain independent in their own homes. The approach will mean that those most at risk will actually get more help than they may have previously had access to and this will be done free of charge which was not always the case in some districts. For others that are not



assessed as having an imminent need there will still be a service that has been designed to help people stay safe and independent in their homes, but this service will no longer be subsidised. People will still be able to fund their own work so help is still available to them. There is also a 10% premium added to the budget for each district for targeted preventative work facilitating the HIS to help those at risk of becoming in need.

Minor Adaptations service - The IHIS will provide this statutory service. Eligibility is through formal assessment from an Occupational Therapist or other professional and is for building works up to a set value from a defined list to an agreed technical specification

Healthy Home Assessment - The IHIS provider will use this home based risk assessment to identify any further services that could be provided to keep people safe in their own homes. Small items of equipment and small repairs will be provided for free without the need for further assessment, if these are identified during the assessment and can be carried out at the time of the original visit.

#### Budget Allocation

The new budget allocation model is based on a number of factors to calculate the percentage distribution by district council area. The rationale was to create a model that would allocate budget based on an area's needs.

#### Eligibility

The Eligibility criteria is based on the 'Marmot' principles of proportionate universalism, that is services/interventions are universal but targeted at those who are most vulnerable or most disadvantaged in order to narrow the health inequalities gap.

#### Commissioning approach

To move away from previous output based approach measuring activity only, and towards an outcome based approach. This will help account for the value that has been achieved through the investment in preventative services. Robust outcome measures will enable the Council to carry out Social Return on Investment evaluations of the new service.

#### **We have developed these proposals based on the following principles:**

- Identifying people most at risk and making sure they get the support they need in partnership with CCGs
- People who use our services should receive a consistent level of service across Lancashire which is not dependent on where they live
- There is substantial evidence to suggest that the provision of Home Improvement Services reduces or delays the need for social care

- People should be supported to assess their own needs and wherever possible, identify the outcomes that will help them remain safe and independent in their own home. In turn HIS will be required to meet these outcomes through appropriate activity.

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.

Availability of Home Improvement Services, including charges to people and delivery times, differ across the county. People who require a number of services will often receive multiple visits as services are provided from a range of different sources. Funding for these services has been apportioned based on previous funding levels and outdated cost models. The previous cost model for handy person services was to allocate an equal amount to each district irrespective of size, population or assessed needs of the district.

The proposals are designed to address any current imbalance in the services offered across the county. The organisations that will become the integrated HIS will be asked to deliver services that meet the assessed outcomes of the individuals that require a service, ensuring a fairer offer across the county that will meet the needs of the individual. Activity will be monitored to ensure that whatever appropriate activity that was undertaken was effective and delivered in a timely manner.

The funding model has been put together by business intelligence personnel to reflect the needs of the people within the zones that the HIS will be asked to operate. This should ensure that the areas with the greatest need are funded to an appropriate level making the new proposal fairer and improve access to the help that people need across the county.

**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 proposal is designed to make services equally accessible across the county to all Lancashire Citizens

The current eligibility criteria is based on disability and age, with all those over the age of 60/65 (varied across the county) deemed to be eligible for services. Those below the age of 60/65 could still be eligible if they had a registered disability.

The new eligibility criteria is based on the Marmot principals of proportionate universalism. This will allow the new service to be targeted at those that are most in need and at risk of hospital admission or going into residential care. In practice this will mean that those under the age of 60/65 may now be eligible to get the help that they need. Those over the age of 60/65 will still be eligible as before if they are assessed as meeting the criteria set out below.

Services are for people who live in the boundaries of the 12 Districts of Lancashire and are over the age of 18. They must also meet 1 or more of the following:

- Have a registered disability and/or diagnosed long term health condition/s that directly affect their mobility or independence to stay safe in their own home.

Or

- When there is an imminent and/or major risk that will lead to the person having an unscheduled admission to hospital or residential care without intervention.

Or

- The service is needed to facilitate a discharge from hospital where it would not be deemed safe for them to return without intervention

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

## 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.

The information shown below covers all Lancashire districts and assigns scores based on IMD (index of multiple deprivation, likelihood of falling and populations based over the age of 65. This was used to inform the resource allocation; thus allowing the money to be targeted appropriately by an area's assessed need.

District	Population aged 65+ (Mid-year estimates 2013)	% Population aged 65+ (Mid-year estimates 2013)	% IMD district score (population weighted average of LSOA scores) (2010)	% People with a likelihood of falling (POPPI)
Burnley	15,122	6.7	14.0	6.7
Chorley	20,140	8.9	6.7	8.6

Fylde	19,585	8.6	4.8	8.8
Hyndburn	13,809	6.1	11.5	6.0
Lancaster	26,880	11.8	8.2	12.0
Pendle	15,528	6.8	11.5	6.8
Preston	20,060	8.8	11.0	8.9
Ribble Valley	12,579	5.5	3.7	5.6
Rossendale	11,614	5.1	8.8	4.9
South Ribble	21,151	9.3	5.5	9.1
West Lancashire	22,659	10.0	7.6	9.8
Wyre	28,136	12.4	6.5	12.7
<b>Total</b>	<b>227,263</b>	<b>100</b>		

The model can predict needs but it cannot predict demand. Whether people in need take up HIS services will be influenced by a number of factors, including the availability of other support services, family/friends being able to help, people's understanding of the range of services offered by the HIS and how they can be contacted. Well-promoted HIAs may stimulate demand by increasing their local profile. Work will be done with all providers ensuring that their service is adequately communicated to the public that may be in need of them and to health professionals that work with the public.

Below is a table covering the breakdown of the number of enquiries and the take up of services in year 2012/13.

2012/2013	Supporting People Programme		
	Enquiries (actual)	Handy Person jobs (actual)	Other jobs
Lancaster	2557	4481	101
Fylde & Wyre	4556	2340	91
Preston	2470	2117	27
South Ribble & West Lancashire	915	532	4
Chorley	1520	1305	419
Burnley	203	106	28
Pendle	1014	821	39
Rossendale	1200	752	20
Hyndburn	1976	1200	490
Ribble Valley	1228	956	88
<b>Totals</b>	<b>17639</b>	<b>14610</b>	<b>1307</b>

Information is not available detailing the breakdown of the take up of handyperson services by the 9 characteristics as these are not uniformly recorded by the current

providers and many of them are not recorded at all. The new form for assessing risks in the home (Healthy Home Assessment) will include optional questions on the characteristics so information can be recorded in future.

## **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)

We commissioned the corporate research and intelligence team to create a questionnaire for public consultation, this covered all the key proposals for the new service. The questionnaire asked people's opinion on targeting the new service at those most in need and covered making this targeted service free to those that are most in need.

The questionnaire was sent to the household of 898 previous service users to ask their opinion on the proposals to the change in service. The consultation was also made into an online form that the general public could access. The consultation ran from 24 March to 12 June 2014 and received 250 responses.

The people contacted were chosen using the criteria of anyone that had any work completed during February 2014. This meant that a cross section of all people were involved as shown in the breakdown of the results in the public consultation report. The profile of those that responded included people from all 12 districts with a variety of ages, ethnicity, gender and sex. The analysis of the results showed that there were no statistically significant differences in responses between any of identified sub groups.

Several consultation days have been held with other stakeholders (listed below) directly and indirectly involved in the service to gather their expertise throughout the redesign of the service. Consultation days were held in January, March, April, July and September. The consultation days were arranged periodically to ensure that stakeholders had chance to comment and provide feedback on each stage of the service redesign to shape the direction of the project as appropriate. Each new proposal was given to appropriate stakeholders with time given for them to feedback. Their feedback was then worked into future versions of the proposals.

<b>Name</b>	<b>Organisation</b>
Chris Roberts	St Vincents Home Agency
Sue Sinclair	Hyndburn HIA
Fiona Goodfellow	Hyndburn Borough Council
Helen Stansfield	Preston Care & Repair
Paul Whalmsley	Preston City Council
Eirian Molloy	Preston City Council
Michelle Scott	Wyre HIA
Mark Broadhurst	Wyre Borough Council
Laura Lea	West Lancashire Borough Council
Lucy Weston	West Lancashire
Wayne Forrest	Pendle Borough Council
Paul Lloyd	Pendle Borough Council
Zoe Whiteside	Chorley Borough Council
Martin Sample	Chorley Borough Council
Stephen Nutter	Burnley Borough Council
Pradip Patel	South Ribble Borough Council
Lynn Walmsley	Ribble Valley
John Cottam	Fylde Borough Council
John Helme	Lancaster HIA/Lancaster City Council
Michael Dagger	Lancaster HIA/Lancaster City Council
Simpson, Julie	Lancashire Fire Rescue Service
Kevin O'Hara	connect4life
Freya Sledding	ELHT – Occupational Therapy
Yvonne Skellern-Foster	East Lancashire PCT Falls Team

### **Question 3 – Analysing Impact**

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

It is particularly important in considering this question to get to grips with the actual practical impact on those affected. The decision-makers need to know in clear and specific terms what the impact may be and how serious, or perhaps minor, it may be – will people need to walk a few metres further to catch a bus, or to attend school? Will they be cut off altogether from vital services? The answers to such questions must be fully and frankly documented, for better or for worse, so that they can be properly evaluated when the decision is made.



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

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

As previously mentioned the only change that could be deemed to have an effect on the protected characteristics would be the change in the eligibility criteria.

There are some people that will have previously received services based solely on age and not on need. The county council faces the challenge of a reducing budget that will continue to decrease over the coming years. For this reason, it needs to make sure that it is making the best use of the resources that are available to maintain quality services which address the needs of communities.

All new HIS will be required to commit to the equality act protecting the characteristics of all the people that use the service. They will also be required to work together with a number of health professionals in terms of the referral pathway. The council aim to facilitate meetings to discuss how this could be improved in practice to foster good working relationships between organisations.

#### **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.

People who are eligible for social care will not be charged for the delivery of minor adaptations as this is a statutory free service up to the value of £1000. It is likely that those people who are identified as being most at risk would have previously been eligible under the Councils moderate FACs banding which has now been removed. Therefore it is likely that there will be no adverse combined effects.

It is acknowledged that there have been a lot of changes to the services available and the criteria to be able to access these services over the last few years and that there are more changes yet to happen. These changes can leave people, especially disabled and those over 65, feeling vulnerable. We will be communicating the changes in eligibility criteria to health professionals to ensure the right people know how to contact their local service. We will be meeting with the new HIS organisations to discuss communication with the public and professionals once the procurement exercise has been completed.

#### **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 results of the public consultation showed that for all of the proposals that are to be taken forward as part of the new service, the minimum positive response was 80%. Some receiving positive responses as high as 97%. This shows that the public who responded to the questionnaire were broadly in favour of all of the changes proposed.

There was only 1 comment that described the changes as negative from the 250 responses. Other comments asked for more information about services and knowing who to contact to get help and advice. We will be working with HIS to ensure people know who they can contact to get the help and information they need.

Consultation with stakeholders has taken place at various points throughout the project. Their views have helped shape all of the final proposals. When creating the new eligibility criteria, district commissioners and existing providers were involved in the task group. A consultancy firm (New Economics Foundation) were also used to help create and shape the outcomes framework which will be a key element in how the new proposals are delivered by HIS.

The new risk assessment form (Healthy Home Assessment) was created, consulted on, amended and piloted by a number of existing providers to make it fit for purpose.

The budget allocation was created by business intelligence personnel and the rationale was shared with district council commissioners. The model was later changed as a direct result of their input highlighting the issues with one of the original factors which was subsequently removed.

The outcomes framework has been shared with some stakeholders and their feedback fed back into redraft.

## **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.

There will be some people that were previously eligible for services that will no longer qualify. These people will still be supported by HIS either funding the work that they need themselves, or through being signposted to other organisations that can assist with funding or other services that will meet their needs.

Help Direct is a County wide service which advises, supports and signposts people to a wide range of supports, this service has a comprehensive directory of services for each District and will support people to access services if they find making initial contact difficult. All the Integrated home improvement services will work closely with Help Direct and will be able to direct people who are not eligible for their services to Help Direct for further support.

The new service will be subject to monitoring and it is envisaged that HIS will work together with the council to establish best practice and analyse any issues that arise. Organisations bidding for the contract will be required to demonstrate their knowledge of local and national organisations that will be able to assist those that do not meet the eligibility criteria to access the service for free.

Successful providers will be required to take on the Public Sector Equality Duty as part of the contract. Thus ensuring that the equality act 2010 is fully adhered to

Human rights, dignity and respect principles are also put into in all ASHW contracts requiring them to be held to the standards that we work to.

## **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.

Home Improvement services work with a wide range of partners often drawing in additional funding from CCG's and initiatives such as warm homes funding. The approach ensures that those people who are most vulnerable are directed to a

service that can offer a comprehensive assessment of their home environment and a range of solutions. The introduction of the 10% preventative premium will be used to target at risk groups who are not eligible for the service.

By bringing these services together, duplication will be reduced and customers will have access to a range of supports that aim to make their home 'Safe, Secure and Risk free'. The new outcome framework approach removes barriers to innovation and will allow the HIS to meet the individual's needs. The new budget allocation targets the council's resources to the places they are most need whilst making the necessary budget cuts to contribute to the overall budget reduction.

By involving the relevant stakeholders and those that have recently used the services we have built their needs into the current proposals whilst accommodating the necessary budget reduction.

### **Question 8 – Final Proposal**

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

The final proposal is to re-commission a range of separately provided services as Integrated Home Improvement Services across the county. The new service will work to the new eligibility criteria and be allocated a budget based on the assessed needs of that area. The work will now be commissioned on an outcomes basis to ensure that the work done is actually meeting the needs of the individual. The work will be monitored to ensure the effectiveness of the new approach to assess the social return on investment.

The final proposal has taken the needs of service users, public, stakeholders and the council into account. As previously described the only groups that will be affected will be those that were previously eligible but aren't under the new criteria. However, it is believed that the new criteria, and the other proposed changes will provide a fairer and more equal service across of Lancashire.

### **Question 9 – Review and Monitoring Arrangements**

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

Through working with nef (consulting) and including the various stakeholders throughout the process, an outcomes framework was created. This framework will be used to create the service specification and the key performance indicators

necessary to monitor the changes. The framework will also be used to complete a Social Return on investment review 1 year after implementation to measure the value offered by the service.

We will be asking the new HIS to monitor across the 9 protected characteristics using the HHA form with the option not to answer.

The budget allocation will be amended year on year with updated figures on the factors involved in calculating it ensuring it remains equitable.

Equality Analysis Prepared By Nick Metcalfe

Position/Role Strategic Improvement Officer providing project assurance for the Aids, Adaptations and Equipment project

Equality Analysis Endorsed by Line Manager and/or Chief Officer

Decision Signed Off By

Cabinet Member/Chief Officer or SMT Member

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

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

Directorate contacts in the Equality & Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

[Karen.beaumont@lancashire.gov.uk](mailto:Karen.beaumont@lancashire.gov.uk)

Contact for Adult & Community Services Directorate

Jeanette Binns – Equality & Cohesion Manager

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Contact for Environment Directorate, Lancashire County Commercial Group and One Connect Limited

Saulo Cwerner – Equality & Cohesion Manager

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Contact for Children & Young Peoples Directorate

Pam Smith – Equality & Cohesion Manager

[Pam.smith@lancashire.gov.uk](mailto:Pam.smith@lancashire.gov.uk)

Contact for Office of the Chief Executive and the County Treasurer's Directorate

Thank you





# Agenda Item 5e

**Report to the Cabinet Member for Adult and Community Services**  
**Report to the Cabinet Member for Children, Young People and Schools**  
**Report submitted by: Executive Director of Adult Services, Health and Wellbeing and Interim Executive Director for Children and Young People**  
**Date: 6 and 11 November 2014**

**Part I - Item No.**

Electoral Division affected:  
All

## **Reconfiguration of Supporting People Funded Services**

(Appendices 'A' - 'C' refer)

Contact for further information:

Sarah McCarthy, (01772) 530551, Adult Services, Health and Wellbeing Directorate

[sarah.mccarthy@lancashire.gov.uk](mailto:sarah.mccarthy@lancashire.gov.uk)

### **Executive Summary**

A reduction of £4 million to the Supporting People Budget was agreed in the County Council's Revenue Budget 2014/15. However, it was clearly identified in the Equality Analysis submitted as part of those proposals that consultation would be undertaken prior to decisions being made regarding savings to individual services. This report seeks approval to reduce funding for a range of services including a reduction of £1.558m for floating support services, a reduction of £0.1m for supported lodgings services and the decommissioning of family intervention projects. Information is also provided regarding the approach being adopted in relation to commissioning short term accommodation based services

This is deemed to be a Key Decision and Standing Order 25 has been complied with.

### **Recommendation**

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

- (i) Approve reduction of funding of floating support services by £1.558m (from £2.858m to £1.300m);
- (ii) Approve reduction of funding of supported lodging services by £0.100m from £0.462m to £0.362m;
- (iii) Approve the decommissioning of family intervention projects;
- (iv) Note the approach which is being adopted to re-commissioning short term accommodation based services as set out in the report.

The Cabinet Member for Children, Young People and Schools is recommended to approve the de-commissioning of family intervention projects.

## **1. Background and Advice**

As part of the County Council's Revenue Budget 2014/15, proposals for a reduction in the total budget for Supporting People of £4.000m by 1 April 2015 were approved. However, it was clearly identified in the Equality Analysis submitted as part of those proposals that consultation would be undertaken around specific proposals. Consequently, approval was obtained in July 2014 to consult on proposals in relation to:

- Family Intervention Projects
- Supported Lodgings
- Floating Support
- Sheltered Housing

This report outlines the feedback to the consultation and resulting recommendation in relation to Family Intervention Projects, Supported Lodgings and Floating Support, as well as providing information in relation to the approach being adopted to re-commissioning short term supported accommodation.

## **2. FAMILY INTERVENTION PROJECTS (FIPS)**

### **2.1 Description**

Small intensive floating support services set up to support some of the most troubled and challenging families.

Supporting People funding for family intervention projects is £0.242m.

In the region of between 30 and 40 people received support during 2013/14.

A snapshot of service users was undertaken around December 2013. Details were received for all services, with the exception of Burnley. At that time around 25 people were being supported, of which 9 people were appearing on the Working Together with Families lists.

### **2.2 Original Proposals**

- Family Intervention Projects (FIP) funded by Supporting People are decommissioned.
- Within the proposals there was a recognition that since the Supporting People funded FIP/Vulnerable Household Projects were set up around 2008, Lancashire County Council has adopted the Working Together with Families (WTWF) approach and the Government has launched the Troubled Families Programme. Consequently, the context in which the FIPs operate has changed.

However, in terms of the future, it has not been decided if the County Council will enter Phase 2 of the Troubled Families Unit (TFU)

programme. The County Council is completing a cost benefit analysis and will report this to the WTWF Governance Group later this year.

The TFU financial framework for Phase 2 is not yet available, but the Department of Communities and Local Government has indicated that funding will be significantly less than Phase 1 and that the programme will have to reach a greater number of families which would indicate that this type of intensive approach would be even less sustainable going forward.

In Lancashire, the WTWF approach agreed by its Governance Group is not based on a FIP model. The Working Together With Families (WTWF) approach and the Prevention and Early Help (P&EH) service going forward operate on a lead professional model and we would expect this lead professional (LP) to be drawn from the appropriate service across the partnership and for the work to form part of their "normal" caseload, so if the primary needs are housing there could be an expectation that many of the LPs came from District Housing Authority or the Registered Social Landlord.

- In the event that the proposal to decommission services is agreed, there would be clear transition arrangements so that existing service users receive appropriate levels of support. The Lancashire Children and Young People Safeguarding Board (LCSB) and Children and Young People Trust have agreed a Continuum of Need (CON) and Common Assessment Framework (CAF) as the mechanism for identifying thresholds for access to different services. This means that some families may not be eligible for support.

### **2.3 Consultation Process**

- 516 people were sent the link to the FIP consultation proposals and questionnaire, including all providers on the framework agreement, district councils and a range of other organisations.
- Two responses were received to the formal consultation – both responses were from district councils.
- An offer was made to meet with providers to discuss the proposals – one provider took up this offer.
- A report detailing the full consultation process and feedback is included within the Equality Analysis at Appendix 'A'.

### **2.4 Consultation Feedback**

- Fylde Borough Council supports the recommendations.
- "Pendle Borough Council are concerned that the removal of FIPs, although only working with a small number of families in Pendle, will leave a gap which will not be filled by the Working Together with Families (WTWF) approach. FIPs work positively on a daily basis with families who need intensive, personalised support to stabilise initially and then move on and improve to become more viable: less of a

concern to the communities where they live and the agencies who support them. The dedicated FIP worker and holistic family approach cannot be replicated by the WTWF Lead professional and Team Around the Family approach with the most difficult to manage families. The FIP team, working in the Partnership office in the Town Hall, have also helped to support a small number of families of young people identified through the Prevent and Deter Panel of the Community Safety Partnership".

- Provider Feedback - there was a recognition by the Provider of the changing landscape since the FIPs were established and of the financial position of the County Council. However, the following points were raised:
  - The Early Support contracts are of a shorter duration and offer less intensive support than FIPs. Therefore Early Support services could partially replace some elements of the support offered by the FIPs, but for a shorter duration. Decisions have not yet been made as to whether or not these contracts will be extended beyond March 2015
  - Working Together with Families is about changes to ways of working rather than delivering a service. There is a lack of clarity about who would be the lead professional in relation to WTWF.
  - Recommendation that there is a requirement to undertake independent evaluation of services within contracts in order to inform future commissioning, e.g. consider whether it is appropriate to commission more intensive services for smaller numbers of people or less intensive service for more people.
  - Recommendation that consideration is given to the increased role that charities can play e.g. in relation to national campaigning.

## **2.5 Recommendation**

We are recommending the decommissioning of Family Intervention Projects.

It is acknowledged that due to the lack of certainty regarding the future of Working Together with Families it is difficult to describe the level of support which will be available to individuals who would have previously accessed Family Intervention Projects. In the future families will be assessed against the eligibility criteria for services which are in place after April 2015. This means that some families may not be eligible for support.

Floating support would not be able to replace the FIP in terms of the holistic nature of the support. However, there may be opportunities to work with other agencies as part of a multi-agency team to support families where there is a high risk of homeless. This offer is likely to only be available to a very small number of families given the significant reduction in the capacity of the floating support contracts and the refocussing of the service on shorter term interventions.

In the event that the proposal is agreed, services will stop accepting new referrals so there are unlikely to be many existing service users requiring support when the contract ceases.

### **3.0 SUPPORTED LODGINGS**

#### **3.1 Description**

Supported lodgings services provide a young person with a room of their own in a private home where they are a member of the household, but are not expected to become a member of the family. The householder, or host, provides a safe and supportive environment, working alongside professional services to help and support the young person in gaining skills for independent life.

#### **3.2 Original Proposal**

- Reduction in funding from around £462,000 to £362,000.
- Recommended that the service is tendered in three geographical lots, although one provider could bid for all three and deliver greater economies of scale.
- Development of a specification which will facilitate greater consistency across Lancashire and improve links between supported lodgings providers and district councils.

#### **3.3 Consultation Process**

- 514 organisations were sent the link to the consultation proposals. This included all providers on the framework agreement, district councils and a range of other organisations.
- A total of 12 people attended the stakeholder consultation event. Those in attendance included representatives from existing supported lodgings provider organisations, the Leaving Care service, District Housing Teams, the Youth Offender Team and a Drug and Alcohol service.
- 21 young people attended 4 consultation groups and 4 young people completed the questionnaire.
- 9 householders responded to the householders questionnaire
- A report detailing the full consultation process and feedback is included within the Equality Analysis at Appendix 'C'.

#### **3.4 Consultation Feedback**

- Support for moving to a fully generic service which includes the requirement to meet the needs of young offenders and those at risk of offending. This will lead to the need to recruit flexible and adaptable host households to meet a wide range of young people's needs.
- In general, there was support for the three lots, although there were some concerns expressed regarding ability of small providers to bid.

Consequently, we will make clear that we will allow a variety of consortium arrangements to deliver the service, provided appropriate arrangements are in place to protect the County Council and service users.

- Whilst some concerns were expressed by providers regarding the revisions to the payment processes to address utilisation, the proposal is to proceed with the original recommendation (i.e. providers will only receive the host contribution when there is a young person in placement). This decision has been made on the basis that confirmation was received from the providers that they do not make payments to host households when there are no young people being supported. Providers will continue to receive funding for the support workers irrespective of the utilisation levels.
- Following feedback from stakeholders to our proposals to reduce the upper age limit to 21, we decided to retain the original age range of 16 - 25 years as providers said that lowering the age range would exclude some people who were in need of the service.
- Our original intention was to have a county wide approach to recruitment and training, however following the consultation we are proposing that some elements will be countywide and others more local. We will promote a county wide approach for advertising, induction training and specific issues training, whilst there will be local arrangement for recruitment for specific needs and the assessment and approval of host households.
- Vacancy information being shared with district housing teams was supported; however feedback from stakeholders was that this should be, where possible, through existing Panel arrangements. This proposal is supported by district councils.
- Feedback from the young people's consultation highlighted the issue of sharing which had previously not been considered. Young people expressed some concern about how this is currently managed. We propose to highlight in the specification that providers will need to carefully manage host households who take more than 1 young person at the same time to avoid existing placements becoming destabilised.
- A new proposal which emanated from the consultation with young people was that all host householders should have a profile available for young people to read before deciding whether to meet the host householder.
- A new proposal from the stakeholder events was that additional outcomes relating to householders should be included in specifications e.g. developing a positive relationship with the householder.

### **3.5 Recommendation**

- To reduce funding from around £460,000 to £360,000.
- To include issues outlined above under consultation feedback within the service specification.
- To tender three area based lots.

- To use a resource allocation formula based on 60% deprivation and 40% population.

#### **4.0 FLOATING SUPPORT**

##### **4.1 Description of Service**

Visiting housing related support service.

##### **4.2 Original Proposal**

- Reduction in funding from £2.8m to between £1.2 million and £1.5 million.
- Floating support to be clearly identified as a targeted service within the overall Integrated Well Being Framework.
- The core Integrated Well Being Service will provide a triage function for the floating support service in order to enable better targeting of services.
- Promotion of asset based approaches in order to help mitigate the impact of the budget reduction.
- Joint working with all stakeholders, including providers and district councils, during the next few months:
  - to determine if the generic service will continue to support all current client groups or if some funding will be extracted to procure floating support services through alternative arrangements;
  - to develop a more targeted specification to reflect the reduction in funding.

##### **4.3 Detailed Proposal Developed Following Consultation**

Two consultation events were held which focussed on working with stakeholders to develop the future service model. The first workshop focussed on generating ideas and the second event focussed on consulting on a more detailed service model. A report detailing the full consultation process and feedback is included within the Equality Analysis at Appendix 'B'.

Whilst having a housing support focus, the current service is geared at promotion of independence and has broad outcomes, developed by CLG, which reflected the Every Child Matters outcome domains: Economic Well Being, Enjoy and Achieve, Being Healthy, Stay Safe, Positive Contribution.

Whilst providers were required to report on all outcomes, the largest identified need for support, both locally and regionally, tended to be in relation to maximising income, reducing debt, maintaining or securing accommodation, contact with external agencies and assistance to better manage physical and mental health.

The proposed future service model outlined below seeks to target funding where there will be the greatest impact. Consequently, the proposal is to focus

a greater proportion of the service on short interventions which prevent homelessness or a crisis leading to homelessness.

This proposal reflects:

- the current identified need as outlined above;
- responses from service users as part of the consultation in relation to what they feel the most valuable elements of the service are;
- district feedback in relation to the success of drop ins;
- initiatives already adopted by providers under their contract to help manage demand which have proved to be successful;
- general feedback at the stakeholder events.

Whilst there is a majority, but not total, consensus to adopting this approach, there are concerns regarding the impact of floating support not addressing underlying causes of homelessness. Consequently, we are seeking through identifying floating support as a targeted services within the Integrated Wellbeing Service to provide a more joined up approach. This will enable individuals to obtain information and support to access universal services and community resources, thereby provide ongoing links with local communities. It will also enable individuals to be referred to services which focus on lifestyle or behaviour change where this is appropriate.

The table below compares the existing service with the proposed model.

<b>Issue</b>	<b>Current Model</b>	<b>Proposed Future Service Model</b>
<b>Service Model</b>	<ul style="list-style-type: none"> <li>• Stand alone</li> </ul>	<ul style="list-style-type: none"> <li>• One of the targeted services under the Integrated Well Being Service in order to facilitate more joined up approach and greater efficiencies</li> </ul>
<b>Aim</b>	<ul style="list-style-type: none"> <li>• To promote independence, social inclusion and improved quality of life (from contract)</li> </ul>	<ul style="list-style-type: none"> <li>• To prevent homelessness and to prevent crises leading to homelessness</li> </ul>
<b>Elements of service</b>	<ul style="list-style-type: none"> <li>• Short to medium term floating support</li> <li>• Outreach</li> <li>• Resettlement</li> </ul>	<ul style="list-style-type: none"> <li>• Phone/email advice only (Signposting)</li> <li>• Crisis intervention</li> <li>• Pre-tenancy work</li> <li>• Resettlement</li> <li>• Short to medium term floating support</li> <li>• Maintenance in the community</li> </ul>
<b>Access</b>	<ul style="list-style-type: none"> <li>• Access via two provider gateways</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholder (e.g. districts) - direct access to providers</li> <li>• Member of the public – via the information and signposting element of the Integrated Wellbeing Service</li> </ul>
<b>Proportion of</b>	<ul style="list-style-type: none"> <li>• Not specified</li> </ul>	<ul style="list-style-type: none"> <li>• Signposting, crisis, resettlement,</li> </ul>



<b>service users</b>		pre-tenancy: 60% <ul style="list-style-type: none"> <li>• Short term floating support: 30%</li> <li>• Maintenance in the community: 10%</li> </ul>
<b>Duration of support</b>	<ul style="list-style-type: none"> <li>• Up to 2 years</li> <li>• The average duration is 4 to 5 months</li> </ul>	<ul style="list-style-type: none"> <li>• Signposting: one off/up to a week</li> <li>• Crisis intervention: 4-6 weeks</li> <li>• Pre-tenancy work: 4 weeks</li> <li>• Resettlement: 4 weeks</li> <li>• Short to medium term floating support: 3-6 months</li> <li>• Maintenance in the community: periodic (e.g. quarterly, maintenance checks, facility for rapid re-engagement)</li> </ul>
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>• Economic well being</li> <li>• Enjoy and achieve</li> <li>• Being healthy</li> <li>• Stay Safe</li> <li>• Positive Contribution</li> </ul>	<ul style="list-style-type: none"> <li>• Economic wellbeing</li> <li>• Staying safe (maintenance of accommodation or securing accommodation)</li> <li>• May have some other outcomes for 40% receiving a longer term service but this will be subject to negotiation with provider and districts once we are clear about the profile of people accessing these services and the service required to best meet their needs</li> </ul>

#### 4.4 Consultation – Stakeholders

##### Consultation Process

- Links to proposals and electronic questionnaire were sent to 516 organisation on 4/08/2014. This included all providers on the framework agreement, district councils and a range of other organisations;
- Two stakeholder events were held – 11/09/2014 and 02/10/2014;
- A report detailing the full consultation process and feedback is included within the Equality Analysis at Appendix 'B'.

##### Stakeholder Feedback - Electronic Questionnaire Specific Questions– 17 respondents

- 82% of respondents agreed with the proposal to link the floating support service with the integrated wellbeing service;
- 65% of respondents agreed with the proposal to have a single point of access and a triage function for the floating support service;
- 76% of respondents agreed with the proposal to target floating support on the prevention of homelessness by increasingly signposting to other support services;
- 71% of respondents agreed or strongly agreed with the county council's outline proposal in respect of floating support;

Comments have been included in wider consultation feedback below.

### Stakeholder Feedback – Events and Comments Included in Electronic Questionnaire

Key issues from the consultation (full report contained within the Equality Analysis at Appendix 'B'):

- A recognition that floating support service delivery already included many 'hidden' elements which mirrored the proposed approach;
- A majority consensus that the proposal is realistic and deliverable if not ideal given that the funding cuts are substantial;
- Support for re-tendering in the same three locality lots;
- A need to develop full definitions of crisis to enable providers to target and prioritise effectively;
- Concern around levels of re-presentation from more complex or higher level needs clients resulting from the use of shorter term crisis interventions;
- A request for flexibility in service provision, particularly in regard to the length of support delivered, and a need to avoid inflexible targets or streaming;
- Support for the idea of rapid re-engagement but some mixed views about who should be able to re-engage quickly and in what circumstances;
- A request for clarity around pathways into and out of the service plus information about other services that may be available in the context of enabling joint working with the integrated wellbeing service;
- A consensus that greater flexibility and less focus on monitoring hours was a positive development;
- Concerns around losing quality with proposed shorter term work;
- One of the respondents to the stakeholder consultation did say that they thought that the proportion of cuts was disproportionate and that it would have been better if the short term accommodation based proposals had also been available at the same time. (See section 5.0 regarding short term accommodation based services).

Initially, the current split of savings was proposed as there were thought to be more opportunities to reconfigure sheltered housing services and to find alternative ways to deliver floating support through working with the integrated well-being services and making links with asset based approaches.

## **4.5 Consultation - Customers**

### Process

- A total of 1,100 questionnaires were circulated by the current floating support providers Disc and Calico on behalf of Lancashire County Council and service users could complete and on line survey;

- As of 14 October an overall total of 99 responses had been received from service users.

#### Feedback

- There is broad support for providing an increased range of services of different lengths in order to better manage demand;
- A majority of respondents indicated they did not want the length of support to be limited in order to reduce waiting times for support and indicated that they would prefer the length of support to be flexible;
- A quarter of respondents indicated that they had received a duplication of support from more than one agency whilst receiving floating support. The most commonly reported areas were in the area of emotional/mental health needs and social support;
- The three highest priority areas of support identified by service users included helping to prevent people losing their homes, helping people with money/debt/budgeting problems and helping people to move home if they needed to move;
- The three lowest priority areas of support identified by service users included helping people with the development of practical living skills; helping people improve their employment, training and volunteering opportunities; and helping people improve their social lives.

#### **4.6 Recommendation**

The recommendations for floating support are:

- To reduce the budget to £1.3 million and to reshape services as outlined above, whilst ensuring that the links with the Well Being Service are clear and that there is some flexibility in terms of deliverability without losing the overall aim of the service (i.e. the majority of people supported for short durations).
- To use a resource allocation based on a 60% deprivation and 40% population formula which broadly reflects the original allocation of funding.
- To include issues outlined above under consultation feedback in service specification.
- To work with the districts and providers to agree the most appropriate local models of service delivery (e.g. drop ins. etc.), whilst not losing a focus on the overall aim of the model.

#### **5.0 SHORT TERM SUPPORTED ACCOMMODATION**

One of the respondents to the stakeholder consultation stated that they thought that the proportion of cuts was disproportionate and that it would have been better if the short term accommodation based proposals had also been available. This type of service includes refuges, supported accommodation for 16-25 year olds, supported accommodation for offenders, homeless families supported accommodation.

Initial proposals to focus most of the savings on sheltered accommodation and floating support arose from the assumptions that there would be more opportunities:

- to reconfigure sheltered accommodation;
- to work with the integrated well-being services and community resources to deliver some of the support which would have initially been delivered via the floating support services.

There are still £600,000 savings to be identified from another efficiency savings programme. Consequently, we are now working with districts to identify how we can reconfigure short term services to achieve greater efficiencies and meet strategic priorities. However, this needs to be done on an individual service by service basis, prior to tendering services, with a view to new contracts being in place by July 2015.

We are also exploring the most appropriate approach to procuring services in relation to grouping services within tenders and to defining lots. This will be determined in conjunction with Procurement and Legal Services.

## **Implications**

### **Procurement**

Floating support services, supported lodgings and short term accommodation based services will be re-procured via mini competition from the Housing Support Framework Agreement.

### **Financial**

The savings identified in this report total £1.900m. An additional £0.118m savings have been negotiated with mental health providers. It is proposed that the remaining £2.000m savings are achieved through reducing funding to sheltered housing. Sheltered housing providers are currently consulting with their service users. Following consideration of all the feedback, a report will then be submitted to the Cabinet Member during December 2014.

### **Equality and Diversity**

Equality Analyses are set out at Appendices 'A' - 'C'.

### **List of Background Papers**

Paper	Date	Contact/Directorate/Tel
N/A		
Reason for inclusion in Part II, if appropriate		
N/A		

Appendix 'A'

Section 4

# Equality Analysis Toolkit

**Family Intervention Projects**  
For Decision Making Items

November 2011

## **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 - [EHRC - New public sector equality duty guidance](#)

Document 2 "Equality Analysis and the Equality Duty: Guidance for Public Authorities" may also be used for reference as necessary.

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

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

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

[AskEquality@lancashire.gov.uk](mailto:AskEquality@lancashire.gov.uk)

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

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

## **Name/Nature of the Decision**

Decommissioning of Family Intervention Projects funded from the Supporting People budget

## **What in summary is the proposal being considered?**

Decommissioning of 5 Family Intervention Projects, delivered by three providers, which are funded from the Supporting People budget. This will achieve £242k savings. In the region of between 30 and 40 people received support during 2013/14.

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

The funded services are located in

- Burnley
- Pendle
- Wyre
- Preston
- Chorley and South Ribble



**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

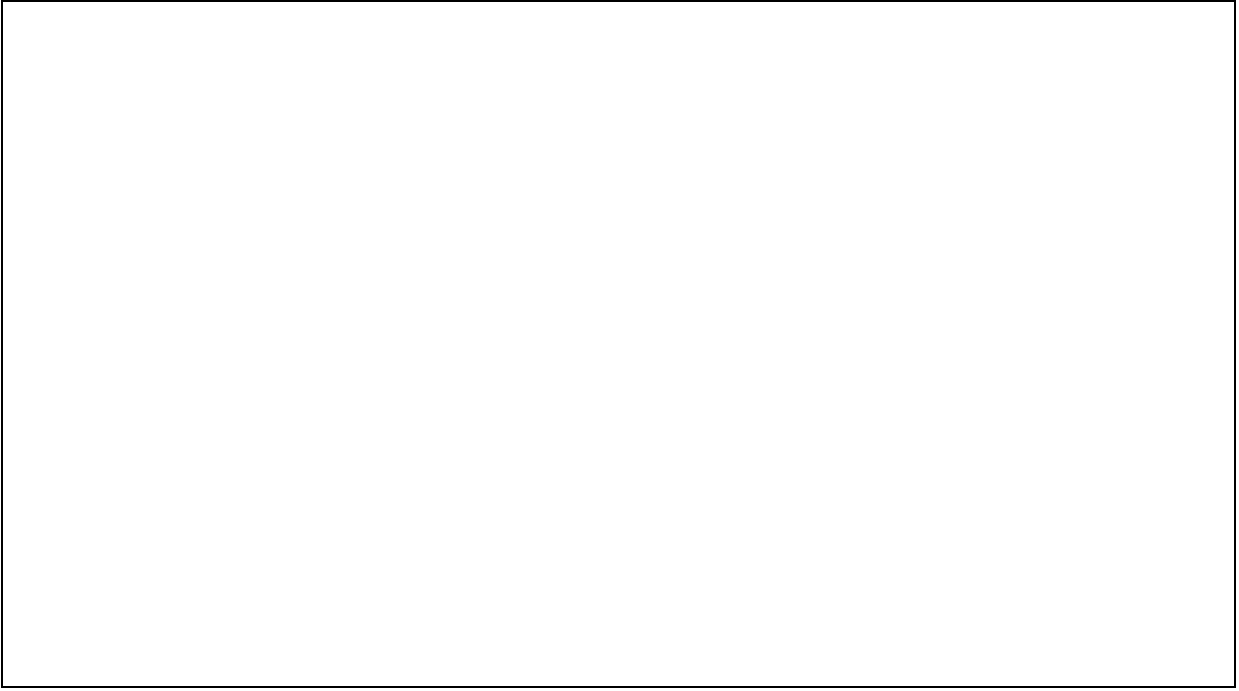
In considering this question you should identify and record any particular impact on people in a sub-group of any of the above – e.g. people with a particular disability or from a particular religious or ethnic group.

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**

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



## 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.

### **Client Record Data 2012/13, 2013/14**

Client record data provides a profile of service users who have accessed Family Intervention Projects during 2012/13 and 2013/14. A summary data report is attached:



clientrecorddatafip  
s.docx

The most accurate comparison would be between the profile of people accessing services and the profile of people within Lancashire with a need for support from a family intervention project. However, as this data is not available, we have used the population of Lancashire as our comparator group.

- The 32-38 year old category is the highest each year with 39-45 increasing in 13/14. In every household at least one member of the family is under 18 years old.
- 16% of people accessing FIPS are disabled compared to 14.66% of people between the ages of 16 and 64 across Lancashire
- 100% of people accessing services in 2013/14 were white and 93% in 2012/13 compared to 92.22% of people between the ages of 16 and 64 across Lancashire

## **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)

Consultation on the decommissioning of the family intervention projects took place from 4<sup>th</sup> August 2014 to 8<sup>th</sup> October 2014

- 516 organisations were emailed the link to the proposals and online questionnaire. This included all providers on the framework agreement, district councils and a range of other organisations. Only two organisations responded:

- Fylde Council supports the recommendations
- Pendle Council are concerned that the removal of FIPs, although only working with a small number of families in Pendle, will leave a gap which will not be filled by the Working Together with Families (WTWF) approach. FIPs work positively on a daily basis with families who need intensive, personalised support to stabilise initially and then move on and improve to become more viable: less of a concern to the communities where they live and the agencies who support them. The dedicated FIP worker and holistic family approach cannot be replicated by the WTWF Lead professional and Team Around the Family approach with the most difficult to manage families. The FIP team, working in the Partnership office, in the Town Hall have also helped to support a small number of families of young people identified through the Prevent and Deter Panel of the Community Safety Partnership.
- An individual meeting with a member of staff from the SP team was offered to providers. One provider took up this offer.

There was a recognition by the Provider of the changing landscape since FIPs were established and of the financial position of the County Council. However, the following points were raised:

- The Early Support contracts are of a shorter duration and offer less intensive support than FIPs. Therefore Early Support services could partially replace some elements of the support offered by the FIPs, but for a shorter duration. Decisions have not yet been made as to whether or not these contracts will be extended beyond March 2015
- Working Together with Families is about changes to ways of working rather than delivering a service. Lack of clarity about who would be the lead professional in relation to WTWF.
- Recommendation that there is a requirement to undertake independent evaluation of services within contracts in order to inform future commissioning e.g. consider whether it is appropriate to commission more intensive service for smaller numbers of people or less intensive service for more people
- Recommendation that consideration is given to the increased role that charities can play e.g. in relation to national campaigning

### **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 decommissioning of services will have an impact on all groups of people with protected characteristics.

Due to the lack of certainty regarding the future of Working Together with Families and floating support, it is difficult to describe the level of support which will be available to individuals who would have previously accessed Family Intervention Projects. In the future families will be assessed against the eligibility criteria for services which are in place after April 2015

#### **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. Given the high proportion of people who are not working and dependent on benefits, it is possible that the decision could combine with other factors or decisions taken at local or national level to exacerbate the impact on particular groups e.g. welfare reforms.

### **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

We are proposing to continue with the original proposal.

The level of service which will be available, after April 2015, through, WTWF and floating support is unclear at the moment. Families will be assessed against the criteria for services which are in place following April 2015

### **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.

Within the proposals there was a recognition that since the Supporting People funded FIP /Vulnerable Household Projects were set up around 2008, Lancashire County Council has adopted the Working Together



with Families (WTWF) approach and the Government has launched the Troubled Families Programme. Consequently, the context in which the FIPs operate has changed

However, in terms of the future, it has not been decided if LCC will enter Phase 2 of the Troubled Families Unit (TFU) programme. LCC are completing a cost benefit analysis and will report this to the WTWF Governance Group later this year.

The TFU financial framework for Phase 2 is not yet available, but the Department of Communities and Local Government has indicated that funding will be significantly less than Phase 1 and that the programme will have to reach a greater number of families which would indicate that this type of intensive approach would be even less sustainable going forward.

In Lancashire, the WTWF approach agreed by its Governance Group is not based on a FIP model. The Working Together With Families (WTWF) approach and the Prevention and Early Help (P&EH) service going forward operate on a lead professional model and we would expect this lead professional (LP) to be drawn from the appropriate service across the partnership and for the work to form part of their "normal" caseload, so if the primary needs are housing there could be an expectation that many of the LPs came from District Housing Authority or the Registered Social Landlord.

In the event that the proposal to decommission services is agreed, there would be clear transition arrangements so that existing service users receive appropriate levels of support. The Lancashire Children and Young People Safeguarding Board (LCSB) and Children and Young People Trust have agreed a Continuum of Need (CON) and Common Assessment Framework (CAF) as the mechanism for identifying thresholds for access to different services. This means that some families may not be eligible for support.

Due to the lack of certainty regarding the future of Working Together with Families and floating support, it is difficult to describe the level of support which will be available to individuals who would have previously accessed Family Intervention Projects. In the future families will be assessed against the eligibility criteria for services which are in place after April 2015

In the event that the proposal to decommission services is agreed, there

would be clear transition arrangements so that existing service users receive appropriate levels of support. Services will stop accepting new referrals as soon as the decision is made so there are unlikely to be many existing service users requiring support when the contract ceases

### **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.

There is a need to make the budgetary savings. Owing to the lack of certainty around the future of a range of preventative services, it is difficult to know the final impact on the group of people who would have accessed the services. There are currently around 40 people accessing services each year.

### **Question 8 – Final Proposal**

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

The final proposal is to decommission the family intervention projects. All groups will be affected. At this stage it is unclear as to how much support will be available given that no decision has been made about the

Working Together with Families. The floating support service may be able to deliver housing related support to a few families. However, given that the level of floating support available is being more than halved, it is unclear as to the level and duration of support to be available.

### **Question 9 – Review and Monitoring Arrangements**

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

Applications for floating support services and other preventative services will be monitored by protected characteristic so we are able to see the level of referrals from families at risk of homelessness

Equality Analysis Prepared By **Sarah McCarthy**

Position/Role **Head of Supporting People**

Equality Analysis Endorsed by Line Manager and/or Chief Officer

Decision Signed Off By

Cabinet Member/Chief Officer or SMT Member

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

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

Directorate contacts in the Equality & Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

[Karen.beaumont@lancashire.gov.uk](mailto:Karen.beaumont@lancashire.gov.uk)

Contact for Adult & Community Services Directorate

Jeanette Binns – Equality & Cohesion Manager

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

Contact for Environment Directorate, Lancashire County Commercial Group and One Connect Limited

Saulo Cwerner – Equality & Cohesion Manager

[Saulo.cwerner@lancashire.gov.uk](mailto:Saulo.cwerner@lancashire.gov.uk)

Contact for Children & Young Peoples Directorate

Pam Smith – Equality & Cohesion Manager

[Pam.smith@lancashire.gov.uk](mailto:Pam.smith@lancashire.gov.uk)

Contact for Office of the Chief Executive and the County Treasurer's Directorate

Thank you

Appendix 'B'

Section 4

# Equality Analysis Toolkit

**Floating Support**  
For Decision Making Items

November 2011

## **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 - [EHRC - New public sector equality duty guidance](#)

Document 2 "Equality Analysis and the Equality Duty: Guidance for Public Authorities" may also be used for reference as necessary.

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

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

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

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

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

## **Name/Nature of the Decision**

Reduction in funding for generic floating support services from £2.8 million to £1.3 million

## **What in summary is the proposal being considered?**

Reduction in funding for generic floating support services from £2.8 million to £1.3 million through:

- reconfiguring the services to provide a greater emphasis on short term interventions
- having a more joined up approach with other preventative services and community resources so that individuals can access support for lifestyle and behaviour type issues from other services (e.g. Integrated Wellbeing Service) and local community resources

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.

This is a county wide service serving a large range of groups/populations across all districts. The impact is not likely to be greater in any one area of Lancashire.

**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**

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



## 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.

### **Client Record Data 2013/14**

Client record data provides a profile of every service user who has accessed the service. The data can be broken down by age, disability, gender, sexual orientation, race, ethnicity, nationality, religion or belief, marriage or civil partnership status where a service user has disclosed the information.

A summary data report outlining the profile of people accessing provision across Lancashire is embedded below



The most accurate comparison would be between the profile of people accessing services and the profile of people within Lancashire with a need for floating support services. However, as this data is not available, we have used the population of Lancashire as our comparator group.

<b>Ethnic Origin</b>	<b>Lancs (16+)</b>	<b>Floating Support</b>
White	93.52%	94.44%
Mixed/multiple ethnic group	0.74%	1.04%
Asian/Asian British	5.14%	2.53%
Black/African/Caribbean/Black British	0.37%	0.74%
Other ethnic group	0.23%	0.94%

<b>Sex</b>	<b>Lancs. (16+)</b>	<b>Floating Support</b>
Males:	49%	31.76%
Females:	51%	68.19%

<b>Disability</b>	<b>Lancs. (16+)</b>	<b>Floating Support</b>
Disabled	23.71%	39%
Not disabled	76.29%	61%

The above tables show that we are supporting

- A greater proportion of people with disabilities than the comparator group
- A marginally smaller proportion of people from minority ethnic groups than the comparator group
- A greater proportion of women than the comparator group

## 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)

Consultation on the proposed reduction in funding and proposals for the re-shaping of floating support has taken place with the following groups of stakeholders between August and October 2014:-

- **Internal and External Stakeholders- including District Local Authority Housing Leads** (550 organisations/key stakeholders were emailed the proposals and notified of the dates of the consultation event). The online questionnaire was available between 4/8/2014 and 8/10/14. A total of 20 responses were received from stakeholders with additional feedback from districts leads on the draft proposals. In addition two stakeholder consultation events were held in Preston on 11/9/14 (32 people attended) with a follow up event held on 2/10/14 at which the draft proposals, which incorporated feedback from the first event, were presented (40 people attended). Most of those who attended were either current providers, members of local advice agencies or district housing leads.
- **Current and Former Service Users-** 1,100 people were consulted by questionnaire which was circulated in the middle of September 2014.

In the case of service users, information currently available has been used to inform this Equality Analysis (i.e. information from 99 service users)

A full report outlining the consultation responses is attached.



One of the respondents to the stakeholder consultation did say that they thought that the proportion of cuts was disproportionate and that it would have been better if the short term accommodation based proposals had also been available at the same time as there could have been opportunities to deliver floating support into sheltered accommodation and short term accommodation based services.

There are still 600k savings to be identified. Consequently, we are now working with districts to identify how we can reconfigure short term accommodation based services to achieve greater efficiencies and meet strategic priorities. However, this needs to be done in an individual service by service basis.

Initially, the current split of savings was proposed as there were thought to be more opportunities to reconfigure sheltered housing services and to find alternative ways to deliver floating support through working with the integrated well-being services and making links with asset based approaches.

The future service model for floating support has been developed following two consultation events with stakeholders, responses to the electronic stakeholder questionnaire and service user feedback. The first workshop focussed on generating ideas and the second event focussed on consulting on a more detailed service model

### **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.

Given the high level of proposed savings, it is predicted that overall there will be a significant impact on people in need of housing related support services.

However, it is anticipated that the impact of reduced funding will likely lead to similar proportions of people with protected characteristics accessing services as occurs now. This means that there will be a higher proportion of people with disabilities and a higher number of women than the general population affected by the proposals as these groups are currently receiving a greater proportion of services than the local population.

We are assuming that the profile will be similar on the basis that currently the needs of applicants are assessed and prioritised in line with providers' policies, which gives greater priority to people in housing need, and this will continue to be the case in the future.

#### **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. Given the high proportion of people who are not working and dependent on benefits, it is possible that the decision could combine with other factors or decisions taken at local or national level to exacerbate the impact on particular groups. (e.g. welfare reforms)



However, we are seeking to reconfigure the service in such a way that we will mitigate some of the impact of the reduction in funding for floating support service (see section 6)

### **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 recommendation is to continue with the proposal to reduce the level of funding for services to £1.3 million.

### **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.

The following table shows how we are trying to mitigate the impact through reconfiguration of services. It is proposed that:

- the service is refocused to provide shorter intervention for about 60% of people accessing services;
- the floating support service works in a more joined up way with the integrated well-being service, so that support in relation to linking with local communities and behavioural or lifestyle changes can be accessed through the Integrated Well Being Framework

<b>Issue</b>	<b>Current Model</b>	<b>Proposed Future Service Model</b>
<b>Service Model</b>	<ul style="list-style-type: none"> <li>• Stand alone</li> </ul>	<ul style="list-style-type: none"> <li>• One of the targeted services under the Integrated Well Being Service in order to facilitate more joined up approach and greater efficiencies</li> </ul>
<b>Aim</b>	<ul style="list-style-type: none"> <li>• To promote independence, social inclusion and improved quality of life (from contract)</li> </ul>	<ul style="list-style-type: none"> <li>• To prevent homelessness and to prevent crises leading to homelessness</li> </ul>
<b>Elements of service</b>	<ul style="list-style-type: none"> <li>• Short to medium term floating support</li> <li>• Outreach</li> <li>• Resettlement</li> </ul>	<ul style="list-style-type: none"> <li>• Phone/email advice only (Signposting)</li> <li>• Crisis intervention</li> <li>• Pre-tenancy work</li> <li>• Resettlement</li> <li>• Short to medium term floating support</li> <li>• Maintenance in the community</li> </ul>
<b>Access</b>	<ul style="list-style-type: none"> <li>• Access via two provider gateways</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholder (e.g. districts) - direct access to providers</li> <li>• Member of the public – via the information and signposting element of the IWB Service</li> </ul>
<b>Proportion of service users</b>	<ul style="list-style-type: none"> <li>• Not specified</li> </ul>	<ul style="list-style-type: none"> <li>• Signposting, crisis, resettlement, pre-tenancy: 60%</li> </ul>

		<ul style="list-style-type: none"> <li>• Short term floating support: 30%</li> <li>• Maintenance in the community: 10%</li> </ul>
<b>Duration of support</b>	<ul style="list-style-type: none"> <li>• Up to 2 years</li> <li>• The average duration is 4 to 5 months</li> </ul>	<ul style="list-style-type: none"> <li>• Signposting: one off/up to a week</li> <li>• Crisis intervention: 4-6 weeks</li> <li>• Pre-tenancy work: 4 weeks</li> <li>• Resettlement: 4 weeks</li> <li>• Short to medium term floating support: 3-6 months</li> <li>• Maintenance in the community: periodic (e.g. quarterly, maintenance checks, facility for rapid re-engagement)</li> </ul>
<b>Outcomes</b>	<ul style="list-style-type: none"> <li>• Economic well being</li> <li>• Enjoy and achieve</li> <li>• Being healthy</li> <li>• Stay Safe</li> <li>• Positive Contribution</li> </ul>	<ul style="list-style-type: none"> <li>• Economic wellbeing</li> <li>• Staying safe (maintenance of accommodation or securing accommodation)</li> <li>• May have some other outcomes for 40% receiving a longer term services but this will be subject to negotiation with provider and districts once we are clear about the profile of people accessing these services and the service required to best meet their needs</li> </ul>

In addition, we are seeking to make efficiencies through introducing amendments to the way in which the services are contracted and monitored.

Therefore, although the reduction in funding will undoubtedly have a negative effect on the people of Lancashire with a need for housing related support, the current profile of people with protected characteristics accessing service is likely to remain similar

Although the capacity of the service will reduce, the proposed re-focusing of the service to deliver more short term interventions will offset some of the potential impact that might have otherwise resulted.

## **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.

There is a need to achieve budget savings. In seeking how to best target the reduced funding, the objectives of the service have been more narrowly defined as prevention of homelessness and the prevention of crisis that might lead to homelessness.

In order to achieve this objective, we are proposing to re-configure the floating support service so that it can be accessed by the largest number of service users possible, but for a shorter period. This will result in a greater focus on support to stop evictions etc. and less focus on longer term interventions aiming at behavioural change. We are seeking to refer people for help with these issues to the Wellbeing Services and community resources. However, the capacity of those services to respond to these referrals is still unclear.

## **Question 8 – Final Proposal**

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

The final proposal is to reduce funding by £1.5 million (from £2.8 million to £1.3 million) and to reconfigure services in line with the model developed in conjunction with stakeholders. This will be refined and

finalised in the light of any further feedback from service users or stakeholder. This proposal will then form the basis for the service specification for the future tender

This model is being adopted with the aim of preventing homelessness and the prevention of a crisis that might lead to homelessness by maximising the opportunity to support individuals who require a short intervention to prevent homelessness and to offer additional support to some people who still appear to be at risk of homelessness without additional support.

In addition, we are proposing to have a more joined up approach with other preventative services, and community resources, so that individuals can access support for lifestyle and behaviour type issues from other services (e.g. Integrated Wellbeing Service) and local community resources

As a greater proportion of people who are disabled and who are female access services, they are likely to be most affected.

### **Question 9 – Review and Monitoring Arrangements**

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

A range of measures will be used to manage implementation and review and monitor the effects of the proposal. These include:-

- Development of a service specification that fully outlines the requirements of the future
- Effective tender evaluation to appoint the most suitable provider(s)
- Development of KPI's, outcome measures and a period of service development to ensure that the new service(s) achieve their objectives
- Monitoring of service users/referral data by protected characteristic

Equality Analysis Prepared By Cathryn McCrink, Contract Officer, and Sarah McCarthy, Head of Supporting People

Equality Analysis Endorsed by Line Manager and/or Chief Officer

Decision Signed Off By

Cabinet Member/Chief Officer or SMT Member

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

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

Directorate contacts in the Equality & Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

[Karen.beaumont@lancashire.gov.uk](mailto:Karen.beaumont@lancashire.gov.uk)

Contact for Adult & Community Services Directorate

Jeanette Binns – Equality & Cohesion Manager

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

Contact for Environment Directorate, Lancashire County Commercial Group and One Connect Limited

Saulo Cwerner – Equality & Cohesion Manager

[Saulo.cwerner@lancashire.gov.uk](mailto:Saulo.cwerner@lancashire.gov.uk)

Contact for Children & Young Peoples Directorate

Pam Smith – Equality & Cohesion Manager

[Pam.smith@lancashire.gov.uk](mailto:Pam.smith@lancashire.gov.uk)

Contact for Office of the Chief Executive and the County Treasurer's Directorate

Thank you





Appendix 'C'

Section 4

# Equality Analysis Toolkit

**Supported Lodgings**  
For Decision Making Items

November 2011

## **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 - [EHRC - New public sector equality duty guidance](#)

Document 2 "Equality Analysis and the Equality Duty: Guidance for Public Authorities" may also be used for reference as necessary.

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

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

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

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[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

## **Name/Nature of the Decision**

A reduction of £100k, from £460k to £360k, in the overall funding available for supported lodgings provision in Lancashire from April 2015.

## **What in summary is the proposal being considered?**

To reduce the level of funding and re-procure supported lodgings provision via a mini competition under Lancashire County Council's Framework for Housing Related Support.

The tendering will be as follows:

- 3 separate lots based on the 3 localities North, Central & East
- Providers on the framework having the option to bid for all 3 or for individual lots
- We will allow a variety of consortium arrangements to deliver the service, provided appropriate arrangements are in place to protect the County Council and service users.

The main changes resulting from the proposal are as follows

- Loss of the specialist offender service; however generic services will be expected to offer a service to offenders
- Reduction in the number of young people able to be supported as a result of the reduction in funding

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

The decision is likely to affect people across the county in a similar way.

**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. Given that the service is aimed at young people, there will be a negative impact on people between the age of 16 and 25 year olds. However, as the purpose of the proposal is to ensure an equitable and consistent supported lodging service offer across the County, it is thought that there will not be a disproportionate negative impact on any groups of young people with protected characteristics. (e.g young people from a BME group)

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

## 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.

The client record data provides a profile of people accessing services each year.



Supported  
Lodgings.xlsx

An analysis is attached

Key points are as follows:

- 46% of individuals accessing the service in 2012/13 were 16 or 17

years old compared to 35 % of people accessing services in 2013/14

- 53.7% of individuals accessing the service were between 18 and 24 years old in 2012/13 compared to 62% in 2013/14
- 14.6% of individuals accessing the service in 2012/13 were disabled compared to 20.3% in 2013/14
- 36.6% of individuals accessing the service in 2012/13 were female compared to 49.9% in 2013/14.
- 100% of individuals were from a white ethnic group in 2012/13 compared to 93.8% in 2013/14

Given the small number of people accessing services, the proportion can vary significantly between different years

However, it is clear that higher proportions of young people and disabled people are accessing the service than are present in the wider population, consequently reductions in funding will have a greater impact on these groups

## **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 comprehensive approach to consultation was undertaken in order to obtain the views of those potentially affected by the decision. The consultation was conducted in the following ways:

**On Line Consultation for stakeholders** – The summary report was published on the Lancashire County Council Have Your Say web site



from Monday 4 August with a closing date of Wednesday 8 October. The details of this were distributed via email to over 500 email addresses, and also promoted on the Supporting People web site.

**Stakeholder Event** – An event was held on Friday 26 September 2014 at the Woodlands Conference Centre, Chorley. The session opened at 10:00 am and closed at 16:00 pm. Invitations were distributed to 514 email addresses. These included all providers on the Framework Agreement, District Housing Leads, Public Health Contacts and wider charitable and voluntary sector organisations across Lancashire. An agenda was distributed in advance of the event.

A total of 12 people attended. Those in attendance included representatives from existing supported lodgings provider organisations, the Leaving Care service, District Housing Teams, the Youth Offending Team and a Drug and Alcohol Service.

**Young People Focus Groups** – Invitations to young people were distributed via the 4 current supported lodgings providers. The service providers were encouraged to invite young people who were currently living in supported lodgings and also previous users of the service.

The focus groups were held at the offices of the 4 existing providers as follows:

- Monday 22 September 5:00-6:00 pm (M3 Project, Rawtenstall)
- Tuesday 23 September 4:30-5:30 pm (Preston Nightstop, Preston)
- Wednesday 24 September 7:00-8:00 pm (Child Action North West, Wilpshire)
- Tuesday 30 September 3:00 – 4:00 pm (SLEAP, Leyland)

21 young people attended the 4 sessions. The profile of the young people was as follows:

- 9 females with ages ranging from 17-23 years
- 12 males with ages ranging from 17-24 years

**Questionnaire for Young People** – Information detailing an online questionnaire was distributed to young people currently in supported lodgings via the service providers. The young people were offered the option of completing the questionnaire on line or in hard copy format. 4

have been received

**Questionnaire for Host providers-** Information detailing an online questionnaire was distributed to existing host providers via the service providers. The host providers were offered the option of completing the questionnaire on line or in hard copy format. 9 have been received

Both questionnaires were distributed to service providers on the 3<sup>rd</sup> September, with a closing date of 10<sup>th</sup> October 2014.

A report outlining the full consultation feedback is attached



Supported  
Lodgings Consultati

### **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 reduction in funding will impact on the number of young people who can access supported lodgings services. However, within this group, there are no other factors, to our knowledge, that might heighten disadvantage amongst people with any of the other protected groups (e.g ethnic origin, sex).

The most accurate comparison would be between the profile of people accessing services and the profile of people within Lancashire with a need for support from a family intervention project. However, as this data is not available, we have used the population of Lancashire as our comparator group.

The figures below show that currently people from minority ethnic groups are under- represented in supported lodgings services and people with disabilities are over represented when compared to the Lancashire wide population or 16-24 year olds.

In 2013/14

10.86% of the Lancashire population (16-24) is from an ethnic minority whereas 6.25% of people accessing SP services are white.

3.22% of the Lancashire population (16-24) are disabled whereas 20%

of people accessing SP services are disabled.

#### **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.

The planned changes to Welfare Reform in the form of Universal Credit may impact on the proposal. The timescales for the roll out of Universal Credit have slipped and it is likely that in the short term the status quo will apply. In the medium and longer term the picture is less clear. Supported Lodgings forums are working with Central Government in an attempt to have supported lodgings classified as "exempt or specified accommodation" and therefore still subject to housing benefit. In the event that the services are not classified in this way the future viability of supported lodgings would be seriously threatened.

#### **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

There are no changes to the planned level of funding reduction. The feedback gained through the consultation process supports the provision of generic services. However, there is some detailed consultation feedback which will lead to amendments being made to the original operational proposals.

### **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.

Whilst the overall level of provision will reduce, some services have been under-utilised. Consequently, the actions taken to improve access to services may result in the reduction in actual numbers of young people being proportionately less than the reduction in funding would suggest.

A service specification will be drawn up which will fully detail the nature of the service that is to be delivered.

Included in the service specification will be the need for the provider/s of the supported lodging service to ensure that they recruit and train host families who will be able to support young people at risk with a range of needs including the needs of young people who are, or who are at risk of

becoming, offenders.

The performance of the supported lodging providers will be monitored as set out in the Performance and Monitoring policy in a number of ways (Appendix 1 of the Contract Terms and Conditions); this will include ongoing monitoring and regular analysis of quantitative and qualitative information. Information will also be captured which will provide a detailed breakdown of the profile of the clients being offered a service.

Under delivery or failure to meet the service specification will be addressed in performance management meetings.

### **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 primary driver behind this proposal is to achieve the budget savings. A comprehensive review of the supported lodgings service was undertaken in 2013. The review concluded that the supported lodgings provision was not being offered on a consistent basis across Lancashire and that improvements could be made to the model of service delivery which would also achieve the efficiency savings. This proposal is based on the findings of that review.

The clients who could potentially be affected by this proposal would be all young people. Young offenders may be more affected as the specialist service will no longer be provided; however if generic services

support a significant number of young offenders in the future then all young people could be similarly affected. However, the under-utilisation of all services will reduce the impact.

Access to services is closely monitored for all housing related support service and the data, which is provided on a quarterly basis, would serve to highlight potential issues with inappropriate refusals to the service. A failure to offer the service appropriately would be addressed as part of the performance and quality management approach.

More generally, re-shaping the services could potentially cause some disruption to the current arrangements in the short term given the nature of the service and in the context of host providers having established good relationships with the current service provider.

The Supporting People team will work closely with the current providers during this process to minimise the risk of disruption to existing supported lodgings placements as much as possible.

### **Question 8 – Final Proposal**

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

The proposal is to reduce the overall funding available for supported lodgings provision in Lancashire by £100k from April 2015.

The supported lodgings provision will be subject to a mini competition under Lancashire County Council's Framework for Housing Related Support.

The tendering will be presented as follows:

- 3 lots based on the 3 localities North, Central & East

Providers on the framework will have the option to bid for all 3 or for individual lots. Consortium bids will be allowed so that smaller voluntary

sector organisations are not disadvantaged

All young people could be affected owing to the reduction in funding. This includes young offenders, as this specialist service will no longer be provided under the new structure. However, as generic services will be required to offer a service to young offenders, it is likely that all young people will be impacted as the generic service will take less other young people.

It is further acknowledged that re-shaping the services could potentially cause some disruption to the current arrangements in the short term given the nature of the service and in the context of host providers having established good relationships with the current service provider. It is the intention of the Supporting People team to work with the current providers during this process to minimise the risk of disruption to existing supported lodgings placements as much as possible.

### **Question 9 – Review and Monitoring Arrangements**

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

The Supporting People team has well established procedures in place relating to the Performance Monitoring and Quality Assurance of all housing related support services.

The performance monitoring and quality assurance process includes:

- Enabling actions to be agreed which are required to improve performance
- Providing a focus for ongoing communication and development of constructive relationships between commissioners/quality assurance staff and providers and;
- Providing opportunities to identify service development in some situations.

Performance monitoring is a regular activity which will be undertaken to ensure that the service is being delivered in line with the performance



and quality standards. Performance monitoring takes place continually throughout the lifespan of the contract and informs performance and quality reviews.

In addition liaison/meetings with the district housing leads will provide additional opportunity to capture their views on the effectiveness of the service in meeting supported housing needs.

The Supporting People Commissioning Board will provide a further outlet for service commissioners to express their views and to raise any potential issues arising from the implementation of the proposal.

Equality Analysis Prepared By **Bev Cartwright, Contract Officer, and Sarah McCarthy, Head of Supporting People**

Equality Analysis Endorsed by Line Manager and/or Chief Officer

Decision Signed Off By

Cabinet Member/Chief Officer or SMT Member

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

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

Directorate contacts in the Equality & Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

[Karen.beaumont@lancashire.gov.uk](mailto:Karen.beaumont@lancashire.gov.uk)

Contact for Adult & Community Services Directorate

Jeanette Binns – Equality & Cohesion Manager

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

Contact for Environment Directorate, Lancashire County Commercial Group and One Connect Limited

Saulo Cwerner – Equality & Cohesion Manager

[Saulo.cwerner@lancashire.gov.uk](mailto:Saulo.cwerner@lancashire.gov.uk)

Contact for Children & Young Peoples Directorate

Pam Smith – Equality & Cohesion Manager

[Pam.smith@lancashire.gov.uk](mailto:Pam.smith@lancashire.gov.uk)

Contact for Office of the Chief Executive and the County Treasurer's Directorate

Thank you

# Agenda Item 5f

**Report to the Cabinet Member for Environment, Planning and Cultural Services**  
**Report submitted by: Executive Director of Adult Services, Health and Wellbeing**

**Date: 5 November 2014**

**Part I - Item No. 1**

Electoral Division affected:  
All

## **Review of Library Opening Hours 2014**

(Appendices 'A' and 'B' refer)

Contact for further information:

Julie Bell, (01772) 536727, Adult Services, Health and Wellbeing Directorate,  
[julie.bell@lancashire.gov.uk](mailto:julie.bell@lancashire.gov.uk)

### **Executive Summary**

Following the completion of the 2014 Review of Library Opening Hours, the Library Service is now in a position to recommend:

- i. Further increases to opening hours at 21 branches;
- ii. Amendments to opening hours at 8 branches resulting in more convenient opening times.

The net combined effect will be an overall increase in opening hours of 50.75 hours per week, the equivalent of 2%, which will be achieved with no additional staffing costs.

This is deemed to be a Key Decision and Standing Order 25 has been complied with.

### **Recommendation**

The Cabinet Member for Environment, Planning and Cultural Services is recommended to approve the increases and changes in opening hours at the 29 libraries set out at Appendix 'A' to take effect as soon as possible after 1 January 2015

### **Background and Advice**

In January 2014, the Head of Cultural Services undertook a review of library opening hours on the basis that any proposals would not incur any additional staffing costs.

In 2013 when the last review of opening hours took place, it was agreed that the library opening hours would be reviewed every year to ensure that the needs of the public are fully met and to deliver a cost effective service.

The review has now been completed for the opening hours at 63 libraries. The review has also involved identifying further opportunities for opening libraries for extra sessions at no additional cost. Although the scope for doing so is limited, the proposal as presented in the list of libraries at Appendix 'A' incorporates at least one of the following elements for each of the libraries involved:

- Increased opening hours at libraries which already out-perform the average in terms of usage per hour.
- More coherent patterns of opening at libraries.
- Building on the first review by opening earlier in the mornings at additional libraries and more lunch time openings.

Part of the review involved examining hourly usage evidence to identify times when libraries were under-utilised, often in the evenings, and to investigate whether closing at these quieter times and opening instead for sessions likely to be busier, was feasible. Where possible, the resultant proposals, which again involve no additional cost, incorporate an overall increase in hours at the library concerned, though in some cases such increases are very modest.

Because this review involves closing at times when the library is currently open, customers were consulted at all the libraries concerned, being offered a simple 'Yes/No' choice between retaining the status quo and moving to the suggested new hours of opening. This consultation was extended to non-users by being made available online. Although it was publicised by a press release and through social media, online take-up by non-users remained relatively low. Where the results of the consultation indicated a clear public majority against the proposals, they have been withdrawn as to pursue them was likely to prove counter-productive. A full list of the final proposed changes following the consultation is set out in Appendix 'A'.

Those libraries where no change is suggested appear in Appendix 'A', in section 3. The current usage evidence for those libraries indicates that both the present total number of hours open and the pattern of opening hours are suitable for the levels of business, as well as being in line with comparable libraries countywide.

As in the first review, the major potential public benefit from these proposed changes would be to improve access to library services by extending the times at which they are available and/or amending the opening hours to reflect local preferred usage patterns. This should contribute towards improved use of library services, particularly significant as increasing the number of physical visits made to public libraries is one of the key performance measures for the County Council.

The net effect of these proposals will be an overall increase in opening times of 50.75 hours, an increase of 2%. There is a good geographical spread of libraries included in the proposals, with at least one library in each of Lancashire's twelve Districts proposed for an overall increase in hours.

## **Consultations**

As noted above, for all libraries where amendments to opening hours are proposed there has been direct public consultation on the specific suggestion for each library. Where there was a clear public majority against the proposal, these are shown in

Appendix 'A', section 3, included in this report and consequently no suggestions for change are currently being pursued for 34 libraries. At one other library, Oswaldtwistle, the vote was also against the proposals. Local managers have carefully reviewed their budgets and staffing availability and have concluded that they can implement some, or all, of the positive elements of the proposals without including any of the negative elements to compensate. This library has accordingly been transferred to the second list of libraries in Appendix 'A', where simple increases in opening hours are being proposed.

In all cases where amendments to opening hours are proposed in this report, they have been endorsed by the public following site-specific consultation. Appendix 'A' also shows the libraries that were considered to be out of scope for this consultation as their hours were already fitted to the staffing hours available or they were in line with hours proposed in this review (section 4).

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

Library usage is currently declining overall, whether measured by the number of physical visits to premises or the number of items borrowed. By not addressing the issue of public dissatisfaction with opening hours and not taking the opportunity to increase hours at no cost it is likely that this decrease will continue, with a consequent adverse effect on performance. Increasing hours provides a better opportunity for the service to try to arrest this decline in visitor figures, though the environment surrounding libraries and the whole of the physical book trade will remain extremely challenging in the current market-wide move away from print. It has been demonstrated that when hours were changed in the first review some libraries did show an upturn in their usage figures.

Also, with seventeen libraries being considered as Strategic hubs for the County Council, some of the suggested hours of opening are allowing more flexibility for access by other services in library buildings.

### **Financial**

There would be no financial implications as the proposals are on the basis that opening hours can be extended in such a way that no extra staffing costs are incurred. There may be very minor implications on energy costs, but this is considered to be immaterial in value.

### **Equality and Diversity**

The proposals increase accessibility to information and services for all the people of Lancashire. Increasing the time available for the whole community to access the range of print and electronic materials held in libraries will contribute towards combating social exclusion and narrowing the gaps between the varied range of groups and individuals that make up the population of Lancashire. There is a good geographical spread of increases across the county in these proposals, while those

libraries not involved on this occasion are regarded as having opening hours that are appropriate for the scale and nature of their use. Opening hours will be reviewed on a regular basis and further proposals will be submitted in future years.

An Equality Analysis has been carried out for the review of all the 29 libraries that are changing. Any impact on customers with protected characteristics is expected to be of an extremely minor nature and alternatives are available as noted in the Assessment document. The Equality Analysis is set out at Appendix 'B'.

### **Personnel**

Minor changes to staff rotas may be necessary in some cases, though the number of hours worked in total will be neither increased nor decreased. Any changes will be achieved by individual negotiation and agreement with the members of staff concerned and the Trade Unions will be kept informed throughout.

### **List of Background Papers**

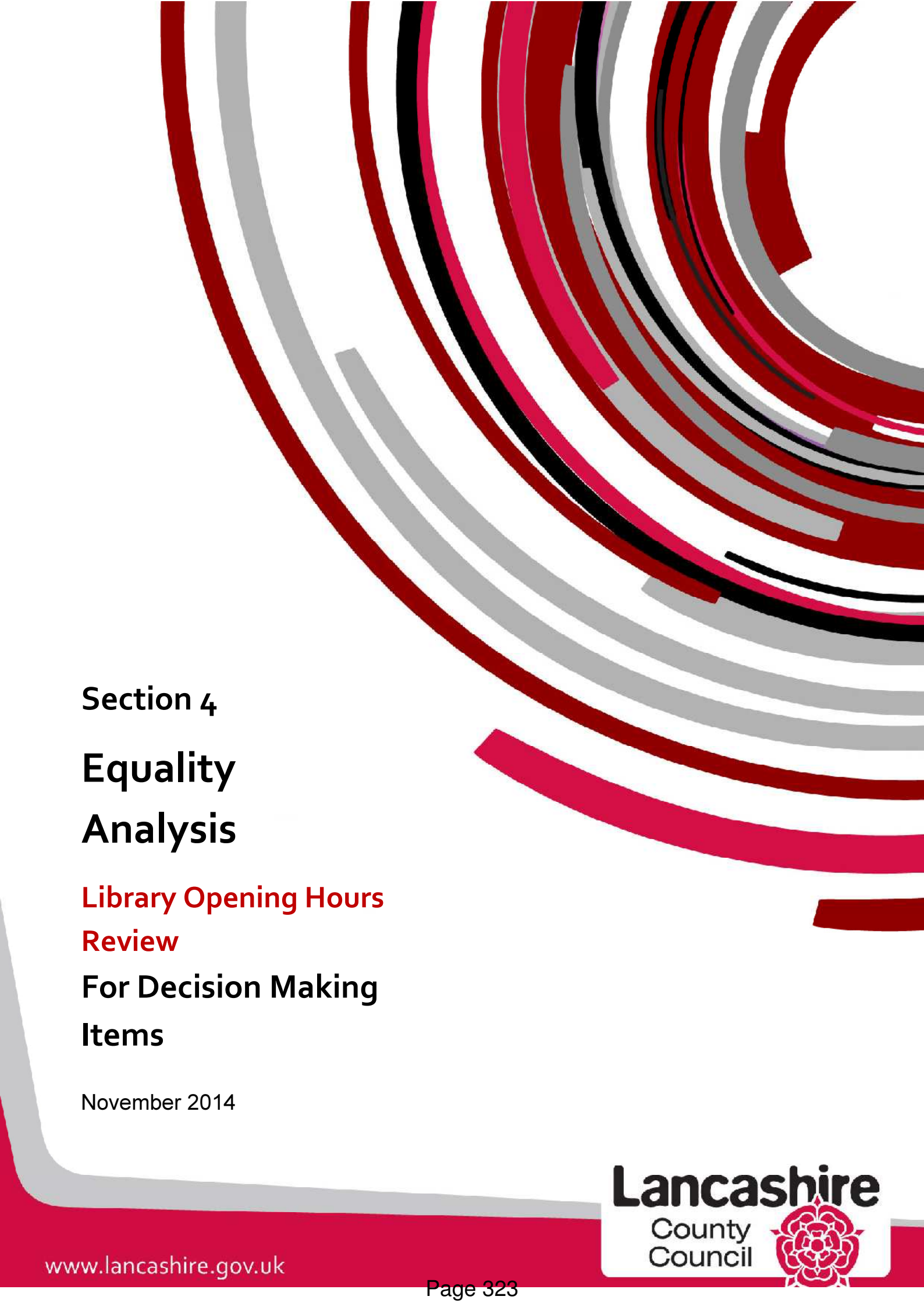
Paper	Date	Contact/Directorate/Tel
N/A		
Reason for inclusion in Part II, if appropriate		
N/A		

## **Appendix 'A'**

<b>1. Libraries where it is proposed that there will be a change in the pattern of hours following consultation (no increase or decrease in hours)</b>	
Briercliffe Brierfield Kirkham Knott End	Nelson Ribbleton Rosegrove Savick
<b>2. Libraries where it is proposed that there will be an increase in their hours following the consultation per week</b>	
Accrington                    2.5 hours Bamber Bridge                2 hours Barnoldswick                  4 hours Burscough                    1.5 hours Carnforth                    15 minutes Clayton le Moors               5 hours Clitheroe                    2 hours Coal Clough                  2 hours Colne                         2 hours Coppull                      4.5 hours Ecclestone                    1 hour	Great Harwood                2 hours Ingol                         0.5 hours Mellor                        0.5 hours Oswaldtwistle*               4 hours Parbold                      6.5 hours Penwortham                 5.5 hours Pike Hill                    0.5 hours Rishton                      5 hours Trawden                     1 hour Whalley                     5.5 hours
<b>3. Libraries which were included in the consultation but there is no change</b>	
Adlington Ansdell Bacup Barrowford Bolton Le Sands Burnley Chatburn Chorley Clayton Green Cleveleys Euxton Fleetwood Freckleton Fulwood Garstang Harris Haslingden	Kingsfold Lancaster Leyland Longridge Longton Lostock Hall Morecambe Ormskirk Padiham Poulton Rawtenstall Read Sharoe Green Tarleton Thornton Upholland Whitworth
<b>4. Libraries which were not included in the review</b>	
Burnley Campus Crawshawbooth Earby Halton Heysham	Lytham Northfleet Silverdale Skelmersdale St Annes Wheatley Lane







Section 4  
**Equality  
Analysis**

**Library Opening Hours  
Review**  
**For Decision Making  
Items**

November 2014

## **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 - [EHRC - New public sector equality duty guidance](#)

Document 2 "Equality Analysis and the Equality Duty: Guidance for Public Authorities" may also be used for reference as necessary.

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

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

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

[AskEquality@lancashire.gov.uk](mailto:AskEquality@lancashire.gov.uk)

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

[Jeanette.binns@lancashire.gov.uk](mailto:Jeanette.binns@lancashire.gov.uk)

## **Name/Nature of the Decision**

Review of Library Opening Hours

### **What in summary is the proposal being considered?**

There are three parts to the proposal. At 21 libraries, simple increases in opening hours are being proposed, while at a second group of 8 libraries a redistribution of opening hours is suggested.

Because at the first group of libraries no-one can be disadvantaged by an increase in opening hours, this assessment applies only to branches in the second group. In these cases the proposed redistribution of hours means that some existing opening times will be lost, there will be no overall reduction in opening hours whatsoever.

It is important to remember that these proposals are relatively minor and are intended solely to benefit the residents served by the libraries in question, enhancing the longer-term sustainability of the branches by opening them at times when evidence suggests they are most likely to see the highest levels of use. The proposals are not being made for budgetary reasons and are entirely cost-neutral, allowing better use of existing resources.

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 closures are included as part of this proposal. The libraries where changes are proposed have been selected on the basis of examining evidence of hourly usage and suggest closing at times which are currently little-used and opening at times when evidence suggests they are likely to be better used. There is a reasonably even spread of

branches across the county.

**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.

The only protected characteristic that could experience an adverse impact from the proposals is age. Many of the proposals include reducing evening opening hours, which evidence shows are the least well-used periods at almost all libraries. This could have a minor impact on residents in full-time education or employment, though it is important to stress that it will not impact negatively on older people as evenings are the times when evidence shows that they are least likely to use libraries. There is also a balance across districts as there are still some libraries open later in the area if required.

With the exception of age, there is no greater impact on any other group

sharing a protected characteristic than on those not sharing it.

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

## 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.

User evidence related to age comes from a combination of:

- Our membership records – date of birth is required to join the library.
- Public Library User Survey statistics.
- Branch loan rates by broad age category, broken down on an hourly basis.

This last comprehensive set of statistical evidence indicates that people over the age of 65 are particularly unlikely to use libraries during evening

sessions. Older people (over 65), who provide 23.6% of the customer base, are much more likely to use libraries during the period from 09:00 to 17:00.

The only age group likely to be adversely impacted on is in fact younger people who are in full-time education during the day. Young people (5-15 year olds) make up 26.2% of our user group. This would also apply to family groups that included younger people.

## **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)

At each of the 29 branch libraries where redistribution of opening hours is proposed, customers were consulted on the specific proposal for their branch during eight weeks beginning in June through to July 2014. The consultation simply asked the customers to indicate a preference either for the existing pattern of opening hours or for the proposed new ones. Demographic information, including age, was requested as part of this process.

As well as being available in hard copy in libraries, the questionnaire or voting slip was also available online to allow non-users to participate. Although this was publicised by a press release and through social media, the online response rate was low.

## **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 most probable disadvantageous effect resulting from these proposals would be a minor potential reduction in the ability of younger people and/or family groups to use library services at those branches where the proposed reduction in opening hours involves losing the

evening session. This is on the basis that young people in full-time education cannot access services during school or college hours in term times.

At the libraries where weekday opening at 09.00 rather than 09.30 is proposed, it should be noted that older people cannot use their bus passes before 09.30. However, at all these branches a comprehensive range of opening hours is provided after 09.30.

It must be stressed that any such reductions would be relatively minor in nature and that in all cases alternatives will continue to be provided in the form of other evening and/or Saturday opening times. The net effect of the proposals is intended to improve access to libraries and consequently increase levels of usage.

#### **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.

There are a number of other proposals that may combine to exacerbate issues for young families eg Family Intervention Project ceasing, changes in how people apply for Job seekers allowance etc . The service will still provide for these groups either within the proposed hours or by making our buildings available for community groups to use

outside of the normal opening hours.

### **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

Following the consultation exercise, the proposals have been withdrawn at those branches where expressed public opinion was against them.

Consultation took place at sixty-three libraries. At 29 the public clearly supported the revised opening hours, in many cases by a substantial margin. At 34 libraries opinion was clearly against the revised hours and they are shown in section 3 and 4 of Appendix 1

At one other branch, Oswaldtwistle, the vote was also against the proposals. Local managers have carefully reviewed their budgets and staffing availability and have concluded that they can implement all of the positive element of the proposals without needing the negative elements to compensate. This library has accordingly been transferred to the list of branches where simple increases in opening hours are being proposed.

### **Question 6 - Mitigation**

Please set out any steps you will take to mitigate/reduce any potential adverse effects of your decision on those sharing any particular protected characteristic. It is important here to do a genuine and realistic evaluation of the effectiveness of the mitigation contemplated.

Over-optimistic and over-generalised assessments are likely to fall short of the “due regard” requirement.

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

As noted above, the management of the library service has listened to the consultation and withdrawn proposals which did not have clear public support.

In terms of mitigation for customers at branches where the consultation results indicated a change in hours, the footfall has been examined closely when considering the change. Changes vary from branch to branch but we have recommended that the Districts follow a similar pattern to provide consistency. The individual branch changes for proposals are as follows:

- Accrington – Loses Tuesday between 18:00 - 19:30 but will open Wednesday afternoons 13:00-17:00. Remains open on Saturday between 9:00 -16:00. Overall increase in opening hours.
- Bamber Bridge — Loses Tuesday between 17:00 - 19:00 but will open a Monday, Tuesday, Thursday and Friday lunchtimes, 12:30-13:30, making the opening hours Monday, Tuesday, Thursday and Friday 9:30 – 17:00. Remains open on Saturday between 9:30 - 12:30. Overall increase in opening hours.
- Barnoldswick – Loses Wednesday between 18:00 -19:00 and Saturday between 13:00 – 16:00 but will open 9:00 – 9:30 Monday to Saturday. Saturday hours will reduce to 9:00 and 13:00. Overall increase in opening hours.
- Briercliffe – Loses Monday 18:00 – 19:00 and opens Monday 17:00-17:30 which will allow the Library to be open 14:00 – 18:00 and will open Wednesday 9:30-10:00. Remains open on Saturday between 10:00 - 12:30. Changing pattern of opening only – no increase or decrease in hours.
- Brierfield – Loses Monday between 18:00 – 19:00 but will open Saturday 12:00 – 13:00. Saturday hours will increase to 9:30 – 13:00. Changing pattern of opening only – no increase or decrease

in hours.

- Burscough – Loses Monday and Friday 18:00 -19:00 but open Thursday 13:30 - 17:00. Remains open on Saturday between 9:30 - 12:30. Overall increase in opening hours.
- Carnforth – Loses Monday and Friday between 18:00 -19:00, but will open Wednesday between 16:30 - 18:00 and Saturday 12:30-13:00. Overall increase in opening hours.
- Clayton-le-Moors - Loses on a Monday, Tuesday and Thursday between 17:00 - 17:30 but will open Monday, Tuesday, Thursday and Friday 9:00 - 9:30 and 12:00 – 13:00 and 9:00 to 9:30 Saturday, making the opening hours on open Monday, Tuesday, Thursday and Friday 9:00 -17:00 and Saturday 9:00-12:00. Overall increase in opening hours.
- Clitheroe – Loses on Tuesday and Thursday 18:00 - 19:00 but opening Wednesday 13:00 – 17:00. Remains open on Saturday between 9:00 -16:00. Overall increase in opening hours.
- Coalclough – Loses on Monday 17:00 - 19:00 but opening Monday 9:30 - 13:30. Providing a consistent opening pattern of Monday, Tuesday, Thursday and Friday 9:30 – 17:00. Remains open on Saturday between 9:30 -13:00. Overall increase in opening hours.
- Colne – Loses on a Monday and Wednesday between 18:00 - 19:00 but opening Tuesday between 13:00 – 17:00. Remains open on Saturday between 9:00 - 16:00. Overall increase in opening hours.
- Coppull – Loses on a Monday and Friday between 17:00 - 19:00 but opening Monday and Thursday between 12:30 – 13:30, Tuesday between 9:30 – 14:00, Friday between 12:00 and 13:30. Remains open on Saturday between 10:00 - 13:00. Overall increase in opening hours.
- Ecclestone – Loses on a Monday and Friday between 18:00 – 19:00 but opening Monday, Wednesday and Friday between 12:30 – 13:30. Remains open on Saturday between 9:30 - 12:30. Overall

increase in opening hours

- Great Harwood - Loses Wednesday between 17:00 and 19:00, but remains open on Monday, Wednesday, Thursday and Friday between 12:00 -13:00. Remains open on Saturday between 9:00 and 12:30. Overall increase in opening hours.
- Ingol - Loses Friday between 17:00 - 19:00 but opening Monday, Tuesday, Wednesday, Friday and Saturday between 9:00 and 9:30, increasing the opening hours on a Saturday to 9:00-12:30. Overall increase in opening hours.
- Kirkham – Loses Monday and Friday 18:00 -19:00 but opening Wednesday and Thursday between 17:00 – 18:00. Remains open on Saturday between 9:00 - 13:00. Changing pattern of opening only – no increase or decrease in hours.
- Knott End – Loses Tuesday and Thursday 18:00 – 19:00 but opening Monday and Friday 17:00 – 18:00. Remains open on Saturday between 9:30 - 12:30. Changing pattern of opening only – no increase or decrease in hours.
- Mellor – Loses Monday between 18:00 - 19:00 and Wednesday 10:00 – 13:00 but opening Monday 13:00 -14:00 and 17:00 - 17:30, Wednesday 17:00-18:00 and Saturday 12:00 - 13:00, increasing the opening hours on a Saturday to 10:00 – 13:00. Overall increase in opening hours.
- Nelson – Loses Monday and Wednesday between 18:00 – 19:00 but opening Tuesday and Thursday 17:00 – 18:00. Making a consistent opening pattern of Monday to Thursday 9:00 – 18:00 and Friday 9:00 – 17:00. Remains open on Saturday between 9:00 – 16:00. Changing pattern of opening only – no increase or decrease in hours.
- Oswaldtwistle – No loses in opening times but opening Monday, Tuesday, Thursday and Friday between 12:00 –13:00. To provide a consistent approach across the Hyndburn District for opening

during the lunchtime period. Remains open on Saturday between 9:00 -12:30. Overall increase in opening hours.

- Parbold – Loses Friday between 18:00 - 19:00, but opening Monday 17:00 -18:00 and Monday, Tuesday, Thursday and Friday opening 9:00 - 9:30 and 12:30 - 13:30 and Saturday 9:00 - 9:30, increasing Saturday opening to 9:00 – 12:30. Overall increase in opening hours.
- Penwortham – Loses Monday and Thursday 17:00 -19:00 but opening Monday 9:30 -14:00, Tuesday, Thursday, Friday 9:30 - 10:00 and 12:30 - 13:30 and Saturday 9:30 – 10:00, increasing Saturday opening hours to 9:30 - 13:00. Overall increase in opening hours.
- Pike Hill – Loses Monday between 18:00 - 19:00 and Saturday 9:30 – 10:00 but opening Monday 16:30 - 17:00, Wednesday, Thursday and Friday 16:30 -17:00. Saturday hours to decrease to 10:00 – 12:30. Overall increase in opening hours.
- Ribbleton – Loses Monday between 17:00 and 19:00 but opens Monday, Wednesday, Friday and Saturday 9:00 – 9:30. Saturday increases the opening hours to 9:00 – 12:30. Changing pattern of opening only – no increase or decrease in hours.
- Rishton – Loses Monday between 17:00 – 19:00 but opens Monday, Tuesday, Thursday, Friday and Saturday 9:00 – 9:30 and opens Monday, Tuesday, Thursday and Friday 12:00 – 13:00. Providing consistent opening hours Monday, Tuesday, Thursday and Friday 9:00 – 17:00. Saturday hours to increase to 9:00 – 12:30. Overall increase in opening hours.
- Rosegrove – Loses Monday between 18:00 - 19:00 but opens between Thursday 17:00 – 18:00. Remains open on Saturday between 9:30 – 12:30. Changing pattern of opening only – no increase or decrease in hours.
- Savick - Loses Monday between 17:00 – 19:00 but opens Monday, Tuesday, Friday and Saturday 9:00 – 9:30. Saturday

hours to increase to 9:00 – 12:30. Changing pattern of opening only – no increase or decrease in hours.

- Trawden – Loses Tuesday between 17:00 and 19:00 but opens Tuesday between 10:00 and 12:30 and 16:30 - 17:00. The opening pattern will be consistent Tuesday and Friday 10:00 – 12:30 and 13:30 – 17:00. Overall increase in opening hours.
- Whalley – Loses Tuesday between 18:00 and 19:00 but opens Monday, Tuesday, Wednesday, Friday and Saturday 9:00 – 9:30 and Monday, Tuesday, Wednesday and Friday 12:00 – 13:00. Saturday hours to increase to 9:00 and 12:00. Overall increase in hours

This is regarded as providing acceptable alternative provision to the loss of an evening(s), usually by retaining one or more evenings at the same site as well as providing Saturday opening for residents unable to access library services during office hours. Alternative provision is also available in most cases at other branches in the same District or nearby. It is important to remember that all of these branches gain other compensating sessions, at times when evidence suggests that they should be busier than at the times lost, in most cases incorporating an overall increase in the number of hours open. All of the proposed changes in this list were also approved by public consultation. The consultation asked for demographic information from participants and the results suggest that a good cross-section of all ages across the local community was obtained in each case.

### **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.

These proposals are budget neutral. There is no current requirement to make financial savings and these proposals are all intended to provide an overall advantage to each of the local communities involved.

Not taking the proposals forward and not providing opening at times when evidence suggests that libraries are likely to better used will do nothing to help stem the current decline in library use. These proposals are intended to address this decline and make the branches involved more viable and sustainable in the longer term.

### **Question 8 – Final Proposal**

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

The final proposal is to amend opening hours, in most cases involving an overall increase, at those branches where the proposals have been clearly endorsed by public consultation. The proposal is not budget-driven and is intended solely to benefit library customers by providing opening times when they are likely to be most popular.

The changes are such that any adverse effect is likely to be minimal, as demonstrated by the support received from public consultation. All times when closure is proposed are those when the libraries concerned are least used, in many cases significantly so, and care has been taken to ensure that alternative times remain available to ensure that young people can retain full access to their local library service.

### **Question 9 – Review and Monitoring Arrangements**

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

Experience shows that it takes some time for the effects of changes in opening hours to settle down.

If agreed, these changes will be reviewed initially in January 2015, after the first full year. The management of the library service intends to review opening hours on an annual basis in the future and will seek Cabinet Member approval for making any changes necessary to maximise library use. This would include making further amendments to any changes introduced as a result of this process should they fail to produce the desired effect. The service regards it as important to listen to its customers and to take whatever measures are needed to make libraries as accessible as possible. As the service moves forward monitoring across the 9 x protected characteristic groups where it is appropriate will take place and also an analysis of age ranges as required for each library.

Equality Analysis Prepared By: Julie Bell

Position/Role: County Library Manager

Equality Analysis Endorsed by Line Manager and/or Chief Officer Ian Watson

Decision Signed Off By

Cabinet Member/Chief Officer or SMT Member

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

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

Directorate contacts in the Equality & Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

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Contact for Adult & Community Services Directorate

Jeanette Binns – Equality & Cohesion Manager

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Contact for Environment Directorate, Lancashire County Commercial Group and One Connect Limited

Saulo Cwerner – Equality & Cohesion Manager

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Contact for Children & Young Peoples Directorate

Pam Smith – Equality & Cohesion Manager

[Pam.smith@lancashire.gov.uk](mailto:Pam.smith@lancashire.gov.uk)

Contact for Office of the Chief Executive and the County Treasurer's Directorate

Thank you

