

EXECUTIVE BOARD
Thursday 13th April 2017
Meeting Room A, Blackburn Town Hall – 6pm

AGENDA

Information may be provided by each Executive Member relating to their area of responsibility

Part 1: Items for consideration in public:

1. Welcome and Apologies

2. Minutes of the meetings held on 9th February 2017 (Pages 3-9)

3. Declarations of interest (Page 10)

If a Board Member requires advice on any items involving a possible Declaration of Interest which could affect his/her ability to speak and/or vote he/she is advised to contact Phil Llewellyn at least 24 hours before the meeting

4. Equality Implications

The Chair will ask Members to confirm that they have considered and understood any Equality Impact Assessments associated with reports on this agenda ahead of making any decisions.

5. Public Forum

To receive written questions or statements submitted by members of the public no later than 4.00 p.m. on the day prior to the meeting.

6. Questions by Non-Executive Members

To receive written questions on any issue submitted by Non-Executive Members no later than 4.00 p.m. on the day prior to the meeting.

7. Youth MP'S Update

To receive an update from the Youth MP's along with any issues they would like to raise.

8. Executive Member Reports

Verbal updates may be given by each Executive Member

8.1 Leader (Chair of the Executive Board)

8.2 Health & Adult Social Care

8.2.1 Local Authority Declaration on Healthy Weight (Pages 11-18)

8.2.2 Blackburn with Darwen New Psychoactive Substances Framework and Action Plan (Pages 19-51)

8.2.3 Sexual Health Strategy (Pages 52-84)

8.3 Children Services

8.4 Environment

8.5 Leisure Culture & Young People

8.6 Neighbourhood and Prevention Services

8.7 Regeneration

8.7.1 Local Transport Plan 2017/18 Programme (*Pages 85-148*)

8.8 Resources

8.9 Schools and Education

8.9.1 School Term and Holiday Pattern 2018/2019 (*Pages 149-152*)

8.9.2 Schools and Education Capital Programme (*Pages 153-159*)

9. Corporate Issues

9.1 11–17 Blakey Moor, Blackburn (“The Property”): Promotion of a Compulsory Purchase Order for Planning Purposes (*Pages 160-171*)

9.2 Proposed Cinema and Leisure Development at the site of the former Waves Centre (*Pages 172- 180*)

10. Matters Referred to the Executive Board

11. Part 2: The Press and Public may be excluded during consideration of the following items:

11.1 Local Transport Plan 2017/18 Programme

11.2 Proposed Cinema and Leisure Development at the site of the former Waves Centre

**Harry Catherall
Chief Executive
April 2017**

EXECUTIVE BOARD

9th March 2017

PRESENT

COUNCILLOR:

Mohammed Khan
Maureen Bateson
Damian Talbot
Jim Smith
Phil Riley
Arshid Mahmood
Andy Kay
Mustafa Desai
Dave Harling

PORTFOLIO:

Leader
Children's Services
Leisure, Culture & Young People
Environment
Regeneration
Neighbourhoods & Prevention Services
Resources
Health & Adult Social Care
Schools & Education

EXECUTIVE MEMBER

John Slater

NON-PORTFOLIO

Leader of the Conservative Group

ALSO IN ATTENDANCE

Hamza Khan, Youth MP and Ummaih Shah
and Joshua Logan, Deputy Youth MPs

	Item	Action
1	<u>Welcome & Apologies</u> The Leader of the Council, Councillor Mohammed Khan welcomed all present to the meeting.	
2	<u>Minutes of the Meeting held on 9th February 2016</u> The minutes of the meeting of the Executive Board held on 9 th February were agreed as a correct record.	Approved
3	<u>Declarations of Interest</u> Councillor Damian Talbot declared an interest in Agenda Item 8.6.1 Strengthening Communities (wife works for BwD CVS).	
4	<u>Equality Implications</u> The Chair asked Members to confirm that they had considered and understood any Equality Impact Assessments associated with reports on the agenda ahead of making any decisions.	Confirmed
5	<u>Public Forum</u> No questions had been received from members of the public.	

	Item	Action
6	<p><u>Questions by Non-Executive Members</u></p> <p>No questions had been received from Non-Executive Members.</p>	
7	<p><u>Youth MPs Update</u></p> <p>The Youth MP Hamza Khan verbally updated the Executive Board as follows:</p> <ul style="list-style-type: none"> • This was Hamza’s last meeting as Youth MP, and he had enjoyed the experience very much. • He received the One Voice Youth of the Year Award for his commitment and dedication to being a voice for young people in BwD. • Hamza had recently participated in a focus group on prescription charges. • Hamza had also been nominated for a SLYNCS award, the results of which would be known on 24th March. <p>Elle and Kathleen, two of the Youth MP candidates outlined their work on several of the activities that took place during International Women’s Week and on a cohesion residential for girls aged 8-12 and subsequent wider art sessions which led to the graffiti boards on display at the meeting and reference was made to a related graffiti project on gender inequality.</p> <p>Two videos were also shown, one relating to International Women’s Day which took place on 8th March, the other containing the campaign videos for the various candidates for Youth MP.</p> <p>Councillor Maureen Bateson made reference to the excellent work undertaken by the young people and also to the support for International Women’s Day, in particular from Holly Nicholson and Andrea Sturgess, from the Council’s Communications Team.</p> <p>Councillor Bateson also confirmed that a report on Takeover Day had been submitted to the Children’s Partnership Board and that recommendations would be looked at further, particularly in relation to Mental Health.</p> <p>Several Executive Board Members referred to Hamza’s excellent contribution and thanked him for his efforts. Reference was also made to the quality of the candidates up for election and the importance of the themes arising, many of which were recurring themes.</p>	

	Item	Action
8.1	<p><u>Leader's Update</u></p> <p>Councillor Mohammed Khan verbally reported that the full details of the Chancellor's Budget Statement needed to be evaluated, particularly relating to the Better Care Fund. Any extra money was welcome to help meet the budget shortfall, and that by 2020 Health and Social Care needed to be integrated.</p>	Noted
8.3.1	<p><u>Fostering Service Quarterly Report – October-December 2016</u></p> <p>A report was submitted which provided information to the Council's Executive Board on the management and performance of the Local Authority's Fostering Service. This report covered the third quarter of 2016-2017, from 1st October to 31st December 2016, and provided an overview of the service.</p> <p>RESOLVED – That the Executive Board:</p> <p>Notes the quarterly report which is available on the Council website.</p>	Noted
8.4	<p><u>Environment Update</u></p> <p>Councillor Jim Smith advised that 9,000 people had signed up for Brown Bin collections, which meant the service now paid for itself.</p>	Noted
8.6	<p><u>Strengthening Communities; Volunteering in Lancashire</u></p> <p>It was reported that following a call for projects by the Lancashire LEP and with agreement from the Chief Executive and Director of Finance and IT, an application was developed with partners and submitted by Blackburn with Darwen Borough Council as lead partner to the European Structural and Investment Funds Programme (ESIF) for funding from Investment Priority 1.4: Active Inclusion. This focussed on supporting people with multiple and complex barriers to participate in the labour market to address these underlying issues and to move them closer to or into the labour market and to engage marginalised individuals and support them to re-engage with education, training or employment.</p> <p>Strengthening Communities; Volunteering in Lancashire was a Public and Voluntary Sector project which aimed to boost access to volunteering across Lancashire, engaging individuals who would not otherwise participate in such activities, and providing them with life and work skills that would improve their chances of future employment.</p> <p>Officers had been verbally informed by the Department for Work and Pensions (DWP), the Managing Authority for the Fund that they had recommended the project for approval. A formal Funding Agreement Letter was expected at any time. In anticipation of its arrival and to eliminate any unnecessary delays, Board Members were asked to</p>	

	Item	Action
	<p>consider the recommendation below.</p> <p>RESOLVED – That the Executive Board:</p> <ul style="list-style-type: none"> • Approves the appointment of Blackburn with Darwen Borough Council as the Accountable Body for the ESIF Strengthening Communities Volunteering in Lancashire project; and • Approves the Council entering into a Funding Agreement with the Secretary of State for Work and Pensions for the project. 	<p>Approved</p> <p>Approved</p>
<p>8.7.1</p>	<p><u>Adoption of the Masterplan for North Blackburn Development Site</u></p> <p>Members received a report on the adoption of the Masterplan for North Blackburn Development Site.</p> <p>The North Blackburn Development Site was a housing land allocation in the Council's <i>Local Plan Part 2: Site Allocations and Development Management Policies, adopted December 2015</i>.</p> <p>The Local Plan required that a Masterplan covering the whole of the allocation site be agreed by the Council before planning consent was granted for development on any part of the site.</p> <p>The principle purpose and role of the Masterplan was to:</p> <ol style="list-style-type: none"> 1. Set out the spatial vision and framework for the comprehensive planning and delivery of housing development across the whole site; 2. Set out site-wide design principles to ensure a complementary approach on individual sites; 3. Signpost developers to relevant planning policies and guidance that will need to be taken into account in the preparation of detailed proposals on individual land parcels, and: 4. Guide and inform decision making on individual planning applications including advice on developer contributions. <p>Community and stakeholder consultation was an integral part of the preparation of the Masterplan.</p> <p>On the basis of the information considered and reviewed in the preparation of the Masterplan the proposals set out in the Masterplan framework were considered to be viable and deliverable.</p> <p>The Masterplan would, alongside planning policies in the Local Plan, be a material consideration in the review of and decision making on all planning applications for development on this site. It would also help to secure suitable developer contributions for identified infrastructure requirements.</p>	

	Item	Action
	<p>RESOLVED – That the Executive Board:</p> <p>Approves the adoption of the Masterplan for North Blackburn Development Site.</p>	Approved
9.1	<p><u>Disposal of Land off Wainwright Way</u></p> <p>A report was submitted which sought approval to the disposal of a number of plots of land off Wainwright Way.</p> <p>The plots of land were marketed for sale by informal tender on the basis as outlined in the previous report to the Executive Member for Resources and the Executive Member for Regeneration in May 2016.</p> <p>Following an extensive marketing campaign a number of expressions of interest were received and following a review of these between Capita, Council officers, the Executive Member for Resources and the Executive Member for Regeneration, five parties were invited to submit formal tenders. The tenders had been evaluated in accordance with the criteria referred to in the report.</p> <p>Four informal tenders were submitted by the closing date, which was 2.00 pm. on Friday 20th January 2017. The tenders were opened on 23rd January 2017 and all bidders were compliant with the tender requirements. Terms had been previously agreed to offer the property to the highest bidder by way of a 25- year lease subject to planning consent and other conditions.</p> <p>RESOLVED – That the Executive Board:</p> <ul style="list-style-type: none"> • Approves the provisionally agreed terms relating to the disposal of these plots of land; • Delegates authority to the relevant Director in consultation with the Executive Member, Resources to approve the final heads of terms; and • Authorises the Director of HR, Legal and Corporate Services to complete the necessary legal formalities. <p>AT THIS STAGE OF THE PROCEEDINGS THE PRESS AND THE PUBLIC WERE EXCLUDED FROM THE MEETING</p>	<p>Approved</p> <p>Approved</p> <p>Approved</p>
11.1	<p><u>Disposal of land off Wainwright Way</u></p> <p>Further to the report submitted at Agenda Item 9.1 an additional report was submitted containing additional commercially sensitive information.</p> <p>RESOLVED – That the Executive Board:</p> <ul style="list-style-type: none"> • Approves the provisionally agreed terms relating to the disposal of these plots as detailed in this Report; 	Approved

	Item	Action

**DECLARATIONS OF INTEREST IN
ITEMS ON THIS AGENDA**

Members attending a Council, Committee, Board or other meeting with a personal interest in a matter on the Agenda must disclose the existence and nature of the interest and, if it is a Disclosable Pecuniary Interest or an Other Interest under paragraph 16.1 of the Code of Conduct, should leave the meeting during discussion and voting on the item.

Members declaring an interest(s) should complete this form and hand it to the Democratic Services Officer at the commencement of the meeting and declare such an interest at the appropriate point on the agenda.

MEETING: **EXECUTIVE BOARD**

DATE: **13TH APRIL 2017**

AGENDA ITEM NO.:

DESCRIPTION (BRIEF):

NATURE OF INTEREST:

DISCLOSABLE PECUNIARY/OTHER (delete as appropriate)

SIGNED :

PRINT NAME:

(Paragraphs 8 to 17 of the Code of Conduct for Members of the Council refer)

EXECUTIVE BOARD DECISION



REPORT OF:	Executive Member for Health and Adult Social Care
LEAD OFFICERS:	Director of Public Health
DATE:	13 April 2017

PORTFOLIO/S AFFECTED:	All
WARD/S AFFECTED:	All
KEY DECISION:	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

SUBJECT: Local Authority Declaration on Healthy Weight

1. EXECUTIVE SUMMARY

In February 2017, Blackburn with Darwen's Executive Board approved the Eat Well Move More Shape Up strategy and action plan. As described in the strategy, addressing unhealthy weight is a priority for Blackburn with Darwen. The impact of high levels of obesity on the borough and its residents is outlined in the strategy. The economic cost of obesity and physical inactivity is significant and with the increasing pressure on the health and social care system, prevention must be a priority. Within this strategic action plan there is a priority to sign up to the Local Authority Declaration on Healthy Weight.

There is a growing consensus that preventing childhood and adult obesity is key to achieving healthy lives in adulthood and ultimately to reversing obesity prevalence. To achieve this we need to change our approach as a society to food, drinks and physical activity and the Council has an important role to play in prioritising and advocating healthy weight in all policies which is driven through this Declaration.

The Local Authority Declaration on Healthy Weight will see the Council taking the lead in promoting healthy weight across the borough. Signing up to the Local Authority Declaration on Healthy Weight will ensure health is a focus in all policies across the portfolios and shows a commitment from senior leaders to address the obesity issues in the borough and to enable our staff, residents and visitors to have an environment that provides healthy options.

The local commitments identified as priorities for the Blackburn with Darwen Local Authority Declaration on Healthy Weight are:

1. Support the introduction of 'Mile a Day' and 'Couch to 5k' in primary and secondary schools respectively
2. Support Early Years settings to enable a structured physical activity offer and healthy food policy
3. Develop a Food Poverty Network to reduce food poverty and tackle malnutrition in all settings
4. Support the introduction of school food policies including lunchbox policies
5. To be a designated Sugar Smart Town

6. Develop a Food Charter for the borough to promote healthy and sustainable food in the local economy
7. Promote Active Travel across the borough to increase physical activity, for social and employment opportunities and minimise air pollution
8. Support 'Street Play' initiatives through exploring the implementation of periodic temporary street closure orders and other innovative sites for play
9. To be a designated Breastfeeding Friendly Town
10. To achieve Sustainable Food Town status

The full Local Authority Declaration on Healthy Weight that is being proposed can be viewed in full in Appendix 1.

2. RECOMMENDATIONS

That the Executive Board:

- Approves adoption of the national and local commitments in the Local Authority's Declaration on Healthy Weight.

3. BACKGROUND

Public Health, Blackburn with Darwen Borough Council, has been working with Food Active to develop the Local Authority Declaration on Healthy Weight. Food Active is a collaborative programme launched by the North West Directors of Public Health in November 2013. The purpose of the collaboration was to tackle the increasing levels of obesity; focusing on population-level interventions which take steps to address the social, environmental, economic and legislative factors that affect people's ability to change their behaviour. The three key objectives agreed by the Directors of Public Health were:

1. Sugary drinks duty.
2. Stronger national regulatory controls on junk food marketing.
3. Improved spatial planning measures.

A key focus of Food Active has been to develop a Local Authority Declaration on Healthy Weight. The Declaration is a statement that the Council encapsulates a vision to reduce obesity and improve the health and wellbeing of the population by being a responsible Local Authority by continuing to advance existing strategies. By signing the Declaration the Council would show a commitment to reducing unhealthy weight in our communities, protect the health and wellbeing of staff and the population and make an impact on health and social care. Neighbouring local authorities Blackpool Council and Lancashire County Council have adopted the Declaration over the last twelve months. Learning will be shared between the Council's to ensure a unified approach to tackling obesity across Lancashire. Recent developments include Blackpool Council's Healthier Vending guidelines for both Council and public vending machines which can be viewed here <https://www.blackpool.gov.uk/Residents/Health-and-social-care/Documents/Health-and-wellbeing-board/Blackpool-Healthier-Vending-guidelines-v3-Aug-16.pdf>. The key themes of the Declaration are detailed in Appendix 1.

The Council has developed through the Eat Well Move More Shape Up strategy and consultation with partners and the public its own local priorities for tackling the issue of obesity.

The Local Authority Declaration on Healthy Weight seeks to address health inequalities as detailed in the Health Impact Assessment completed for the Eat Well Move More Shape Up Strategy and Action Plan. These documents can be accessed via <http://www.blackburn.gov.uk/Pages/Public-health.aspx>

4. KEY ISSUES & RISKS

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Signing up to the Declaration is seen as a core priority with the Eat Well Move More Shape Up

strategy. There is an opportunity to address the determinants of unhealthy weight via the Declaration. Failure to sign up would compromise the future delivery of the strategy.

Compliance with the Declaration requires a multi-agency sign up, where ideas and opportunities are shared and implemented to create a healthy environment, and it is important that the Council leads by example to support its staff and local residents.

5. POLICY IMPLICATIONS

The Local Authority Declaration on Healthy Weight will take into account the following policies and strategies listed below:

- Health & Social Care Act 2012
- Public Health Outcomes Framework 2014-15 (Department of Health, 2014)
- Fair Society, Healthy Lives. A strategic review of health inequalities in England post 2010 (The Marmot Review, 2010)
- Blackburn with Darwen Health and Wellbeing Strategy 2015-18
- BwD Planning for Health Supplementary Planning Document
- BwD Integrated Strategic Needs Assessment

6. FINANCIAL IMPLICATIONS

There are no costs associated to signing up to the Declaration.

7. LEGAL IMPLICATIONS

The Declaration on Healthy Weight supports the Council's statutory duty to deliver the national Child Measurement Programme. This programme requires the local authority to organise and pay for height and weight checks for primary school children.

It would be necessary to ensure compliance with planning laws with regard to improved spatial planning measures. Legal advice would also be required in relation to highways legislation for periodic temporary street closure orders for street play.

8. RESOURCE IMPLICATIONS

The Local Authority Declaration on Healthy Weight will be monitored and driven via the Eat Well Move More Shape Up Steering Group. Public health chair the strategy Steering Group and will coordinate the reporting against the Declaration on an annual basis.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the HIA associated with this item in advance of making the decision.



Eat Well Move More
Shape Up HIA v1.0.p

10. CONSULTATIONS

Extensive consultation around both the Eat Well Move More strategy and Local Authority Declaration has taken place over the last 12 months.

The consultation has included the following:

- Public Online Consultation – 110 responses
- Health Professional Online Consultation – 27 responses
- Stakeholder Engagement event in June 2016 and face to face/email engagement with individual stakeholders
- Senior Policy Team Briefings across all relevant portfolios
- Quarterly Eat Well Move More Shape Up Steering Group meetings
- Primary School Catering Managers
- Clinical Commissioning Group Protected Learning Time event and Clinical Commissioning Group Operations Group and Clinical Commissioning Group Governing Body Policy Development Session
- Bangor Street Ladies group & Inter Madrassah Organisation Women 4 Women group
- Families Health & Wellbeing Consortium
- Older People’s Forum and Age UK consultation
- Learning Disabilities Partnership Board
Blackburn with Darwen Health and Wellbeing Board, Live Well Board and Children’s Partnership Board.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council’s Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	1.0
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CONTACT OFFICER:	Shirley Goodhew Beth Wolfenden 01254 666960
DATE:	02 March 2017
BACKGROUND PAPER:	Local Authority Declaration on Healthy Weight, Health Impact Assessment and Blackpool Council’s Healthier Vending Guidelines.

LOCAL GOVERNMENT DECLARATION ON HEALTHY WEIGHT



THIS LOCAL GOVERNMENT
DECLARATION ON HEALTHY WEIGHT IS A
STATEMENT, INDIVIDUALLY OWNED BY
BLACKBURN WITH DARWEN BOROUGH
COUNCIL.

It encapsulates a vision to promote
healthy weight and improve the health and well-
being of the local population. We recognise that we
need to exercise our responsibility in developing
and implementing policies which promote healthy
weight.



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Mohammed Khan
Cllr Mohammed Khan M.B.E.
Leader of the Council

Mustafa Desai
Cllr Mustafa Desai
Executive Member for Health
and Adult Social Care

Dominic P. Harrison
Dominic Harrison
Director of Public Health

WE ACKNOWLEDGE THAT:

- > Unhealthy weight is a serious public health problem that increases disability, disease and death and has substantial long term economic, well-being and social costs. The proportion of the population affected by unhealthy weight continues to rise;
- > Unhealthy weight is affected by health inequalities and is more common in lower socio-economic groups;
- > Poor diet during early life (the period between conception and weaning) can carry adverse health consequences in later life;
- > Poor diet and an unhealthy weight are risk factors for cardiovascular disease, cancer and type 2 diabetes which contribute powerfully to poor health and premature death;
- > Energy dense food and drinks high in fat and sugar and low in essential nutrients contribute to a significant amount of additional and unnecessary calories in the diet;
- > There is greater availability and access to foods and drinks high in fat, sugar and salt which are increasingly eaten outside of the home, contributing to excess energy intake;
- > Increased intake of foods high in fat and sugar and low in fruit and vegetables are strongly linked to those in manual occupations;
- > People living in more socially deprived areas have less access to healthy foods;
- > Advertising and marketing of foods and drinks high in fat, sugar and salt increases their consumption;
- > Education, information and the increased availability of healthy alternatives help individuals to make healthy, informed food and drink choices;
- > Modern physical activity environments contribute to sedentary lifestyles;
- > Urban planning can have a significant impact on opportunities for physical activity, promoting safer environments for walking, cycling and recreation.

AS LOCAL LEADERS IN PUBLIC HEALTH WE WELCOME THE:

- > Opportunity for local government to lead local action to prevent obesity, securing the health and well-being of our residents whilst considering available social, environmental and financial NHS and social care resources;
- > Opportunity to protect some of the most vulnerable in society by giving children the best start in life and enabling all children, young people and adults to maximise their capabilities and make informed choices;
- > National commitment to address childhood obesity;
- > Support for the Local Authority Declaration on Healthy Weight from the following organisations: Association of Directors of Public Health North West, British Dental Association, Children's Food Campaign and the UK Health Forum.

WE COMMIT OUR COUNCIL FROM THIS DATE

00.00.0000

...to sign the Declaration to show commitment to reducing unhealthy weight in our communities, protect the health and well-being of staff and citizens and make an economic impact on health and social care and the local economy by striving to:

- > Engage with the local food and drink sector (retailers, manufacturers, caterers, out of home settings) where appropriate to consider responsible retailing (such as not selling energy drinks to under 18s), offering and promoting healthier food and drink options, and reformulating and reducing the portion sizes of high fat, sugar and salt (HFSS) products;
- > Consider how commercial partnerships with the food and drink industry may impact on the messages communicated around healthy weight to our local communities. Funding may be offered to support research, discretionary services (such as sport and recreation and tourism events) and town centre promotions;
- > Review provision in all our public buildings, facilities and 'via' providers to make healthy foods and drinks more available, convenient and affordable and limit access to high-calorie, low-nutrient foods and drinks (this should be applied to public institutions such as schools, hospitals, care homes and leisure facilities where possible);
- > Increase public access to fresh drinking water on local authority controlled sites;
- > Consider supplementary guidance for hot food takeaways, specifically in areas around schools, parks and where access to healthier alternatives are limited;
- > Advocate plans with our partners including the NHS and all agencies represented on the Health and Well-being Board, Healthy Cities, academic institutions and local communities to address the causes and impacts of obesity;
- > Protect our children from inappropriate marketing by the food and drink industry such as advertising and marketing in close proximity to schools; 'giveaways' and promotions within schools; at events on local authority controlled sites;
- > Support action at national level to help local authorities reduce obesity prevalence and health inequalities in our communities;
- > Ensure food and drinks provided at public events include healthy provisions, supporting food retailers to deliver this offer;
- > Support the health and well-being of local authority staff and increase knowledge and understanding of unhealthy weight to create a culture and ethos that normalises healthy weight;
- > Invest in the health literacy of local citizens to make informed healthier choices;
- > Ensure clear and comprehensive healthy eating messages are consistent with government guidelines.
- > Consider how strategies, plans and infrastructures for regeneration and town planning positively impact on physical activity;
- > Monitor the progress of our plan against our commitments and publish the results.

IN ADDITION OUR LOCAL AUTHORITY WILL WORK TOWARDS:.....

- > Support the introduction of 'Mile a Day' and 'Couch to 5k' in primary and secondary schools respectively
- > Support Early Years settings to enable a structured physical activity offer and healthy food policy
- > Develop a Food Poverty Network to reduce food poverty and tackle malnutrition in all settings
- > Support the introduction of school food policies including lunchbox policies
- > To be a designated Sugar Smart Town
- > Develop a Food Charter for the Borough to promote healthy and sustainable food in a local economy
- > Promote Active Travel across the Borough to increase physical activity, for social and employment opportunities and minimise air pollution
- > Support 'Street Play' initiatives through the implementation of periodic temporary street closure orders
- > To be a designated Breastfeeding Friendly Town
- > To achieve Sustainable Food Town status

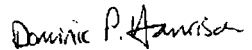
Signatories:



Cllr Mohammed Khan M.B.E.
Leader of the Council



Cllr Mustafa Desai
Executive Member for Health
and Adult Social Care



Dominic Harrison
Director of Public Health

To be reviewed by...

**FOOD
ACTIVE**



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The Local Authority Declaration on Healthy Weight has been designed and developed on behalf of Food Active, by the Health Equalities Group and is based on the the Local Authority Declaration on Tobacco Control.

For further information please contact: info@hegroup.org.uk

EXECUTIVE BOARD DECISION



REPORT OF: Executive Member for Health and Adult Social Care

LEAD OFFICERS: Director of Public Health

DATE: 13th April 2017

PORTFOLIO/S AFFECTED: All

WARD/S AFFECTED: All

KEY DECISION: YES NO

SUBJECT: Blackburn with Darwen New Psychoactive Substances Framework and Action Plan

1. EXECUTIVE SUMMARY

In recent years the United Kingdom has seen the emergence of a range of newly manufactured drugs appear nationally and internationally and are collectively called New Psychoactive Substances (NPS). Prior to recent United Kingdom (UK) legislation NPS were also known as legal highs and the term NPS is used to describe substances that have brain or mood altering effects. The effects of NPS have been found to be similar to those of other illicit drugs that are controlled via the Misuse of Drugs Act 1971.

During 2014-15 the Council's Public Health Team commissioned a local needs assessment which involved in-depth consultation with key partners, stakeholders and local residents from across the life course. A number of qualitative interviews and focus groups enabled researchers to gain substantial insight into local supply, usage and impact on local residents and key partner agencies.

The government passed the Psychoactive Substances Act on 6th April 2016 (The Act, 2016). This local Framework reflects on evidence and key findings from the commissioned needs assessment and aims to implement a number of recommendations and actions aligned to this latest legislation. Public health has provided strategic leadership and a key role in the development of the Blackburn with Darwen's 'New Psychoactive Substances' (NPS) Framework to ensure senior level multiagency ownership and co-ordinated local action. The two year Framework (2017-19) adopts a life course approach, aligned to the three Health and Wellbeing life stages of Start Well, Live Well and Age Well.

The Framework for action across the life-course will be aligned to four thematic priorities which are:

1. Improve intelligence and evidence
2. Improve education and prevention
3. Improve pathways to appropriate support, treatment, training and workforce development
4. Ensure intelligence led enforcement

In addition to the above key priorities, it is recognised that there is also a need to monitor and review any emerging and unintended consequences that occur as a result of the latest legislation relating to risks associated with illicit drug markets and organised crime.

The local Framework provides an approach to health improvement that recognises the contributions that can be made across all sectors of our society. The priorities are informed by local experience and

research evidence and the aim is to promote improved understanding and knowledge, healthy lifestyles and behaviours and improved mental health and wellbeing.

Local research has taken into account wider regional and national guidance, evidence and intelligence. The findings have underpinned the proposals within the local multi-agency Framework and Action Plan, ongoing service delivery and front line practice. Recommendations are aligned to the four thematic areas mentioned previously and these have been agreed as priorities by the local NPS Steering Group which reports into the Drug and Alcohol Expert Reference Group. This Framework will remain a focus for Blackburn with Darwen for the next two years or until such time as an overarching Drug Strategy can be considered on a wider, partnership basis across PAN Lancashire.

The local authority is in a prime position to lead on the agenda by both influencing and engaging with the many partners and stakeholders who are integral to the success of the implementation. Through this leadership the local authority will advocate a coordinated approach with all partners to have a wide reaching, positive effect on the health of Blackburn with Darwen's population. The local Drug and Alcohol Expert Reference group will lead and monitor progress on the implementation of the Action Plan, and report to the Health and Wellbeing Board sub groups (Start Well, Age Well, Live Well as appropriate), with accountability to the Health and Wellbeing Board.

The draft Framework and Action Plan can be viewed on the following website:
<http://www.blackburn.gov.uk/Pages/Public-health.aspx>

2. RECOMMENDATIONS

That the Executive Board:

- Notes and approves the recommendations and actions included in the New Psychoactive Substances Framework to ensure implementation of the actions relating to the four priority themed areas.
- Notes that New Psychoactive Substances present a significant public health risk requiring cross portfolio and senior level leadership support with commitment to addressing any ongoing and emerging threats, whilst continuing to improve access to prevention, drug education and support services across the life course.
- Notes that encouraging self-care among citizens is important along with informed workforce development for the Council, partners and key stakeholders.

3. BACKGROUND

Between 2013 and 2016 a number of NPS type drugs have been the subject of Government enforced 'Temporary Banning Orders' which in the majority of cases has led to them being classified under the Misuse of Drugs Act (MODA), but many prior to April 2016 were initially classed as remaining within the law.

Under The Act (2016) it is an offence to produce, supply or offer to supply any psychoactive substance if it is likely to be used for its psychoactive and mood altering effects, regardless of its potential for harm. The only exemptions from The Act (2016) are; nicotine, alcohol, caffeine and medicinal products, plus the illicit substances historically controlled by the MODA. The main intention of The Act (2016) was to close down the sale of such substances from any form of retail premises or shops and websites that were trading in 'legal highs'.

In 2014, Blackburn with Darwen Borough Council commissioned a needs assessment report on NPS to provide strategic leads with a robust evidence base regarding the local picture. The aim of this was to explore the extent of the challenge posed by NPS for Blackburn with Darwen.

Key Drivers:

There are numerous national and local drivers which support a comprehensive strategic policy approach to addressing the cross cutting themes of the Framework and these include;

- i. A need to reach out to a range of people from across the life course that are either using or contemplating the use of NPS to prevent harm. It is recognised that there is a need to particularly target those that are not likely to have accessed traditional drug and alcohol services.
- ii. To focus on both primary and targeted prevention with the intention of raising awareness amongst communities and partner agencies of the risks associated with NPS to minimise harm, increase knowledge and address risk taking behaviours.
- iii. The national 'Project NEPTUNE' guidelines are available to assist local professionals with the development of suitable offers of support. These have been considered in the commissioning of local services as well as in the development of the Framework.
- iv. Public Health England have highlighted the need to develop a robust mechanism for taking account of local, regional and national evidence and intelligence to inform ongoing developments. Guidance has been issued to support regional partnership in the setting up of a Local Drug Information System. There is also a national requirement to inform the Early Warning System run by the European Monitoring Centre for Drugs and Drug Addiction.
- v. A revised National Drug Strategy is due to be published in 2017 and it will consider new and emerging threats such as NPS.
- vi. Public Health England have reported a noticeable rise in reported NPS use, with some correlation to a rise in drug related deaths across England and Wales and a rise in hospital related drug poisoning attendances and admissions. There have been no deaths in Blackburn with Darwen to date where the primary cause was NPS; however there have been a small number of deaths over the last 10 years where NPS type drugs were found to be present in fatalities caused by a combination of other drugs.

The thematic priorities of the Blackburn with Darwen Framework are aligned to:

- NHS 5 Year Forward View (2014)
- Blackburn with Darwen Health and Wellbeing Strategy (2015-18)
- Pennine Lancashire Transformation Together A Healthier Future Programme

4. KEY ISSUES & RISKS

There are emerging anecdotal indications that the legislation passed in 2016 may be contributing to some unintended consequences. Legislation alone is rarely, if ever, the sole answer to solving problems associated with substance misuse and it is necessary to keep a watching brief as evidence emerges. The local approach must remain flexible to take account of any emerging evidence based implications which may well be linked to the growth of illicit drug markets and organised crime.

A similar legislative approach to that in the UK has been used by other countries such as Ireland, Poland and Romania. In 2010, Ireland used this type of legislation to control the proliferation of retail outlets selling NPS, commonly known as "head shops". In 2010, Poland amended its legislation to prohibit the placing on the market of "substitute drugs", which was sanctioned with financial penalties. In 2011, Romania passed a law on counteracting operations with products suspected of having psychoactive effects, other than those stipulated in the regulations in force.

Two recent reports, one from the Home Office and one from the European Monitoring Centre for Drugs and Drug Addiction say the ban in Ireland has led users to illegal street markets and increased use of the 'dark web', this is the part of the World Wide Web that is only accessible by means of special software, allowing users and website operations to remain anonymous or untraceable. It is therefore felt that the closure of head shops could redirect the supply of NPS to the internet or to organised criminal groups and street drug dealers. It's difficult to assess how successful the Irish ban has been as there has been no formal evaluation of the Irish Psychoactive Substances Act (2010). It is therefore important that we continue to monitor the impact of The Act (2016) within the UK.

Possession of NPS substances remains legal (except in prisons), but their supply, possession with intent to supply, import and export have become criminal offences. Thus, the only means of obtaining substances that are in themselves legal to possess, is now through criminals. Further complications

may arise as a result of the fact that in order to obtain for evidence in a prosecution under The Act (2016), a drug must be forensically tested and proved to be psychoactive. This process is in itself is proving to be problematic. It is believed that only five successful prosecutions have been processed under the Irish Act 2010 and only one as a result of The Act (2016) in the UK.

In times of budget reductions and austerity it is ever more important to work together with key partners, service providers and citizens of the borough to mitigate risks. It is felt that a partnership approach to implementing this local framework will aid mitigation.

5. POLICY IMPLICATIONS

The New Psychoactive Substances Framework will support delivery of improved public health outcomes across the life course.

In April 2016, the Government passed the Psychoactive Substances Act, and this Framework reflects the changes from then onwards as well as key outcomes from the Blackburn with Darwen Health and Wellbeing Strategy. The Framework and Action Plan have been developed in line with national policy and guidelines, local priorities have been derived from extensive consultation work undertaken with key partners and stakeholders.

In addition to the key drivers, the Framework and Action Plan takes into account the following legislation, policies and strategies:

- Health & Social Care Act 2012
- Public Health Outcomes Framework 2014-15 (Department of Health, 2014)
- Fair Society, Healthy Lives. A strategic review of health inequalities in England post 2010 (The Marmot Review, 2010)
- Blackburn with Darwen Health and Wellbeing Strategy 2015-18
- BwD Integrated Strategic Needs Assessment

6. FINANCIAL IMPLICATIONS

Public Health outcomes and programmes as identified through the Framework Action Plan will be largely funded through the Department of Health Public Health Grant, with NHS England and Clinical Commissioning Group (CCG) funding clinical and specialist NHS healthcare services. Additional external funding opportunities will be sought for new projects as required.

As part of the Council's Health and Wellbeing Review, public health outcomes contributing to the strategic aims will be delivered by all portfolios as funded by the Department of Health Prevention Grant. The social determinants of health agreements are monitored by the Public Health Team via the Management Accountability Framework (MAF).

The Department of Health Public Health Grant is currently ring fenced for prevention services and programmes, whereby Local Authorities are audited via the Director of Public Health and the Council Director of Finance to ensure it used in line with the grant criteria.

Public Health currently funds a range of programmes which are supportive of the aims of this Framework, a number of which are delivered by the Council's commissioned drug and alcohol services Change Grow Live Inspire for adults and Go2 for young people. This service is contracted for provision across the borough until end of March 2018 with an option to extend for a further two years to end of March 2020. The value of this service in 2018-19 is £2,802,329 with an additional £52,045 for Wellbeing Inclusion Support to the homeless, asylum seekers and refugees.

In addition to these specific services and interventions, all public health funded provision, will be reviewed and redesigned as appropriate to deliver a wide range of public health outcomes which will contribute to the delivery of this Framework and Action Plan. A number of wider external partnership resources will also contribute to the delivery of this Framework and outcomes. It is anticipated that no additional funding will be required.

7. LEGAL IMPLICATIONS

The relevant background legislation is outlined in the body of this report.

Transfer of public health from the NHS to local government and Public Health England (PHE) has introduced a significant extension of local government powers and duties and represents an opportunity to change focus from treating sickness to actively promoting health and wellbeing. Section 12 of the Health and Social Care Act 2012 inserts a new section 2B into the NHS Act 2006 to give each relevant local authority a new duty to take such steps as it considers appropriate to improve the health of the people in its area. This section also gives the Secretary of State power to take steps to improve the health of the people of England and it gives examples of health improvement steps that either local authorities or the Secretary of State could take, including giving information, providing services or facilities to promote healthy living and providing incentives to live more healthily.

Local authorities have considerable discretion in how they choose to invest their grant to improve their population's health, although they have to have regard to the Public Health Outcomes Framework and should consider the existing evidence regarding public health measures.

It may be necessary to ensure compliance with trading standards and licensing laws with regard to activities within the Framework. Legal advice will also be sought in relation to any public protection operations or activities.

8. RESOURCE IMPLICATIONS

Public health will continue to chair the Drug and Alcohol Expert Reference Group which will consider the ongoing implementation and achievement of this Framework. Public health officers and partners from the Police and the Council's Public Protection Unit will support the coordination of activities within the capacity available.

Public health officers will be responsible for collating evidence and reporting against the Action Plan on behalf of all stakeholders on an annual basis. Contribution to public health outcomes as identified through the Framework Action Plan will also be delivered through the public health commissioned services and the social determinants of health fund for each directorate as appropriate. Contributions will be monitored by the Public Health Team through specified key performance indicators.

In addition there may be a cost relating to staff time from across a range of council departments and Executive Member portfolios, to draw upon the council's powers and responsibilities for developing and implementing local policy changes to support the aims of the Framework.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the HIA associated with this item in advance of making the decision.



NPS Framework HIA
v1.0.pdf

10. CONSULTATIONS

The commissioned needs assessment, which has informed this Framework considered a range of opinions from key informants made up of citizens from a range of backgrounds, responses from partner agencies and via a survey with local college students. Methods used to collate evidence

included:-

- Semi-structured interviews.
- Unstructured interviews.
- Focus groups.
- Self-reported questionnaire surveys.

Consultation around the Framework has continued to take place over the last 18 months and much of this has been via a NPS steering group with representation from a number of key partners, service user network representatives and volunteers.

From this work the draft Framework and Action Plan was produced and further targeted consultation has been ongoing. The consultation has included the following:

- Social media messages and animation feedback
- Face to face/email engagement with individual stakeholders
- Senior Policy Team briefings across all portfolios
- Community awareness, training and workforce development sessions via the commissioned CGL Inspire and Go2 services
- Monitoring reports and case studies from the CGL service
- Clinical Commissioning Group A&E practitioners group
- Feedback via a range of VCFS contacts from the Families Health & Wellbeing Consortium
- Blackburn with Darwen Health and Wellbeing Board, Live Well Board and Children's Partnership Board

Intelligence gathered through the BwD Integrated Strategic Needs Assessment (ISNA) and subject specific ISNAs has also informed the Action Plan.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	2.0
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CONTACT OFFICER:	Karen Cassidy Barry Ashbolt
DATE:	10th March 2017
BACKGROUND PAPER:	Blackburn with Darwen New Psychoactive Substances (NPS) Framework, Action Plan and Health Impact Assessment.

BLACKBURN WITH DARWEN

NEW PSYCHOACTIVE SUBSTANCES

FRAMEWORK

2017 - 2019

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New Psychoactive Substances Framework: Plan on a Page

Emerging Risks and Threats (points to note)

References

Blackburn with Darwen New Psychoactive Substances Framework Action Plan 2017 – 2019

Background and Introduction

In recent years, the United Kingdom has seen the emergence of a range of new drugs that have similar effects to drugs that are internationally controlled. These drugs can be collectively called New Psychoactive Substances (NPS). The emergence of NPS has presented major challenges to drug control both in the UK and internationally. There is no normative or universally accepted legal definition of NPS, and there are many layers of complexity.

NPS were, until 6th April 2016, also known as legal or harmful highs, and the term is used to describe substances that have brain or mood altering effects.

Before 6th April 2016, NPS were sold openly via so called 'head shops' or the Internet as 'legal' substances. These substances were not controlled by the UK's Misuse of Drugs Act¹ (MODA) which contains legislation to control the sale and possession of all drugs that are listed as classified. Over the last few years, a number of NPS type drugs have been the subject of Government enforced 'temporary banning orders' which in the majority of cases has led to them being classified under MODA, but many remained within the law. On 6th April 2016, the Government passed the Psychoactive Substances Act² (referred to as The Act 2016), and this Framework reflects the changes from that date.

Under The Act (2016) it is an offence to produce, supply or offer to supply any psychoactive substance if the substance is likely to be used for its psychoactive effects, regardless of its potential for harm. The only exemptions from The Act (2016) are those substances already controlled by the MODA, nicotine, alcohol, caffeine and medicinal products. The main intention of The Act (2016) was to shut down shops and websites that were trading in so called 'legal highs'. Put simply any substance will now be classified as illegal to produce or supply if it is likely to be used to get high.

In 2014, Blackburn with Darwen Borough Council commissioned a needs assessment report on NPS to provide strategic leads with a robust evidence base regarding the local picture. The aim of this needs assessment was also to explore the extent of the challenge posed by NPS for our local residents in Blackburn with Darwen.

The needs assessment took into account wider regional and national evidence, plans and intelligence in order to inform and support the developments locally. The findings underpin the agreement of this local multi-agency Framework and Action Plan, service delivery and front line practice. The key recommendations are summarised as follows: -

Recommendation 1: Professional information networks should be formed in line with the proposed PHE Local Drug Intelligence System model.

Recommendation 2: Where possible, local people's negative experiences of synthetic cannabinoid use and positive experiences of quitting and help seeking should be harnessed and considered in the development of support.

Recommendation 3: A train the trainers approach for non-specialist staff should be adopted.

Recommendation 4: Clear, appropriate and integrated treatment and support pathways for NPS should be established and promoted effectively.

Recommendation 5: Clear, appropriate and integrated dual diagnosis pathways for adults and young people should be established with health partner commissioners.

Recommendation 6: Discharge pathways for people leaving in-patient psychiatric care to unsuitable accommodation where NPS use is highly prevalent should be explored as a priority.

Recommendation 7: A multi-agency plan as a response to both the specific enforcement and wider policy issues likely to arise from the proposed legislation in the Psychoactive Substances Bill should be produced.

Recommendation 8: A budget should be considered and a multi-agency protocol for forensic analysis of new or unidentified substances should be adopted.

The recommendations have been aligned to **four thematic areas** which have been agreed as priorities by the local NPS Steering Group and they are as follows:-

1. Improved Intelligence and Evidence.
2. Improved Education and Prevention.
3. Improved Pathways to Appropriate Support, Treatment, Training and Workforce Development.
4. Intelligence Led Enforcement.

Current activity under each of these thematic areas is summarised below and an Action Plan is presented for each area.

This Framework will remain a separate document for the next two years or until such time as an overarching drug strategy can be considered on a wider, partnership basis across Pan Lancashire.

New Psychoactive Substances Framework: Plan on a Page

Challenges	Priority Actions	Key Outcome Measures
<p>NPS are a global issue</p> <p>The market is very dynamic with little known regarding the scale and links to organised crime</p> <p>The New Psychoactive Substances (NPS) area is a complex and fast-moving one</p> <p>'Dark web' sites sell illegal drugs of all types, including controlled NPS</p> <p>High levels of drug use and drug-related problems in Blackburn with Darwen</p>	<p>Thematic Area 1: Intelligence and Evidence</p> <ul style="list-style-type: none"> Take forward the recommendations from the study of NPS in BwD Take into account wider regional and national evidence and intelligence Align recommendations from the study to thematic areas and ensure appropriate actions Gather intelligence via a range of key partners Offer support and advice to all stakeholders based on the intelligence that they share Work across PAN Lancashire to review the Early Warning System & develop a multi-agency Local Drug Information System (LDIS) Consider the set up an online professional information network Target a range of priority partners to form part of a wider intelligence network Consider feedback and comments from social media posts which offer prevention & harm reduction advice <p>Thematic Area 2: Education and Prevention</p> <ul style="list-style-type: none"> Develop preventive and harm reducing messages and initiative through harnessing local people's experiences Utilise a range of media including animations as educational awareness raising Commission and deliver specific NPS Training across BwD to any interested or relevant organisations Use social media to ensure that Early Warning, Educational, Preventative and Harm Reduction messages are cascaded to individuals and communities, making the negative impact of NPS everybody's business We will ensure timely and accurate preventative and harm reduction advice to both partner agencies and individual NPS users via our commissioned support services and networks of trained champions <p>Thematic Area 3: Pathways to Appropriate Support and Treatment, Training and Workforce Development</p> <ul style="list-style-type: none"> We'll commission expert services to deliver integrated support with regards to both primary & targeted prevention We'll develop a clear, appropriate and integrated treatment pathway for NPS users who are vulnerable, complex and/or problematic We'll also work with mental health commissioners & providers to review and develop the dual diagnosis pathways We'll explore hospital and prison discharge policies for more vulnerable individuals, including suitable housing options We will work with the CCG to review the hospital liaison services We'll commission and deliver an NPS training package, and include NPS in other substance related training We'll seek opportunities for services to engage with Service Users who use NPS not just opiates or crack cocaine 	<p>Public Health Outcomes Framework</p> <p>First-time entrants to the youth justice system</p> <p>People in prison with mental illness or a significant mental illness</p> <p>Violent crime (including sexual violence)</p> <p>Re-offending levels</p> <p>Emotional well-being of looked after children</p> <p>People entering prison with substance dependence previously not known to community treatment</p> <p>Successful drug treatment exits</p> <p>Self-reported wellbeing</p> <p>Mortality from causes considered preventable</p>
<p>The implementation of the Psychoactive Substances Act (2016)</p>	<p>Thematic Area 4: Intelligence Led Enforcement</p> <ul style="list-style-type: none"> An initial NPS steering group has been established; we will consider wider working across Pan Lancashire We will consider opportunities for the identification of budgets and protocols for forensic analysis of new substances Ensure that communication and intelligence sharing between Public Protection and Lancashire Constabulary continues to inform enforcement activity, utilising the PAM System to support this. Continued combined approaches to enforcement between PPU and Lancashire Constabulary Consideration of targeted enforcement activities with HMOs based on any emerging intelligence 	<p>Child Health Profile</p> <p>Hospital admissions due to substance misuse (15-24 years)</p> <p>Hospital admissions for mental health conditions</p>

Thematic Area 1 – Improved Intelligence and Evidence

What you said

- 18 of 58 respondents (31%) in a survey at Blackburn College (March 2015) replied that they had used 'legal highs'. The mean age of first use of NPS was 15 years.
- A range of professional reported their concerns and observations to the research team:-

"They get a lot of people using white powder, who put it all in one big pile and have parties".

"I had one guy who was a regular amphetamine user and he had been prescribed dex amphetamine in the past, he started working his way through the white powders in the head shop".

"They smell like bubble gum or sweets, and have all these fancy pictures on the packets that are attractive to young people, but apparently when they smoke them, they don't taste like that at all".

"Exodus, Happy Joker, Damnation, those are the only three we find". They are actually bringing out a Christmas Joker, so it's been Jolly Joker, Happy Joker and now Christmas Joker, they (young people) can't wait to buy them".

What we know

- Locally we appear to have a good understanding of newly emerging NPS with effective identification systems in place at a National, European and International level.
- The Early Warning System (EWS) run by the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) detected 81 novel NPS in 2013, the rate of detections **reached 101 in 2014.**
- Nine out of ten samples analysed by the Forensic Early Warning System (FEWS) were mixtures of either two (at a rate of 61%) or three (at a rate of 30%) different active components.

- NPS are generally supplied from China and, to a far lesser extent, India, in bulk and then either repackaged and redistributed once they enter the EU or delivered directly to the UK.
- There are limitations to survey data which are likely to result in the underreporting of NPS use.
- The number of **press reports about drug use/problems in BwD** was over 30 a year in both 2014 and the first part of 2015.
- Although NPS users came from across the social spectrum and age range, problematic use of mainly synthetic cannabinoids was most commonly found in young people deemed to be from the most vulnerable and at risk groups.
- There is problematic use among the homeless and offending populations and this is also prevalent within the secure prison environment.
- There has been a rise in reported NPS use and associated problems (notably deaths) both locally and nationally.
- There have been no deaths in Blackburn with Darwen to date where the primary cause was NPS, however there have been a small number of deaths over the last 10 years where NPS type drugs were found to be present in a fatality caused by a combination of other drugs.
- Younger substance users are mixing and matching different (and indeed new) substances.
- Some young people are using a range of drugs, often in combination with excessive cheap, strong alcohol.

What we'll do

- **Take forward the recommendations** (as detailed within the attached Action Plan) from the commissioned study that has provided a robust evidence base regarding the local picture and extent of the challenge posed by NPS for Blackburn with Darwen.
- Continue to take into account wider **regional and national evidence and intelligence**.
- Align the recommendations from the commissioned study with the four strategic thematic areas and **ensure appropriate actions are taken**.
- **Gather intelligence** via a range of key partners e.g. the Neighbourhood Policing, Public Protection and Trading Standards Teams, Police Community Support Officers (PCSOs), Councillors, and Change, Grow, Live Inspire and Go2 substance misuse service providers.
- **Offer support and advice** to all partners and stakeholders based on the intelligence that they share re: NPS concerns and any retailers involved.
- Work with our partners across Pan Lancashire to review our historic Early Warning Systems ensuring a simple, low cost, **multi-agency Local Drug Information System (LDIS)** is developed and implemented in accordance with the recommendations and guidance from Public Health England.

- Take forward a proposal to set up an **online professional information network** in line with the development of a LDIS model.
- **Target a range of priority partners** to form part of a wider intelligence network e.g. Young and Family People's Services, the Accident and Emergency department, the Ambulance Service, Community and In-patient Mental Health Services, Criminal Justice Agencies, Schools and Colleges, Community Groups and Neighbourhood Networks, Welfare Groups which operate in communities with protected characteristics.
- Consider **feedback and comments from social media posts** which offer prevention and harm reduction advice as these will inform the growing body of intelligence and evidence.

Thematic area 2 –Improved Education and Prevention

What you said

“We stumbled onto a legal high party that one of the young people was having in the flats. We don’t know what they were using, but it was white powder, they said it was legal highs. I think the staff awareness was pretty low”.

“Young people I deal with, you can recognize the patterns of behaviour, but it was the unknown that was the worry, that worried me to bits. I don’t actually know how this young person is going to respond now and I don’t think the young person knew how they were going to respond”.

“There is the feeling of young people being more scared of what ‘legals’ can do. And we hear conversations of ‘I wouldn’t touch that stuff’. Children are now saying ‘I did take it and it scared me’...”

“He (the dealer) had boxes and boxes of the stuff, and some days I would smoke half a dozen different kinds over a few hours” (16 year old male respondent).

“They give a better buzz than weed” (23 year old male respondent).

“I had black outs, convulsions, vomiting and foaming at the mouth, and once I bled from my eye ... I really felt like I was dying but soon after getting there I would start feeling better and would discharge myself” (21 year old male respondent).

“This stuff really hooks you, like heroin and crack. I was starting to feel like a bad addict”. (21 year old male respondent).

What we know

Nationally it has been recognized by an Expert Panel³ that poor knowledge among some healthcare and drug treatment professionals of harms relating to an ever-increasing number of NPS related incidents.

The research study in BwD told us:

- The reasons why some people in BwD use NPS are the same reasons given for use of other illegal drugs: pleasure/fun, stimulation, relaxation, boredom, curiosity, peer influence etc.
- Many **professionals are uninformed about NPS**, including the main types, their effects and their harms. Use of laughing gas (*nitrous oxide*) is particularly 'invisible'.
- It is a widely held view that there is now a **stigma about using 'legal highs'** and those remaining 'legal heads' were viewed negatively by peers and wider networks / communities.
- It is generally felt that there are far less young people using synthetic cannabinoids than a year ago and less using in a problematic way.
- Those who have given up would persuade others to do the same and would attempt to deter younger people from starting. Synthetic cannabinoid users are starting to realise the dangers after seeing their friends in need of medical treatment.
- **There was much confusion and little accurate knowledge about synthetic cannabinoids.** Most knew of the nickname 'Spice' although rarely used it and did not always equate this with the synthetic cannabinoid products they were using.
- Most referred to synthetic cannabinoids exclusively by brand name and a number believed that a brand such as 'Exodus Damnation' was a drug in its own right. They were surprised when it was explained that the brand name could stay the same but the contents could change over time.
- For young people, the main sources of information about the effects and risks of NPS over the past year were the Internet (30%), media campaigns (29%), school prevention programmes (22%), friends (18%), parents or relatives (9%), the police (6%), and phone helplines (1%) – though 29% reported not receiving any information about NPS.
- Almost nine in ten (87 %) young people in BwD considered that regular use of NPS carried a high risk of health problems, while just over half (57%) considered that using NPS 'once or twice' posed a 'high risk' to health.

One school representative spoken to had experienced a small number of students being intoxicated whilst in school and like nearly all incidences of NPS reported to the researchers, this involved synthetic cannabinoids. They had also received referrals of pupils found selling NPS at other schools. **The head teacher thought that fewer students were trying NPS than last year**, which she felt was the result of students getting a better understanding of the problems caused by their use after witnessing problems amongst their peers. However, this is anecdotal and we are unable to confirm one way or another.

What we'll do

- Where possible, local people's negative experiences of synthetic cannabinoid use and positive experiences of quitting / seeking help will be harnessed and used as **preventive and harm reducing messages and initiatives**.
- An **animation video** has been put together which will be aimed at young people between the ages of aged 16 and 25 years. This has been designed to act as **a generic warning** on the dangers of 'legal highs'. The animation has been created in partnership with two young people from Blackburn with Darwen who wanted to talk about their negative experiences of using synthetic cannabinoids. They were keen to deter others from using these substances and having the same negative experiences. We will consider the impact of this educational awareness raising tool with a view to creating more if successful.
- A specific **NPS training package** has been developed by the commissioned **CGL Inspire and Go2 services**. The training is being rolled out across BwD with an initial focus on Mental Health and Young People's Services, Dual Diagnosis Liaison Workers, the Salvation Army and Housing providers but with sessions planned for many more agencies and organisations including schools and year 4 medical students.
- The use of **social media** will be promoted to ensure Early Warning, Educational, Preventative and Harm Reduction messages are cascaded to a range of individuals and communities from across the life-course to ensure the negative impact of NPS becomes everybody's business.
- We will ensure the availability of **timely and accurate preventative and harm reduction advice** to both partner agencies and individual NPS users via our commissioned support services and networks of trained champions.

Thematic Area 3 - Improved Pathways to Appropriate Support, Treatment, Training and Workforce Development

What you said

“Mental health problems, depression, anxiety, feelings of suicide were escalated for some of the young men, both when they were using SPICE (synthetic cannabinoids) but more when they were trying to come off” (Manager, young person’s hostel).

“It was raining and he was convinced he would dissolve in the rain” (Staff, young person’s supported accommodation).

“When people want to stop, the side effects seem to go on for a couple of weeks, inability to sleep, nausea, the sweats the shakes, quite serious symptoms. Part of me thinks that I would doubt if they would be physically addictive, but part of me thinks it’s similar to crack in terms of the strong withdrawals” (Manager, young person’s drug service).

“One night he (a young man of 15) didn’t come home and we were really worried about him. He’d gone to his sisters, because he had been out to do the food shopping and he’d spent the lot, nearly £60 on legal highs, he had smoked the lot” (Manager, children’s home).

A police officer reported that out of about 20 incidents that she had dealt with within six months whilst working in the A&E Liaison Team, where individuals were suspected of using NPS, *“all but one of had kicked off”.*

What we know

- The researchers told us that a host of **physical problems** together with **emergency hospital admissions** were frequently reported among NPS users.
- Most of the professionals and users interviewed for the research study commented on what they saw as the addictive potential of synthetic cannabinoids. Both professionals and users consistently described the **severity of physical and psychological dependence**.
- Police A&E liaison officers reported that **violence** associated with synthetic cannabinoids was the norm rather than the exception.
- The range and rate at which new substances appear means that we need to **understand and respond differently** than we have done in the past when providing support, treatment and recovery interventions.
- The violence and aggression associated with synthetic cannabinoid use, in marked comparison to herbal cannabis, was reported by several other services. Hostel staff reported difficulties in giving first aid to a resident, heavily intoxicated with synthetic cannabinoids, due to violent outbursts.
- In order to tackle NPS and drug use effectively we need a **competent and confident workforce** supported with appropriate, evidence-based tools for assessment and intervention.
- There have been numerous regional and national conferences, workshops and other events specifically focussing on NPS which are helping in the establishing and sharing of 'best practice'.
- The national **Project NEPTUNE⁴** guidelines are now available to assist local professionals with the development of the local offer of support.
- There is a **need to reach out** to a range of people from across the life course, particularly targeting those that are not likely to have accessed traditional drug and alcohol services.
- Integrated Dual Diagnosis (substance misuse and mental health) provision for adults and young people still appears to be weak and of major concern, we need to do more to improve the integrated offer of support within a range of Health and Social Care developments.
- There is evidence to suggest that a cohort of traditional OCUs (Opiate and Crack Cocaine Users) are also choosing to use NPS and although they may have accessed treatment and support for their historical illicit drug use, additional NPS use presents a different challenge.

What we'll do

- We'll commission **expert services** that will work in partnership with us and all key stakeholders to ensure a well-informed, fully integrated offer of support across the Borough with regards to both primary and targeted prevention.
- We'll develop a clear, appropriate and **integrated treatment pathway for NPS users who are vulnerable, complex and/or problematic**; this will include existing and potential users of opiate and crack cocaine (OCUs), residents of hostels and HMOs (Houses of Multiple Occupation), drug using offenders and individuals with protected characteristics.
- **We'll also work with mental health commissioners** and service providers to review and develop an improved, appropriate and integrated dual diagnosis treatment and support pathway for adults and young people.
- Where NPS use is highly prevalent, we'll explore as a priority and with key partners, **hospital and prison discharge policies** for the more vulnerable individuals, to ensure access to appropriate support interventions alongside improved housing options.
- We will work with the CCG to **review the hospital liaison services** for both young people and adults, provided within the A&E and acute settings. This will ensure improved, informed and integrated interventions with ongoing support plans aligned to Transforming Lives and Early Action.
- We'll commission and ensure delivery of an **NPS training package**, making this available across Blackburn with Darwen. We will ensure an initial focus on mental health, young people's services and housing providers.
- Information about NPS will be included within other substance misuse related training where appropriate.
- We will seek opportunities for Substance Misuse Services to engage more effectively with both potential and existing service users who are recognised as using NPS in addition to the traditional problematic substances such as opiates or crack cocaine.

Thematic Area 4- Intelligence Led Enforcement

What you said

*****Please note, these quotes were recorded by Blackburn with Darwen researchers prior to the passing of The Act² (2016).***

"I was buying from (a headshop) but now it's cheaper from dealers than in the shops, same size deals but cheaper. Since coming out of prison I've bought off dealers, £5 a gram, you can get a lay-on if you've not got any money. Either ring them or see them in town and they deliver in 10 to 15 minutes" (Male respondent).

"He [the dealer] asks where you are and comes, wherever I am, in about 20-30 minutes".

"I wonder where this is going to go. We seem to be leading the North West (in addressing NPS sales) but none of us are addressing the online supplies, we don't have the resources" (Manager, Trading Standards).

... My fear about any action is if we shut the shops down it is just going to push it on to the streets ... but we had two nine year olds buying from shops and if we can prevent the young ones buying it they are less likely to be able to get it from a dealer" (Manager, young people's drugs service).

"Young people are reporting that legal highs are banned now, and I'm not going to challenge that belief" (Manager, young people's drug service).

"We have heard of one place (a headshop) where you pay your money at the counter and go round the back to an alley and meet a guy in a car who will give you what you have paid for. I don't really like that with young people" (Manager, young person's drug service).

"It used to always be (a headshop) and we could see when they run out of a particular brand, but now it's various shops or the Dry Cleaners, where they know they can get it under the counter" (Manager, child exploitation team).

What we know

The research study told us that:

- Initial Trading Standards action in Blackburn with Darwen led to **reduced sales via Headshops and a move to 'mobile vendors'** who could be contacted either by phone or through a Facebook page.
- School Nurses report that bags or loose **'legal highs' (synthetic cannabinoids) were being traded in schools.**
- Most respondents indicating NPS use bought them either from headshops and/or friends or dealers (two groups which have substantial overlap), but typically just once or twice. Along with other evidence, this suggests that **most were occasional users**, and that many **were experimental users** who had since 'given up'.
- Forensic analysis has found substances available online that are mis-described or with brand names giving **no information on contents.**
- To avoid consumer protection and similar legislation, internet suppliers were careful to avoid any indication that their products are intended for human consumption, so **dosage advice is offered in oblique wording**, if at all.
- Most professionals were unaware that the Trading Standards action had taken place or had not noticed any difference in availability. Others, however, said that the action had an initial albeit temporary effect, and for a while use of synthetic cannabinoids had dropped off. However, young people simply went further afield to buy NPS and diversification of the local market quickly replaced legitimate retail sales.

What we'll do

Since the research and needs assessment of Psychoactive Substances has been carried out in Blackburn with Darwen, there has been the introduction of the Psychoactive Substances Act (2016)². As a result, the focus of this priority action has changed somewhat, despite the findings of the needs assessment.

- An **NPS steering group** was established in BwD, providing an opportunity to enhance multi-agency collaboration around NPS retailing and enforcement. We will consider wider working across Pan Lancashire to ensure best use of intelligence and resource in addressing NPS in the future.

- We will consider opportunities for **identification of a budget** and a **multi-agency protocol for forensic analysis** of new or unidentified substances, taking into account national and regional opportunities for collaboration around this.
- Ensure that **communication and intelligence sharing** between Public Protection and Lancashire Constabulary continues to inform any necessary enforcement activity. We will utilise the PAM System and the wider integration developments to support this.
- Public Protection will continue to **support with combined approaches** to enforcement in partnership with Lancashire Constabulary including support with disruptive activities and support with resource and capacity. *The current Lancashire Police policy on NPS enforcement is in accordance with Home Office guidelines in that positive action will be taken against anyone producing or supplying any psychoactive substance (5)*
- Consideration of **targeted enforcement activities with HMOs** in Blackburn with Darwen based on any emerging intelligence. Using the Care Act 2014 - guidance for provision of suitable accommodation, Blackburn with Darwen will work with Landlords and Hostels' management to implement Quality Standards for temporary accommodation providers. Quality Standards will include: awareness of Drug and Alcohol services and the development of drug and alcohol policies and procedures. A Landlords Forum will be continued to allow for better communication/relationships between the LA and HMO/Hostel owners/managers. We will support ongoing developments of new, multi-agency integrated in-reach services to offer general health advice, accommodation advice, employment advice, substance misuse advice (including specific NPS advice) and onward referral where required, for those living in temporary accommodation.
- Will continue to ensure a number of problematic individuals and / or groups are targeted via assertive outreach interventions and positive partnership work.

Emerging Risks and Threats (points to note):

There are some emerging indications that the legislation passed in 2016 may have some unintended consequences and this is perhaps not surprising. Legislation alone is rarely, if ever, the sole answer to problems associated with substance use / misuse but as more of this evidence emerges, there may well be implications for the implementation of this local Framework.

A similar legislative approach to that in the UK has been used in other countries such as Ireland, Poland and Romania.

- In 2010, Ireland used this type of legislation to control the proliferation of retail outlets selling NPS, commonly known as “head shops”.
- In 2010, Poland amended its legislation to prohibit the placing on the market of “substitute drugs”, which was sanctioned with financial penalties.
- In 2011, Romania passed a law on counteracting operations with products suspected of having psychoactive effects, other than those stipulated in the regulations in force.

Two recent reports, from the Home Office and the European Monitoring Centre for Drugs and Drug Addiction say the ban in Ireland has led users to illegal street markets and the dark web. Closure of head shops may redirect the supply of NPS to Internet or “dark net” websites or to organised criminal groups and street dealers. Substance misuse workers there have expressed concerns that users will turn to heroin and prescription drugs instead and suggest that whilst closing head shops may well reduce harm to the general population, this may be maximising harm to another smaller group of people who as a result are now dealing with the black or criminal market. Possession of NPS substances remains legal (except in prisons), but their supply, possession with intent to supply, import and export have become criminal offences. Thus, the only means of obtaining substances that are in themselves legal to possess, is now through criminals.

It’s difficult to assess how successful the Irish ban has been as there has been no formal evaluation of the Irish Psychoactive Substances Act and data on such drug use is scarce although some surveys appear to show that NPS use in Ireland has increased. The European commission’s Eurobarometer survey found that NPS use in Ireland is the highest in the EU and that the use of legal highs among 16-24 year olds has risen. Asked whether they had used a legal high or NPS in the last year, 22% said yes in 2014, compared with 16% in 2011.

Further complications may arise as a result of the fact that in order to bring a prosecution under the The Act (2016), a drug must be forensically tested and proved to be psychoactive and this process causes some problems. So far, only five prosecutions have been brought under the Irish Act.

A letter from the Chair of Advisory Council on the Misuse of Drugs (ACMD) to the prime Minister July 2016 made the following cautionary comment on determining psychoactivity;

“I would like to re-iterate that psychoactivity in humans cannot be definitively established in many cases in a way that would definitely stand up in a court of law where a high threshold of evidence is required. There is currently no way to define psychoactivity through a biochemical test, therefore there is no guarantee of proving psychoactivity in a court of law. The only definitive way of determining psychoactivity is via human experience, which is usually not documented. “

To overcome this difficulty the Government has introduced a *Psychoactive Substances Forensic Strategy* within which a commercial supplier has been contracted to perform the testing for a range of Certified Drug Reference Standards (CDRS) of substances detected in the UK in the last year. A central agency will then test pure samples of drugs (“CDRS”) in a laboratory to see whether they are psychoactive. There remains however some doubt about the efficacy in law of this strategy as evidenced by the ACMD letter. As noted by a contributor to BarristerBlogger¹ in May last year; “In a criminal case proof that a substance is *likely* to be psychoactive is neither here nor there. A criminal conviction requires “*definitive*” proof”.

Costs

The onus of implementing various aspects of this The Act (2016) appears to fall on the police, Trading Standards and local authorities. In the debate at the Committee stage the issue of payment, for example the costs of testing, expert witnesses etc. was raised without any clear answers and certainly no commitment of funds coming from any new sources.

Drugwise, Feb 2016, A simple (ish) guide to the Psychoactive Substances Act

References

¹ Misuse of Drugs Act (1971) HM Government [online] available from <http://www.legislation.gov.uk/ukpga/1971/38/contents>

² Psychoactive Substances Act (2016) HM Government [online] available from <http://www.legislation.gov.uk/ukpga/2016/2/contents/enacted/data.htm>

³ The New Psychoactive Substances Review Expert Panel, September 2014 [online] available from

⁴ Project NEPTUNE, NPS clinic and psychosocial guidelines. <http://neptune-clinical-guidance.co.uk>

⁵ Lancashire Constabulary 17th January 2017, (policy position statement)

Add in a reference to the local needs Assessment

Acknowledgements to be added here

Appendix 1

**BLACKBURN WITH DARWEN
NEW PSYCHOACTIVE SUBSTANCES FRAMEWORK
ACTION PLAN 2017 – 2019**

THEMATIC AREA 1 - Improved Intelligence and Evidence

Key Actions	Key Deliverables	Progress Indicators	Organisation / Lead	Timescale
Take forward the recommendations from the commissioned study that has provided a robust evidence base regarding the local picture and extent of the challenge posed by NPS for Blackburn with Darwen.	Develop a robust mechanism for taking account of local, regional and national evidence and intelligence, incorporating evidence from the Early Warning System (EWS) run by the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA)	Mechanism designed and agreed across Lancashire	PH / PHE / wider Lancs partners	Ongoing with annual updates
	Implement the development of a multi-agency Local Drug Information System (LDIS) in accordance with PHE guidance, including the set-up of an online professional information network	PAN Lancs Steering Group established On-line information network active	PH / PHE / wider Lancs partners	End of 2017
	Establish methods of adding to the local body of evidence and intelligence	Methods agreed and established	Trading Standards / Police	Ongoing with annual updates
	Utilise intelligence gathered to plan targeted enforcement activities as required Also consider action within HMOs in Blackburn with Darwen - see also Thematic Area 4	Enforcement activity planned and undertaken Intelligence shared with key partners / steering group	Trading Standards/ Lancs Constabulary	Ongoing with annual updates

	Link to wider Drug Related Deaths and Preventable Harms work stream (PAN Lancs)	BWD share local findings and draft Framework with Pan Lancs group Attendance at Lancs meetings to incorporate findings and progress report back	PH	June 2017
THEMATIC AREA 2 - Improved Education and Prevention				
Key Actions	Key Deliverables	Progress Indicators	Organisation / Lead	Timescale
Improve awareness and understanding of NPS among VCFS groups, healthcare, social care, substance misuse and treatment professionals and the general public of harms relating to (the increasing number of) NPS related incidents.	Develop, monitor and evaluate the specific NPS training package developed by CGL Inspire and Go2 services	Target audiences who have taken up the offer of training and provided feedback Increased knowledge among the workforce and communities	CGL	Ongoing with quarterly updates

	<p>Together with partner agencies develop and implement preventive messages based on local intelligence and gathered data</p> <p>Review uptake and impact of the animation video(s) and planned awareness raising campaigns</p>	<p>Regular use of Social Media</p> <p>Recognition of awareness</p> <p>Feedback gathered and evaluated</p>	<p>BwD PH commissioners/CGL / Comms</p>	<p>Ongoing with quarterly updates</p>
	<p>Continue to develop the use of social media to promote early warning /harm reduction messages</p>	<p>Via contract monitoring</p>	<p>CGL</p>	
THEMATIC AREA 3 - Improved Pathways to Appropriate Support, Treatment, Training and Workforce Development				
Key Action	Key Deliverable	Progress Indicator	Organisation / Lead	Timescale
Work in partnership with all key stakeholders to ensure a well-informed, fully integrated offer of	Assess uptake and use of Project NEPTUNE ⁴ guidelines locally amongst partner agencies	Guidance in use	BwD PH	Sep 2018

support across the Borough with regards to both primary and targeted prevention	Review treatment and support pathways, with particular focus on hospital and prison discharge policies and hospital liaison services Review the hospital liaison services provided within A&E and acute settings, to ensure improved and integrated interventions and forward support planning in line with Transforming Lives and Early Action	Pathways reviewed and refined. Improved engagement of hospital and prison discharges with CGL services / MEAM etc	PH / CCG /CGL/ VPLS	June 2018
	Improved access and engagement to support from population not normally accessing services	Increased access from a range of diverse groups specifying NPS use at the point of entry to support	BwD PH / CGL	
	Commission and deliver an NPS training package (see also Thematic Area 2) Initial focus for delivery on: <ul style="list-style-type: none"> • Mental Health • Young People • Housing providers/services 	Take up of training from these agencies	CGL	
THEMATIC AREA 4 - Intelligence Led Enforcement (Links to Thematic area 1)				

Key Actions	Key Deliverables	Progress Indicators	Organisation /lead	Timescale
Take every opportunity to enhance multi-agency collaboration around NPS retailing and enforcement, including consideration of wider working across Pan Lancashire to ensure best use of intelligence and resource in addressing NPS in the future.	NPS Steering Group to plan and co-ordinate activity	Group established	PH, PPU, Lancs Constabulary	April 2017
	Review remit of NPS Steering Group and extend to Pan Lancs	Incorporation into Pan Lancs Preventable Harms and DRD group Share BwD Framework for consideration of adoption	BwD PH	June 2017
	Consider opportunities to identify a budget for forensic analysis of new or unidentified substances	Assurance that analysis is being captured	Police / Trading Standards / PPU	Mar 2018
	Agree a multi-agency protocol to share experience and intelligence	Utilisation of the PAM System to support communication and intelligence sharing between Public Protection and Lancashire Constabulary	Police / Trading Standards / PPU	June 2017 ?
	Review intelligence from schools (to include from school nurses?) regarding trading of NPS in schools (as closure of head shops would be expected to reduce opportunistic trade for this type of user.)			

Mitigation of ongoing risks and threats				
Key Actions	Key Deliverables	Progress indicators	Organisation /lead	Timescales
Take account of uncertainties and unintended consequences arising from introduction of Psychoactive Substances Act	In association with Lancs Constabulary, monitor prosecutions under new Act	A comprehensive understanding across PAN Lancashire of the impact of the act	Lancs Constabulary	Ongoing
	Monitor and review numbers accessing services with NPS use profiles and associated problems	Contract monitoring to provide a comprehensive understanding	BwD PH /CGL	Ongoing
	In association with Trading Standards, monitor closure of Head Shops and triangulate with any statistical rise in reporting of NPS related problems	Regular feedback from Trading Standards and Police	BwD PH	Ongoing

EXECUTIVE BOARD DECISION



REPORT OF:	Executive Member for Health and Adult Social Care
LEAD OFFICERS:	Director of Public Health
DATE:	13th April 2017

PORTFOLIO/S AFFECTED:	All
WARD/S AFFECTED:	All
KEY DECISION:	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

SUBJECT: Blackburn with Darwen Integrated Sexual Health Strategy (2017 – 2020)

1. EXECUTIVE SUMMARY

The Blackburn with Darwen (BwD) Integrated Sexual Health Strategy is an ambitious and inclusive approach to sexual health with high expectations of all of key partners to consider prevention and positive sexual health promotion. The priorities of the strategy will also ensure high quality education, treatment and care for those who need it. It aims to provide a coherent, integrated strategic approach to the promotion of good sexual health and positive sexual relationships across communities.

The strategy will inform multi-agency planning and commissioning decisions to ensure resources are effectively targeted to reduce sexual health inequalities within the borough. The economic costs associated with poor sexual health and risk taking behaviours are significant and with the increasing pressure on the health and social care system, prevention must be a priority.

Public Health has provided strategic leadership and co-ordination and has a key role in leading the development of the BwD 'Integrated Sexual Health' strategy to ensure senior level multiagency ownership and co-ordinated local action. The three year strategy (2017-20) adopts a life course approach, aligned to the three Health and Wellbeing life stages of Start Well, Live Well and Age Well. Local priorities have been informed by a wide range of stakeholders and the public through a range of consultations, including face-to-face consultation, national guidance and evidence of what works.

The Blackburn with Darwen Integrated Sexual Health Strategy provides a framework for action across the life-course to:

- Build knowledge and resilience among young people
- Improve sexual health outcomes for young adults aged between 16 – 24 years
- Ensure all adults have access to high quality services and information including those between the ages of 25 and 49 years
- Ensure people over 50 years remain healthy as they age
- Prioritise prevention
- Reduce rates of sexually transmitted infections among people of all ages
- Reduce onward transmission of and avoidable death from Human Immunodeficiency Virus (HIV)
- Reduce unwanted pregnancies among all women of fertile age
- Ensure all women requesting an abortion are offered the opportunities to discuss their options

and choices with trained counsellors

- Continue to reduce the rate of under 16 years and 18 years conceptions
- Prevent harmful sexual relationships and sexual abuse.

It provides an approach to health improvement that recognises the contributions that can be made across all sectors of our society. It draws on local experience and research evidence, aiming to promote improved healthy life expectancy as well as improved physical and health and wellbeing.

The local authority is mandated to provide a range of quality sexual health interventions but is also expected take a wider lead on this agenda by influencing and engaging with the many partners and stakeholders who are integral to the success of the strategy. Through this leadership the local authority will advocate a coordinated approach with all partners to have a wide reaching, positive effect on the health of the local population.

The Integrated Sexual Health Strategy expert reference group which is multi-agency, will lead and monitor progress on the implementation of the action plan, and report to the Health and Wellbeing Board sub groups (Start Well, Age Well, Live Well as appropriate), with accountability to the Health and Wellbeing Board.

This Strategy will remain a focus for Blackburn with Darwen for the next three years or until such time as an overarching Sexual Health Strategy can be considered on a wider, partnership basis across Pan Lancashire. The draft strategy and action plan can be viewed on the following website:
<http://www.blackburn.gov.uk/Pages/Public-health.aspx>

2. RECOMMENDATIONS

That the Executive Board:

- Notes that sexual health is a significant public health issue requiring cross portfolio and senior level leadership and commitment to improving levels of sexual health across the borough.
- Notes that the Council has a responsibility to improve access to a range of education and prevention offers, quality interventions, and to encourage self-care via council, partners and stakeholders.
- Approves the three year Integrated Sexual Health strategy and action plan.

3. BACKGROUND

The vision for the Blackburn with Darwen Integrated Sexual Health Strategy is to 'Promote sexual health wellbeing and positive relationships for all residents of Blackburn with Darwen through a comprehensive, inclusive and strategic approach'.

The multi-agency strategy has been developed through shared ambitions aligned with the National Framework for Sexual Health Improvement in England and reinforces the paradigm shift in health care and public health toward a greater focus on prevention.

The following principles underpin the strategy:

- Prioritising the prevention of poor sexual health
- Strong leadership and joined-up working
- Focusing on outcomes
- Addressing the wider determinants of sexual health
- Commissioning high quality services, with clarity about accountability
- Meeting the needs of more vulnerable groups as per the strategy
- Providing good-quality intelligence about services and outcomes for monitoring purposes
- The strategy is grounded in sound research/insights/evidence.

What we know:

The following examples continue to create a significant risk if not addressed via the implementation of a coherent and comprehensive sexual health strategy:-

- There is correlation between rates of new **sexually transmitted infections** and socio-economic deprivation. The relationship between sexually transmitted infections is probably influenced by a range of factors such as the provision of, and access to, health services, education, health awareness, health-care seeking behaviour and sexual behaviour.
- **Reinfection with sexually transmitted infections** is a marker of persistent risky behaviour. Locally, an estimated 6.9% of women and 7.0% of men presenting with a new sexually transmitted infections during the 5 year period from 2011 to 2015 became re-infected with new sexually transmitted infections within 12 months.
- **Late diagnosis** is the most important predictor of HIV related morbidity. Locally, 75% of HIV diagnoses were made at a late stage of infection (2013 - 2015).
- **Abortion rates** are indicators of lack of access to chosen quality contraception services and advice, as well as problems with individual use of contraceptive method. In Blackburn with Darwen the total number of abortions in 2015 was 539. Among women under 25 years who had an abortion in that year, the percentage of those who had ever had a previous abortion was 22%.
- **Children born to teenage mothers** have a 45% higher risk of infant mortality and a 63% higher risk of living in poverty. Blackburn with Darwen achieved a 65% reduction in the under 18 conception rate, compared to a 51% reduction in England (1998 – 2014).
- In Blackburn with Darwen approximately 12% of the population is thought to have 4 or more **adverse childhood experiences** (ACEs). Local evidence suggests that a person is 30 times more likely to have contracted or ever had a sexually transmitted infections if they have 4 or more ACEs

Local Mission:

- To provide education, support and services which encourage good sexual health
- To create a culture that is inclusive and accurate, providing sex education, information, and advice, supporting informed choices about sexual health free from coercion, discrimination, or stigma
- To develop appropriate, relevant, respectful, and user-friendly prevention and treatment services, preventing sexual ill health and effectively treating the consequences of sexual ill health
- To promote timely and expert support to services and communities.

There are numerous national and local drivers which support a comprehensive strategic policy approach to addressing these cross cutting agendas, these include:

- *NHS 5 Year Forward View* (2014);
- Blackburn with Darwen Health and Wellbeing Strategy (2015-18)
- Pennine Lancashire Transformation Together: A Healthier Future Programme
- A Framework for Sexual Health Improvement in England 2013
- Public Health Outcomes Framework 2014-15 (Department of Health, 2014)

4. KEY ISSUES & RISKS

The purpose of the Sexual Health Strategy is to meet the needs of Blackburn with Darwen residents, to address poor sexual health and make a positive impact on addressing health inequalities.

A number of examples relating to ongoing risks of poor sexual health have already been explained in

the background section of this paper. There is a significant need to improve sexual health outcomes across the community in line with a number of key performance indicators (KPIs) which are built into this strategy and local commissioned activity.

Examples of the KPIs are listed below and the risks associated with poor performance will be mitigated via the implementation of this local coherent and comprehensive integrated sexual health strategy:-

The strategy aims to address the improved performance which will include: -

- Improvement of new to follow up Sexually Transmitted Infection (STI) treatment ratios
- Improvement of HIV screening
- Reduced late diagnosis of HIV
- Improve rates of positive STI screens
- Improve rates of usage for long acting reversible contraception
- Improve chlamydia diagnosis rate

5. POLICY IMPLICATIONS

The Sexual Health Strategy is in line with current guidance from relevant professional bodies including; Faculty of Sexual and Reproductive Healthcare (FSRH), British Association for Sexual Health and HIV (BASHH), British HIV Association (BHIVA), Medical Foundation for HIV & Sexual Health (MEDFASH), Royal College of Obstetricians and Gynaecologists (RCOG) and National Institute for Health and Care Excellence (NICE) and relevant national policy and guidance issued by the Department of Health and Public Health England. It has been aligned to both local and national recommendations and guidelines for improving sexual health across the life course in line with and BwD's Health and Wellbeing strategy.

The action plan has been developed in line with national policies and guidelines and local priorities as derived from the extensive consultation work undertaken.

In addition to the key drivers, the strategy and action plan will take into account the following legislation, policies and strategies listed below:

- Health & Social Care Act 2012
- Public Health Outcomes Framework 2014-15 (Department of Health, 2014)
- Fair Society, Healthy Lives. A strategic review of health inequalities in England post 2010 (The Marmot Review, 2010)
- Blackburn with Darwen Health and Wellbeing Strategy 2015-18
- Blackburn with Darwen Integrated Sexual Health Strategic Needs Assessment 2013

6. FINANCIAL IMPLICATIONS

Public Health outcomes and programmes as identified through the strategy action plan will be largely funded through the Department of Health Public Health Grant, with NHS England and Clinical Commissioning Group (CCG) funding clinical and specialist NHS healthcare services. Additional external funding opportunities will continue to be sought for new projects. The Council's Social Determinants of Health agreements which may have a positive impact on the delivery of this strategy are monitored by the public health team via the Management Accountability Framework (MAF).

The Department of Health Public Health Grant is currently ring fenced for prevention services and programmes whereby Local Authorities are audited via the Director of Public Health and the Council's Director of Finance to ensure it used in line with the grant criteria.

Public Health currently funds a range of sexual health programmes which are supportive of the aims of this strategy, the majority of which are delivered by externally commissioned services. Sexual health represents a significant proportion of the overall Public Health Grant in Blackburn with Darwen.

In March 2016, a prime provider service contract was awarded externally for the provision of Integrated Sexual Health Services across the life course. The financial value of the initial three year contract is £2,797,200. Additional funding is also allocated annually for activity based interventions provided via GPs and Pharmacies with regards to Local Improvement Services. In 2017-18 the amount of expenditure forecast is in the region of £89,400 with an additional potential cost for out of area sexual health primary Genito-Urinary Medicine (GUM) intervention payments (although this is currently being reviewed). The cost of out of area payments in 2016-17 was allocated at £45,000 with the service predicting a year end out turn of £35,000.

The above financial plan is aligned to the budget strategy for 2017-18 and all delivery costs associated are supported by the Department of Health Public Health ring fenced grant.

7. LEGAL IMPLICATIONS

The local authority's responsibilities for commissioning sexual health services are detailed in The Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013.

Regulation 6 requires local authorities to arrange for the provision of: -

open access sexual health services for everyone present in their area 1) covering free sexually transmitted infections (STI) testing and treatment, and notification of sexual partners of infected persons; and 2) free contraception, and reasonable access to all methods of Contraception and advice on avoiding unintended pregnancy.

The Local Authority, in performing its health service functions, must have regard to the NHS Constitution in accordance with section 2 of the Health Act. 2009.

8. RESOURCE IMPLICATIONS

Public health will chair the Integrated Sexual Health Strategy Expert Reference Group and coordinate the reporting against the action plan on behalf of all stakeholders on an annual basis. A large proportion of the contribution to public health outcomes as identified within the strategy and action plan will be delivered through the public health commissioned sexual health prime provider service. This contracted service is monitored closely by the Public Health Team and through specified key performance indicators.

In addition to the delivery of direct primary prevention services, there will be a cost relating to staff time from across a range of council departments and Executive Member portfolios, to draw upon the council's powers and responsibilities for developing and implementing local policy changes to support the aims of the strategy.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board Members need to consider the HIA associated with this item in advance of making the decision



March 17 Sexual
Health Strategy and /

10. CONSULTATIONS

Extensive consultation has taken place with key partners and stakeholders as part of the development of the Integrated Sexual Health Strategy over the last two years.

Consultation via the Sexual Health Expert Reference Group with the CCG, NHS England, Public Health England and a range of service providers from both the statutory and Voluntary, Community and Faith Sector (VCFS) has been ongoing throughout the development of this strategy. In addition the Commissioners have requested that local providers liaise and consult with their service users to provide feedback from members of the public who are likely to be impacted by the implementation of this strategy. This work continues to be a priority focus within the current commissioning arrangements to ensure continuous service development in line with service user feedback.

A series of audits with our local providers has been agreed to ensure quality and equity of service provision and will develop the implementation of the strategy on a flexible basis to take on board regular feedback from members of the community.

The draft strategy and action plan have been produced as a result of ongoing consultation during 2016. The consultation have also included the following:

- Stakeholder Engagement and face to face/email engagement with individual stakeholders
- Senior Policy Team briefings across relevant portfolios
- Quarterly Integrated Sexual Health Expert Reference Group meetings
- Clinical Commissioning Group Protected Learning Time events (delivered via the contracted service provider / clinical leads)
- Clinical Commissioning Group Operations Group
- The Families Health & Wellbeing Consortium and Older People's Forum and Age UK
- Blackburn with Darwen Health and Wellbeing Board, Live Well Board and Children's Partnership Board

Intelligence gathered through the BwD Integrated Strategic Needs Assessment (ISNA) and subject specific ISNAs has also informed the action plan.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	2.0
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CONTACT OFFICER:	Karen Cassidy
	Cathy Fisk
DATE:	3rd March 2017
BACKGROUND PAPER:	Integrated Sexual Health Strategy and Action, Plan on a Page and Equality Impact Assessment Checklist



Blackburn with Darwen Integrated Sexual Health Strategy 2017-2020

Version 10

DRAFT

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A big thank you to all those who contributed to this strategy

Blackburn with Darwen (Blackburn with Darwen) Integrated Sexual Health Strategy

1. Vision

'To promote sexual health wellbeing and positive relationships for all residents of the Borough of Blackburn with Darwen through a comprehensive, inclusive and strategic approach'

1.1 Mission:

- To provide education, support and services which encourage good sexual health.
- To create a culture that is inclusive and accurate, providing sex education, information, and advice, supporting informed choices about sexual health free from coercion, discrimination, or stigma.
- To develop appropriate, relevant, respectful, and user-friendly prevention and treatment services, preventing sexual ill health and effectively treat the consequences of sexual ill health.
- To promote timely and expert support to services and communities.

1.2 Key Principles

Shared ambitions and narrative are critical to the success of this strategy. These shared ambitions are aligned with the National Framework for Sexual Health Improvement in England, NICE guidance, the Blackburn with Darwen Integrated Strategic Needs Assessment (ISNA)¹ and the Public Health England Sexual and Reproductive Health Profiles for Blackburn with Darwen.² This strategy will also reinforce the paradigm shift in health care and public health toward a greater focus on prevention. The following principles underpin this strategy:

- Prioritising the prevention of poor sexual health.
- Strong leadership and joined-up working.
- Focusing on outcomes.
- Addressing the wider determinants of sexual health.
- Commissioning high quality services, with clarity about accountability.
- Meeting the needs of more vulnerable groups: E.G. Young people, lesbian, gay, bisexual and transgender, travellers, immigrants, teenage mothers, Asian heritage, asylum seekers, homeless, sex workers, young people in the care system and black, minority and ethnic groups.
- Provide good-quality intelligence about services and outcomes for monitoring purposes.
- The strategy is grounded in sound research/insights/evidence.

¹ <https://www.blackburn.gov.uk/Lists/DownloadableDocuments/Sexual-Health-JSNA.pdf>

² <https://fingertips.phe.org.uk/profile/sexualhealth/data#page/0/qid/8000057/pat/6/par/E12000002/ati/102/are/E06000008>

2. Introduction

Sexual health is defined as:

'A state of physical, emotional, mental and social well-being in relation to sexuality; it is not merely the absence of disease, dysfunction or infirmity. Sexual health requires a positive and respectful approach to sexuality and sexual relationships, as well as the possibility of having pleasurable and safe sexual experiences, free of coercion, discrimination and violence'.³

Sexual wellbeing is defined as:

'The capacity and freedom to enjoy and express sexuality without fear of exploitation, oppression or emotional harm: it's not just about using contraception or avoiding infections'⁴

Promoting sexual health within the Borough of Blackburn with Darwen is intrinsic to achieving the aims of the Blackburn with Darwen Corporate Plan,⁵ in particular:

- Improving sexual health and well-being.
- Improving outcomes for our young people – education and skills.
- Safeguarding the most vulnerable people.

This strategy is an ambitious and integrated approach to sexual health with high expectations of all of services from prevention and sexual health promotion through to treatment and care. It aims to provide a coherent, integrated strategic approach to the promotion of good sexual health and care. The main purpose is to inform multi-agency planning and commissioning decisions to ensure resources are effectively targeted at reducing sexual health inequalities within the Borough.

This is a fluid document and will continue to evolve, change and be modernised to meet the needs of Blackburn with Darwen residents. The overarching aspiration is to address poor sexual health which in turn is the motivation to make a positive impact on addressing inequalities. To achieve this Blackburn with Darwen will optimise the use of available resources and share the burden of engagement. The Strategy integrates short, medium and long term local and national priorities for 2017-2020.

Assessing the present situation for some areas such as sex education, how much is known about prevention and measuring the level of knowledge within a community is very complex and takes a long time to gather. Therefore, current performance and knowledge based on local intelligence and routinely collected data has been used to determine the direction of this strategy. This has been derived from a verity of processes including consultation, data analysis and current performance.

3. Sexuality

Sexuality is broader than sexual activity. It encompasses all the things that make us who we are. Shaped by culture, history, values, education and experience, our sexuality influences our views of individuality, family, parenthood, and community.

From a young age, children are exposed to sexual imagery and language in their environment, and their bodies are experiencing and developing sexual

³World Health Organisation http://www.who.int/reproductivehealth/topics/sexual_health/sh_definitions/en/ (accessed May 2015)

⁴Family Planning Association, 2004

⁵<https://www.blackburn.gov.uk/Lists/DownloadableDocuments/corporate-plan.pdf> (accessed May 2015)

responsiveness. Their curiosity is inevitable, and sex education should clarify, not confuse, the issues for them.

Adolescence is a particularly stressful and confusing time as both physical and cognitive aspects of sexual expression begin to align, and the opportunities for personal decision making expand. Sexuality begins to be a significant part of relationship experiences. We want those relationships to be healthy and safe, as they are the training ground for life as an adult.⁶

Over the past few decades there has been a marginal positive shift in attitudes towards sex and sexual health issues, particularly in regard to young people's and women's sexuality and that of gay and bisexual men and black and minority ethnic communities. However, there is still evidence of negativity and ambivalence towards attitudes about sex. This is represented by the mass media collusion with the sexualisation of young people and lack of promotion of positive sexual health and competencies to be safe, happy and informed. This is against the backdrop of increasingly easy access to pornography and portrayal of unhealthy sexual relationships creating social stereotypes for both men and women that can result in unhealthy social and physical behaviours. What we know is if we adequately educate all members of the community about sex and relationships in a comprehensive, accurate, and timely manner we remove the need for people to pursue advice from less well informed and inaccurate sources.

4. Sex Education

Following a recent review of sex and relationship education (SRE) / Personal, social, health and economic (PSHE) (Brook, 2015)⁷ within schools in Blackburn with Darwen, all schools identified SRE as very important and most schools are delivering some SRE but not in a coordinated or uniform way. Over the past 20 years, young people have increasingly identified school lessons as their main source of information about sex, although they continue to report needing more information on a broad range of topics. The findings support the nationally expressed need for improved sex and relationships education in schools alongside greater involvement of parents and health professionals.⁸

5. Harmful Sexual Behaviours, Sexual Exploitation, Rape and Sexual Abuse

Rape, sexual abuse, sexual exploitation and child sexual exploitation (CSE) are forms of abuse, as part of this strategy, they are highlighted in terms of safeguarding of those at risk of exploitation and ensuring all providers are confident in identifying and supporting, where necessary those exploited. Exploiters have power over children / victims by virtue of their age, gender, intellect, physical strength and/or economic or other resources.

⁶ <http://www.natsal.ac.uk/home.aspx>

⁷ Brook (2015) Developing a prevention model around improving work planning for Sex and Relationships and Drug Education in school settings

⁸ Tanton, c et al. Patterns and trends in sources of information about sex among young people in Britain: evidence from three National Surveys of Sexual Attitudes and Lifestyles. *BMJ Open* 2015;5:e007834 doi:10.1136/bmjopen-2015-007834

Child sexual exploitation (CSE) involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' as a result of performing sexual activities and / or other performing sexual activities on them. There is a growing trend in the use of technology and abuse can occur through the use of technology without the child's immediate recognition. Child sexual exploitation exists within all layers of society. Boys as well as girls are sexually exploited, and they come from all ethnic backgrounds, religions and socioeconomic groups. Similarly, the perpetrators can come from all walks of life.

Violence, coercion and intimidation are common. Involvement in exploitative relationships is characterised in the main by the child or young person's limited availability of choice⁹.

As more is understood about sexual exploitation and its forms, professional training will be key in ensuring the entire workforce is confident in dealing with the issue. Sometimes the young person may be above the age of legal consent and professionals wrongly assume there is nothing they can do. This is often made more complicated by the fact that some young people do not think they are being exploited due to the coercive nature of the abuse.

There is also a need for professional support for those who have experienced rape and sexual abuse /exploitation for both adults and children.

6. Inequalities

The human and financial costs of sexual ill health are inestimable requiring continual focus on primary and secondary preventative measures throughout relevant care pathways.

There is robust evidence associating poor sexual health with deprivation, this is supported by local data showing areas of inequalities exist within Blackburn with Darwen. The burden of ill sexual health is not equally distributed across the Borough as illustrated in the 2013 ISHA.¹

7. Adverse Childhood Experiences (ACEs)

A set of complex related experiences that a child is exposed to during their childhood.

- 5 Direct: Physical, Sexual, Emotional Abuse; Physical and Emotional Neglect
- 5 Indirect: Within a household with Incarceration; Parental Separation or Divorce; Substance Misuse; Mental Illness; Domestic Violence

There is a strong, positive, dose-response relationship between the number of ACEs and poor health and social outcomes. If ACEs were prevented, the prevalence of health harming behaviours would reduce significantly and the prevalence of a range of diseases would reduce.

Based on **local** evidence, the dose-response relationship between ACEs and poor health and social outcomes is similar to national evidence. ACEs are endemic; they are common across our population. Approximately 50% of our population has at least 1 ACE and 12% of our population has 4+ ACEs. There is strong evidence to bring Adverse Childhood Experiences across The WHOLE SYSTEM to bring about change and to improve the poor health and social care outcomes.

⁹DCSF 2009 Safeguarding Children and Young People from Sexual Exploitation (Supplementary guidance to Working Together)

In Blackburn with Darwen around about 12% of the population is thought to have 4 or more ACEs. Wider evidence suggests that a person is 30 times more likely to contract sexually transmitted infections if they have 4 or more ACES. Also, a person is 4.5 times more likely to get pregnant or get someone accidentally pregnant under the age of 18 years.

8. Local Context

Overall Blackburn with Darwen compares well with other areas with diagnosing and treatment but less favourable with screening and early detection for HIV. A contract was awarded in 2016 for an Integrated Sexual Health Service to provide a comprehensive open access sexual health services including free STI testing and treatment, which includes HIV, notification of sexual partners of infected persons and free provision of contraception. (Detailed national and local performance).^{2,10}

A comprehensive Integrated Strategic Needs Assessment – *Local Strategic Review of Sexual Health -Sexual Health Needs Assessments* (ISNA) have been undertaken within Blackburn with Darwen in July 2013,¹ the data presented has been used to inform the development of this strategy alongside the Public Health England Sexual and Reproductive Health Profiles for Blackburn with Darwen.²

Figure 1 illustrates identified key areas, which are performing well, average and worst compared with the national average.

Compared with benchmark: Better Similar Worse

Lower Similar Higher

Indicator	Period	England	North West region	Blackburn with Darwen
Syphilis diagnostic rate / 100,000	2015	9.3	6.2	1.4
Gonorrhoea diagnostic rate / 100,000	2015	70.7	42.6	11.6
Chlamydia detection rate / 100,000 aged 15-24 (PHOF indicator 3.02)	2015	1887	2328	2820
Chlamydia proportion aged 15-24 screened	2015	22.5	25.5	28.6
All new STI diagnoses (exc Chlamydia aged <25) / 100,000	2015	815	715	657
HIV testing coverage, total (%)	2015	67.3	51.9	71.9
HIV late diagnosis (%) (PHOF indicator 3.04)	2012 - 14	42.2	45.8	46.2
New HIV diagnosis rate / 100,000 aged 15+	2014	12.3	9.9	2.6
HIV diagnosed prevalence rate / 1,000 aged 15-59	2014	2.22	1.71	1.02
Population vaccination coverage - HPV (%) (PHOF indicator 3.03xii)	2013/14	86.7	88.9	90.3
Under 25s repeat abortions (%)	2014	27.0	26.8	26.6
Abortions under 10 weeks (%)	2014	80.4	82.0	77.7
Total prescribed LARC excluding injections rate / 1,000	2014	50.2	49.1	44.5
Under 18s conception rate / 1,000 (PHOF indicator 2.04)	2014	22.8	26.8	20.4
Under 18s conceptions leading to abortion (%)	2014	51.1	52.5	44.3
Sexual offences rate / 1,000 (PHOF indicator 1.12iii)	2014/15	1.40	1.37	1.57

Figure 1 Blackburn with Darwen performance against regional and national performance (2014 / 2016)¹⁰

Performing **well** compared with the rest of England:

- Chlamydia detection rate aged 15-24
- Chlamydia diagnostic rate
- Chlamydia diagnostic rate aged 25 +
- Chlamydia proportion aged 15-24 screened
- HIV testing coverage, total
- HIV testing coverage, women
- New HIV diagnosis rate aged 15+
- Syphilis diagnosis rate
- Gonorrhoea diagnosis rate
- Diagnosis genital herpes rate
- All new STI diagnosis (excluding Chlamydia <25)
- STI testing positivity (exc Chlamydia aged <25)
- SRH Services prescribed LARC excluding injections rate
- Under 16s conception rate

Performing **average** compared with the rest of England:

- HIV testing coverage, MSM
- HIV testing, women
- HIV diagnosis prevalence rate 15-59
- HIV late diagnosis
- Genital warts diagnosis rate
- New STI diagnosis rate
- Abortions under 10 weeks
- Under 25s repeat abortions
- Total abortion rate
- Ectopic pregnancy admissions rate
- Under 18s conception rate
- Under 18s conceptions leading to abortions
- Under 18s births rate

Performing **worst** compared with the rest of England:

- HIV testing coverage, men
- HIV testing uptake, total
- HIV testing uptake, MSM
- HIV testing uptake, men
- Proportion of TB cases offered a HIV test
- STI testing rate (excluding Chlamydia aged <25)
- Total prescribed LARC excluding injections rate
- GP prescribed LARC excluding injections rate
- GP prescribed LARC rate
- Pelvic Inflammatory disease rate admissions rate

10

<http://fingertips.phe.org.uk/profile/sexualhealth/data#page/0/gid/8000057/pat/6/par/E12000002/at/i/102/are/E06000008/iid/90742/age/1/sex/4> (accessed July 2016)

8.1 Sexually Transmitted Infections

Sexually Transmitted Infections (STIs) cause significant morbidity ranging from the acute and chronic disease manifestations of HIV, to complications such as pelvic inflammatory disease, ectopic pregnancy and tubal factor infertility and cervical cancer.

Within Blackburn with Darwen, over the past five years rates the rate of gonorrhoea diagnosis increased, the rate of herpes diagnosis has slightly dropped, diagnosis of syphilis has remained fairly even and diagnosis of genital warts has decreased.

In 2015, 1163 new sexually transmitted infections were diagnosed in residents of Blackburn with Darwen, the majority in young people aged 15-24 (45%).

8.2 Teenage Pregnancy

Since 1998 Blackburn with Darwen has achieved a drop from 58.2 per 1,000 to 20.4 per 1,000 (2014).¹¹ The national target, set in 2000, aimed to reduce the national rate by 50%. Blackburn with Darwen has reduced the local rate by 65%. The local strategy has achieved a very creditable reduction.

8.3 Chlamydia Screening

The Public Health Outcomes Framework includes an indicator to assess progress in controlling Chlamydia in sexually active young adults. This recommends local areas achieve an annual Chlamydia detection rate of at least 2,300 per 100,000 15-24 year old resident population.

From 2014 to 2015 the detection rate for chlamydia increased from 1854 per 100,000 to 2820 per 100,000 with the detection rate in girls almost doubling (2226 to 4536).¹² This may be a result of targeted work with hard to reach groups and training of peer Educators and Sexual Health Ambassadors.

8.4 Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome

The Public Health Outcomes Framework includes an indicator to assess progress in achieving earlier Human immunodeficiency virus (HIV) diagnoses. It is evident in Blackburn with Darwen that treatment and care is well established, however, it is also evident that there are delays in early testing for HIV with 75.0% of HIV diagnoses made at a late stage of infection between 2013 and 2015.

9. Key Priorities for Success

For a successful Blackburn and Darwen Strategy services need to work together. The strategy needs to be driven in collaboration and requires commissioners and

¹¹

<http://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/conceptionandfertilityrates/dataset/conceptionstatisticsenglandandwalesreferencetables>

¹² <http://www.nepho.org.uk/pdfs/sexualhealth/E06000008.pdf>

service providers to hear what the residents need and be open to critically appraising services, performance and outcomes.

The strategy is based on the ten priorities laid out in the National Framework for Sexual Health Improvement (plus one additional local priority concerning unhealthy sexual relationships and sex crimes). These priorities are mapped against a life course of Start Well (0-25), Live Well (26-50) and Age Well (50+) as defined in the Blackburn with Darwen Health and Wellbeing Board Strategy Plan (figure 2).

Blackburn with Darwen Joint Health & Wellbeing Strategy Refresh 2015 – 2018:					
Our Approach:					
<ul style="list-style-type: none"> ➢ Tackle the wider determinants of health and wellbeing ➢ Focus on things we can do together to make the biggest difference ➢ Evidence based action across the life course 					
Challenges	Principles	Cross cutting themes			Priorities
Continuing poverty, deprivation and disadvantage Increasing inequalities in unemployment and worklessness Increasing harmful impact of alcohol Poor quality and diversity of housing High levels of fuel poverty Poor health outcomes in children High premature mortality and disability from long term conditions Increasing numbers of older people needing support to remain socially included and independent Significant sections of the population socially isolated	<ul style="list-style-type: none"> • Work together • Build on strengths (assets) • Good governance • Integration • Addressing inequalities (fairness) • Health in all policies including social value 	Identification, prevention & early intervention	Promoting positive mental health & wellbeing	Reducing poverty & financial inclusion	Start Well (0-25yrs): <ol style="list-style-type: none"> 1. Ensure an effective multi-agency Early Help offer provides the right help at the right time 2. Support families through a consistent approach to parenting skills and support 3. Improve children and young people's emotional health and wellbeing 4. Embed routine enquiries about childhood adversity into everyday practice Live Well (people of working age): <ol style="list-style-type: none"> 1. Develop and support opportunities for employers to improve workplace health and wellbeing 2. Ensure people have opportunities to live in healthy homes and neighbourhoods 3. Encourage people to take control of their own health and wellbeing Age Well (50+): <ol style="list-style-type: none"> 1. Develop BwD as a dementia friendly community 2. Increase support to reduce social isolation and loneliness 3. Tackle the wider determinants of health of older people including finance, employment, housing and fuel poverty 4. Develop the local integrated service offer to promote independence
OPPORTUNITIES/DRIVERS /ENABLERS		Locality Working, Transforming Lives, Welfare Reform, ISNA, Early Help, Social Value Act, Better Care Fund, Adverse Childhood Experiences (ACE), other			OUTCOMES & PROXY MEASURES

Figure 2 Blackburn with Darwen Health and Wellbeing Board Strategy Plan 2015-2018

Success of the strategy is based on each priority meeting the three principals of effectiveness:

Participation - community, service users, service providers and commissioners.

Prevention.

Performance management - robust interpretation and review of current services, demographics and epidemiological data (local and national).

10. Commissioning

The National Framework for Sexual Health Improvement – March 2013 – clearly outlines the Governments mandate for sexual health priorities (figure 3):

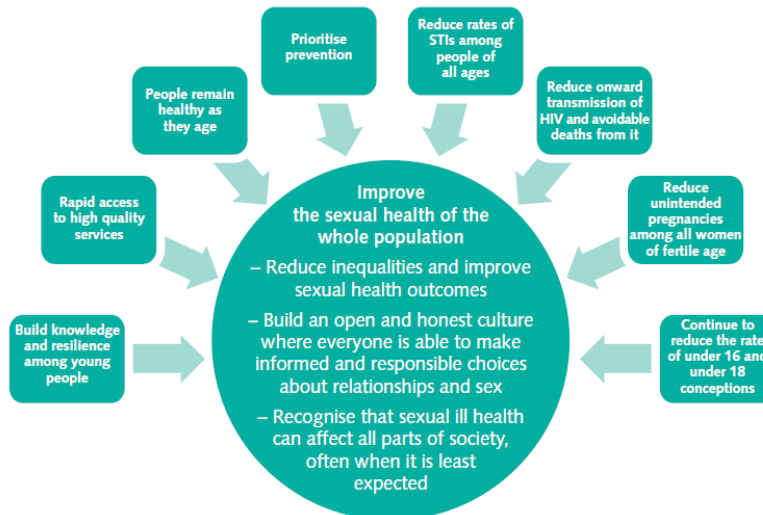


Figure 3 Key objectives from *A Framework for Sexual Health Improvement in England*¹³

Since 2013 sexual health services are the shared commissioning responsibilities across a number of organisations including: Local Authorities, Clinical Commissioning Groups and NHS England. GP practices and community pharmacies are key providers of sexual health care across the Borough.

The commissioning responsibilities of local government, CCGs and NHS England are set out in the Health and Social Care Act (2012).¹⁴ Additionally, local government responsibilities for commissioning most sexual health services and interventions are further detailed in The Local Authorities (Public Health Functions and Entry to Premises by Local Health Watch Representatives) Regulations 2013.¹⁵ These mandate local authorities to commission confidential, open access services for STIs and contraception as well as reasonable access to all methods of contraception (Figure 4).

¹³ DH (March 2013). *A Framework for Sexual Health Improvement in England*. Available from <https://www.gov.uk/government/publications/a-framework-for-sexual-health-improvement-in-england>

¹⁴Health and Social Care Act 2012; www.legislation.gov.uk/ukpga/2012/7/contents/enacted Accessed on: 01/07/2014

¹⁵The Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013; www.legislation.gov.uk/uksi/2013/351/contents/made Accessed on: 01/07/2014

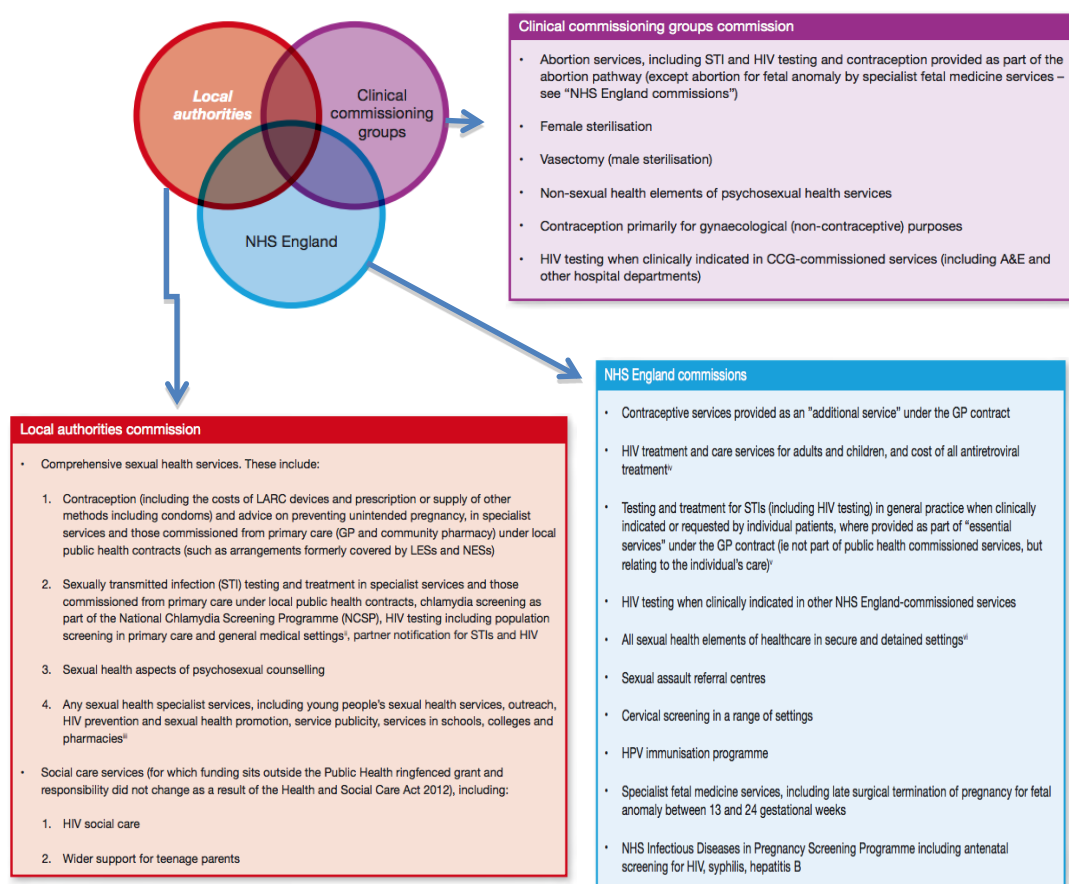


Figure 4, Commissioning arrangements from April 2013¹⁶

General principles, which underpin these arrangements, are as follows:

- Where a commissioning body is responsible for an area of care, they are responsible for all the costs related to the provision of that service. For example, local authorities commissioning provision of long-acting reversible contraception (LARC) from general practice are responsible for the costs of the LARC devices and prescriptions.
- Where a commissioning body is responsible for an area of care, they retain this responsibility regardless of the patient's healthcare status. For example, local government is responsible for STI testing of all those attending open access services, including people living with HIV (whereas NHS England is responsible for HIV specialised treatment and care). NHS England, through the GP contract, is responsible for primary care provided by general practice to people living with HIV, as for the rest of the population.

These are general principles and they can be flexed when it makes practical sense to do so. Any such flexibilities must be with the agreement of all parties involved.

¹⁶https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408357/Making_it_work_revised_March_2015.pdf (accessed June 2015)

11. Priority Outcome Areas

These priorities were developed through consultation with local partners within Blackburn with Darwen. The process was to agree a vision and review national requirements against local need:

	Priority Outcome Area	Measure of success
1	To support the development of happy, healthy and resilient people, across all ages, enabling them to make a positive contribution to their communities.	Comparable local survey with residents in year 1 and year 2.
2	Ensure all education, prevention and service provision are based on evidence and good practice.	RAG rate derived from performance review of Integrated Sexual health Action Plan action plan.
3	Systematic review to understand why there is low uptake of chlamydia and HIV screening.	In depth analysis undertaken and reported to the Health and Wellbeing Board accompanied with recommendations.
4	To see a downward trend in the number of STIs, teenage conception, unwanted pregnancies and HIV infection achieving prevalence that is lower than the national average.	Annually compare and review current performance against national and local ambitions.
5	Ensure the voice of young people, the wider population, vulnerable groups and service users are included in service development and performance management.	There is systematic inclusion of service user feedback incorporated into performance management of all relevant services.
6	To ensure sexual health services are appropriately situated and easily accessible across the borough, ensuring they meet the needs of with the most vulnerable/hard to reach communities including LGBT, BAME, sex workers, young people in the criminal justice system, people with disabilities, looked after children and young people leaving care, asylum seekers.	Ensure performance management includes collecting data on 'protected groups' ¹⁷ and is reported to commissioners and the Sexual Health Expert Group quarterly.
7	To see a reduction in sexual assault, coercion and sexually harmful behaviours.	Annually compare data with previous years Data inclusion to be agreed by the Sexual Health Expert Group.

¹⁷ <http://www.legislation.gov.uk/ukpga/2010/15/section/4>

	Priority Outcome Area	Measure of success
8	That services within the borough work together to provide seamless pathways and protocols.	Performance management to assess quality of service pathways and include patient feedback.
9	Ensure education/prevention is integrated into all associated strategies and service provision.	Systematic review of related strategies (as identified by Sexual Health Expert Group) and evidence with final report to the Health and Wellbeing Board with recommendations.
10	To ensure early intervention is achieved on all levels.	Every Contact Counts and workforce development plans to include sexual health. The outcome for assessing if early intervention is achieved will be agreed by the Sexual Health Expert Group.
11	Improve performance management, agree baseline targets and incorporate systematic review of evidence, including case studies, community participation and qualitative evidence of impact.	To be RAG rated by Sexual health Expert Group based on quarterly performance management of strategy action plans.

In addition, in Blackburn with Darwen, the commissioners will be seeking to evidence outcomes in the following areas:

- Evidence of co-production in action (to include how this has shaped the service delivery and provided opportunities to cascade networks within communities).
- Increased choices for those seeking help with their sexual health problems.
- The wider and more embedded involvement of volunteers and peer mentors.
- Increased access to universal provision across the life course.
- Case studies to demonstrate improved resilience and independence (young people).
- Impact of early help and interventions working with the Transforming Lives, Early Help and wider developing local and regional strategic initiatives.
- Improved family / personal relationships and circumstances.
- Improved family functioning where drugs/alcohol/deprivation/worklessness have hampered positive progress / created increased risks to sexual health.
- Demonstrable improvements to the health and wellbeing of people from across the life course, a range of communities and neighbourhoods for whom poor sexual health has been a limiting factor in their lives.
- Improved service user feedback.
- Demonstration contribution to the achievement of the 5 ways to wellbeing.

It is acknowledged that some of the above will be achieved by working together with interdependent services / groups and other key stakeholders and this is why co-production is a key principle which needs to underpin this strategy.

12. Performance Management

This strategy will be systematically reviewed and actions Red, Amber and Green (RAG) rated. The Strategy Plan will relate to a lower tier action plan detailing roles, responsibilities and progress on a quarterly basis. The Sexual Health Strategy Group will take the responsibility of overseeing progress and ensuring the Health and Wellbeing Board are annually informed of progress.

RED: The timeline/cost/objectives within the action plan are at risk and requires remedial action to achieve objectives – ACTION - Raise issue to the Sexual Health Expert Group and complete an Exception Report to explain or gain approval for budget, time or scope changes.

AMBER: The objective has a problem but action is being taken to resolve this OR a potential problem has been identified and no action may be taken at this time but it is being carefully monitored. The timeline/cost/objectives may be at risk – ACTION - Raise awareness to the Sexual Health Expert Group. The Sexual Health Expert Group will determine if an Exception Report is necessary.

GREEN: The Action is on target to succeed. The timeline/cost/objectives are within plan – ACTION – None.

DRAFT

13. Strategic Plan

Sexual Health Priorities, Vision, Actions and Responsibilities

1 Build knowledge and resilience among young people			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Happy, healthy and resilient young people making positive contributions to their communities.</p> <p>Reduction in the number of teenage pregnancies, STI's, harmful sexual behaviour and have healthy sexual relationships.</p> <p>Raise awareness of ACEs and the impact on sexual health across the Borough</p>	<p>All children and young people receive good-quality sex and relationship education at home, at school and in the community.</p> <p>All children and young people know how to ask for help, and are able to access confidential advice and support about wellbeing, relationships and sexual health.</p> <p>All children and young people understand consent, sexual consent and issues around abusive relationships</p> <p>Young people have the confidence and emotional resilience to understand the benefits of loving, healthy relationships and delaying sex.</p>	<p>1.1 Health and Wellbeing Boards prioritise sexual health.</p> <p>1.2 Target sex and relationships education to at risk groups including those who are Not in Education, Employment, or Training (NEET), those leaving care and those excluded from school.</p> <p>1.3 Establish, maintain and support consistent PSHE/SRE in secondary schools and local colleges.</p> <p>1.4 Ensure the sexual health needs of young people who are looked after, leaving care or in the criminal justice system are prioritised.</p> <p>1.5 Ensure all key professionals are trained to an appropriate standard, providing sexual health awareness and training in behaviour change techniques to health care and non-health care frontline workers.</p> <p>1.6 Ensure the voice of the service user is included in service</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p>

		design and performance management.	
		1.7 Marketing – advertising of services to all ages including web based applications and apps – including texting.	

2 Improve sexual health outcomes for young adults - Young people aged 16–24

Blackburn with Darwen Vision	National requirement	Actions	Responsibility
Young people are aware about services available to them.	All young people are able to make informed and responsible decisions, understand issues around consent and the benefits of stable relationships, and are aware of the risks of unprotected sex.	2.1 Ensure all vulnerable young people have access to appropriate support and information.	BwD Borough Council
Reduction in unwanted pregnancies.		2.2 Ensure all professionals who work with young people are confident in delivering SRE/PSHE in formal and informal settings.	BwD Clinical Commission Group
Reduction in STIs.	Prevention is prioritised.		BwD Integrated Sexual Health Service
Reduction in harm from unhealthy sexual relationships, sexual assault and rape.	All young people have rapid and easy access to appropriate sexual and reproductive health services.	2.3 Condom distribution for all ages, targeting highest risk.	NHS England
Young people have the confidence and knowledge to report and seek support about unhealthy sexual relationships.	All young people's sexual-health needs – whatever their sexuality – are comprehensively met.	2.4 Ensure all professionals work meets national guidance.	
		2.5 Audit training needs and deliver training where there are gaps in provision.	
		2.6 Ensure all PSHE/SRE delivery is inclusive, meeting the needs of young lesbian, gay, bisexual and transgender young people.	

		2.7 Ensure all PSHE/SRE delivery is inclusive, meeting the needs of young people from Black, Asian, and Minority Ethnic (BAME) communities.	
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3 All adults have access to high quality services and information - People aged 25–49

Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>There is an increase in awareness in their knowledge of contraception and how to access them.</p> <p>Increased use of technology.</p> <p>Sexual health is normalised, flexible, adaptable and easy to access.</p> <p>Multi agency delivery to meet the different needs of all with in Blackburn with Darwen.</p> <p>Increased knowledge and awareness of self-help and care.</p>	<p>Individuals understand the range of choices of contraception and where to access them.</p> <p>Individuals with children know where to access information and guidance on how to talk to their children about relationships and sex.</p> <p>Individuals with additional needs are identified and supported.</p> <p>Individuals and communities have information and support to access testing and earlier diagnosis and prevent the transmission of HIV and STIs.</p>	<p>3.1 Ensure there is easy and comprehensive access to emergency hormonal contraception.</p> <p>3.2 Ensure easy open access to integrated sexual health clinics.</p> <p>3.3 Effective marketing of services.</p> <p>3.4 Effective communication about prevention and promotion.</p> <p>3.5 Improve access to clinical services.</p> <p>3.6 Target high risk groups.</p> <p>3.7 Specialist services should be considered for:</p> <ul style="list-style-type: none"> – Lesbian, gay, bisexual, and transgender – Sex workers 	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p> <p>NHS England</p>

3 All adults have access to high quality services and information - People aged 25–49			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
		<p>– People with learning disabilities.</p> <p>3.8 Improve communication and awareness between agencies within the borough and Lancashire County.</p>	

4 People remain healthy as they age - People aged over 50			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Reduction in STIs in the over 50s.</p> <p>Aspirational targets developed to meet the needs of older people in Blackburn with Darwen.</p> <p>Staff involved with supporting older people with cancer/long term conditions are made aware of the impact cancer/long term conditions has on sexual health and are trained to support and refer when appropriate.</p> <p>Sexual health</p>	<p>People of all ages understand the risks they face and how to protect themselves.</p> <p>Older people with diagnosed HIV can access any additional health and social care services they need.</p> <p>People with other physical health problems that affect their sexual health can get the support they need for sexual health problems.</p>	<p>4.1 Implement Insights initiative to determine current need.</p> <p>4.2 Commission community development approaches to identifying and shaping services to meet the needs of older people.</p> <p>4.3 Ensure HIV support services meet the needs of older people living with HIV in Blackburn with Darwen.</p> <p>4.4 Engage with health promotion campaigns aimed at older people.</p> <p>4.5 People over 50 understand the risk they face and how to protect themselves.</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p> <p>NHS England</p>

services are made aware of the sexual health issues which affect older people.			
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5 Prioritise prevention			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Develop and maintain a culture that prioritises prevention.</p> <p>Funding for prevention is reassigned from treatment to effective prevention services.</p> <p>Prevention is a key focus for wider co-commissioning and shared strategies.</p> <p>Evaluating effectiveness of educational interventions.</p> <p>All members of Blackburn with Darwen community have a basic understanding of safer sex and were to seek</p>	<p>Build a sexual health culture that prioritises prevention and supports behaviour change.</p> <p>Ensure that people are motivated to practice safer sex, including using contraception and condoms.</p> <p>Increased availability and uptake of testing to reduce transmission.</p> <p>Increase awareness of sexual health among local healthcare professionals and relevant non-health practitioners, particularly those working with vulnerable groups.</p> <p>Adverse Childhood Experiences</p>	<p>5.1 Develop consistent high quality sexual health promotion and relationship education in local schools, colleges and Universities.</p> <p>5.2 All staff across primary care and education for all ages are offered training on prevention based on behavioural change.</p> <p>5.3 Ensure all relevant strategies, action plans and work streams incorporate basic awareness raising of prevention of poor sexual health</p> <p>Social marketing campaigns (integrated with other areas of work such as substance misuse, mental health and weight management).</p> <p>5.4 Insights work to assess understanding prevention/promotion and access to sexual health services.</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p> <p>Public Health England</p>

<p>help.</p> <p>Review access to sexual health screening services and amend to meet need as identified by vulnerable groups/individuals who live in Blackburn with Darwen, including:</p> <p>BAME, looked after children, Leaving care, sex workers, LGBT, people with learning and physical disabilities, transient workers, asylum seekers and people where English is not their first language.</p>		<p>5.6 Evaluation of effectiveness of interventions and creditability of services.</p> <p>5.7 Continue to review evidence such as Schools Health Education Unit survey/ National Survey of Sexual Attitudes and Lifestyles research.</p> <p>5.8 Develop campaign to raise awareness of how to prevent unhealthy sexual relationships.</p>	
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6 Reduce rates of sexually transmitted infections (STIs) among people of all ages			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Prevalence is lower than the regional average.</p> <p>There is a downward trend of prevalence in STIs (minus Chlamydia).</p>	<p>Individuals understand the different STIs and associated potential consequences.</p> <p>Individuals understand how to reduce the risk of transmission.</p> <p>Individuals understand where to get access to prompt, confidential STI testing and</p>	<p>6.1 Commission open access sexual health treatment / clinical services including access to all types of contraception.</p> <p>6.2 Evaluation of all data in context of location and service provided.</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p>

<p>Increase chlamydia detection rate by appropriate coverage.</p> <p>Screening opportunities are available in a variety of settings within primary care, home sampling, pharmacies and appropriate community settings.</p> <p>Effective treatment and partner notification to prevent onward transmission.</p> <p>Safer sex messages are marketed as everyone's business and are consistent.</p> <p>Services are marketed as welcoming, friendly and confidential.</p> <p>Services offer a holistic sexual health intervention maximising use of time.</p>	<p>provision allows for prompt access to appropriate, high-quality services, including the notification of partners.</p> <p>Individuals attending for STI testing are also offered testing for HIV.</p>	<p>6.3 Target prevention in areas of high prevalence</p> <p>6.4 Ensure services are flexible and can adapt to meeting identified need.</p> <p>6.5 Comprehensive performance management of services including evaluation of prevention education and information.</p> <p>6.6 User and communities lead service appraisals.</p> <p>6.7 All services appraised against nationally recognised standards such as 'Your Welcome' and included in performance management.</p> <p>6.8 All services are commissioned to provide a holistic intervention and where not adopt/develop appropriate clear workable protocols and pathways.</p> <p>6.9 Good access to Chlamydia testing, including tests as part of routine primary care consultations.</p> <p>6.10 GP service provision to include the full range of sexual health interventions.</p>	
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7 Reduce onward transmission of and avoidable deaths from HIV			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Improve early intervention at all levels: prevention, screening, PEPSE, treatment and wellbeing.</p> <p>Improve figures on late diagnosis where possible.</p> <p>Improve and standardise HIV testing.</p> <p>Target and increase screening with at risk/hard to reach communities and individuals.</p> <p>Improve communication between faiths and service delivery.</p> <p>Incentivise testing (PBR).</p>	<p>Individuals understand what HIV is and how to reduce the risk of transmission.</p> <p>Individuals understand how HIV is prevented.</p> <p>Individuals understand where to get prompt access to confidential HIV testing.</p> <p>Individuals diagnosed with HIV receive prompt referral into care, and high-quality care services are maintained.</p> <p>Individuals diagnosed with HIV receive early diagnosis and treatment of STIs.</p>	<p>7.1 Ensure all services are trained to provide a holistic service including wellbeing.</p> <p>7.2 Implementation of NICE guidance on HIV testing to high risk groups.</p> <p>7.3 Provide innovative and effective solutions to HIV testing and screen: i.e. Postal HIV tests.</p> <p>7.4 Implement early trigger metrics based on evidence.</p> <p>7.5 For each late diagnosis there is a full enquiry (anonymous and standard) as to contributory factors and recommendations made.</p> <p>7.6 Standard training to all staff about HIV.</p> <p>7.7 Awareness raising through social media and campaigns.</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p> <p>NHS England</p>

Normalise HIV screening.		7.8 Older people with HIV can access any additional health and social care they need.	
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8 Reduce unwanted pregnancies among all women of fertile age			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Improve the rate of uptake and retention of LARC.</p> <p>Ensure all services can provide or efficiently refer women to appropriate services throughout the life span of their fertility.</p> <p>Continue to improve the reduction of unwanted teenage pregnancies.</p> <p>Reduce the number of terminations and repeat terminations.</p> <p>Focus on vulnerable groups providing improved prevention services and increased access to emergency contraception.</p> <p>Use the data to determine who and where are vulnerable and assess common</p>	<p>Increase knowledge and awareness of all methods of contraception among all groups in the local population</p> <p>Increase access to all methods of contraception, including long- acting reversible contraception (LARC) methods and emergency hormonal contraception, for women of all ages and their partners.</p>	<p>8.1 Increase access to LARC.</p> <p>8.2 Ensure protocols and pathways are quick and effective.</p> <p>8.3 Enable local women/service users to participate in performance management of services.</p> <p>8.4 Increase communication between services.</p> <p>8.5 Campaign promoting Prevention.</p> <p>8.6 Ensure data collection is thorough and review as part of performance management and service appraisal.</p> <p>8.7 Ensure where possible services are holistic and work to national guidance.</p> <p>8.8 Highlight those at high risk of teenage conception and put in place early intervention to</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p>

8 Reduce unwanted pregnancies among all women of fertile age			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
traits to inform services. Where possible all services provide a wide range of contraception.		promote behaviour change.	

9 All women requesting an abortion should be offered the opportunity to discuss their options and choices with a trained counsellor.			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
Reduce the number of terminations. Pregnant women are able to make informed decisions. Establish the needs of women in Blackburn with Darwen. Improve communication and pathways to existing counselling services. Ensure referral to counselling services does not put a woman at risk of a more complicate procedure.	Post-abortion support and counselling.	9.1 See point 1, 2, 3, 5 and 8. 9.2 Assess need and include potential harm if delay in referral or procedure. 9.3 Scope current provision and referral times. 9.4 Scope potential providers. 9.5 All women who are considering an abortion have the opportunity to discuss options and choices.	BwD Borough Council BwD Clinical Commission Group BwD Integrated Sexual Health Service

10 Continue to reduce the rate of under 16 and under 18 conceptions			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Continue to see a reduction in unwanted teenage conceptions, STI's and CSE.</p> <p>Continue to deliver a holistic programme of prevention and education.</p> <p>Continue to build positive attitudes towards relationships.</p> <p>Improve prevention services and campaigns based on the root cause.</p> <p>Commission services against local insights into the root causes of unwanted conceptions and risk taking behaviour.</p> <p>Campaigns developed by young people.</p>	<p>All young people receive appropriate information and education to enable them to make informed decisions.</p> <p>All young people have access to the full range of contraceptive methods and where to access them.</p>	<p>10.1 Target services at areas of high teen conception rates.</p> <p>10.2 Ensure young women and men are aware of all forms of contraception and have easy access to services.</p> <p>10.3 Ensure service monitoring enables commissioner to understand how the service is performing and is working to local and national standards.</p> <p>10.4 Ensure condom distribution scheme is effective a targeting the most vulnerable.</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p>

11 Prevent harmful sexual relationships and sexual abuse			
Blackburn with Darwen Vision	National Requirement	Actions	Responsibility
<p>Promote positive sexual relationships.</p> <p>All relevant services are understand and are confident to recognise the signs of potential harmful relationships and are able to work with or refer to the Engage team.</p> <p>All frontline staff understand child sexual exploitation.</p> <p>All staff are able to access clinical supervision when presented with potential harmful or exploitative situations.</p> <p>All frontline are aware of support services.</p>	<p>Increase awareness and understanding of harmful sexual relationships and how to prevent them.</p> <p>Promote accessibility and reduce barriers which prevent people from seeking support.</p> <p>Child sexual exploitation policy implemented across all services and is fit for purpose.</p>	<p>11.1 Commission local campaign raising awareness of how to prevent harmful sexual relationships.</p> <p>11.2 There is a local protocol and referral pathway available to all frontline staff.</p> <p>11.3 All frontline staff receive mandatory training on child sexual exploitation which includes building confidence for frontline staff to identify precursors.</p> <p>11.4 All frontline staff are aware of where and how to access clinical supervision when dealing with issues of potentially harmful and exploitative situations.</p>	<p>BwD Borough Council</p> <p>BwD Clinical Commission Group</p> <p>BwD Integrated Sexual Health Service</p>



EXECUTIVE BOARD DECISION

REPORT OF:	Executive Member for Regeneration
LEAD OFFICERS:	Director of Growth and Development
DATE:	13 th April 2017

PORTFOLIO/S AFFECTED:	Regeneration	Resources
WARD/S AFFECTED:	All	
KEY DECISION:	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	

SUBJECT: Local Transport Plan 2017/18 Programme

1. EXECUTIVE SUMMARY

To seek the Executive Board's approval for the detailed Local Transport Plan 3 (LTP3) programme for financial year 2017/18 and in outline from 2018/19 to 2020/21. The LTP3 Strategy covering the period 2011 – 2021 was originally approved by the Council Forum on 28th April 2011.

2. RECOMMENDATIONS

That the Executive Board:

- 1) Approves the Local Transport Plan 3 detailed programme for 2017/18.
- 2) Approves the Local Transport Plan 3 outline programme from 2018/19 to 2020/21.
- 3) Delegates authority to the Director of Growth and Development, in consultation with the Executive Member for Regeneration, to amend, seek and accept tenders subject to adequate budget provision.

3. BACKGROUND

The Council approved its Local Transport Plan 3 (LTP3) in April 2011 with the following goals, to:

- Support the economy
- Tackle climate change
- Increase safety and security
- Promote equality of opportunity
- Promote quality of life, health and the natural environment

The LTP 3 also has a further cross cutting priority to promote the management of the Council's transport assets.

On the 24th July 2014 the Department for Transport (DfT) confirmed details of future Integrated Block Allocations for 2015 – 2021 and on 4th December 2014 also confirmed the Council's Local Highways Maintenance Capital Block Funding for 2015 - 2021.

On 13th January 2017 the DfT confirmed details of additional capital funding for roads which included extra formula allocations for Highways Schemes to be channelled from the National Pothole Action Fund and the National Productivity Investment Fund.

The Council has also been successful in securing Local Growth Fund 2 and 3 allocations to deliver Capital Highways schemes. The table below summarises the total amount of funding available:

	2017/18	2018/19	2019/20	2020/21
DfT Integrated Transport Block	£1,424,000	£1,424,000	£1,424,000	£1,424,000
DfT National Productivity Investment Fund	£280,000			
Growth Deal 2 (East Darwen)	£1,250,000	£1,250,000		
Growth Deal 3 (Pennine Gateways M65 J4,5,6)		£4,100,000	£5,750,000	£2,150,000
Section 106 contributions	£231,000			
Integrated Transport Block sub-total	£3,185,000	£6,774,000	£7,174,000	£3,574,000
DfT Highways Capital Maintenance	£1,715,000	£1,552,000	£1,552,000	£1,552,000
DfT National Productivity Investment Fund	£280,000			
DfT Pothole Action Fund	£128,000			
Capital Maintenance sub-total	£2,123,000	£1,552,000	£1,552,000	£1,552,000
Grand Total	£5,308,000	£8,326,000	£8,726,000	£5,126,000

4. KEY ISSUES & RISKS

The 2017/18 LTP allocation of **£5,308,000** will be allocated as follows:

- Integrated Transport Block, £3,185,000
- Highways Capital Maintenance, £2,123,000

Any additional funds received from Section 106 or monies from third parties (eg. DfT, Environment Agency, Natural England) will be reported within the 6 monthly LTP update report in September / October 2017. Detailed LTP programmes will continue to be reported to the Executive Board in March of each year for approval.

LTP INTEGRATED TRANSPORT BLOCK

Corridors:

Scheme	2017/18	2018/19	2019/20	2020/21
Quality Bus Shelters	£100,000	£100,000	£100,000	£100,000
Highway Schemes Part 1 Compensation Claims	£35,000	£50,000	£50,000	£50,000
Darwen East Corridor delivery – including submission for planning and procurement, land acquisition. BwDBC contribution plus Growth Deal Major Scheme funding	£300,000 LTP + £1,250,000 growth deal	£200,000 LTP + £1,250,000 growth deal		
Darwen East Corridor – associated junction works		£219,000	£429,000	£509,000
Area based traffic reviews rolling programme	£75,000	£75,000	£75,000	£75,000
Gateway improvement schemes			£50,000	£50,000
Pennine Reach contribution. Scheme retentions for Bus Station, Furthergate and Ewood Packages	£390,000			
Growth Deal 3 South East Blackburn Highway Improvements – business case, procurement, land and delivery	£100,000	£1,000,000 growth deal	£2,900,000 growth deal	£1,000,000 growth deal
Growth Deal 3 Furthergate Highway Improvements – business case, procurement, land and delivery	£100,000	£900,000 growth deal	£2,850,000 growth deal	£1,150,000 growth deal
Growth Deal 3 Land assembly and remediation		£1,200,000 growth deal + £160,000 LTP	£330,000 LTP	£210,000 LTP
Growth Deal 3 Sustainable Transport infrastructure including Brownhill Roundabout	Contribution in capital maintenance	£1,000,000 growth deal		

Hubs:

Freckleton Street Link Road retention	£75,000			
Town Centre Transport (Electrical charging points, Ainsworth Street	£40,000	£40,000	£40,000	£40,000

bollards)				
Town Centre Transport (contribution to LEP funded scheme: Blakey Moor Network Improvements)	£50,000	£200,000		

Neighbourhoods:

Road Safety schemes		£50,000	£60,000	£100,000
Neighbourhood access schemes		£10,000	£20,000	£20,000
Section 106 Broken Stone Road / Gib Lane mini roundabout / speed limit changes	£99,000			
Section 106 Livesey Branch Road / Gib Lane new access	£20,000 LTP + £231,000 s106			

Sustainable Transport:

Cycle routes (local commitment to LEP scheme) - Weavers Wheel completion	£50,000	£50,000		
Rights of Way Improvement Plan	£20,000	£20,000	£20,000	£20,000
Sustainable Transport and supporting growth (supporting DfT Access Fund)	£20,000	£20,000	£20,000	£20,000

Other:

Performance monitoring / Cordon Counts including Pennine Reach monitoring and evaluation	£30,000	£30,000	£30,000	£30,000
LTP scheme development and delivery. Co-ordination, strategy development and funding bids	£200,000	£200,000	£200,000	£200,000
TOTAL ITB	£3,185,000	£6,774,000	£7,174,000	£3,574,000

LTP CAPITAL MAINTENANCE SCHEMES

These proposed schemes have been informed by lifecycle planning factors developed as part of the authority's asset management strategy, where relevant schemes within the resilient network have been prioritised.

Scheme	2017/18	2018/19	2019/20	2020/21
Structural Footway Maintenance	£548,000			
Carriageway Surface Dressing		£526,125		
Structural Footway Maintenance			£541,247	
Carriageway Traditional Hot Surfacing				£544,632
Newfield Drive Adoption (Twin Valley Homes scheme)	£30,000			
UTC Capital Upgrades and AQMA measures	£300,000	£300,000	£300,000	£300,000
Local Cycle Network Capital Maintenance	£40,115	£30,000	£30,000	£30,000
Capital Drainage Schemes	£150,000	£75,000	£75,000	£75,000
Local contribution to DfT maintenance bid / Additional major signals maintenance (Growth Deal 3)	£300,000	£100,000	£100,000	£100,000
Bridges and Structures Maintenance	£626,885	£520,875	£505,753	£502,368
DfT Pothole Action Fund	£128,000			
TOTAL CAPITAL MAINTENANCE	£2,123,000	£1,552,000	£1,552,000	£1,552,000

LTP GRAND TOTAL	£5,308,000	£8,326,000	£8,726,000	£5,126,000
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The detailed programme for Structures Maintenance in 2017/18 can be found in the table below:

Scheme	Scheme details
Gorse Street Canal Bridge retention release	Due end Feb 2018
Aqueduct Road Bridge retention release	Due end Feb 2018
Freckleton Street River Walls retention release	Due end Dec 2017
George Street Bridge	Due end Feb 2018
Wesley Street Footbridge	Rebuild river wall and bridge abutment. Reinststate footbridge.

Cicely Lane Canal Bridge	Footway strengthening
Wainwright Way River Walls Phase 2	Strengthening masonry river wall
Whitebirk Drive Culvert	Scour and training walls. Completion of 16/17 scheme.
Back Railway Road retaining wall	Parapet replacement. Completion of 16/17 scheme.
Essential Bridge Maintenance	General maintenance
General Bridge Strengthening	Investigation & feasibility
Substandard Bridge Management HA and NR	Inspection of Highways England and Network Rail Bridges
Retaining Wall Strengthening	General maintenance
Bridge Assessments	Asset management development
Principal Bridge Inspections	Programme of 50 inspections
Reserve schemes 2017/18 to be developed	
Higher Croft Bridge	Embankment slippage & erosion
Cob Wall Bridge	Parapet replacement
Wainwright Way River Walls Phase 3	Strengthening masonry river wall
Willow Street Bridge	Footway strengthening

The detailed programme for UTC Capital Maintenance in 2017/18 can be found below:

Scheme 2017/18
Bank Top (Duckworth Street) pedestrian crossing
Whalley New Road (Bastwell Road) pedestrian crossing
Darwen Street Bridge
Whitebirk Drive / Whalley Old Road junction
Brownhill Drive / Emerald Avenue
Whitebirk Drive / Phillips Road

The detailed programme for the Structural Footway Pavement Maintenance programme in 2017/18 can be found below:

Ward	Road	Location
Wensley Fold	Mincing Lane, Blackburn	St Peters Street to King Street
Shear Brow	Museum Street, Blackburn	Full length
Roe Lee	Wilworth Crescent, Blackburn	Full length
Wensley Fold	Nab Lane, Blackburn	Full length
Roe Lee	Openshaw Drive, Blackburn	Outside shops
Roe Lee	Goodshaw Avenue & Goodshaw Close, Blackburn	Full length
Shear Brow	Clarence Street, Blackburn	footway outside YMCA building: stone flags
Mill Hill	New Chapel Street, Blackburn	New Wellington Street to St Aidans Ave
Bastwell	St James' Road, Blackburn	Number 132 to Northfield Street & number 87 to Openshaw Drive
Roe Lee ~ Beardwood with Lammack	Ramsgreave Drive, Blackburn	Numbers 135 to 219
Shear Brow	Whalley Range, Blackburn	Earl Street to Victoria Street
Roe Lee	Whalley New Road, Blackburn	Emerald Avenue to Topaz Street
Roe Lee	Briar Road, Blackburn	Full length
Wensley Fold	Whittaker Street, Blackburn	even numbers side
Wensley Fold	Rolleston Road, Blackburn	Wensley Road to Rolleston Road
Ewood	Crediton Close, Blackburn	Full length
Ewood	Dawlish Close, Blackburn	Full length
Ewood	Honiton Avenue, Blackburn	Full length
Ewood	Grindleton Road, Blackburn	Full length
Meadowhead	Dalby Crescent, Blackburn	Full length
Roe Lee	Warrenside Close, Blackburn	Full length
Wensley Fold	Wensley Road, Blackburn	Lower Hazel Close to Bent Gap Lane
Design Fee TBC		

Any changes to the approved 2017/18 programme will be reported via the Council's Executive Member for Regeneration. Changes to the LTP programme as detailed within this report will be resourced from within the programme, and as such there will be no additional impact on Council finances.

5. POLICY IMPLICATIONS

All schemes proposed directly accord with the Local Transport Plan 3 2011 – 2021 Strategy.

6. FINANCIAL IMPLICATIONS

Funding sources are identified within section 3 of this report. The programme will be closely monitored to ensure full spend and any further variations or amendments will be reported to future meetings of Regeneration SPT and Executive Board.

7. LEGAL IMPLICATIONS

All schemes within the programme will need to be designed and implemented in accordance with relevant highway, transport and traffic legislation; and will need to be procured in accordance with the Council's constitution and; where relevant, European directives; and any grant conditions.

8. RESOURCE IMPLICATIONS

All professional fees will be met from allocations detailed, and staff time met from existing resources. External contractors will be procured to deliver schemes that cannot be delivered by internal resources. Procurement will be in line with current best practices identified by HMEP standards.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated



BwDBC LTP3
Environmental Report

with this item in advance of making the decision.

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

10. CONSULTATIONS

All schemes will be the subject of detailed individual consultations with the emergency services, stakeholders and the wider community. The LTP3 2011 – 2021 Strategy was the subject of a full consultation exercise which was undertaken prior to the document being approved in April 2011.

The proposed works have been informed by the options expressed in the most recent National Highways and Transport Public Satisfaction Survey. Residents and stakeholders will be informed prior to the start of the proposed works in respect to the nature of the scheme and their anticipated duration. This will be communicated via the Council's website, social media facilities, leaflets and letters as appropriate. Customer feedback will be actively sought on completion of each scheme, with feedback analysed and used to improve the service in the future.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	0.03
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CONTACT OFFICER:	Mike Cliffe, Strategic Transport Manager, ext 5310
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DATE:	21 st March 2017
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BACKGROUND PAPER:	Council Forum paper dated 28 th April 2011 via the following hyperlink: http://blackburn.cmis.uk.com/blackburn/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/505/Committee/218/Default.aspx
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Local Transport Plan 3 Environmental Report 2011 – 2021

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Summary:

This report identifies a number of potential concerns based upon existing local challenges and the probable effects of the LTP3 Strategy and has been developed in partnership with Lancashire County Council. The following issues are identified in particular:

- **Access to new employment areas, centres of growth and regeneration will need to be delivered through sustainable transport if carbon reductions are to be achieved.** Following the development of the LTP3 Policy Background Papers produced jointly by Blackburn with Darwen (BwD), Lancashire County Council and Blackpool Council It was noted that per person across Lancashire, emissions per person from road transport are slightly higher than the England and Northwest averages but, on the whole, typical of the type of borough found in Lancashire¹. In BwD 15% of all carbon emissions are currently derived from road transport and whilst travel habits and carbon emissions are currently lower in more disadvantaged communities, increasing prosperity could lead to significant growth in car travel. Ultimately the delivery of schemes such as Pennine Reach is fundamental to the success of the strategy and enabling sustainable economic growth.
- **The poor quality of the public realm is keenly felt in many areas, but particularly in the difference between disadvantaged areas and more affluent ones.** Traffic and transport infrastructure often occupies a central role in the public realm and standards of maintenance, speed management and efforts to control anti-social behaviour have a major impact on public perceptions. However, division in responsibility for the public realm and the high cost of maintenance and improvements have deterred investment.
- **Whilst there are clear health benefits to be gained from walking or cycling, there is also a risk of collisions and injury.** Measures to promote greater walking and cycling are supported in this report because of their contribution to improving public health and reducing carbon emissions. However, the vulnerability of pedestrians and cyclists needs to be addressed. Improvements in road safety will help, whilst programmes targeting driver awareness may also be beneficial.

¹ Derived from: NAEI data used by AEA to compile the DECC road transport fuel estimates. Emissions from fuel combustion in the road transport sector based on detailed DfT traffic census data and NAEI emissions factors.

Introduction:

This report documents the possible environmental impacts of the Blackburn with Darwen LTP3 Strategy. The report also includes details of likely health and equality impacts, both of which are now regularly considered in the development of new public investment programmes.

Key environmental Problems:

- The low quality of many **public spaces**, including the streets themselves, makes walking, cycling and the use of public transport unattractive and compounds perceptions about crime and safety. Levels of road congestion and a lack of understanding amongst motorists as to the needs of cyclists and pedestrians may further discourage people.
- The rate of casualties from **road accidents** is a serious concern for the borough and also the rest of Lancashire. A particular concern is the rate of casualties in more disadvantaged communities especially the number of child casualties.
- The state of public health in BwD is a substantial problem which has wide ranging consequences. Walking and cycling can make a particularly important contribution towards improving **health and well being**.
- Although the majority of commuting trips for residents of the borough are over a relatively short distance the borough is net importer of workers and many people travel considerable distances from outside the borough to access local jobs. Moreover despite relatively low car ownership in the borough the car is used more frequently for the journey to work an issue replicated across much of Lancashire where there is a high reliance on private transport. With the geography of the area making the delivery of public transport alternatives particularly challenging and the attractiveness of cycling very difficult the rate of **carbon emissions** from transport is a concern.
- **Anti-social and criminal behaviour** associated with transport has a negative impact on local communities, community cohesion and on measures to promote more sustainable alternatives to the car.

Together, these problems contribute to a reduction in the quality of life for residents and visitors alike.

About the LTP3 Strategy:

The LTP3 Strategy identifies five local transport goals and six transport related priorities which will be addressed over the period of the plan. These include: improving access to areas of economic growth and regeneration, employment and education; tackling road safety and carbon emissions; encouraging walking and cycling for better health and well being and maintaining our transport assets.

The Local authority is aware of the pressures placed on its budgets and the potential need for compromise as it aims to tackle each of its local goals and priorities. The strategy acknowledges that although it could be argued that interventions designed to reduce carbon emissions could be achieved relatively simply, managing a reduction in emissions in a financially sustainable manner, whilst supporting economic growth and social mobility is a complex task and one which may require compromise.

The Strategy also notes the health consequences of transport. This will be delivered both by schemes to address high rates of traffic accidents (particularly in disadvantaged communities and amongst children) and by improvements in networks of cycleways and footways to encourage people to walk and cycle more.

Many of these measures will need to be delivered by cross working with areas such as health care and policing. Such moves will seek to provide better value for money as well as tackling more entrenched challenges, such as road safety.

LTP3 Strategy: Local Goals

- Support the economy
- Tackle climate change
- Increase safety and security
- Promote equality of opportunity
- Promote quality of life, health and the natural environment

LTP3 Strategy: Key Priorities

- Improve access to areas of regeneration and economic growth
- Reduce carbon emissions
- Improve road safety
- Improve access to education and employment
- Improve quality of life and well-being
- Maintain our transport assets in good condition

Implementation Plan 2011 – 2015

- Road safety schemes within local neighbourhoods
- Development of cycleways and public rights of way network
- Roll out of quality bus shelters and information
- Development of innovative transport information
- Development of smartcard technology and public transport ticketing solutions
- Facilitating the delivery of Freckleton St link Road
- Facilitating the delivery of Clitheroe to Manchester Rail enhancements
- Facilitating the delivery of Pennine Reach
- Facilitating the delivery of M65 capacity improvements
- Urban traffic control upgrades
- Maintenance principal and non principal roads
- Maintenance of structures
- Investment in street lighting

Local Challenges

Baseline Data:

Despite low levels of car ownership, reliance on motorised transportation, in particular the private car, has generated problems for the local economy, environment and public health in terms of carbon emissions, air pollutants, congestion, poor journey time reliability, road safety and limited active travel.

The 2001 census revealed that 17,881 households in the borough did not own a car (33.5%) and it is possible, by further analysing this data to derive indicators for each ward giving measures of the potential demand for local public transport services, walking and cycling as a consequence of the availability, or otherwise, of a car to the members of the household.

It can be assumed that households that do not own a car will be dependent on some kind of external transport services to meet their transport needs. The population that lives in these types of household can therefore be inferred to be *'totally dependent'* on other transport services which would include walking and cycling.

In households that own a car it can be assumed that a car will always be available at least to one of the occupants. The number of cars owned is therefore equivalent to the number of people that will never have to rely on external transport services. These can be classified as *'non dependent'* on public transport, walking / cycling.

The rest of the ward population live in households that own at least one car but for whom that car may not be available because of its use by others. For example in the case of a second adult in a one car owning household where the car is used for the journey to work of another adult. These people on occasions will depend on public transport, walking and cycling and hence can be classified as *'partially dependent'*.

In the Borough overall 39% of the population (52,000) have a car always available to them however 61% of the population could be deemed as having either total or partial dependency on other transport options. (25% of the population or 34,000 people in absolute terms are totally dependent and 36% / 49,000 people are partially dependent).

Congestion and the Economy:

Reliance on the private car for local journeys creates immense pressure on the road network especially during the am and pm peaks. Despite nearly 60% of workers living in the borough travelling less than 5km to work, census data reveals that 66.3% of the population uses a car to commute to work well above the national average and there is also a high percentage of lift sharing at 9.2%.

Demand for road space is also compounded by the fact that unlike other areas in Pennine Lancashire Blackburn is also a net importer of workers and many people travel considerable distances from outside the borough to access local jobs. A net inflow of 5460 people travel into the borough for work each day and the majority of this movement is by car.

Traffic cordon data is able to demonstrate the reliance placed on the private car for journeys into the two town centres. Data for 2010 reveals extremely high levels of car usage and

despite high pedestrian movements reflecting the compact nature of the two towns and short commuting distances movements into the town by public transport and cycling are very low.

Mode	Blackburn Town Centre Mode Split (2010)	Darwen Town Centre Mode Split (2010)
	<i>119,200 people recorded over 12 hrs</i>	<i>34,864 people recorded over 12 hrs</i>
Car	67.69%	77%
Bus	7.94%	2%
Train	2.9%	0.95%
Bike	0.69%	0.65%
Walk	19%	14.2%
Motorcycle	0.31%	0.2%
HGV	1.47%	6.2%

Ultimately, congestion hotspots within the borough are associated with corridors into the two town centres and into major employment sites.

- Blackburn West corridor (A674)
- Blackburn town centre to Darwen town centre (A666)
- Blackburn to Whitebirk and Knuzden corridor (A679)
- Blackburn to Wilpshire (A666)
- Blackburn to Guide (A6077)

Moreover, following the development of employment sites and dispersal of services along the M65 corridor which is located on the periphery of the urban area volumes of traffic on the motorway have consistently grown by about 4% per annum since its opening in 1997.

There are now concerns regarding the longer term capacity of the M65 which is a key part of the transport network for the sub region and is crucial to securing economic growth in Blackburn with Darwen and Pennine Lancashire.

Currently the M65 runs at capacity at peak times of the day and analysis using the Highways Agency's 'Traffic Impact Assessment Tool' suggests that even without the development envisaged in the Boroughs Core Strategy, natural traffic growth will mean that sections of the motorway operate over capacity at peak times after the first five years of the Core Strategy.

Combined with the historic congestion problems in both town centres road traffic is having a limiting impact on the future economic growth of the borough and is also affecting the environment.

Air Quality:

With high demand for road space from motorised vehicles transport is a major source of carbon dioxide emissions and other harmful pollutants. In 2008 it is estimated that road transport accounted for 17,500 tonnes of CO₂ emissions, approximately 15% of all local carbon emissions (local authority CO₂ emissions data set 2010) and the congestion hotspots located on radial routes into the two town centres and major employment sites present some of our biggest air quality challenges.

Following a borough wide air quality assessment undertaken in 2003 it concluded that the annual average nitrogen dioxide levels were unacceptably high at five locations:

- Accrington Rd / Whitebirk road junction, Intack
- Whalley Range / Whalley New Road junction, Bastwell
- Along the A666 corridor between Robert St and Wraith St, Darwen
- Preston Old Road / Buncer Lane junction, Witton
- Around the A666 / M65 link road junction, Earcroft

The five AQMAs are busy urban junctions where emissions from slow moving vehicles are trapped by nearby buildings and the surrounding topography. This is a particular issue for Blackburn with Darwen given the Pennine geography and tightly formed Victorian streetscape.

Action Plans were subsequently devised which identified a series of measures to be implemented during 2007-2009. Almost all of these measures have now been implemented and the relatively small changes observed may be the result of this investment, although they may also be a result of other factors such as meteorological conditions. However as some of the changes did not occur until 2009 their full effect may not yet be evident.

In 2009 there were exceedences in the Intack and Witton AQMAs with the three other sites remaining close to the annual NO₂ objective. Concentrations at the affected receptors at each AQMA range from 39.0 to 43.9 µg/m³ (annual objective is 40 µg/m³). From 2007 only the Intack AQMA has remained consistently above the annual average NO₂ objective.

Ongoing monitoring of air quality has also identified further pollution hotspots within the borough where further detailed assessments are being undertaken. The locations currently being monitored include:

- Blackamoor Lights
- Four Lane Ends
- Burnley Rd / Accrington Rd junction
- Moorgate St / Livesey junction

Public Transport:

Bus:

Accessibility analysis undertaken by the Council using Accession Software reveals that since 2007 access to a number of needed facilities within certain time thresholds has gradually declined.

Despite this a substantial proportion of the borough's population retains a good level of access to public transport services, with bus stops within easy reach of most people's homes and regular bus services operating to main urban centres.

2001 Census data reveals that only 7.2% of those employed in the borough used the bus to commute to work and in line with trends experienced in other non metropolitan areas the total number of bus journeys made within the borough continues to decline - no doubt influenced by declining patronage from existing users and the lack of a coordinated attempt to attract new users to the network. Bus patronage in the borough fell from 7.06 million journeys in 2006/07 to 4.95 million journeys in 2009/10.

Rail:

Rail links across Pennine Lancashire are largely poor and are a primary gap in strategic connectivity across Lancashire as a whole, with long journey times to most other significant destinations perpetuating the feeling of relative isolation from growth areas - placing a significant barrier to economic growth and prosperity.

The Manchester City Region presents a great opportunity for the Blackburn with Darwen and Pennine Lancashire economy with employment forecast to increase by 166,000 by 2026 with much of Manchester's growth expected in high value employment sectors, including financial and business services.

However, according to census data (2001) only 17,000 Pennine Lancashire residents worked in Greater Manchester a surprisingly low number no doubt greatly restricted by inadequate skill levels but also the relatively poor transport links between the two areas.

Subsequently, plans to improve the local rail offer are considered a key local priority. Despite poor connectivity patronage on the local rail network has grown at a tremendous rate with over 1 million passengers now using Blackburn station each year and significant growth recorded at Darwen station.

Station	Patronage 2010	Patronage growth % change between 2008/09 & 2009/10
Blackburn	1,189,078	2%
Darwen	257,073	3%
Mill Hill	54,234	21%

Cherry Tree	28,554	14%
Pleasington	8,877	16%
Entwistle	7,731	-18%

Travel to School:

Travel to school data is also able to identify the unsustainable nature of local travel patterns.

Since the data was first collected on travel to school back in 2006/07 the following trends have been noticed within Blackburn with Darwen:

- Car travel remains stubbornly high
- Car share slightly increased
- Public transport decreased
- Walking slightly increased

The table below is able to compare local school travel data for 5-15 year olds with the North West and the rest of England, what is noticeable is the lower rates of walking, cycling and public transport and higher rate of car usage which is a concern given that a fifth of all pupils commute less than a mile to school:

Mode of Transport	BwD 2009/10	NW 2009/10	England 2009/10
Car (including vans / taxis)	36.7%	30.2%	26.5%
Car share	4.1%	3.3%	3%
Public transport	12.2%	17.6%	17.5%
Walking	45.3%	47.3%	50.3%
Cycling	0.2%	1.2%	2%
Other	1.5%	0.5%	0.7%

Road Safety:

Traffic dominated environments and the reliance placed on the car for many local journeys are also having a detrimental impact on road safety.

Road safety is an issue that affects everybody living, working or visiting the borough and despite a good track record for reducing KSIs in our area, car drivers, passengers and vulnerable road users remain key target groups.

Children remain particularly vulnerable on our roads as pedestrians and as passengers in vehicles. Research shows that child pedestrians from deprived areas are more likely to be involved in road traffic collisions than those from more affluent areas.

In a report titled "*Child Casualties 2010; A study into resident risk of children on roads in Great Britain 2004-08*", the level of risk children are exposed to is compared across 408 local authority areas and shows that children living in some areas have almost a one in 200 chance of being injured each year.

The research is based on five years' data covering over 120,000 child road casualties and is the first time that such a detailed study has been conducted. The findings indicate that 1 child in every 260 is likely to be injured on the road extremely high compared with the national average at 1 in 427 making it the 7th worst authority area in Great Britain.

Although the boroughs child casualty figures show a general downward trend over the last 10 years, the age profile of child casualties is changing with massive progress being made amongst primary aged children there is a real concern for older children.

Active Travel:

Walking has a significant role to play in the transport system. All journeys, no matter how long or short, involves walking. Although Census 2001 data reveals that a higher proportion of workers walk to work (13%) than the national average (10%), rising to 20% in many areas where people have been traditionally housed close to industry more could be done to encourage greater numbers of people to walk for work and health.

The two reasons that most frequently used for lack of walking include:

- people perceive journeys to be quicker and more comfortable by car.
- walking is less attractive where traffic has become more dominant

Much of the urban environment has grown to accommodate the travel demands of the car, resulting in vehicle-pedestrian conflict. The provision of better facilities for the pedestrian in the urban environment is a high priority of the Local Transport Plans. More road space needs to be given to the pedestrian, especially in town centres and locations where motor traffic is in direct conflict with the pedestrian, and where there is opportunity to remove that conflict by restricting motor vehicle traffic.

Rates of cycling within the borough are extremely low with just 1% of residents commuting to work by bike (Census 2001).

Barriers often cited as reasons why local people do not consider cycling as an attractive option include topography, weather, security and safety concerns, lack of facilities and experience. Many of these barriers are often perceived and the result of a lack of knowledge/ understanding and with the right support could be removed. However, anecdotal evidence would suggest that lack of bikes and adequate training and encouragement is a real factor discouraging cycle usage.

The Active People survey conducted in 2005/06 by Ipsos Mori, on behalf of sport England provides reliable statistics on participation in sport and active recreation for all 354 local authorities in England and was updated in 2008/09 and 2009/10 to identify where any changes might be found.

The table below is able to highlight that within Pennine Lancashire BwD is at the lowest end of participation in AP1 with just over 5% however there has been significant improvement in subsequent surveys indicating the willingness of people to undertake cycling subject to the right levels of motivation, infrastructure and marketing.

Authority	% of Adult population participating in cycling in the last 4 weeks		
	Active People 1	Active People 2	Active people 3
East	-	-	10.47%
South East	-	-	10.82%
South West	-	-	10.78%
NW Region	6.85%	8.27%	8.26%
National	7.95%	8.73%	9.3%
Blackburn with Darwen	5.31%	5.62%	7.05%
Burnley	5.16%	6.62%	7.05%
Hyndburn	5.09%	7.3%	7.59%
Pendle	7.4%	7.45%	7.39%
Ribble Valley	8.62%	8.59%	12.27%
Rossendale	6.36%	7.68%	6.04%

Purpose:

Improving sustainable access through improvements to the public transport system, walking and cycling networks is a key target of the Councils Local Transport Plan 3 agenda the councils green infrastructure strategies and education and health functions.

Whilst much has been achieved within the borough in recent years through various transport and regeneration programmes, many economic, social and environmental issues remain which need to be addressed:

- The borough's young population and its relationship to the growth in car use and road accidents
- Peak time congestion and traffic levels
- The impact on and the effects of Climate change
- Chronic health issues

- Poor localised air quality and intrusive noise
- Car dependence
- The effects of long standing deprivation
- The ongoing requirement to generate jobs, improve wage and skill levels
- The need to create sustainable communities through economic restructuring and regeneration

The borough cannot therefore afford to stand still and regeneration, renewal and attracting new investment will continue to be strong priorities for the future.

The Blackburn with Darwen Core Strategy which covers the period 2011 - 2026 and forms part of the Borough's Local Development Framework establishes a 'Targeted Growth Strategy' to deliver transformation in the local economy and housing market whilst avoiding an unacceptable impact on the environment, in terms of, for example the need to travel and increased carbon emissions.

The delivery of new housing of the right type, in the right locations and at the right time, will be a key factor in implementing the targeted growth strategy. Provision will be made for a total of 9,365 net additional dwellings between 2011 and 2026 with 530/yr net additional dwellings proposed between 2011 and 2016.

Setting out the priorities for the future planning and development of the borough for the next 15 years the Core Strategy recognises that in conjunction with a wide range of other activity a 'carbon culture' must be established in which climate change issues –both impact on and adaptation to – are central to all decision making.

Clearly identified within the Core strategy is the fact that local development and investment will need to be complemented by investment in strategic infrastructure and improvements to connectivity with sustainable modes of transport key to limiting the impact on the environment.

Environmental Context:

This section details the key environmental and social problems faced in the borough and also across Lancashire. Many of these priorities have long been acknowledged and already benefit from a range of programmes, both within transport planning and beyond (for example, in health care, land use planning and policing). Co-ordinating investments across other public sector organisations are likely to become increasingly important as resources become scarce and this is duly noted within the strategy.

In Pennine Lancashire these problems are compounded by a host of other serious problems associated with economic decline, poor quality housing, outdated urban centres and large areas of poorly connected, edge of town housing estates.

The Borough of Blackburn with Darwen enjoys a wealth of environmental assets; with the West Pennine Moors covering 90 square miles, 3 sites of Special Scientific Interest, 96 Biological County heritage sites, 5 Geological Heritage sites and 4 Local Nature Reserves. Two main rivers run through the Borough: the River Darwen and the River Blakewater, along with the Leeds-Liverpool Canal, and numerous streams and brooks. In addition, there are significant areas of standing water including ponds and reservoirs.

Conversely, the Borough also suffers from, localised negative environmental problems, including derelict land, air quality and flood risk.

The Public Realm & Green Spaces: Like most places, the construction of bigger and faster roads and increasing traffic volumes have had pronounced and largely negative impacts on the quality of the urban environment, in terms of noise, air pollution and being a barrier to pedestrians. Easy access to natural areas and open spaces (including parks and gardens) is important for health and well being, particularly in those parts of Blackburn that have no open spaces in the immediate vicinity.

Traffic Impacts

Increasing traffic volumes, particularly along crowded urban roads, has led to progressive changes in the built environment. Piecemeal introductions of greater and greater amounts of traffic regulations, signs, and other street furniture have eaten into public spaces; and major road building projects have led to the virtual severance of local communities. The effects of these changes have had significant impacts on the health of individuals and society.

Although monitoring shows that growth in traffic volumes are at least stabilising, forecasts predict increasing congestion on the urban road network. One of the major difficulties faced by highway authorities is understanding vehicle journeys, rather than individual congestion hotspots. Work in this area will help ensure that public transport (particularly bus services) provide genuine alternatives and thereby help reduce overall traffic volumes.

Anti-Social and Criminal Behaviour: Anti-social and criminal activities (e.g. aggressive driving or vandalising bus shelters) may have a disproportionate impact on people's perceptions of transport safety, even though such actions are relatively rare compared with

other day-to-day risks. Whilst good progress has been made in specific areas (e.g. drink driving), rates of dangerous driving in BwD, Lancashire and other parts of the northwest, are still high compared with the rest of the country. The reasons for this are unclear.

Wildlife areas of national and regional importance have been identified and designated in Blackburn with Darwen and the Core Strategy of the Local Development Framework advocates an environmental strategy of protection and no net loss. Wildlife sites are, nevertheless, vulnerable to disturbance and physical destruction from mis-use, mis-management and development, including infrastructure works. Reduced areas and fragmentation results in habitats that are too small and isolated to support species and means the natural environment is less able to provide the services on which people depend.

Transport infrastructure, including, cycleways and footpaths, can conflict with wildlife areas. Maintenance programmes can have a significant adverse impact on the ecological interest of verges and hedgerows whilst habitats can be lost to managed landscapes alongside new infrastructure projects.

Road Accidents: Although there have been great successes in reducing the rates of killed and seriously injured on local roads the borough along with the rest of Lancashire has a comparatively poor record in road safety. Particular problems surround the numbers of people injured in major urban areas, high rates of child casualties (particularly in more disadvantaged communities), and the number of motorcycle casualties in rural areas.

Road accidents involving children

The number of children killed or seriously injured is particularly high in the more disadvantaged districts of Pennine Lancashire, despite the fact that car usage in these areas is often lower than in other parts of the county.

There may be a range of reasons for this, but most incidents are simply a result of poor visibility due to on-street parking and children playing.

As noted in the Local Challenges section the Road Safety Analysis Ltd investigation into Child Casualties in 2010 identified Blackburn with Darwen and Pendle as the 7th worst performing area for child road causality risks in Great Britain. Worryingly analysis of the 408 areas in GB, using casualty rates between the periods 2004 to 2008, revealed that five of the ten worst areas were within Lancashire with Preston recording the highest rate (1 in 206 children injured on GB roads per year). The average GB rate is 1 in 427 which is actually significantly lower than the risk for all people at 1 in 231.

Detailed examination of accident data confirms that the risk to cyclists and pedestrians is also high, although the small numbers involved make statistical analysis difficult. The severity of accidents (i.e. those resulting in people killed or seriously) is also typically higher in more rural areas where accidents are dominated by vehicle drivers and where speed is the principal determinant.

Health: The borough has considerable health problems and efforts to improve co-operation across relevant agencies and organisations has become a key priority. Particular attention is being given to the acute level of health inequalities within the borough and across Lancashire. This can be seen in a number of different health problems and contributes to very significant differences in life expectancy between different communities.

Health and Physical Activity

As individuals, we are becoming less active and this is already having significant impacts on public health. Whilst the problems of lack of exercise affect all communities and all sections of society, women and people from the most deprived communities are least likely to take part in physical exercise.

Choices about how we travel and opportunities to do more walking and cycling can help improve health through physical exercise (as well as reducing harmful vehicle pollutants and being cheaper in many cases). Of course, pedestrians and cyclists are more vulnerable than other road users and the risk of injury is seen as a major deterrent to many people. However, it is generally recognised that the health benefits of increased walking and cycling outweigh the risk of injury.

Health Impact Assessment. Appendix 1 details health problems in the Borough and across Lancashire and their relevance to the local transport plan process. The conclusions of that report can be summarised as follows:

- Local safety schemes continue to provide solutions to specific road safety problems, with aggregated public health benefits. Growing interest in wider road safety programmes (specifically around 20mph zones and shared spaces) offer the prospect of changing in attitudes towards travel, community safety and personal responsibility. However, the short-term benefits in terms of casualty reductions are far from clear.
- There is sufficient evidence as to the health benefits of physical activity to merit further investment in walking and cycling schemes. There are often also complementary benefits in terms of urban regeneration. These are particularly important in more disadvantaged communities.
- Anti-social and criminal behaviour has a negative impact on community 'resilience' and public interaction, problems which can lead to deeper social tensions. Policing initiatives (including those brought forward by the safer travel unit) remain important in this regard.

Low levels of fitness and health are a major concern and impact upon the quality of life and wellbeing experienced by the boroughs residents and the problem of sedentary lifestyles continues to worsen and is likely to place increasing demand on health services.

The Dr Foster Intelligence, 'Social marketing on obesity and physical activity data analysis' conducted in April 2008 for Blackburn with Darwen PCT identified priority groups as older people, women (including Asian girls) people from BME communities, people from lower socio-economic groups, drinkers and smokers. The Marmot Review² recommends improving active travel across the social gradient to reduce health inequalities.

There is some evidence which suggests that environmental factors including access to green spaces and problems of graffiti and litter have an influence on levels of physical activity and rates of obesity. Access to green spaces and the quality of public spaces is a concern particularly in disadvantaged communities.

² The Marmot Review: Strategic Review of Health inequalities in England Post-2010 (2010)
LTP3 Environmental Report final version

Carbon Emissions from Private Transport: The proportion of people using public transport has fallen and this has a significant impact on BwD's and also Lancashire's carbon emissions³. In Blackburn with Darwen and Pennine Lancashire economic links with the wider areas have largely failed to materialise and the 'travel horizons' of many people in this area is unusually low, however despite relatively low car ownership in the borough the car is used more frequently for the journey to work as a driver or passenger. Blackburn with Darwen is also a net importer of workers and many people travel considerable distances from outside the borough to access local jobs.

Journey times on inter-urban bus routes are not particularly attractive when compared with trips by car. This is partly because there are few bus prioritisation schemes and express bus services are not normally financially viable. Publicity and public awareness are also a problem. Indeed, many areas which do have good public transport services are still underused because of lack of awareness, cost and perceptions of reliability and quality. The importance of Pennine Reach to the local economy and to tackle congestion and local air quality cannot therefore be underestimated.

Nationally, it is estimated that as many as half of all trips are of less than five miles and in BwD nearly 60% of workers living in the borough travel less than 5km to work which makes public transport, walking or cycling viable options. Meanwhile, the increasing number of longer journeys, especially those travelling into the borough for work and the attractiveness of employment and education opportunities in centres of growth such as Manchester for our residents suggests a growing market for railway services – a fact borne out already through increasing ticket sales and patronage at local stations across Lancashire.

³ AEA, Local and Regional CO2 Emissions Estimates for 2005-2008 (2010) Carbon emissions from transport in Lancashire were 2.4 tonnes per capita, which is higher than city regions such as Manchester (City Council administrative area) 1.5 tonnes). The average figure for London is 1.3, whilst in very rural areas like Eden the figure is 9 tonnes per person. (DfT)

Area Profile for Blackburn with Darwen:

People:

Covering an area of 13,700 hectares and with a population of 141,200 people in approximately 55,000 households Blackburn with Darwen is the key geographical and cultural gateway to Pennine Lancashire.

Enjoying a strategic position in the north of England, being located approximately 10 miles to the east of the major transport axes of the M6 and the West Coast main line, the borough comprises a relatively compact urban area set within attractive countryside.

The borough has a very distinctive **demographic profile** which without intervention may ultimately increase local dependence on the private car for future transport requirements. Nearly a third of the boroughs population aged 0 - 19 years, the highest such proportion of all authorities in the North West and the second highest in England. Conversely there is also growing population of older people with projections suggesting that those aged over 65 years will account for over 15% of the population by 2027.

BwD is also an extremely **diverse borough** and is home to the highest percentage of non white residents in the North West 22% (a figure four times the national average). As a result the borough is predominantly a dual faith community with 63% Christian and 19% Muslim and presents many challenges to encouraging active travel and public transport usage.

Suffering from the effects of long standing deprivation the Borough was ranked 17th of all local authorities in England and Wales on the 2007 Index of Multiple Deprivation.

Unemployment has been traditionally high and although it does not fall disproportionately on any one ethnic group, it is concentrated amongst the 18 - 24 age groups. As a result a number of schemes aimed at regenerating the local economic base and encouraging new employment growth have been implemented. Yet despite this investment and the continued decline of its staple industries the local economy is still reliant on a declining manufacturing base with more people employed in the manufacturing sector compared with regional and national figures.

With very limited high value service sector employment the boroughs output today is founded on relatively low wage, low added value, and low skilled employment. Gross Value Added (GVA) data highlights that the borough contributes less to the UK economy per head of population, than the UK average.

Chronic health issues are also prevalent within the borough with high levels of obesity, coronary heart disease, diabetes, lung cancer and child tooth decay exacerbated by poor diet, poor exercise levels, poor housing conditions and poor education levels.

The mortality rate in the borough continues to be higher than the national average with life expectancy the fifth lowest in the country resulting in men in most deprived wards living eight years less on average than those in the least deprived wards. Moreover, a fifth (20.3%) of residents in the borough consider themselves to have a limiting long term illness, a greater percentage than for England and Wales (18.2%).

Yet there is a willingness within the community to engage with local service providers to remove many of the social and economic barriers that currently limit life chances.

Place:

Through the development of the textile industry the two towns of Blackburn and Darwen grew very quickly in the nineteenth century and as a result the borough is now left with a legacy of Victorian housing and transport infrastructure which presents many challenges but also brings opportunities.

Blackburn benefits from a public transport interchange where road and rail modes meet. As such it forms a natural transport hub where the north- south Manchester to Ribble Valley routes (A666 and Clitheroe to Manchester Rail) cross the east –west Preston to Colne routes (M65, A677, A679, cross Pennine Rail and Leeds & Liverpool Canal). As a result accessibility is good although congestion is an issue at peak times causing delay, poor journey reliability and worsening air quality.

Darwen, which is a smaller mill town with a very separate identity, has comparatively limited accessibility. Located in a deep valley setting, Darwen is constrained by surrounding hills with only one route along the valley bottom between the northern and southern ends for the main through highway (A666). There are no highways running westwards from the town and only minor roads to the east. With few alternative routes congestion at peak times at key junctions are serious concerns.

Congestion is one of a number of factors which is constraining local economic performance and transport policy in the borough has been geared towards supporting sustainable regeneration and economic growth in the two town centres as well as developing greater connectivity to regional centres.

Despite it's close proximity to the north's most economically successful city regions (Manchester and Leeds) accessibility is poor and as noted in the 2008 Centre for Cities Report 'City Links' weak commuter transport and trade links are inhibiting wealth from spilling over into Blackburn with Darwen and the rest of Pennine Lancashire.

Although poor **air quality** is generally less significant in Pennine Lancashire than the more urbanised and congested parts of lowland Lancashire. The carbon footprint of residents in Pennine Lancashire (rated as CO₂ emissions per person) is lower than for Lancashire as a whole. However, like other areas, emissions from private transport and freight vehicles still have a significant impact on air quality and BwD has designated 5 Air Quality Management Areas and is undertaking detailed assessments on a further four pollution hotspots.

Key challenges for Blackburn with Darwen have therefore been noted as: capturing new investment and creating new higher value employment opportunities; increasing delivery capacity and improving connectivity especially for those without access to a car in order to mitigate against any potential environmental damage.

Assessment of the Strategy:

Taking into account the evidence base provided by the Transport Framework (Atkins 2009) the policy background papers produced jointly by the Lancashire highway authorities, national and local transport policy and the public consultation and local engagement the LTP3 Strategy consists of five local transport goals and six key priorities.

Although LTP3 consultation strongly identified the need for transport to aid economic regeneration people were fully aware that this needs to be carried out with as little impact on the environment as possible, hence the LTP3 Strategy is very much geared to creating growth and cutting carbon.

To enable Blackburn with Darwen to make a greater contribution to the regional economy, the LTP3 strategy notes that improvements to connectivity will require long term investment and co-ordination of the local transport infrastructure.

Recognising that it is a challenging time in which to prepare a long term transport strategy, with the public sector facing considerable cuts and uncertainty about future funding levels, the focus on assisting regeneration is evident throughout the LTP3 Strategy with particular focus on the urban centre of Blackburn evident within the Implementation Plan

LTP3 recognises that improvements to infrastructure alone will not deliver sustainability, the use of technology and behavioural change techniques will also be necessary and the Implementation Plan 2011-2015 is able to detail how the LTP3 strategy will be delivered. Strategic packaging of schemes will be undertaken through a combination of investment in infrastructure and behavioural change techniques within a 'sustainable transport solutions programme' which is delivered through local corridors, neighbourhoods and hubs.

LTP3 continues the theme of LTP2 by moving away from the traditional predict and provide to an approach which takes account of the choices that people can make - seeking to influence those choices and tackling the problem at its cause by influencing travel demand, rather than mitigating its impact.

The strategy of widening choice and managing demand developed for LTP2 is essentially repeated for LTP3 given the success of this adopted strategy approach.

In terms of the integrated block funding the councils programme is aligned with DfT priorities noting that it is crucial to help improve road safety, stimulate local economies by reducing congestion, and deliver social justice to local communities.

With limited resources available the Council also agrees with the DfT that it is essential that highways maintenance continues to be prioritised, reflecting the economic and social importance to local communities, the need to safeguard the largest single public asset, and the liabilities for future years that can be created from short term cuts in maintenance. Maintenance of assets therefore represents approximately 64% of total planned investment and is split into five sections covering the principal road network, non principal roads, structures, street lighting and urban traffic control.

The Implementation Plan does however try to retain a balanced approach to investment with significant funding directed toward improving public transport infrastructure on street and at transport hubs, improving traffic flow and reducing congestion levels on main corridors,

developing cycle routes and public rights of way and delivering technology improvements to develop better public transport information and create smartcard ticketing.

The following section provides an assessment of each of the policy areas, detailing the likely benefits and dis-benefits of the policy approach and proposed measures contained in the strategy and Implementation Plan.

Although Blackburn with Darwen has 3 sites of Special Scientific Interest it does not have any Special Areas of Conservation, Special Protection Areas and listed Ramsar sites which are designated European sites. Therefore a Habitats Regulation Assessment is not required.

<p>Policy:</p>	<p>Goal 1: Support the economy Priority: Improving access to areas of regeneration and economic growth</p>
<p>What challenges does the policy aim to address?</p>	<p>The state of local economy is a key concern and investment in transport improvements which support economic growth and regeneration will underpin the new Strategy. Measures stated in the draft Strategy include:</p> <ul style="list-style-type: none"> • New infrastructure projects to connect Lancashire's economy with the wider region (rail enhancements on the Clitheroe to Manchester line, Pennine Reach and M65 capacity improvements; and • New road improvements, bus and railway enhancements to provide local people with improved access to key employment areas and improve quality of place– Blackburn station canopy improvements for platform 4 and Freckleton St link Rd.
<p>What environmental benefits will the policy provide?</p>	<p>Poor economic performance has led to a range of social and environmental impacts with the end result that the borough is home to some of the most disadvantaged communities in the country. In many cases, these communities are doubly affected impact of limited employment opportunities and deep-seated environmental and social problems.</p> <p>Measures to help deliver improved economic fortunes within the borough are likely to provide positive benefits to these disadvantaged communities through which there is an opportunity to address many of these entrenched problems, provided the intervention is economically, socially and environmentally sustainable.</p>
<p>Will the policy have any adverse effects, are they acceptable and can these effects be reduced?</p>	<ul style="list-style-type: none"> • The economic emphasis running through the Strategy is likely to divert investment away from other stated priorities, most notably in terms of investment in the public realm and infrastructure for walking and cycling. • The focus on delivering better access to employment areas and solving delays caused by congestion will lead to greater pressure for new road infrastructure and perpetuate the reliance on private transport. • Development of transport infrastructure can have an adverse

	<p>effect on the environment in terms of biodiversity and landscape by way of land take or intensive maintenance measures.</p> <p>The Strategy aims to avoid these risks by prioritising investment in new public transport services and delivering a comprehensive sustainable transport solutions programme of investment. The strategy aims to refocus investment on peak-time commuter services and to improve services for disadvantaged communities. This should help increase passenger numbers overall.</p> <p>Parking remains a challenge, particularly in Blackburn town centre with struggling retail economies citing the lack of free parking as a reason for not attracting customers. However, any free parking is likely to undermine the viability of local bus services.</p>
<p>Conclusions</p>	<p>BwD suffers from economic problems which have severe consequences for a number of its communities. In many cases, these problems result in other impacts on public health and other local environmental problems.</p> <p>In this context, the case for solving the economic causes of these problems is overwhelming, and in most cases will override other environmental considerations.</p> <p>The same case cannot be made for more affluent communities, which are also responsible for much high rates of car use and greater carbon footprints. In these communities, there is a compelling need to move rapidly towards more sustainable forms of transport.</p> <p>The main transport infrastructure proposals are considered in more detail in the Major Transport Scheme table and have been / will be subject to individual environmental assessment.</p>

Significant effects of the LTP3:

Whilst it is difficult to determine the environmental impacts of the LTP3 strategy given its strategic nature there are some significant effects of the LTP3 Strategy and Implementation Plan within Goal 1:

- Promoting economic inclusion: A major factor in this is the ability firstly to access work, but secondly to access higher quality jobs. Many higher quality jobs within the Borough (for example in ICT or advanced manufacturing) are located on business parks close to the M65, where the primary means of access is the car. In addition the car remains the main means of access to work for a large proportion of the working population. Despite this, the Borough has a comparatively high proportion of people without access to a car. If areas of higher quality employment remain mainly only accessible by car, these people are considered at risk of being excluded from taking higher quality jobs.

LTP3 is able to impact on this issue to a large degree through the choices it makes on accommodating and promoting different modes.

Links to Identified Problems

- Poor accessibility by walking / public transport to key business parks: Whitebirk, Shadsworth, Walker Park
- Low wage, low skill economy

- Developing and maintaining a healthy labour market: This relates to people's ability to take jobs in the Borough, and to employers' ability to find a labour force that meets their needs. It is relevant to the wider economic success of the Borough since the availability of a suitable workforce is a major locational factor for businesses.

A significant factor in people's ability to take jobs is their ability to physically access them. As noted in the LTP3 Strategy this is currently a problem in relation to a number of the business parks in the Borough, and the current situation is vulnerable because of relatively low car ownership levels. Inward commuting is also a factor in a healthy labour market – but this can lead to increased congestion and air quality concerns.

The main areas where LTP3 will have an effect are those of access to jobs as described above, and on issues of broader connectivity as they relate to inward commuting. Its direct impact on physical access to jobs is the most significant; connectivity and inward commuting depends to a greater degree on the actions of others including neighbouring transport authorities, GMPTE and operators.

Links to Identified Problems

- Poor accessibility by walking / public transport to key business parks: Whitebirk, Shadsworth, Walker Park
- Poor quality of rail provision / connectivity
- Low wage, low skill economy

- Developing a strategic transport, communications and economic infrastructure:

This issue relates to the large scale (possibly physically but mainly in terms of importance) “building blocks” on which the Borough's economy relies. These building blocks are seen as essential to the “strategic economic regeneration” of the Borough. The main building block that is within the sphere of influence of LTP3 is the connectivity of the Borough to the rest of the City Region and beyond.

There is a qualitative consensus that the quality of strategic linkages, particularly by rail to Manchester, is poor, and that this impacts on the attractiveness of the Borough as a place to live or invest. This is considered a vulnerability in the current situation.

LTP3 can impact on this issue, though as noted in the Strategy the scale of investment potentially required and the number of other agencies required to act means that the effect of the LTP3 is potentially only marginally “significant”.

Links to Identified Problems

- Pressure for increased car travel from in-commuters to business parks
- Poor quality of rail provision / connectivity
- Low wage, low skill economy

Policy:	Goal 2: Tackle climate change Priority: Reduce carbon emissions
What challenges does the policy aim to address?	<p>Across Lancashire average levels of carbon emissions from road transport are higher than in its more metropolitan neighbours. Road transport accounts for 15% of all carbon emissions in the borough.</p> <p>The low use of public transport is a significant factor. Since 2006/07 bus patronage in BwD has reduced from 7.06million to 4.95 million journeys by 2009/10 and although this is in line with other non metropolitan areas it is affecting the commercial bus network.</p> <p>The LTP3 Strategy aims to address this through the better targeting of public transport services, information and ticketing solutions. Measures included in other parts of the Strategy will guide this work.</p>
What environmental benefits will the policy provide?	<p>Investment in public transport services which meet people’s travel to work requirements will do most to increase passenger numbers and reduce the number of vehicle miles on BwD’s roads.</p> <p>Similarly, investment in walking and cycling routes will help reduce the number of shorter journeys and will support the regeneration of the boroughs parks and other underused assets such as derelict land.</p> <p>Although this policy area will mainly consider reducing carbon emissions there will also need to be an adaptation to climate change strategy by reviewing design and specification standards and maintenance cycles.</p>
Will the policy have any adverse effects, are they acceptable and can these effects be reduced?	<p>There are significant variations in the typical travel habits of people across Lancashire with Pennine Lancashire residents having relatively limited travel horizons.</p> <p>Ultimately, there are overwhelming economic reason why certain disadvantaged communities whose travel horizons are currently limited should be encouraged to travel further. However, this will have impacts on the borough’s and Pennine Lancashire’s overall carbon footprint and may lead to greater car dependence as people’s incomes increase. Therefore, investment in schemes such as Pennine Reach 'rapid bus' service are intended to provide sustainable alternatives to private transport.</p> <p>Reductions in funding for public transport, both from central government and in local subsidies, are likely to have reduced services and increase fares on a wide range of bus services and will impact particularly in isolated communities and vulnerable individuals.</p> <p>A maintenance review is required to prepare our entire transport infrastructure to meet the additional demands expected as a result of more extreme weather patterns resulting from climate change. When reviewing maintenance arrangements however the effect on the natural environment also has to be considered since some climate proofing solutions could result in negative impacts.</p>

<p>Conclusions</p>	<p>The impacts of climate change are widely considered to potentially have serious impacts on growth and development as noted in the Stern Review- The Economics of Climate Change (2009).</p> <p>The borough will need to reduce its contribution to climate change through a range of transport solutions and also spatial mitigation measures, including building design and location of development to reduce energy and car use.</p> <p>There is also a recognised need to secure environmental gains from all activities affecting maintenance, operation and improvement of transport networks. Future roadside maintenance activity should safeguard and enhance the natural environment, promote biodiversity and take into account protected species.</p> <p>Transport networks can play a role in providing valuable ecosystem services that can actually assist in the management of and adaptation to climate change.</p> <p>Linear transport features such as canal towpaths, PROW, cycle routes and even road verges and railway embankments are well suited to enhancing wildlife connectivity across our countryside, as well as providing areas for carbon storage, enabling better water conservation, and in the towns providing valuable cooling systems.</p> <p>However, the geography of BwD coupled with relatively low passenger numbers on public transport services means that the transport infrastructure has a large carbon footprint and has the potential to grow – transport in total contributes 30% of the UK’s emissions and is the one sector in which emissions are growing rather than decreasing. Subsidy cuts in bus services and further network reviews from operators coupled with the overriding economic imperatives to regenerate the borough also risk increasing local carbon emissions.</p>
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Significant effects of LTP3:

- Achieving cleaner air for everyone: The issue of air quality in the Borough focuses on the monitoring regimes established under the AQMAs in five locations in the Borough. It is also linked to the issue of health.

AQMAs have been declared at five road junctions within the Borough and there are a further four hotspots now being monitored. The dominant cause of this is road traffic, particularly where it is stationary. AQMAs are declared where there is a “receptor” – in these cases houses near the road junctions. In view of this the current situation is considered highly vulnerable.

LTP3 can impact directly on levels of standing traffic and traffic flows in particular locations, and is therefore a major contributor to addressing the issues found in the AQMAs. Its effect on this issue is therefore highly significant.

Links to Identified Problems

- Air quality

- Promoting sustainable waste management and reducing all types of pollution: As well as being of intrinsic importance, the reduction of pollution is linked to a range of other sustainability objectives, notably health and potential damage to historic buildings and other resources.

The majority of transport-related pollution arises from the use of motor vehicles – primarily cars although buses, PTWs and trains also emit pollutants. The vulnerability of the current situation is also therefore similar, significant issues being the dominance of the car as the means of travelling to work, relatively low levels of walking and cycling, and the existence of five AQMAs in the Borough.

Transport remains a major contributor to pollutant emissions, though it is recognised that industry and power generation are also highly significant. In addition, LTP3 can not result in a dramatic “step change” in terms of modes but rather an incremental shift over a relatively long time period. The potential effect of LTP3 on overall levels of pollution is therefore considered marginally significant. There is also uncertainty regarding firstly the extent of modal shift that can actually be achieved within the life of LTP3, and secondly the modes to which people might shift from the car – the effect on pollution of transferring to buses is clearly much less than that of transferring to bicycles.

Links to Identified Problems

- Air quality
- Public transport patronage, particularly rail
- Low levels of walking and cycling
- Dominance of car as means of travel to work

- Limiting and adapting to climate change: The issues relating to climate change emissions are the same as those described above in relation to reducing pollution. Adapting to climate change – for example by taking account of a river’s increased propensity to flood in the design of infrastructure – is addressed through the design of capital projects, and is appraised primarily through NATA and through consultations with the relevant bodies on planning applications. LTP3 can therefore be seen to have a significant effect on this issue.

Links to Identified Problems

- Air quality
- Public transport patronage, particularly rail
- Low levels of walking and cycling
- Dominance of car as means of travel to work

<p>Policy:</p>	<p>Goal 3: Increase safety and security Priority: Improve road safety</p>
<p>What Challenges does the policy aim to address?</p>	<p>The rate of traffic accidents in the borough, as with the rest of Lancashire, is poor when compared with other parts of the country, and children and young drivers are two particularly vulnerable and high risk groups. These problems are typically more serious in more disadvantaged communities.</p> <p>Measures within the new Strategy include:</p> <ul style="list-style-type: none"> • Targeted driver and road safety programmes aimed at children and young drivers; • Speed limit enforcement and traffic calming measures; • Where appropriate the development of 20mph zones; • Assessing scope for new safety improvements during routine maintenance programmes.
<p>What environmental benefits will the policy provide?</p>	<p>The development of 20mph zones in residential areas are likely to increase public confidence and facilitate active travel, encouraging more people to walk and cycle locally and improving their health. In the longer-term this may promote greater awareness and social responsibility on the part of all road users. These changes (which may take time to materialise) will support other measures, particularly those around the 'healthy streets' initiative.</p> <p>Evidence from recent cycling demonstration towns show that cycling can be increased without a corresponding increase in accidents. However, much of these improvements were brought about through new off-road cycling routes and are therefore segregated from motorized traffic. Such schemes are however significantly more expensive than on-road schemes and given budget pressures value for money would have to be taken into account.</p>
<p>Will the policy have any adverse effects, are they acceptable and can these effects be reduced?</p>	<ul style="list-style-type: none"> • Good progress has been made in reducing traffic casualties; however, future reductions are likely to become harder and revolve around more entrenched problems (e.g. attitudes towards social responsibility). • Pedestrians and cyclists are particularly vulnerable in road traffic accidents and measures to promote walking and cycling set in other parts of the draft Strategy may, as a consequence, lead to increasing and more serious casualties. Notwithstanding this, the health benefits of walking and cycling significantly offset such risks. • Increased signage and levels of street lighting have often been associated with road safety schemes in the past and these have an impact on sensitive local landscapes, whilst traffic calming measures can also result in increased levels of noise and poorer air quality.

Conclusions	<p>Future road safety programmes face significant challenges as continued reductions in casualty numbers begins to rely more on behavioural and cultural changes than on engineering solutions. Investment in more facilities for walking and cycling and where appropriate implementing 20mph residential zones should offer significant benefits in this respect.</p> <p>However, such changes are likely to be considerably slower to materialise than previous engineering solution have been.</p> <p>The high rate of child casualties and casualties in disadvantaged communities more generally represent a significant and high profile challenge. Prioritising road safety schemes in these target areas will bring benefits, although many problems also relate to the quality and design of the urban environment. Public realm improvements and wider regeneration programmes fall outside the local transport plan however there needs to be consideration of street clutter from signage and the effects of additional lighting.</p>
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Significant effects of LTP3:

- Supporting sustainable modes of travel to make safer streets: Promoting more sustainable modes of transport, such as walking and cycling will have an effect on rates of car usage and subsequently the perceived and real dangers of road traffic. This objective also relates to a wide range of issues including congestion (and its impact on economic performance), air quality, climate change emissions, and health (through exercise).

Analysis of the baseline data for LTP3 identifies vulnerabilities in relation to the use of sustainable modes of transport. Although levels of walking are high, cycle usage and rail travel within the Borough is extremely low (using data from the Town Centre Modal Split studies and data on mode of travel to work), and there is a substantial qualitative consensus that the quality of infrastructure discourages people from using these modes. There is also downward pressure on bus use, though this is more in line with national trends. Given the reasons for low levels of rail use and the national reduction in bus patronage, both of these aspects of the current situation are considered vulnerable.

LTP3 is able to impact substantially on the use of sustainable modes. This can be directly through the provision of new infrastructure – additional rail track, bus lanes, cycles routes etc, but also indirectly through “softer” measures aimed at encouraging people to use alternative modes and informing them of how they can do so.

However there is also a real and perceived danger attached to the use of more sustainable forms of transport which must be overcome such as the fear of crime on the journey to and at bus stops / public transport hubs, also the fear of the theft of bicycles.

In determining the significance of this effect it is recognised that it is partially dependent on the actions of external agencies and on people’s individual choices, which generates a degree of uncertainty.

Links to Identified Problems

- Air quality
- Public transport patronage, particularly rail
- Low levels of walking and cycling
- Health

Policy:	Goal 4: Promote equality of opportunity Priority: Improve access to education and employment
What challenges does the policy aim to address?	<p>Pennine Lancashire has failed to benefit from recent economic growth seen in other parts of the region and levels of deprivation in these communities remains high. These problems are caused by (amongst other things) a shortage of employment, low rates of car ownership and poor access to wider employment and training opportunities.</p> <p>The LTP3 Strategy will aim to provide greater information and ticketing options for public transport so that the 'travel horizons' in the borough (i.e. the distances people can afforded to travel) are increased and encompass a wider range of employment and education opportunities. Measures stated in the LTP3 Strategy and Implementation Plan include:</p> <ul style="list-style-type: none"> • Enhanced public transport information and options linking disadvantaged communities with new employment areas. • Development of intelligent information systems and ticketing solutions • Facilitating delivery of Pennine Reach • Facilitating the delivery of rail improvements to Manchester
What environmental benefits will the policy provide?	<p>The strategy aims to promote and develop sustainable transport especially for disadvantaged and isolated communities, helping individuals to travel to access much needed jobs, training and education.</p> <p>Provide students and young people with greater information and ticketing solutions which will help those from poorer backgrounds to improve their employment prospects, which in turn may have long-term positive effects on health.</p> <p>The proposals (which include working with schools and colleges to promote sustainable travel) may also a change in attitudes to travel among younger generations, possibly reducing dependence on cars in the long term.</p>
Will the policy have any adverse effects, are they acceptable and can these effects be reduced?	<ul style="list-style-type: none"> • Increasing the 'travel horizons' of people in more disadvantaged communities will have adverse environmental consequences, most notably in terms of increased carbon emissions. • Increasing affluence is likely to result in a continued preference for private transport. <p>Measures taken to provide affordable public transport services in these areas will reduce this risk, particularly if passenger numbers are enhanced by new ticketing solutions using smartcard technology.</p>
Conclusions	<p>If the proposed measures are successful, increasing incomes and employment security will have a range of positive environmental, social and health benefits.</p> <p>Developing a fit for purpose public transport network in partnership with transport operators is key to reducing travel by private car and enabling wider access to education and employment opportunities.</p>

	<p>Measures that provide better access to education and employment should help to improve overall wellbeing, particularly for those in disadvantaged and isolated communities.</p> <p>However, there are clearly a wide range of environmental problems with promoting greater travel (including local impacts associated with new infrastructure and global impacts through carbon emissions).</p> <p>Over the longer-term it will be difficult to prevent increasing prosperity resulting in greater car use (as seen in more prosperous areas).</p>
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Significant effects of LTP3:

Improving access to local services and facilities: Access to services and facilities is a central issue for LTP3. This objective relies on a full range of accessibility data generated using the “Accession” software package. Accessibility relates to a wide range of other “quality of life” issues including social and economic inclusion, community cohesion and deprivation.

The current situation with regard to certain aspects of accessibility is considered highly vulnerable. This is firstly because of the existing baseline per se, which shows that access to a number of key locations within the Borough by public transport/walk including major employment areas and health care facilities have declined since 2007 thus placing upward pressure on car use. Secondly, this problem with accessibility has a substantial cumulative impact on a number of other issues including health, exclusion and deprivation. This impact will disproportionately affect those without a car.

LTP3 will be the main driver influencing accessibility of existing local services in the Borough (the accessibility of new development is more significantly impacted on by the planning system). Although delivery is dependent to an extent on partners’ actions (such as bus operators), the scope of LTP3’s influence, along with the issue of cumulative effects referred to above, mean that its effects on this aspect of the current situation will be highly significant.

Links to Identified Problems

- Accessibility of hospital facilities
- Accessibility of business parks
- Health
- Low-wage, low-skill economy

- Promoting social and ethnic equality: This objective considers how the LTP3 Strategy affects issues of equality between different groups in the community. It can relate to equality in a wide range of senses: between people of different ethnic backgrounds, ages, income levels, genders, disabilities and so on.

Two main vulnerabilities in the current situation that are within the scope of the LTP3 have been identified. The first is the issue of access to key facilities as already noted: this disproportionately impacts on those who do not have access to a car. The second is in terms of road safety in residential areas: historically accident rates have been highest in areas with large Asian heritage populations. Although the current situation in accident rates has improved and is not currently considered a problem, it is considered that this remains vulnerable in that reassigning effort and resources away from this issue in future is likely to result in accident rates rising again.

LTP3 is the main mechanism for influencing levels of accessibility of existing development as described above. It is also a major driver of road safety in residential areas, though in this respect it is complemented by other actions including lessons on road safety in schools. Its impact on this aspect of the current situation is therefore considered significant.

Links to Identified Problems

- Accessibility of hospital facilities
- Accessibility of business parks

<p>Policy:</p>	<p>Goal 5: Promote quality of life, health and the natural environment Priority: Improve quality of life and well-being</p>
<p>What Challenges does the policy aim to address?</p>	<p>Transport has significant social and cultural consequence. In a positive way, transport enables people to access essential services and prevents communities become isolated; in a negative way, transport disrupts community life, worsens the quality of the public realm and causes concerns about crime and safety. Additionally, transport has significant health consequences, worsening health through air pollution but improving it for those who choose active travel such as walking or cycling.</p> <p>The Strategy aims to tackle these problems by:</p> <ul style="list-style-type: none"> • Improving access to services for vulnerable or isolated groups, by new, adaptable transport services or changing the way services are delivered. • Improving access to open spaces for leisure activities and expanding the network of walkways and cycleways to make walking and cycling more attractive • Development of Witton Country Park as a regionally significant cycling hub • Continued investment in the local Rights of Way network.
<p>What environmental benefits will the policy provide?</p>	<p>The Strategy takes an important step towards managing the impact of transport infrastructure on the public realm. Measures such as tackling vandalism, improve street lighting and maintaining pavements and street furniture will have a positive influence in many areas. The cross working with other organisations which will be necessary to implement these measures will bring coherence to these efforts.</p> <p>The impact of these measures should help foster a greater sense of pride in local communities and greater social responsibility on the part of individuals. The impact of more attractive, safer-feeling places and better connected pedestrian and cycling networks is also likely to result in more people walking and cycling.</p> <p>Improving local air quality and noise levels will greatly benefit health and wellbeing of the local residents and visitors.</p> <p>Improving access to needed services through public transport investment and/or better co-ordination of community transport and welfare transport will also enable more vulnerable and isolated groups to take full part in society.</p>
<p>Will the policy have any adverse effects, are they acceptable and can these effects be reduced?</p>	<ul style="list-style-type: none"> • The state of public health in the borough gives cause for concern across a wide range of measures of health. There is also strong evidence to suggest that many of these health problems occur disproportionately in disadvantaged communities and amongst low income families with priority groups noted as older people, women (including Asian girls) people from BME communities, people from lower socio economic groups, drinkers and smokers. • Developing policies to encourage rates of walking and cycling

	<p>need to take account of the many cultural and social barriers to participation. Without due care and attention to these barriers investment in green infrastructure will not be maximised.</p> <ul style="list-style-type: none"> • Providing improved access to the countryside could result in increased levels of disturbance of sensitive species- for instance cyclists and walkers with dogs could disturb ground nesting birds and this would therefore need to be managed. Cycle trails within sensitive areas which are not carefully planned could also lead to walkers carving out new paths to avoid any conflict with cyclists on bridleways –potentially disturbing the local wildlife and habitat. • In order to maintain a standard of living and quality of life, retaining access to needed services is essential. However cuts in funding for local bus services and the effects of the local review into the non commercial bus network may make it uneconomical to run certain services, particularly in more isolated areas –leading to social exclusion. This would impact significantly on vulnerable people in affected areas. This pressure may increase if additional resources are diverted to support additional commuter services on more profitable corridors. For these individuals new ways of delivering services (whether through services such as community taxis or dial-a-bus services or through changes in primary services such as health care or post offices) will be important and may need to be considered.
<p>Conclusions</p>	<p>The quality of public places (particularly in urban areas) is frequently cited by residents and visitors of across the region as a significant concern and transport is often a major influence on this. However, the cost of improving and maintaining public spaces has been, and continues to be, a considerable deterrent to public investment.</p> <p>Increasing fare prices and the closure of less profitable bus services are possible as a result of national cuts in the subsidies given to bus operators. Proposals to look at alternative ways for affected people to access essential services would help reduce the effect of this, particularly on young people, the elderly and rural communities.</p> <p>The impact on the environment of LTP3 investment needs to be carefully considered and measures aimed at protecting and enhancing the natural environment need to be fully recognised in terms of impact on biodiversity, landscape and water etc.</p> <p>Through policy measures relating to green infrastructure, transport networks can play a role in providing walking and cycling routes, and providing valuable ecosystem services that can assist in the management of and adaptation to climate change.</p>

Significant effects of LTP3:

Protecting areas of wildlife and landscape value and improving access to them: This issue covers two main themes: avoiding damage to important resources; and improving access to them.

The vast majority of investment in the LTP3 programme is within the urban area, and no large scale new infrastructure is proposed in any rural part of the Borough. The appraisal has not identified any significant effect, either positive or negative, of LTP3 on sensitive landscape or wildlife resources.

The primary vehicle for improving access to the countryside is the Rights of Way Improvement Plan or RoWIP. The content of this is unaffected by the overall strategic option selected for the LTP.

Links to Identified Problems

- SSSIs
- Landscape and Access to the Countryside

Promoting healthy living environments: This objective covers a range of sub-issues, from the suitability of the mix of housing, to direct health indicators. The issue of physical access to health care facilities is also an important element as is the issue of air quality, which is a significant issue for healthy living environments, and is dealt with under Goal 2.

Appraisal has identified a serious vulnerability in the current situation in terms of physical access to Royal Blackburn Hospital by non-car means. There are also significant problems in the Borough in relation to people's health, notably in terms of the proportion of people with a limiting long term illness.

LTP3 will be the main driver for influencing non-car access to hospital facilities. It therefore has scope to have a significant effect on this issue. In terms of wider issues of people's health in Blackburn with Darwen, appraisal considers that there is a clear relationship through issues of air quality and the use of "healthy" modes such as walking and cycling. However it is considered that many other factors affect people's health including rates of smoking, diet, quality of housing, levels of activity and so on. Because of this the effect of LTP3 is considered only marginally significant.

Links to Identified Problems

- Accessibility of hospital facilities
- Health
- Air quality

- **Reducing poverty:** The primary indicator for poverty is data from the ONS' Indices of Deprivation (IoD) and information on average wage levels in the Borough. Poverty can be linked to a number of other issues including poor health.

Blackburn with Darwen scores comparatively poorly on a range of indicators of poverty. It is ranked within the most deprived Boroughs within the IoD, and has a comparatively low wage economy. The current situation is therefore considered vulnerable.

The main effect of LTP3 on this issue will be through access to jobs. The effect of LTP3 on this issue is considered significant, though it is clear that many other factors influence levels of poverty in the Borough.

Links to Identified Problems

- Low wage economy
- Accessibility of business parks

Policy:	Overarching Priority: Maintain our transport assets in good condition
What challenges does the policy aim to address?	<p>Maintaining transport infrastructure in good condition is an on-going process and falling behind with maintenance can be costly in future years. On-going maintenance will be a continuing priority even through short-term fiscal constraints. The draft Strategy aims to tackle these problems by:</p> <ul style="list-style-type: none"> • Improved procedures for pothole repairs and ensuring the safety of road engineering remains acceptable. • Improving resistance to flooding through drainage improvements and structural strengthening • Cross-service working to improve management of walkways and the public realm. • Modernising street lighting <p>Measures will also be taken to manage the risk posed by severe weather, and to look at ways of improving the resilience of transport infrastructure to these extreme events.</p>
What environmental benefits will the policy provide?	<p>Maintenance (of pavements, street furniture, bus stops, clearing graffiti, etc) is often cited in public satisfaction surveys as having a significant influence of feeling of safety, willingness to use public transport, and general satisfaction with local communities.</p> <p>Proposals supported in the Strategy will see greater partnership working with other authorities with responsibilities for the public realm. Continued working with police authorities will also help tackle vandalism and anti-social activities. Improvements to street lighting and traffic signs, such as replacing lamps with LEDs, can reduce carbon emissions.</p> <p>If the Council were to reducing the lighting of signs and introduce modernised street lighting which reduces levels of light spill this could reduce the disturbance for certain night flying species.</p> <p>Measures to adopt improved winter gritting techniques could result in positive effects on water quality if it reduces in less salt being washed into watercourses.</p> <p>Moreover positive effects on the biodiversity, water quality and climate change adaptation objectives could result from any surface water management activities.</p>
Will the policy have any adverse effects, are they acceptable and can these effects be reduced?	<p>Maintenance practices can lead to the loss of heritage features and the degradation of the historic built environment. The replacement of paving slabs and cobbles with tarmac are often cited examples, but other features such as road signs are also increasingly criticised for their visual impacts. In many cases, the cost of like-for-like repair of historic highway materials and the cost of rectifying past mistakes are prohibitive.</p> <p>Similarly maintenance of the transport network can have an adverse effect on biodiversity and local landscapes if inappropriate verge maintenance regimes and methods are adopted and if materials out of</p>

	<p>keeping with local landscapes are introduced.</p> <p>Any tree canopy reduction or tree felling will also affect the local biodiversity and any transport scheme should try and avoid this happening.</p> <p>There could also be adverse effects on water quality and biodiversity through bridge maintenance activities which will need to be mitigated against through appropriate working practices.</p> <p>The introduction of new bollards and signs that require to be lit increases the Council's carbon emissions. Diamond grade reflective signs can reduce the need for lighting but is not always an acceptable solution from a traffic management perspective.</p>
<p>Conclusions</p>	<p>The quality of public spaces is important in all communities, but is particularly poor in more disadvantaged areas. The quality of the public realm also has a special influence on how attractive places are for private investment. Differences in the quality of urban environments also exacerbate the separation between more and less affluent groups.</p> <p>The recognition that highways are an integral and continuous part of the public realm is a useful step. Closer working with other relevant authorities should help improve outcomes locally and allow greater input from local communities.</p>

Significant effects of LTP3:

- **Ensuring the quality of the townscape and its contribution to the public domain is enhanced through good urban design and maintenance.**
- **Reflect and maintain local character**
- **Protect the Borough's historic environment, townscape and archaeological resources**

These objectives in combination relate to the quality of physical infrastructure and development taking place in towns. It also has links to the issue of how transport infrastructure (street furniture, signage, signals etc) and its maintenance affect the urban environment.

The historic environment is vulnerable in that it is irreplaceable. LTP3 has the potential to have an irreversible effect on historic resources, and more generally can significantly affect the quality of the public realm, either positively or negatively, through the design and maintenance of schemes.

Links to Identified Problems

- The built and historic environment

Conclusions:

The LTP3 Strategy seeks to target over reliance on car journeys, which is a major contributor to traffic and congestion, road safety and poor levels of physical activity by delivering schemes through a combination of physical infrastructure improvements and a sustainable transport solutions programme of investment. As a result a balanced Implementation Plan is proposed.

However, given the challenges facing local authorities as they try to maintain service provision with limited resources there is a significant risk that funding could be diverted from sustainable transport solution measures to support the physical infrastructure designed to facilitate economic growth.

Summary

- The case for solving entrenched economic problems is overwhelming, particularly because of the severe social and health consequences that disadvantaged communities currently suffer. However, the effect of increasing the travel horizons of these groups will make achieving future carbon reduction more difficult and so the delivery of an improved local rail offer and bus network through investment in Pennine Reach and the Manchester to Clitheroe rail service is vital.
- The cost of maintaining public spaces is frequently prohibitive and the division of responsibilities between different organisations means that initiatives in local areas can lack clarity. In the absence of significant reductions in vehicle numbers, improvements in the management of the public realm will be required in the impacts of traffic are to be reduced.
- Whilst behavioural change techniques are to be supported the reluctance to regularly use more sustainable modes of transport such as public transport, walking and cycling may be the fear of crime. Fear of crime which may be created by a range of factors including graffiti, litter, vandalism, street lighting, and are significant deterrents. Therefore as well as developing smarter travel initiatives continued support for the safer travel unit is essential to target the perceived and real crime on the transport network. Moreover work through the local Community Rail Partnership is important to ensure safety on the railways through liaison with Network Rail, Northern Rail and the British Transport Police.
- Further reviews of the local bus network and any reduction in the subsidy given to operators for non commercial operations is likely to see a number of less profitable services withdrawn or bus fares increased. This is likely to impact most significantly on already isolated groups (including rural communities), the young and the elderly. Any rises in fares may adversely affect low income households. BwD will need to continue to work with local transport operators, taxi companies and community transport to ensure accessibility to key services is not adversely affected.
- The introduction of 20mph zones in appropriate locations along with other innovative safety schemes may help to increase the confidence of vulnerable road users, create greater sense of community, and lead to changes in driver attitudes. However, the

benefits of this are unlikely to be seen as rapidly as more traditional engineered solutions.

- The safety of children on our roads is unlikely to benefit significantly from residential speed limit changes, since most accidents occur at lower impact speeds. In this case, solutions such as the regulation of parking in residential areas and schemes to encourage greater parent involvement are likely to be more beneficial⁴.

It is clear that the Strategy takes account of these and other issues identified in this report. However, there is still a dislocation between economically-driven transport measures and those of a more social or environmental focus. This could lead to significant pressure for new road infrastructure and perpetuate reliance on private transport.

Therefore it is important to consider appropriate mitigation measures for the potential adverse effects identified within the Assessment of the Strategy section of this report.

Biodiversity:

- Design of any new infrastructure and the maintenance of existing assets should protect and enhance the natural environment.
- Protocols should be introduced for bridge, road and footway maintenance operations and roadside verge maintenance in order to ensure that adverse effects on biodiversity are minimised and enhancements are achieved wherever possible.
- LTP3 should ensure it recognises the role that transport networks can play in the mitigation and adaptation to climate change. Making the network more resilient to climate change can, if not done carefully, impact negatively on wildlife and mitigation should be considered to address this issue.

Landscape:

- It is vital that the ROWIP is integrated into LTP3 and there is full support for the role that Rights of way network, green lane and quiet lanes have in providing access to the open countryside, as well as employment, education and other services and facilities.
- Design of new infrastructure and maintenance of existing should adopt techniques that reduce adverse effects on local landscapes –e.g. through appropriate materials, signage and lighting

Health:

- There should be full recognition of the mental and physical health benefits associated with access to the natural environment.

⁴ Evidence from residential communities with high incidents of child casualties suggests that the high density of parked cars especially along old terraced streets obscures visibility. Meanwhile, accident records suggest that in the majority of cases, children are hit when unaccompanied by parents.

The LTP3 Strategy openly admits that there will need to be compromises in the goals and priorities identified when implementing local schemes with the economic growth agenda potentially outweighing goals to support health and reduce carbon emissions.

However, it is clear that the root cause of severe environmental and social problems in many communities is a result of the economic difficulties which the borough has faced. As a result, measures to improve economic prospects in such areas could well have very positive benefits especially the major transport schemes which are proposed.

Each major transport scheme identified within the LTP3 Strategy will already have or will be subject to individual environmental assessments with statutory consultation. The table below is able to briefly set out reasons for the investment and the environmental impact.

Major Transport Schemes	Why is it required?	Environmental Impact
<p>Freckleton St link road</p>	<p>Forms part of wider masterplan for area helping to regenerate SW corner of Blackburn town centre.</p> <p>There is poor image of the area compounded by the quality of under used land and buildings</p> <p>Completes Blackburn town centre orbital route which will assist town centre regeneration.</p> <p>Lack of public transport routes and poor quality pedestrian and cycling routes</p> <p>Given the impact on the local historic environment planning conditions will be attached to the granting of any planning permission to enable a full programme of recording and archaeological investigations.</p>	<p>Construction impact upon landscape character will be of minor consequence due to development area predominantly being an urban character consisting of a few areas of open green space.</p> <p>There will be noise and air quality issues during construction.</p> <p>Dust from construction likely to impact on quality of the area by creating visual haze and potentially adding to silt levels of water course – reducing its quality.</p> <p>Impact on the local historic environment including the demolition of 53 King St a Grade II listed building, harm to the site of a former Roman Catholic Church and possible burial ground; demolition of an unlisted Spiritualist Society temple and clearance of St Peter's Church and graveyard.</p> <p>Potential loss of trees and</p>

		<p>reduction in grass verge and vegetation.</p> <p>Increased flow of traffic through site will have negative impact on tranquillity of site.</p> <p>A NATA assessment has identified a preferred route which has carbon emissions forecasted to decrease the most over the appraisal period</p> <p>Infrastructure designed to assist levels of walking and cycling will have a positive impact on the environment. By making the area a destination accessible by these modes will lead to a reduction in car borne travel.</p>
<p>Manchester to Clitheroe rail enhancements</p>	<p>Single line sections of the local rail line from Blackburn to Manchester are acting as a capacity constraint on future development of the service and economic prosperity of Pennine Lancashire</p> <p>Poor commuter transport and weak trade links are preventing the wealth from growth centres (Manchester) spilling into Pennine Lancashire</p> <p>Poor connectivity to growth centres is inhibiting Blackburn and Darwen to attract skilled workers and retain residents with higher skills levels.</p> <p>Congested road network into and out of Manchester in the</p>	<p>Noise, dust and vibration during construction work</p> <p>Clearing of line side vegetation and bank trimming</p> <p>Management of invasive species</p> <p>Additional or increased drainage discharges</p> <p>Impact of traffic management if bridge reconstructions are required – also possible impacts on biodiversity and soils and protected species – e.g. bats.</p> <p>Operation of additional units to run a 30 minute frequency will have a noise and air quality impact. However this is expected to be mitigated against by the switch from</p>

	peaks is not sustainable	private car to rail and increased patronage of the service.
Pennine Reach	<p>The underpinning principle of Pennine Reach is to improve connectivity by public transport from within and outside the Borough to key strategic employment sites and to support the future regeneration of Pennine Lancashire's towns.</p> <p>Pennine Reach will provide a key sub-regional transport system between Darwen, Blackburn and Hyndburn</p>	<p>The Pennine Reach scheme has been developed out of recognition that there was an increasing reliance on the use of the car as a means of travel and access in the region due to the relatively poor state of the public transport facilities.</p> <p>While the majority of the proposals operate on existing roads there are some locations where road widening and construction is required therefore noise, vibration and air quality will be affected. Moreover monitoring the impact on the on biodiversity and soils will be essential.</p> <p>Any increase in surface run off and vehicle based contaminants is expected to be insignificant.</p> <p>Overall the major scheme business case indicates that a reduction in carbon emissions over the 60 year appraisal period would be 12,284 tonnes</p> <p>The scheme will encourage people to use public transport and additional cycling infrastructure as part of the scheme will also promote more sustainable forms of travel.</p>
M65 Capacity improvements	There is currently enormous pressure at certain junctions of the M65 in the am and pm	Additional capacity will result in additional usage worsening noise and air

	<p>peak.</p> <p>Existing infrastructure may be unable to cope with any additional demand created by the delivery of the 'Targeted Growth Strategy' identified in the Councils Core Strategy in terms of further residential and employment developments in the area.</p>	<p>quality.</p> <p>Any construction work would impact in terms of vibration, noise and air quality.</p>
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APPENDIX 1: STATEMENT ON HEALTH IMPACTS

This statement on health impacts was developed in partnership with Lancashire County Council in support of the LTP3 Policy Background Papers which have subsequently formed the basis of BwD's Strategy and Implementation Plan.

Health Impact Assessments:

Analysis of community-wide health problems is undertaken through the Joint Strategic Needs Assessment, in a partnership between Lancashire County Council, Blackpool Council and Blackburn with Darwen Borough Council and the five Primary Care Trusts. Additional oversight is provided by the Community Safety Partnership, which tackles issues around criminal behaviour and community perception of safety.

Headline Problems

- Although significant reductions have been made in road casualties, rates recorded by the Police in Lancashire, Blackburn and Blackpool are (remain) high compared with other parts of the UK⁵.
- Overall recorded casualty rates are highest in Preston, although other areas have specific problems. Accidents involving motorcycles are a particular concern in rural areas, especially in the district of Lancaster; meanwhile rates of child casualties are high in more disadvantaged parts of Lancashire, Blackpool and Blackburn.
- Accidents resulting in fatal or serious injuries are disproportionately high on rural roads.
- Pedestrians and cyclists are particularly vulnerable in road accidents and the likelihood of serious injury amongst those involved in collisions is significantly higher than that of car drivers. In common with this, surveys suggest that concerns and perceptions about safety may deter people from walking and cycling.
- Disadvantaged communities are significantly more likely to suffer from poorer lifestyles and poorer health. Incidences of coronary heart disease, poor health in children and stress-related illnesses are all more common in disadvantaged communities. Overall life expectancy is also lower in these communities.
- Physical activity is an important contributor to good health and declining activity is a problem affecting all parts of society. Whilst conditions such as overweightness and obesity are a significant problem in more disadvantaged communities the problem of poor diet and lack of exercise are also increasingly common in more affluent communities, particularly among children.

⁵ Variations in the way different casualty records are recorded and categorized makes numerical analysis of road safety problematic. Individual statistics and analytical methods should be treated with caution.

The Health Agenda

Lancashire has considerable health problems and efforts to improve co-operation across relevant agencies and organisations has become a key priority in the region. Particular attention is being given to the acute level of health inequalities seen in the County (Joint Health Unit, 2010). This has been recognised as a 'big ticket' issue by the Lancashire Partnership.

Organisations involved in the Partnership are responding to these challenges through measures focused on reducing inequalities in infant mortality, cardio-vascular disease, cancers, alcohol related diseases and accidents, all of which contribute significantly to reducing life expectancy in Lancashire.

The Partnership has decided to focus part of its measures on a 'healthy streets' initiative, aimed particularly at using local government regulatory powers to encourage people out onto the streets to be both physically and socially active (Lancashire Partnership, 2010). Trials of community-wide 20mph zones are part of this programme, but the measures go much further to cover problems such as alcohol misuse and fear of crime.

The Community Safety Partnership has also identified four priority areas around alcohol abuse, domestic violence, anti-social behaviour and road safety (Community Safety Partnership, 2010). This is supported by the work of the Safer Travel Unit which tackles problems of antisocial behaviour on journeys by public transport. The unit also cooperates with agencies to regulate the sale of alcohol to young people.

The Objectives:

Transport is a major cause of accidents and pollution, whilst also providing people with access to jobs and services, giving people an opportunity to walk or cycle as part of a healthy lifestyle, and shaping public and communal places. The extent of these impacts and benefits has a significant influence on public health.

The third Local Transport Plan preparation has begun by identifying priority objectives which are intended to guide how decisions about new transport investment will be made. The six priorities identified are:

Priority 1: Improve access to areas of regeneration and economic growth

Priority 2: Improve access to education and employment

Priority 3: Reduce traffic congestion

Priority 4: Improve road safety

Priority 5: Improve quality of life and wellbeing

Priority 6: Maintain our transport assets in good condition

The focus for the strategy will be on sustainable transport solutions (including buses, trains and walking and cycling), with investment in new road infrastructure limited to providing access to regeneration and growth areas and helping secure direct

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economic benefit. Businesses and individuals will be supported to make better use of transport services through dedicated travel planning exercises.

Road safety programmes and driver training schemes will continue to be delivered, whilst 20mph speed limits will be introduced where appropriate.

A Summary of Road Safety

Although significant reductions have been made in road casualties, rates in Lancashire, Blackburn and Blackpool remain high compared with other parts of the UK. Overall casualty rates are highest in Preston, although other areas have specific problems. Rates of child casualties are high in more disadvantaged parts of Lancashire, Blackpool and Blackburn.

Accidents involving motorcycles are a particular concern in rural areas amongst weekend riders, and in urban communities amongst younger riders. Casualty figures indicate that rural casualties are particularly high in the Lancaster district.

Cars are most frequently involved in accidents, reflecting the number of private motor vehicles compared with other road users. Human error (either by way of lapsed concentration, a lack of attention, or deliberate risk taking) is the most common causes of accidents. Speeding and drink driving account for a far smaller proportion of accidents, although the severity of these is often worse and the risk of fatalities is greatly increased.

The number of children killed or seriously injured is worst in the more disadvantaged parts of Lancashire, particularly in Pennine Lancashire, where as many as half of all pedestrian casualties are under the age of 16. Although figures vary slightly depending on how they are weighted, similarly acute problems exist in Preston and Blackpool (RSA Ltd, 2010). There may be a range of reasons for such a high number of child casualties, but many incidents are simply a result of poor visibility due to on-street parking and children playing.

The number of cyclists killed or seriously injured in road accidents across the UK has steadily increased in recent years (TRL, 2009). Like pedestrians, cyclists are significantly more vulnerable than motorists. A high proportion of fatalities amongst cyclists occur on rural roads where traffic speeds are higher, whilst lorries also present particular hazard to cyclists.

Behaviour and a lack of experience are common problems amongst child cyclists, and cycling between the pavement and the road is a major cause of accidents in this age group. Overall, however, a lack of observation by motor vehicle drivers is the most common cause of accidents involving cyclists.

In spite of these problems, it is generally recognised that the health benefits of increased walking and cycling outweigh the disadvantages of increased injuries. Furthermore, initial evidence from the Lancaster Cycling Demonstration Town project

has shown an increased the level of cycling without an accompanying increase in cycling casualties⁶.

A Summary of Public Health

The health of people in Lancashire is varied, just as their prosperity is also varied. On the one hand, significant problems exist with respect to alcohol abuse, diabetes and mental health whilst, on the other, levels of physical activity and obesity among children are generally better than elsewhere (NHS, 2010). Furthermore, there are marked inequalities in health which are related to severe problems of deprivation affecting many communities and in some places life expectancy is still significantly below the national average (JHU, 2010).

Joint Strategic Needs Assessments (undertaken by local Primary Care Trusts) report high incidences of conditions such as cardiovascular disease and diabetes, which are linked to lifestyle conditions, including poor diet, excessive alcohol consumption and lack of exercise. Drug use is also increasingly reported in hospital admissions.

Although rates of physical activity and levels of obesity in Lancashire are comparable or better than the UK as a whole, the problem of sedentary lifestyles continues to worsen and is likely to place increasing demand on health services. In most parts of Lancashire, measures of average body mass index show that the population is rapidly moving from average to overweight. Whilst this affects all parts of the population, these problems are still very pronounced in the most deprived communities of Lancashire, Blackpool and Blackburn.

There is some evidence which suggests that environmental factors including access to green space and problems of graffiti and litter have an influence on levels of physical activity and rates of obesity (Ellaway et al., 2005). In Lancashire, access to green spaces and the quality of public spaces is particularly poor in disadvantaged communities.

Anti-social and criminal activities (e.g. aggressive driving or vandalising bus shelters) may have an impact on people's mental health and sense of wellbeing and act as a further deterrent to healthy lifestyles.

There is a growing view that declining social interaction and community cohesion can have health impacts, for example in terms of mental health and the ability of vulnerable or elderly people to lead independent lives. While the causes of this are varied, heavy traffic can lead to effectively sever communities, public amenities, etc. Traffic calming schemes and 20mph limits in appropriate locations may help to reduce these effects.

⁶ In the case of Lancaster many of the new routes brought about by the project are off-road and therefore segregated from motorized traffic. Pedestrians may also use these routes.

Impact of Existing Measures on Road safety and Public Health

Measures to address many of the problems described above are well established and have proven benefits. Specific funding is allocated annually to programmes including local safety schemes – including traffic calming and speed limits – and cycling and pedestrian prioritisation schemes, whilst efforts have been made in the way of improving accessibility to key health care services. A significant number of cycling schemes have also been delivered (including cycling demonstration towns in Lancaster and Blackpool).

Good progress has been made in reducing all types of road accidents, and monitoring of local safety schemes shows that these actively contribute to casualty reductions. Internationally, pan-European agreements and directives continue to have a significant influence over vehicle safety and the protection afforded to pedestrians and cyclists in the event of collisions.

Improvements have also been seen in many health conditions, although there is growing evidence that progress has been significantly slower in disadvantaged communities. Furthermore, lifestyle related problems (including alcohol consumption and obesity) are continuing to worsen.

Emerging Solutions

Blackburn with Darwen will identify appropriate 20 mph zones and continue to monitor the effectiveness of existing schemes whilst continuing to engineer solutions for speed management.

The concept of 20 mph zones builds upon the previous Government's draft Road Safety Strategy, which was published in 2009, and is related to the idea of 'shared spaces' which aims to make public highways more amenable to non-motorized traffic. The current Government has recently reinforced this by urging Council's to reduce 'street clutter' by reviewing the need for excess signs and street furniture.

The draft Road Safety Strategy (referred above) also proposed that a more concerted programme of reviewing rural limits should be moved forward to tackle the continuing high rate of serious accidents and fatalities on rural roads. Measures were also proposed to re-examine the function of different rural routes in order to manage the number of uncontrolled junctions joining faster roads.

Conclusions

- The local safety scheme programme will continue to provide public health benefits under the third local transport plan.
- Proposals to implement 20mph limits where appropriate are likely to have benefits, particularly with regard to perceptions of safety, and may help encourage individuals to be more physically and socially active.
- The evidence for casualty reductions in 20mph limit areas and their effectiveness will need to be monitored.

- Health problems suffered by disadvantaged communities in East Lancashire, Preston and Blackpool make it particularly important that walking and cycling is supported in these areas.
- Consideration should also be given to measures aimed at improving the street scene and public spaces, which may require changes in current maintenance protocols. There may be commonalities between this and other local safety programmes.
- A review of rural road speeds should be implemented, making use of existing casualty figures and work already undertaken on defining a functional road hierarchy.
- The publicity and interventions made by the Safer Travel Group will continue to help make public transport more appealing.

APPENDIX 2: STATEMENT ON EQUALITY IMPACTS

This statement on equality impacts was developed in partnership with Lancashire County Council in support of the LTP3 Policy Background Papers which have subsequently formed the basis of BwD's Strategy and Implementation Plan.

Discussions have been held with representatives from different minority groups regarding potential transport requirements. The outcomes of these discussions have informed the Council's understanding of potential impacts of the draft Strategy and will be taken forward in subsequent Implementation Plans.

The need to consider potential impacts on different communities and individuals is enshrined in law and is a core objective of the Council's 'Narrowing the Gaps' strategy. The following statement details the potential impacts of the draft Strategy on different sections of society (including on the basis of age, disability, faith, gender, race and sexual orientation) and in on wider community cohesion.

Equality and Diversity Needs

Lancashire has a diverse population and a diverse range of communities. Despite significant improvement in standards of living across the board, inequalities still exist in a number of areas. The Comprehensive Area Assessment undertaken by public service providers in Lancashire identifies two categories of at risk groups:

- People who experience inequalities, disadvantages or discrimination
- People whose circumstances make them vulnerable

Whilst these issues affect individuals, problems also extend across and affect the cohesion and vitality of whole communities. Evidence suggests that differing economic fortunes, deprivation, integration between ethnic and social groups, and inequalities in public health all have wider community impacts. Unfortunately, such problems still affect many communities within the borough and across Lancashire. The seriousness of these issues was clearly highlighted by the Burnley Riots of 2001.

Equality Impacts of the Strategy

Priority: Improve access to areas of regeneration and economic growth

The local economy is hindered by a shortage of high-quality business sites, both in central locations and in areas of declining economic prosperity. The impact of this reduces wealth creation, affects people's standards of living and has led to growing disparities in the economic fortunes of different areas. In many of the worst affected areas, the social make-up of communities may lead to disproportionate impacts on ethnic or vulnerable minorities, although all sections of society are affected.

Since there is no clear pattern or bias in the location of Lancashire's potential business growth areas towards particular minority or vulnerable communities, it is

unlikely that there will be any differential impacts associated with new infrastructure projects.

Priority: Reduce carbon emissions

Reductions in carbon emissions will rely on reductions in traffic. This would also result in reductions in harmful pollutants which are emitted at the same time as CO₂. However, as there is no discernable pattern in the relationship between existing congested routes and particular communities or sections of society, it is unlikely that any future traffic reductions will be disproportionately benefit any particular groups.

Notwithstanding this, certain groups may benefit from certain reductions in harmful pollutants. For example, there is evidence that women may be more susceptible to certain kinds of particulate pollution.

Priority: Improve road safety

Neighbourhood safety schemes will continue to be delivered in partnership with the local community through local consultation to ensure the physical measures proposed provide a safe accessible environment

The continuation of programmes such as the 'safer travel unit' which helps enforce against anti-social behaviour on public transport will have positive benefits for vulnerable members of society. Reductions in anti-social behaviour are also likely to help ensure greater community cohesion, and make travelling by public transport more attractive for everyone.

Proposals for 20mph speed limits in appropriate locations is likely to improve community confidence and encourage people to spend more time out and about in their community. This is also likely to help improve community cohesion, and may indeed have other benefits (e.g. crime reduction). Trials are being run in disadvantaged communities where rates of child casualties are particularly.

Priority: Improve access to education and employment

In many of the most disadvantaged communities, young people, in particular, suffer from a lack of employment opportunities and low expectations. Coupled with poor educational achievements, this can lead to under-achievement and has a drag effect on the low economy. However, Improving skills and training and widening people's travel horizons is therefore important in many isolated and disadvantaged communities, but particularly so for young people. Improvements to information provision and ticketing solutions are particularly beneficial to young people, who are less able to afford other forms of transport and require sufficient knowledge of the public transport network to plan education, employment and leisure journeys.

Priority: Improve quality of life and well-being

Developing walking and cycling networks has the potential to improve the quality of the local environment. The greatest benefits are likely to be felt in more disadvantaged communities where serious underlying health problems exist; and amongst women, who, statistically, are least likely to do sufficient regular exercise.

There may be additional benefit to individuals from certain ethnic groups, who are more prone to diabetes and for whom regular exercise is especially important in controlling the disease.

The work with British cycling should enable a range of cycling opportunities to be developed for BME groups, women and young girls.

Priority: Maintain our transport assets in good condition

Vulnerable individuals, particularly the elderly, visually impaired or those with mobility problems may be most at risk of trips and falls as a result of poorly maintained pavements or a lack of suitable road crossing. Concerns about personal safety among such individuals may prevent people from leading independent and healthy lives.

APPENDIX 3: REVIEW OF ENVIRONMENTAL TOPICS

This review of environmental topics was developed in partnership with Lancashire County Council in support of the LTP3 Policy Background Papers which have subsequently formed the basis of BwD's Strategy and Implementation Plan.

Water Quality: Although water quality and pollution control are not new issues, the Water Framework Directive and the development of a River Basin Management Plan for the northwest region (currently in draft form) have set significantly more challenging objectives than were present when the previous LTPs were produced. The highway network can be a major source of pollution, ranging from the general build-up of contaminants on road surfaces to the consequences of major environmental incidents. Flooding and highway drainage also have important influences on water quality, as excess water can carry pollutants directly in nearby water courses.

Noise & Air Quality: Again, although these are not new issues, there is growing recognition of the wider impacts transport can have on quality of life and the public realm. Poor air quality and excessive noise caused by traffic and congestion can also be detrimental to health as well as deterring people from taking up more healthy transport options such as walking and cycling. These issues were identified as particular priorities in a recent DfT briefing, The Future of Urban Transport.

Climate Change & Flooding: Updated projections for climate change scenarios were published in 2009. Regional forecasts for the north-west region include increases in mean summer temperatures of +1.5°C by 2020, increasing to +3.7°C by 2080. The forecasts also predict increased winter rainfall amounts of +6% by 2020, increasing to +16% by 2080. Corresponding decreases in mean summer rainfall are also predicted.

Flooding is closely related to the highway network and has strong links with climate change and land-use planning, both key priorities in the third round of local transport plans. A comprehensive review of flooding in the UK highlighted the importance of managing local surface water flows (of which public highways are a major factor) as well as the risks that flooding can pose to the safety of road users. Managing surface water drainage from the highway, slowing down the flow of water into nearby watercourses, and preparing for emergencies are major challenges for local transport authorities.

A surface water management plan is also being developed for the borough in consultation with the environment agency.

Population: Population and employment estimates are available for the period 1999 - 2008. Broken down by sub-region, Central Lancashire and West Lancashire saw slight increases in population (+2.7%), but substantial increases in employment opportunities (+19%). Lancaster and the Fylde Coast saw moderate increases in

population (+4.2%), with slightly greater increases in employment opportunities (+7.1%). Pennine Lancashire saw a negligible increase in population (+0.9%) and a marked decline in the number of job opportunities (-1.4%). In 2008, Lancashire provided a total of 586,000 jobs, against a population of 715,000 economically active people. The unemployment rate was 5.6% and around 90,000 people (net) found employment outside of the County.

Forecasting local demographic changes is highly problematic however forecasts for Pennine Lancashire suggest that population levels will grow more slowly than other areas despite having a growing young population due to migration and the inevitable affects of an ageing population.

Health: A recent Government paper (The Future of Urban Transport) highlighted the diverse range of impacts that our reliance on private transport has on our health and the health of the environment. Pollution, noise and the risk of road accidents are notable impacts, but other less obvious consequences include increasing 'stresses' on the public realm, making urban centres less attractive and deterring people from visiting.

Our reliance on private transport also deters people from making journeys on foot or by bicycle, which could otherwise have perceptible health benefits. The UK's level of walking and cycling is significantly lower than most other European countries, despite the fact that our road safety record overall is very good. The safety record for cyclists, however, is comparatively poor. How active different communities are is not well understood.

Local Environment: The attractiveness of public spaces is likely to influence how willing people are to use public transport or participate in active transport. Litter, fly-posting, graffiti, and fly-tipping have a marked impact on some areas. Green Infrastructure also has important links with biodiversity and addressing climate change. The provision of improvements to existing parks and cycleways are likely to form the main part of local transport plans' contributions towards biodiversity targets.

Natural Heritage: The law provides a robust framework for the protection of statutorily designated wildlife sites and protected species, and the planning system has an important role in the on-going protection of these. Increasingly, the contribution of non-statutory wildlife sites, ancient woodland and networks of natural habitats are also being recognised through the planning system, with efforts also being made to integrate these under the concept of green infrastructure. Work on this is still in its infancy.

Landscape and Heritage: Most of Lancashire's town and village centres have designated Conservation Area, and a wealth of attractive and historically-important streets, buildings and public areas which will play an important part in the economic revival of many communities. Traffic, and the infrastructure necessary for the management of traffic, frequently has an adverse impact on the heritage and attractiveness of these areas – Indeed, many towns now have pedestrianised streets in order to overcome these immediate problems. The Blackburn town centre

movement strategy has been designed to accommodate planned regeneration which will provide an improved quality of place.

APPENDIX 4: ECONOMIC AREA PROFILE

Pennine Lancashire

The regeneration agenda – tackling isolation and bringing opportunities to local communities – is a driving force across Pennine Lancashire.

A 2008 Centre for Cities report found that although large cities like Leeds and Greater Manchester were booming, poor commuter transport networks and weak trade links were preventing this wealth from spilling over into Pennine Lancashire, where GVA output remains low when compared nationally and to neighbouring City Regions, with high levels of employment in lower value economic activities.

Studies into travel to work patterns within Pennine Lancashire show that only 16% of the workforce works outside the sub region. In terms of current commuting levels from within Pennine Lancashire to Greater Manchester this is extremely low with only 2.6% and 3.6% of resident employees in Burnley and Blackburn respectively commuting to Manchester. (Centre for Cities, 2008) This clearly reflects the poor connectivity and long journey times by public transport.

This poor connectivity inhibits the ability of towns like Blackburn and Darwen to attract skilled commuters and also to retain residents with higher level skills. With the further decline of manufacturing employment in the North West, future employment will be driven by higher level skills and through more service based sectors. Employment in Greater Manchester is set to grow by almost 150,000 by 2026, particularly in Manchester City centre with forecasts of 93,000 largely in the financial and business services (EKOSGEN, 2008) – this is considerably more than forecasts for neighbouring economies such as Pennine Lancashire.

Connectivity between the Pennine Lancashire sub region and the expanding economy of Greater Manchester must be addressed in order for this growth to be felt by local businesses and communities and ultimately support future economic growth in Pennine Lancashire.

Improving access to jobs, increasing travel opportunities and raising incomes are important goals which the Strategy aims to address.

Key points:

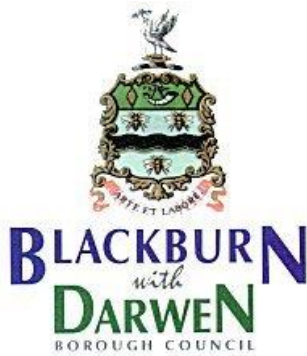
- The structure of Pennine Lancashire's economy remains fragile and improved links with Preston and Leeds have largely failed to materialise. Natural links continue to operate between parts of Pennine Lancashire and north Manchester, but these too are constrained by the limited choice of transport options although transport schemes have been identified that will improve connectivity.
- Low car ownership and the poor range of train services throughout East Lancashire can combine with limited 'travel horizons' to restrict people's opportunities for education and employment.

- Levels of deprivation across wide areas of Pennine Lancashire are a serious concern and, like other places, are worsened by the effects of traffic and congestion in our urban centres. Higher rates of road accidents are also seen in many of these deprived communities.
- Allied to this, transport and traffic adversely affects the quality of the public realm, how it is used, and how it is cared for. Not only has this implications for the wider regeneration agenda, it can also deter individuals from walking and cycling, which both have health benefits. Severance created by busy roads can also prevent proper social interactions, which impact on the prospects, self-esteem and cohesion of local communities.

APPENDIX 5: REFERENCES

References

- Building Cohesive Communities: The 2001 Riots (Home Office, 2001)
- Burnley Speaks, Who Listens? (Burnley Task Force, 2001)
- Central Lancashire Joint Strategic (Health) Needs Assessment (CL PCT, 2009)
- Child Casualties Report 2010 (Road Safety Analysis Ltd, 2010)
- Collisions involving Cyclists on Britain's Roads (Department for Transport, 2009)
- Community Risk Register (Lancashire Resilience Forum, 2009)
- Delivering a Sustainable Transport System (Department for Transport, 2008)
- East Lancashire Joint Strategic (Health) Needs Assessment (EL PCT, 2009)
- Graffiti, Greenery and Obesity in Adults (Ellaway, Macintyre & Bonnefoy , British Journal of Medicine, 2005)
- Health Inequalities across the Lancashire Sub-Region (Joint Health Unit, LCC)
- Highway Maintenance Plan 2009/10 (Lancashire County Council, 2009)
- Health Profile for Lancashire (NHS, 2010)
- Lancashire Climate Change Strategy (Lancashire County Council, 2007)
- Lancashire Community Safety Strategic Assessment (Lancashire Community Safety Partnership, 2010)
- A Safer Way: The National Road Safety Strategy Consultation (Department for Transport, 2009)
- Position Statement on Transport and the Natural Environment (Natural England, 2009)
- Spending on Motorways and Major Trunk Roads (Department for Transport, 2009)
- Sub-Regional Transport Framework for Lancashire (Atkins, 2009)
- The Future of Urban Transport (Department for Transport Ministerial Paper)
- Transport and the Historic Environment (English Heritage, 2004)
- Low Carbon Transition Plan (Department for Energy and Climate Change, 2009)
- The Marmot Review: Strategic Health Inequalities in England Post 2010 (2010)



EXECUTIVE BOARD DECISION

REPORT OF: Executive Member for Schools and Education
LEAD OFFICER: Director of Children's Services
DATE: 13th April 2017

PORTFOLIO/S AFFECTED: Schools and Education
WARD/S AFFECTED: All
KEY DECISION: YES NO

SUBJECT: SCHOOL TERM AND HOLIDAY PATTERN 2018/2019

1. EXECUTIVE SUMMARY

The Local Authority (LA) has responsibility for setting the school holiday pattern for Community and Controlled schools. This is done in consultation with neighbouring LAs, schools and Teacher Associations. For other maintained schools (Voluntary Aided and Foundation) the governing body sets the holiday pattern.

2. RECOMMENDATIONS

That the Executive Board:

Agrees the school term and holiday pattern for Community and Controlled schools for 2018/2019 (as set out in Appendix A "Recommended Dates 2018-19").

3. BACKGROUND

The LA is required to set the school holiday pattern for its Community and Controlled schools. The dates are agreed 12 months in advance of schools beginning the new academic year. In February 2017 the dates were circulated for consultation with primary and secondary schools. In addition the dates were sent to Teacher Associations and discussed at the Governors' Forum meeting in February.

4. KEY ISSUES

Schools prefer the LA to set a pattern that is aligned with Lancashire County Council. In this way there is less disruption for families and employees. Feedback given to Lancashire this year resulted in the half term in Autumn moving back to the end of October and this is welcomed by schools in Blackburn with Darwen.

Agreeing a uniform set of dates for the Borough is not possible as all of the secondary schools and over half of primary schools can set their own holiday patterns. This is likely to increase in the years ahead as more of the school stock changes from maintained schools to academies.

[Page 149 of 180](#)

5. POLICY IMPLICATIONS

There are no policy implications arising from this report.

6. FINANCIAL IMPLICATIONS

There are no financial implications arising from this report.

7. LEGAL IMPLICATIONS

Maintained schools must be open for at least 190 days during any school year to educate their pupils. The Local Authority is currently responsible for setting the school holiday pattern for Community and Controlled schools.

8. RESOURCE IMPLICATIONS

There are no other resource implications arising from this report.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board members need to consider the EIA associated with this item in advance of making the decision.



School term and holiday pattern 2018-

10. CONSULTATIONS

Schools, the Governors' forum and Teacher Associations were all asked for comments in relation to the proposed holiday pattern. The Local Authority has received only 2 responses from schools, the first from a Headteacher stating that the Autumn term was too long and suggested that schools start later in September to reduce the number of days in the Autumn. The other formal response was from another Headteacher cautioning strongly about agreeing a pattern that was not aligned with Lancashire. The Governors' Forum at their meeting on 9th February passed a motion to support the proposed dates as set out in Appendix A.

It is important to note that once agreed by the LA and published, the holiday pattern is binding on all community and voluntary controlled schools in Blackburn with Darwen. Voluntary Aided and Foundation governing bodies are requested to give consideration to the advice from the Local Authority when determining their school calendar.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

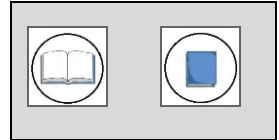
All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION: 1.0

CONTACT OFFICER: Jessica Byrne, Head of Service, Education Excellence

DATE:

BACKGROUND PAPER: Appendix A - Recommended Dates for 2018/19



SCHOOL TERM AND HOLIDAY PATTERN 2018/2019

This timetable shows the standard School Terms and Holiday patterns for the academic year for Community and Controlled schools. The school pattern for Voluntary Aided, Foundation schools and academies is set by the governing body so parents are advised to check final term dates with the individual school/academy concerned.

AUTUMN TERM 2018

Re-open on

Monday 3 September 2018

Mid Term Closure

Monday 22 October-

Friday 26 October 2018 (inc)

Closure after school on

Friday 21 December 2018

Number of openings

75

SPRING TERM 2019

Re-open on

Monday 7 January 2019

Mid Term Closure

Monday 18 February-

Friday 22 February 2019 (inc)

Closure after school on

Friday 5 April 2019

Number of openings

60

SUMMER TERM 2019

Re-open on

Tuesday 23 April 2019

May Day Closure

Monday 6 May 2019

Mid Term Closure

Monday 27 May -

Friday 31 May 2019 (incl)

Closure after school

Tuesday 23 July 2019

Number of openings

60

TOTAL NUMBER OF OPENINGS - 195



EXECUTIVE BOARD DECISION

REPORT OF:	Executive Member for Schools and Education
LEAD OFFICERS:	Director of Children's Services
DATE:	13 April 2017

PORTFOLIO/S AFFECTED:	ALL
WARD/S AFFECTED:	All
KEY DECISION:	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

SUBJECT: Schools and Education Capital Investment Programme 2017-2018

1. EXECUTIVE SUMMARY

To present for consideration and approval the Capital Programme for Schools and Education for 2017-2018, as set out in this report

2. RECOMMENDATIONS

That the Executive Board:

Endorse the attached list of projects (Appendices 1 and 2) for inclusion in the Capital Programme 2017-2018.

Authorise Officers to progress the development and subsequently procure works in accordance with the Contracts Procedure Rules as written in the Council's Constitution.

Authorise expenditure to be incurred on individual projects, under Financial Regulation D2.

Notes that regular reports to the Executive Member for Schools and Education will be provided detailing any variations and amendments to the programmes and seeking necessary approval that may be required in compliance with the Constitution.

3. BACKGROUND

The provision of capital funding for Schools and Education at national and local level continues into 2017- 2018.

Since 2002 - 2003 the council has received a base line of Capital funding from Central Government to meet the responsibilities placed upon it by the Education Acts and the School Standards and Framework Act 1998.

Successive Governments have offered opportunities to enhance this funding level via specific programmes and bid rounds which historically the council has been successful at securing.

Over the last decade capital investment has been targeted, in the first instance, at concerns relating to the condition of the building, as highlighted through the School Asset Management Plan, after which to address suitability (fitness for purpose) and sufficiency (capacity) problems. All of these areas can have a direct effect on the educational standards attained by pupils. This base line investment has enabled the Council to meet its responsibilities and national and local priorities on a continuing basis and ensure Schools are fit for the 21st century.

This has been achieved by use of robust asset management processes allowing the development of accurate lifecycle investment models, and cyclical maintenance plans. By building on this framework of known need the Council has been able to target the baseline funding in conjunction with specific programme funding to maximise the value of investment into the school environment.

This methodology has also allowed Officers to react quickly to changing policies and agendas both nationally and locally by bidding for funding based on comprehensive knowledge of the schools and their needs.

4. KEY ISSUES & RISKS

Details of indicative Schools Capital Allocations for 2017-18 are contained in Appendix 1.

In respect of maintained local authority schools, the School Condition Allocation (SCA) and Devolved Formula Capital (DFC) figures are £961,224 and £241,188 respectively. This amounts to a total funding of £1.2M and will be directly managed by the Schools and Education Portfolio plus the carry forward of 2016-17 funding into 2017-18 (see Appendix 1).

For voluntary aided schools, the SCA and DFC funding amounts to £834,194 and £217,134, a total of £1.05M, which is allocated directly to School Governing Bodies.

The Schools and Education Capital programme (also known as the Planned Improvement Programme) is driven by capital priorities raised from the Condition, Suitability and Sufficiency Sections of school Asset Management Plans (AMP).

The budgets which will be available in 2017 - 2018 (Appendix 1), for capital improvement works in the authority's schools, can be categorised into 3 areas:-

- New Capital Developments

Capital funding which has been ring fenced for schools or centres within Blackburn with Darwen.

- Directly Managed

Projects, irrespective of whether internally or externally funded, are managed on a daily basis by officers from the Building Consultancy Team

- Indirectly Managed

Budgets which have been devolved to schools, as in the case of the formula capital budgets or, given to the Local Authority (LA) for capital works in voluntary aided schools (VA). In all cases, officers keep an overview on the individual projects whilst at the same time, monitor and where necessary manage, the overall budget in partnership with other parties i.e. Diocesan Authorities.

The Capital Programme for schools relates to LA responsibilities in community, controlled and VA schools in relation to the Fair Funding of Schools Regulations. Within the context of these regulations, as set out in the authority's scheme of financial delegation for schools, the LA retains the responsibility for "capital" improvements valued over £10,000 in all schools. The programme to address this work is collectively known as the annual Planned Improvement Programme, (PIP).

From inception to completion the Capital Programme is closely monitored by officers from the Building Consultancy Team and the Service Lead, Access to Learning against agreed key performance indicators (KPI's) representing measures of quality, cost and timescale.

The Capital Programme compiled for 2017-2018 (Appendix 2) reflects need in schools, which has been identified through each school's AMP (Asset Management Plan). By drawing the programme of works from the School's AMPs, we endeavour to adopt an equitable, transparent and fair approach to all. In addition, this year Officers from the Building Consultancy Team and the Services for Schools Team have visited schools to discuss priorities with schools and ensure AMPs accurately reflect the needs of the school.

The main priorities within the programme relate to:-

- 1) Compliance with Legislation
- 2) Provision of Sufficient Pupil Places
- 3) Improving Accessibility and Choice
- 4) Ensuring buildings are wind and water tight and provide a safe, warm environment for pupils and staff.
- 5) Correction of suitability issues to provide a building which is fit for purpose.

Where possible, schemes have been developed to manage a number of the above issues in one hit, so as to generate economies of scale and limit as far as possible the impact on schools.

In line with previous years, schools benefiting from the programme will, if possible, be expected to contribute to the works from either Devolved Formula Capital (DFC), or school reserves. A contribution is required to ensure that the Authority's funding is spread as far as possible and used in schools that have a commitment to working in partnership with the LA, to improve their school buildings and that community and controlled schools are in line with VA schools

As in the past, schools will be asked to find 10% of the total amount, up to a ceiling of two years formula capital.

A contingency fund has been included to address any unforeseen emergency works, especially through the winter period. As schools have less DFC available to them, the LA may find it will need to help with works below the threshold of £10k, more frequently than in previous years.

Due to the scale of the programme it is not possible to undertake all of the works, proposed for schools, within holiday periods. However officers from the Building Consultancy Team will work in close cooperation with Headteachers and governing bodies to minimise the impact of any capital work, on the day to day running of the school, during term time.

5. POLICY IMPLICATIONS

National Policy Context

Central Government Policy on education has undergone a fundamental shift during the current parliament, with Councils being increasingly viewed as organisers rather than providers. However this shift in policy has not diminished our responsibility for current maintained sector schools. Therefore the Government has continued to fund the Council at similar levels to previous years.

Performance Implications

The Capital Programme made up of individual projects will be closely monitored against agreed performance indicators representing measures of quality, cost and timescale.

6. FINANCIAL IMPLICATIONS

The Capital Programme for the Schools and Education portfolio has been prepared in consultation with the Finance Department and is attached at Appendix 1 and 2.

Allocations to schools are fully covered by grant funding and are subject to Executive Board approval.

In respect of the local authority maintained schools sector, indicative 2017-18 capital funding for the School Condition Allocation and Devolved Formula Capital are £961,224 and £241,188. These allocations will be directly managed by this Portfolio in addition to the anticipated carry forward of funding from 2016-17 into 2017-18 financial year detailed in the appendices. The actual carry forward of funding will be confirmed during the year end closure process.

7. LEGAL IMPLICATIONS

The report has been compiled with regard to the Council's Constitution, in particular the Financial Procedural Rules and the Contract Procedure Rules. All procurement and contract activity in connection with this programme must be carried out in accordance with the relevant parts of the constitution and legislation.

All contracts prepared in relation to the Programme must be in conjunction with Legal Services/CAPS team.

8. RESOURCE IMPLICATIONS

Resource requirements for managing and coordinating the Capital programme will be met from within the current Building Consultancy structure and Schools and Education Leadership.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

10. CONSULTATIONS

Consultation, once approved, will occur with Governing Bodies, Head teachers and Diocesan Bodies.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	2.0
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CONTACT OFFICER:	Sharon Howard – Service Lead Access to Learning
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DATE:	21 st March 2017
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BACKGROUND PAPER:	
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Schools and Education Capital Programme 2017-2018

Budgets Available for Community Sector Capital Improvement Works**2017 - 2018**

		£
School Condition Grant	Indicative Allocation	961,224
Estimated Capital Carry Forward into 2017-2018:		
Allocated Committed Schemes	subject to final outturn	7,976,000
Basic Need still to be allocated	subject to final outturn	780,513
Schools Condition Grant still to be allocated	subject to final outturn	179,057
Total Available Basic Need and School Condition Allocation		9,896,794

Devolved Formula Capital Funding		
Devolved Formula Capital	Indicative Allocation	241,188
Capital Estimated Carry Forward into 2017-2018:		
Allocated Committed Schemes	Estimated	55,000
School Contribution		50,000
Devolved Formula Capital still to be allocated	Estimated	367,746
Total Available Devolved Formula Capital		713,934

Estimated Budget for 2017-2018	10,610,728
NB - Funds directly managed by the Schools and Education Portfolio	

Budgets Available for Voluntary Sector Capital Improvement Works**2017 - 2018**

Voluntary Aided Sector		£
LA Co-Ordinated VA Programme	Indicative Allocation	834,194
VA DFC Allocation	Indicative Allocation	217,134
Total		1,051,328

Estimated Investment for 2017-2018	1,051,328
NB - Funds managed by school governing bodies	

Schools and Education Capital Programme 2017 - 2018

LIVE PROJECTS

Project	Funding Source	Spend Profile 2017-18			Total £
		Basic Need £	Schools Condition £	DFC/School Cont £	
Cedars	Basic Need	1,385,000		20,000	1,405,000
Newfield ASD	Basic Need	5,046,000			5,046,000
Former Cedars Infants School Site / St Thomas PRU	Basic Need / SCA	212,000	263,000		475,000
St Thomas CE Primary	SCA	-	180,000	20,000	200,000
St Barnabas & St Pauls	Basic Need	792,000		50,000	842,000
Turton and Edgeworth	SCA		65,000	15,000	80,000
Audley Nursery	SCA		1,000		1,000
Audley	SCA		32,000		32,000
Total		7,435,000	541,000	105,000	8,081,000

NEW PROJECTS

Project	Funding Source	Spend Profile 2017-18			Total £
		Basic Need £	Schools Condition £	DFC/School Cont £	
Project Management Fee	Various	25,000	25,000		50,000
Audley Infant & Junior	Basic Need	450,000		50,000	500,000
Audley Junior	SCA		213,300	23,700	237,000
Belmont	SCA		9,000	1,000	10,000
Feniscowles	SCA		22,500	2,500	25,000
Intack	SCA		22,500	2,500	25,000
Longshaw Junior	SCA		58,500	6,500	65,000
Lower Darwen	SCA		171,000	19,000	190,000
Meadowhead junior	SCA		22,500	2,500	25,000
Roe Lee Park	SCA		135,000	15,000	150,000
Roe Lee Park	SCA		34,200	3,800	38,000
Shadsworth Junior	SCA		12,600	1,400	14,000
Total		475,000	726,100	127,900	1,329,000

UNALLOCATED GRANTS REMAINING

	305,513	414,182	481,034	1,200,728
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TOTAL 2017/2018 BUDGET

	8,215,513	1,681,282	713,934	10,610,728
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EXECUTIVE BOARD DECISION

REPORT OF:	Executive Member for Regeneration Executive Member for Resources
LEAD OFFICERS:	Deputy Chief Executive
DATE:	13 April 2017

PORTFOLIO/S AFFECTED:	Regeneration	Resources
WARD/S AFFECTED:	Shear Brow	
KEY DECISION:	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

SUBJECT: 11 – 17 Blakey Moor, Blackburn (“the property”): Promotion of a Compulsory Purchase Order for planning purposes.

1. EXECUTIVE SUMMARY

- 1.1 The Executive Board is requested to give approval for the Council to make a Compulsory Purchase Order (CPO) (referred to as the “Order”) to deliver the Heritage Lottery Fund (HLF) Blakey Moor Townscape Heritage Project. The Council has powers to compulsorily acquire land under the provisions of sections 226(1)(a) of the Town and Country Planning Act 1990, and section 121 of the Local Government Act 1972.
- 1.2 The Council needs to acquire 11 -17 Blakey Moor Terrace, Blackburn in order to deliver the Townscape Heritage Project and the regeneration of the Blakey Moor/Northgate area of the town centre. The Council has attempted to acquire the property over an extended period of time with agreement still to be reached. Negotiations are currently ongoing. Other than this land and property, the CPO will include any other interests, any third party and reversionary interests to be acquired (that may be revealed after carrying out full land registry checks). A plan is attached at Appendix 1 showing the property.
- 1.3 Whilst all attempts will be made to acquire the land and property by agreement, the Council considers that if agreement cannot be reached, it will be necessary to make a CPO as a last resort.

2. RECOMMENDATIONS

That the Executive Board upon being satisfied that:

- 1) It would contribute to the economic, social and environmental well-being of the Borough
- 2) there is a compelling case in the public interest as the interference with Human Rights involved is both necessary and proportionate in the interests of bringing about the improvements that would follow from the carrying out of the works
- 3) sufficient funds exist for carrying the resolution into effect
- 4) the legal estate in the land and property required could not be acquired by agreement
- 5) that no impediments exist to the implementation of the project (subject to the making of the order) and there is a reasonable prospect of its implementation should the order be made
- 6) the land and property sought to be acquired is reasonably required for the purposes of the scheme underpinning the order and to carry out the works

7) full planning permission is obtained if required for the refurbishment works

It is recommended that

1) The support of the Council for the refurbishment/improvement of the Blakey Moor terrace as indicated in the HLF approval of the Townscape Heritage project for the area is reaffirmed as set out in the Executive Board report of February 2016.

2) The Director of HR, Legal and Corporate Services be authorised to prepare a Compulsory Purchase Order for the area of land indicated on the plan for the purposes of refurbishing/improving the Blakey Moor terrace as a key project in the Blakey Moor Townscape Heritage Project;

and to take all steps necessary for its confirmation, including the publication and service of all statutory notices and the presentation of the Council's case at any public inquiry or other hearing, and any other means to the resolution of any disputes arising; and

3) Authorise the Director of HR, Legal & Corporate Services (in the event that the Secretary of State notifies the Council that it has been given the power to confirm the Order) to confirm the Order, if he is satisfied that it is appropriate to do so.

4) Authorise the Deputy Chief Executive in consultation with the Executive Member Resources, to negotiate terms for the acquisition by agreement of any outstanding interests in the land within the CPO prior to its confirmation.

5) Authorise the Deputy Chief Executive to approve agreements with landowners setting out the terms of withdrawals of objections to the Order including where appropriate the exclusion of land from the CPO.

6) Authorise the Director of HR, Legal & Corporate Services in consultation with the Deputy Chief Executive to make deletions from, and/or minor amendments, and modifications to the proposed Order and the Order Plan, and accordingly to make applications to amend any planning applications/permissions.

7) Authorise the Director of HR, Legal & Corporate Services in consultation with the Deputy Chief Executive to make and seal a General Vesting Declaration in the event that the CPO is confirmed and to serve the relevant notices.

3. BACKGROUND

3.1 The Council received Full Approval in June 2016 from the Heritage Lottery Fund (HLF) for the £3 million Blakey Moor Townscape Heritage Project. £1.5 million funding will come from HLF and £1.5 million match funding will come from Blackburn with Darwen Borough Council's Capital Programme (approved February 2016).

3.2 The project proposals were developed by the Council's Economic Regeneration and Business Team, guided by the recommendation of the Heritage Lottery Fund and a team of consultant's including Buttress Conservation Architects, Planit-IE landscape Architects and Colliers International commercial property and development specialists.

3.3 Over the next 4-5 years, the project will offer property owners grants of up to 80% to repair or reinstate architectural details and to bring vacant floor space back into commercial use.

The project will deliver:

- refurbishment of up to 25 historic buildings including King Georges Hall front elevation, former Baroque public house, Blakey Moor terrace and properties on Northgate and Lord Street West
- a public realm improvement scheme to Blakey Moor that will see the area better defined with quality paving, improved lighting and soft planting (see attached Townscape Heritage project

plan at Appendix 2)

- a heritage skills training programme developed with Blackburn College supporting
- activity including marketing and an events and activity programme to celebrate the town's rich culture and heritage

3.4 The project is an important part of the on-going regeneration and development of the town centre, creating improved links between Blackburn College and the towns retail core. The enhancement works will support commercial viability of existing businesses, create opportunities for new businesses, help to reinvigorate the towns evening and leisure economy and further establish this part of the town as a cultural hub.

3.5 The refurbishment of the Blakey Moor terrace was identified as a priority project in the delivery of the wider Townscape Heritage Project. An options appraisal was carried out by Colliers International to establish the most commercially viable option for the terrace within the context of supporting the wider regeneration of the area and town centre.

As reported in the Executive Board Decision February 2016, the viability of 6 options for the Blakey Moor Terrace were assessed, including the option to demolish. Soft market testing, taking in the views of licensed restaurant agents and commercial developers, was undertaken by Colliers to establish likely demand from commercial users/operators. This concluded that:-

- The site is potentially attractive to restaurants and also cafes and coffee houses with the historic nature of the area attractive as a destination.
- There are many examples of reconfigured historic buildings being attractive to such operators. The town centre location, very busy footfall, opposite a major leisure attraction and near to car parking make it attractive to operators.
- The minimum floor area that operators look for would be 200sq.m – up to about 500sq.m. The proposed layouts would give unit sizes of 250sq.m, with about 100sq.m outside, and 570sq.m;
- Local authority ownership can be used to positively influence the offer.

All 6 options that were considered require the acquisition and/or improvement of 11-13 Blakey Moor.

The final report from Colliers and insights from the Retail Group research both concluded that Blackburn could sustain a substantial modern restaurant offer and Blakey Moor has the potential to provide a suitable environment for this. Colliers therefore suggested it would be the optimal option for the Council to use the Townscape Heritage Project to nurture a restaurant quarter, using Blakey Moor and the former Baroque building as a focal point. The indicative development appraisals attached show the 2 large restaurants to be optimal.

Blakey Moor terrace specifically presents an opportunity for an independent/premium restaurant offer. The majority of works to deliver a suitable unit/s for this use would be eligible for Townscape Heritage grant funding.

4. KEY ISSUES & RISKS

4.1 The key issues regarding the Townscape Heritage project are as follows:

- Blakey Moor terrace is identified within the Townscape Heritage Project as the 'Priority Project' and delivery of this is as essential, as defined by the Heritage Lottery Fund.
- The Council has held ownership of part of the terrace, 19-27 Blakey Moor since 1998 and the remaining properties 11-17 and land are within private ownership.
- In January 2016, the owner of 11-17 Blakey Moor indicated to the Council that they did not wish to receive a grant to develop the property and their preference would be to sell the properties to facilitate delivery of the project by the Council. Independent property consultants

were appointed at the property owners request and negotiations began to acquire the properties by agreement.

- Should an agreement not be reached, the project could be substantially delayed and at worst put at risk.
- The Council therefore wishes to reserve the right, should negotiations not conclude, to purchase the required land and property by CPO.
- The Council will be seeking to use powers available within the Town and Country Planning Act 1990 (section 226 (1)(a) for the CPO and/or section 121 of the Local Government Act 1972
- The Council is progressing with the property owner in relation to the land and property acquisition and the Council is hopeful that an agreement can be reached.
- The justification for the CPO is that the Council has been in discussions with the property owner since February 2015 as part of the consultation on the deliverability of the TH project and specifically to acquire the property since February 2016. The owner of the properties indicated at that time that obtaining a grant from the Council to carry out the refurbishments was not an option but that sale of the properties to the Council was preferable. However, agreement with property owners and agents has not, so far, been reached. Negotiations are ongoing. Consequently, there is a very real possibility that the property acquisition could be concluded by mutual agreement with the property owner. If this is the case then a CPO will not be required by the Council and will only be made as a last resort.

5. POLICY IMPLICATIONS

The development of the Northgate area meets the 'Culture and Life' objective of the Blackburn Town Centre Strategy and the development of the Town centre in the Local Plan. Specifically, Policy 26 of the Local plan, part 2 applies and supports the delivery of the Blakey Moor Townscape heritage Project. The project also helps to deliver the improvements set out in the Northgate Conservation Area Appraisal and Management Plans. The project also delivers the Heritage priority and ambitions within the Council's 12 point Plan.

Department for Communities and Local Government (DCLG) Guidance on compulsory purchase process and The Crichel Down Rules for disposal of surplus land acquired by, or under the threat of, compulsion ("the Guidance")

5.1 Government policy on the making of CPOs is set out in the above mentioned Guidance whereby the Government encourages the use of CPO powers as set out in Para 1:

"Compulsory purchase powers are an important tool to use as a means of assembling the land needed to help deliver social, environmental and economic change. Used properly, they can contribute towards effective and efficient urban and rural regeneration, essential infrastructure, the revitalisation of communities, and the promotion of business – leading to improvements in quality of life."

5.2 Paras 2,12 and 13 of the Guidance set out when a compulsory purchase power should be exercised:

"Para 2. Acquiring authorities should use compulsory purchase powers where it is expedient to do so. However, a compulsory purchase order should only be made where there is a compelling case in the public interest."

Compulsory purchase is intended as a last resort to secure the assembly of all the land needed for the implementation of projects. However, if an acquiring authority waits for negotiations to break down before starting the compulsory purchase process, valuable time will be lost.

...When making and confirming an order, acquiring authorities and authorising authorities should be sure that the purposes for which the compulsory purchase order is made justify interfering with the human rights of those with an interest in the land affected. The officers' report seeking authorisation for the compulsory purchase order should address human rights issues."

Para 12. A compulsory purchase order should only be made where there is a compelling case in the public interest. An acquiring authority should be sure that the purposes for which the compulsory purchase order is made justify interfering with the human rights of those with an interest in the land affected. Particular consideration should be given to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8 of the Convention.

Para 13. The minister confirming the order has to be able to take a balanced view between the intentions of the acquiring authority and the concerns of those with an interest in the land that it is proposing to acquire compulsorily and the wider public interest. The more comprehensive the justification which the acquiring authority can present, the stronger its case is likely to be.

However, the confirming minister will consider each case on its own merits and this guidance is not intended to imply that the confirming minister will require any particular degree of justification for any specific order. It is not essential to show that land is required immediately to secure the purpose for which it is to be acquired, but a confirming minister will need to understand, and the acquiring authority must be able to demonstrate, that there are sufficiently compelling reasons for the powers to be sought at this time.

If an acquiring authority does not:

- have a clear idea of how it intends to use the land which it is proposing to acquire; and*
- cannot show that all the necessary resources are likely to be available to achieve that end within a reasonable time-scale*

it will be difficult to show conclusively that the compulsory acquisition of the land included in the order is justified in the public interest, at any rate at the time of its making."

5.3 The Guidance at para 14 refers to other matters of which the Council must be satisfied in making a CPO which it is considered are met in the present case:

*"a) **sources of funding** - the acquiring authority should provide substantive information as to the sources of funding available for both acquiring the land and implementing the scheme for which the land is required. If the scheme is not intended to be independently financially viable, or that the details cannot be finalised until there is certainty that the necessary land will be required, the acquiring authority should provide an indication of how any potential shortfalls are intended to be met. This should include:*

- the degree to which other bodies (including the private sector) have agreed to make financial contributions or underwrite the scheme; and*
- the basis on which the contributions or underwriting is to be made*

*b) **timing of that funding** - funding should generally be available now or early in the process."*

5.4 The financial implications for this scheme are set out later in the report.

Impediments to implementation

5.5 *The acquiring authority will also need to be able to show that the scheme is unlikely to be blocked by any physical or legal impediments to implementation including any need for planning permission or other consent or licence. Where planning permission will be required for the scheme, and permission has yet to be granted, the acquiring authority should demonstrate to the confirming minister that there are no obvious*

reasons why it might be withheld. (para 15)

5.6 The Council will be making an application for planning permission if this is required for the scheme. It is the Council's view that there are no obvious reasons for the permission to be withheld.

5.7 Officers are seeking authorisation to the making of any minor amendments, and modifications that maybe necessary to the proposed CPO, Order Plans, and accordingly to make applications to amend the planning applications or permissions (if required).

Preparatory work and making the CPO

5.8 Before embarking on a CPO the acquiring authorities should seek to acquire land by negotiation wherever practicable. At para 16 the Guidance sets out that *“Undertaking negotiations in parallel with preparing and making a compulsory purchase order can help to build a good working relationship with those whose interests are affected by showing that the authority is willing to be open and to treat their concerns with respect. This includes statutory undertakers and similar bodies as well as private individuals and businesses. Such negotiations can then help to save time at the formal objection stage by minimising the fear that can arise from misunderstandings.”*

5.9 The Guidance states that the Secretary of State requires to be satisfied that the land included in an order can be reasonably regarded as required for the purposes of the acquisition as stated in the order. For the reasons set out in this report, it is considered that the land is reasonably required for the purposes of the acquisition.

HUMAN RIGHTS

5.10 There are no residential properties within the CPO area, so Article 8 of the European Convention on Human Rights (which provides that every person is entitled to respect for his home and private life) does not apply to this Order.

5.11 However, it is acknowledged that the compulsory acquisition of the necessary lands will amount to an interference with Article 1 of the First Protocol (which provides that every natural or legal person is entitled to peaceful enjoyment of his possessions). However that interference will be justified if it is in accordance with the law.

5.12 All property and land owners will receive compensation for their loss of property, and all necessary action will be taken to ensure that the impact on adjoining owners and occupiers is kept to a minimum.

5.13 As already noted, the Council should only make a CPO if it is satisfied that there is a compelling case in the public interest. Notwithstanding the acknowledged impact that the CPO will have with regard to some aspects of Human Rights Act 1998, the benefits identified in this report present a compelling case in the public interest for making the proposed CPO and compensation will be payable under the statutory compensation code. The making of the proposed CPO is in the public interest because the proposed scheme will deliver:

- refurbishment of up to 25 historic buildings
- vacant properties brought back into commercial use
- a public realm improvement scheme
- a heritage skills training programme
- an events and activity programme to engage the public in the project
- new opportunities for businesses and job creation
- economic regeneration of the area and wider town centre

- supports the Council's Town Centre Strategy and the Local Plan

PUBLIC SECTOR EQUALITY DUTY

5.14 The Guidance states at para. 6 that “*all public sector acquiring authorities are bound by the Public Sector Equality Duty as set out in section 149 of the Equality Act 2010. In exercising their compulsory purchase and related powers (e.g. powers of entry) these acquiring authorities must have regard to the effect of any differential impacts on groups with protected characteristics. As part of the Public Sector Equality Duty, acquiring authorities must have due regard to the need to promote equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.*”

5.15 The scheme will promote the social, environmental and economic well-being of the area.

5.16 The land proposed to be included in the CPO is reasonably required for the purposes set out in this report.

6. FINANCIAL IMPLICATIONS

6.1 **Construction costs** (including professional fees) of Blakey Moor terrace (11-29) are estimated at £1,455,151. 80% of this will be funded by the Townscape Heritage Project Common Grant Fund (made up of 50% Heritage Lottery and 50% Blackburn with Darwen Borough Council Capital Programme) and 20% will be funded by the property owner which will be the Council and be funded by the Council's Capital programme.

80% Townscape Heritage Grant:	£1,164,121	Total BwD contribution
Heritage Lottery Fund	£582,060.50	
BwD BC	£582,060.50	£582,060.50
20% Property owners contribution		
BwDBC:	£291,030	£291,030
Total	£1,455,151	£873,090.50

Acquisition costs are still to be determined as negotiations continue and a further report will come to Board once progress has been made either by agreement or using CPO powers.

6.2 There is a possibility that a public inquiry may be held if there are statutory objections to this CPO. The additional costs of an inquiry will be reviewed at the appropriate stage, and will be met by the Council's capital programme.

7. LEGAL IMPLICATIONS

7.1 In order to ensure that the scheme is completed within the timeframe allocated, it is essential that a Compulsory Purchase Order (CPO) be made under section 226(1) (a) of the Town and Country Planning Act 1980 Under Section 226(1)(a) a local authority may acquire land to facilitate the carrying out of development, re-development or improvement on or in relation to the land. The Council can also compulsorily acquire land under the provisions of section 121 of the Local Government Act 1972.

7.2 The CPO has to be confirmed by the Secretary of State. If there are objections then a public inquiry may be held.

7.3 The making of the CPO does not prevent negotiations with any person holding an interest in land affected by the CPO, as these negotiations can proceed in parallel with the statutory process. Indeed, this is advised by the Guidance at para 16.

7.4 Additional external legal support may be required if a public inquiry or proceedings takes place as a result of the Order.

7.5 The Council's legal section will be involved in progressing and finalising the statutory elements of this scheme. Powers of compulsion are needed as a last resort to ensure that land is available and in the ownership of the Council before refurbishment/improvement can commence.

If no objections are received, the CPO may be confirmed by the Council. If objections are received and not withdrawn, the order will be subject to confirmation by the Secretary of State who may wish to hold a public inquiry.

8. RESOURCE IMPLICATIONS

Resource demands of this project in terms of officer time will be met by existing Council Growth and Development, Legal and Property officers. The project will be coordinated by a Townscape Heritage manager, now appointed into post and funded by the project. Some external support may be required should the matter proceed to public inquiry or any specific further legal advice required

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

10. CONSULTATIONS

10.1 The Blakey Moor Townscape Heritage Project is a key part of the Council's ongoing Economic Regeneration of Blackburn town centre and the wider borough and the redevelopment of Blakey Moor including 11-17 (currently privately owned) and 19-29 (Council owned) is an essential part of the successful delivery of the Townscape Heritage Project

10.2 The Townscape Heritage Project has been consulted upon with members of the public, property owners, businesses and other stakeholders and this consultation informed The Detailed Scheme Plan, Activity Statement and Detailed Plans for Public Realm that were prepared prior to submitting the funding application to the Heritage Lottery Fund.

Consultation events and activity included (dates from February 2015 to February 2016)

- public exhibition, talks and tours, arts activity, painting competition and a pop-up memory café as part of this year's Blackburn Heritage Festival
- group meetings and drop-in sessions with business and property owner
- one-to-ones with owners and businesses
- heritage careers lecture and consultation event with Blackburn College students
- consultation and workshop event with construction staff at Blackburn college
- meetings with local arts and events groups and organisations to establish links and develop wider activity
- consultation with highways and other people responsible for Town Centre Management and Maintenance
- regular consultation and progress updates for Council Members to ensure continued support of the project
- market testing with potential developers and operators to ensure proposals are economically viable and sustainable
- consultation with heritage lottery to ensure proposal can secure funding
- consultation with building surveyors, conservation architects and Council's Planning department to ensure that proposals were deliverable, sustainable and best practice in the conservation of an historic property

10.3 Alongside this, detailed and ongoing discussions with the property owner of 11-17 Blakey Moor in relation to the project and potential acquisition of property have been ongoing since October 2015. Key events include:

October 2015 – meeting with Growth Programme Director

December 2015 – Meeting with Executive Member for Regeneration

January 2016 – meeting with Economic Regeneration and Business Manager

January 2016 – property owner confirmed that they did not wish to be part of the project and wished to sell to the Council

February 2016 - The Council appointed a surveyor to negotiate sale

April 2016 – Financial advisor appointment to act for property owner

October 2016 – Offer made to property owner

October 2015 – March 2016 – chasing up response to offer and responding questions

10.4 Consultation has demonstrated a high level of support for the Townscape Heritage Project, including acquisition of 11-17 Blakey Moor by the Council to facilitate the development of the full terrace, 11-29 Blakey Moor. Consultation with the property owner has identified that they did not wish to receive a grant to develop the property and their preference would be to sell the properties to facilitate delivery of the project by the Council.

Feedback from consultation with the Heritage Lottery has been that Blakey Moor terrace is a 'Priority Project' and delivery of this is as essential to the wider scheme and funding. Without firm plans to deliver the development of the full terrace, the whole Townscape Heritage Project would be at risk. Colliers International options appraisal and feedback from market testing concludes that the development of the terrace could deliver wider regeneration benefits, but this would need to include the whole terrace to provide viable floor space and ideally the block should be redeveloped at one time.

proposed redevelopment and reuse of the building and agreement that this would impact positively on the town's economic and cultural prosperity.

10.5 Following the publishing of the Order, the CPO, associated plans and the statement of reasons can be viewed at any time in the Town Hall as part of the statutory process.

10.6 The Order will be advertised by the Council and formal objections can be made to the Secretary of State. In relation to the CPO, all relevant notices will be served on all parties within the statutory timeframes.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	1
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CONTACT OFFICER:	Clare Turner
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DATE:	16 th March 2017
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BACKGROUND PAPER:	
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El Sub Sta

CR

Ward Bdy

BLAKEY MOOR

Statue

LB

TCB

62

PH

19

11 to 17

3

PH 33

54 to 58

52

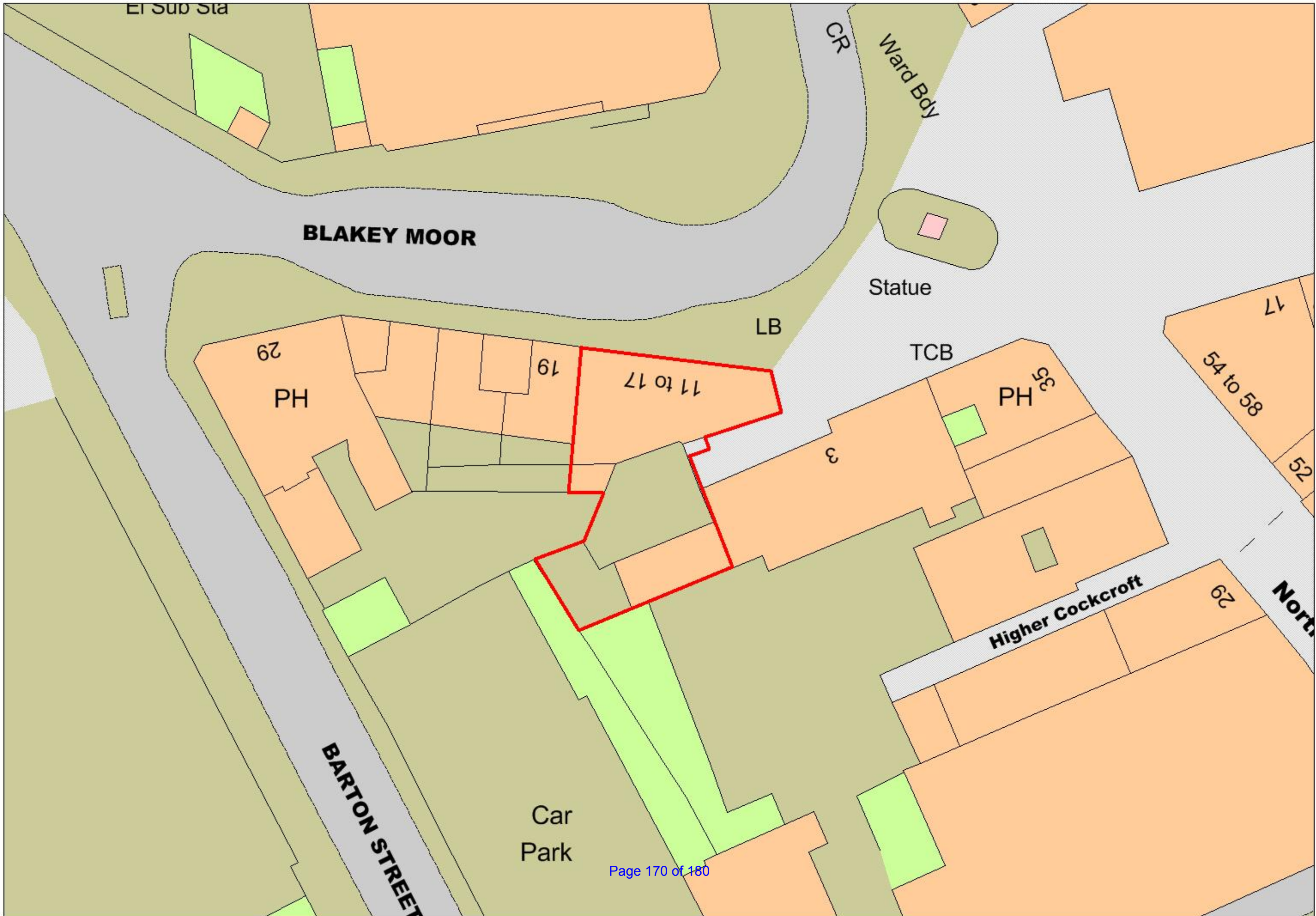
Higher Cockcroft

29

North

BARTON STREET

Car
Park

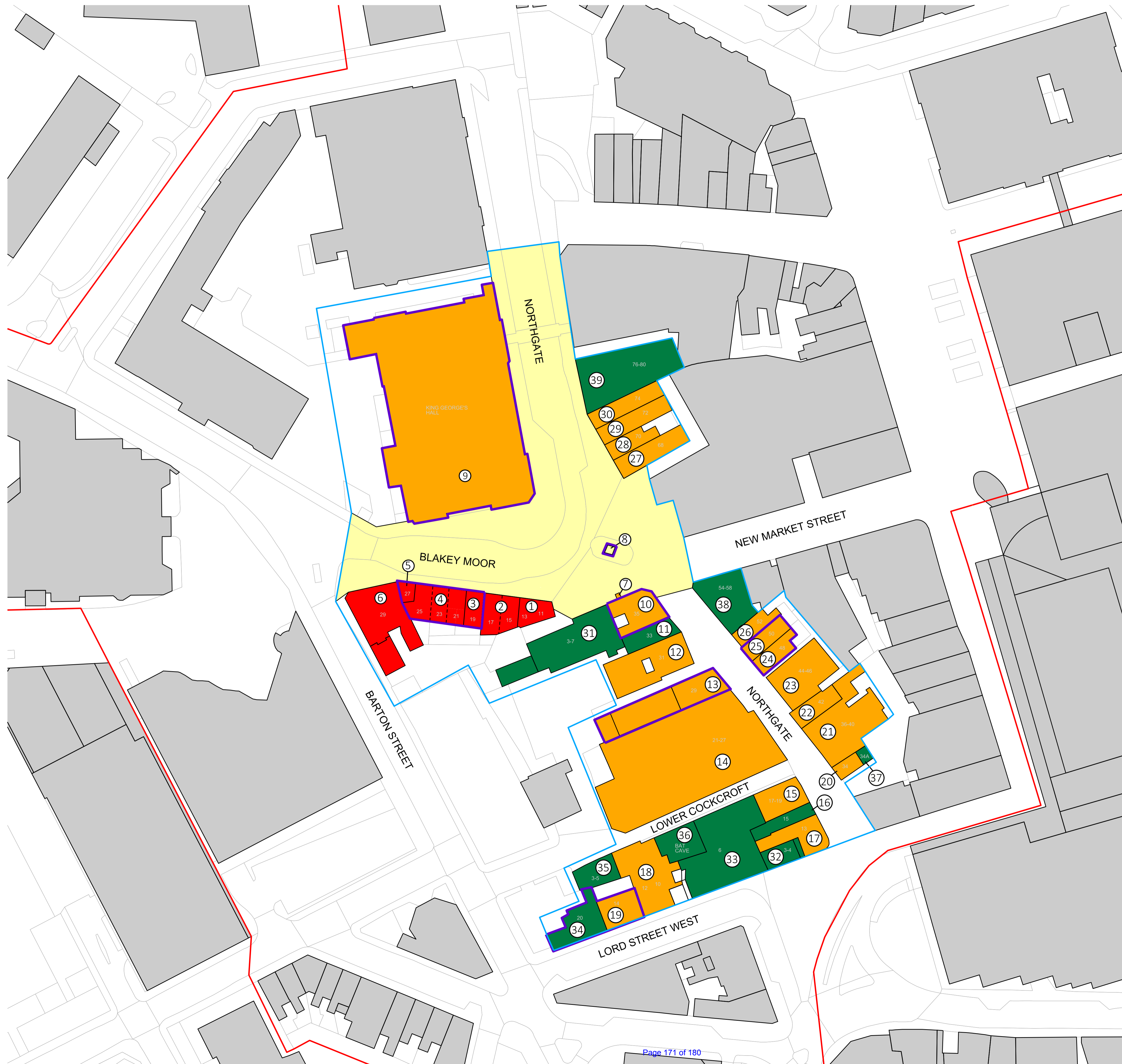




Note:
Do not scale from this drawing.
Dimensions are to be checked on site.
If in doubt please ask.

KEY

- Northgate Conservation Area
- Proposed TH Boundary
- High Priority Projects
- Medium Priority Projects
- Public Realm Improvement Area
- Reserve Projects
- BWD Owned Properties



Rev	Date/Ints	Details

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Project Title	Gladstone's View TH		
Client	Blackburn with Darwen BC		
Location	Blackburn		
Drawing Title	TH Properties Proposed Priorities		
Date	07.01.2016	Scale	1:500
Checked	GP	Orig Paper Size	A1
		Status	PRELIMINARY
Drawing ref	Job No	Drawing No	Revision
	8103	(00) 001	-



EXECUTIVE BOARD DECISION

REPORT OF:	Executive Member for Resources Executive Member for Regeneration
LEAD OFFICERS:	Director of Growth and Development
DATE:	13 April 2017

PORTFOLIO/S AFFECTED:	Resources	Regeneration
WARD/S AFFECTED:	Shear Brow	Wensley Fold
KEY DECISION:	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

SUBJECT: Proposed Cinema and Leisure Development at the site of the former Waves Centre

1. EXECUTIVE SUMMARY

This report sets out proposals for the Council to carry out a direct development of the former Waves Leisure Centre site for a new cinema and leisure development. The development activities undertaken by the Council would include design of the scheme, procure the construction partner for the scheme, obtain all necessary approvals including planning permission and grant a lease of the completed development to a cinema operator. The proposed scheme will fill a gap in the town centre leisure offer, help to stimulate the evening economy, complement the Council's existing Northgate and Blakey Moor investment programme and in turn deliver significant economic benefits for the town centre.

2. RECOMMENDATIONS

That the **Executive Board:**

- i. Approves the selection of Bidder A as the Preferred Operator of the proposed cinema and leisure development, subject to agreement of final Heads of Terms for a 20 year lease;
- ii. Approves Officers to proceed with the appointment of a multi-disciplinary project team to progress detailed designs, secure planning permission and manage the procurement of a contractor to build the new cinema and leisure scheme;
- iii. Approves the selection of the Contractor using a suitable and compliant construction framework;
- iv. Approves a Capital Programme allocation of **£6.5 million** to deliver the scheme, with an accounting treatment and administrative arrangements to comply with necessary requirements;
- v. Delegates authority to the Deputy Chief Executive and the Director for Growth & Development, in consultation with the Executive Members for Resources and Regeneration to agree the terms for the appointment of the project team, agree the detailed lease terms with the Preferred Operator and agree the construction contract with the selected contractor; and
- vi. Notes that future updates will be provided to the Executive Board reporting on the key stages

including the appointment of a construction contractor and the completion of the development.

3. BACKGROUND

Development options have been considered by the Council for various end uses on the site of the former Waves Leisure Centre (“Waves”) in Blackburn Town Centre. The Waves site is a Council owned site, located in a prominent area of the town centre opposite King Georges Hall and adjacent to Fielden Street Car Park. It is also close to Blackburn College campus and the new Blackburn Leisure Centre. The site is approximately 0.94 acres in area. **Plan A** attached to this report provides the context showing an overview of the town centre and the site’s prominent location within the Northgate Conservation Area and the investment programme supported by the Heritage Lottery Fund Townscape Heritage Initiative.

Following consideration of a number of options detailed proposals were considered by the Council for a new cinema and leisure scheme. The final proposals recommended direct development by the Council subject to securing a contractual commitment with a cinema/ leisure operator to take a lease of the building on completion. It was agreed that Officers should carry out the necessary due diligence to assess any potential risks to the Council of proceeding with the development scheme.

The preferred scheme is for a single storey eight screen cinema incorporating three food and beverage units, also at ground floor level. If approved, the Council would complete the scheme to a ‘warm shell’ standard which would include internal construction of partitions, doors, toilets, signage, lighting, CCTV, fire alarm system and finishes. The operator would be responsible for completing the fit-out, subject to receipt of a capital contribution from the Landlord (the Council). The detailed design would be developed jointly with the preferred operator. An early artist’s impression of the proposed cinema building is attached as **Plan B**.

To ensure compliance with relevant legislation and following the legal advice in relation to it a competitive process was undertaken to select the cinema operator. The tendering process has now been concluded, and informal bids have been received from two prospective operators and these have been analysed with the details presented in this report.

4. KEY ISSUES & RISKS

4.1 Demographic Study

A demographic study was undertaken which considered the catchment population within a 20 minute drive time of the proposed site and factored in the nearest competing cinema locations at Burnley, Preston and Bolton. The population within the 20 minute drive time for whom the proposed site would be closest is 182,526. This provides potential admissions of 547,578pa based on the national average admission rate of 3 visits a year. If the current Vue admissions are deducted from this figure this leaves un-provided admissions of 198,990pa. These figures exclude housing growth and future population increases.

Soft market testing conducted by Officers confirmed the proposed catchment size would only be of interest to smaller operators with a niche market and able to offer a varied product offering.

4.2 Business Case Assessment

A business case assessment of the proposals adopted the industry standard approach of assessing the 5 cases of strategic, economic, commercial, finance and management.

- **Strategic Case** for change, assessed the potential scope of the development opportunity, the benefits, key dependencies, constraints and risks;
- **Economic Case**, considered critical success factors, assessment of options, economic modelling and design options – from which emerged a preferred cinema option;
- **Commercial Case**, assessed the development viability, market interest from operators and developers, design requirements, risk transfer – and the preferred development delivery option flowing from this analysis;
- **Financial Case**, this assessed the capital funding requirements, lease terms, affordability and viability; and
- **Management Case**, considering the project management arrangements, programme, business case deliverables and risk management.

The **Business Case** recommended:

- 1) Preferred site use of a combined cinema with food and beverage outlets;
- 2) Preferred scheme would be of single storey with 8 cinema screens with integrated food & beverage outlets;
- 3) Granting an overriding lease of the completed development to single tenant on a long lease;
- 4) Progressing with a competitive tender process to select a cinema operator to take out a lease;
- 5) Preferred delivery of direct development by the Council to design, agreeing commercial terms with the operator and build out; and
- 6) Development capex total of £6.5m inclusive of build costs, design fees and any landlord fit-out contributions to the cinema operator.

Given the findings set out in this report, it is now recommended that the Council proceeds to the Final Business Case stage which would lead to implementation of the scheme.

4.3 State Aid Considerations

Following the assessment of the tender returns from the cinema operators the Council is able to demonstrate an overall surplus of funds for the development scheme and therefore the Council currently does not believe state aid applies. Officers will keep this under review and will advise Executive Board should this situation change.

4.4 Marketing to Secure an Operator

The Council instructed specialist leisure consultants to help market the cinema and leisure opportunity. This commenced with a soft market testing exercise and approached all of the main cinema operators in the UK except for Vue who are already represented in Blackburn (Vue were made aware of the opportunity for information).

From this extensive engagement process four operators expressed serious interest and were subsequently invited to submit informal tenders for a 10 year lease to operator the facility.

- Bidder A
- Bidder B
- Bidder C
- Bidder D

Bids were received from Bidder A and Bidder B.

Both Bidder C and D declined to submit bids.

4.5 Informal Tender Requirements

Bidders were asked to satisfy the following in completing their tender submissions:

- 1) Confirm acceptance, or propose amendments, to the Council's Heads of Terms and state the proposed headline rent and any rent free periods required;
- 2) Confirm the value, if any, of the contribution required from the Council to support the operator's fit-out works;
- 3) Confirm whether the bid is just for the cinema element or for an over-riding lease of the whole development including the food and beverage units;
- 4) Submit a 5 year financial business plan projection indicating the level of turnover, operating costs and expected profit levels;
- 5) Submit the last 3 years audited financial accounts;
- 6) Demonstrate ability, experience and track record in operating similar venues; and
- 7) Provide contact details of Local Authority client references.

Bidders were also advised that tenders would be evaluated on the following basis:

- 1) **Financial evaluation**, taking into account:
 - i) Rental offer
 - ii) Rent free period required
 - iii) Landlord fit-out contribution required

Based on a 20 year discounted cash flow (DCF) model using an appropriate discount rate, allowing the flexibility to assess offers for a lease of the core cinema element only or an over-riding lease of the whole development.

- 2) **Quality evaluation**, assessing bids on the basis of an 80:20 price: quality ratio. The 20% quality element will be broken down as follows:
 - i) Business Plan 10%
 - ii) Experience 5%
 - iii) References 5%
- 3) **Covenant strength**, financial viability of bidders assessed from an industry standard credit rating report on the company (using Mint UK reports).

4.6 Tender Evaluation

Financial Evaluation

Bids were received from Bidder A and Bidder B submitted tender bids. Bidder A submitted a rental bid based on a market rent subject to 5 yearly reviews. Bidder B put forward two rental submissions, one based on a market rental with 5 yearly reviews and a second based on projected turnover figures.

Quality Evaluation

Both bids were evaluated out of 20% based on the assessment of their 5 year business plan, previous experience and references.

Summary of Evaluation

The bid from Bidder A represents the strongest financial offer and has the highest quality assessment, when assessed against Bidder B.

Bidder A is therefore the recommended Cinema operator.

4.7 Construction and Development Procurement

Officers have made proposals to the Growth and Development Board for a new Contractor & Development Framework ("Growth Framework") as an option for the Council to use to accelerate delivery of the growth programme on Council owned sites. The proposals would enable early contractor appointment to support site preparation and enabling works, site infrastructure and highways, civil engineering and construction works for a programme of Council promoted growth projects. In addition the opportunity for a framework partner to take the lead development management role on sites would be an option.

These proposals are currently being market tested to ensure there is sufficient interest in the market before the Council embarks on a tendering process which is anticipated to commence in May 2017. The Council may therefore have the option to either use an existing framework such as the North West Construction Hub or SCAPE or alternatively use the new Growth Framework which is expected to be in operation by the end of the year.

Capita will be invited to provide the multi-disciplinary consultancy services required to secure planning permission design the scheme and manage the procurement and appointment of the framework contractor. These will be procured in accordance with the Call-off arrangements and the terms of the Partnership Agreement.

4.8 Planning

The Blackburn with Darwen Local Plan site allocations plan shows that the Waves site is within the Northgate Area and identified as a development opportunity site. A pre-application meeting has been undertaken which established the cinema and leisure proposals are likely to be supported by the Planning subject to submission of a formal planning application.

4.9 Development Programme

The outline development programme is presently as follows, subject to review as the project progresses:

Sign Heads of Terms with the Operator	-	May 2017	
Finalise Tenant Requirements	-	July 2017	
Submit Planning	-	August 2017	
Finalise Agreement for Lease	-	November 2017	
Appoint D&B Contractor	-	January 2018	
Construction Complete	-	April 2019	(Practical Completion warm shell)
Fit-out Complete by	-	June 2019	(Operator Fit-Out)
Completion	-	July 2019	(Opening)

5. POLICY IMPLICATIONS

The proposed development will support delivery of the Council's regeneration strategies for the town centre including the Northgate Townscape Heritage initiative and the Evening Economy initiative.

6. FINANCIAL IMPLICATIONS

The financial analysis of the tender documentation is outlined in Section 4.6 of the Part 2 report which provides a summary of the Net Present Value for both tenders based on headline rents over the initial 20 year lease and the capital contributions required by each of the operators.

A Net Present Value analysis of the development scheme based on Bidder A as the occupier over the initial 20 year lease and estimates of future rental income (incorporating a 5 year break in rental at year 20 to allow for a future occupier to update fittings) results in a positive NPV for the Council.

A Capital Programme allocation of £6.5 million is required to deliver the scheme, with borrowing assumed over a 50 year lifespan.

7. LEGAL IMPLICATIONS

State Aid has been considered during the development of this project and is referred to in the Part 2 report. The position on State aid will be kept under review to ensure compliance and if necessary, any changes will be reported to the Executive Board.

The procurement of the construction works would need to be in compliance with the Public Procurement Regulations 2015 and the Council's Contracts and Procurement Procedure Rules.

8. RESOURCE IMPLICATIONS

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Delivery of the project will require an appropriate capital allocation, supported by staff resources from Legal, Finance and Growth & Development teams together with staff from the Capita Technical Services partnership. External legal resources may be required to support the project.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

10. CONSULTATIONS

The Growth & Development Board has been consulted during the development of the scheme.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	0.1
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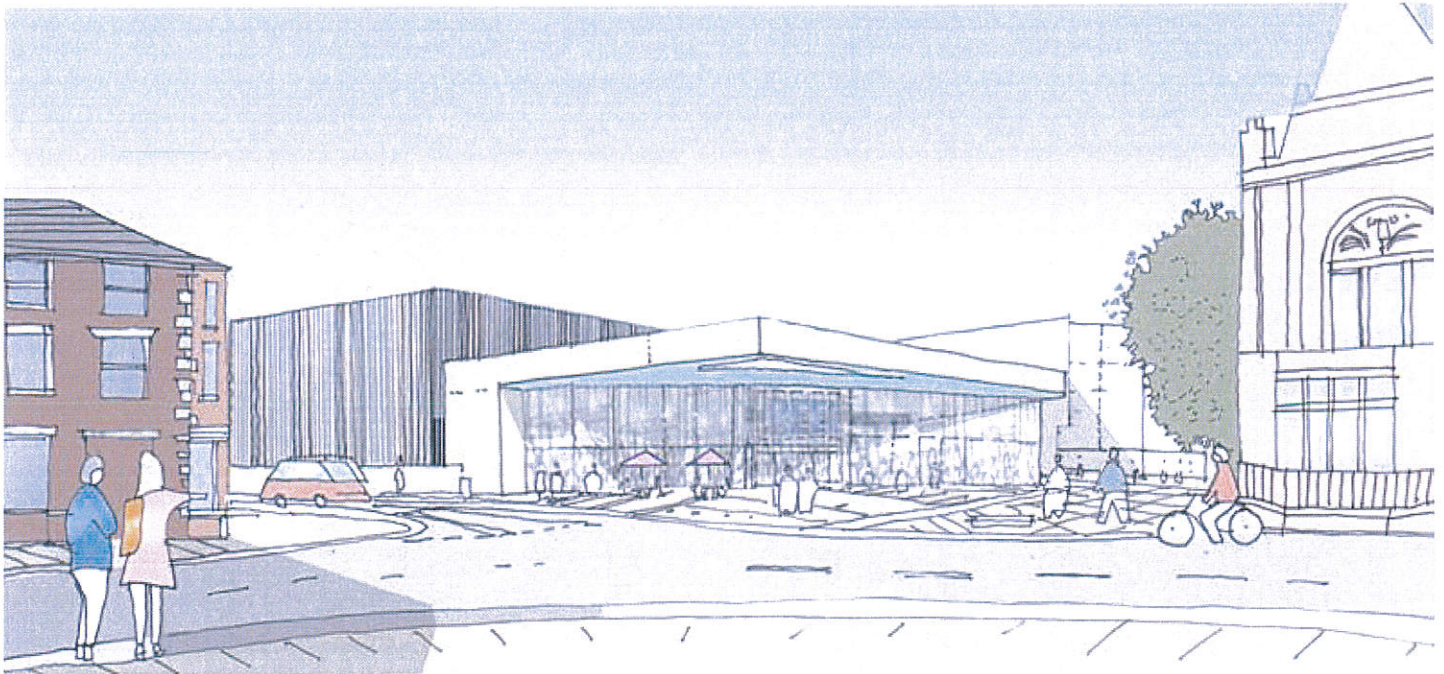
CONTACT OFFICER:	Simon Jones, Programme Director Dept for Growth & Development
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DATE:	9 th March 2017
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BACKGROUND PAPER:	None
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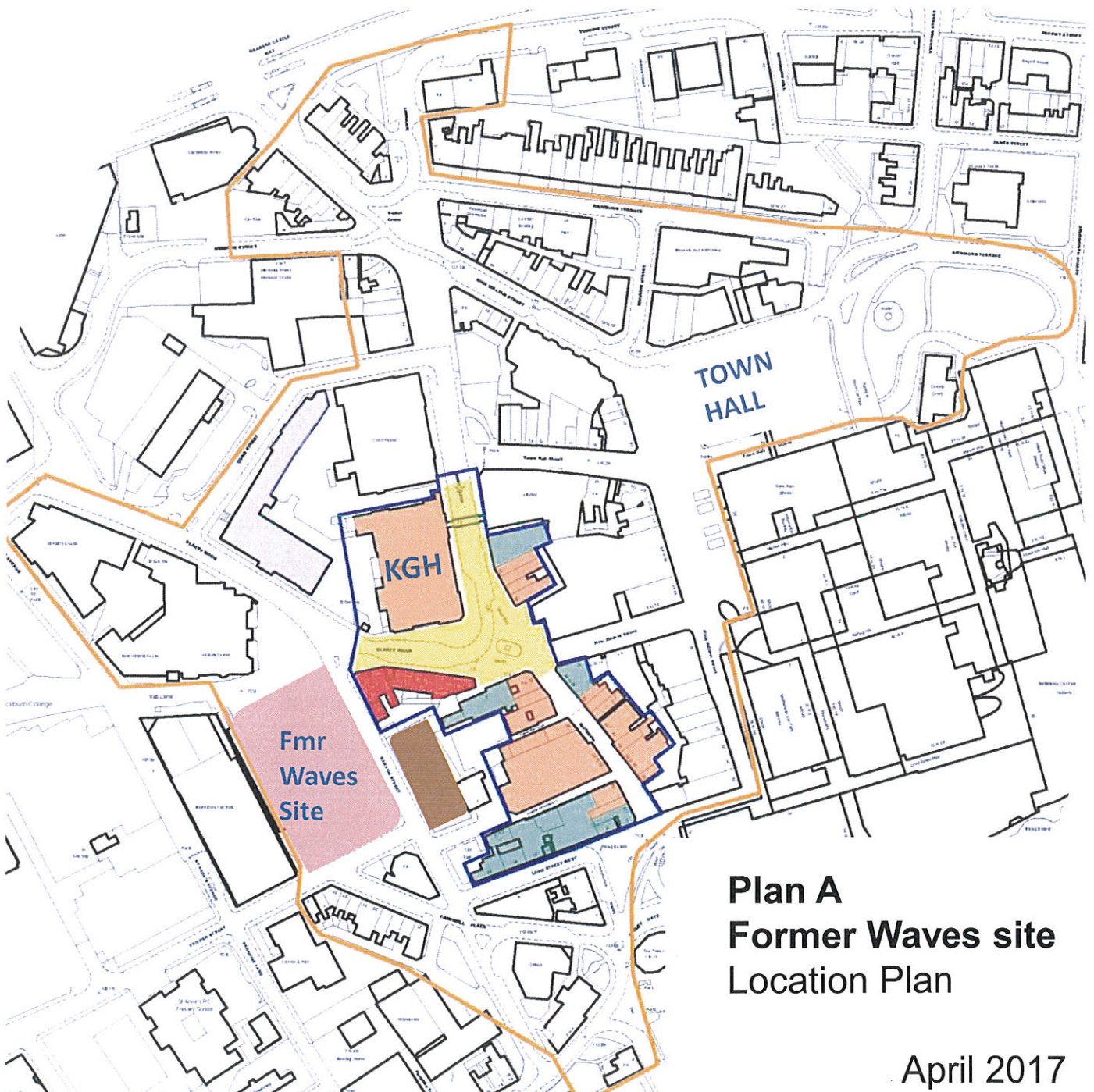
Proposed New Cinema Building

Artist Impression viewed from King Georges Hall



April 2017

The development of a new cinema at the **former Waves site** is a key component of the Northgate and Blakey Moor investment programme to enhance the **leisure and evening economy offer** within the vicinity of King Georges Hall and the College.



Plan A
Former Waves site
Location Plan

April 2017