

## Lancashire County Council

### Executive Scrutiny Committee

Tuesday, 8th September, 2015 at 2.00 pm in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

### Agenda

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

#### No. Item

1. **Apologies**

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

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

3. **Minutes of meeting held on 12 August 2015** (Pages 1 - 4)

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

(a) **Determination of Admission Arrangements for Community and Voluntary Controlled Primary and Secondary Schools and Sixth Forms for the School Year 2016/17** (Pages 5 - 14)

(b) **Proposed Waiting Restrictions, Various Locations in Chorley** (Pages 15 - 20)

(c) **Adoption of the Route for the A582 Road Widening Improvement Works** (Pages 21 - 68)

(d) **Proposed Changes to Highway Layout Associated with Developments at B&Q, Craven Drive, Bamber Bridge (Section 278 funded)** (Pages 69 - 72)

(e) **Commissioning and Procurement Arrangements for the Mental Health Residential and Nursing Home Market for People with Mental Health Issues** (Pages 73 - 98)

**(f) Transfer of Public Health Commissioning Responsibilities for 0-5 year olds from NHS England to Local Authorities**

(Pages 99 - 106)

**5. 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.

**6. Date of Next Meeting**

The next meeting of the Executive Scrutiny Committee will be held on Tuesday, 6<sup>th</sup> of October 2015 at 2pm at the County Hall, Preston.

**7. Exclusion of Press and Public**

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

**Part II (Not Open to Press and Public)**

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

**(a) Award of Contract for the Supply of Electricity for Half Hourly Sites (over 100kW)** (Pages 107 - 112)

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act, 1972.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

- (b) **Award of a Framework Agreement for Home Care for Older Adults and People with Physical Disabilities in Lancashire** (Pages 113 - 144)
- (Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act, 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interests in disclosing the information)
- (c) **Award of Contracts for 'Tier 4 Substance Misuse Framework'** (Pages 145 - 166)
- (Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act, 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interests in disclosing the information)
- (d) **Supply of Asphalt and Bituminous Materials** (Pages 167 - 170)
- (Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act, 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interests in disclosing the information)
- (e) **Award of Surface Carriageway Planing Contract** (Pages 171 - 174)
- (Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act, 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interests in disclosing the information).
- (f) **Hire of Vehicles and Plant (Operated and Non Operated)** (Pages 175 - 180)

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

**(g) Award of Traffic Management Contracts**

(Pages 181 - 184)

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

I Young  
Director of Governance,  
Finance and Public Services

County Hall  
Preston

## Lancashire County Council

### Executive Scrutiny Committee

**Minutes of the Meeting held on Wednesday, 12th August, 2015 at 10.00 am  
in Ceremony Room - Lancashire Registration Office - Bow Lane, Preston**

**Present:**

County Councillor Darren Clifford (Chair)

#### **County Councillors**

M Brindle	G Driver
T Brown	M Green
A Atkinson	C Henig
Mrs S Charles	C Dereli
B Dawson	D O'Toole
G Dowding	N Penney

County Councillors C Dereli, T Brown, C Henig and M Brindle replaced County Councillors J Oakes, A Barnes, S Holgate and B Winlow respectively at this meeting.

#### **Chair of the meeting**

County Councillors B Winlow and A Barnes, chair and deputy chair of the Committee, were unable to attend the meeting. Nominations were invited for a member of the Committee to act as chair for the meeting. County Councillor Clifford was duly nominated and appointed as chair.

#### **1. Apologies**

None.

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

None.

#### **3. Reports for decision by Cabinet**

The Committee considered a number of reports to be presented for decision by Cabinet on 12 August 2015.

##### **a. Corporate Strategy: Consultation**

The Committee considered a report on the proposed consultation arrangements for the Council's new Corporate Strategy.

It was reported that the draft strategy would be tabled at the Cabinet meeting to be held later in the day. If approved, the consultation exercise would run until 30 September 2015. It was anticipated that a final draft would be presented to Cabinet in November and then to Full Council for approval in December.

Details of the stakeholders to be consulted on the draft strategy were presented. It was noted that, in addition to the organisations listed in the report, the following bodies would also be consulted:

- Lancashire Association of Local Councils (LALC)
- Society of Local Authority Clerks
- MEPs
- NHS Hospital Trusts
- HE/FE establishments

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

**b. Money Matters - 2015/16 Financial Position and Revised Medium Term Financial Strategy**

The Committee considered a report on the County Council's Financial Position as at 30 June 2015; the latest position in respect of the Council's reserves; and the Council's updated financial outlook and Medium Term Financial Strategy for the period 2016/17 to 2020/21.

Agenda items 3c to 3f were considered as part of this report

It was reported that the Budget Scrutiny Working Group would have the opportunity to discuss the report and its implications in more detail. Officers would also be happy to meet with individual political groups to discuss the report and the financial pressures facing the Council.

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

**g. Base Budget Review**

The Committee considered a report on the proposed undertaking of a zero base budget review to inform the Council's future budget process.

The report provided details of the approach and timetable for the proposed review. It was noted that full member briefings would be held in October 2015 on the initial outcomes of the review, linking in to the development of the Corporate Plan and to the normal budget planning cycle.

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

#### **h. Redundancy Payments Scheme and Trade Union Consultation**

The Committee considered a report on the progress made to date in relation to the downsizing of the Council. The report also set out the extended time period over which the Council would need to reduce its workforce.

It was noted that the report proposed further changes to the Council's Redundancy Payments Scheme and the requirement to commence formal consultation with the recognised Trades Unions in the event that it became necessary to make staff compulsorily redundant was also highlighted.

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

#### **4. Forthcoming Individual Cabinet Member Key Decisions**

The Committee considered a report on a Key Decision due to be taken by the Cabinet Member as indicated.

##### **a. Proposed expansion of Trinity Church of England/Methodist Primary School, Buckshaw Village, Chorley**

The Committee considered a report on the proposed expansion of Trinity Church of England/Methodist Primary School, Buckshaw Village, Chorley.

**Resolved:** That the recommendations set out in the report to the Cabinet Member for Children, Young People and Schools be noted, and that no additional comments or suggested alternative recommendations be made.

#### **5. Urgent Business**

None.

#### **6. Date of Next Meeting**

It was noted that the next meeting of the Committee would be held on Tuesday 8 September 2015 at 2.00 p.m. at County Hall, Preston.

#### **7. Exclusion of Press and Public**

**Resolved:** That under Section 100A(4) of the Local Government Act, 1972, the press and public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraphs of Part 1 of

Schedule 12A to the Local Government Act, 1972 and that in all circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

The Committee considered a report on a Key Decision due to be taken by the Cabinet Member as indicated.

**8. Approval to Award of Contract for the Delivery of Domestic Abuse Prevention Service (Perpetrator Prevention Support)**

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

The Committee considered a report on the proposed award of a contract for the Delivery of Domestic Abuse Prevention Service (Perpetrator Prevention Support).

**Resolved:** That the recommendation set out in the report to the Cabinet Member for Adult and Community Services, Cabinet Member for Health and Wellbeing, and Cabinet Member for Children, Young People and Schools be noted, and that no additional comments or suggested alternative recommendations be made.

I Young  
Director of Governance, Finance  
and Public Services

County Hall  
Preston



**Report to the Cabinet Member for Children, Young People and Schools**  
**Report submitted by: Head of Service School Improvement**  
**17 September 2015**

**Part I**

Electoral Division affected:  
All

**Determination of Admission Arrangements for Community and Voluntary Controlled Primary and Secondary Schools and Sixth Forms for the School Year 2016/17**

(Appendices 'A' to 'B' refer)

Contact for further information:

Paul Bainbridge/Nan Hogg, (01772) 531655/531540, Children and Young People  
[Paul.bainbridge@lancashire.gov.uk](mailto:Paul.bainbridge@lancashire.gov.uk); [Nanette.hogg@lancashire.gov.uk](mailto:Nanette.hogg@lancashire.gov.uk)

## **Executive Summary**

To determine a published admission number change for a Clayton le Woods Manor Road Primary School 2016/17.

This was originally submitted as part of the determination report approved on 7 April 2015. However the recommendation at that time was incorrect. The main body of the original report was wholly accurate, it was only the single sentence in the recommendation which was inaccurate. A copy of the original statement with a corrected final sentence is set out at Appendix 'A'.

To note and agree a slight addition to the geographical priority area (GPA) for Morecambe Community High School. Details of the changes and the reasons for these, together with a map, are set out at Appendix 'B'.

This is deemed to be a Key Decision and Standing Order 25 has been complied with.

## **Recommendations**

The Cabinet Member for Children, Young People and Schools is recommended to approve:

- i. that the admission number for Clayton le Woods Manor Road Primary School is increased from 35 to 36 as intended when the original report was submitted to the Cabinet Member on 7 April, and in accordance with the wishes of the governing body.
- ii. that a small area of the Lancaster parish be added to the geographical priority area (GPA) for Morecambe Community High School. This is to be shared with Central Lancaster High School.

## **Background and Advice**

The County Council is the admissions authority for community and voluntary controlled schools. In accordance with Sections 88A-Q of the School Standards and Framework Act 1998, as amended by the Education and Skills Act 2008 and regulations, the County Council is required to consult widely about the proposed admission arrangements for schools where it is the admissions authority. During the Autumn Term 2014 the County Council consulted with the governors of community and controlled schools on the proposed arrangements for admission to those schools for the 2016/17 school year, and the governors were invited to comment on the proposed admissions policy and admission number for their school. Further parties, including other admission authorities within the relevant area for each community and controlled school, were also consulted on the proposals. A full list of those consulted is included within this report.

The governing body of Clayton le Woods Manor Road Primary School have requested an increase in the school's admission number from 35 to 36 and this was supported by the Local Authority.

There was statutory consultation about a slight change to the GPA between November 2014 and February 2015. Prior to this there had been liaison with secondary head teachers about the details of the proposed changes and the reasons for these. No objections were received.

## **Consultations**

- Governors of community and voluntary controlled schools
- Governors of voluntary aided and foundation, free schools and academies.
- Other Local Education Authorities adjoining Lancashire
- Diocesan colleagues
- Capital Development and Asset Management Team
- Liaison and Compliance Team
- County Secretary and Solicitor's Group
- Admission Forums – North, South and East
- Public

## **Implications:**

This item has the following implications, as indicated:

## **Risk management**

Admission arrangements are required to be determined by 15 April 2015 each year. This increase in admission number was considered via the required procedures. This additional item is intended to report the correct recommendation as the original report included a single erroneous sentence.

## **List of Background Papers**

Paper	Date	Contact/Directorate/Tel
DfE – Admissions Code of		Paul Bainbridge/Nan Hogg,

Practice – "School Admissions  
Code – December 2014"

Children and Young  
People,  
01772 531655/531540

[School Standards and  
Framework Act 1998](#)

Paul Bainbridge/Nan Hogg,  
Children and Young  
People,  
01772 531655/531540

[Education and Inspections Act  
2006](#)

Paul Bainbridge/Nan Hogg,  
Children and Young  
People,  
01772 531655/531540

Education and Skills Act 2008

Paul Bainbridge/Nan Hogg,  
Children and Young  
People,  
01772 531655/531540

The School Admissions  
(Admission Arrangements)  
(England) Regulations 2014

Paul Bainbridge/Nan Hogg,  
Children and Young  
People,  
01772 531655/531540

The School Admissions  
(Admission Arrangements and  
Co-ordination of Admission  
Arrangements) (England)  
Regulations 2012

Paul Bainbridge/Nan Hogg,  
Children and Young  
People,  
01772 531655/531540

[Report to Cabinet Member for  
Children, Young People and  
Schools - Determination of  
Admission Arrangements for  
Community and Voluntary  
Controlled Primary and  
Secondary Schools and Sixth  
Forms for the School Year  
2016/17](#) 7 April 2015

Joanne Mills/ Legal and  
Democratic Services/01772  
534284

Reason for inclusion in Part II, if appropriate

N/A



## CONSULTATION ON ADMISSION NUMBERS

The Governing Bodies of community and voluntary controlled schools were consulted on the proposed admission numbers for their schools for the 2016/17 school year. A request from the governors of Clayton le Woods Manor Road Primary School with an amended recommendation which reflects the request is provided.

Admission numbers are set by reference to a school's net capacity. In primary schools the net capacity is calculated on the basis of the number and size of teaching spaces which are designated as class-bases. In secondary schools this is based on the number, size and type of teaching spaces and the age range of the school.

The net capacity formula provides a maximum and minimum number of workplaces and this guides the setting of the admission number. The formula also produces an indicated admission number (IAN). It is permitted to set an admission number higher or lower than the IAN.

If an admission number is proposed lower than the indicated admission number, the admission authority (the Local Authority for these schools) must publish this information for parents in a local newspaper and on its website. Parents may then object to the Office of the Schools' Adjudicator about the school's admission number being set below the IAN.

### District 9 – Chorley

#### **09025 – Clayton le Woods Manor Road Primary School**

Current Admission Number	=	35
Indicated Admission Number	=	34
Proposed Admission Number	=	35
Governors' Proposal	=	36

#### **Head teacher / Governor Comments:**

The school's net capacity admission number is 37. Several years ago the governors applied for a reduction in the admission number to 35. This was granted, however since then it has become apparent that 35 as an odd number always causes difficulty when working in groups and pairs. For this reason the governors would like to amend the admission number to 36. The school has adequate staffing and accommodation to cope with the increase in numbers and in some classes there are already 36 children.

#### **Officer Comment:**

The most recent net capacity measure in September 2013 indicates maximum workplaces at this school of 240 (equates to a PAN at 34). The current PAN at 35 is already just above this maximum.

Forecasts do however suggest that there will be a need for additional primary places in this area. Any voluntary increase in capacity, no matter how small, is therefore welcomed if this will not compromise the education of the children involved or require unplanned capital

commitment from the Local Authority.

**Recommendation:**

It is recommended that this school's PAN is increased from 35 to 36 for September 2016.  
(amended sentence to reflect the request)

**Report to the Cabinet Member for Children, Young People and Schools**

**CONSULTATION ON ADMISSION POLICY  
GEOGRAPHICAL PRIORITY AREA (GPA)**

District 1 – Lancaster

**01109 – Morecambe Community High School**

Lancaster, Morecambe and Heysham GPAs

Central Lancaster High School has historically shared a GPA with Skerton High School. This covers the areas of Thurnham, Lancaster (part), Scotforth, Quernmore, Ellel, Caton with Littledale, Cockerham and Over Wyrresdale.

Morecambe and Heysham High Schools share a GPA which covers Slyne with Hest, Lancaster (part), Morecambe and Heysham, Heaton with Oxcliffe, Middleton and Overton.

At admission appeals during 2014 parents and independent panels have referred to the fact that a small area of the Lancaster parish – north of the River Lune – is in fact much closer in proximity to Morecambe High than Overton to the south of the GPA shared by Morecambe and Heysham High Schools.

Proposed Changes for 2016/2017 (September 2016 intakes)

The Local Authority is the admission authority for all three of the community high schools concerned.

It has consulted about a small area of the Lancaster parish being shared from September 2016 between Central Lancaster High and Morecambe High. This is the area north of the River Lune (Scale Hall, Ryelands, Hare Runs, Beaumont and Skerton) – map attached. The reasons for proposing this minor change are:-

- That families in the Overton area of the Morecambe and Heysham GPA have priority for admission to Morecambe High School despite being much farther away from this school than those resident in the above part of Lancaster parish (and also being nearer to Heysham High)
- The closure of Skerton High has removed the nearest community school option for the families in this part of Lancaster parish
- Parents / children having to cross the river (traffic / transport concerns) for their only current defined GPA school – Central Lancaster High.

When implemented this change will be in relation to admissions co-ordination only and would not confer any individual parental rights to assistance with home to school transport. The Local Authority would look at individual parental preferences after offers had been made and at nearest schools / academies to home addresses in applying its transport policy (including Our Lady Catholic High, Central Lancaster High etc).









**Report to the Cabinet Member for Highway and Transport**  
**Report submitted by: Head of Highways Services**  
**Date: 14 September 2015**

## Part I

Electoral Divisions affected:  
Chorley Rural East, and  
Chorley South

### **Proposed Waiting Restrictions at Various Locations in Chorley** (Appendix 'A' refers)

Contact for further information:  
Phil Tran, (01772) 530177, Highways Services  
[phil.tran1@lancashire.gov.uk](mailto:phil.tran1@lancashire.gov.uk)

#### **Executive Summary**

In response to a number of requests from councillors, the Police and local residents, waiting restrictions have been proposed and formally consulted upon following necessary investigations and consideration. No objections have been received during the formal consultation period.

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

#### **Recommendation**

The Cabinet Member for Highways and Transport is asked to approve the proposed waiting restrictions as set out at Appendix 'A' attached.

#### **Background and Advice**

A number of requests have been received regarding the parking at or close to the junctions of Garden Street/Bolton Road, Abbey Village; Acresfield/Windsor Avenue, Adlington; Harrison Road/ Brindle Street/Gloucester Road, Chorley; The Asshawes/Chorley, Heath Charnock and Knowsley Lane/The Street, Rivington, where sightlines are significantly affected, resulting in difficulties for drivers to exit the minor roads and in some cases for vehicles to turn into a minor road safely.

Subsequent to site investigations and assessment, waiting restrictions (yellow lines) were considered to be appropriate measures to protect these junctions from parked vehicles to allow safe manoeuvres and to maintain road safety at these locations.

## **Consultations**

Formal consultation with residents and statutory consultees was undertaken between 21 May and 18 June 2015. No objections were received during this period. The local County Councillors for the areas have been consulted and have not raised any adverse comments.

## **Implications:**

This item has the following implications, as indicated;

## **Risk management**

If the proposed waiting restrictions are not approved, sightlines at the junction will remain restricted, which would continue to create difficulties for all road users and may compromise road safety at the junctions.

## **Financial**

The proposed waiting restrictions are estimated to cost £1,700 to be implemented. This cost would be funded from the existing New Signs & Lines revenue budget for 2015-2016.

## **List of Background Papers**

Paper	Date	Contact/Tel
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None.

Reason for inclusion in Part II, if appropriate

N/A.

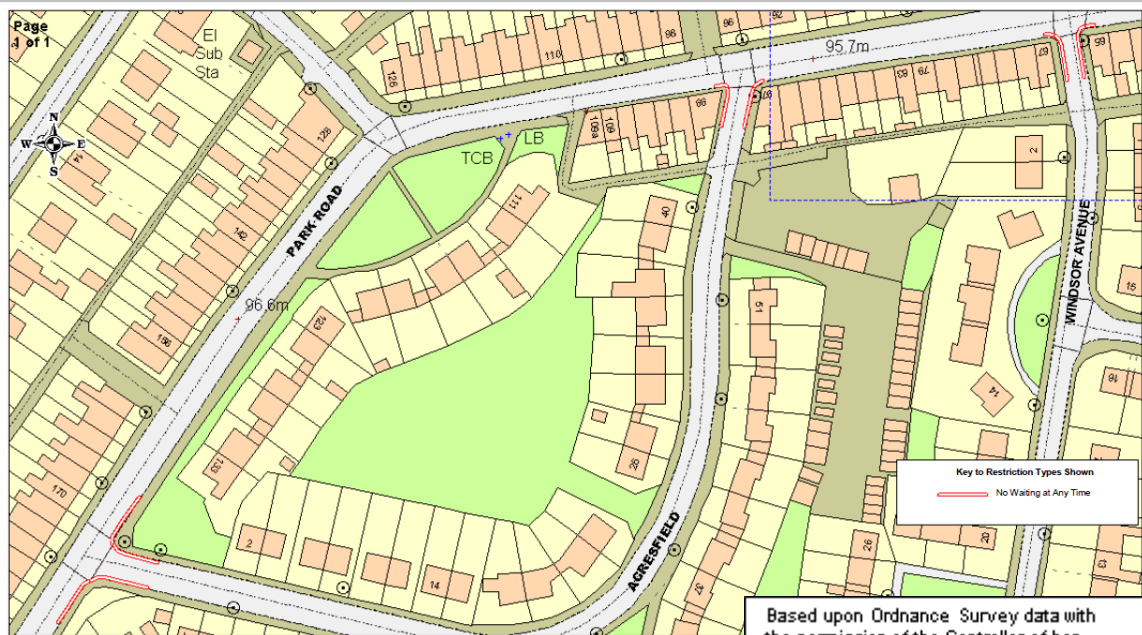
## Appendix 'A'

**NOTICE OF PROPOSAL**  
**ROAD TRAFFIC REGULATION ACT 1984**  
**LANCASHIRE COUNTY COUNCIL**

**(GARDEN STREET, BOLTON ROAD, ABBEY VILLAGE, ACRESFIELD, WINDSOR AVENUE, ADLINGTON, HARRISON ROAD, CHORLEY, THE ASSHAWES, HEATH CHARNOCK, KNOWSLEY LANE, RIVINGTON, CHORLEY BOROUGH)(REVOCAION AND PROHIBITION OF WAITING) ORDER 201\***

**NOTICE IS HEREBY GIVEN** that Lancashire County Council propose to make the above Traffic Regulation Order under Sections 1, 2 and 4 of and Part IV of Schedule 9 to the **Road Traffic Regulation Act 1984**, as amended, the effect of which will be to:

- 1) Revoke those parts of the Lancashire County Council (Chorley Area) (On Street Parking Places, Prohibition And Restriction Of Waiting) Consolidation Order 2009 insofar as it relates to Schedule 10.01 items 119,182(b)(i), 131(b)(i) and (ii) and 284(a)(i) and (ii).
- 2) Introduce a Prohibition of Waiting on the following lengths of road:
  - (a) Acresfield, Adlington, both sides, from a point 5 metres east of the centreline of Park Road at its south west junction with Acresfield for a distance of 12.5 metres in an easterly direction.
  - (b) Acresfield, Adlington, both sides, from a point 4 metres south of the centreline of Park Road at its north easterly junction with Acresfield for a distance of 10 metres in a southerly direction.
  - (c) Park Road, Adlington, the south side, (i) From a point 8 metres south west of the centreline of the north east junction of Acresfield for a distance of 13 metres in a north easterly direction (ii) From a point 6.5 metres west of the centreline of Windsor Avenue at its north east junction with Park Road in a north easterly direction for a distance of 12.5 metres.
  - (d) Park Road, Adlington, the south-east side, from a point 18.5 metres north east of the centreline of Acresfield at its south west junction with Park Road for a distance of 38 metres in a south westerly direction.
  - (e) Windsor Avenue, Adlington, both sides from a point 3.4 metres south of the centreline of Park Road at its north easterly junction with Windsor Road for a distance of 12 metres in a southerly direction.
  - (f) A675 Bolton Road, Garden Street, Abbey Village, the south-west side, from a point 10 metres north west of the centreline of private road X3113. Garden Street for a distance of 22 metres in a south easterly direction.
  - (g) Garden Street, A675 Bolton Road, Abbey Village, the north-west side, from a point 5 metres south west of the centreline of A675. Bolton Road for a distance of 3.2 metres in a south westerly direction.
  - (h) Brindle Street, Chorley, the south-east side from a point 3.5 metres north east of the centreline of Harrison Road in a north easterly direction for a distance of 8.5m.
  - (i) Brindle Street, Chorley, the north-west side from a point 3.5 metres north east of the centreline of Harrison Road for a distance of 17 metres in a north easterly direction.
  - (j) Gloucester Road, Chorley, both sides, from a point 3.5 metres south west of the centreline of Harrison Road for a distance of 8.5 metres in a south westerly direction.
  - (k) Harrison Road, Chorley, the north-east side from a point 21 metres north west of the centreline of Brindle Road for a distance of 43 metres in a south easterly direction.
  - (l) Harrison Road, Chorley, the south-west side from a point 12 metres north west of the centreline of Gloucester Road for a distance of 32 metres in a south easterly direction.
  - (m) A673. Chorley Road, Heath Charnock, the south-west side, from a point 19 metres north west of the centreline with The Asshawes for a distance of 43 metres in a south easterly direction.
  - (n) The Asshawes, Heath Charnock, both sides, from a point 6 metres south west of the centreline of A673. Chorley Road for a distance of 10 metres in a south westerly direction.
  - (o) Knowsley Lane, Rivington, the north-west side, from a point 14 metres west of the centreline of the private entrance to The Street in an easterly direction to a point 14.5 metres east of the centreline of the private entrance to The Street.
  - (p) Knowsley Lane, Rivington, the south-east side, from a point 14 metres from the centreline of the private entrance to The Street in an easterly direction to a point 14.5 metres east of the centreline of the private entrance to The Street.



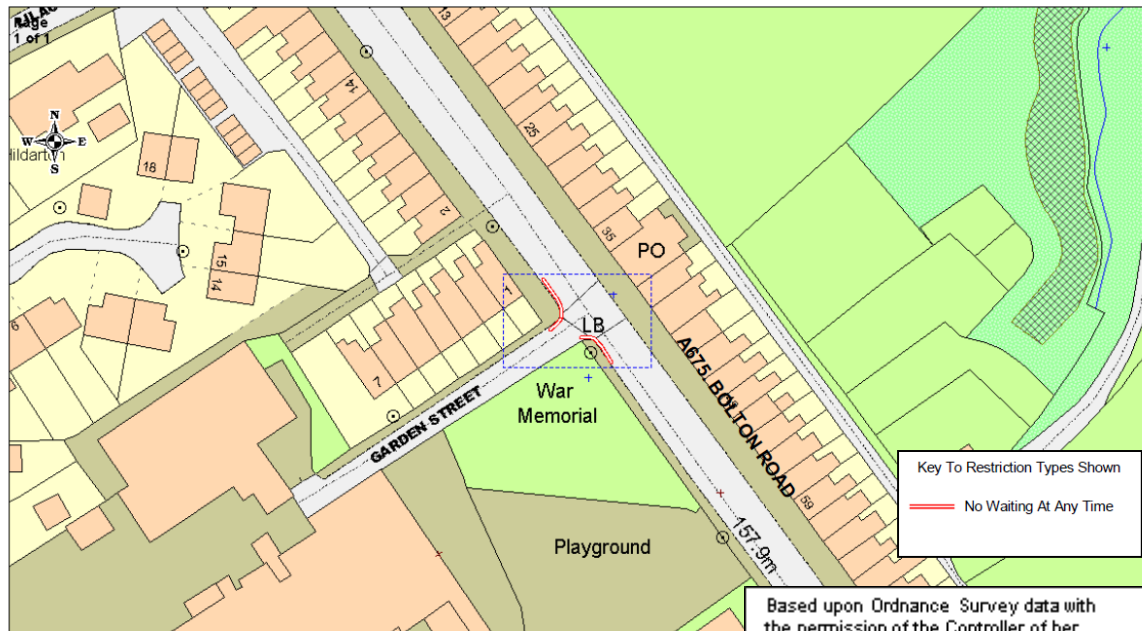
Key to Restriction Types Shown  
 — No Waiting at Any Time

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**Acresfield, Adlington**  
**No Waiting at Any Time**  
 LCC2014-CH-ACRESFIELD-DYL

**Environment Director**  
**Steve B**  
 Interim Executive Director, Environment  
 P.O. Box 100, County Hall,  
 PRESTON PR1 0LD



Key To Restriction Types Shown  
 — No Waiting At Any Time

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**Garden Street, Abbey Village**  
 LCC2014-CH-GARDENST-DYL

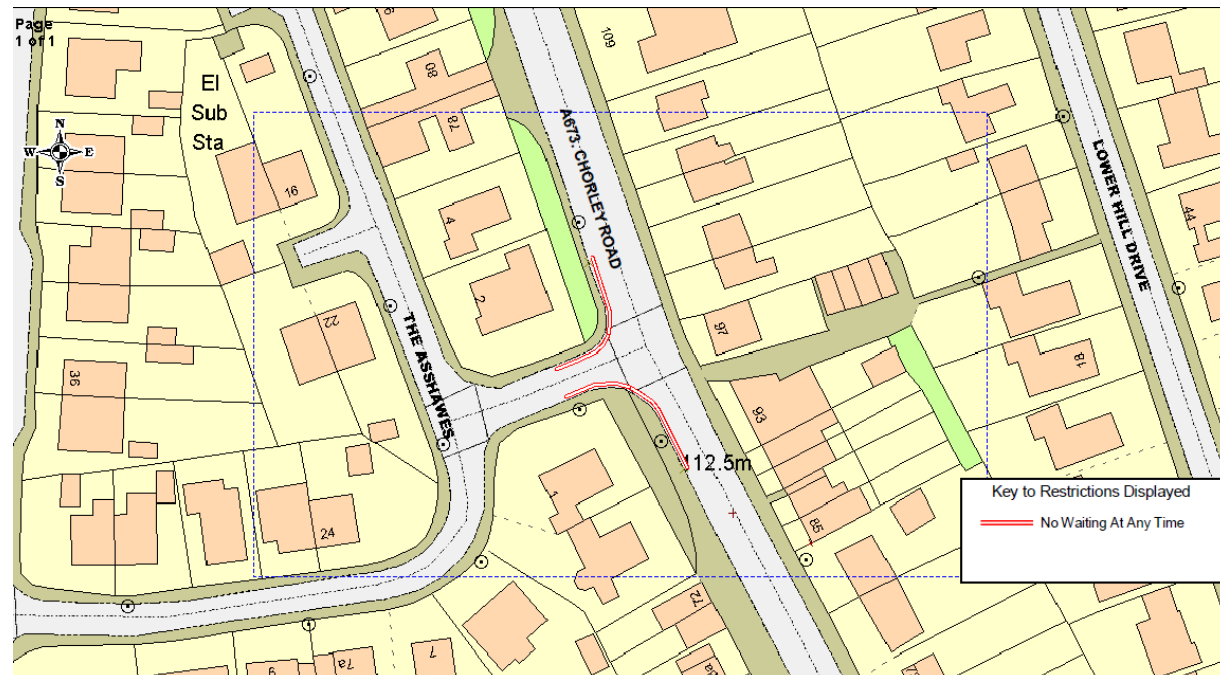
**Environment Director**  
**Steve B**  
 Interim Executive Director, Environment  
 P.O. Box 100, County Hall,  
 PRESTON PR1 0LD



**Selected map area**

**Environment Directorate**  
**Steve Browne**  
 Interim Executive Director, Environment Directorate  
 P.O. Box 100, County Hall,  
 PRESTON PR1 0LD

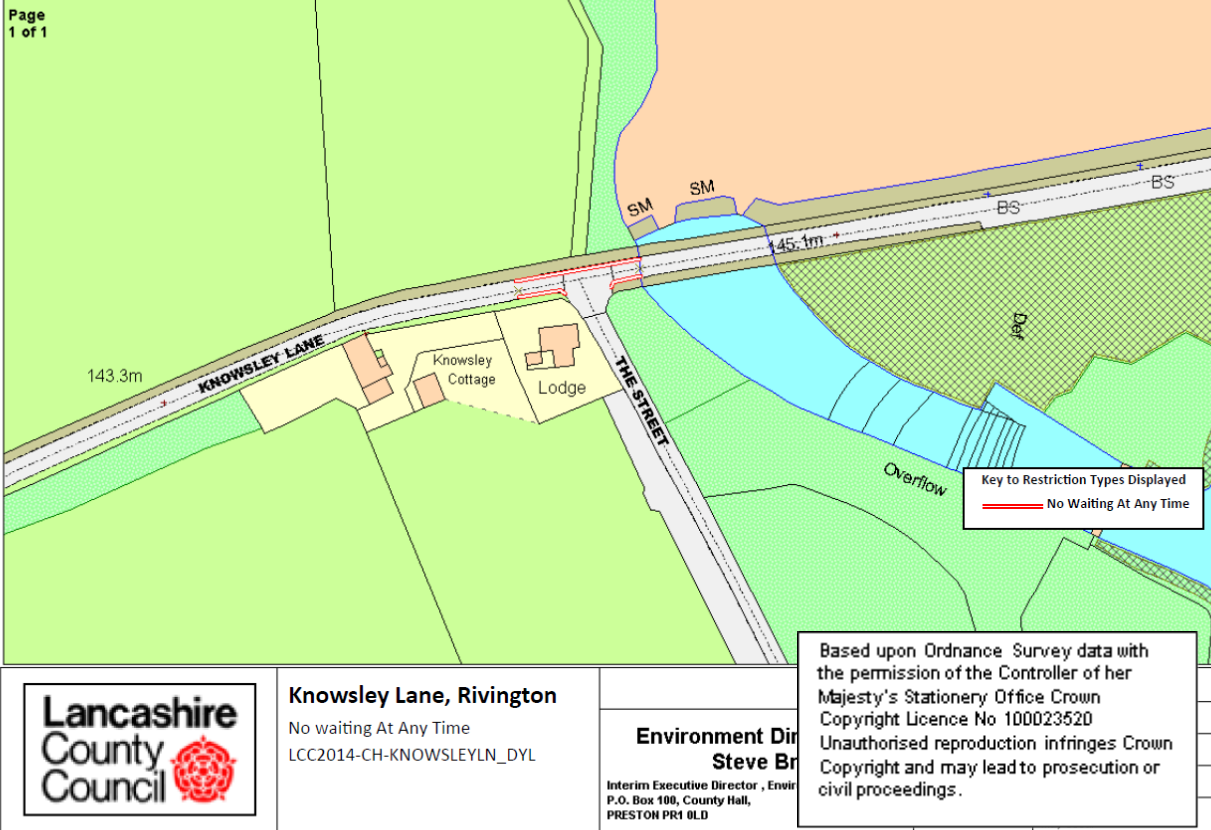
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**THE ASSHAWES,**  
**A673 CHORLEY ROAD,**  
**HEATH CHARNOCK**

**Environment Directorate**  
**Steve Browne**  
 Interim Executive Director, Environment Directorate  
 P.O. Box 100, County Hall,  
 PRESTON PR1 0LD

SCALE	1 : 800
DATE	18/09/2014
DRAWING No.	001
DRAWN BY	K Parkinson
Scale with care as distortion may occur	



**Statement of Reasons**

The additional parking restrictions proposed for Acresfield/Windsor Avenue, Adlington, Garden Street/Bolton Rd, Abbey Village, Harrison Road, Chorley, Knowsley Lane, Rivington and The Asshawes, Heath Charnock are to protect sightlines on the approaches to the junctions from parked vehicles to improve road safety where issues have been identified.

A copy of the draft Order and associated documents for proposing to make the Order may be inspected during normal office hours at the offices of Borough Solicitor's Department, Chorley Borough Council, Town Hall, Chorley, PR7 1DP and at the offices of The Director of Governance Finance & Public Services, Lancashire County Council, Christ Church Precinct, County Hall, Preston PR1 8XJ. Any representations or objections (specifying the grounds on which they are made) relating to the proposal must be made in writing and should be sent to The Director of Governance, Finance & Public Services, Lancashire County Council, P O Box 78, County Hall, Preston PR1 8XJ or by e-mail to [tro-consultation@lancashire.gov.uk](mailto:tro-consultation@lancashire.gov.uk) quoting ref:LSG4\5.54105\DJ before the 18<sup>th</sup> June 2015.

**Ian Young, Director of Governance, Finance and Public Services**  
21<sup>st</sup> May

2015



**Report to the Cabinet Member for Highways and Transport and Cabinet Member for Environment, Planning and Cultural Services**  
**Report submitted by: Head of Service Commissioning (Live Well)**  
**Date: 14 September and 17 September 2015**

## Part I

Electoral Divisions affected:  
Penwortham North, and  
South Ribble Rural West

### **Adoption of the Route for the A582 Road Widening Improvement Works** (Appendices 'A' and 'B' refer)

Contact for further information:

Phil Wilson, 01772 534559, Project Manager, City Deal

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[janet.wilson@lancashire.gov.uk](mailto:janet.wilson@lancashire.gov.uk)

#### **Executive Summary**

Approval is sought to adopt and protect the route for the proposed road widening improvement works along the A582 South Ribble Western Distributor shown at 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 the route is 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 the proposed upgrading of the A582 to a dual carriageway along its full length between Cuerden and Preston city centre and the B5253 south to Longmeanygate. These improvement works have already been identified in the published Central Lancashire Highways and Transport Masterplan and a line thought to be the best line considering the highway engineering, physical and environmental constraints surrounding the existing roads has been identified.

The consultation received 406 responses. 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 route at this stage.

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

## **Recommendation**

The Cabinet Member for Highways and Transport is asked to approve that:

- (i) the Cabinet Member for Environment, Planning and Cultural Services be requested to adopt and safeguard the route of the proposed widening and improvement of the A582 as that shown at Appendix 'A' for development control purposes,
- (ii) subject to approval of recommendation (i) set out above, the route, as shown on Appendix 'A', be approved and adopted as the route for the widening and improvement of the A582, and
- (iii) South Ribble Borough Council be notified that the route shown at Appendix 'A' should be included in the South Ribble Development Plan as the route for the widening and improvement of the A582.

## **Background and Advice**

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

The completion of the capacity improvements along the A582 is one of four major road schemes identified in the CLTM. Its completion will complement the delivery of the Penwortham Bypass and looking further ahead, the linking of the two Western Distributor Roads in Preston and South Ribble with the construction of a new crossing of the River Ribble. The proposed improvements will support economic development through travel reliability and convenience and increase road capacity.

More particularly, it will:

- Improve journey times and reduce congestion on (and on roads linking to) the A582, B5253 and Penwortham New Bridge linking to Ringway and Preston city centre.
- Provide easier access to Cuerden from the west.
- Provide significantly better access to new housing developments at Pickerings Farm between Penwortham and Lostock Hall and development sites to the North West of Leyland at Croston Road and Moss Side.
- Allow opportunities for bus priority measures, public realm enhancements, and improvements to prioritise and promote walking and cycling along the B5254 Leyland Road and at Tardy Gate.

The A582 was built in the 1970's in support of designated expansion land known as Central Lancashire New Town, which was delivered in truncated form. The Statutory Order for the dissolution of the Central Lancashire New Town was approved on 31 December 1985 and the Corporation was formally dissolved on 31 March 1986.

The single carriageway route runs between the A6 junction with the end of the M65 (Cuerden) and the A59 towards Preston City Centre, including the B5253 south to Longmeanygate, acting as a Preston southerly bypass and one of the main arteries into Preston. In its current form as a single carriageway, the A582 is not capable of supporting the capacity requirements associated with current and future demand.

Works, funded by the City Deal, have begun on upgrading a number of junctions along the A582. Proposals as presented at Appendix 'A' include works on a number of structures to accommodate carriageway widening and off road cycle provisions. This highway extent shown is considered to be the preferred land to achieve the improvements and will require land to be acquired.

### **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 on local communities and road users.

In May 2015 a programme for delivery, presented in the City Deal Infrastructure Delivery Plan (IDP) for 2015/18 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 completion of the A582 Dualling during the 2014/15 financial year.

### **Consultations**

A 6-week period of public consultation was held during January and February 2015. 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.

Due to the physical limitations surrounding the existing roads the consultation presented a single design rather than a series of options.

406 responses were received during the consultation. The full consultation report is included at Appendix 'B'. The main issues to emerge through the consultation and a summary response for each include:

- Air and noise pollution concerns

As part of the statutory planning process an Environmental Impact Assessment (EIA) containing detailed analysis of how the new road widening 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.

- Cycletracks and footways

The comments received as part of this consultation have given significant insight into the concerns of local residents in relation to the crossing points throughout the scheme and the proposed shared cycletrack for use on foot and on pedal cycle.

Safety is of paramount importance. Once the route has been protected, detailed designs will be developed taking into consideration the comments provided as part of the consultation.

- Design

Detailed design works will be undertaken subject to the protection of the route and following consideration of the comments received during the consultation. The suggestions put forward by local groups and residents in relation to accesses onto the A582 from adjacent roads will be considered together with any improvements required to local roads that link into the scheme.

- Perceived Increased Congestion

Using the recently developed Central Lancashire Traffic Model an assessment of potential impacts on all routes around the City Deal proposals will be undertaken. The assessment will identify whether measures will be required to deal with any unwanted effects on the highway network. Proposals to widen the A582 will provide sufficient capacity to handle traffic from all proposed development sites including the Cuerden Strategic development site.

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

If the recommendations are not approved, there is the risk that development will take place along the route making the future widening of the road either more difficult or impossible.

This would also result in uncertainty and delay on progressing statutory planning and land assembly procedures and in turn construction of road schemes.

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

There are financial implications in relation to the protection of the route for the A582 road widening. 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.

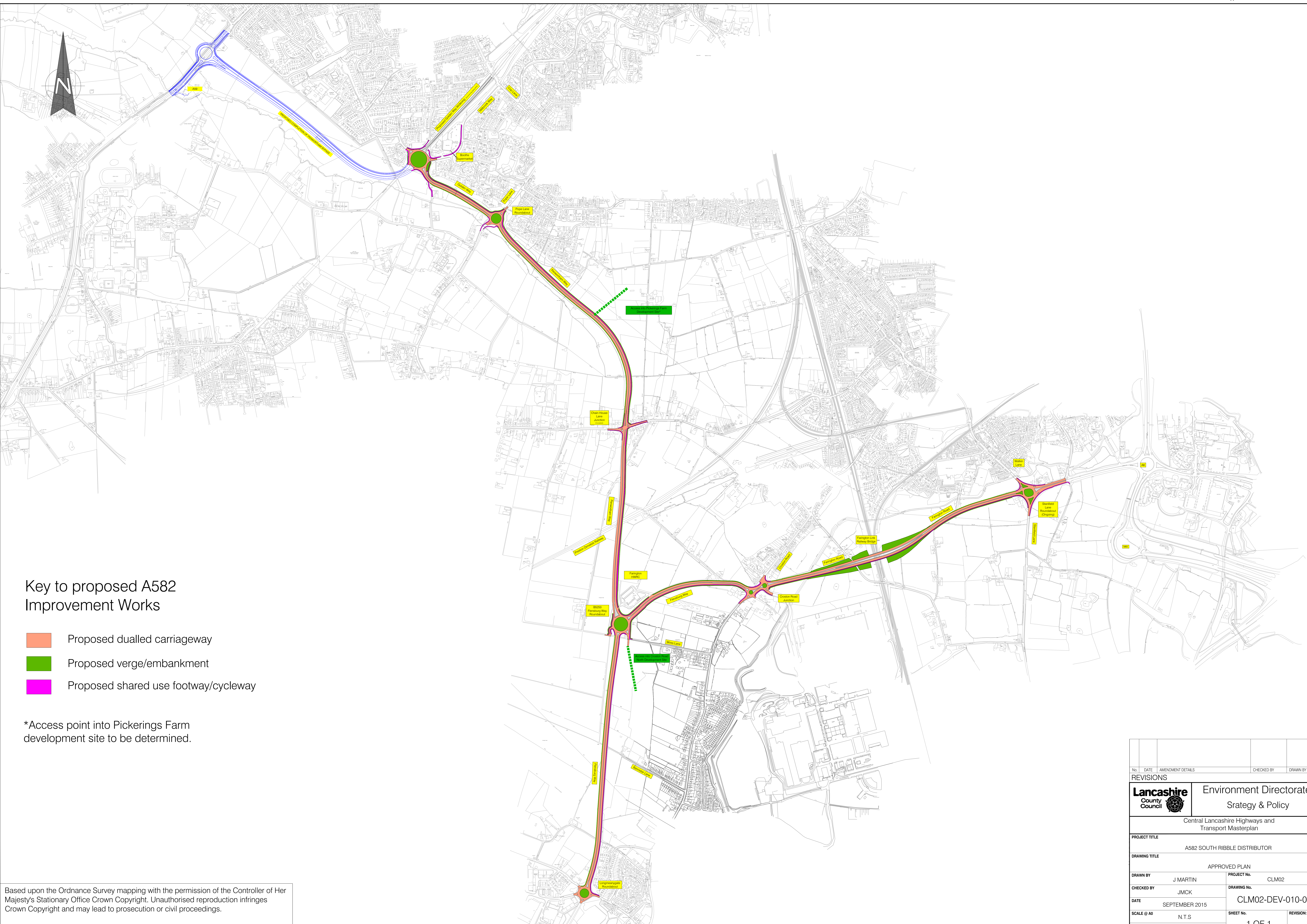
## List of Background Papers

Paper	Date	Contact/Tel
Infrastructure Delivery Plan 2014/15, Preston, South Ribble and Lancashire City Deal	June 2015	Phil Wilson/Central Lancashire Masterplan/ 01772 534559,

Reason for inclusion in Part II, if appropriate

N/A.





**Key to proposed A582 Improvement Works**

- Proposed dualled carriageway
- Proposed verge/embankment
- Proposed shared use footway/cycleway

\*Access point into Pickerings Farm development site to be determined.

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	No.	DATE	AMENDMENT DETAILS	CHECKED BY	DRAWN BY
<b>REVISIONS</b>					
<b>Lancashire County Council</b>		Environment Directorate Strategy & Policy			
Central Lancashire Highways and Transport Masterplan					
PROJECT TITLE					
A582 SOUTH RIBBLE DISTRIBUTOR					
DRAWING TITLE					
APPROVED PLAN					
DRAWN BY		PROJECT No.		CLM02	
J MARTIN					
CHECKED BY		DRAWING No.		CLM02-DEV-010-031	
JMCK					
DATE		SHEET No.		REVISION:	
SEPTEMBER 2015					
SCALE @ A0		SHEET No.		1 OF 1	
N.T.S					
CLIENT No.		CLM02			







CITY DEAL

Preston, South Ribble & Lancashire

# CONSULTATION REPORT

A582 Road Widening

May 2015

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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 to convert the existing A582 single carriageway into a dual carriageway was identified in the Central Lancashire Highways and Transport Masterplan, published in March 2013. By complementing the capacity improvements along the A582 Golden Way and Penwortham New Bridge linking to Ringway and completion of Penwortham Bypass, the completed dualling will provide congestion relief to Lostock Hall and Tardy Gate, and deliver meaningful improvements along existing public transport corridors and local centres, and support economic development through travel reliability. The dualling will also improve access from the A582 to the motorway network and the major employment site at Cuerden.

Upgrading the A582 to a dual carriageway along its full length between Cuerden and Preston city centre and the B5253 south to Longmeanygate will significantly increase road capacity. Improvements will include alterations to, and closures at, existing junctions along the route. It will also support the completion of the Penwortham Bypass and, looking further ahead, the linking of the two Western Distributor Roads in Preston and South Ribble with the construction of a new crossing of the River Ribble.

Increasing road capacity will:

- Improve journey times and reduce congestion on (and on roads linking to) the A582, B5253 and Penwortham New Bridge linking to Ringway and Preston city centre.
- Provide easier access to Cuerden from the west.
- Provide significantly better access to new housing developments at Pickering's Farm between Penwortham and Lostock Hall, and development sites to the North West of Leyland at Croston Road and Moss Side.
- Allow opportunities for bus priority measures, public realm enhancements, and improvements to prioritise and promote walking and cycling along on the B5254 Leyland Road and at Tardy Gate.

This proposal was consulted on between February and March 2015. Over 4000 letters were sent out to the homes closest to the scheme and exhibitions were held in four locations; Lostock Hall, Farington Moss, Leyland and Kingsfold. We invited people to complete questionnaires to determine their views on the proposal and a total of 407 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 18 issues were identified across the consultation.

The most frequently raised issues identified included:

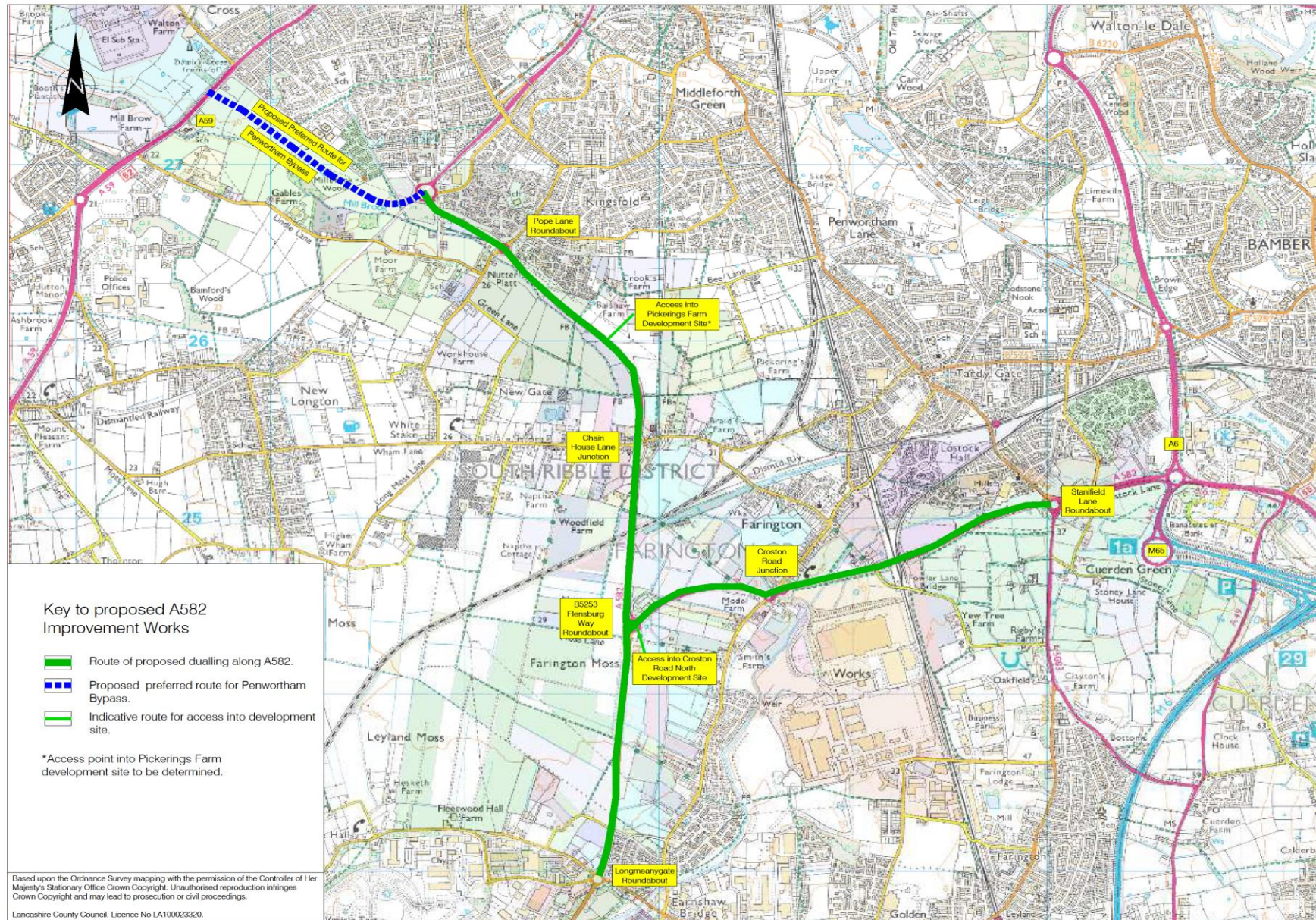
- Air and noise pollution concerns
- Design and alignment of the proposals
- Perceived Increased Congestion
- Provision of cycleways and footways

Additional questions contained in the questionnaire sought to establish if the respondent was a local resident or responding on behalf of an organisation and the modal use patterns of those who responded. Also each respondent's postcode was requested thereby enabling geographical analysis of those who engaged with the consultation process.

## 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 the Masterplan is the corridor in which the completion of the dualling of the A582 is proposed.
- 1.1.2 In September 2013 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 schemes will be complemented by measures to improve public transport, cycling and walking on the existing highway network.
- 1.1.3 The aims of this consultation is to seek views on the proposed alignment. 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 early 2017. In preparing the detailed planning application there will be a further public consultation inviting comments and representations on the detail prior to submission.

# A582 Widening Consultation Route Plan



## 2. Engagement and Events

### Consultation and Engagement

- 2.1.0 Consultation on the proposed dualling of the A582 was carried out from 2<sup>nd</sup> February to 15<sup>th</sup> March 2015.
- 2.1.1 A plan of the proposed route of the road and a questionnaire were the focus of the consultation. A letter advertising the consultation and including an information leaflet and questionnaire was sent to over 4000 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 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 The consultation events were held at Farington Moss, Leyland, Lostock Hall and Penwortham on 2<sup>nd</sup>, 5<sup>th</sup>, 9<sup>th</sup> and 11<sup>th</sup> February 2015. These were attended by staff from the City Deal Delivery Team and Estates Management to answer any queries. Poster boards were provided to show the proposed road alignment and supporting information on the scheme design and timescales. Leaflets and questionnaires were available at all events. 186 people attended the events in total.
- 2.1.4 In response to the letters to residents, exhibitions, press articles and social media, 407 responses were received. Respondents included local residents, parish councils, developers and other statutory service providers.



## Consultation Responses

- 2.2.0 We received 406 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.
- 2.2.1 The formal consultation period ended on 15<sup>th</sup> March 2015.
- 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 the currently protected route and the preferred choice of route under this consultation. 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.
- 2.2.7 It should also be noted that separate consultation events were held in relation to the Central Lancashire Highways and Transport 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.

## Most Frequently Raised Issues

- Air & Noise Pollution
- Compensation
- Construction Impacts
- Cycleways/Footways
- Design/Alignment
- Development Sites
- Disability Access Concerns
- Economic & Employment
- Environmental Impact
- Golden Way related
- Junction Improvements
- Local Network Impacts
- Local Centre Improvements
- Penwortham Bypass Related
- Perceived Increased Congestion
- Public Transport
- Speed

### 3. Key Findings and Responses

#### Issue 1: Air and Noise Pollution

##### What the consultation had to say

- 3.1.0 A number of responses were received in relation to concerns over increased air and noise pollution as a result of the road widening.
- 3.1.1 A number of residents who live in close proximity to the A582 were worried about existing noise levels and felt that the scheme would exacerbate this.
- 3.1.2 Some people made reference to the trees which have been cut back along Golden Way near the electricity pylons and that this had increased noise levels.
- 3.1.3 A number of respondents mentioned concerns over the increased noise levels during construction – particularly at night. Others mentioned the noise of the generators being used for the A582 improvement works at Stanifield Lane.
- 3.1.4 Several people suggested noise reduction measures were required as part of the scheme including replanting of trees, quiet road surfacing and better fencing to lower noise levels.
- 3.1.5 Comments were received regarding compensation for residents affected by the scheme due to increased noise levels:
- "My question is will we get a grant towards putting better double glazing in to help deaden the increased noise? The noise from the road is channelled between two rows of houses and right into our house".*
- 3.1.6 A few people had concerns over increased light pollution as a result of the widening.
- Our response
- 3.1.7 We are undertaking junction improvement works along the A582 to support the dualling of the road. We are mindful of the impact this has on local residents and care has been taken to keep noise levels to a minimum where possible.
- 3.1.8 The trees that have been cut down along Golden Way are not works completed by the County Council but by Electricity North West to ensure vegetation is the minimum statutory clearance from the overhead power lines.
- 3.1.9 An Environmental Impact Assessment (EIA) will be submitted with the Planning Application. The EIA is a detailed analysis of how the widening of the A582 could benefit or adversely affect the local area including the impact on air quality and noise levels,
- 3.1.10 The planning application will include a detailed scheme design which will include measures to mitigate for the impacts identified in the EIA.
- 3.1.11 There are statutory requirements to take action and introduce mitigation measures in relation to increased noise levels. The calculations determining whether action needs to be taken will be carried out prior to the Planning Application and included in the same.
- 3.1.12 In specific circumstances, a compensation claim can be made in relation to increased noise levels under the Land Compensation Act 1973. More information is provided on this under the 'Compensation' heading of this report.
- 3.1.13 The A582 will be lit along its full length. However street lighting will utilise modern equipment which produces minimal light spill outside the carriageway and footways and thereby avoid light pollution.

Issue 2: CompensationWhat the consultation had to say

3.2.0 A number of respondents felt the A582 dualling would reduce house prices for residents in close proximity to the scheme.

3.2.1 One business (Greenbelt Group Ltd) expressed concern that the road would reduce their land holding and affect long term revenue. Other respondents raised concern over the loss of privacy and security caused by the scheme and wanted to know how they would be compensated.

3.2.2 We heard views from residents who were worried about potential structural damage to their property resulting from the road scheme:

*"My house is so close I doubt the road can be brought any closer but even if the road is widened on the other side I would like to know what insurance is in place to deal with any damage caused as a result of all the very close building work i.e. Cracks!!!! Will there be any surveys done on my property before and after the work is completed to highlight this???"*

Our response

3.2.3 In the first instance and where possible we will do our utmost to mitigate against and limit the impact of the new highway on local residents and landowners.

3.2.4 Those entitled to compensation fall into two categories:

3.2.5 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. Whether this is by compulsory purchase or by agreement, established procedures exist to establish fair and equitable compensation.

3.2.6 Secondly, compensation, under the Land Compensation Act 1973, may be due to owners of property where no land or right will be acquired by the County Council but where there is a possible diminution in value due to specific 'physical factors' attributable to the use of the road namely:

- Noise
- Vibration
- Smell
- Fumes
- Smoke
- Artificial Light

- Discharge onto the land of any solid or liquid substances

3.2.8 Such owners can submit a claim for compensation from 1 year after the completion of the scheme and up to 6 years from then. Advice is available in publications provided by the Government Department for Communities and Local Government.

3.2.9 As part of the statutory planning process, we will produce an Environmental Impact Assessment which will consider a number of factors including the scheme's impact on private and community assets. We will also be producing an Agricultural Assessment based on farm surveys/interviews with landowners and an Agricultural Land Survey to determine the impact on affected farm holdings.

Issue 3: Construction ImpactsOur responseWhat the consultation had to say

- 3.3.0 Disruption caused by road works and site traffic was a concern raised by local residents in relation to the road widening. In particular there were concerns over the potential increase in journey time, noise and congestion during works.
- 3.3.1 We also received queries regarding whether roads would be diverted or closed during the works and whether weight limits or restrictions on construction vehicles would be used.
- 3.3.2 One respondent expressed concern over increased volumes of traffic using Croston Road whilst the widening of the A582 takes place. We also received comments regarding the phasing of the dualling works:  
*"Not against the principle but ideally complete one section before starting another as my journey to Preston is a nightmare!"*
- 3.3.3 We received a response in relation to concerns over potential pollution spillage risks and flooding caused by the works.

- 3.3.4 We acknowledge that there will be some disruption to the local road network during construction. Contractual conditions will be applied to construction traffic and we will make every effort possible to limit potential disruption through scheduling of works and effective traffic management.
- 3.3.5 The A582 will remain open during construction but some short term diversions and lane closures will be necessary to enable safe construction of the scheme. Every effort will be made to avoid disruptions during peak traffic hours.
- 3.3.6 The phasing order of the widening works is still to be decided. However care will be taken in programming the construction works to keep disruption to road users and residents to a minimum.
- 3.3.7 The site management will be undertaken in accordance with Environment Agency Pollution Prevention Guidelines. In addition, Site Environmental Rules will be established through a Construction Environmental Management Plan (CEMP) and followed at all times throughout the contract. Appropriate control measures will be in place for construction site runoff and sedimentation.

Issue 4: Cycleways/FootwaysWhat the consultation had to say

3.4.0 Many people welcomed the proposals for a cycle route along the full length of the A582:

*"Our family were really pleased to read about the three metre wide cycle and footpath. As keen cyclists and runner this will open up trips to Leyland by bike"*

3.4.1 We received a number of comments on how the shared cycleway/footway should be designed and operate. One resident suggested a two metre cycleway was sufficient and a footway was not needed. Others felt there should be separate lanes for both users to avoid the risk of collisions. Another said that the shared use path should be separated from the road by crash barriers.

3.4.2 A number of residents expressed concern at crossing the dual carriageway during peak hours and whether crossings, pedestrian walkways or traffic lights will be in place to help with this. Areas specifically mentioned include the Broad Oak (Booths) roundabout including between Millbrook Way and Broad Oak Lane, Stanifield Lane roundabout, Croston Road dual roundabout junctions,

Flensburg Way 'Tank' roundabout, the Longmeanygate roundabout and crossing at Lostock Lane / Todd Lane South.

3.4.3 We received a response from **Lostock View Neighbourhood Watch** and several residents requesting a footpath between the end of Sherdley Road and the Stanifield Lane roundabout on the North side of the A582. The current scheme proposes a shared use path on the South side. The respondents felt this will not serve local residents (who do not feel safe using the ginnel from Sherdley Road to Ward Street) and will endanger pedestrians attempting to cross the road – in particularly elderly people.

3.4.4 **Ulnes Walton Bridleways Association** gave a response requesting the creation of a 'multi-use path including bridleway' alongside the A582 to provide a link for riders to access the 'Tramway' from Bamber Bridge near Sainsburys and give connecting access to Walton Park, Preston and the proposed South Ribble 'Central Park'.

3.4.5 A number of people made comments and suggestions to improve the cycle route or crossings including:

- Make sure that any road crossings for the cycleway are suitable for bikes towing trailers - as on some crossings with a zig zag central reservation, the mid-point is too narrow to safely manoeuvre a bike and trailer.
- The cycle route between Croston Road and Flensburg Way 'Tank' roundabout should be on the south side (rather than the proposed route on the north) to reduce potential conflict with traffic using the Farington Waste Recycling Centre (FWRC) entrance, to ensure better safety and less crossings for cyclists/pedestrians.
- Request that the FWRC exit onto the A582 Penwortham Way just north of the 'Tank' roundabout be closed as dualling will make this exit more dangerous due to the obscured view of southbound traffic.
- Cycle route should carry on further from Stanifield Lane roundabout and connect up to Todd Lane South and finally link up to Preston Junction Nature Reserve.
- Retain a public right of way from Lodge Lane across the A582 to Brook Lane –either via a

diverted footpath or via a walkway provided as part of the new Ormskirk railway bridge.

- Improvements are required to improve existing cycle lanes around the district.
- Cycling groups should be consulted as part of the scheme.

3.4.6 We received a response from a resident who was concerned that as a result of the scheme, they would have a shared cycle/footway at back of their property and concern that this would require tree/vegetation removal that will increase noise levels and be visually intrusive.

3.4.7 We also received comments from one respondent who felt that the recent works to improve Chainhouse Lane (Whitestake) junction and the Ribble Flyover Roundabout have taken little or no consideration of cyclists.

*"The Whitestake Junction funnels cyclists onto the pavement, where they have to negotiate traffic light islands before being spat back onto the carriageway at the pinch point where the 2 lanes merge into 1 and the road narrows significantly"*

#### Our response

3.4.8 We welcome the comments received as part of this consultation. This has given us significant insight into the concerns of local residents in relation to the crossing points throughout the scheme and the proposed shared cycleway/footway.

3.4.9 Safety is of paramount importance. Once we are able to protect the route, detailed designs will be developed taking into consideration the comments provided as part of this consultation.

3.4.10 The County Council is making a number of junction improvements along the A582 prior to the dualling of the route in order to more effectively control traffic flow, as well as improve pedestrian and cyclist safety whilst crossing the road.

3.4.11 We are mindful of the impact that the shared use cycleway/footway will have on local residents in close proximity to the scheme. Any vegetation or landscaping that requires removal as part of the scheme will be replanted to protect resident's privacy and security.

3.4.12 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. Proposals for the Leyland ~Cuerden ~ Lostock Hall ~ Lower Penwortham ~ Preston City Centre Corridor plans are in development and will be consulted on in 2016.

3.4.13 The recent junction improvements to the A582 are in anticipation of the dualling works. As such they are an interim measure prior to the full length shared use cycle/footway being put into place.

Issue 5: Design/AlignmentWhat the consultation had to say

- 3.5.0 The detailed design of the A582 dualling generated a substantial number of responses during the consultation period.
- 3.5.1 We received comments requesting more detailed plans. Several respondents wanted more detail on the junctions and which would have traffic lights and crossings for pedestrians and cyclists. One respondent asked whether there would be a central island at the Hugh Lane crossing on the B5253 Flensburg Way.
- 3.5.2 A number of residents expressed concern in relation to access and pulling out of their driveway both during construction and operation and impacts on other activities such as bin collections.
- 3.5.3 We received several responses in relation to the current difficulties in accessing the A582 from Lostock View and Sherdley Road. A number of people were concerned that the scheme will exacerbate this and wanted to know what traffic control measures would be in place as mitigation. Several respondents also wanted a new footpath on the north side of the A582 between the end of Sherdley Road and Stanifield Lane roundabout.
- 3.5.4 We received a large number of comments in relation to the potential severance of Croston Road (just south of the dual roundabouts). All the comments received did not support the stopping up of this road. Respondents felt this would create lengthy diversions for commuters, school runs and bus services; that it would increase local congestion; have a detrimental impact on local businesses and exacerbate rat running.
- 3.5.5 A number of people made comments on the alignment and layout of the Croston Road junction. A haulage company based on Fiddler Lane expressed concerns over how their vehicles would enter the dual carriageway.
- 3.5.6 A resident requested that access from Lodge Lane needed to be maintained to provide a passing point for large vehicles / articulated trailers and requested a right turn lane for traffic entering Lodge Lane. One respondent wanted to know whether the existing road and layby at the junction will still be in use for the residents of the properties situated there.
- 3.5.7 Several respondents asked us how the railway bridge over the West Coast Main Line Farington Link will be widened.
- 3.5.8 Some respondents thought that the dualling of the B5253 Flensburg Way was not necessary and would impact on minor roads.
- 3.5.9 We were asked what improvements would be made to the 'Tiger' junction in Leyland (Croston Road/Golden Hill Lane) and whether these would be coordinated with the planned A582 dualling works. We received a query on whether the dualling would be finished before the link road to the Heatherleigh/Moss Lane development sites is constructed to avoid use of Bannister Lane.
- 3.5.10 We received queries on when the A582 dualling would be completed. One respondent also asked why there was no mention of the Ribble Bridge and what the timescales were for this project.
- 3.5.11 We received suggestions to improve some of the surrounding roads around the A582. One requested that Stanifield Lane should be widened with a review of speed limits. Another asked for Croston Road to be resurfaced near to the junction of Church Lane / School Lane.

3.5.12 We received a request that the Cross Borough Link Road should be built from The Cawsey to Carrwood Road.

Our response

3.5.13 Detailed design works will be undertaken subject to the protection of the route and following consideration of the comments received during this consultation.

3.5.14 The junctions at Broad Oak (near Booths supermarket), A582 / B5253 Flensburg Way and at Stanifield Lane/ Lostock Lane will be fully signalised roundabouts. This will ensure that traffic movements are handled as efficiently as possible providing maximum capacity.

3.5.15 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.

3.5.16 We are mindful of the impact the short term works will have on residents and businesses in proximity to the scheme. We'll try and minimise disruption and will make land owners aware of changes to access arrangements in plenty of time.

3.5.17 We will be reviewing the suggestions put forward by local groups and residents in relation to accesses onto the A582 from adjacent roads. Currently there are no plans to sever Croston Road as a part of this scheme.

3.5.18 A new bridge will be built to the south of the existing structure over the Farington Link West Coast Main Line (WCML). Works will be completed during night hours so the WCML can stay open and to minimise travel disruption.

3.5.19 The dualling of the B5253 is part of the proposal included within the Central Lancashire Highways and Transport Masterplan which was adopted by the County Council in 2013. We believe this is a necessary part of the dualling to meet future network demand and will also be necessary infrastructure for the development site at Moss Side Test Track allocated by the South Ribble Local Plan.

3.5.20 Improvements to the 'Tiger' junction in Leyland are due to be completed as part of the developer funding provided by the house builders of the Heatherleigh/ Moss Side development sites as part of their Section 106 agreements.

3.5.21 Should the route be protected, the next statutory process will be a Planning Application. Consultation events will be held in advance of Planning Application submission presenting the detailed design with accompanying evidence, and information relating to the complementary measures associated with the scheme. We are working towards a planning application in autumn 2016.

3.5.22 Over the next 18 months we will be embarking on a feasibility/ route study for the potential crossing of the River Ribble. Our proposals are likely to be made available for consultation in 2017.

3.5.23 We will review whether any improvements are required to local roads that link into our scheme. General road maintenance however is not part of our remit for this consultation.

3.5.24 The Cross Borough Link Road is a scheme being taken forward by South Ribble Borough Council, and therefore is not part of this consultation exercise.



Issue 6: Development SitesWhat the consultation had to say

- 3.6.0 We received a number of queries in relation to the proposed development sites at Pickering's Farm and Heatherleigh / Moss Lane and the suitability of their access arrangements. One respondent suggested a better alternative access to the Heatherleigh / Moss Side site would be from the B5253 at Bannister Lane which could also provide a link to the Moss Side Test Track development site.
- 3.6.1 Several comments said they did not want to see new housing or industrial development. Some thought it would exacerbate the existing traffic situation and that existing Brownfield sites should be utilised.
- 3.6.2 We also received a response stating the A582 widening was only a short term solution to traffic congestion and the planned housing/business park developments. Another asked if the scheme had taken account of the proposed retail/business park at Cuerden.

Our response

- 3.6.3 The accesses onto the development sites at Pickering's Farm and Heatherleigh/ Moss Lane is being designed in liaison with the HCA and associated developers following careful consideration on the impacts on the local road network. These junctions are not part of the planning application for the A582 dualling.
- 3.6.4 The Central Lancashire Core Strategy (adopted in 2012) identifies South of Penwortham and North of Farington as a strategic location 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.
- 3.6.5 The policies and principles in the Core Strategy are supported by the South Ribble Local Plan. This document outlines where all new housing, employment, retail, leisure and open space will go over the next 15 years. While the Local Plan has not been formally adopted yet, it carries significant weight in the planning process.
- 3.6.6 Brownfield sites for housing are included within the South Ribble Local Plan. However there are not enough brownfield sites to meet future housing need in South Ribble to

- cope with demand which is why further development on green field sites is required.
- 3.6.7 The A582 widening is a critical infrastructure requirement to support the strategic housing and development sites in South Ribble. A Masterplan for the Cuerden Employment Site was consulted on in winter 2014 which included plans for a series of transport measures to support the development. The main access into this site will be from the M65. However our proposed scheme will benefit all drivers using the A582 to travel to and from the Cuerden site.

Issue 7: Disability Access ConcernsWhat the consultation had to say

3.7.0 We received several comments in relation to the provision of crossing facilities that were suitable for people with disabilities.

*"I use a disabled scooter and would be grateful if road crossing facilities were made available for me to cross comfortably"*

3.7.1 One respondent mentioned that they are deaf and have to use a walking stick and would benefit from the use of pelican crossings on the scheme to improve their safety.

3.7.2 We also received comments from a registered blind person who said they found it difficult to cross the Longmeanygate roundabout:

*"With your proposal of a dual carriageway this doubles the difficulty unless you propose to provide pedestrian controlled crossings"*

Our response

3.7.3 We are mindful of the impact of the scheme on all road users and particularly those with disabilities. We will be putting controlled crossings in place as part of junction improvements to the A582 prior to the road widening to improve safety for all users.

3.7.4 The Longmeanygate roundabout will be fully signalised with controlled crossings for pedestrians. This proposal will be submitted as part of the planning application for the A582 dualling.

Issue 8: Economic and EmploymentWhat the consultation had to say

3.8.0 We received comments from some people who thought the money for the scheme would be better spent elsewhere. One thought it would be better spent on the M6.

3.8.1 There was some concern that the scheme would adversely impact the viability of local businesses and shops if Croston Road was severed.

3.8.2 The uncertainty of funding for the scheme was a concern:

*"NIMBY's (Not In My Back Yard) Environmental Protesters and change of Government post 2015 election could lead to funding being removed"*

Our response

3.8.3 The Preston, South Ribble and Central Lancashire City Deal will reap significant benefits for local people by creating up to 20,000 new jobs and growing the local economy by £1 billion.

3.8.4 We do not plan to sever the southern section of Croston Road as part of the scheme. We will produce a detailed Environmental Impact Assessment that will identify and address the impacts of the scheme on the economic viability of existing businesses and community facilities.

3.8.5 An Infrastructure Delivery Fund (IDF) has been established to ensure effective governance and financial control of the complex funding arrangements for the City Deal.

3.8.6 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

and as such 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

Issue 9: Environmental ImpactsWhat the consultation had to say

3.9.0 The majority of comments on this theme were in relation to the loss of green space and the impact on local wildlife.

*"I am very concerned about the number of trees and hedges being removed, and the effect this will have on wildlife. Can you outline measures that will be taken to minimise the impact? Are there plans to plant new trees and hedgerows later?"*

3.9.1 One person wanted more evergreen trees planting to make the road more attractive year round with flowering shrubs.

3.9.2 We received a number of responses expressing concern that removal of landscaping will have an adverse visual and noise impact on local residents. One resident requested that the existing screening remains in place on the south westerly side of the road between Pope Lane and Chainhouse Lane junctions.

3.9.3 We were asked on the reasons for dualling on Green Belt land and whether consideration was given to widening on the other side of the road.

Our response

3.9.4 A detailed Environmental Impact Assessment will be undertaken to consider all aspects of the proposed scheme including the impact of the development on all local matters including environment, landscaping, ecology, and cultural heritage assets.

3.9.5 We acknowledge that there are concerns on how the scheme will impact local green space and wildlife. 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.

3.9.6 A detailed landscaping plan for the scheme will be produced as part of the planning application. We will aim to replant any hedgerows/trees removed where possible with appropriate tree/ plant species, or undertake suitable mitigation measures to compensate or reduce impacts to acceptable levels. We will look to provide compensatory habitats across the City Deal schemes as a whole where possible.

3.9.7 The route of the A582 dualling has taken into account numerous factors including physical constraints, design standards, connectivity requirements and environmental considerations. We have presented our preferred route for the dualling, although this may be altered prior to the planning submission if there are significant reasons for changing this alignment.

Issue 10: Golden Way RelatedWhat the consultation had to say

- 3.10.0 We received a number of comments in relation to the widening of the A582 Golden Way between the A59 and Cop Lane.
- 3.10.1 A number of people expressed concern over the current merging of traffic from Liverpool Road onto the Ribble Flyover and said this had increased accidents. Suggestions were made to improve the signage and road markings to reduce lane switching. One person asked why there were no crash barriers on approach to the Flyover.
- 3.10.2 One person said they were concerned about crossing the northbound section of Golden Way as they stated there is no clean sight line of traffic travelling northwards.
- 3.10.3 Several people were very concerned that the vegetation clearance along Golden Way between the Broad Oak and Pope Lane roundabouts had had a serious impact on adjacent residential properties with an increase in noise levels and a reduction in privacy

- 3.10.4 We had comments in relation to the length of time it had taken to complete the Golden Way dualling:

*"The time it has taken you to widen the bottom bit! If it takes 9 months to do one small part - it will take you years to do the whole road!!!"*

- 3.10.5 We received comments that the traffic lights on the A59 / Golden Way and Broad Oak roundabouts should be restricted to peak hours:

*"Lights plus roundabout with perfect all round vision = unnecessary obstruction to progress. I suggest if we really do have to have lights here, then they be used for morning peak traffic only"*

Our response

- 3.10.6 We expect there to be a settling in period as drivers adjust to the new road layout on the Liverpool Road slip road joining to the Ribble Flyover. We have made amendments to the signage and layout to improve this junction and are monitoring the situation. Crash barriers are in place along the majority of the length of the A582 and the approach to the Flyover.

- 3.10.7 As part of the A582 junction improvement works, we will be signalling the Broad Oak (Booths) roundabout on Golden Way and providing controlled crossings to enhance safety for pedestrians.
- 3.10.8 The trees that have been cut down along Golden Way are not works completed by the County Council but by Electricity North West to ensure the landscaping is the minimum statutory clearance in from the overhead power lines.
- 3.10.9 The dualling of the A582 will be completed in stages. A road construction of this scale will understandably take longer to complete than the Golden Way section alone. A detailed programme including the order of dualling will be drawn up prior to the planning submission.
- 3.10.10 We use traffic signal staging at the traffic lights on the Golden Way roundabouts to effectively manage traffic flow. We will monitor the signal staging and adapt as appropriate if required. Statistics show that part time signals have a higher incident level than full time signals

Issue 11: Junction ImprovementsWhat the consultation had to say

3.11.0 This consultation is concerned with the widening of the links between junctions along the A582. The proposed widening will follow a series of improvement works to increase capacity at each junction in anticipation of road widening. During the consultation, a number of people expressed interest in the ongoing junction works and sought information regarding future work such as the Croston Road and Stanifield Lane junctions.

3.11.1 We were asked why the widening of the A582 wasn't undertaken at the same time as the junction improvements at Chain House Lane.

3.11.2 We were asked about the design and signal arrangement of the new Chain House Lane junction;

- *"Why have you provided two straight ahead lanes followed by an immediate merge into one lane on both sides of the junction?"*
- *"Why have you replaced the two left turn give way filters on Penwortham Way with traffic lights?"*

3.11.3 Some people asked what junction arrangement would be proposed for ingress and egress to/from Sherdley Road/Lostock View, a cul-de-sac which serves business and residential properties, off Farrington Road.

3.11.4 Similar questions were asked about the Lodge Lane junction on Flensburg Way.

3.11.5 Some people asked if Croston Road would be 'blocked off' at the roundabout as part of proposals.

Our response

3.11.6 Junctions improvements within the highway boundary at each junction along the A582 and the B5253 Flensburg Way / Longmeanygate junction are early exercises to increase capacity at these junctions and relieve congestion in peak periods.

3.11.7 Subject to planning and land acquisition, these junction improvements will support the proposed road widening along the A582 and Flensburg Way.

3.11.8 The Chain House Lane junction has been designed with the potential road widening scheme in mind. If we are able to provide additional lanes along the A582, the need

for northbound and southbound merge lane will be removed and the junction will tie-in to dualling.

3.11.9 Redesign of the Chain House Lane junction includes toucan crossing facilities across all four arms facilitating both pedestrian and cyclist movements. To ensure maximum safety when catering for non-motorised road users, it was necessary to design a fully signalised junction and remove the left turn give way arrangement.

3.11.10 Works are currently ongoing at the Stanfield Lane junction and Golden Way South (near to the Brown Hare) with completion provisionally scheduled for late summer 2015 and late winter 2015 respectively.

3.11.11 Detailed design work of the link proposed for widening between each of the junctions has not yet been undertaken. Treatment at side roads such as Sherdley Road and Lodge Lane is therefore undetermined at present however it is likely that these junctions will operate with left turn only ingress and egress.

3.11.12 A decision regarding severance of Croston Road south of its junction with the A582 is yet to be determined. Any proposals will be made clear following the detailed design stage.

Issue 12: Local Network ImpactsWhat the consultation had to say

- 3.12.0 We received comments regarding highway maintenance in side roads such as Todd Lane and Watkin Lane with pot holes a concern. Road surfacing issues on Croston Road were raised, particularly near to the junction of Church Lane/School Lane.
- 3.12.1 It was felt that the widening would lead to an increased number of HGV's which will increase the damage to roads that are already seen as in a poor state of repair.
- 3.12.2 The design of the bridge on Todd Lane South was a concern with calls for it to be narrowed;
- "The hump back bridge on Tadd Lane South needs to be single fine with priority given to traffic coming off the A582 as it's dangerous for cars and people"*
- 3.12.3 **Farington Moss St. Paul's Church of England Primary School** asked to be kept informed of any road closures which may affect children and parents between 08:30 – 09:10 and 15:00 – 15:30. The school also asked for a sign directing the public to 'Farington Moss St. Pauls C. E. Primary School' on Croston Road.

Our response

- 3.12.4 Lancashire County Council seeks to maintain a high standard of highway network. Comments regarding highway maintenance will be pass on to the Local Network Management Team to be dealt with accordingly.
- 3.12.5 It is anticipated that widening the A582 and creating a great capacity along the route will facilitate any increases in HGV traffic levels, subsequently reducing the impact on local roads.
- 3.12.6 All local network management concerns highlighted during the consultation, including those regarding the bridge on Todd Lane South, will be considered by the County Council.
- 3.12.7 Full consideration is be given to strategic and local level signing during the design stages of each junction; signage for Farrington Moss St. Paul's C of E Primary School will be considered for inclusion in the Croston Road junction scheme.
- 3.12.8 Advanced notification of all proposed road closures will be provided once determined.

Issue 13: Local Centre ImprovementsOur responseWhat the consultation had to say

3.13.0 Congestion in Lostock Hall was mentioned throughout the consultation.

*"I frequently queue at the Stanifield roundabout because traffic is that gridlocked in the centre of Lostock Hall it backs up to the roundabout."*

3.13.1 The need to encourage traffic to use the A582 in place of travelling through Lostock Hall was a key concern of some local residents. Bus priority measures on the 111 route through Leyland Road were recommended.

3.13.2 It was suggested that joining Carrwood Road and 'The Cawsey' would help to relieve congestion in Lostock Hall.

3.13.3 As part the wider City Deal Project we will be delivering improvements in a number of key Local Centres in Preston and South Ribble, including Lostock Hall.

3.13.4 By providing increased capacity on the A582 and subsequently reconfiguring the highway in the centre of Lostock Hall (Tardy Gate), we will be able to reduce traffic volumes through Lostock Hall and prioritize Public Transport movements.

3.13.5 A signal optimization scheme for Tardy Gate is proposed as a short term solution to congestion in the area.

3.13.6 The proposed 'Cross Borough Link Road' scheme is would involve providing a connection between Carrwood Road and 'The Cawsey'. The new link road and road bridge would be designed with a 30 mph speed limit, which is consistent with the existing speed limit on The Cawsey and Carrwood Road. A 7.3m road width is proposed with 3m width shared as a footway and cycleways on both sides of the carriageway and links to the National Cycle Route 55 cycleway.



Issue 14: Penwortham Bypass RelatedWhat the consultation had to say

3.14.0 A separate consultation was carried out from 8<sup>th</sup> September to 26<sup>th</sup> October 2014 regarding the completion of Penwortham Bypass; 1250 responses were received. The findings of this consultation have now been published with the report available online.

3.14.1 The following points were raised during the A582 consultation, all of which have been considered in detail in the Penwortham Bypass consultation report;

- Penwortham Bypass will increase congestion on the A582
- The (blue) route originally proposed will divert more traffic away from Penwortham than the new (brown) route
- Proximity to existing properties; noise and visual impact
- Weight restrictions on Linde Lane required to prevent rat running

3.14.2 We also received positive comments in favour of the proposed bypass and encouraging it to be 'built soon'.

Our response

3.14.3 It is anticipated that the Penwortham Bypass will lead to an increase in the number of vehicles on the A582 as we reduce traffic flows along the A59 through Penwortham. Widening the A582 would provide increased capacity to handle demand.

3.14.4 The brown route is now protected and protection of the blue route has been rescinded. Providing the brown route will mean that we can make improvements to Penwortham Local Centre and create a public transport priority corridor along the section of the A59 from Howick Cross to Cop Lane that will encourage traffic to use the new bypass.

3.14.5 We are sensitive to the impact our activities will have upon both existing residents and others in the area, particularly the neighbouring schools.

3.14.6 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.

3.14.7 The planning application will include a detailed scheme design which will include measures to mitigate for the impacts identified in EIA.

3.14.8 We are yet to determine the requirement for additional traffic mitigating measures on the local network.

Issue 15: Perceived Increased CongestionWhat the consultation had to say

- 3.15.0 We received a number of responses expressing concern that the widening will lead to increased congestion and creating bottlenecks towards Preston and Leyland.
- 3.15.1 Some local residents asked why Schleswig Way (south of Flensburg Way) wasn't included in the widening plans. It was felt that proposed future developments will lead to congestion on this part of the network.
- "What happens to the traffic when the dual carriageway finishes at Longmeanygate? Will it cause a bottleneck at that point?"*
- "It will be a waste of money.... we need projects investing in walking /cycling and public transport"*
- 3.15.2 Concerns with increased traffic levels on Croston Road resulting from the A582 widening were raised. It was suggested that traffic calming measure should be provided.
- 3.15.3 It was also felt by some that rat running along quieter roads would still be a problem.
- 3.15.4 We were asked how the proposals will aid the flow of traffic coming from the Dock Road, Tulketh Brow and Strand Road.

3.15.5 Additional traffic resulting from the proposed Cuerden Strategic development site was a concern, we were asked is the widening proposals would accommodate the increased volume.

Our response

- 3.15.6 The extents of the scheme were identified within the Central Lancashire Highways and Transport Masterplan (CLHTM). The CLHTM considered the strategic need of each proposed scheme in relation to strategic development sites in Preston and South Ribble.
- 3.15.7 Using the recently developed Central Lancashire Traffic Model an assessment of potential impacts on all routes around the City Deal proposals will be undertaken. The assessment will identify whether measures will be required to deal with any unwanted effects on the highway network.
- 3.15.8 In the immediate future there will be limited benefits resulting from this scheme in the Tulketh Brow / Strand Road area. Longer term however, by providing widening of the A582 along with a Penwortham Bypass and a new Ribble Crossing bridge, we would expect to see traffic flows in this area reduce significantly.

3.15.9 Proposals to widen the A582 will provide sufficient capacity to handle traffic from all proposed development sites including the Cuerden Strategic development site.

Issue 16: Public TransportWhat the consultation had to say

3.16.0 Some people felt that Public Transport needs and improvements had been overlooked. We were asked to improve railways and buses and to provide park & ride facilities.

*"I am astounded that you are hell bent in pumping money into new roads and encouraging car drivers"*

3.16.1 We were asked about the provision of additional bus routes;

*"Have extra bus routes been planned (to replace / compliment the current once-per-hour 115 service to Preston) to utilise the new route?"*

3.16.2 We received some comments relating to the regularity of rail service and the standard of rolling stock (carriages) with Lostock Hall to Preston a particular concern.

3.16.3 The desire to see Midge Hall station reopened was expressed during the consultation.

Our response

3.16.4 Lancashire County Council is committed to working with bus and rail operators to provide better public transport throughout the County.

3.16.5 Across Central Lancashire, 7 Priority Public Transport Corridors have been identified as outlined in the Central Lancashire Highway and Transport Masterplan (CLHTM). By increasing road capacity on the A582, we will reliving congestion elsewhere on the network, enabling us to provide bus priority measures along key routes.

3.16.6 The CLHTM includes provision for Local Railway Station Viability Study considering the reopening of Midge Hall station. A study will be undertaken should it be required.

Issue 17: SafetyWhat the consultation had to say

- 3.17.0 Safety concerns were raised with regards to pedestrian and cycle crossings at the junctions on the route, particularly the Booths Roundabout (Broadoak Lane/Millbrook Way) and the Stanifield Lane Roundabout.
- 3.17.1 **Farrington Moss St. Pauls CE Church** expressed concern for pedestrians crossing the proposed dual carriageway as some of their parishioners, many elderly or with young children, walk to the church and will have to cross the road. The Church would like to see a safe place for people to cross.
- 3.17.2 The crossing of a public footpath north of the Ormskirk – Preston Railway Bridge at Lodge Lane (7-4-FP 11) is already considered a safety concern. It was felt that widening the A582 will make it more dangerous to cross.
- 3.17.3 Crossing the A582 between Todd Lane South and Old School Lane was raised as an issues. A controlled crossing at this point was requested.
- 3.17.4 We were asked if the current road width at the entrance to Lodge Lane will be retained.

It was felt that reducing this area would provide a major traffic hazard.

*"The wide are of road currently provided at the entrance to Lodge Lane is necessary to avoid blocking back with large vehicles / articulated trailers and also provides a passion point for such vehicles."*

- 3.17.5 There were safety concerns resulting from increased rat running. A local resident stated that Lowther Drive is a particular issues with child safety the primary concern.
- 3.17.6 The shared footway and cycleway will be dangerous for pedestrians as cyclists will be travelling at 20mph or more and there is a risk of collision.
- 3.17.7 We received a number of responses expressing concerns about the safety of the new arrangement at the A59 slip road on to Golden Way.
- "At the moment traffic merging sometimes doesn't give way and this could be a potential hazard that could prove fatal!"*

Our response

- 3.17.8 Detailed design of each junction on the A582 will include safe crossing provisions for cyclists and pedestrians.
- 3.17.9 As part of the statutory planning process an Environmental Impact Assessment (EIA) containing detailed analysis of how the widening scheme will affect all travellers including non-motorised users will be produced.
- 3.17.10 Where the A582 intersects existing Public Rights of Way, suitable mitigation will be provided as determined within the EIA.
- 3.17.11 Proposals for a controlled crossing between Todd Lane South and Old School Lane will be considered subject to developer contributions in line with the Cuerden Strategic Investment Site.
- 3.17.12 Any required alterations to side roads adjoining the A582 will be determined at the detailed design stage.
- 3.17.13 Concerns regarding potential rat running through Lowther Drive will be noted and taken forward for further consideration.
- 3.17.14 As per Department for Transport standards, a 3m wide unsegregated shared use footway and cycleway satisfies the minimum

effective width requirements providing safe passing opportunities for pedestrians and cyclists.

3.17.15 Alterations to the A59 slip road on Golden Way have been successful in reducing congestion on the A582 however not all drivers adapted well to the change of priorities at the junction with Penwortham Hill. An alternative system is currently being trialled and the Council Council will continue to monitor the situation.

Issue 18: SpeedOur responseWhat the consultation had to say

- 3.18.0 Throughout the consultation a number of people expressed concern with regards to traffic speeds on the route. It was felt that the A582 currently experiences issues with vehicles exceeding the speed limit and dualling the route will only add to this.
- 3.18.1 Some of those who responded felt that speed limits are not adhered to and speed cameras erected.
- 3.18.2 A number of people asked for a 50mph speed limit should be put in place.
- 3.18.3 Concern about the speed of vehicles leaving the A582 entering Pope Lane; it was felt that dualling will worsen this.

- 3.18.4 The design speed of the A582 will be 50mph. At this stage there are no plans to erect speed camera.
- 3.18.5 Consideration will be given to alignment of junctions during the design stage ensuing maximum safety.

#### 4. Questionnaire Analysis

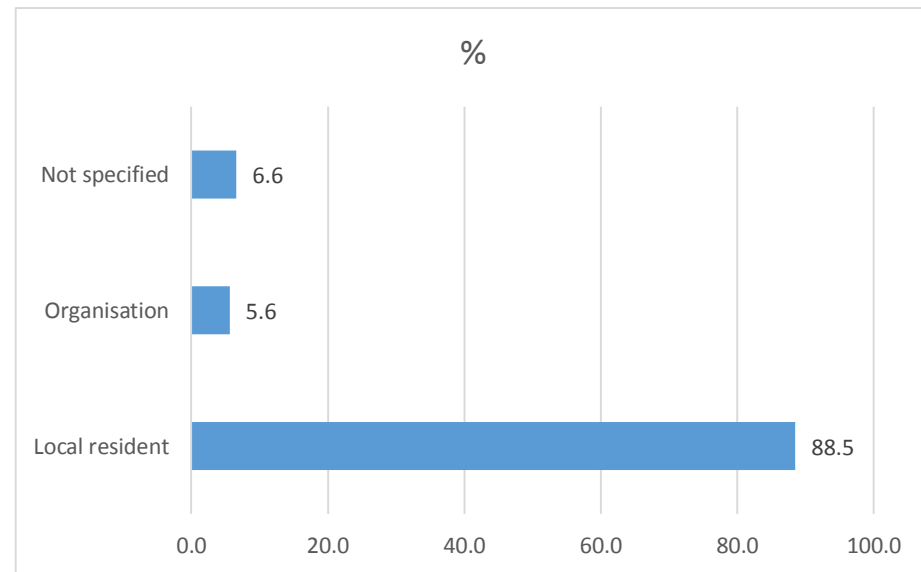
A questionnaire was available online and at all public consultation events to enable people to comment on the proposed widening of the A582. A total of 510 questionnaires were returned. A copy of the questionnaire form is reproduced at Appendix A. A summary of the responses and key issues highlighted is provided below.

**Q1: Please tell us about any issues that you think may affect our proposed widening of the A582.**

Answers summarised in the 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	88.5	361
Organisation	5.6	23
Not specified	6.6	27



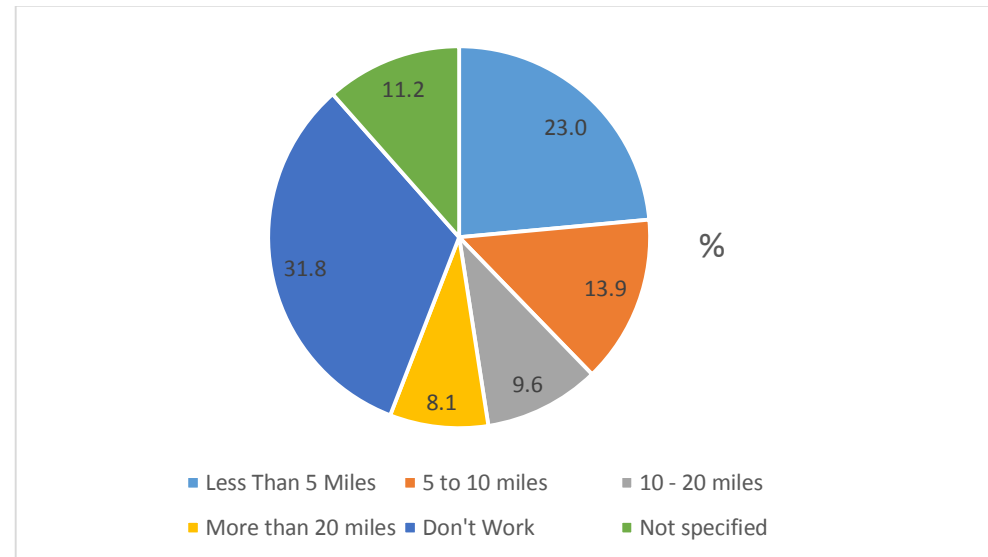
**Q3: What is the name of your organisation?**

The organisation who replied are listed below:

- BDP Print Services LTD
- Clearview Home Improvements LTD
- Cuerden Properties
- World Leisure UK LTD
- Lostock View Neighbourhood Watch
- Farrington Moss St Pauls CE Primary School
- Greenbelt Group LTD
- Ulnes Walton Bridleways Association

**Q4: How far do you travel to get to your usual place of work?**

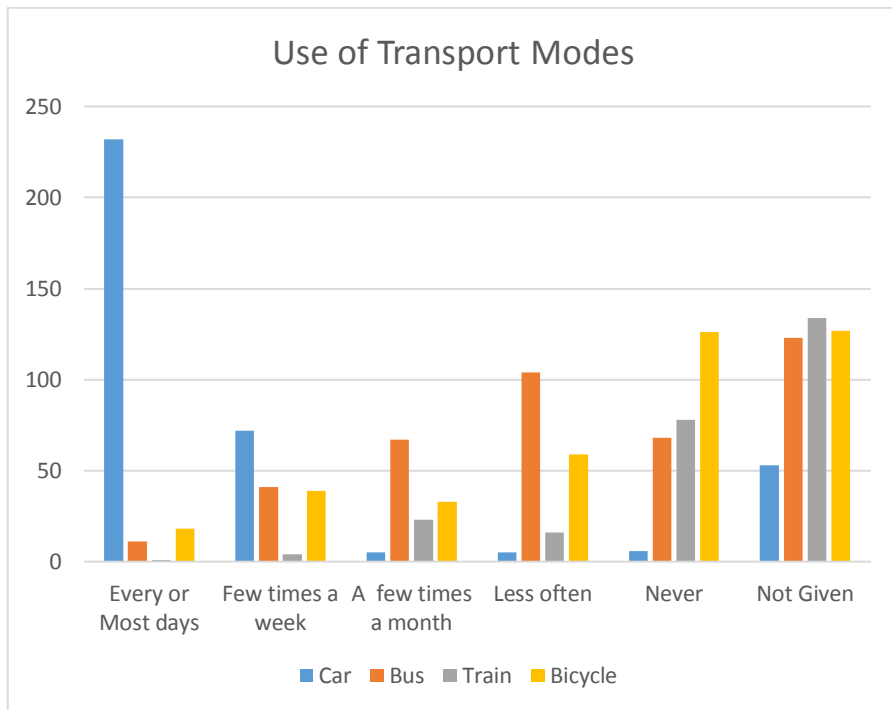
Distance Travelling to work	%	Count
Less than 5 Miles	23	96
5-10 Miles	13.9	58
10-20 miles	9.6	40
More than 20 miles	8.1	34
Don't work	31.8	133
Not specified	11.2	47





**Q5: How often do you use the following type of transport?**

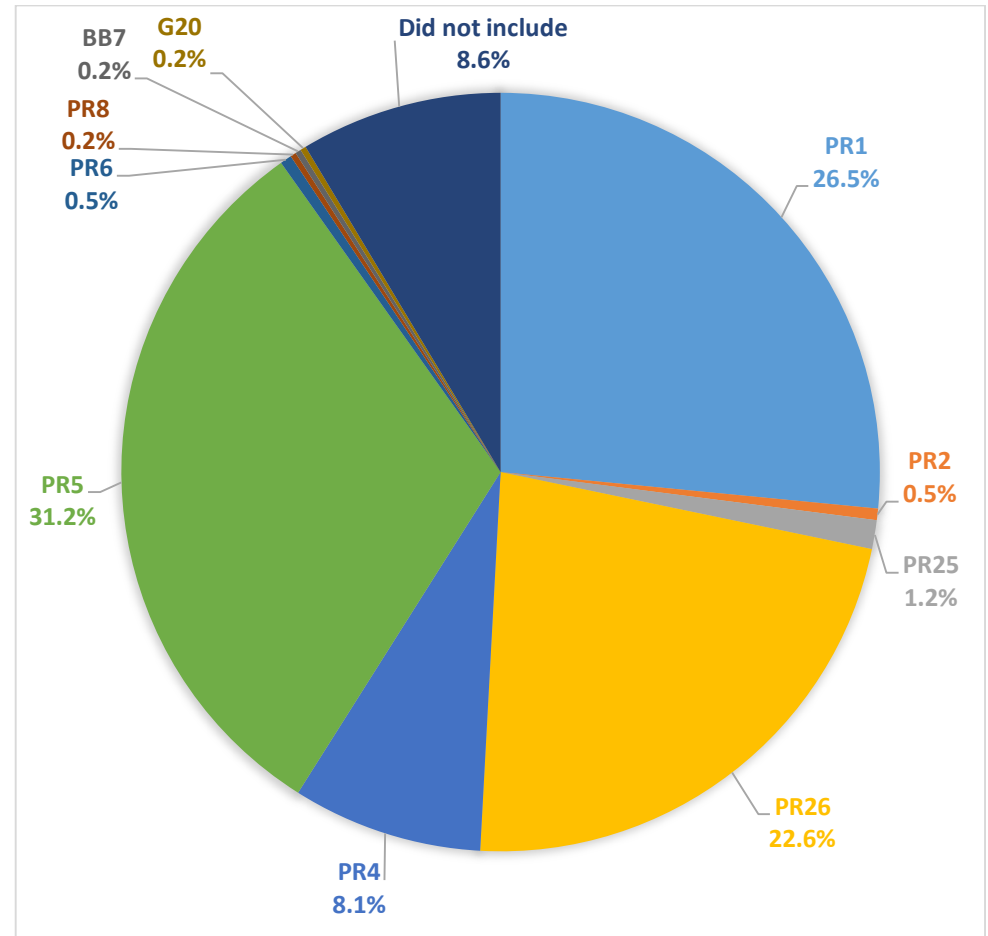
Mode	Every or Most days	A few times a week	A few times a month	Less often	Never	Not given
Car	232	72	5	5	6	53
Bus	11	41	67	104	68	123
Train	1	4	23	16	78	134
Bicycle	18	39	33	59	126	127



**: 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.

Postcode	%	Count
PR1	26.5	108
PR2	0.5	2
PR25	1.2	5
PR26	22.6	92
PR4	8.1	33
PR5	31.2	127
PR6	0.5	2
PR8	0.2	1
BB7	0.2	1
G20	0.2	1
Did not include	8.6	35



Appendix A – Consultation questionnaire



**A582 dualling consultation**

This questionnaire is to give you the chance to comment on the proposed widening of the A582, details of which are in the enclosed leaflet.

The consultation runs until **15 March 2015**.

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 'A582 dualling consultation'. Please fill in only one version of the questionnaire.

Please read the enclosed leaflet and answer the following questions. Return the questionnaire to: A582 dualling consultation, FREEPOST RTKE-BXCZ-BBZL, Lancashire County Council, PO BOX 100, County Hall, Preston, PR1 0LD.

**c1 Please tell us about any issues that you think may affect our proposed widening of the A582.**

Please write in below and continue on additional sheets if you wish

## 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 far do you travel to get to your usual place of work?

Please tick ✓ one box only

Less than 5 miles       5 - 10 miles       10 - 20 miles       More than 20 miles       Don't work

### Q5 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"/>

### Q6 What is your home postcode?

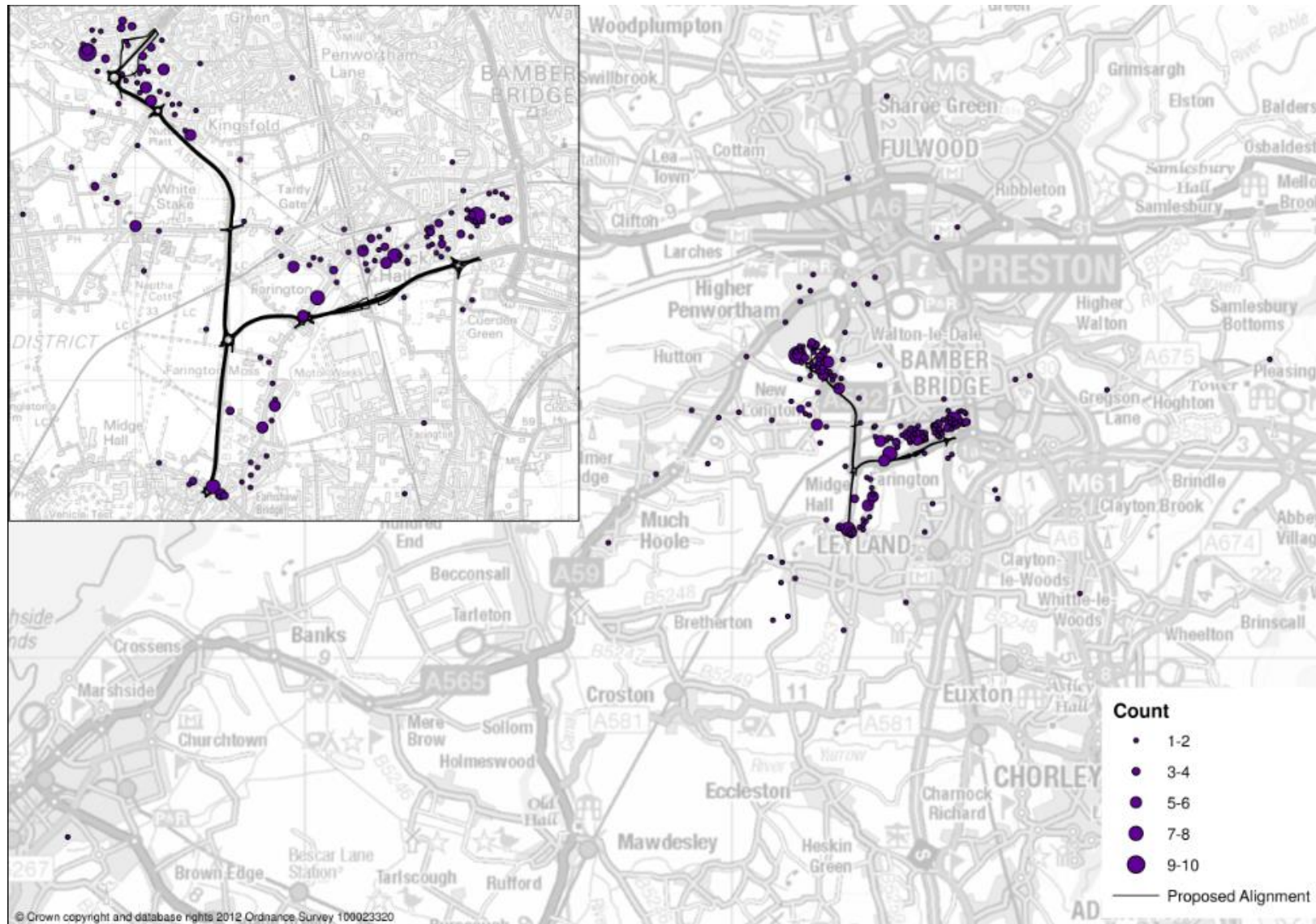
Please write in

If you would like to receive updates on the progress of the A582 dualling and other City Deal projects, please provide your email address. Please write in the box below

**Thank you very much for taking part in this consultation.**

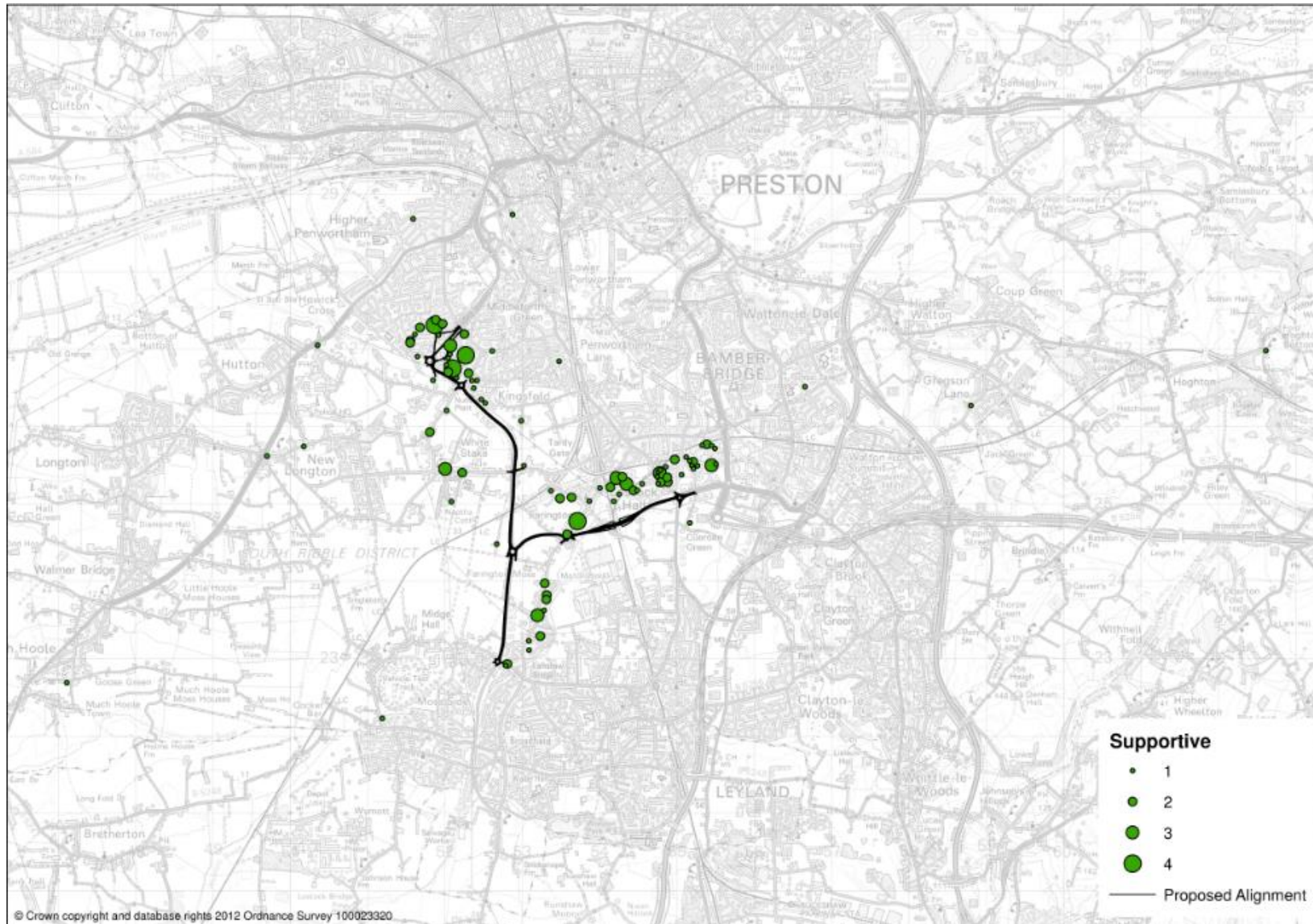
Please return the questionnaire by Sunday 15 March 2015.

Appendix B – Postcode distribution of all responses

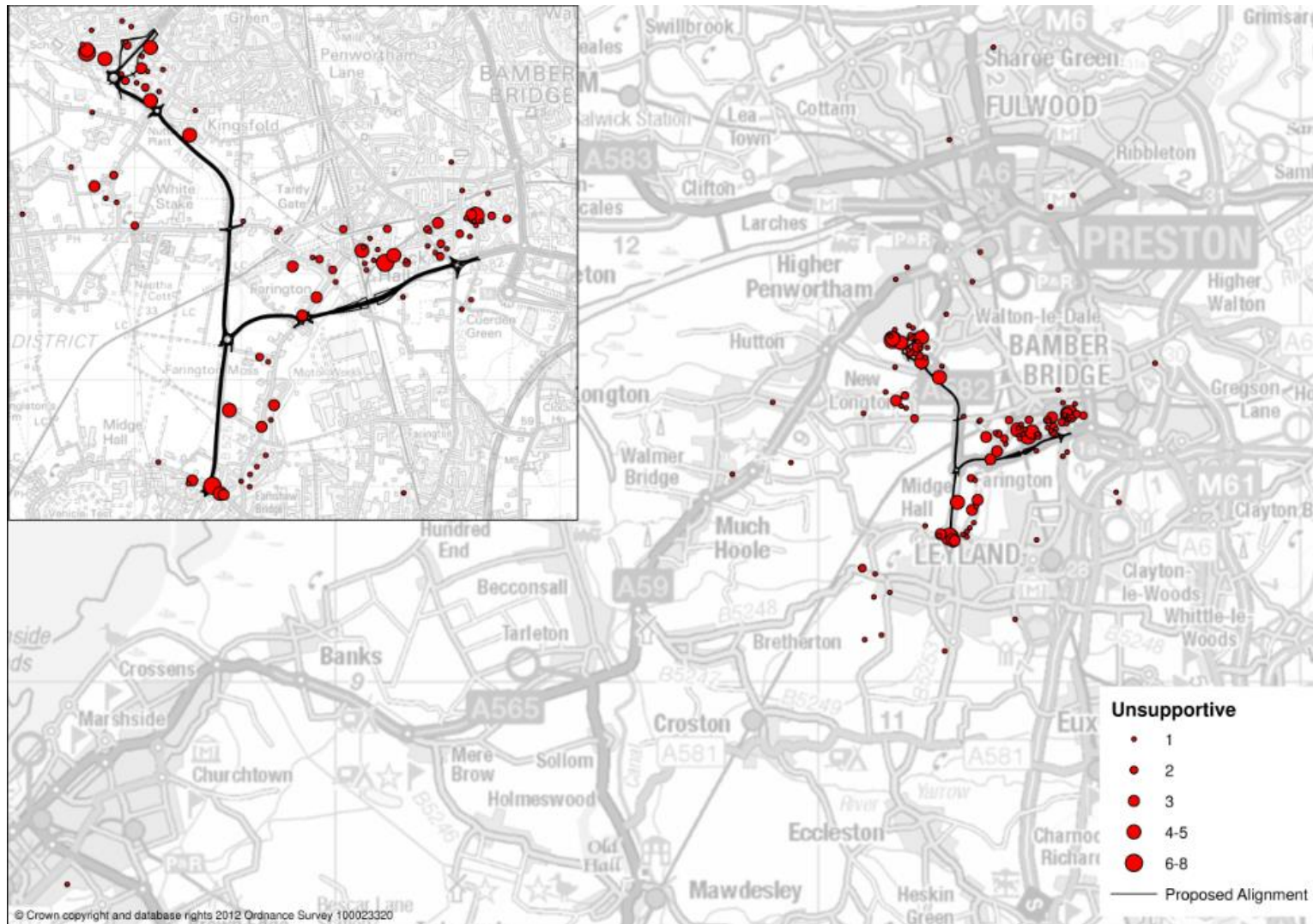


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Appendix C – Postcode distribution of supportive responses



Appendix D – Postcode distribution of unsupportive responses





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



# Agenda Item 4d

**Report to the Cabinet Member for Highways and Transport**  
**Report submitted by: Director of Programmes and Project Management**  
**Date: 14 September 2015**

## Part I

Electoral Divisions affected:  
Farington, and Bamber  
Bridge and Walton-le-Dale

### **Proposed Changes to Highway Layout Associated with Developments at B&Q, Craven Drive, Bamber Bridge (Section 278 funded)**

(Appendix 'A' refers)

Contact for further information:

John Gatheral, (01772) 534471, Programmes and Project Management

[john.gatheral@lancashire.gov.uk](mailto:john.gatheral@lancashire.gov.uk)

#### **Executive Summary**

It is proposed to modify the highway alignment in the vicinity of the traffic signal junction on the A6 Lostock Lane where the U22318 Cuerden Way and the U50950 Craven Drive join it. These works are necessary to support planning conditions established for development at B&Q, South Rings Business Park, Craven Drive, Bamber Bridge.

These works would be funded by Section 278 payments by the developer.

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

#### **Recommendation**

The Cabinet Member for Highways and Transport is asked to approve the addition of this scheme at a value of £282,500 to the Highways block of the County Council's 2015/16 Capital Programme, and as shown on the plan attached at Appendix 'A'.

#### **Background and Advice**

The District Planning Authority has imposed conditions on the development at Brook Wood that require modification to the highway network to meet increased traffic flows. The scheme would be solely funded by Section 278 payments from the developer.

#### **Consultations**

South Ribble Borough Council, as the Planning Authority, have imposed these conditions on the development and are therefore fully aware of the scope and extent of these works.

### **Implications:**

This item has the following implications, as indicated:

### **Financial**

The estimated cost of the County Council's design element is £20,000. This work will be carried out once advance payment of the design fee estimate has been received from the promoter. The County Council may have to commission advance design work by utility companies to enable the diversion or protection of their services during the construction phase. It is envisaged that this may amount to £6,000 but this will only become clear as design proposals are developed. Payment for this work will be received from the developer before the County Council authorises third party design. The site supervision fee estimate is £6,500 and the construction phase estimate is £250,000 including contingencies. The construction phase is currently scheduled for quarter 4 in 2015/16, but this will be dependent on market conditions and the developer's business model. All work will be fully funded by the developer, initially by advance payments and ultimately through the Section 278 Agreement.

Once the design phase is complete the construction phase costs will be obtained from the works tendering process. The terms of the Section 278 Agreement mean that the developer pays all actual costs associated with the work. These costs are monitored and additional payment requested to safeguard the county council from financial risk.

### **Risk management**

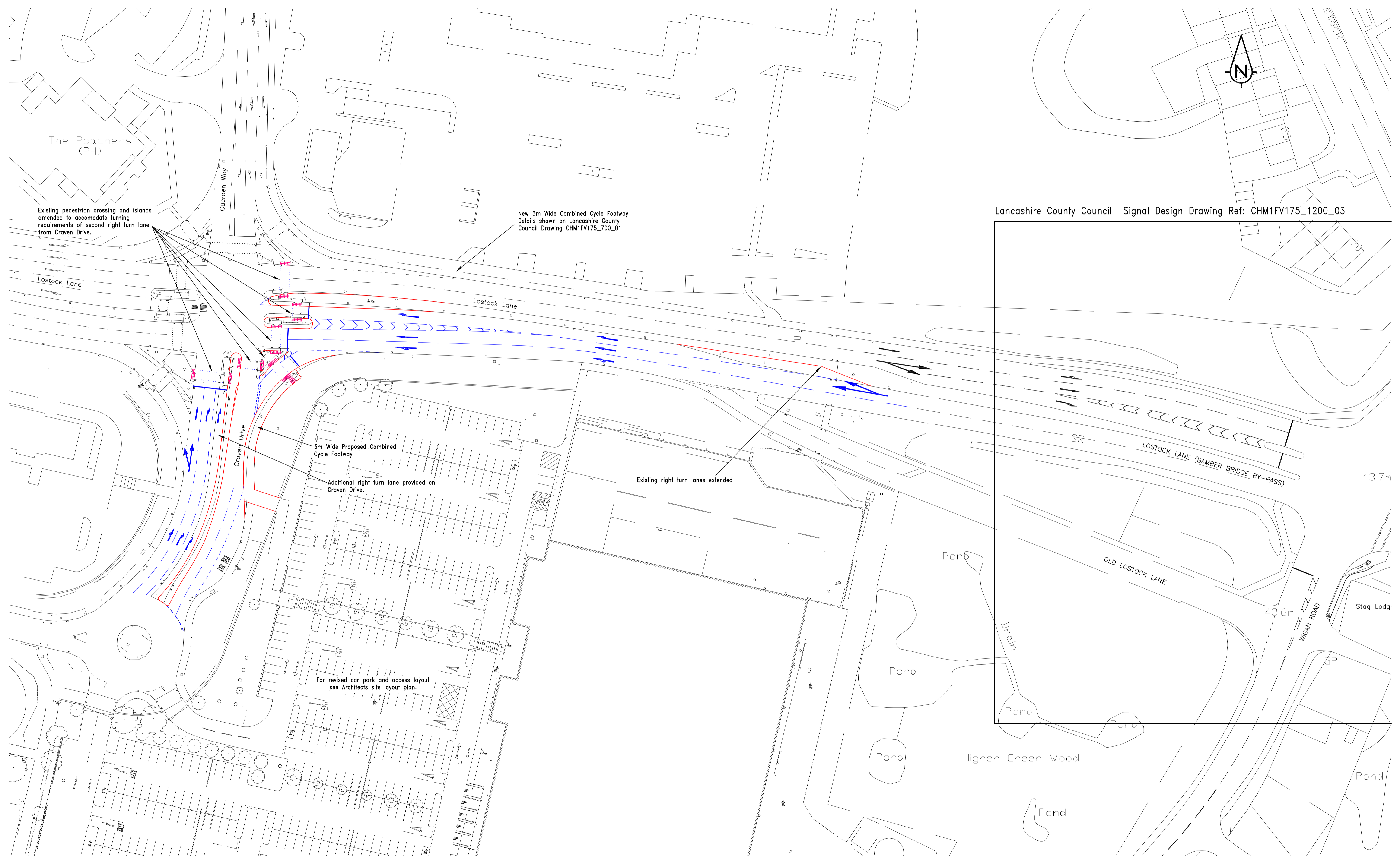
The advance payment of design fees and the Section 278 Agreement provides a robust mechanism for the County Council to ensure it is at no financial risk from carrying out the design, construction and supervision of these works.

### **Legal**

All of these works will take place within the boundary of the adopted highway. The works have been promoted through conditions imposed by the planning system.

### **List of Background Papers**

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



Lancashire County Council Signal Design Drawing Ref: CHM1FV175\_1200\_03



Client <b>Wm Morrison Supermarkets Plc                  B&amp;Q Plc</b>	Project Title <b>Craven Drive, Bamber Bridge</b>	Drawing Title <b>Proposed Off Site Highway Works</b>	Scale	1:500	Drawn By	IE
			Drawing Size	A1	Checked By	AND
			Date	November 2013	Approved By	AND
			Rev	A	Drawing Number	7541-001
A Cycle footway added along Craven Drive and junction layout amended to suit Rev Amendment			AA	20.05.14	IEL	
			Drawn	Date	Checked	



**Report to the Cabinet Member for Adult and Community Services**  
**Report submitted by: Director of Programmes and Project Management**  
**Date: 14 September 2015**

**Part I**

Electoral Divisions affected:  
All

**Commissioning and Procurement Arrangements for the Mental Health Residential and Nursing Home Market for People with Mental Health Needs**  
(Appendix 'A' refers)

Contact for further information:  
Julie Dockerty, (01772) 536146, Programmes and Project Management  
[julie.dockerty@lancashire.gov.uk](mailto:julie.dockerty@lancashire.gov.uk)

## **Executive Summary**

In November 2014, the Cabinet Member for Adult and Community Services approved a series of recommendations for the reshaping of Adult Mental Health Services. This report sets out the proposals to develop a specialist framework for residential and nursing care for people with mental health needs. At present placements are individually purchased leading to a wide variation in the costs, quality and outcomes for individuals. The framework will introduce a new specification with clearly defined outcomes, quality requirements and will seek to incentivise providers to promote rehabilitation with a new fee structure which will manage costs.

The current system has led to longer than expected lengths of stay in very intensively supported settings and there is a need to maximise people's abilities, reduce dependency and to improve the flow of people from intensive 24hr support to appropriate levels of support to maintain an individual's wellbeing.

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) Endorse the proposals for a programme of work to establish new procurement arrangements including a new provider framework for implementation by September 2016; and
- (ii) Approve the design of the contracts to enable new approaches and innovations in service delivery and payment mechanisms.

## **Background and Advice**

Lancashire County Council is seeking to commission a Residential and Nursing Home Framework for Adults with mental health needs that is focussed on rehabilitation and improved outcomes. Adults with mental health problems can and do recover. This may or may not include clinical recovery but does mean, as far as possible, that the individual leads as fulfilling a life as possible; contributing to family, society and the local economy.

There is an increase in the numbers of service users with complex needs requiring support e.g. dual diagnosis issues, personality disorder and an increase in older people developing mental illness.

At present placements are individually purchased leading to a wide variation in the costs and quality and outcomes for individuals. The framework will introduce a new specification with clearly defined outcomes, quality requirements and will seek to incentivise providers to promote rehabilitation with a new fee structure which will manage costs.

There is a significant difference between the County Council and other comparator authorities in the level of volume and spend on Residential and Nursing Home Care indicating an overreliance on residential and nursing home care. Our current expenditure in these areas is significantly higher than other authorities, with individual costs ranging from £296 to £3,611 per week.

Mental health service provision in Lancashire operates as a number of individual, separate services within a disjointed and unconnected system. This lack of a whole system approach results in inconsistency, weakness in matching individuals to services and no clear flow/pathway that enables people to move on towards independence.

The intended emphasis for Mental Health services in Lancashire will be on recovery and rehabilitation within the community away from settings such as hospitals and residential care. There will be a growing emphasis on prevention and early intervention.

Ensuring that services are fit for purpose and provide quality and value for money will require a new specification which will establish a number of requirements to provide a sustainable framework for delivery. This framework is intended to be a transitional arrangement moving the care pathway towards an emphasis on recovery and rehabilitation and a growing emphasis on prevention and early intervention. Where residential or nursing care is required, providers will deliver support in a recovery focussed way. This will address weaknesses with our current system, which has led to increased lengths of stay in very intensively supported settings and move us towards one which maximises people's abilities, reduces dependency and improves the flow of people from intensive 24hr support to appropriate levels of support, to maintain an individual's wellbeing.

The proposed framework will reshape Lancashire's residential and nursing home market to support people by reflecting rehabilitation principles and outcomes in all

mental health contractual frameworks and reducing reliance on long term placements whilst rewarding results for effective interventions leading to recovery.

The County Council wants mental health providers to be able to work with its customers in ways that place the person at the centre of their care and support plan. The recovery approach requires a different relationship between people who use services and professionals which is a shift from staff seen as remote, in a position of expertise and authority, to someone who behaves more like a personal coach or trainer. The intention is to provide the person with the resources, information, skills, and networks and support to manage their own condition as far as possible and to help them access resources they want to live their lives.

### **Development of the Framework**

To date, there has not been a detailed commissioning framework for Adult Mental Health services which sets out requirements in relation to contracting and market management, workforce and quality and the required service/individual outcomes. The new framework specifically wants to achieve the following:

- Drive the quality of support that goes beyond minimum standards
- The new framework will be linked to a care pathway
- Set out clear outcomes for service provision and individuals
- Effective rehabilitation services
- Individuals become less dependent on formal supports recognising how to manage their wellbeing and prevent relapse

The existing Residential and Nursing care contract is not 'fit for purpose' for a new framework. A number of proposals have been developed and consulted on for providers of residential and nursing care for older adults and the intention is to incorporate a number of these elements in relation to:

- Incentivising and rewarding investment in care homes
- Creating a simple, clear and affordable fee structure based on levels of assessed individual need and dependency
- Incentivising and rewarding the quality of care
- Creating a clear and equitable offer to people who are admitted into care homes
- Complying with the statutory requirements in terms of people being able to exercise choice of home

There are opportunities to explore ways in which we can work alongside and negotiate joint approaches to market shaping and management responsibilities with other commissioning organisations to reflect our commitment to driving up quality, standardising monitoring and improving outcomes for individuals.

### **Next steps**

A project team has been established with an agreed programme of work who will undertake the necessary work to devise and consult upon a new framework scheme.

It is anticipated a further report will be submitted by the end of the year seeking approval for a procurement process to be undertaken over the subsequent 6 months.

## **Consultations**

Discussions have been initiated with service providers and key stakeholders, further consultations will be planned as the framework options are developed, particularly with people who use the services and their families.

## **Implications:**

This item has the following implications, as indicated:

## **Risk management**

A project team has been established to undertake this work within the necessary timescales. This is important to ensure the new framework is in place and operations to contribute to the County Council's agreed transformation and reshaping of Mental Health services.

## **Financial**

This procurement involves the commissioning of around £17m of residential and nursing care services (including around £4m of services funded by contributions from service users and Health Care funding). This represents around 72% of the total spending on commissioned adults mental health care by the County Council.

The development of the new framework arrangement will need to consider the following factors:

- The overall affordability of the scheme
- The current cost of care and support
- Benchmark rates

## **Procurement**

The procurement process will potentially pose risks to the County Council derived from the scale of the change to the current market condition which will impact on financial payments, quality measurements and contract monitoring. There is a risk suppliers in the market place will resist the changes or challenge the new processes.

To mitigate the risks to the procurement process the project team have liaised with other project teams of a similar nature, and used lessons learnt to inform decisions. The project team are also using research, information gathering and consultation with the market place to ensure transparency and openness in the initial planning stages, to reduce the risk of challenge at procurement stage, and make the transition process as effective as possible.

There are over 100 residential and nursing care homes registered to provide specific mental health support in Lancashire with over 600 places available. There are 36 registered care organisation across 50 different sites.



As at March 2015 there were 348 placements (259 residential, 89 nursing) in addition there are a further 41 short term or temporary placements. Of these:

- 91 people in placements are over 65
- 28 people are in placements out of Lancashire
- 116 jointly funded placements with NHS commissioners

## Legal

The Care Act came into force in April 2015 and section 5 of the Act places new duties and responsibilities on local authorities to facilitate and shape the market. The framework will enable the County Council to meet its responsibilities in regards to mental health services.

The current residential and nursing care contracts does not include any specific outcome's quality indicators or details of costs. Any replacement arrangements established will need to fully comply with EU and UK procurement law.

## Equality and Cohesion

An Equality Analysis was completed in November 2014 to support a previous report, Reshaping Mental Health Services: A Case for Change. This has been refreshed and is attached at Appendix 'A'. The report will be updated to consider the implications of any future recommendations for commissioning and procuring Residential and Nursing care services for people with mental health issues. This will therefore take fully into account the duties imposed by section 149 of the Equality Act 2010.

## List of Background Papers

Paper	Date	Contact/Tel
Reshaping Mental Health Services: A Case for Change <a href="http://council.lancashire.gov.uk/mglIssueHistoryHome.aspx?Id=31284">http://council.lancashire.gov.uk/mglIssueHistoryHome.aspx?Id=31284</a>	May 2014	Jane Johnson/01772 534374
Reshaping Mental Health Services in Lancashire	Nov 2014	

Reason for inclusion in Part II, if appropriate

N/A



Appendix A

# Equality Analysis Toolkit

Recommissioning Mental Health Services in  
Lancashire

For Decision Making Items

July 2015

## **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**

### **Recommissioning Mental Health Services in Lancashire**

Mental Health services for adults 18 – 65 yrs in Lancashire are delivered through various arrangements, many of which involve partnerships with NHS bodies both at a service level and certainly at a whole system level.

However, most local stakeholders would share a common analysis that the "whole system" of MH services in Lancashire and some of its key components are not working effectively to deliver cost effective and affordable outcomes either for many of the target individuals who use the services or for the mental health commissioners and providers of services. Budget pressures are bringing many of these concerns to a head and certainly for the council there is an imperative to get the budget under control and reduce it alongside other adult social care and public health budgets – the current budget is likely to be unaffordable to sustain over the next few years unless there are further significant transfers from the NHS.

The project to reshape mental health services in Lancashire was included in the savings programme considered by Cabinet in November 2013 and 6<sup>th</sup> November 2014 as part of the new service offers. The Lancashire County Council spend in mental health services net total is £18.9m per annum and has risen year on year. If no action is taken this is likely to continue with the overspend of budgets.

The pressures are undoubtedly increasing further due to the impact of changes in the criminal justice and penal system, the Lancashire Care Foundation Trust (LCFT) hospital inpatient reconfiguration and - at a neighbourhood and individual level - challenges to the resilience of many vulnerable people whose mental health may be at greater risk during these difficult economic times. It's also widely recognised that LCC MH spend is unbalanced with far more spent on nursing / residential care than nationally benchmarked averages, and this reflects a lack of commissioning and procurement capacity devoted to achieving the right balance of services in each area. Since residential and nursing home placements can easily default to "homes for life" for relatively young adults (i.e. the under 50s), it can lead to institutionalisation, over dependence and an indeterminate spending commitment for the Council for an individual extending potentially over decades.

This piece of work follows on from the work to reshape the section 75 MH rehabilitation and supported living services which were transferred to NHS Lancashire Care Foundation Trust in 2013. The project was also included in the ACS Commissioning Business Plan 2013 – 15.

## What in summary is the proposal being considered?

An integrated service provision for adults with mental health problems in Lancashire that is based around rehabilitation and recovery rather than maintenance and dependence. It will be made up of distinct elements that work together. This is based upon the principles and proposed actions of less reliance on residential and nursing home care, greater access to community alternatives either in own home or in supported living settings and improved flow throughout the "system". In addition it uses the review of rehabilitation services carried out recently on behalf of the Clinical Commissioning Groups (CCGs) and three Local Authorities to develop a systematic approach in commissioning effective rehabilitation services and the associated pathway.

There is a need for change across the whole system of provision as spend has increased year on year, is no longer sustainable and with the right actions and changes, savings totalling £5.3m is planned to be achieved.

The report identifies that the disjointed nature of mental health provision leads to insufficient capacity of the right kind leading in turn to a high level of out of area residential placements and increased length of stay in possibly inappropriate care and support settings. In addition the core approaches of providing choice, control and least restrictive option are difficult to pursue.

The current "system" lacks the rigour that modern, properly formed and governed service frameworks and specifications would bring, resulting in unclear expectations for quality, outcomes and cost.

Specific activity within adult mental health social care commissioning will be :

- Develop Framework Agreements for residential and nursing care and domiciliary care;
- Develop a Lancashire wide rehabilitation model;
- Restrain and ultimately reduce expenditure from existing budgets

The Cabinet Member for Adult and Community Services has been recommended to:

- Endorse the proposals for a programme of work to establish new procurement arrangements including new provider frameworks for implementation by September 2016
- Approve the design of the contracts to enable new approaches and innovations in service delivery and payment mechanisms

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 will affect the residents of Lancashire in similar ways as the frameworks developed will ensure a consistent approach in all geographical areas. All activity including reviews, service development and consultation will be delivered so as to achieve as equitable approach as possible to the population of the county while recognising the specific needs of locations and communities.

**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.

The levels of mental disorder across the population are increasing. It is widely accepted that in any given year, an estimated 1 in 4 individuals will experience a diagnosable mental health condition (Mental Health Foundation). For Lancashire this means approximately 296,000 people will experience such and, as this will also affect their families and carers, it is unlikely that many people will remain untouched by mental health problems.

The Lancashire Mental Health Joint Strategic Needs Assessment provides an overview of mental health in Lancashire. It presents data on prevalence, hospitalisation and mortality and data relating to some important risk factors for mental ill health.

### ***Prevalence***

- In Burnley, Fylde, Hyndburn, Pendle and Preston the prevalence of mental health is significantly higher than England
- In Chorley, South Ribble, West Lancashire and Wyre, the prevalence of mental health is significantly lower than England
- In all Lancashire districts the prevalence of 18+ depression is significantly higher than England
- In 11 out of 12 districts there is a positive correlation between mental health prevalence and practice deprivation; strongest in Chorley, Fylde, Ribble Valley & Wyre district
- In 6 out of 12 districts there is a negative correlation between 18+ depression prevalence and practice deprivation
- In Ribble Valley, Rossendale, South Ribble and Wyre there is a moderate positive correlation between 18+ depression prevalence and practice deprivation

### ***Hospitalisation & Mortality***

- Apart from Ribble Valley & South Ribble, in all other Lancashire districts emergency hospital admissions for intentional self-harm are significantly higher than England
- Apart from Fylde, Hyndburn, Pendle and Ribble Valley in all other Lancashire districts, the rate of emergency hospital admissions from neurosis is significantly higher than England
- In Burnley, Hyndburn, Pendle, Preston and West Lancashire the rate of emergency hospital admissions as a result of schizophrenia is significantly higher than England's rate
- In Preston mortality from suicide and injury undetermined (15-44 year olds) is significantly higher than England

### ***Risk factors***

A risk factor is any attribute, characteristic or exposure of an individual that increases the likelihood of developing a disease, injury or mental health problem. Some examples of the more important risk factors in mental health are under and overweight, low levels of physical activity, drug abuse, tobacco and alcohol consumption, and homelessness ([www.nepho.org.uk/cmhp](http://www.nepho.org.uk/cmhp), Lancashire mental health profile).

### **Deprivation**

According to the rank of average Index of Multiple Deprivation (IMD) 2010 score, Burnley, Pendle, Hyndburn, Preston and Rossendale are the five most deprived districts in Lancashire, respectively. According to the rank of employment, Preston is most deprived and Lancaster is second most deprived.

### **Unemployment**

Out of all Lancashire districts, in Burnley, the percentage of 16-64 year olds claiming Job Seekers Allowance (JSA) is considerably higher than England percentage.

Although Burnley has the highest proportion of 16-64 year old JSA claimants, it should be noted that within most Lancashire districts (apart from Ribble Valley) there are wards with higher than England percentage of JSA claimants.

### **Employment and current workforce**

Across England, jobs in adult residential services increased between 2009 and 2012 (by 60,000 or 10%) before decreasing by 2% between 2012 and 2013.

Across Lancashire it is estimated 1578 workers (excluding nurses) provide direct care in adult nursing and residential care settings to adults with mental disorders or infirmities.

Overall, the adult social care workforce remains one where females make up over 80% of the workforce.

Overall, 80% of the adult social care workforce in England has a white ethnic background; 10% of the workforce has a Black / African / Caribbean or Black British background and 7% has an Asian / Asian British background. In the North West 91% are white and 9% from BME background.

Both senior care workers and care workers are paid, on average, less in the north of England, and most in the south. In the North West the mean hourly pay in residential settings for direct care workers is £7.01, rising to £7.88 for senior care workers.

### **Ethnicity**

In Pendle and Preston the percentage of BME populations is significantly higher than the England percentage.

Asian and British Asian populations form a higher proportion of the BME populations. In Burnley, Hyndburn, Pendle and Preston the percentage of Asian/British Asian populations is significantly higher than the England percentage.

### **Long-term health problems**

Apart from Ribble Valley, in all other Lancashire districts the percentage of population stating that day to day activities limited a little or a lot by a long term health problem or disability, is significantly higher than the England percentage.

### **Alcohol related self-harm**

In Burnley, Chorley, Hyndburn, Pendle, Preston, Rossendale, South Ribble and West Lancashire the rate of hospital stays for alcohol related harm is significantly higher (worse) than the England rate. In Ribble Valley and Wyre the rate of hospital stays for alcohol related harm is significantly lower (better) than the England rate.

### **Drug Misuse**

In Burnley, Hyndburn, Lancaster, Pendle and Preston the rate of drug misuse is significantly higher than the England rate. In Chorley, Fylde, Ribble Valley, Rosendale, South Ribble and West Lancashire rate of drug misuse is significantly lower than the England rate.

### **Prevalence Data by group**

Detailed prevalence data is available across the above and age and ethnicity groups based upon geographical locations within the county. This will be used to identify how project activity should be shaped and targeted and also to give baselines of prevalence so that the effect of actions to reduce the impact of inequalities on mental health in communities can be measured and monitored.

Currently across Lancashire as of March 2015 there are 375 commissioned placements; 292 are residential placements and 83 nursing placements. Some of these placements are commissioned as rehabilitation however it is difficult to identify this on our systems.

The table below gives an overall mental health profile for the county.

## Mental Health Profile of Lancashire

Indicator	Reporting Period	England	Lancashire
Directly standardised rate for hospital admissions for mental health	2009/10 to 2011/12	243	243
Directly standardised rate for hospital admissions for unipolar depressive disorders	2009/10 to 2011/12	32.1	42.6
Directly standardised rate for hospital admissions for Alzheimer's and other related dementia,	2009/10 to 2011/12	80	107
Directly standardised rate for hospital admissions for schizophrenia, schizotypal and delusional disorders	2009/10 to 2011/12	57	73
Allocated average spend for mental health per head,	2011/12	183	192
Numbers of people using adult & elderly NHS secondary mental health services, rate per 1000 population	2011/12	2.5	2.5
Numbers of people on a Care Programme Approach, rate per 1,000 population	2010/11	6.4	6.3
In-year bed days for mental health, rate per 1,000 population,	2010/11	193	182
People with mental illness and or disability in settled accommodation,	2011/12	66.8	65.5

## 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 consultation and communication plan was designed and is in implementation following the sanctioning of the approach by cabinet in November 2014.

To date consultation has taken place with the Insight Forum representing service users and a few providers predominantly from the third sector. This was undertaken face to face at the inception of proposal in November 2013 and attended by approximately 25 people.

Consultation has taken place with the 5 Clinical Commissioning Groups within the Lancashire footprint (North, Chorley South Ribble and Greater Preston, West Lancs, Fylde and Wyre and East Lancashire) during November 2014 to January 2015. The case for change document was shared via email, discussed as an agenda item and individual face to face meetings with individual CCGs.

Consultation has taken place with Commissioning Delivery Group consisting of all CCGs including Blackburn with Darwen and the Commissioning Support Unit (CSU), face to face attendance at monthly meetings in April, May and June 2015. Separate meetings have also been held with CSU in July 2015.

Consultation has taken place with existing Mental Health practitioners (social workers, health professionals and stakeholders) January 2015 with the case for change document shared via email and again face to face in June with a presentation (delivered by Head of Safeguarding) and face to face at Interface Meetings (between LCC and Lancashire Care Foundation Trust) during June and July 2015.

Engagement has taken place with current providers represented by Lancashire Care Association at a face to face meeting January 2015. Invitations were sent to 101 adult mental health residential and nursing care home establishments/providers for face to face briefings in July 2015, this was attended by 14 people. The presentation delivered on the day was shared by email to the 101 invitees.

Further consultation and engagement will be undertaken with:

- Citizens, people who experience long term mental illness, carers / families
- Lancashire Care Foundation Trust management and community staff
- CCG commissioners and Commissioning Support Unit
- Lancashire County Council Adult Social Care staff including those working in section 75 services
- Residential, nursing and rehabilitation care home providers

Consultation will be tailored in such a way that individuals are enabled to participate fully.

Until recently engagement with stakeholders has been limited and this will be addressed.

### **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.

It is not envisaged that the project will discriminate unlawfully against individuals sharing any of the protected characteristics. It will seek to promote the rights of individuals and groups.

It is expected that this work will enable individuals to play a greater part in community life. For example through moving away from residential care provision to community alternatives individuals will be automatically less isolated and able to participate in and contribute to, with the right level of support, their community.

The stigmatisation of those with mental health problems reinforces negative stereotypes and consequently further isolates those individuals. This work will enable and empower individuals to become greater participants in their communities, become more visible and make communication and understanding across the mental "illness" boundary more achievable. Where services are to be developed in new settings, and perhaps in new communities, work will be undertaken to allay fears and improve understanding.

#### **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.

By working through joint commissioning plans both of the County Council (including both social care and public health) and Clinical Commissioning Groups and also with other key partners such as District councils it is expected that

aligning this work will result in overall greater effectiveness through greater coordination and economies of scale. Wherever possible services for people with mental health problems will be mainstream not "specialist" so this requires this project to be part of a whole system approach. Existing residential and nursing care home placement levels will be reduced year on year through a targeted programme of review.

This work does recognise the potential impact upon vulnerable service users of change especially where change is happening in different areas of an individual's life. This can clearly raise anxieties and be detrimental to their overall wellbeing including mental wellbeing unless managed actively and well. All activity will be fully shared with and explain to service users, their carers and families. In the main this will be done at an individual level with more general information being made available for wider consumption.

Those people who may be faced with changes in service will be provided with a full and personalised review by a suitably trained and experienced practitioner. The outcome of this will form the basis for their individual support plans. Experience of assisting individuals to move from institutionalised single service support to Self Directed Support shows that this can be a positive experience and one in which individuals feel in control and empowered.

As a key principle of the work is to enable people to receive services closer to or in their own home through a Self Directed Support arrangement any change in availability of resource in this area could be a challenge. The numbers affected would however be small, especially in the first instance.

## **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

As a result of this analysis it is intended to continue with the original proposal of a contracting framework which is outcome focussed. This is because the core

elements of the proposal are strong around anticipating and responding to the potential for negative impacts upon groups and individuals including those with relevant protected characteristics.

Specific activity within adult mental health social care commissioning will be:

- Develop Framework Agreements for residential and nursing care and domiciliary care;
- Undertake robust reviews of service users currently resident in residential and nursing homes;
- Develop a Lancashire wide rehabilitation model;
- Develop supported accommodation schemes for people with mental health problems;
- Confirm and implement the process of consultation with a wide range of stakeholders including service users, their carers and families and partner agencies;
- Restrain and ultimately reduce expenditure from existing budgets

Consideration has been given to the original proposal in relation to pathway navigation/gateway following feedback from stakeholders (Adult Social Care, CCGs and Commissioning Support Unit (CSU)). Work will continue to improve people's journey through the system however initial proposals as to how this will be executed are being revised in light of the feedback received.

## **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 consultation and communication plan aims to reduce the potential for anxiety and concern through providing a clear and consistent message and the means for feedback. This is designed to cover all who may have any protected characteristic and to highlight where this may not be effective triggering reporting into the project team and management team. In turn this will trigger further action as appropriate.

## **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 proposal has at its core a desire to enhance outcomes for individuals while also achieving value for money and savings. While there is some tension in this there is evidence that moving to more community based alternatives that look to recovery and rehabilitation rather than maintaining and accommodating are more cost effective. In addition they result in a much more person centred and empowering approach. There are not seen to be any negative effects for individuals or groups as a result.

## **Question 8 – Final Proposal**

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

It is proposed that the project continues as originally set out with strengthening of the engagement and consultation framework.

The primary group to be affected by this work is adults living in Lancashire who suffer from mental health problems and their families and carers. Of these it will be those who meet eligibility thresholds for services mainly affected, with those with lower level needs mainly unaffected. Despite anticipated overall savings of £5.3m it is anticipated that the reshaping of the overall offer will result in better outcomes for individuals.

## **Question 9 – Review and Monitoring Arrangements**

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

The project has in place a proper project management structure and governance arrangements.

The project board meets monthly and will consider the equality impact as work progresses.

The monitoring of the impact of the project, on all of the nine protected characteristic groups will be included in the project closure report and following handover to business as usual to Adult Social Care.

Equality Analysis Prepared By Julie Dockerty/Giulia Grieco

Position/Role Project Manager/Strategic Improvement Officer

Equality Analysis Endorsed by Line Manager and/or Chief Officer -  
Dawn Butterfield

Decision Signed Off By

Cabinet Member/Chief Officer or SMT Member



**Report to the Deputy Leader of the County Council and the Cabinet Member  
for Health and Wellbeing**

**Report submitted by: Director of Public Health and Wellbeing**

**Date: 15 September 2015**

**Part I**

Electoral Divisions affected:  
All

**Transfer of Public Health Commissioning Responsibilities for 0-5 year olds  
from NHS England to Local Authorities**

Contact for further information:

Mike Leaf, 01772 534393, Public Health and Wellbeing

[mike.leaf@lancashire.gov.uk](mailto:mike.leaf@lancashire.gov.uk)

## **Executive Summary**

Under the Health and Social Care Act 2012, responsibility for commissioning of many public health services was transferred to local government under the responsibility of the Director of Public Health, as part of a "ring-fenced" public health grant. Nationally, it has been agreed that the commissioning responsibilities for 0-5 Healthy Child Programme (Universal/universal plus) will transfer to local authorities on 1st October 2015. Funding will sit within the overall 'ring-fenced' public health budget.

The transfer of 0-5 services will include:

- Health visiting services
- Family Nurse Partnership services (a targeted service for teenage mothers).

On 2<sup>nd</sup> September 2014, the Deputy Leader of the County Council and the Cabinet Member for Health and Wellbeing authorised the relevant officers (including the Director of Public Health, Director of Adult Services, Health and Wellbeing, and Interim Director of Children and Young People) to submit the necessary returns and conclude the necessary agreements.

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

## **Recommendation**

The Deputy Leader of the County Council and the Cabinet Member for Health and Wellbeing are asked to:

- (i) formally receive the transfer of commissioning responsibilities in relation to the Healthy Child Programme 0-5 year olds taking place on 1 October 2015 under the Health and Social Care Act 2012.

- (ii) Authorise the Director of Public Health and Wellbeing to discharge all responsibilities necessary to affect the legal receipt through transfer of this function including resources, information, contracts and the associated risks and mitigations related to them.

## **Background and Advice**

Under the Health and Social Care Act 2012, responsibility for commissioning of many public health services was transferred to local government under the responsibility of the Director of Public Health, as part of a "ring-fenced" public health grant. Nationally, it has been agreed that the commissioning responsibilities for 0-5 Healthy Child Programme (Universal/universal plus) will transfer to local authorities on 1st October 2015. Funding will sit within the overall 'ring-fenced' public health budget.

The Healthy Child Programme (HCP 2009) for 0-5 year olds in Lancashire is a universal programme. It is currently commissioned by NHS England Lancashire Local Area Team (LAT) and provided by both Lancashire Care Foundation Trust (LCFT) and Blackpool Teaching Hospitals (BTH), through their respective health visitor workforces. The transfer will join up public health services for children (0-5) and young people (5-19) to ensure seamless transition between services and ensure that children are given the best start in life to maximise their potential. In addition, the Family Nurse Programme (a targeted, voluntary home visiting programme, for first time young mums, aged 19 or under,) is currently commissioned to cover Burnley and Preston from April 2015. This programme will complement the *Working Together With Families* agenda.

The Healthy Child Programme (HCP 2009) is the government's prevention and early intervention evidence based public health programme for children, young people and families. It lies at the heart of the universal service for children and families and aims to support parents at this crucial stage of life, promote child development, improve child health outcomes and ensure that families at risk are identified at the earliest opportunity. It focuses on providing families with a programme of screening, immunisation, health and development reviews, supplemented by advice around health, wellbeing and parenting.

Achieving these aims requires a multi-agency and multi-professional team approach. There are two public health services that contribute to the Healthy Child Programme. Health visitors undertake a significant proportion of the development reviews and advice given around health, wellbeing and parenting. Health visitors also signpost parents to other services and participate in multi-agency packages of care for families with identified needs. Family Nurse Partnership nurses specifically support young first time mothers under the age of 19, until the child is two years old.

A health visitor is a trained nurse or midwife with an additional diploma or degree in specialist community public health nursing that includes child health, health promotion and education. A health visitor is skilled at spotting problems that can affect a child's health and wellbeing, in order to provide or co-ordinate a plan of targeted and tailored support for those who need it. As public health practitioners,



health visitors also contribute to health needs analysis and work with local communities to improve health and reduce inequalities.

What is being transferred in October is the responsibility for commissioning, not service provision or workforce. There are therefore no TUPE and other HR implications.

The following commissioning responsibilities will not be transferred and will remain with NHS England LAT:

- Child Health Information Systems (CHIS) in order to improve systems nationally. This arrangement will be reassessed in 2020;
- The 6-8 week GP check (also known as the Child Health Surveillance).
- 0–5 Childhood Immunisation Programmes

The Department of Health has confirmed that certain universal elements of the 0-5 Healthy Child Programme will be mandated to upper tier local authorities for a minimum of 18 months from October 2015 as part of the universal service. A review is anticipated during this period.

These are:

- Antenatal health promoting visits;
- New baby review;
- 6-8 week assessment;
- 1 year assessment;
- 2-2.5 year review

A redesign of 0-19 year's services is planned for implementation in 2017 and this transfer provides opportunities to integrate the new responsibilities with the ongoing transformation of public health services.

## **Update**

1. To oversee the transfer, the County Council has continued to have meetings with NHS England LAT, the 2 Unitary Authorities and Public Health England and also has an internal group involving legal, finance, procurement, commissioning, public health and IT. The County Council is involved in the BTH and LCFT contract and performance meetings as well as transition and planning meetings, and have worked with NHS England LAT on the development of the 2015/2016 service specification. An advisory board has now been established by NHS England LAT for the Family Nurse Partnership (FNP) currently chaired by a County Council officer.
2. NHS England LAT entered into a new contract with current providers for the period 1<sup>st</sup> April 2015 until 31<sup>st</sup> September 2015, whereupon the County Council will enter into an 18 month contract until 31<sup>st</sup> March 2017. This is to enable adequate time for more integrated planning and commissioning across all local authority services including public health services for children and young people 5-19. The Public Health contract for both providers is now drafted. Sign off is required by all parties including NHS England, providers and the County Council. Intended date for sign off was 7th May, although this

has been delayed due to ongoing discussions between NHS England LAT and one of the providers.

3. The principle of 'lift and shift' applies to this transition. The (nationally determined) service specification for the coming year is not expected to change, and this forms the basis of the agreement for both the NHS England LAT and the County Council Public Health contracts.
4. The allocation for the County Council for the 6 month period 1st October 2015 to 31<sup>st</sup> March 2016 is as follows:

Elements	£m
NHS England Area Team return	£8.763
Commissioning for Quality and Innovation payment (CQUIN)	£0.217
Net inflation	£0.129
Commissioning costs (one off)	£0.015
<b>Proposed Allocation</b>	<b>£9,034</b>
BTH allocation 2015/16	£1,740 (inc CQUIN)
LCFT allocation 2015/16	TBC

In July the Department of Health announced that Local Authorities need to find savings in year from the existing Public Health grant. There are no current proposals to reduce the 0-5 services funding due to transfer, however the County Council is able to make savings from the funds that transfer as well as from the original Public Health grant allocation as long as the statutory requirements are delivered.

At this stage it is being assumed that there will be recurrent funding of £18.053m (£9.034m x2 less the one-off commissioning cost) to fund the current services provided by both LCFT and BTH.

5. BTH have agreed the financial schedule for new 2015/16 contract. LCFT are still in negotiation with NHS England. The Department of Health have confirmed that CQUIN (Commissioning for Quality and Innovation-a payment framework enabling commissioners to reward excellence, by linking a proportion of healthcare providers' income to the achievement of local quality improvement goals), along with all other adjustments such as inflation, and commissioning costs will be included in the national baseline for the 2016/17 public health allocations. Final 2016/17 Local Authority allocations will be dependent on the amount of funding announced for public health in the 2015 Spending Review and on the fair shares formula developed following advice from the ACRA (Advisory Committee on Resource Allocation).
6. ACRA has consulted with relevant bodies, including local authorities regarding the 16/17 proposed allocation method and in its current state, the formula appears to reduce the total Public Health allocation (including that for health visitors) for Lancashire going forward, but is not clear over what time period this will apply. It has been indicated that Local authorities will move

incrementally to the formula position over several years and the Department of Health acknowledges that the starting point matters.

7. NHS England LAT has confirmed that the deflator applied to LCFT has been removed, which is beneficial for the County Council.
8. In April 2015 the County Council completed a "light touch" self-assessment to highlight any remaining areas of concern and barriers, which need to be resolved at national and local level to enable a safe transfer. This assessment indicated that transition requirements are on track.
9. From 1 October 2015 all local authorities will be required to provide data on the universal reviews for children in their local areas. This is to enable the Health & Social Care Information Centre (HSCIC) to understand and track performance both before and after the commissioning responsibility transfers to local government. Although a national dataset is being established for these reviews and other outcomes relating to child health it will not be fully in place for some time. An interim approach to national collation and reporting on indicators for 0-5 years including service coverage and outcomes such as breastfeeding and child development has been proposed. The County Council are opting for a "distributed local authority model", one where the provider assigns all children who have received their services to the local authority where the child lives. The provider then reports this information about activity to each local authority individually for their own residents. Each local authority will then have the information to be able to construct the overall picture for their residents. A contact for data collation registration has been nominated.

## **Consultations**

As this is a national transfer of responsibilities between organisations, all of the consultation has been undertaken on a national basis and no local consultation has been undertaken in relation to this transfer.

## **Implications:**

This item has the following implications, as indicated:

## **Risk management**

Several risks have been identified with proposed mitigation in *italics*.

1. Financial risk - The full value of the contracts and overheads do not transfer resulting in an inherited deficit (*We have confirmation on the allocation for 2015/16. A 'lift and shift' approach to the contract has been applied to ensure the initial transfer works on a like for like delivery basis. An internal transition group has been established to oversee the transfer; regular meetings with NHS England LAT have been undertaken and financial risks flagged*).
2. Financial risk - The needs-based formula developed for the allocations for 2016 and beyond may be less than 2015/16 in addition to the potential extension of Public Health grant reductions. A decision on what action needs to be taken to mitigate any financial risk to the County Council as a result of

this will be developed, in conjunction with providers, however at this time no announcement has been made to confirm 2016/17 funding allocations.

3. Legal risk - *The transfer of commissioning responsibilities for 0-5 public health to local authorities is being undertaken at a national level under the Health and Social Care Act 2012. National guidance to support the transfer of contracts has been published and is being adhered to locally.*
4. Legal risk - LCFT is still in negotiation regarding the financial schedule and there is a risk of the contract not being signed off for transfer in October. *NHS England LAT will keep the County Council informed.*
5. Legal risk - As the County Council proposes to enter into an eighteen month contract as opposed to six without conducting a procurement exercise, which complies with the provisions of Public Contracts Regulations 2015, there is a risk of a challenge to any contract awarded. *As the market has not yet been fully developed this is considered to be low risk and can be partially mitigated by contractual provision allowing early expiry should there be a challenge.*
6. Data Collection - Local areas will be provided with standardised spread sheets to support local reporting between providers and commissioners. These will be very similar to the ones already in use for health visiting activity but will include the addition of breastfeeding at 6-8 weeks. The current arrangement with providers is a contact at 4-8 weeks and this will not comply with breastfeeding reporting requirements at 6-8 weeks. As such the County Council will not be able to provide validated data for breastfeeding. *It is intended to seek advice from Public Health England to address this.*

### List of Background Papers

Paper	Date	Contact/Directorate/Tel
'Giving all children a healthy start in life' - Department of Health, <a href="https://www.gov.uk/government/policies/giving-all-children-a-healthy-start-in-life">https://www.gov.uk/government/policies/giving-all-children-a-healthy-start-in-life</a>	21 February 2014	Mike Leaf/ Public Health and Wellbeing/01772 539801
Transfer of Public Health Commissioning Responsibilities for 0-5 year olds from NHS England to Local Authorities Decision Making Paper <a href="http://mgintranet/ieDecisionDetails.aspx?ID=5691">http://mgintranet/ieDecisionDetails.aspx?ID=5691</a>	2 September 2014	Mike Leaf/ Public Health and Wellbeing/01772 539801
Mandation Fact sheet: Transfer of 0-5 children's public health commissioning to local authorities <a href="https://www.gov.uk/government/...data/.../Mandation-Factsheet_2.pdf">https://www.gov.uk/government/...data/.../Mandation-Factsheet_2.pdf</a>	February 2015	Mike Leaf/ Public Health and Wellbeing/01772 539801

Scope of 0-5 public health  
services transfer  
[https://www.gov.uk/governmen  
t/.../SCOPE\\_of\\_transfer\\_paper  
.pdf](https://www.gov.uk/government/uploads/SCOPE_of_transfer_paper.pdf)

February 2015

Mike Leaf/ Public Health  
and Wellbeing/01772  
539801

Reason for inclusion in Part II, if appropriate

N/A



# Agenda Item 8a

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

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# Agenda Item 8b

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

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# Agenda Item 8c

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

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# Agenda Item 8d

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

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# Agenda Item 8e

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

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# Agenda Item 8f

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

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# Agenda Item 8g

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

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