

# Public Document Pack

## Executive Board

Thursday, 9 August 2018  
Time: 6.00 pm  
Venue: Meeting Room A  
Address: Town Hall, Blackburn

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### AGENDA

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

1. **Welcome and Apologies**
2. **Minutes of the Previous Meeting**  
**5th July 2018 - Minutes** **4 - 12**
3. **Declarations of Interest**  
**DECLARATIONS OF INTEREST FORM** **13**
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 4.00pm 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 4.00pm on the day prior to the meeting.
7. **Youth MP's Update**
8. **Executive Member Reports**  
  
**8.1 LEADER (CHAIR OF THE EXECUTIVE BOARD)**  
  
**8.1.1 Health and Care Integration across Pennine Lancashire**  
**Health and Care Integration across Pennine Lancashire** **14 - 64**  
**The Pennine Plan June 2018**

*(This item was not on the Forward Plan within the required 28 days' notice period, it has been agreed that it be taken under General Exception).*

## **8.2 HEALTH AND ADULT SOCIAL CARE**

## **8.3 CHILDREN, YOUNG PEOPLE AND EDUCATION**

## **8.4 ENVIRONMENT**

## **8.5 LEISURE AND CULTURE**

## **8.6 NEIGHBOURHOOD AND PREVENTION SERVICES**

## **8.7 REGENERATION**

**8.7.1 JOINT LANCASHIRE CYCLING AND WALKING STRATEGY 2017-2027** 65 - 81

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**8.7.3 GRIFFIN DEVELOPMENT SITE TENDER** 137 - 141

## **8.8 RESOURCES**

**8.8.1 CLOSURE OF COUNCIL CHARITIES** 142 - 146

## **9. Corporate Issues**

**9.1 Corporate Revenue Monitoring Report Quarter 1 - April to June 2018**  
**Revenue Monitoring 2018-19 - Qtr 1** 147 -  
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**Qtr 1 2018 2019 Revenue Monitoring Appendix 2**

**9.2 Corporate Capital Monitoring Report Quarter 1 - April to June 2018**  
**Capital Monitoring 2018 - 2019 Qtr1** 156 -  
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**Copy of Qtr1 2018 19 Capital Monitoring Appendix 2**

## **10. Matters referred to the Executive Board**

**PART 2 - THE PRESS AND PUBLIC MAY BE EXCLUDED DURING CONSIDERATION OF THE FOLLOWING ITEMS:**

Harry Catherall, Chief Executive

## EXECUTIVE BOARD

5<sup>th</sup> July 2018

### PRESENT

#### **COUNCILLOR:**

Mohammed Khan  
 Brian Taylor  
 Maureen Bateson  
 Damian Talbot  
 Shaukat Hussain  
 Andy Kay  
 Phil Riley  
 Jim Smith

#### **PORTFOLIO:**

Leader  
 Health and Adult Social Care  
 Children, Young People & Education  
 Leisure & Culture  
 Neighbourhood & Prevention Services  
 Resources  
 Regeneration  
 Environment

#### **EXECUTIVE MEMBER**

John Slater

#### **NON-PORTFOLIO**

Leader of the Conservative Group

	Item	Action
1	<p><b><u>Welcome &amp; Apologies</u></b></p> <p>The Leader of the Council, Councillor Mohammed Khan, welcomed all present to the meeting. Apologies were received from the Youth MP and Deputy Youth MPs.</p>	<b>Noted</b>
2	<p><b><u>Minutes of the Meeting held on 14<sup>th</sup> June 2018</u></b></p> <p>The minutes of the meeting of the Executive Board held on 14<sup>th</sup> June 2018 were agreed as a correct record.</p>	<b>Approved</b>
3	<p><b><u>Declarations of Interest</u></b></p> <p>There were no Declarations of Interest submitted.</p>	
4	<p><b><u>Equality Implications</u></b></p> <p>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.</p>	<b>Confirmed</b>
5	<p><b><u>Public Forum</u></b></p> <p>No questions were received from members of the public.</p>	
6	<p><b><u>Questions by Non-Executive Members</u></b></p> <p>No questions were received from Non-Executive Members.</p>	
7	<p><b><u>Youth MPs Update</u></b></p>	

	<b>Item</b>	<b>Action</b>
	Apologies had been received from the Youth MP and Deputy Youth MPs. A full update would be provided to the next meeting.	<b>Noted</b>
<b>8.1</b>	<p><b><u>Leader's Update</u></b></p> <p>The Leader verbally reported as follows:</p> <ul style="list-style-type: none"> <li>• The Council had recently been named as 'Council of the Year' by the Municipal Journal and the Leader thanked all the staff, Members, volunteers and partners who had helped towards this. The Leader was disappointed in the coverage by the Lancashire Telegraph, and indicated that such positive news for the Town should be on the front page.</li> <li>• Lancashire Fire and Rescue Service – thanks were passed for the recent efforts to put out the fires on Winter Hill and dealing with the associated difficulties in the area.</li> </ul>	<b>Noted</b>
<b>8.2</b>	<p><b><u>Children, Young People and Education Update</u></b></p> <p>The Executive Member, Councillor Maureen Bateson verbally reported as follows:</p> <ul style="list-style-type: none"> <li>• As Members were aware, Linda Clegg, Director of Children's Services, would shortly be leaving the Council, and thanks were passed to Linda and her team for the excellent work undertaken during her time at the Council.</li> <li>• There was a new statutory duty to give continuing advice and support to Care Leavers up to 25 years of age for which there was a small budget available via the Government.</li> </ul>	<b>Noted</b>
<b>8.3</b>	<p><b><u>Leisure and Culture Update</u></b></p> <p>The Executive Member verbally reported on the 10<sup>th</sup> anniversary of the 'Refresh' scheme and advised that a walk would be taking place on Sunday 8<sup>th</sup> July to Darwen Tower from Bold Venture Park.</p>	<b>Noted</b>
<b>8.7.1</b>	<p><b><u>Joint Lancashire Cycling and Walking Strategy</u></b></p> <p>Item withdrawn.</p>	
<b>8.7.2</b>	<p><b><u>Publication of the Draft Minerals and Waste Local Plan for Public Consultation</u></b></p> <p>It was reported that a review of the Joint Lancashire Minerals and Waste Core Strategy, and Site Allocation and Development Management Policies Local Plan was underway. The report presented the draft revised Joint Lancashire Minerals and Waste Local Plan, including the main changes it contained and the proposed process for carrying out the statutory public consultation it must undergo before public examination and adoption. It also presented a timetable for the review process.</p> <p>The Minerals and Waste planning policy work was led by officers at Lancashire County Council, with Blackburn with Darwen and Blackpool Councils contributing towards the resourcing</p>	

	Item	Action
	<p>budget. Any decisions to adopt policy must be taken by all three minerals planning authorities (i.e. Lancashire County Council, Blackpool Council and Blackburn with Darwen Borough Council).</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board agrees to:</p> <ol style="list-style-type: none"> <li>1. Publish the draft revised Joint Lancashire Minerals and Waste Local Plan (Appendix 'A' of the report submitted refers) for consultation purposes during the summer;</li> <li>2. Adopt the revised Joint Lancashire Minerals and Waste Local Plan Local Development Scheme 2014-20 (Appendix 'B' of the report submitted refers), which sets out the timetable for plan production; and</li> <li>3. Note the outcomes of the scoping consultation, and the proposed changes to the Local Plan review, set out in the Scoping Consultation Outcomes Report (Appendix 'C' of the report submitted refers).</li> </ol>	<p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Noted</b></p>
<p><b>8.8.1</b></p>	<p><b><u>Closure of Council Charities</u></b></p> <p>As previously reported to the Executive Board, the Council was the corporate trustee of five inactive charities/trusts that were no longer managed or meeting the purpose they were initially set up to achieve. Over the years these charities have gradually become redundant resulting in funds sitting in the charities accounts, unspent for numerous years and accruing interest. For most of the charities, the purpose for which they were set up has become obsolete, thus restricting the spending of monies and being inactive from lack of trustee management to conduct business. Three of these charities were registered with the Charities Commission whereby annual accounts are required to be submitted yearly, requiring resources from the Council.</p> <p>Collectively, there were sums of approximately £81,851 held in the accounts. Given the lack of activity it was now considered appropriate for the Council to utilise dormant funds for good causes in the Borough and to close the accounts.</p> <p>The report dealt with three charities: Henrietta Kenyon Bequest, Harriet Holt Trust and Common Good Trust. These three charities have funds of £46,116 held in the accounts.</p> <p>The remaining Charities i.e. Garstang Lecture Fund and Poors Land would be the subject of a report to the Executive Board in August 2018.</p> <p><b>RESOLVED -</b></p> <p>That the Executive Board:</p>	

	<b>Item</b>	<b>Action</b>
	a) note the background and options available to the Council relating to the dormant charities;	<b>Noted</b>
	b) authorises the change of 'purpose' of each charity as identified in this report; and where the current purpose is sufficient, authorise the transfer of funds and close the account.	<b>Approved</b>
	c) In relation to a charity registered with the Charities Commission; to inform the Charities Commission of the change of purpose. (Henrietta Kenyon Bequest & Common Good Trust)	<b>Approved</b>
	d) enter into discussion/consultation with other charities that may be eligible to receive funds, with the new purpose in mind;	<b>Approved</b>
	e) approve the transfer of funds to other charities identified as having the same aims and purpose by the Director of Finance and Customer Services in consultation with the Executive Member for Resources; and	<b>Approved</b>
	f) subject to a-e above close the financial accounts.	<b>Approved</b>
<b>9.1</b>	<p><b><u>Blackburn Cinema, Undercroft Car Park &amp; Jubilee Square Development Scheme</u></b></p> <p>A Report was submitted which detailed the Council's final proposals for a new development in Blackburn town centre comprising a cinema, two leisure units and undercroft car park together with a new public square to be called 'Jubilee Square'. The new development would fill a much needed gap in the town centre leisure offer and would help to stimulate the evening economy and complement the Council's existing Northgate and Blakey Moor investment programmes.</p> <p>The Council had signed an agreement with Reel Cinemas for a 20 year lease of the completed development which would see Reel operate the new cinema and leisure units. The scheme would complement the recent investment in the Lemon Tree bar (former Jubilee public house), adjacent to the site on Blakey Moor Terrace, which was acquired and refurbished in 2017.</p> <p>Public consultation on the details of the new development was undertaken during the planning application process with full planning approval received in March 2018. As noted in the Cinema Exec Board Report of April 2017, the report set out the final business case proposals for the Council to proceed with the construction phase of the development.</p> <p>The Council had now received tenders from contractors for the construction of the development and had reviewed the tenders and completed the final business case assessment which demonstrated that the development was viable and would generate a positive return for the Council as a property investment in addition to generating business rates and economic benefits for the town centre.</p>	

	Item	Action
	<p>It was anticipated construction works would commence on site in October 2018 following site set up with the works completed on the cinema and Undercroft car park by December 2019. Construction of final phase to complete Jubilee Square would be undertaken over the summer of 2019 following consultation with Blackburn College.</p> <p>Following completion Reel Cinema would then fit out the new cinema with a planned opening date set for Easter 2020.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <ul style="list-style-type: none"> <li>a) Notes the development scheme received planning approval in March 2018 with scheme details and drawings contained within planning application reference 10/18/0077;</li> <li>b) Notes the independent assessments provided on the legal arrangements and financial viability of the proposed development scheme;</li> <li>c) Notes the existing capital programme allocation of £6.5 million to cover the cinema scheme;</li> <li>d) Notes the existing LTP programme allocation of £0.75 million to cover the public realm, terracing and external works scheme;</li> <li>e) Approves a capital programme allocation of £2.75 million to cover the Undercroft car park and infrastructure;</li> <li>f) Approves the selection of Bidder A as Preferred Contractor for phase 1 of the construction works;</li> <li>g) Approves Officers to proceed with the appointment of a consultancy team to administer the construction contract and supervise the phase 1 works on site;</li> <li>h) Delegates authority to the Deputy Chief Executive in consultation with the Executive Members for Resources and Regeneration to agree the terms for the appointment of the consultancy team and agree the final terms of the construction contract with Bidder A for phase 1 of the works;</li> <li>i) Delegates authority to the Deputy Chief Executive in consultation with the Executive Members for Resources and Regeneration to agree the terms for the appointment of the consultancy team and agree the final terms of the construction contract for phase 2 of the works;</li> <li>j) Notes the proposed development will be complete by November 2019 and handed over to Reel Cinema who will complete the fit-out ready for public opening over the Easter holidays 2020.</li> </ul>	<p></p> <p></p> <p></p> <p></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Noted</b></p>



	Item	Action
9.2	<p><b><u>Investment Opportunity, Land at Milking Lane, Lower Darwen</u></b></p> <p>It was reported that the Milking Lane site in Lower Darwen had attracted negative publicity over the years with a long and chequered site history of stalled development activity and more recently incidents of anti-social behaviour, vandalism and trespass as reported by local residents, businesses and Ward Councillors.</p> <p>The report recommended investment by the Council as a minority shareholder in a new Special Purpose Vehicle (SPV) along with a local developer as majority shareholder who had now secured exclusivity of the site from the administrators. The Developer was local and a well-regarded development company and a partner on the Council's Growth Framework.</p> <p>The site was ideally located and would provide much needed employment land for new businesses for local expansion and inward investment in the Borough. The minority investment by the Council would help ensure the site was developed and that development was accelerated to generate a positive return for the Council and directly support growth in jobs and housing.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <ul style="list-style-type: none"> <li>i. Notes the Lower Darwen site has attracted negative publicity over the years with several stalled developments and more recently incidents of anti-social behaviour and vandalism;</li> <li>ii. Approves the Council to invest in the Special Purpose Vehicle (SPV) as a minority shareholder with a local developer as majority shareholder for the purposes of acquiring the site, preparing the site for development and disposing of land parcels to 3<sup>rd</sup> parties for development;</li> <li>iii. Notes the proposed development will contain a mix of employment and residential end uses;</li> <li>iv. Approves a capital allocation to invest in the SPV for a 25% investment in the SPV which will be in accordance with Council's accounting framework; and</li> <li>v. Delegates authority to the Deputy Chief Executive in consultation with the Executive Member for Resources to agree final terms for the Shareholders Agreement (SHA) and SPV legal, financial and ongoing management arrangements.</li> </ul>	<p><b>Noted</b></p> <p><b>Approved</b></p> <p><b>Noted</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p>
9.3	<b><u>Corporate Revenue Budget Monitoring Report Quarter 4</u></b>	<b>9.3</b>

	Item	Action
	<p>Members received a report detailing the overall revenue position of the Council for the year ended 31<sup>st</sup> March 2018, highlighting key issues. The report also determined the year end position with regard to portfolio under/overspends and the impact on earmarked and unallocated reserves.</p> <p><b>RESOLVED -</b></p> <p>The Executive Board is asked to approve:</p> <ul style="list-style-type: none"> <li>• the portfolio budget adjustments outlined in Appendix 1.</li> <li>• carry forward of the specific amounts shown in Appendix 1 from 2017/18 to 2018/19.</li> <li>• the earmarked reserves position shown in Appendix 2; and</li> <li>• the variations to revenue expenditure, as listed in Section 6, thereby giving rise to a revised balance of £6.055 million on the unallocated General Fund revenue reserve at 31<sup>st</sup> March 2018.</li> </ul>	<p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p>
<p><b>9.4</b></p>	<p><b><u>Corporate Capital Budget Monitoring Report Quarter 4</u></b></p> <p>A report was submitted on the overall financial position of the Council in respect of the Capital Programme as at 31<sup>st</sup> March 2018, highlighting major issues and explaining variations at the year end with regard to portfolio under/overspends and slippage since the last report to the Executive Board in February 2018.</p> <p>The Council's Capital investment for 2017/18 across the portfolios has decreased from the projection of £22.512 million, reported and approved by Executive Board on 8<sup>th</sup> February 2018, to an actual outturn spend of £18.656 million. The net variation (excluding earmarked schemes) of £3.856 million (detailed at Appendix 2 of the report submitted), reflected requested variations to the programme of £330,000 and transfers from the 17/18 programme into future years of £4.186 million.</p> <p>Capital receipts to the value of £0.75 million were received in 2017/18 and were used to support the Minimum Revenue Provision. This compared with the estimate reported to the February Executive Board of £674,000.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <ol style="list-style-type: none"> <li>a) Notes the final capital outturn for 2017/18 as per Appendix 1, together with the variations in Appendix 2; and</li> <li>b) Agrees that the slippage of £4.186 million in the 2017/18 capital programme across all the portfolios, along with the net £12,000 in respect of Earmarked Schemes, can be</li> </ol>	<p><b>Noted</b></p> <p><b>Approved</b></p>

	Item	Action
	<p>carried forward into 2018/19, and that the 2017/18 capital programme is amended accordingly.</p> <p><b>AT THIS STAGE OF THE PROCEEDINGS THE PRESS AND THE PUBLIC WERE EXCLUDED FROM THE MEETING</b></p>	
11.1	<p><b><u>Blackburn Cinema, Undercroft Car Park &amp; Jubilee Square Development programme</u></b></p> <p>Further to the report submitted at Agenda Item 9.1, an additional report was submitted containing commercially sensitive information.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <ul style="list-style-type: none"> <li>a) Notes the development scheme received planning approval in March 2018 with scheme details and drawings contained within planning application reference 10/18/0077;</li> <li>b) Notes the independent assessments provided on the legal arrangements and financial viability of the proposed development scheme;</li> <li>c) Notes the existing capital programme allocation of £6.5 million to cover the cinema scheme;</li> <li>d) Notes the existing LTP programme allocation of £0.75 million to cover the public realm, terracing and external works scheme;</li> <li>e) Approves a capital programme allocation of £2.75 million to cover the Undercroft car park and infrastructure;</li> <li>f) Approves the selection of Bidder A as Preferred Contractor for phase 1 of the construction works;</li> <li>g) Approves Officers to proceed with the appointment of a consultancy team to administer the construction contract and supervise the phase 1 works on site;</li> <li>h) Delegates authority to the Deputy Chief Executive in consultation with the Executive Members for Resources and Regeneration to agree the terms for the appointment of the consultancy team and agree the final terms of the construction contract with Bidder A for phase 1 of the works;</li> <li>i) Delegates authority to the Deputy Chief Executive in consultation with the Executive Members for Resources and</li> </ul>	<p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p>

	Item	Action
	<p>Regeneration to agree the terms for the appointment of the consultancy team and agree the final terms of the construction contract for phase 2 of the works; and</p> <p>j) Notes the proposed development will be complete by November 2019 and handed over to Reel Cinema who will complete the fit-out ready for public opening over the Easter holidays 2020.</p>	<p><b>Noted</b></p>
<p><b>11.2</b></p>	<p><b><u>Investment Opportunity, Land at Milking Lane, Lower Darwen</u></b></p> <p>Further to the report submitted at Agenda Item 9.2, an additional report was submitted containing commercially sensitive information.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <p>i. Notes the Lower Darwen site has attracted negative publicity over the years with several stalled developments and more recently incidents of anti-social behaviour and vandalism;</p> <p>ii. Approves the Council to invest in the Special Purpose Vehicle (SPV) as a minority shareholder with a local developer as majority shareholder for the purposes of acquiring the site, preparing the site for development and disposing of land parcels to 3<sup>rd</sup> parties for development;</p> <p>iii. Notes the proposed development will contain a mix of employment and residential end uses;</p> <p>iv. Approves a capital allocation to invest in the SPV for a 25% investment in the SPV which will be in accordance with Council’s accounting framework; and</p> <p>v. Delegates authority to the Deputy Chief Executive in consultation with the Executive Member for Resources to agree final terms for the Shareholders Agreement (SHA) and SPV legal, financial and ongoing management arrangements.</p> <p>Signed at a meeting of the Board</p> <p>on the day of</p> <p>(being the ensuing meeting of the Board)</p> <p>Chair of the meeting at which the Minutes were confirmed</p>	<p><b>Noted</b></p> <p><b>Approved</b></p> <p><b>Noted</b></p> <p><b>Approved</b></p> <p><b>Approved</b></p>

## 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 prejudicial interest, 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:               **9<sup>TH</sup> AUGUST 2018**

AGENDA ITEM NO.:

DESCRIPTION (BRIEF):

NATURE OF INTEREST:

PERSONAL/PREJUDICIAL (delete as appropriate)

SIGNED :

PRINT NAME:

(Paragraphs 8 to 13 of the Code of Conduct for Members of the Council refer)



# EXECUTIVE BOARD DECISION

<b>REPORT OF:</b>	Leader
<b>LEAD OFFICERS:</b>	Chief Executive
<b>DATE:</b>	9 August 2018

<b>PORTFOLIO/S AFFECTED:</b>	ALL	Health and Adult Social Care
<b>WARD/S AFFECTED:</b>	All	
<b>KEY DECISION:</b>	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	

**SUBJECT: Health and Care Integration across Pennine Lancashire**

## 1. EXECUTIVE SUMMARY

This paper provides an overview of how the proposals for improving health, care and wellbeing services across Pennine Lancashire have been developed. It recommends the Pennine Plan for consideration and approval (attached in full as appendix A). This report also provides an overview of the engagement approach undertaken to test the Draft Pennine Plan and a summary of responses received during the engagement. These have been used to shape the final version of the Pennine Plan.

The development of a Pennine Lancashire Integrated Care Partnership, within the Lancashire and South Cumbria Integrated Care System, is central to delivering the Pennine Plan. The recently launched Blackburn with Darwen Local Integrated Care Partnership will drive delivery within the 4 Neighbourhoods across the Borough.

The Pennine Plan has been developed in collaboration with Blackburn with Darwen Borough Council and impacts upon a number of departments including Adult Social Care, Neighbourhoods, Public Health, Children's Services, Wellbeing Services and Resources. It describes and builds upon the developments within the Council with respect to both developing a place based integrated neighbourhood offer and further developing effective specialist and enhanced services able to meet the future needs of residents.

The Model of Care described within the Pennine Plan comprises of 7 elements which are central to the way in which our services and workforce will develop going forward:

**Me and My Family:** Putting each of us in control of our own health and wellbeing, enabling us to live in good health for as much of our life as possible and to manage any illnesses we might have.

**My Healthy Home:** Enabling a positive home environment, wherever we live, including the physical quality, suitability and stability of our homes.

**My Healthy Community:** Empowering and supporting people within our communities to take more control over their health and lives; strengthening volunteering and support networks to improve the health and wellbeing of others.

**Living Happy, Healthy and Well:** Encouraging and enabling us all to maintain healthy lifestyles, in environments that promote health and that will help to prevent us from becoming unwell.

**Keeping Happy, Healthy and Well:** Supporting everyone to stay well and helping people manage their own health and care better.

**Joined-Up Care and Support:** Bringing services together to improve standards of care and reduce duplication of activity. Providing seamless links between services and linking people into support within local communities.

**In-Hospital Care and Support:** Ensuring that when we need specialist or acute support, in hospital, we receive the best, most effective care possible.

Following approval of the Pennine Plan, it is intended that it will be launched at the Pennine Lancashire Health and Wellbeing Festival scheduled to take place on 19 September 2018 at Blackburn Cathedral.

## 2. RECOMMENDATIONS

That the Executive Board:

- Note the content of the Pennine Plan
- Note the engagement approach undertaken to test the Draft Pennine Plan and a summary of responses received during the engagement
- Provide any feedback and comments on the Pennine Plan
- Approve the Pennine Plan as the overarching blueprint for health and care transformation in Pennine Lancashire.
- Notes that whilst this plan identifies direction of travel and is for noting, that any key decisions required in the implementation of the plan, relevant and impacting on this council, will be subject to a future Executive Board.

## 3. BACKGROUND

In 2016, health and care organisations in Pennine Lancashire agreed to work together to address the greatest issues of challenge in relation to health, care and wellbeing, and to work together as a single public sector economy for Pennine Lancashire.

As a Partnership we know we face a number of challenges that contribute to increasing demands for service provision and that local people are more likely to experience ill health than people living in other areas of the country:

- Children and young people are not getting the best start in life
- Mental illness is more common than in other areas of the country
- Many people have diseases and health conditions that are preventable
- Many more people attend accident and emergency than in other areas of the country
- People are living longer but with more complex needs
- Increasing pressures are being placed on our services and demand for services is out-stripping

the money we have to pay for health and social care.

The Pennine Plan sets out the response to these issues, and has been developed through a Solution Design approach that ensured a wide range of health and care professionals and patient representatives were involved in developing the blueprint for a New Model of Care for Pennine Lancashire.

Health and Wellbeing Improvement Priorities have been identified where Pennine Lancashire is performing poorly compared to other similar areas for these issues, either in terms of population outcomes, quality of care, or spend on services.

A Prevention Framework has been developed which will embed prevention across every aspect of our future plans. We believe this is the best approach to improving the health and wellbeing of all who live and work in Pennine Lancashire.

The New Model of Care puts people, their families and communities at the heart of everything, aiming to put them in control of their own health and wellbeing, so they can remain as healthy as possible for as long as possible. If people do become ill, the New Model of Care aims to ensure they receive the right level of support within their home or local area. When specialist or enhanced support is needed (for example in hospital), people will receive care that is safe, effective and shaped around their individual needs.

In December 2017 the Integrated Health and Care Partnership published a draft of the Pennine Plan, to test proposals for change with a broad range of stakeholders, and gather feedback and insight to inform more detailed service specifications and implementation plans.

### **3. KEY ISSUES & RISKS**

The Pennine Plan reflects the view that working together is the best way to deliver real improvements for local people, and as a Partnership we have worked with staff and residents to identify how we want our shared future to be. The plan describes shared principles, enablers, workforce development requirements, resource modelling and the emerging new models of care. The Blackburn with Darwen Local Integrated Care Partnership will support (but not be restricted to) the development and delivery of the outcomes described within the Pennine Plan as they relate to Blackburn with Darwen residents.

The Pennine Lancashire Integrated Care Partnership will:

- Take shared responsibility for delivering agreed performance goals and improving shared outcomes
- Manage funding for our population through a financial system 'control total' across Clinical Commissioning Groups (CCGs) and service providers
- Create an effective collective decision making and governance structure, aligning the ongoing and continuing individual statutory accountabilities of partner organisations
- Demonstrate how provider organisations will work together to integrate services in partnership with local GP practices, formed into clinical hubs serving 30,000-50,000 populations
- Ensure an understanding of the health needs of our population and ensure that services are commissioned and delivered to respond to these needs in the most effective way
- Establish clear mechanisms by which residents are able to exercise patient choice



- Take shared responsibility for continuing to improve the efficiency, effectiveness and quality of health and care services.

The final version of the Pennine Plan has now been produced. Key changes from the published draft version are summarised below:

- Updating of terminology such as replacing references to accountable care systems and partnerships with integrated care systems and partnerships
- Simplification of the language used where engagement highlighted particular concerns, for example in relation to food poverty and finance
- Inclusion of further detail which more accurately reflects the scale of opportunities and ambition for Pennine, for example in relation to digital developments
- Explanation of how key areas of work will be taken forward through agreed or developing strategies and framework such as the Pennine Lancashire Volunteer Strategy
- Updating of figures and dates as appropriate
- Inclusion of reference ensuring people are made more aware of what services can support them, to help people to make the right choices, particularly by promoting the NHS Choose Well campaign

Alongside the Pennine Plan will be a Delivery Plan, which will set out to stakeholders how we are already progressing and delivering key elements of the New Model of Care. This will address queries raised by some stakeholders, regarding the mobilisation and implementation and provide an important opportunity to highlight the significant work already underway across partner organisations to progress the vision.

## **5. POLICY IMPLICATIONS**

The Pennine Plan, Place-Based Integrated Care Partnership, within the Lancashire and South Cumbria Integrated Care System aligns fully with the NHS Five Year Forward View and its 'triple aim' of addressing the current challenges in health and wellbeing, care and quality & funding and efficiency.

The approach taken in Pennine Lancashire, as well as in Blackburn with Darwen is fully supported by independent evidence, such as that of the King's Fund (NHS Ten Year Plan, July 2018), which states that 'improving health and reducing health inequalities depends on making further progress in integrating health and social care, building on the development of new care models, and integrated care systems'.

## 6. FINANCIAL IMPLICATIONS

The Pennine Plan describes the public sector spending on health and social care residents of Pennine Lancashire and the financial challenges of meeting the increasing complexity of health needs and demand for services.

Whilst there is significant financial challenge there are also significant opportunities and work is underway across all partners including Blackburn with Darwen Council to address these challenges and develop plans to ensure we make best use of resources to:

- Improve the efficiency of the services we deliver
- Invest in prevention and population health
- Design and implement new models of care
- Maximise use of One Public Estate
- Utilise Digital and Technological Innovation

A System Control Total has been agreed on behalf of the Pennine Lancashire Integrated Health and Care Partnership which details how we will manage our money together and a financial strategy to support this is being completed and includes in its core principles, delivering the best value for “the Pennine Pound” and “One Public Estate”.

## 7. LEGAL IMPLICATIONS

There is a general legal duty on local authorities and other relevant health care bodies to promote integrated working. The Health and Social Care Act 2012 established Health and Wellbeing Boards in each local authority, with a ‘duty to encourage integrated working.’ It also requires the NHS Commissioning Board and individual Clinical Commissioning Groups to promote integration of health services where this would improve quality or reduce inequalities. Furthermore the Care Act 2014 requires local authorities to promote the integration of health and care provision where this would promote wellbeing, improve quality, or prevent the development of care needs. The decision in principal to work within this local integrated partnership will be subject to the development of an effective collective decision making and governance structure, aligning the ongoing and continuing individual statutory accountabilities of partner organisations and their respective decision making processes. Other matters which will need further consideration include information governance arrangements and procurement of services etc.

## 8. RESOURCE IMPLICATIONS

Partners from health and social care are already working together to improve how estates are used and where services and workforces can be co-located.

The Pennine Plan describes the principle of ‘digital first or digital only’ as a means to maximise technological developments to give people greater control over their health, care and lifestyle choices. The Lancashire Local Digital Roadmap identifies 3 broad themes to support delivery and improve efficiency:

- Sharing of electronic records
- Empowerment through the sharing of knowledge
- Enabling resident and workforce with technology

The Pennine Plan describes the vision of One Workforce in the acknowledgment of the need to work with colleagues across all organisations to support a flexible, resilient and highly skilled workforce. A number of specific workforce priorities have been identified within the New Model of Care which

includes:

- Current workforce modelling
- Securing future workforce supply
- Upskilling staff; Developing New Roles
- Consideration of new employment and Contracting Models

## 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

A detailed report of the Communications and Engagement programme is available at [www.togetherahealthierfuture.org](http://www.togetherahealthierfuture.org).

Publication of the Draft Pennine Plan was accompanied by a significant programme of communications and engagement to promote, explain and discuss the content of the plan and elicit views from the public, stakeholders and staff about the draft plan.

Building on considerable public and stakeholder engagement undertaken since the inception of Together A Healthier Future in 2016, this engagement programme included:

- Promotion of the plan online through social media. The Facebook story about the draft plan reached 44,709 individuals and on Twitter promotion of the draft plan reached 36,127 users. A total of 13,751 visitors visited the Together A Healthier Future website over this period of engagement
- A programme of public relations and media engagement resulting in positive and accurate coverage in all print media of the draft Pennine Plan and our call for views about it
- Workforce engagement via staff newsletters, public bulletins, features on their social media pages, intranet and websites
- A specific targeted engagement exercise with the Traveller community in Pennine Lancashire
- An open invitation from the partnership to every known stakeholder group within the voluntary, community and faith sector, patient interest groups, and staff groups and networks to attend, present and discuss the Draft Pennine Plan
- Market stalls in key locations across Pennine

- Co-production of an “easy read” version of the draft Pennine Plan with representatives of the learning disability community which was well received and accessed by a large number of people.

A significant amount of feedback was received on the Draft Pennine Plan. This included formal responses from 377 individuals, alongside the key messages from the market stalls and meetings attended.

The responses and feedback clearly support the proposals set out in the Draft Pennine Plan. While there was some concern expressed about financial viability and sustainability, people recognised the ambitions we have outlined for Pennine Lancashire. This feedback will be used to inform the development of detailed delivery proposals.

## 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.

<b>VERSION:</b>	<b>2.0</b>
<b>CONTACT OFFICER:</b>	<b>Sayyed Osman / Katherine White</b>
<b>DATE:</b>	28.7.18
<b>BACKGROUND PAPER:</b>	Pennine Plan; Together a Healthier Future Strategy for Lancashire and South Cumbria.



The Pennine Plan:

Improving Health, Care and  
Wellbeing in Pennine  
Lancashire



Summer

2018



## FOREWORD

We are proud of the health and care services we have in Pennine Lancashire. Our doctors, nurses, and wider health and care staff provide high quality care for people who live and work here. We are equally proud of our communities and how residents across the area come together to provide friendship, encouragement and support to each other. Around 114,000 residents volunteer at least once per month, providing support and care to individuals and families across our communities.

People in Pennine Lancashire are more likely to experience ill health compared with people living in other parts of the country. We have high levels of deprivation, poor health outcomes and greater demand for health and care services. The good news is that we can prevent many of our illnesses and, by working together, we can help improve people's health and wellbeing, whilst continuing to provide effective and efficient health and care services.

In delivering Together A Healthier Future we want to harness everything that is good about Pennine Lancashire; our people, our communities, our volunteers, our open spaces and our services. We want to put you and your family at the centre of everything we do and provide health and care around your needs, and not those of organisations.

Over the past 18 months we have worked with residents, volunteers, doctors, nurses, health and care professionals, community workers and others to develop our plans for change. We have listened to what people have had to say and we set out our proposals in our Draft Pennine Plan which we published in December 2017. Thank you to everyone who has taken the time to let us know what you think of our proposals.

On the whole, you support our drive, ambitions and proposals to improve health and wellbeing in Pennine Lancashire. Many of you recognise the need for everyone to play a role in looking after their own health and using services responsibly. You gave us lots of ideas and food for thought, which will help us shape our services for the future.

We all have a part to play in achieving a Healthier Future and making our services the best they can be. We need everyone to look after their own health as much as they can, to make healthy choices in their lives, use services appropriately and support their families and friends to live healthy lives. Our doctors, nurses, pharmacies and other health care professionals are already working better together in our neighbourhoods and we are continuing to improve hospital and urgent care services.

We are proud of our ambition for Pennine Lancashire, and whilst we acknowledge that the challenges are great, we are committed to improving the health and wellbeing of our residents, transforming the quality of care delivery and ensuring that health and care organisations operate within their financial means. We hope that you will all continue to be involved in helping us achieve these ambitions.

**Graham Burgess**  
**Chair, Pennine Lancashire Integrated Health and Care Partnership.**

## EXECUTIVE SUMMARY

We know we face a number of challenges that contribute to increasing demands for service provision and mean that local people are more likely to experience ill health than people living in other areas of the country:

- **Children and young people are not getting the best start in life**
- **Mental illness is more common than in other areas of the country**
- **Many people have diseases and health conditions that are preventable**
- **Many more people attend accident and emergency than in other areas of the country**
- **People are living longer but with more complex needs**
- **Increasing pressures are being placed on our services and demand for services is out-stripping the money we have to pay for health and social care.**

Together A Healthier Future represents all the health and care organisations in Pennine Lancashire, along with local councils and voluntary, community and faith sector services. As organisations who are responsible for, or have an interest in delivering health and care services, we have agreed to work together to take a more preventative approach to health and wellbeing, aiming to ensure people live as healthy as they can for as long as they can. We also want to make health and care services easier for people to access, understand and work with.

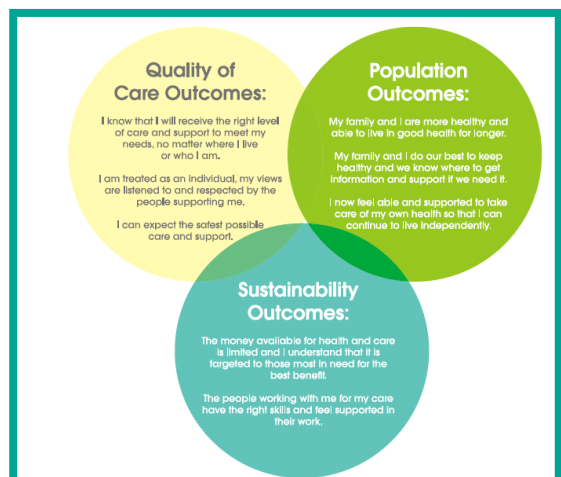
We have agreed a shared vision which is:

**“For all of us in Pennine Lancashire to live a long and healthy life. Any extra help and support we need will be easy to find, high quality and shaped around our individual needs.”**

We believe that working together is the best way to deliver real improvements for local people, and we have worked with staff and members of the public to identify eight statements that reflect how we want our shared future to be.

Our Partnership has achieved a lot already, but we want to go further and work together as the Pennine Lancashire Integrated Health and Care Partnership, to ensure we provide care in the right place, at the right time and as one team, to deliver our agreed outcomes. This means we will:

- Take shared responsibility for delivering our agreed performance goals and improving on our shared outcomes
- Manage funding for our population together through a financial system ‘control total’ across Clinical Commissioning Groups (CCGs) and service providers



- Create an effective collective decision making and governance structure, aligning the ongoing and continuing individual statutory accountabilities of our partner organisations
- Demonstrate how our provider organisations will work together to integrate their services Partner with local GP practices, formed into clinical hubs serving 30,000-50,000 populations
- Ensure we have the skills to understand the health needs of our population and that we are commissioning and delivering services to respond to these needs in the most effective way
- Establish clear mechanisms by which our residents will still be able to exercise patient choice
- Take shared responsibility for continuing to improve the efficiency, effectiveness and quality of our health and care services.

We have identified **Health and Wellbeing Improvement Priorities** where Pennine Lancashire is performing poorly compared to other similar areas for these issues, either in terms of population outcomes, quality of care, or spend on services. We know that a lot of work has taken place in recent years to improve services and outcomes for patients but we need to do more.

Working together with our staff and our communities, we have developed and agreed a **Prevention Framework** which will embed prevention across every aspect of our future plans and a **New Model of Care** which we believe is the best approach to improving the health and wellbeing of all who live and work in Pennine Lancashire.

Our **New Model of Care** puts people, their families and communities at the heart of everything, aiming to put them in control of their own health and wellbeing, so they can remain as healthy as possible for as long as possible. If people do become ill, our New Model of Care aims to ensure they receive the right level of support within their home or local area. When specialist or acute support, in hospital, is needed, people will receive care that is safe, effective and shaped around their individual needs.



The successful delivery of Together A Healthier Future will depend on ensuring we can manage our financial challenges together. We also know that we need to design and provide a workforce equipped to deliver new services, have buildings that are fit for purpose and affordable and use technology to its full potential.

We are focussed on striving to achieve the best health and wellbeing outcomes for our population and making a positive difference to people's lives.



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10.0	In-hospital Care and Support	
11.0	Finance and Investment <ul style="list-style-type: none"><li>• Finance</li><li>• One Public Sector Estate</li><li>• Digital and Technological Innovation</li></ul>	
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For more information on how we developed our Pennine Plan please visit:

[www.togetherahealthierfuture.org.uk](http://www.togetherahealthierfuture.org.uk).

## 1.0 Introduction

**“We are committed to changing our health and care system here in Pennine Lancashire for the better. We have some of the worst health in the country. We can and must do better and we can do this by everyone – staff, residents, businesses, elected representatives, community groups and organisations - working together. Of course, there is not an endless pot of money to achieve this and there is a significant financial challenge but we can change the way things are done for the better.”**

**Dr Phil Huxley, Chair of East Lancashire Clinical Commissioning Group**

1.1 Our Pennine Plan sets out how we will work together to transform health and care and improve the health and wellbeing of everyone in Pennine Lancashire.

1.2 Nationally the Government has asked health and care leaders in each area to come together to transform services and ensure they are affordable. These are called Integrated Care Systems. Pennine Lancashire is one of five Integrated Care Partnership (ICP) areas that make up the Healthier Lancashire and South Cumbria Shadow Integrated Care System (SICS). More details about the Lancashire and South Cumbria SICS can be found at [www.lancshiresouthcumbria.org.uk](http://www.lancshiresouthcumbria.org.uk).

1.3 We are already working together as an Integrated Health and Care Partnership in Pennine Lancashire, we call it ‘Together A Healthier Future.’ This means all health and care organisations are working together to achieve the best health and wellbeing outcomes for our population and make a positive difference to people’s lives.

1.4 Our Vision for Together A Healthier Future is:

**“For all of us in Pennine Lancashire to live a long and healthy life. Any extra help and support we need will be easy to find, high quality and shaped around our individual needs.”**

1.5 Pennine Lancashire is a large geographical area comprising the six boroughs of Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale.



- 1.6 We have a resident population of over 531,000, 21% of whom are under 16 years old and more than 17% of residents are from Black or Minority Ethnic Groups. One of the boroughs, Blackburn with Darwen, has one of the youngest populations in England, and half of all school-age children belong to BME communities. The Pennine Lancashire population will grow a little over the next ten years. By 2035 the proportion of people aged 65+ will increase from 13% to 17% and the number of residents aged 85+, currently almost 11,000 people (2.1% of the population), is set to double.
- 1.7 Pennine Lancashire is a great place to live and work. Public services are of high quality, and have delivered significant improvements to people's lives, but there is always room for improvement. Additionally, there are increasing pressures being placed on these services and demand for services is outstripping the money we have to pay for health and social care. But we also know about the excellent work that goes on in our neighbourhoods by people and communities working together.
- 1.8 We know we face a number of challenges that contribute to increasing demands for service provision and mean that local people are more likely to experience ill health than people living in other areas of the country:
- **Children and young people in Pennine Lancashire are not getting the best start in life**
  - **Mental illness is more common in Pennine Lancashire than in other areas of the country**
  - **Many people in Pennine Lancashire have diseases and health conditions that are preventable**
  - **Many more people in Pennine Lancashire attend accident and emergency than in other areas of the country.**
  - **People in Pennine are living longer but with more complex needs.**

**48,000**  
PEOPLE IN PENNINE LANCASHIRE ARE LIKELY TO HAVE A LONG-TERM CONDITION & A MENTAL HEALTH PROBLEM



THE NUMBER OF PEOPLE WITH DIABETES AND CANCER IS EXPECTED TO DOUBLE OVER THE NEXT 5-7 YEARS

It is estimated that over 50% of people living in Pennine Lancashire have one or more long term condition



OVER **33,750** ADULTS IN PENNINE LANCASHIRE ARE RECORDED AS HAVING DEPRESSION

In 2014 an estimated 17.5% of people were aged over 65 years. The number of very elderly residents (aged 85 years plus) is set to double by 2035



THE NUMBER OF CHILDREN AND YOUNG PEOPLE WITH LEARNING DISABILITIES IS SET TO RISE

More than 57,000 people provide informal care for a relative or friend



MORE THAN 2 OUT OF 5 PEOPLE OVER THE AGE OF 70 ADMITTED TO HOSPITAL IN AN EMERGENCY HAVE DEMENTIA

INCREASING DEMAND FOR HEALTH AND CARE SERVICES IS OUTSTRIPPING THE RESOURCES AVAILABLE



**500+** ATTENDANCES PER DAY AT A&E



**30%** OF VISITS COULD HAVE BEEN PREVENTED

People in Pennine Lancashire have some of the worst health in the country and on average, we die earlier than people living elsewhere in the country.

AN ESTIMATED **7,600** CHILDREN AND YOUNG PEOPLE AGED BETWEEN 5 AND 16 IN PENNINE LANCASHIRE EXPERIENCE A MENTAL ILLNESS

Note: An in-depth analysis of the issues which drive our need for change is set out in the Pennine Lancashire Case for Change which is available on our website [www.togetherahealthierfuture.org.uk](http://www.togetherahealthierfuture.org.uk).

- 1.9 At the core of Together A Healthier Future is a commitment to embed prevention (see section 2.0) right across every aspect of our future plans and a New Model of Care (see section 3.0) which places individuals and families at its heart.
- 1.10 As we have developed our New Model of Care, we have worked hard to ensure that we deliver on our Commitments to the people of Pennine Lancashire and our Vision for the future.

### Pennine Lancashire Commitments

We will create an effective, integrated, person and family centred Locality Services Model, incorporating NHS, Social Care, Primary Care and the voluntary, community and faith sector. This will be capable of managing the escalation of demand in neighbourhood and community settings, keeping people safe and well in their own homes.

We will transform urgent and emergency care to ensure that the people of Pennine Lancashire with urgent care needs will receive a highly responsive service that delivers care as close to home as possible. Those with serious or life-threatening conditions will be treated in centres with the very best expertise and facilities in order

to maximise their chances of survival and a good recovery.

We will improve on all of our key 'Variations in Care' through standardisation of pathways and best practice interventions and improve the health and wellbeing outcomes of our population overall.

We will develop a comprehensive health promotion and wellbeing programme focussing on community resilience, disease prevention, citizen empowerment and the development of volunteering, through a single public sector approach working with the voluntary, community and faith sector.

We will deliver the enablers of change for an Integrated Care System:

- Workforce transformation: One workforce
- Better use of technology
- Consistent and clear communication and engagement with our public and workforce
- Optimise the use of public estate across all organisations: one public estate.

- 1.11 Our Principles are the way in which we will deliver our Vision and Commitments and are aligned with the Lancashire and South Cumbria Shadow Integrated Care System. Our thinking, analysis and design work have all been guided by these principles.

### **Pennine Lancashire Principles**

**Place based** – transformation will bring about an integrated 'place based health system', that shifts the service model to one that spans organisational boundaries and has more health and social care focussed on prevention and promoting wellbeing.

**People centred** – people are considered in terms of their strengths; they are empowered to improve their own health and wellbeing, and manage their care. Care and support is shaped around individual needs, coordinated, and empowering.

**People as partners** - in developing services and in providing care and support to others, as carers or volunteers are identified, supported and involved

**Health and wellbeing is everyone's business** – health, wellbeing and health improvement is everyone's business. Whole system transformation requires a 'whole of society' approach.

**Equity before equality** - recognising that some people will need more help and support to ensure they can access the same opportunities as others.

**Digital first or digital only** – maximising technological developments to give people greater control over their health, care and lifestyle choices.

**Safe and effective care** – delivery of evidence-based services and interventions which maximise clinical safety and effectiveness.

**Shared outcomes** – the focus will be on ensuring quality and narrowing inequalities. Voluntary, community and social enterprise and housing sectors are involved as key partners and enablers. People will be given the opportunity to shape their care and support and work towards the outcomes they want to achieve.

**One workforce** – there will be one workforce, made up of different services, including voluntary; community and faith sector services, who are all working to the same principles and values, to achieve improved outcomes.

**Accessible and safeguarded information** – for people, patients and professionals when they need it.

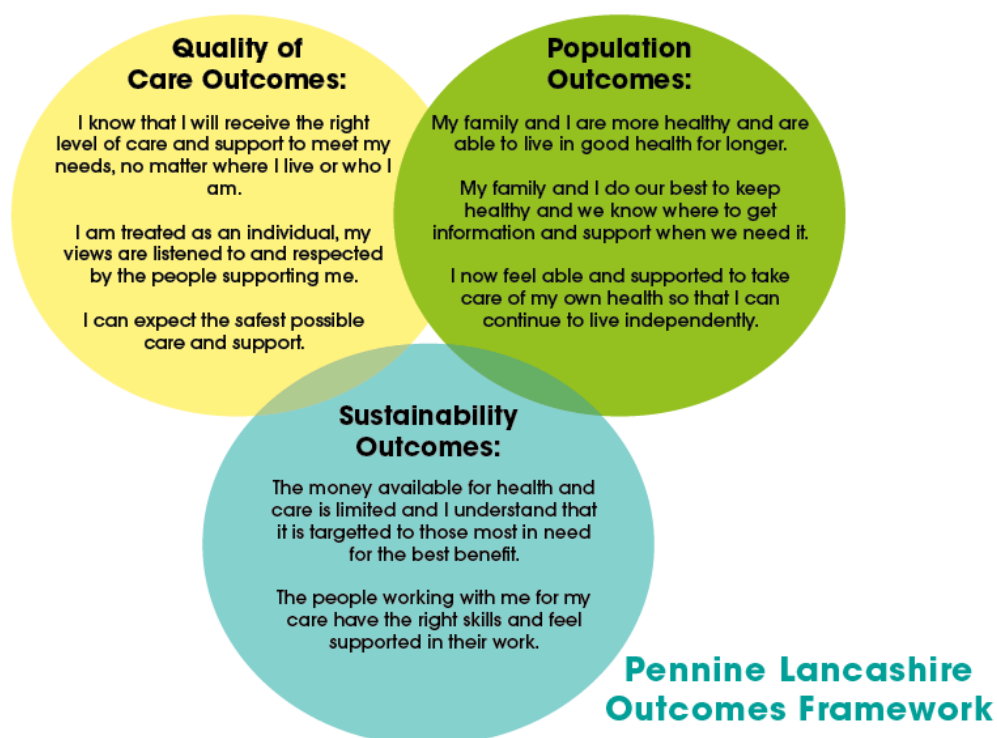
1.12 We have identified the Health and Wellbeing Improvement Priorities below because Pennine Lancashire is performing poorly compared to other similar areas for these issues, either in terms of population outcomes, quality of care, or spend on services. We know that a lot of work has taken place in recent years to improve services and outcomes for patients but we need to do more.

Pennine Lancashire Health and Wellbeing Improvement Priorities	
<p><b>Healthy Lungs</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Chronic Obstructive Pulmonary Disease</li> <li>○ Respiratory illness for children and young people</li> </ul> <p><b>Healthy Hearts</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Stroke</li> <li>○ Diabetes</li> </ul> <p><b>Healthy Minds</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Crisis mental health</li> <li>○ Mental health and substance misuse</li> <li>○ Psychological support for long term conditions</li> </ul> <p><b>Cancer</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Prevention and earlier diagnosis</li> <li>○ Treatment and care</li> <li>○ Living with and beyond cancer</li> <li>○ Patient experience</li> <li>○ Pathway redesign and waiting times</li> </ul> <p><b>End of life</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Providing high quality palliative and end of life care</li> </ul>	<p><b>Healthy Children and Young People</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Accidents and injuries (including road traffic accidents)</li> <li>○ Nutrition and physical activity (incorporating dental health, obesity and low weight)</li> <li>○ 0-25s complex physical needs and long term conditions</li> <li>○ 0-25s complex psychological/social needs</li> <li>○ Infant mortality</li> </ul> <p><b>Musculoskeletal</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Osteoporosis and bone frailty</li> <li>○ Pain Management</li> <li>○ Osteoarthritis</li> </ul> <p><b>Frailty</b> – including a focus on:</p> <ul style="list-style-type: none"> <li>○ Falls</li> <li>○ Effectively identifying and supporting people who are frail</li> </ul>

1.13 We are proud of our ambition for Pennine Lancashire, and whilst we acknowledge that the challenges are great, we are committed to improving the health and wellbeing of our residents, transforming the quality of care

delivery and ensuring that health and care organisations operate within their financial means.

- 1.14 At the heart of Together A Healthier Future is the idea that we can all work together as individuals, communities, neighbourhoods, volunteers, health and care workers and organisations to improve our health and wellbeing. We have used a series of events with people and staff, to design and refine eight statements that we believe will help us achieve our vision. These set out both how as individuals we can help ourselves and our families and, as organisations, how health, care and wellbeing services should be delivered in the future. This is shown in the diagram below:



*Note: Full details of the how we will measure progress towards achieving these outcomes are set out in our Outcomes Framework which can be viewed at [www.togetherahealthierfuture.org](http://www.togetherahealthierfuture.org).*

- 1.15 We are very proud of the partnership work that has taken place with the public, workforce and partner organisations to produce a joint response to the health and care challenges we face here in Pennine Lancashire and are truly thankful to everyone who has taken the time to work with us, talk to us and offer us their opinions. Our Solution Design approach, engagement work and the feedback we have received and considered in developing our Pennine Plan, is described on our website [www.togetherahealthierfuture.org](http://www.togetherahealthierfuture.org).

- 1.16 In this Plan we set out our proposals in more detail:

- **Our Prevention Framework:** focuses everyone to take preventive action across our place and our lifetime, to enable us all to lead

healthier lives.

- **Our New Model of Care:** places individuals and their families at its heart and recognises the importance of people living in Healthy Homes and Healthy Communities. The New Model of Care also reflects the different elements of care and support that people need dependent on their circumstances, from when they have no health problems, to when they have multiple health problems and need coordinated support.
- **Finance and Investment:** Outlines the amount of money we currently spend on health and care in Pennine Lancashire, along with the future financial challenges and how we can meet these.
- **System Enablers:** The successful delivery of Together A Healthier Future will depend upon being able to design and provide a workforce equipped to deliver new services, buildings that are fit for purpose and affordable, information and communications technology, and the development of a thriving Pennine Lancashire care culture. We call these elements our 'system enablers' because they are essential to enabling the changes and improvements we need to make in Pennine Lancashire.
- **Next Steps:** Outlines what we want to do next and how you can continue to be involved in Together A Healthier Future.

DRAFT



## 2.0 The Pennine Lancashire Place-Based Prevention Framework

“Preventing avoidable illness, hospital admissions, long-term loss of independence and poorer quality of life, is not just common sense, in the long run it’s the only way to balance the books.”

Dominic Harrison, Director of Public Health, Blackburn with Darwen

- 2.1 If we are serious about achieving our Vision, for all of to us to have healthy and long lives, we must invest significantly in prevention activities which we know work. Our approach is to create healthy communities, both placed-based communities and communities where people share a common identity or like-minded interest. We will also ensure we take preventive action across all stages of life and all stages of both wellness and illness, for us all to lead healthier lives. We will do this through The Pennine Lancashire Prevention Framework (also referred to as The Framework), which underpins the New Model of Care.
- 2.2 Evidence tells us that if we invest in prevention, we will save money, not just in the health and care system, but across the whole of society including criminal justice, children’s services and wider welfare support systems. We know that local prevention activity pays back around £4 for every £1 invested in it.

	<h3>Place Based Prevention</h3> <p>Healthy Communities are created when:</p> <ul style="list-style-type: none"><li>• Every individual, community group, neighbourhood and locality agree to work together to promote good health</li></ul> <p>And where:</p> <ul style="list-style-type: none"><li>• Every organisation (voluntary, private and public)</li><li>• Every management group, governance system, decision making body and scrutiny organisation</li><li>• Every public policy (especially those without a health label)</li></ul> <p><b>are mobilised to support good health for all</b></p>
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2.3 The Framework is based on five key principles of Place-Based Prevention which outline that prevention:

1. **Requires a 'whole of society' approach:** Research shows that the biggest impact on people's health and wellbeing comes not from formal health and care services, but from other organisations and the community and environment around them. We need to take action outside of the health and care system to improve the health and wellbeing of our communities.
2. **Is a co-operative and collective activity that mobilises support for change:** Creating healthy communities, through place-based prevention, requires collective action aimed at generating resilience to health risks at both individual and community level.
3. **Involves mobilising all of society's resources in a 'place':** Healthy communities in healthy places will not happen by themselves. We will need a programme of social mobilisation to get everyone working together for the common good. The health and care system has a key role to play in this but we need everyone to play their part using their own energy, skills, capacities and resources.
4. **Involves creating a culture for health that actively enables individuals to take care of themselves and their communities:** Creating a social movement for health that supports people to act to improve wellbeing and re-directs the health and care systems towards prevention is critical to the future sustainability and transformation of health and care systems.
5. **Is aimed at promoting equity of outcomes and equal life chances for all residents:** Creating equity of outcomes may sometimes involve inequalities of inputs - providing more resources to those whose need is greatest, and actively challenging social inequalities that are unjust, unfair and avoidable.

2.4 The Pennine Lancashire Prevention Framework has ten Domains for Action which will be incorporated into our proposed New Model of Care, these are:

- **Social Movement for Health**
- **Healthy Neighbourhoods and Localities**
- **Health in All Policies**
- **Healthy Settings**
- **A Health Promoting Health and Care System**
- **Healthy Citizens**
- **A Health Promoting Workforce**
- **Health Governance**
- **Volunteering and Building Community Capacity**
- **Digital Health**

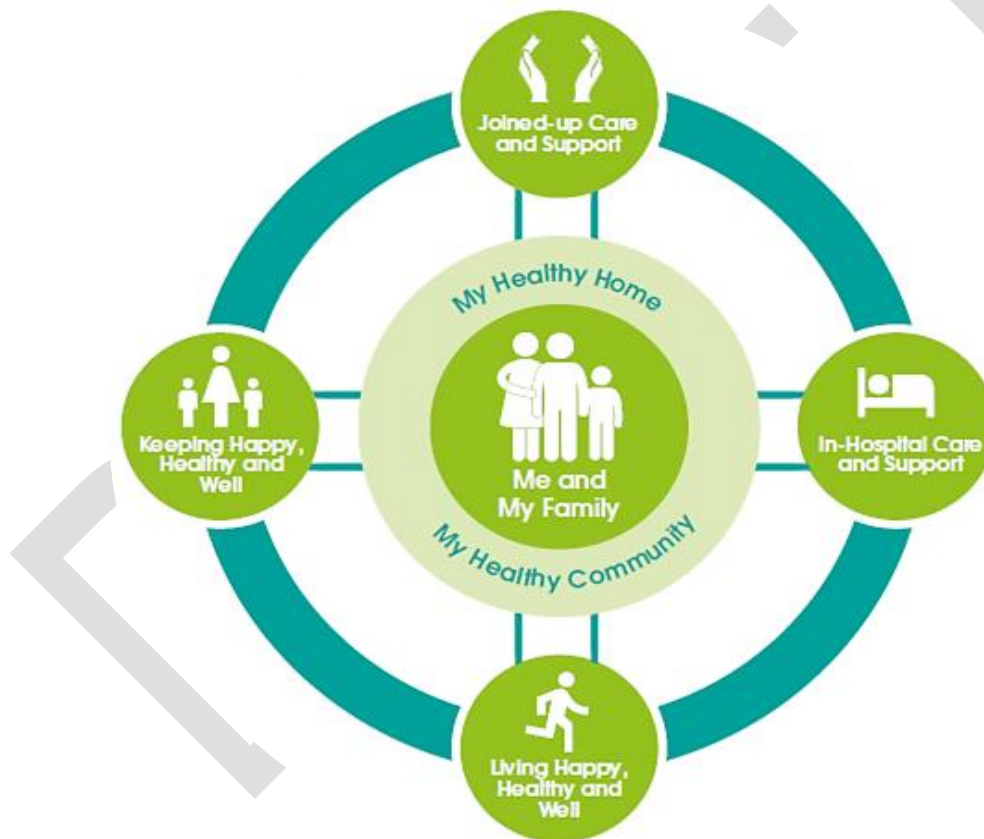
Domains and Actions are included visually within final published document.

### 3.0 A New Model of Care for Pennine Lancashire

“We want to look at how we change the way we live to improve our health as well as how we work together to improve health and care services. There’s never been a more important time to change the way we work in Pennine Lancashire. This is something we can and will change. Together we will find ways of living better and longer lives.”

Graham Burgess, Chair of Blackburn with Darwen Clinical Commissioning Group and  
Chair Pennine Lancashire Integrated Health and Care Partnership

- 3.1 Our New Model of Care places individuals and their families at its heart and recognises the importance of people living in Healthy Homes and Healthy Communities.



- 3.2 There are seven different elements to our New Model of Care, each of which describe how we will work differently to enable people in Pennine Lancashire to live healthier and for longer:
- **Me and My Family:** Putting each of us in control of our own health and wellbeing, enabling us to live in good health for as much of our life as possible and to manage any illnesses we might have.

- **My Healthy Home:** Enabling a positive home environment, wherever we live, including the physical quality, suitability and stability of our homes. Having a healthy home can protect and improve our health and wellbeing, and prevent physical and mental ill-health throughout life.
- **My Healthy Community:** Empowering and supporting people within our communities to take more control over their health and lives and strengthen volunteering and support networks to improve the health and wellbeing of others.
- **Living Happy, Healthy and Well:** Encouraging and enabling us all to maintain healthy lifestyles, in environments that promote health and that will help to prevent us from becoming unwell.
- **Keeping Happy, Healthy and Well:** Supporting everyone to stay well and helping people manage their own health and care better.
- **Joined-Up Care and Support:** Bringing services together to improve standards of care and reduce duplication of activity. Providing seamless links between services, such as hospital and residential care services, and linking people into support within local communities. Ultimately delivering better outcomes for people.
- **In-Hospital Care and Support:** Ensuring that when we need specialist or acute support, in hospital, we receive the best, most effective care possible.

3.3 Our Health and Wellbeing Improvement Priorities look at how our services work at the moment and consider what could be improved through the New Model of Care. In particular, we know we need to do more to prevent people getting these illnesses in the first place, but if people do become ill, we need to provide clear and consistent advice to empower people to manage their own care.

3.4 Hearing from, and working with, people who have experience of these illnesses, either themselves or their family and friends, is a key part of our work. We are involving people, patients and their family/carers in shaping how we address our priorities together.

## 4.0 Me and My Family



- 4.1 Me and My Family lies at the heart of our New Model of Care. We want to put each of us in control of our own health and wellbeing, enabling us to live in good health for as much of our life as possible and to manage any illnesses we might have. You have told us how important it is for all of us to take care of ourselves, make healthier lifestyle choices, use services appropriately and support others around us to live healthier lives. We will support people to do this by:

### Encouraging and Promoting the Five Ways to Wellbeing

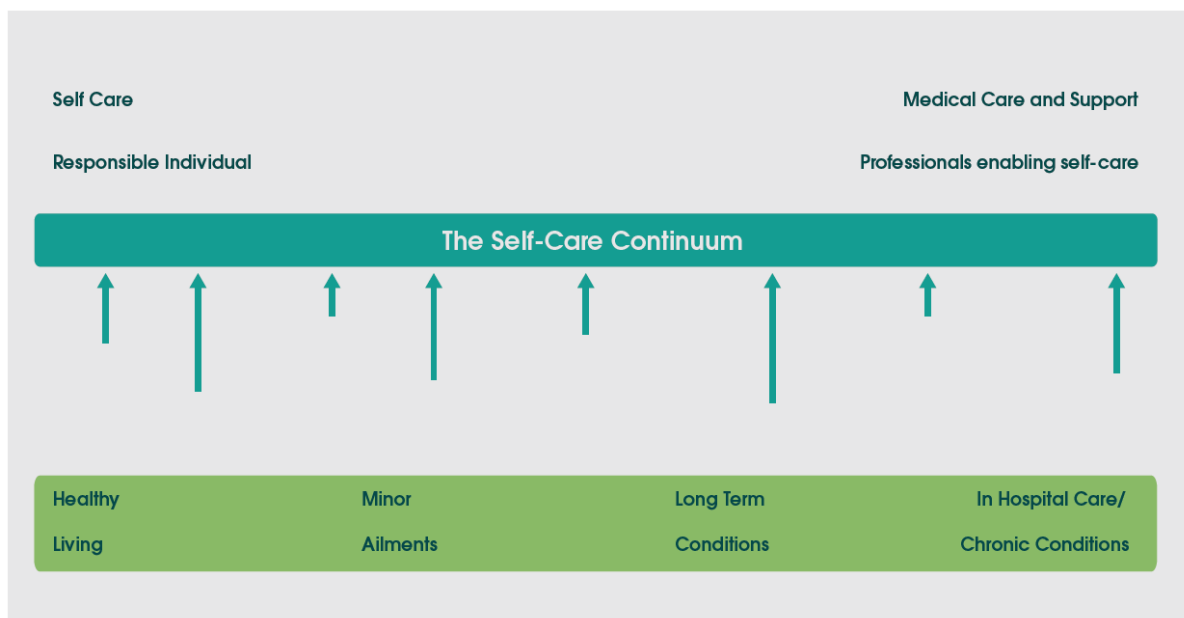
- 4.2 We want to encourage everyone to follow the Five Ways to Wellbeing, so that we are able to take simple steps to improve our own health and wellbeing and support others.



### Promoting and Enabling Self Care

- 4.3 Self-care is so important because it puts people in control of their own health and wellbeing, enabling people to protect their health and manage any illnesses they may have.
- 4.4 There are plenty of opportunities for people to take care of themselves, by taking responsibility and making daily choices about their health, such as brushing their teeth to prevent cavities or eating healthy options and choosing to be physically active. People can also take care of themselves when they have common symptoms, such as sore throats, and sneezes, many of which can be treated with over-the-counter medicines, and with advice from local pharmacists. Self-management is a way in which people with long term conditions can also self-care and be enabled to deal with their symptoms, treatment and the physical and mental consequences of their illness.

- 4.5 We want to promote and enable self-care at every opportunity and you will see us talk about self-care throughout our plan.
- 4.6 The diagram below, which was developed by the Self-Care Forum, helps to show this.



- 4.7 **Improve Personal Health Literacy:** Health literacy is when we are able to obtain, process and understand basic information about our health and services, so that we can take responsibility and control of our own health. We know that having good personal health literacy encourages healthy behaviours, thereby preventing ill health in the longer term.
- 4.8 Our whole workforce, whether it be carers, volunteers, or health and social care professionals, is vital to the success of Me and My Family. We will actively involve our workforce in helping us shape new relationships with you, to enable self-care, and improve personal health literacy. To achieve this we will promote:
- Shared values between patients, carers and health care workers
  - An acceptance that people have a responsibility for their own health and can positively contribute to improving their health and wellbeing
  - An understanding of the benefits of self-care, in particular the preventative and long term approach
  - A belief that health behaviours can be changed, that there is a need for motivation and self-discipline and, to know the best advice and support for this change to happen
  - Help for people to feel in control of their own health and work together to set self-care goals / pledges. We will enable people to access and utilise digital resources, such as Up and Active, and gain a knowledge and understanding of the range of offers available within communities
  - People's self-care pledges as a key part of their care plan if they have one.

## 5.0 My Healthy Home



- 5.1 My Healthy Home is about having a positive home environment, wherever we live, and includes the physical quality, suitability and stability of our homes. Having a healthy home can protect and improve our health and wellbeing, and prevent physical and mental ill-health throughout life.
- 5.2 My Healthy Home will reduce health risks that are associated with living in a damp, cold or unsafe home by working with those at greatest risk of poor housing and those in the greatest need. We will ensure that people receive timely and relevant information and support to improve their health by improving their home environment.
- 5.3 Building on existing local services, we will look to provide support across Pennine Lancashire that will:
- Help everyone to understand the effect of housing on health and wellbeing and raise awareness of local support available
  - Deliver timely and appropriate advice, signposting and assistance
  - Providing home safety risk assessments and advice for the most vulnerable
  - Deliver the most cost effective improvements to the poorest housing occupied by the most vulnerable people
  - Ensure our workforce makes every contact count for housing and health
  - Embed a programme of Health Promoting Care Homes, through our delivery of the Enhanced Health in Care Homes Vanguard
  - Support and develop volunteer roles.
- 5.4 Through My Healthy Home we will also work together to develop:
- Improvements in hospital discharge processes so that we improve the home environment in a timely manner
  - Landlord Accreditation and Selective Licensing Schemes as appropriate
  - Pre-tenancy and tenancy support to enable people to maintain a tenancy agreement.

## 6.0 My Healthy Community



**Political, civic and managerial leadership in public services should focus on creating the conditions in which people and communities take control, to lead flourishing lives, increase healthy life expectancy and reduce inequalities across the social gradient”.**

**Professor Sir Michael Marmot, Fair Society Healthy Lives**

- 6.1 We know that community life, social connections and having a voice in local decisions all have a positive impact on health and wellbeing. We want to empower and support people within their communities to take more control over their health and lives, and strengthen volunteering and support networks to improve the health and wellbeing of others.
- 6.2 Our communities across Pennine Lancashire are full of great people, who really care about each other. They want to do the best they can for each other and their neighbourhoods and there are so many examples of great things happening. We have 114,000 formal volunteers, and we know that there are thousands more informal volunteers and many people who support each other within communities. We want to build on this strong community spirit, and:
- Make sure community-focused approaches, which build on individual and community strengths, become more central to our local plans for health and care
  - Improve access to, and funding, for community resources, so that we are able to better connect people to practical help, group activities and volunteering opportunities, to promote good health and wellbeing and increase social participation
  - Recognise the excellent work already undertaken by our communities in delivering health improvement and preventative services across our New Model of Care and help grow these further
  - Develop new and innovative ways to increase participation and involve individuals and families, particularly those at risk of social exclusion, in designing and delivering solutions that address inequalities in health
  - Celebrate, support and develop volunteering
  - Work in collaboration and partnership with our local communities and proactively involve them and listen to them at all stages of planning and designing of services.
- 6.4 Within our communities social movements can be nurtured and grown. They are an integral part of a healthy and thriving society and can enable really positive outcomes. Social movements for health have the potential to:
- Bring about change in the experience and delivery of health care
  - Improve people's experience of disability or ill health
  - Promote healthy lifestyles



- Address the wider determinants of health
- Democratise the production and dissemination of knowledge
- Change cultural and societal norms
- Bring about new health innovation and policymaking process.

6.5 It is often challenging for established organisations, such as the NHS or local government, to work alongside social movements. Public sector organisations are not always used to more fluid ways of working and may be seen to pressure social movements to change or 'burden them with bureaucracy'. To make sure we can work with, nurture and support social movements we want to:

- **Understand social movements for health and recognise their value.** We will improve our collective understanding of social movements and their potential, so that we are able to generate the necessary appreciation, appetite, enthusiasm and ambition across communities and organisations in Pennine Lancashire
- **Build and support communities of interest which are safe havens for social movement innovation.** It is important that we nurture local activists who will influence their peers and form a critical mass of support for sustained change
- **Develop new models of engagement for Social Movement:** We want to go beyond traditional community development approaches and work outside of our usual geographic and organisational boundaries. We must also seek to understand and work with the desires of our workforce and communities
- **Leadership and culture change for social movement:** We will work together to listen and respond effectively and will be willing to hear new ideas and do things differently. We know that new approaches are required that draw effectively on both the efficiency and scale of institutions and the dynamism and agility of movements.

6.6 We will publish a Community Development Framework setting out how we will work alongside our communities, later in 2018.

6.7 We recognise that, for the health and care system to be able to respond appropriately to emerging social movements, we need to enable and empower our workforce to be able to grow and work with social movements. We will ensure that this is a shared ambition across organisations.

## 7.0 LIVING HAPPY, HEALTHY AND WELL



- 7.1 **Living Happy, Healthy and Well** means encouraging and enabling us all to maintain healthy lifestyles, in health promoting environments that will help to prevent us from becoming unwell. Our Prevention Framework (section 2.0) sets out some of the steps we need to take to achieve this, we will also work to deliver the following:

### Early Years, Children and Young People

- 7.2 Giving every child the best start in life is our highest priority and provides the biggest opportunity for future improvement of health and economic outcomes in Pennine Lancashire. We will improve the life chances for our children by enabling them to grow into healthy and resilient adults.
- 7.3 Evidence shows that the earlier in life we invest in children, the greater the financial return - for every £1 spent on early years' education, £7 has to be spent to have the same impact in adolescence.
- 7.4 To give our children the best start in life we want to:
- a) Join up health and care provision through the **Healthy Child Programme** to have a positive impact on a wide range of health, education and social care outcomes for children, young people and their families. This will be achieved by expanding programmes that are known to be cost effective and successful and community capacity building across a range of settings, such as children's centres, health centres and GP practices.
  - b) Ensure parents and carers get the best support possible, through **evidence-based parenting programmes**, as well as through peer support and community groups. This support will be there from before birth through into adolescence.
  - c) Develop **health promoting education settings**, through delivering activities such as:
    - Physical activity in education settings, such as "mile a day"
    - Emotional health, wellbeing and resilience for example 'Youth Mental Health First Aid' training
    - Life skills such as cooking, financial literacy, citizenship, skills for employment
    - Dental health, such as 'smile4health', toothbrush/paste distribution and fluoride varnish.

### Physical Activity Promotion, Active Travel and Nutrition

- 7.5 There is strong and consistent evidence that increasing physical activity will help us live longer and improve our mental wellbeing. It has also been shown

to reduce the risk of many long term conditions, including heart disease and stroke, diabetes, cancer and dementia.

7.6 We want to support a wide range of initiatives including:

**a) Physical Activity and Active Travel**

- Physical activity promotion
- Strengthening and expanding subsidised leisure opportunities
- Active Travel and the promotion of walking and cycling.

**b) Food and Nutrition**

- **Promoting healthy and sustainable food choices for all:**  
Building on local examples of good practice we will develop an 'Out of Home' food provision action plan
- **Supporting families to have access to healthy and affordable food:**
  - Investing further in ante and postnatal support for breastfeeding, healthy introduction to solid foods and expand nutritional advice in early years settings, to ensure the best nutritional start in life
  - Develop an Affordable Food Network to identify and support families, of all ages, to have access to healthy, affordable food
  - Developing a Pennine-wide food growing programme, accessible for everyone within their local community to support people to access healthy sustainable food, teach life skills and encourage inter-generational activity.
- **Building community food knowledge, skills and resources –**  
Further investment in cookery clubs, based in community buildings and run by local volunteers, which will target all ages and will include support for vulnerable adults. Investment in achieving 'Sugar Smart Pennine' status using a Pennine-wide campaign, promotions and competitions.

**Adverse Childhood Experience**

7.7 A public health study in 1998 identified a range of stressful or traumatic experiences that children can be exposed to whilst growing up, collectively termed Adverse Childhood Experiences (ACEs). These ten ACEs range from direct harm to a child, that is physical, verbal and/or sexual abuse and, physical or emotional neglect, to those that affect the environment in which a child grows up, including parental separation, domestic abuse, mental illness, alcohol abuse, drug abuse or incarceration.

7.8 There is a strong relationship between these ten ACEs and the onset of chronic diseases such as diabetes, stroke and heart disease, in adulthood, and health harming behaviours, such as smoking and substance misuse.

7.9 To address and respond to ACEs we propose to:

- a) Build **ACE informed communities** where children have the opportunity to develop intellectually, socially and emotionally. We will ensure that every adult who interacts with children understands ACEs, the impact they can have and knows how to best to provide support.

Pennine Lancashire aims to become the UK's first 'ACE Informed area' by:

- Developing strategies for raising awareness and understanding of ACEs, resilience and the associated science
- Creating environments for people to share and support each other in addressing their own experiences of ACEs
- Creating an ACE informed workforce including education; health and social care; criminal justice; voluntary, community and faith sector
- Strengthening a collective response to ACEs by engaging local community members in developing effective and novel solutions.

- b) To build **ACE informed organisations** where we are able to prevent ACEs, mitigate the consequences of ACEs through early identification and intervention and to enable our workforce to take an ACE informed approach to:

- Develop and implement ACE informed training and digital assessment tools to identify children, young people and adults who have increased ACE scores
- Understand the distribution of ACEs across different population groups and understand the potential paths for recovery
- Integrate and incorporate knowledge of ACEs into existing strategies, policies, procedures and practice
- Develop ACE Informed provision, so that there is appropriate support for and management of the consequences of ACEs.

## 8.0 KEEPING HAPPY, HEALTHY AND WELL



8.1 Keeping Happy Healthy and Well means supporting everyone to stay well and to help people manage their own care better. We will do this by:

- Creating new relationships between health and care professionals and the public and by having greater integration across primary care (GP practices, dental practices, community pharmacies and optometrists) and within the community
- Ensuring we all know how to access the advice and resources we need to look after ourselves, enabling self-care and scaling up the non-medical advice and support that is available (social prescribing)
- Taking steps to identify and act early on specific health conditions, such as heart disease, diabetes or cancer
- Implementing across all neighbourhoods, preventive interventions that are known to work well.

### **Creating New Relationships and Integrating Across Primary Care within Communities**

8.2 Looking after ourselves, and keeping ourselves as healthy as we can be, helps us from becoming ill and can also prevent existing conditions from worsening. To support self-care and to support healthier lifestyle choices, we must develop better links between our local community and community groups and primary care. This will help us to work together to identify the most appropriate health or social care support when we need it. To do this we will:

- Work together to develop innovative ways of encouraging healthy lifestyles from bump, birth and beyond, which includes improving vaccination uptake, life course skills to support healthy choices and, emotional health and wellbeing
- Ensure children and young people have a voice in, and influence over, service developments, as often their voice is not as prominent as adults
- Support the expansion of a range of community initiatives, such as expert patient programmes, self-management educational programmes for specific conditions, peer-to-peer support and personalised self-management plans
- Ensure that community pharmacies, dental practices and optometrists are aligned to our thirteen neighbourhoods and become integral to our Neighbourhood Health and Wellbeing Teams.

## **Access to Advice and Resources to Look After Ourselves**

- 8.3 We want to empower people to understand their health and wellbeing and any conditions they may have. We will focus on removing barriers and making health information easier for all to of us to understand. We will work to ensure our services are easier to navigate and that our workforce check that people have understood the information given.
- 8.4 As described in Me and My Family (Section 4.0), self-care is vitally important to enabling us to Keep Happy, Healthy and well. We will work with primary care, the neighbourhood health and wellbeing teams, community pharmacies and people and patients to provide preventative self-care through a range of measures and interventions. Our proposals for physical activity and healthy nutrition (see Section 7.0) will be important in helping us to self-care.
- 8.5 We will promote healthy living pharmacies and ‘pharmacy first’ to enable people to receive safe and effective advice and treatment for non-emergency health matters, such as minor ailments, injuries and self-limiting conditions. We will also support community pharmacies to act as facilitators for personalised care for those of us with long term conditions.
- 8.6 We will enable more people to access additional advice and support that can enhance their medical care and improve their health and wellbeing. This is known as Social Prescribing. Social Prescribing enables any health and care professional to refer people to a range of local, non-clinical, community-based services, providing the link between medical and social support. Examples of activities that are often linked to social prescribing include volunteering, arts activities and gardening, as well as more formal types of activities, such as exercise referral schemes.
- 8.8 Through our proposals we will build on the social prescribing models that we have across Pennine Lancashire. This will be strengthened by a digital tool, which will provide links to all of the activities and groups that are available in our neighbourhoods or other places in Pennine Lancashire.
- 8.9 Community Connectors will form part of our Neighbourhood Health and Wellbeing Teams to assist in providing wellbeing support and helping us to identify and access the activities that they feel will most benefit our health and wellbeing. Connectors will engage across primary care, local community groups and other public services to ensure we get the best support.

## **Identify and Act Early on Specific Health Conditions**

- 8.10 Screening programmes that detect cancer early are known to be cost-effective if lots of people take-up the service. Unfortunately, take-up of screening services remains low across Pennine Lancashire. We will work to increase the number of people accessing screening services particularly those people who are less likely to use them, incentivise specific schemes and develop intensive targeted programmes.

- 8.11 We will continue to support and develop the emotional health and wellbeing programme for children and young people, by improving access to appropriate support and care, working specifically with education and the criminal justice system to reduce mental illness in adults and to improve outcomes for our children and young people.
- 8.12 We will develop a more targeted approach to the detection and reduction of heart disease risk through NHS Health Checks, with particular focus on hypertension and atrial fibrillation and link to the Type 2 diabetes prevention programme for those at high risk. Access to, and the up-take of, structured patient-education for all patients newly diagnosed with diabetes will be enhanced.

### **Preventive Interventions That Are Known to Work Well**

- 8.13 In Pennine Lancashire we have already worked together on a range of existing local strategies that aim to support us to make more positive lifestyle choices, such as those that tackle obesity, substance misuse (including alcohol), accidents and falls, child maltreatment and those that improve mental wellbeing, screening, vaccinations, sexual health. But we know we can do more and we will work to expand prevention programmes that are known to be cost effective and successful, such as stop smoking services and support for people with a drug and/or alcohol dependence.
- 8.14 Through the integrated approach of the Healthy Child Programme, we will support children and young people to have their full course of vaccinations. We want to achieve a 95% uptake for all childhood vaccinations, because this will mean we are able to reduce the associated illnesses and establish an effective level of immunity within all our communities.
- 8.15 We will work together to understand and capture the impact that various prevention activities have on our health and wellbeing. We will use this information to continually improve our services and help us invest in activities that we know have the best impact.



## 9.0 JOINED-UP CARE AND SUPPORT

- 9.1 Pennine Lancashire has a strong history of delivering integrated health, wellbeing and care services to communities. We have worked with local residents, patient groups and our workforce to develop our ideas about how we can build on our past successes and deliver improved and consistent services across Pennine Lancashire.
- 9.2 We want to bring more services together to improve care pathways, provide seamless links to other services (such as acute and residential care services) and, importantly into community groups and support. We want to reduce duplication of service provision and the number of times that people have to tell their story. Ultimately we want to deliver better outcomes for people.
- 9.3 Our proposals for Joined-Up Care and Support are about:
- **Integrating health and wellbeing care at neighbourhood level**, bringing together primary care (GP practices, dental practices, community pharmacists and optometrists), community healthcare, social care, wellbeing services, and the voluntary, community and faith sector
  - Keeping people at home for as long as possible by providing a range of **specialised and enhanced community services**. An enhanced offer will be provided to people with long term conditions, bringing additional support to the neighbourhood health and wellbeing led care plans
  - Delivering **intermediate care**, which is an extended model of community care which helps people to stay out of hospital following deterioration in their health and circumstances (known as step up services), as well as those that support people to get back home after spending time in hospital (known as step down services)
  - **Transforming urgent and emergency care** to ensure that people with urgent care needs receive highly-responsive services that delivers the right care as close to home as possible.

### **Integrating Health and Wellbeing Care at Neighbourhood Level**

- 9.4 We will bring services together, ensuring that care and support is focused around people's needs and that access to various services is seamless and easy. We want this care to be provided as close to a person's home as possible, whilst ensuring that quality is not compromised.



- 9.5 Neighbourhood Health and Wellbeing care will be developed around everyone who is registered with local GP practices, regardless of age. There will be a core level of service delivered across all neighbourhoods, with flexibility to meet the specific needs of local populations. General Practitioners will be the foundation of the neighbourhood-based service, supported by the wider primary care and community teams, including nurses, mental health practitioners, social care, community connectors and a community, voluntary and faith sector lead, who will all work to provide continuity of care.
- 9.6 Neighbourhood Health and Wellbeing Teams will provide care and support for people in their community to help them stay well and independent for as long as possible. They will also encourage and enable people to play an active role in their own health and wellbeing. This will enable the individual to lead a purposeful and healthy life, maintain their independence, often with a personalised shared support plan and ensure that they have positive mental wellbeing.
- 9.8 The Neighbourhood Health and Wellbeing Teams will actively seek to support individuals and their families whose situation can be described as complex, and where a co-ordinated approach is required to minimise the risk of deterioration and prevent crisis situations occurring. When a person requires an increase in support rapidly, they will be immediately assessed and an agreed plan will be implemented to prevent an unnecessary hospital stay. Teams will have responsibility for improving communication and connections between hospital inpatient services and with bed and home-based Intermediate Care, to reduce hospital stays and support timely discharges.
- 9.9 Specifically our Neighbourhood Health and Wellbeing Teams will offer:
- Fully integrated and improved access to psychological therapy (IAPT) services at a neighbourhood level, with specific support for people with long term conditions
  - Mental health link workers to provide specialist support for adults
  - Universal services for children and young people (aged 0-25), as well as targeted services that are coordinated and integrated, building on the Healthy Child Programme and from the other components within the New Model of Care
  - Support, at home wherever possible, for frail older people, and people with complex needs, including those at the end of their lives, to maximise their quality of life
  - Improved relationships and communication between primary care and specialist services will enable a more co-ordinated approach to care.
- 9.10 Enhanced care will be provided to meet the needs of patients residing in short or long term nursing or residential care. This will include access to a named GP and the wider primary care service, comprehensive assessment and care planning support, support for the most vulnerable and those with complex needs, support to promote independence and access to expert and specialist advice.

## Primary Care as the Cornerstone for Our Neighbourhoods

- 9.11 Primary Care Networks (PCNs) are being promoted by NHS England to develop integrated teams, across primary care, working to support 30,000-50,000 patients, within a specific location. Through our PCNs in Pennine Lancashire we will look to build on our strong history of collaborative working and further develop our offer of support.
- 9.12 We will align our PCNs to the Neighbourhood Health and Wellbeing teams, and put working arrangements in place to allow them to develop a plan for joined-up delivery of community based services.
- 9.13 Seven day access to urgent and routine general practice will be supported by wider primary care services including dentistry, pharmacy and optometry.
- 9.14 System wide information, advice and signposting will be supported in primary care by Primary Care Navigators, which will create capacity within GP Surgery times. This will result in longer appointment times being available for people with long term conditions and/or for those with higher levels of need.

## Specialised and Enhanced Community Services

- 9.15 Whilst the majority of health and care services will be delivered at a neighbourhood level, more specialised and enhanced community services will be available at a wider geographical footprint or district level. These will provide an enhanced offer to people with long term conditions, such as diabetes and heart failure. Our proposals for these services are outlined below.
- 9.16 Development of **early supported community rehabilitation** across all sectors and conditions to provide assessments and support for people who need it.
- 9.17 **Intermediate Care services** help people to stay out of hospital following deterioration in their health and circumstances (known as step up services) and they also support people to get back home after spending time in hospital (known as step down services). These services are short-term in nature, providing support for six weeks or less. The services offer a link between hospitals and people's homes, and between community services, hospitals, GPs and social care services. There are three main aims of intermediate care:
- Helping people avoid going into hospital unnecessarily
  - Helping people be as independent as possible after a stay in hospital
  - Preventing people from having to move into a residential home until they really need to.
- 9.18 **Specialist therapy, nurses, social workers and doctors.** There is an on-going need for specialist skills to deliver effective care for specific conditions. These specialists will interface with our Neighbourhood Health and Wellbeing

Teams and provide case management for those people with more complex needs, for short periods of time, until comprehensive support plans are developed. These specialist roles could include for example Gastroenterology services and Diabetes Specialist Nurses.

9.19 We will work closely with the Lancashire and South Cumbria Shadow Integrated Care System to effectively align **specialist services**, currently provided across Lancashire and South Cumbria, to our New Model of Care. This will include:

- Specialist community-based mental health support including access and crisis, community mental health and drug and alcohol services
- Children's mental and emotional health services
- Learning disability specialist support teams.

9.20 We will work with **wider support services**, such as specialist safeguarding, employment support and specialist social work, to consider how these can be developed to provide a specialist response to neighbourhood health and wellbeing care.

### **Developing a High Quality and Sustainable Urgent and Emergency Care Service**

9.21 We often discuss Urgent and Emergency Care as a single part of the health system, but there are two distinct tiers of need:

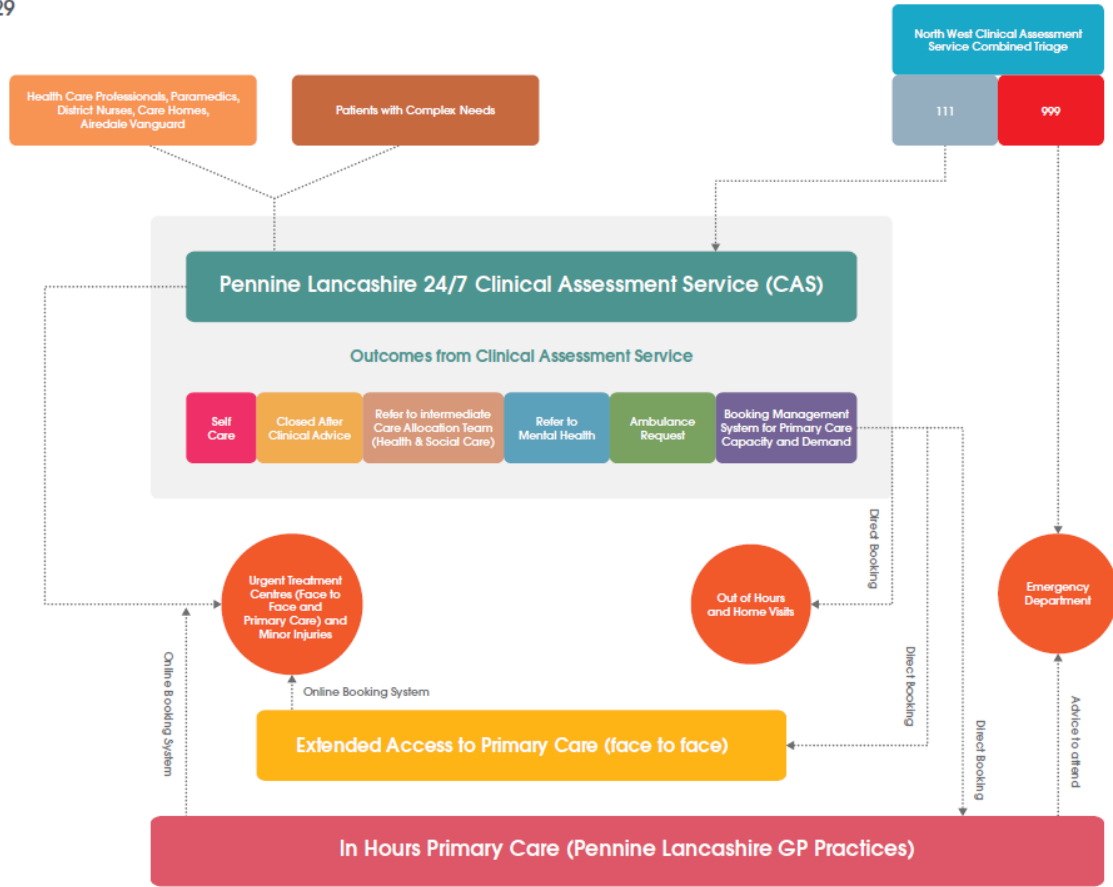
- **Urgent Care** is treatment for injuries or illnesses requiring immediate or same day care but not serious enough to require an Emergency Department visit or to result in the need for a hospital admission. It can be required to prevent serious deterioration of health following the onset of an unforeseen condition or injury.
- **Emergency Care** is treatment for serious or life-threatening conditions and will always require the back up of further hospital services such as in-patient treatment or surgery, though this may not be required for every patient that attends.

9.22 Improving Urgent and Emergency Care is one of the main NHS priorities. There is a clear aim to transform the system into one that allows patients quick and efficient access to the help they need. Patients have often voiced the view that they find the current system confusing and that it is difficult to know how to access the most appropriate sources of help and support, at what, for them, are critical moments in their lives. Therefore both nationally and locally we aim to transform the system across seven key priority areas.

9.23 When you or your family need to access urgent or emergency care services you are able to ring NHS 111 to speak to an advisor, who will quickly be able to direct you to the most appropriate service for your needs. In the future you will still be able to do this, but you will also be able to access a similar system on-line, via your smart phone or computer. Your information will be passed seamlessly, and securely, between all of the services that need to know your

details eg between 999 and 111 and 111 and your GP. The intention is that one call will do it all and if you need to speak to someone different, you (with your details) will be passed smoothly and swiftly to the correct place.

- 9.24 Through these proposals, the options for you to receive the help and support you need will be expanded. Access to GP services will be extended so that weekend and evening appointments will be able to be booked directly through your initial call to 111. Urgent Treatment Centres will also be developed that can be booked into as well as being available for walk in treatment. These will operate at least 12 hours a day, be staffed by doctors, nurses and other staff and will have access to key testing and diagnostic services.
- 9.25 Developments will also take place within ambulance services to enhance the way that they work. Over time their services will be able to deal with more patients over the phone, directing them to appropriate services and they will be able to treat many more patients at home. Key to this will be linking with other services in the community. The result should mean that a lower proportion of people are taken to hospital.
- 9.26 We will also:
- Put in place Primary Care and Minor Injuries streaming models so that people attending A&E or Urgent Treatment Centres can be directed to the service they need
  - Develop a workforce model that will meet both existing and future patient care needs and demand
  - Make sure we understand our current demand and capacity requirements
  - Consolidate our acute assessment areas within Royal Blackburn Teaching Hospital
  - Deliver a Medical Triage Unit which will include an enhanced Ambulatory Emergency Care function which will include a review of the existing Ambulatory Emergency Care model
  - Review and improve existing emergency care pathways, particularly for mental health and orthopaedics.
- 9.27 During our engagement activity in Winter 2017, many people suggested that we should do more to help people make the right choice in relation to urgent and emergency services. We will continue to promote this message particularly through the “NHS Choose Well” campaign.
- 9.28 All of these improvements should free up A&E to treat only those people who need to be there. The way that people get back out of hospital, if they need care and support at home, will also be a priority for change with joint working across health, social and other sectors being key.





## 10.0 IN-HOSPITAL CARE AND SUPPORT

- 10.1 We all want to know that when we need specialist or acute support, in hospital, that the care we receive will be the best it can be.
- 10.2 At times we will need access to hospital services in an emergency situation, for example because of an accident, whilst at other times this will be a planned admission to hospital, for example because a routine operation is required.
- 10.3 We recognise that if we do have to be admitted to hospital, then it is important that we stay there for the shortest time needed and that any after care and support is provided within our home or as close to our home as possible.
- 10.4 Our proposals below outline, in more detail, what we plan to do to achieve these ambitions.

### Emergency Department at the Royal Blackburn Hospital

- 10.5 Currently there is a single Emergency Department covering Pennine Lancashire situated at the Royal Blackburn Hospital. We don't envisage that this will change. The Emergency Department will continue to be staffed by a highly-skilled workforce delivering life-saving care for our most sick patients. Our proposals for Urgent and Emergency Care (Section 9.29) outline the key steps we are going to take to improve care and support for people in an emergency situation.

### Improving Patient Flow

- 10.6 The Government now requires every hospital and its local health and social care partners to have "adopted good practice to enable appropriate patient flow". This means that people can be admitted to a hospital bed when they need to be, including from the Emergency Department, and that they are discharged from hospital in a timely and safe manner. To do this we will:
  - **Optimise Ward Processes** and transform medical, surgical and community wards. The aim is to roll out an improvement programme across all adult wards (post-assessment unit) which will include assessment and diagnostics, care planning, admission, welcome and introduction, delivery and review of care plans (multi-disciplinary working) and transfer of care. This will improve performance and patient experience
  - Implement a **Home of Choice** policy. An acute hospital is not an appropriate setting for ongoing care once a patient has completed treatment. Through implementing a Home of Choice Policy, those awaiting a care placement or care provider while in hospital will be

supported to make a timely choice to minimise the risks associated with remaining longer in hospital

- Develop a **Single Discharge from Hospital Service** which will support people to be discharged from hospital as soon as they can be. Our current Pennine Lancashire Integrated Discharge Service (IDS) commenced in 2015 and brings together a number of disciplines within the hospital setting including complex case managers, social care and therapies. The service supports individuals in discharge planning and arranging care and support needed upon discharge, including social care packages, reablement and rehabilitation, dependant on individual needs. We will strengthen this service and ensure that our Integrated Discharge Service will be responsible for the full implementation of system-wide Trusted Assessment, consistent and effective use of integrated discharge pathways across Pennine Lancashire and the development of a single performance dashboard
- **Discharge to Assess** is a principle of effective intermediate care delivery. It means that future assessments will take place in a community setting, rather than in a hospital setting. This is because it is more effective to assess an individual's needs in their home and surrounding community environment so that the right level of support can be identified and provided. We will ensure a seamless offer of support between hospital and Intermediate Care services to ensure that the assessment of any ongoing support takes place in a suitable environment outside of hospital (preferably in our own homes).

### **Elective (Scheduled/Planned) Care**

- 10.7 Our proposals aim to ensure the delivery of efficient and effective elective (planned) care services, delivered in a timely manner, as close to the patient as practicable, and that are linked to primary care and community and intermediate services in a seamless manner.
- 10.8 Some of our elective (planned) care is currently provided at Burnley General Teaching Hospital. In the future we want to provide all our planned care from this site, or others within the community. This will build upon the previous development of Burnley General Teaching Hospital as an elective centre, where the Trust is able to provide a high quality elective experience for patients on a site which has been configured to optimise patient experience and quality and maximise productivity of elective services.
- 10.9 This innovative unit will see elective work, both medical and surgical carried out side by side in a fit for purpose environment streamlining staffing, resources and skills. The proposal focuses on hospital based services where elective (planned) care centre provision would be desirable and beneficial. It would not involve Gynaecology, Paediatrics, Urgent Care, or Orthopaedic services, and it would not include the care of long stay patients

10.10 Within Pennine Lancashire we already have successfully transferred a number of other elective services, for example ophthalmology (eye) and dermatology (skin) services out of hospital and into the community, closer to people's homes. Given the success of the work completed to date, we want to deliver more scheduled care within our community settings which could include:

- Providing support closer to home, particularly for people with long term conditions, with specialist nurse/therapist support linked to Primary Care, in particular Gastroenterology
- Services being provided through virtual clinics
- A Single Point of Access for secondary care services within primary care would allow all referrals to be triaged and the most appropriate pathway be sourced reducing the amount of inappropriate referrals and empowering primary care to manage demand in partnership with secondary care
- Providing diagnostic services at district level.

### **Working within Lancashire and South Cumbria**

10.11 The future provision of in-hospital care and support services (acute and specialist) will also be shaped and influenced by discussions across Lancashire and South Cumbria Shadow Integrated Care System.

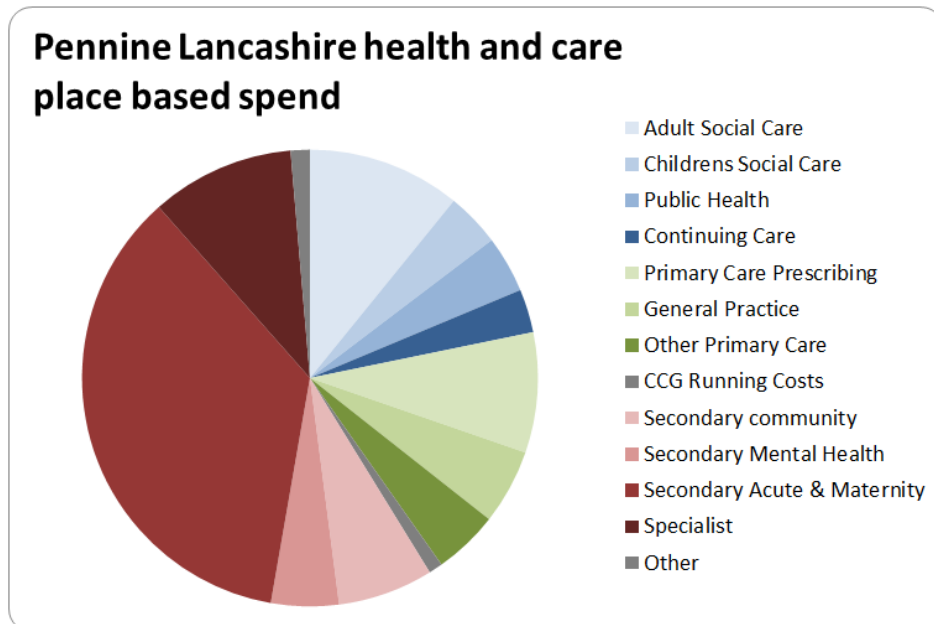
10.12 East Lancashire Hospitals Trust will be recognised as a centre of excellence for certain key clinical services, taking referrals from a wide geography across the North West (for example certain urology and hepatobiliary surgery and neonatology) and be a networked provider of key specialist services with other Trusts across all of Lancashire (including stroke services, maxillofacial services, vascular services, radiology services and cancer services).



## 11.0 Finance and Investment

### The Challenge

- 11.1 Each year public sector spending on health and social care for the residents of Pennine Lancashire is around £1.1 billion and over the next five years there will continue to be a significant amount of money spent on health and care interventions for the 531,000 people living in Pennine Lancashire. The diagram below shows how this money is spent.



- 11.2 In June 2018 the Prime Minister announced a new multi-year funding plan for the NHS, which will bring an increase in expected funding available (the financial settlement will be confirmed later in 2018). However, we know that even after taking account of the resources that are likely to be made available, the increasing complexity of people's health needs and demand for services, coupled with the need for a radical uplift in investment in prevention, means we still need to work together to make the best use of our resources.
- 11.3 Whilst the size of the financial challenge cannot be underestimated, we recognise that there are significant opportunities for us to address this challenge and deliver value for money for every 'Pennine Pound' that is spent.
- 11.4 Significant work is already underway in developing plans to address how we can do this. These include:

### Improving efficiency of services we deliver

- 11.5 Whilst we always work hard to deliver the best care possible for our population, we know that health and social care providers in Pennine Lancashire can do more to reduce costs and run services more efficiently.
- 11.6 Benchmarking performance of our services nationally and locally has identified opportunities where savings can be made. Areas identified for

improvement include for example, improving the efficiency of Accident and Emergency and outpatient activity, reducing lengths of stay in hospital for certain procedures and reducing unwanted variation in care through RightCare. Our partner organisations are working hard to deliver efficiencies and productivity improvements to address these challenges.

- 11.7 A specific programme of work is underway with a team consisting of clinical and specialist expertise, working together to identify areas for improvement specifically related to discharge pathways and community services across Pennine Lancashire. The results of this work will identify the potential capacity which could be released through improved service delivery and inform the development and delivery of improvement plans to realise these savings.

### **Investment in Prevention and Population Health**

- 11.8 Evidence tells us that, if we invest in prevention, we will save money, not just in the health and care system, but across the whole of society including criminal justice, children's services and wider welfare support systems. We know that local prevention activity pays back around £4 for every £1 invested in it.
- 11.9 We have a strong foundation of Prevention throughout our New Model of Care as well as some specific new Prevention programmes, which we believe based on evidence of returns on investment, will save money in the long term.

### **New Model of Care**

- 11.10 The New Model of Care described in detail throughout this document has been, and continues to be, designed to address the triple aim outlined in our Pennine Lancashire Outcomes Framework; to improve population health and wellbeing, provide safe, effective and high quality care and support, and ensure a sustainable health and care system.
- 11.11 By focussing on and investing in prevention, supporting people and communities to care for themselves and each other, providing high quality out of hospital services and in doing so, freeing capacity in our hospitals to focus on acute and specialist services, we can make best use of our resources and drive real improvements for local people.

### **One Public Sector Estate**

- 11.12 Savings can be made by making sure we use the buildings we own effectively, across the whole public sector, and where we no longer need some of our buildings, we sell or share these with other organisations. Partners from health and social care, as well as other estate providers, are already working together to improve how our buildings are used and where services and workforces can be co-located.
- 11.13 The next phase of this work will be to review all of the buildings we own and some of those we don't, across the Pennine Lancashire footprint (public

sector and wider) with a view to identifying how we can maximise the use of our buildings to deliver the New Model of Care and how we can release some estate to free up valuable funds.

## **Digital and Technological Innovation**

11.14 Digital and technological innovation has the potential to radically empower people to play a more active role in their care and fundamentally change how we deliver services. The Lancashire Local Digital Roadmap identifies three broad themes all of which if delivered effectively will improve care and save money; sharing of electronic records, empowering people through the sharing of knowledge and enabling people with technology.

11.15 Within these themes and to directly address the financial challenge the following commitments have been made:

- Ensuring we exploit technology to manage capacity and demand
- Ensuring we consolidate and share IT systems to reduce cost and complexity
- Ensuring we utilise cost effective cloud-based solutions
- Ensuring we leverage procurement through scale and standardisation
- Ensuring we collectively maximise the benefits of technology.

## **Next Steps**

11.16 Following public engagement the New Model of Care will move into a detailed design phase which will further clarify the benefits and costs of each of the proposals, with a view to decisions being made regarding the affordability of the New Model of Care and any prioritisation that is required.

11.17 A System Control Total has been agreed on behalf of the Pennine Lancashire Integrated Health and Care Partnership which details how we will manage our money together and a financial strategy to support this is being completed and includes in its core principles, delivering the best value for “the Pennine Pound” and “One Public Estate”.

11.18 The Estates and Digital opportunities will continue to be refined through the detailed design of the New Model of Care as well through other emerging developments.

11.19 As we continue to move forward as an Integrated Health and Care Partnership and develop our financial strategies and plans to support this, we are also seeking confirmation of Pennine Lancashire’s ability to access the following:

- Fair share of the additional transformation funding
- Funding to support social care activity
- Access to capital resources to invest in Information Management and Technology.

## 12.0 One Workforce

### One Workforce

- 12.1 We have set our aspiration for One Workforce which is ***“to have in place a workforce which is fit for the future and is able to meet the challenges of a changing health and social care landscape across Pennine Lancashire which will create working conditions that enable the paid workforce to provide care where it is needed irrespective of organisational boundaries”***.
- 12.2 We have a highly committed and professional health and care workforce across Pennine Lancashire, supporting residents, patients and carers in a range of settings and in a wide range of roles. This workforce is made up of people who are passionate about the jobs they do whether they are providing care in an employed role or whether they are a vital volunteer working on behalf of one of the many charities or community groups in the area.
- 12.3 Working in health and care is incredibly rewarding, although demanding, and with our vision for One Workforce, we will work with all our colleagues, across all organisations, to shape the delivery of our services and also ensure we make best use of our people and the skills they bring, in delivering these services.
- 12.4 We know that our ambitions for Together A Healthier Future will mean changes for our workforce – from embedding the principles of self-care, to having the flexibility and agility to deliver care closer to patients’ homes. A number of specific workforce priorities have been identified within the New Model of Care, including:
- **Securing future workforce supply** – increase the workforce in specific clinical and nursing roles to ensure safe levels of staffing both in primary and secondary care
  - **Upskilling** – upskill staff in particular training to ensure that they are able to make the most of every interaction with a patient whether that be linking to other services or promoting health and wellbeing messages – we call this Making Every Contact Count
  - **New roles** – increase in new and different roles to enable individual professional groups to have more time to do the work that only they are trained to do. We will also consider greater and most effective use of the voluntary, community and faith sector to support people in their communities
  - **New ways of working** – consider new employment and contracting models to attract future workforce and offer current staff greater flexibility and balance, avoiding burnout and subsequent turnover.

### Current Workforce Profile

- 12.5 Services are provided through a number of organisations including NHS providers, Local Authority, GP Federations, VCF Sector and Care Homes.

- 12.6 We estimate that the employed workforce in health and social care, including primary care, stands at around 13,500 and alongside staff working in the 178 local care homes there is a huge volunteer workforce estimated at around 14,000.
- 12.7 Alongside the New Model of Care, there are a number of other workforce challenges that we need to address. These include significant difficulty in recruiting and retaining certain key roles including medical and nursing roles in both primary and secondary care. An ageing workforce and an expectation of different employment models that offer greater flexibility, means that we face difficulties in maintaining services as they currently are and in realising the ambition of transformation.
- 12.8 We are planning what our future workforce needs to look like based on required skills and competencies, enabling exploration of potential new roles, working differently and identification of any upskilling required. We will work with health and care education and training providers to make sure that the number of staff, and the skills and capabilities, we need can be met.
- 12.9 We know we want our staff to work together across the many different organisations in Pennine Lancashire. This means we will need to think about how we reflect and address differences in culture and practice and differences in the national frameworks for terms and conditions, if we are to achieve true integration.
- 12.10 There is also a significant unpaid workforce of volunteers and carers who need to be considered to ensure we fully understand how all aspects of care and support is currently delivered and how this supports our drive towards social prescribing and promotion of self-care. Our Volunteer Strategy sets out how we will maximise opportunities for volunteers and organisations to support the health and wellbeing of residents.

### **Achieving One Workforce**

- 12.11 Workforce design events have taken place with input from colleagues across the system, to shape the One Workforce agenda and develop activity plans for delivering this.
- 12.12 A comprehensive workforce engagement plan has been developed and has commenced ensuring that colleagues are both kept informed of progress as well as having the opportunity to be meaningfully involved in shaping services. There are many other activities we now need to complete and our proposals are set out below.
- 12.13 In order to deliver the New Model of Care and meet the gaps in current workforce, significant remodelling will be required in line with population needs, moving away from task and role based provision to needs based. It is likely that there will be a requirement for new roles which are much more generic in nature with the aim of developing the current workforce into these

roles with new generic competencies, working with education providers to ensure they are able to meet the needs of the future workforce.

12.14 In order to help us attract, recruit and retain staff, we will also develop an education and training approach and organisational development strategy that will enable new and existing staff from across the local health economy to effectively carry out the New Model of Care.

12.15 We have worked with our leaders and our staff to co-design and begin delivery of a comprehensive leadership and organisational development programme, to enable large scale change and a culture that will support transformation. The key elements of this programme are:

- System Leadership Approach - to develop the relationships and behaviours required to work outside organisational boundaries
- Shared Culture, Values and Behaviours
- A culture of innovation and creativity
- Managing and coping with change
- Development of skills, knowledge and experience
- High performing individuals, teams and organisations
- Communication and engagement.

12.16 The key steps we believe we need to take to allow us to achieve our vision of One Workforce are outlined below. We believe these activities will move Pennine Lancashire from collaboration between individual organisations, to a more joined up way of working, with single management arrangements and integrated working:

- **Leadership, Organisational Development (OD) and Workforce Engagement including:**

- Develop leadership strategy based on compassionate leadership model
- Build on successful organisation development programme for leaders and Neighbourhood Health and Wellbeing Teams
- Develop shared values and behaviours
- Implement joint induction
- Produce engagement toolkit
- Identify and train engagement ambassadors
- Deliver roadshows
- Undertake a baseline staff survey
- Engage staff in workforce modelling workshops.

- **Streamlining and Alignment Activities including:**

- Establish a formal Partnership Forum with Trades Union colleagues
- Agree a single approach to managing organisational change
- Establish an agreement for a shared training and development programme
- Agree a single Occupational Health provision
- Consider provision of Human Resources and Organisational Development activity, under shared management arrangements

- Develop a single recruitment and retention strategy
- Develop a single health and wellbeing strategy for our workforce.
- **Workforce Transformation Activities including:**
  - Undertake workforce modelling across the New Model of Care and our health and wellbeing improvement priorities
  - Develop use of Insight tool for General Practice
  - Work with education providers to create a Care Academy
  - Appoint a Volunteer Project role to develop volunteer workforce
  - Explore opportunities to utilise new roles such as physician associates, community pharmacists, advanced nurse practitioners
  - Participate in the Global Exchange as part of the Lancashire and South Cumbria Sustainability and Transformation Partnership
  - Create a digital workforce through use of technology
  - Explore new employment models.

DRAFT

## 13.0 Conclusion and our Next Steps

“I think, in the future, we’ve got some challenges, I just think we need to work together we need to look at the social capital, we need to make it work. I think what we need to do now, maybe at a more strategic level, when we’re developing these plans we need to make sure everybody is consulted and everyone’s getting a say. I just think that times’ hard, yes they really are hard, but together we can really make a difference.”

**Rick Wilson, community leader, Blackburn.**

- 13.1 The Pennine Plan draws to a close our solution design work and reflects the contributions you as our residents, patients and staff have made to the future design of health and care in Pennine Lancashire.
- 13.2 We’ve come a long way over the past two years, and we would like to thank all our residents, community and voluntary groups, health care professionals and wider staff who have contributed their support, ideas and opinions to help us get this far. We hope that you will continue to provide us with your thoughts as we move forward in delivering our ambitions.
- 13.3 As we undertook our detailed engagement, you told us you were keen to hear more details about how and when health and care services will be changing. Alongside this plan we have published a delivery plan to provide more information. This can be found on our website [www.togetherahealthierfuture.org](http://www.togetherahealthierfuture.org).
- 13.4 We still have a long way to go, but we are confident that together, we can make the difference needed for Pennine Lancashire. If you haven’t already joined the conversation about the future for health, care and wellbeing in Pennine Lancashire, then take a look at our website, Twitter and Facebook accounts.

## Join the Conversation



[www.togetherahealthierfuture.org.uk](http://www.togetherahealthierfuture.org.uk)



@ahealthyfuture\_  
#ahealthyfuture



together a healthier future



[Elccg.Togetherahealthierfuture@nhs.net](mailto:Elccg.Togetherahealthierfuture@nhs.net)







# EXECUTIVE BOARD DECISION

**REPORT OF:** Executive Member for Regeneration

**LEAD OFFICERS:** Director of Environment and Leisure  
Deputy Chief Executive

**DATE:** 9 August 2018

**PORTFOLIO/S AFFECTED:** Regeneration

**WARD/S AFFECTED:** All

**KEY DECISION:** YES  NO

**SUBJECT:** Joint Lancashire Cycling and Walking Strategy 2017-2027

## 1. EXECUTIVE SUMMARY

Blackburn with Darwen Borough Council, Lancashire County Council and Blackpool Council, working alongside local and national transport and public health partners, have prepared the 10 year Lancashire Cycling and Walking Strategy “Actively Moving Forward”. The strategy is in accordance with the Government’s Cycling and Walking Investment Strategy that aims to deliver a transformation in cycling and walking infrastructure and participation rates. The preparation of this strategy, and in due course the delivery of the Cycling and Walking Infrastructure plans, will position the three Lancashire Local Transport Authorities and the twelve district authorities, favourably for future Central Government and local investment opportunities.

## 2. RECOMMENDATIONS

That the Executive Board:

1. Approves the Joint Lancashire Cycling and Walking Strategy (LCWS) presented for publication, subject to Lancashire County Council and Blackpool Council’s also granting approval for the document’s publication;
2. Approves the development of draft Local Cycling and Walking Infrastructure Plans within emerging Highway and Transport Masterplan areas for the purposes of wider consultation, following their preparation.

## 3. BACKGROUND

The Council, with Lancashire County Council, Blackpool Council and partner organisations have worked collaboratively to finalise the Joint Lancashire strategy taking into account consultation responses and updated Government guidance – the national Cycling and Walking Investment Strategy and Local Cycling and Walking Infrastructure Plan Technical Guidance. The LCWS is now in a position to be made available for online publication and for work to progress to prepare five Lancashire Local Cycling and Walking Infrastructure Plans (LCWIP’s).

### Lancashire Cycling and Walking Strategy

In April 2017, Government published the Cycling and Walking Investment Strategy (CWIS) setting out their ambition to make walking and cycling the natural choice for shorter journeys or as part of a longer journey. Increased cycling and walking can be used to deliver better mobility, safety and better streets by tackling congestion, improving both physical and mental health and supporting local

economies. The Strategy has objectives to significantly increase cycling and walking levels and to reduce the rate of cyclists killed or seriously injured.

The case for investing in cycling and walking is strong and has been made by a number of Government Departments, Academics and Public Health bodies. Benefits to the Economy, Health and Wellbeing, and the Environment and Community are summarised below:

- £30bn is the annual cost of congestion to UK motorists nationally in 2016
- 3.5 million cycles were sold in the UK in 2016
- 137 million working days were lost due to sickness or injury in 2016 nationally
- 65% of the adult population in Lancashire are overweight or obese
- 28% of the adult population in Lancashire are physically inactive
- 6.1 CO<sub>2</sub> tonnes per person were produced in Lancashire in 2015

The Joint Lancashire Cycling and Walking Strategy – ‘Actively Moving Forward’ attached is proposed to be published, as the integrated approach for cycling and walking across Lancashire, on behalf of the three Local Transport Authorities. Executive Board is now being asked to approve this joint strategy to enable online publication of the document in summer 2018.

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

The strategy presents a case of investing in Cycling and Walking in Lancashire with benefits that spread across the economy, health and well-being, the environment and local communities. The strategy organises various actions and their justifications across three mutually reinforcing themes, these being:

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

The outcomes of the strategy are to:

- Deliver economic prosperity and growth
- Improve local air quality and road safety
- Support physical and mental health and wellbeing
- Change behaviour through the promotion and access to active travel
- Increase visitor spend on cycling and walking

The implementation of the strategy and the future development of the infrastructure plans will help us:

- To be in a much stronger position to devise successful cases to bid for further investment for Lancashire
- To add value to new and existing rail and road investment
- To support communities to access training and employment by active travel modes
- To increase cycling and walking participation to maximise the benefits in terms of congestion, air quality, health and well-being, social deprivation and cohesion.

Publication of the strategy will help to demonstrate a Lancashire commitment to increasing the levels

of physical activity across Lancashire, helping to deliver healthy lifestyles objectives contained within the Director of Public Health's Annual Report 'Securing out Health and Wellbeing 2016 and completing initiatives such as Your Mile, Your Way.

The Joint Strategy represents the first stage in positioning Lancashire well for future funding opportunities and delivering a comprehensive and coordinated programme of infrastructure and activities to support cycling and walking. In draft, it has also been used successfully to support bids to secure additional funding. A revenue grant award of £1.9m from the Access Fund, was awarded to Lancashire County Council in partnership with Blackburn with Darwen Borough Council to develop and promote active travel across East Lancashire. Blackpool Council likewise received Access Fund to support their 'Walk to Schools' Programme being delivered by Living Streets.

#### **Local Cycling and Walking Infrastructure Plans (LCWIP's)**

Implementation of the Lancashire Cycling and Walking Strategy will be through the preparation of Local Cycling and Walking Infrastructure Plans. It is Government's intention for LCWIP's to set out a strategic approach to identifying cycling and walking improvements required at a local level and local authorities that have prepared LCWIPs will be well placed to make a case for future investment in both cycling and walking infrastructure.

LCWIPs are intended to be a long-term approach to the development of cycling and walking networks and will have key outputs of a network plan with the preferred walking and cycling routes, with a prioritised programme of infrastructure improvements for future investment along with a report that sets out the underlying analysis and narrative for the identified improvements and networks. LCWIPs will enable infrastructure work to be identified as short, medium and longer terms, and to be integrated with land use, transport planning and development.

The Lancashire Cycling and walking strategy and the accompanying LCWIPs will inform and complement district local plans, the joint Lancashire Local Transport Plan 4, Economic Development plans and emerging Highways and Transport Masterplans. The Lancashire LCWIPs will also provide a basis for developing the pipeline of cycling and walking network of infrastructure schemes when preparing funding application / developer contributions requests (Section 106) demonstrating the feasibility benefits and cost effectiveness of cycling and walking schemes.

#### **4. KEY ISSUES & RISKS**

Publication of the Joint Lancashire Cycling and Walking Strategy will position Lancashire well for future funding opportunities, particularly those with short bidding time frames. Failure to demonstrate a clear and coordinated investment strategy that is accordingly evidenced and justified to Government is likely to curtail future investment for these purposes.

#### **5. POLICY IMPLICATIONS**

The Joint Lancashire Cycling and Walking Strategy's objectives are in accordance with the Government's Cycling and Walking Investment Strategy published in April 2016 and will be a supporting document to the development of Local Transport Plan 4.

#### **6. FINANCIAL IMPLICATIONS**

None directly related to this report.

#### **7. LEGAL IMPLICATIONS**

None directly related to this report. All future 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

Staff time to delivery of the Joint Lancashire Cycling and Walking Strategy will be met by existing Council resources.

## 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 draft Joint Lancashire Cycling and Walking Strategy was subject of a full consultation exercise in September 2016 to April 2017 via the Lancashire County Council, Have Your Say, public consultation webpage. 459 Partners and Stakeholders were informed across the Lancashire County Council, Blackburn with Darwen Borough Council and Blackpool Council areas. 205 responses were received in total, and 7 specific responses were received from Blackburn with Darwen consultees relating to the strategy.

## 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.

<b>VERSION:</b>	<b>1</b>
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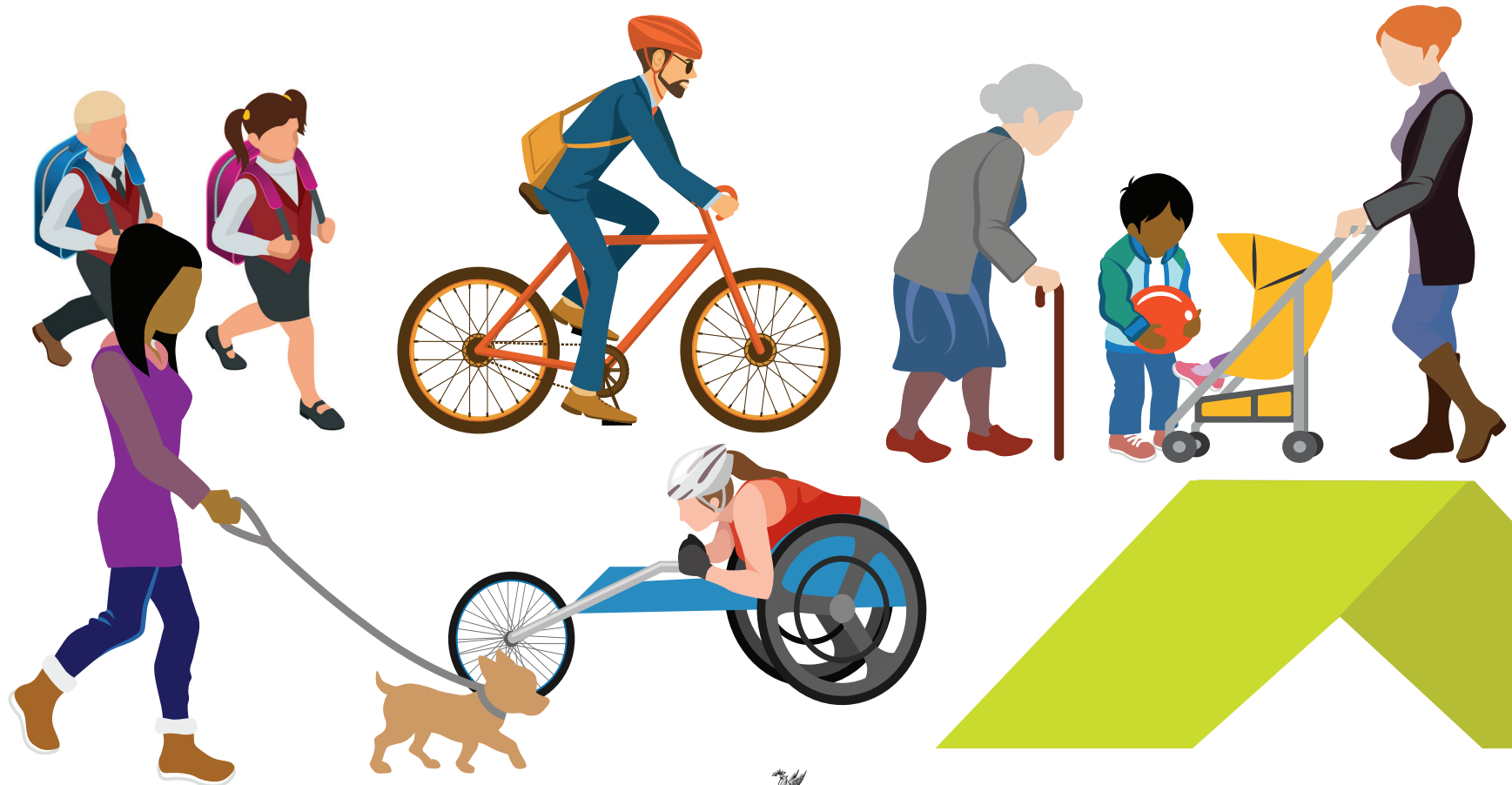
<b>CONTACT OFFICER:</b>	Melanie Taylor, Senior Transport Planner Ext 5687
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<b>DATE:</b>	8th June 2018
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<b>BACKGROUND PAPER:</b>	Draft Lancashire Cycling and Walking Strategy <a href="#">DRAFT Cycling and Walking Strategy FINAL.pdf</a>
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# ACTIVELY MOVING FORWARD

A ten year strategy for Cycling and Walking



Page 69

Blackpool Council



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

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

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

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

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

# THE CASE FOR INVESTING IN CYCLING AND WALKING

## ECONOMY



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



**3.5m**  
The number of cycles sold (2)



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



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

## HEALTH AND WELLBEING



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



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



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



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

## ENVIRONMENT AND COMMUNITY



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



**6.1**  
The number of CO<sub>2</sub> tonnes produced per person (10)



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



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

**Note**

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



## OUR VISION:

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

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

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

## OUR TARGETS:

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



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



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



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

## ACHIEVING OUR TARGETS:

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

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

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

## OUR TARGETS:

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

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

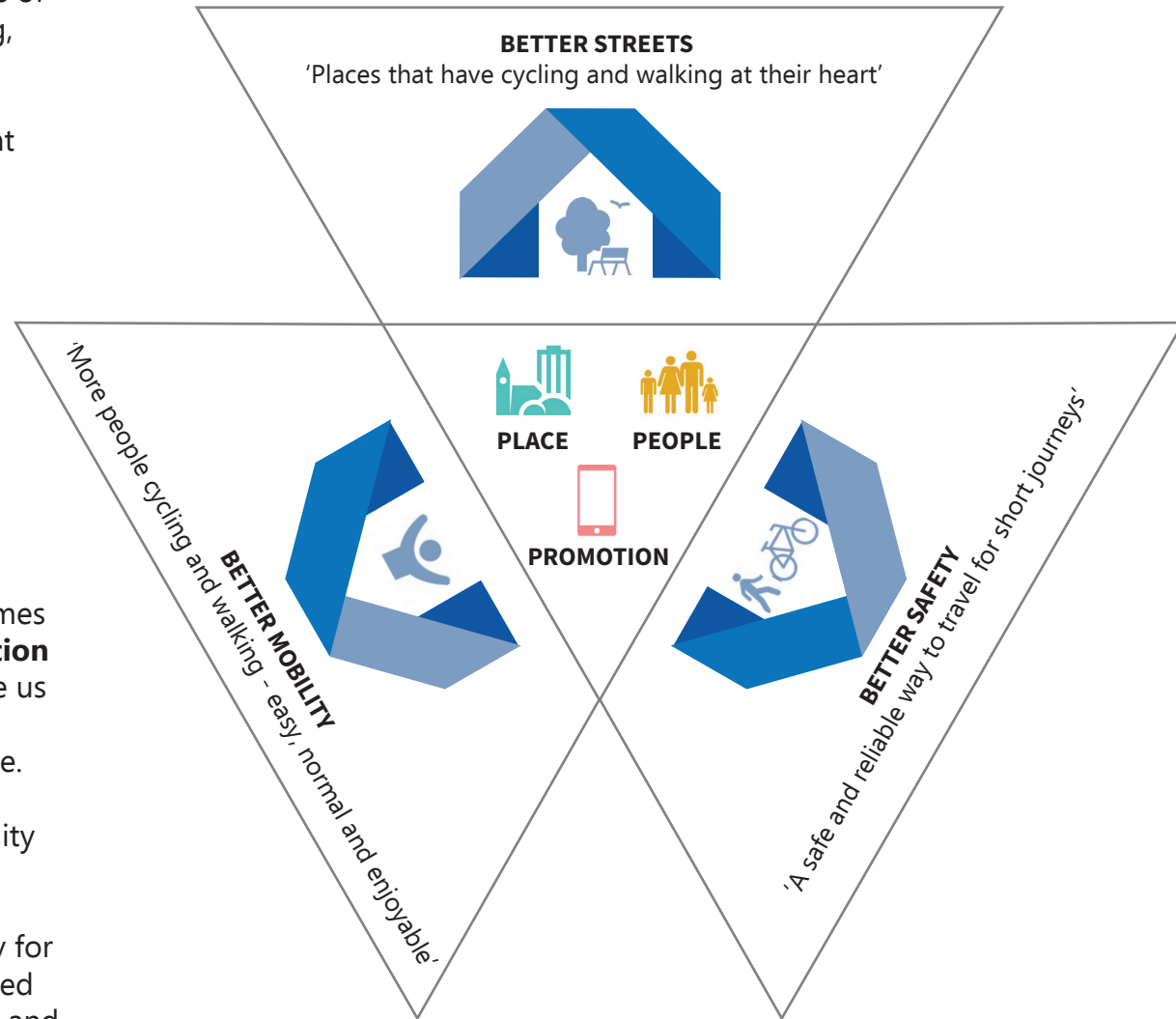
The Government's Cycling and Walking Investment Strategy outlined the Government's ambition to deliver 'Better Safety', 'Better Mobility' and 'Better Streets' by 2040.

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

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

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

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



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

## OUR AIMS

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

## OUR ACTIONS

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

## OUR OUTCOMES

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

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

## OUR AIMS

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

## OUR ACTIONS

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

## OUR OUTCOMES

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

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

## OUR AIMS

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

## OUR ACTIONS

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

## OUR OUTCOMES

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

## INITIAL FOCUS

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

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

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

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

## FURTHER ACTIVITY

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

# HOW WILL THE STRATEGY BE SUPPORTED?

10

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

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

## Data Sources

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

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



# ACTIVELY MOVING FORWARD

A ten year strategy for Cycling and Walking



**For further information please contact:**

Planning and Environment  
Lancashire County Council  
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Web: [www.lancashire.gov.uk](http://www.lancashire.gov.uk)



# EXECUTIVE BOARD DECISION

**REPORT OF:** Executive Member for Regeneration

**LEAD OFFICERS:** Deputy Chief Executive

**DATE:** 9 August 2018

**PORTFOLIO/S AFFECTED:** Regeneration

**WARD/S AFFECTED:** Blackburn Central Shear Brow and Corporation Park

**KEY DECISION:** YES  NO

**SUBJECT:**  
**Adoption of the Blackburn Town Centre Supplementary Planning Document (SPD)**

## 1. EXECUTIVE SUMMARY

The overall aim of the Blackburn Town Centre SPD is to set out how the Council aims to build on the momentum created by recent investment, to broaden our appeal, and to manage the future evolution of the town centre and public facilities in the face of strong competition and changing pressures. It articulates the Council's aspirations for the town centre, identifies investment opportunities and provides further guidance regarding the implementation of adopted Local Plan policies which are of relevance to Blackburn Town Centre.

The town centre planning objectives set out in the Local Plan, and expanded upon in the SPD are:

- Strengthening and focusing the shopping offer;
- Expanding the role of the town centre;
- Protecting and enhancing the leisure offer and developing an evening economy; and
- Establishing a vibrant town centre residential population.

The guidance contained within the SPD will be used by the Council's Development Management team as one of a number of material considerations in the determination of applications for development, particularly supplementing the application of Local Plan Part 2 Policy 26.

In line with Government guidance, the draft SPD was subject to a six week statutory public consultation in March 2018. In total, 13 responses were received and these can be reviewed within the appendices of the SPD, alongside the Council's response to each comment submitted and whether any amendments were made to the SPD as a result.

The SPD is now ready to be adopted by the Council and become a material consideration in planning application decisions.

## 2. RECOMMENDATIONS

That the Executive Board:

Adopts the Blackburn Town Centre Supplementary Planning Document (SPD).

### 3. BACKGROUND

Blackburn with Darwen has some major positive assets including its landscape setting, urban green spaces and built heritage. We are pressing ahead with plans to capitalise on these assets and attract new housing investment to balance our housing market; but it will be important for this to be matched by an improvement in the area's wider "offer" – the overall range of facilities and opportunities available.

Blackburn town centre has a position as a sub-regional centre for shopping and tertiary education and acts as a focus for cultural, social, business and community life in Blackburn with Darwen and Pennine Lancashire. Given this position, the town centre accommodates larger scale uses such as major retail operators who require large floorplates, and higher-order functions in the administrative and business services sectors. Being at the heart of local and sub-regional communications networks of bus and rail services and lying within walking distance of many local residential areas, the town centre is readily accessible by all sections of the community.

In recent years, many development and regeneration initiatives have taken place in Blackburn. The Local Plan and SPD set out how we aim to build on the momentum created by this investment, broaden our "offer", and manage the future evolution of the town centre and public facilities in the face of strong competition and changing pressures.

Despite these successes, our town centres face a number of significant pressures. Foremost among these is the changing retail environment. Competition from other towns and from out-of-centre shopping outlets continues to grow stronger; and at the same time more and more shopping is done online. There is also the possibility that the steady growth in the amount of money people spend on shopping that we have seen in the past will not continue into the future. In response to these pressures, major restructuring has happened and is still happening in the retail sector, with a number of major operators ceasing to trade or substantially changing their business model. Operators are increasingly selective about where they choose to invest, and are highly focused on a town centre's wider "offer" to its customers, including aspects such as the mix of uses present in a centre, the quality of the physical environment, and management issues such as car parking regimes.

Successful town centres are those which have responded to these issues and become a destination for more than simply shopping. Our key objective in managing development in the town centre is therefore to maintain progress and increase their competitiveness, and to broaden its function, beyond a traditional shopping focus, while managing any negative pressures that such change may bring.

The SPD sets out how the Council plans to do this and sets out priorities of improving connectivity, improving the public realm and greenspace, enhancing gateways into the town centre, encouraging high quality development (including residential) within the town centre and improving the evening economy. The SPD identifies a number of investment areas within the town centre to highlight the opportunities available for new development. These investment areas are:

- Former Markets site;
- Former Thwaites site & surrounds;
- Cathedral Quarter & surrounds;
- Northgate & surrounds;
- Wainwright Way & surrounds; and
- Victoria Street/Barbara Castle Way: Fabric Borders.

Once the SPD is adopted, it will become a material consideration in assessing planning applications for development within the town centre, providing additional details to the Local Plan policies.

#### **4. KEY ISSUES & RISKS**

The SPD will provide an informed and consistent reference in the preparation, consideration and decision making process relating to planning applications for new development in Blackburn town centre. This will make a positive contribution to the operation of the Planning Service and will help to improve both the service to service users and the standard of development carried out across the town centre.

#### **5. POLICY IMPLICATIONS**

The Blackburn Town Centre SPD provides additional detail on a number of Local Plan policies, most notably:

##### ***Core Strategy (Local Plan Part 1) (2011)***

Policy CS12 – Retail Development

Policy CS17 – Built and Cultural Heritage

##### ***Local Plan Part 2: Site Allocations and Development Management Policies (2015)***

Policy 26 – Town Centres – a Framework for Development

Policy 29 – Assessing Applications for Main Town Centre Uses

Policy 30 – Managing Specific Uses within Town Centres

Policy 31 – Development in Defined Shopping Frontages

Policy 10 – Accessibility and Transport

Policy 11 – Design

Policy 39 – Heritage

Policy 34 – Tourism

#### **6. FINANCIAL IMPLICATIONS**

There are no direct financial implications of adopting the SPD. Any future developments impacted upon through the requirements of SPD which include financial implications will be outlined in the appropriate reports.

#### **7. LEGAL IMPLICATIONS**

Supplementary Planning Documents (SPDs) are intended to expand on policy or provide further detail to policies in the Development Plan Documents but do not have development plan status. This SPD supplements and interprets the policies of the Core Strategy and Local Plan Part 2: Site Allocations and Development Management Policies, as well as setting out the parameters against which any proposals will be assessed, to assist in the delivery of the key aspirations for the town centre. The adopted SPD will be a material consideration in the assessment of planning applications across the town centre.

SPDs are to be made in line with paragraph 153 of the National Planning Policy Framework which sets out that “Each local planning authority should produce a Local Plan for its area. This can be reviewed in whole or in part to respond flexibly to changing circumstances. Any additional development plan documents should only be used where clearly justified. Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development”

In line with Government guidance, the draft SPD was published for a six week statutory public consultation period in March 2018. Regulation 12 of The Town and Country Planning (Local Planning) (England) Regulations 2012 requires authorities to publish the draft document for formal public participation and invite representations. Once the consultation period has ended, the regulations also require authorities to prepare a statement setting out details of those consulted when preparing the SPD, a summary of the main issues raised by those persons; and how those issues have been

addressed in the supplementary planning document; This statement is included as an appendix in the SPD.

## 8. RESOURCE IMPLICATIONS

None

## 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

A scoping letter was sent to relevant organisations in May 2016 setting out the proposed scope of the draft Blackburn Town Centre SPD and inviting comments on it. 14 responses were received, but no objections were raised.

In March 2018, the draft SPD was published for a six week consultation period. Letters and emails were sent to stakeholders on the Strategic Planning mailing list which invited comments to be submitted on the draft document. The comments received have been summarised and added as an appendix within the SPD.

## 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

**CONTACT OFFICER:** Laura Ainscow-Gorst

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<b>BACKGROUND PAPER:</b>	

# Blackburn Town Centre Supplementary Planning Document (SPD)

August 2018



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## INTRODUCTION

### Purpose of the document

This document takes the form of a Supplementary Planning Document ('SPD'). As such it accords with the direction set out in the National Planning Policy Framework (NPPF) and accompanying Planning Practice Guidance.

It specifically adds detail, guidance and clarification to the suite of documents comprising the Blackburn with Darwen Development Plan, where it applies to the Town Centre. This document should be used as a reference point when developing proposals for the Town Centre, and as an SPD, is a material consideration for the determination of planning applications.

It provides a framework to guide development, facilitate positive change and ensure that high quality placemaking is embedded into future development projects within the centre.

It will be used to guide and inform the continuing regeneration of Blackburn Town Centre, ensuring that development proposals that come forward do so within an agreed framework, and that small-scale improvements are linked to an over-arching area strategy.

The SPD will guide regeneration in a way that:

- Supports the economic development of the town centre;
- links the different parts of the town centre;
- enables walking, cycling and inclusive access throughout the area;
- respects the heritage of the historic core; and
- strengthens local communities.

“

Facilitate positive change & ensure that high quality placemaking is embedded into future development projects

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## The Study Area

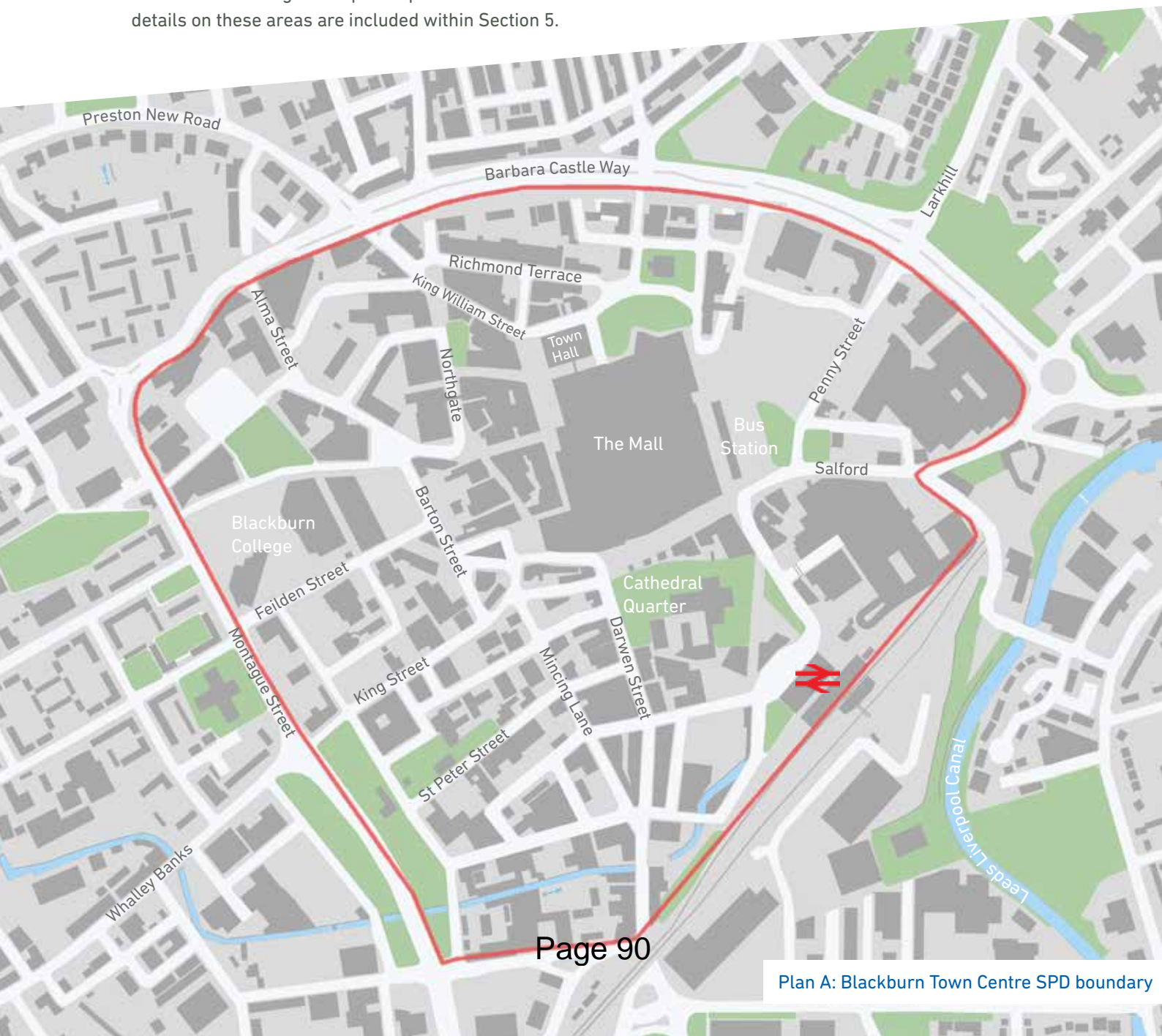
Plan A below identifies the Blackburn Town Centre SPD boundary and is consistent with the borough's Local Plan Part 2 Town Centre boundary.

It includes a number of the town's key assets, notably its retail core, bus and railway stations, numerous listed buildings, Blackburn Cathedral, Blackburn College and a number of conservation areas (see Plan B).

The Town Centre also includes several areas for investment that have been identified within this SPD which offer exciting development potential. Further details on these areas are included within Section 5.

## Relationship with Development Plan

The following section sets out the planning policy context relating to Blackburn Town Centre. It provides a summary of the national policy requirements and identifies the key elements of the borough's development plan, in addition to providing an overview of additional documents which are relevant to the town centre.



## National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG)

The overarching planning policy document for England is the National Planning Policy Framework (NPPF). At the heart of the NPPF is the principle of sustainability, defined as having three parts: social, economic and environmental. In order to achieve this, the Framework includes twelve core planning principles that require planning to: drive and support sustainable economic development; deliver the homes, business and industrial units, infrastructure, and thriving local places that the country needs; seek high quality design and a good standard of amenity for all existing and future occupants of land and buildings; and encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

Blackburn Town Centre provides a number of key opportunities to achieve these goals. The proposals within the SPD should promote the efficient use of land by recycling brownfield sites and reusing heritage buildings, therefore contributing towards achieving the highest standard of sustainability. With the requirements of the NPPF firmly in mind, the SPD has been designed to help ensure that the Town Centre makes a strong contribution towards the new homes and employment space that the Borough needs.



The NPPF identifies town centres as “the heart of their communities” and require authorities to pursue policies to support their viability, vitality and growth. It states that main town centre uses should be located in centres as the first priority.

It also places considerable importance on securing high quality design, recognising that good design is a key aspect of sustainable development and should contribute positively to making places better for people.

The national Planning Practice Guidance (PPG) provides further guidance on securing the vitality of town centres. It highlights that local planning authorities should plan positively, to support town centres to generate local employment, promote beneficial competition within and between town centres, and create attractive, diverse places where people want to live, visit and work.

It also reinforces the NPPF’s aim of ensuring high standards of design in new development. The PPG emphasises the importance of successfully integrating development with its surrounding context and encourages new development to be distinctive, respond to natural features and locally distinctive patterns of development, incorporate attractive and well- connected permeable street networks and integrate a system of easily accessible open and green spaces.

### Local development plan

The Council’s Local Plan consists of the Core Strategy (Local Plan Part 1) and the Local Plan Part 2: Site Allocations and Development Management Policies which contains the borough’s land allocations and development management policies. Policies within the Local Plan will be a material consideration in the review of all planning applications.

### Core Strategy (Local Plan Part 1) (adopted January 2011)

This sets the strategic framework for planning and development in the borough to 2026 and includes a suite of thematic, spatial policies including land supply for business development/quantity, quality and mix of housing/provision of public facilities/protecting and enhancing the environment/place making and access to jobs and services.

The Blackburn Town Centre SPD seeks to deliver a number of the Core Strategy’s key objectives including to:

- widen the range of activities taking place in the Borough’s town centres;
- ensure that local people benefit from economic growth and have sustainable access to services and facilities;
- create conditions allowing a change in emphasis to a higher-wage, higher-skill economy, while continuing to

support traditional industries;

- secure the regeneration of redundant sites/ buildings and promote redevelopment of sites/ uses that detract from local amenity;
- improve the quality of the local environment and the Borough's physical setting; and
- promote development of mixed communities.

The Borough's Core Strategy can be accessed at: [www.blackburn.gov.uk/Pages/Core-Strategy-.aspx](http://www.blackburn.gov.uk/Pages/Core-Strategy-.aspx)

### Local Plan Part 2: Site Allocations and Development Management Policies (adopted December 2015)

The Local Plan Part 2 supplements the development strategy contained within the Core Strategy and supports its delivery by identifying strategic land allocations for a range of uses including housing, employment and green infrastructure, and a suite of development management policies that will apply to every development proposal that requires planning permission.

The Local Plan's key objective in relation to Blackburn Town Centre is to maintain progress and increase its competitiveness, and to broaden its function beyond a traditional shopping focus, while managing any negative pressures that such change may bring.

It identifies a number of priorities and key parameters to enable this to happen, whilst retaining sufficient flexibility for the market to bring forward solutions:

- Strengthening and focusing the shopping offer;
- Expanding the role of the town centre;
- Protecting and enhancing the leisure offer and developing an evening economy;
- Establishing a vibrant town centre residential population which appeals to a wide range of people including families and young professionals.

These priorities are discussed in more detail in Section 3.

The Local Plan Part 2 can be accessed at: [www.blackburn.gov.uk/Lists/DownloadableDocuments/Local%20Plan%20Part%202%20-%20Adoption%20Version%20Dec%202015.pdf](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/Local%20Plan%20Part%202%20-%20Adoption%20Version%20Dec%202015.pdf)

Together these policies have been the starting point for the SPD and it has been produced to be in conformity with the rest of the Development Plan. The SPD should therefore be considered as providing an extra layer of 'interpretive clarification' over and above the policies contained within the wider Plan.



## Supporting planning guidance

In addition to the policies listed above, there are also a number of adopted Council documents which

relevant to this Town Centre SPD and which should be read alongside it:

### Borough Design Guide SPD

This document outlines a series of principles for securing high quality urban design and provides general guidance to promote better design on individual sites/ developments. It seeks to raise awareness of good design and encourages an innovative design-led approach to development.

The document can be accessed at:

<http://www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Borough%20Wide%20Design%20Guide%20SPD.pdf>

### Green Infrastructure & Ecological Networks SPD

The aim of this SPD is to help applicants and developers ensure that proposals for development make the most of opportunities to improve existing and create new green infrastructure and ecological networks throughout the borough.

The SPD can be accessed at:

[www.blackburn.gov.uk/Lists/DownloadableDocuments/Green-Infrastructure-and-Ecological-Networks-SPD.pdf](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/Green-Infrastructure-and-Ecological-Networks-SPD.pdf)

### Blackburn Cathedral Quarter SPD

The Blackburn Cathedral Quarter SPD ensures the delivery of imaginative, well designed, and sustainable mixed use development of this town

centre site, which is sensitive to the unique setting of Blackburn Cathedral.

The SPD communicates the Council's aspirations for the area and will provide an efficient and transparent tool that offers clarity for the Council, developers, stakeholders and the people of Blackburn.

It identifies key development opportunities and provides a design framework for the determination of future planning applications within the area.

The SPD can be accessed at: [www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Cathedral-quarter-supplementary-planning-document.pdf](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Cathedral-quarter-supplementary-planning-document.pdf)

### Freckleton Street SPD

This SPD identifies a number of key development opportunities within the Freckleton Street area of Blackburn which is partly located within Blackburn Town Centre. It also acts as an urban design guide for development brought forward within the site boundary. Although adopted a number of years ago, the SPD contains some information that remains relevant.

The document can be accessed at: [www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Freckleton-street-masterplan.pdf](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DL-Freckleton-street-masterplan.pdf)

### Blackburn Town Centre Public Realm Strategy

The Council adopted this document in June 2009 and provides a useful guide to the development of Public Realm within the town centre conservation areas of Blackburn. It can be accessed at: [www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Public\\_Real\\_Strat\\_Bburn.PDF](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Public_Real_Strat_Bburn.PDF)

### Conservation Area Appraisals and Management Plans

These have been prepared on behalf of the Council and set out the historic character of each area helping to ensure development proposals respect their historical context. They can be accessed at: [www.blackburn.gov.uk/Pages/Heritage,-conservation-and-archaeology.aspx](http://www.blackburn.gov.uk/Pages/Heritage,-conservation-and-archaeology.aspx)

### Pennine Lancashire Heritage Investment Strategy 2015-2020

This Strategy was produced in collaboration between Pennine Lancashire local authorities, Regenerate Pennine Lancashire and Historic England. It aims to raise the importance of heritage and how it can be used to deliver regeneration and growth.

Both the Cathedral and Northgate Conservation Areas are included in the Strategy as priority projects within Blackburn Town Centre. Eanam Wharf is also included as priority project and is located on the edge of the town centre.

## BLACKBURN TOWN CENTRE AT PRESENT

### The Centre

Blackburn Town Centre is the main service core of the borough, providing retail, leisure, education, employment, tourism, residential and community facilities for Blackburn with Darwen and Pennine Lancashire (see Plan B).

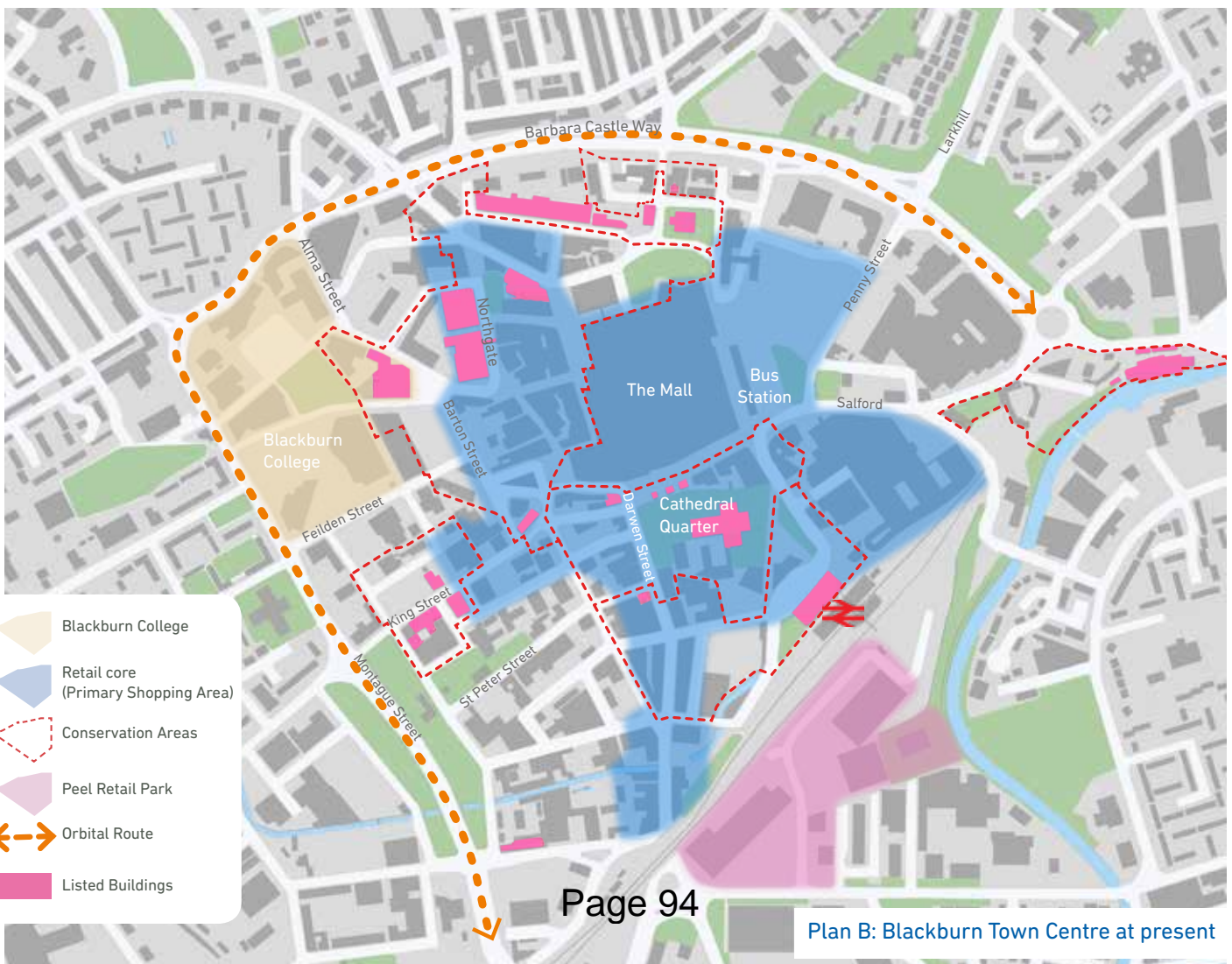
The town centre acts as the location for specialist services such as primary health care, further and higher education, the arts and cultural services. Being at the heart of local and sub-regional communications networks of bus and rail services and lying within walking distance of many local residential areas, it is readily accessible by all sections of the community.

Blackburn town centre has an attractive historic core comprising six Conservation Areas with a number of listed buildings. The main focal building is the Cathedral whose spire dominates views from around.

Research has indicated that Blackburn town centre has a number of user groups including shoppers, workers, students and leisure users, and its catchment is growing. Current retail performance in the town centre is good. The Mall shopping centre attracts around 250,000 visitors per week and the wider town centre attracts footfall in the region of 450,000 people per week.

The town centre has a residential catchment approaching 300,000 in addition to circa 17,000 workers who are based in the town and 71,000 in the borough. There are 15,000 students, and visitor numbers are in the region of 4 million per annum.

As such, the town has a requirement to deliver for all customer groups in terms of offer, retail mix and overall experience.



## Town Centre Investment

Blackburn town centre has seen transformational regeneration and development over the last 15 years. Kick started by a major public realm improvement programme, the town has continued to attract unprecedented investment and development despite the economic downturn and national trends of town centre decline.

The £66 million redevelopment of the Mall shopping centre in 2011 created an additional 100,000 sqft of retail space and brought new retailers to the town centre including Primark, H&M, Next, Costa and Clarks. Investment has continued in the Mall with a further £3.5 million development on Ainsworth Street creating 4 further retail units and attracting Pure Gym. This improved offer has resulted in increased footfall year on year.

The £30 million Cathedral Quarter Development has been achieved through a strong partnership between the Cathedral, the Council and Maple Grove Developments delivering the vision to create a high quality mixed use scheme around the grade 2\* listed Cathedral of Lancashire. The scheme included residential development for clergy, the first for over 600 years, as well as a town centre Premier Inn hotel, grade A office space, new restaurants and cafés including Café Northcote, part of the Michelin starred Northcote Leisure Group, and a new public space and gardens.

Investment in transport has been significant with the £40 million Pennine Reach project providing a new £6 million Bus Station in the town centre in addition to improvements in roads and traffic management by bus and car. Continued highways investment has also seen the competition of the town's Orbital Route with construction of the £12 million Wainwright Bridge and Wainwright Way.

Blackburn College has expanded both its FE and HE offer following the completion of a £90 million masterplan with 15,000 students now studying in town. The College and the Council pooled resources and developed the new £13.5 million Sports and Leisure Centre on the College Campus in 2015 which is open to both public and students.

To complement continued physical regeneration in the town centre, Blackburn Business Improvement District (BID) was established in 2014. Blackburn BID is a partnership between local businesses, Blackburn with Darwen Borough Council and other town centre stakeholders such as Blackburn College, Cathedral and The Mall. With the potential to raise £1.5 million over 5 years via a 1% levy on business rates, the BID developed a delivery strategy based around the themes of marketing and events, safe and secure, cleaner and greener, attract and support business. Together, the partners have recently secured a number of awards including Great British High Street of the Year, Britain in Bloom and RICS Commercial Office Space of the Year.



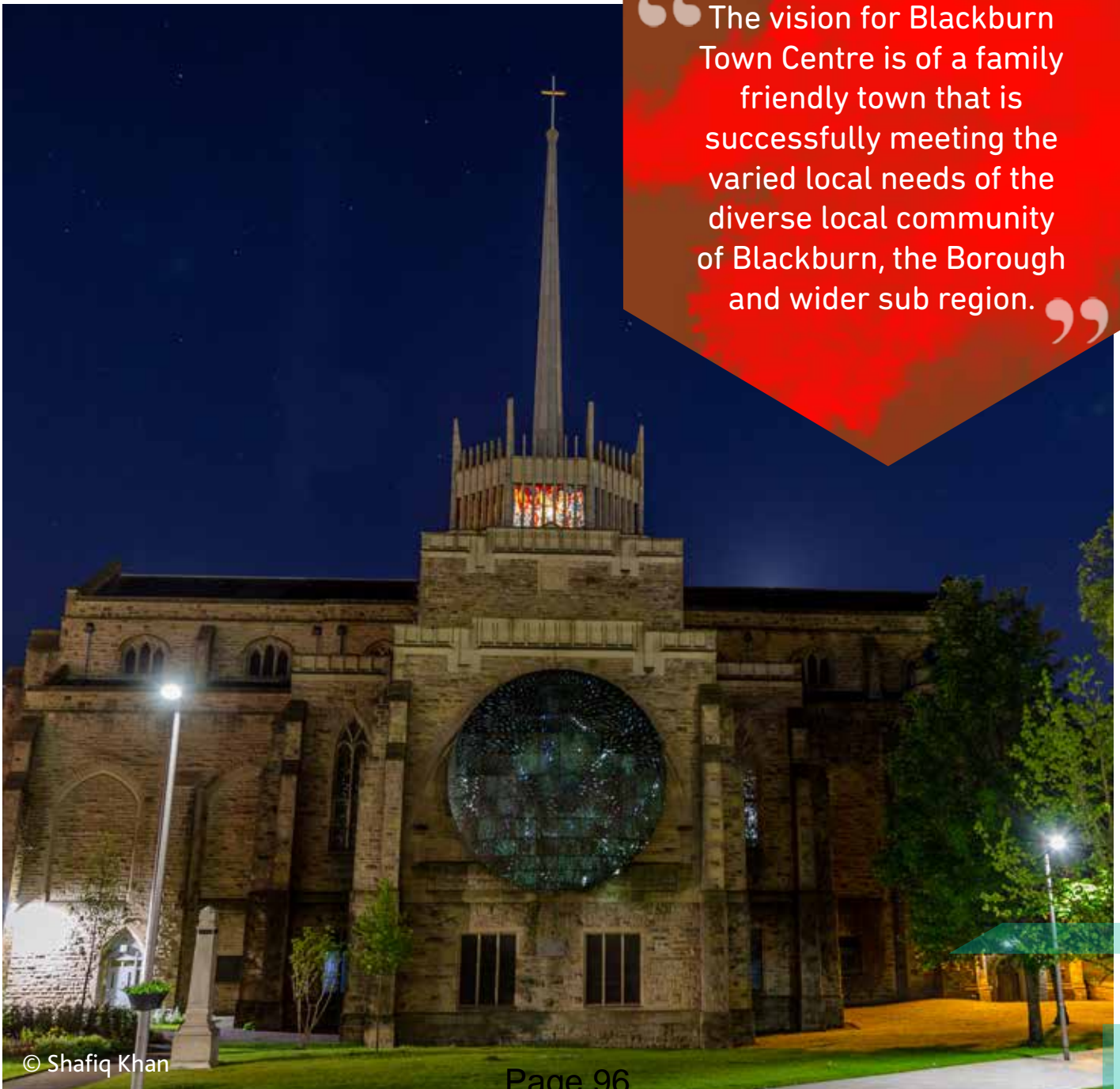
## A VISION FOR BLACKBURN TOWN CENTRE

The vision for Blackburn Town Centre is of a family friendly town that is successfully meeting the varied local needs of the diverse local community of Blackburn, the Borough and wider sub region.

This will involve investing in the town centre to ensure local shopping, cultural, leisure, employment and housing needs are met. It will be achieved by improving accessibility to the town for everyone, encouraging good quality housing in the Town

Centre, continuing to invest in its core attractions and promoting a diverse range of day and evening time activities in Blackburn that will ensure it is a safe, attractive, vibrant and enjoyable place to be.

“ The vision for Blackburn Town Centre is of a family friendly town that is successfully meeting the varied local needs of the diverse local community of Blackburn, the Borough and wider sub region. ”





## Strategic Objectives

In order to contribute to the vision and the social well-being of the Town Centre, four strategic

objectives (as set out in Local Plan Part 2 Policy 26) will frame future improvements to the Town Centre. These are:

### **Strengthening and focusing the shopping offer**

In particular, through providing additional convenience retail floorspace and modern, flexible comparison retail floorspace, including the recycling and redevelopment of older floorspace, within the Primary Shopping Area (as identified on Plan C, page 24). Future development should build on the investment already stimulated by The Mall and should not compete against it.



### **Expanding the role of the town centre**

Focusing new commercial development in the town centre, with the provision of new office space; the refurbishment of outdated office space; the conversion/redevelopment of surplus office accommodation to other uses; and provision of hotel accommodation, proposals which deliver supporting community services such as health and education.



### **Protecting and enhancing the leisure offer and developing an evening economy**

Developing cultural and entertainment facilities, including art galleries, theatres, music and concert venues, halls, cinemas and gymnasiums, particularly in the defined Northgate Quarter of Blackburn town centre; and providing restaurants and cafes involving the sale of food for consumption on the premises, particularly in the defined Northgate and Cathedral Quarters of Blackburn Town Centre.



### **Establishing a vibrant town centre residential population**

Residential development which is likely to make a positive contribution to the vitality and viability of the town centre by virtue of the following characteristics:

- A location close to key town centre uses, particularly leisure and cultural uses;
- Accommodation including private outdoor space (unless the desirability of providing this is outweighed by other planning considerations); and
- As a minimum, accommodation meeting the Council's adopted space standards for apartment development.

Within the Town Centre boundary, planning permission will be granted for development involving main town centre uses, either as stand-alone uses or as part of a mixed use project, when contributing to one or more of these objectives.



The following sections identify the main interventions required to ensure the aims and objectives set out above are realised.

## TOWN CENTRE ASPIRATIONS

Strengthening the fabric of the town through improvements to connectivity, gateways and public realm will provide a framework within which sites can be brought forward for regeneration, encouraging investment that leads to increased activity and movement within the town, and in turn leads to economic renewal.

Future development proposals that are brought forward for sites within the Town Centre boundary should respect the framework and key principles set out in this document, allowing the whole to become greater than the sum of its parts.

### Improving connectivity

The town centre has changed dramatically during the last decade and with it the needs of businesses, motorists, pedestrians and cyclists. In order to support redevelopment and growth the Council has invested significantly in transport infrastructure and services. Since the Council published the previous Town Centre Strategy in 2010 we have delivered:

- A key section of the Blackburn Town Centre Orbital Route with the new Wainwright Way link;
- A new bus station on Ainsworth Street in the heart of the Town's shopping area;
- The £40m Pennine Reach project which has significantly improved public transport infrastructure and services to the Town Centre;
- A new interchange for buses outside Blackburn Railway Station complete with realtime screens, smart ticket vending and journey planning;
- Improved public realm for pedestrians and cyclists in the Town Centre between Salford and Darwen Street.

A number of development sites have also become available which will require suitable access and parking provision in the future. Future growth of the town centre will lead to an increased demand in travel and movement across the town. The main aim of the town centre movement strategy will be to promote more sustainable transport options, improve public transport routes with a more efficient road network and improve access to the town centre car parks, businesses and employment sites.

In order to cope with projected increased demands for travel and movement into and across the town centre, a balanced strategy of promoting sustainable transport options, a more efficient



road network with improved access to town centre car parks and employment sites and improved public transport route options will be pursued and delivered. The strategy has the following key aims:

- To promote pedestrian, cycling and public transport accessibility;
- To improve access to car parks for visitors and shoppers; and
- To support the further development of the town centre and enable it to grow.



## New green links and walking/cycling routes

One of the main opportunities to improve the connectivity of the town is to ensure the town centre is connected with its surroundings. This can be achieved through creating new links and signage and improving the visibility of key attractions in the centre to make it easier to access and use.

There are several important key routes across Blackburn Town Centre including the links/routes along:

- Ainsworth Street/Victoria Street and Preston New Road towards the communities immediately beyond the Town Centre boundary in the Whalley Range District Centre;
- King Street;
- Montague Street/Nab Lane;
- Railway Road/Darwen Street to the Peel Retail and Leisure Park; and
- Eanam.

These all provide new opportunities to create green links and walking routes, connecting the town centre, new development sites and surrounding green infrastructure assets such as Corporation Park.

Development proposals along these routes should seek to contribute towards their successful delivery. This might take the form of a contribution towards improving wayfinding across a proposed route, or might include careful design or orientation of buildings to maximise opportunities to access routes.

Consultation with the Council will help define how development proposals might best contribute towards these routes.

There are also weak pedestrian and cycle links to the residential areas surrounding the town centre and to other key attractions such as Whalley Range, Peel Retail and Leisure Park and Blackburn College. The aim will be to promote improvements to existing links and the creation of new links to create a more walkable and legible town with sustainable cycle routes.

Where appropriate, new development within the town centre should aim to promote linkages from/to the centre from the canal.

The Weavers Wheel which is part of the East Lancashire strategic cycle network is now complete and will help to improve cycle accessibility within, around and to the town centre. The works have supported the ongoing delivery of a fully signed regional cycle network, enabling residents and visitors to undertake more and safer trips by bike to employment, training, education and / or for leisure.

By improving and connecting existing under-utilised sections of the borough's cycle network with new cycling infrastructure, an outer 'wheel' has been created which will encircle the town of Blackburn, with 'spokes' improving access into the centre.

More information on the network can be found at: [www.bwdconnect.org.uk/travelchoices/cycling/weavers-wheel/](http://www.bwdconnect.org.uk/travelchoices/cycling/weavers-wheel/)



## Victoria Street/Barbara Castle Way: Fabric Borders

The Council has recently been successful in securing funding from Central Government's National Productivity Investment Fund (NPIF) to deliver the Fabric Borders. The project will reconfigure vehicular and pedestrian routes in the Victoria Street/Barbara Castle Way area of Blackburn Town Centre. Core objectives are to remove vehicular congestion and conflicts and to improve movement and access to significant new development sites.

Congestion and access issues which are currently restricting economic activity and local productivity in the inner urban area and Town Centre will be tackled by the £2.9m scheme.

A series of transport improvement are proposed which will benefit a number of areas within the town centre:

- Northgate opened to two-way through traffic to improve access to King Georges Hall and Blackburn Cinema development
- New direct access from Barbara Castle Way onto Tontine Street (one way direction changed) to provide easier access to local businesses and King Georges Hall
- Victoria Street changed to in-only with additional on-street parking created
- A new link road constructed at Richmond Hill for direct egress onto Barbara Castle Way from the Mall
- Richmond Terrace opened up at the Victoria Street end
- New and significantly improved pedestrian facilities across Barbara Castle Way to aid crossing movements between Whalley Range and the Town Centre
- Additional on street car parking created at Sudell Cross and Richmond Terrace

Importantly, it will open up access to development sites within the town centre.

Improving pedestrian access into the Town Centre will also support our leisure, cultural and evening economy.

Further economic activity will be generated from the investment expected from private sector owners – who will reutilise their derelict sites and vacant premises – turning their remote and isolated business and retail space into a thriving, accessible and well-connected town centre hub.

The increase in economic activity and trading in the neighbourhood will be supported by improving legibility of the local network of footpaths and routes. Reorientation of traffic at Victoria Street allows this key route to be used as a main artery feeding pedestrians into the town centre and the adjoining streets.

A low cost/high impact public realm treatment for key gateways and nodes will redefine the function and use of the historic streets with private

businesses encouraged to make better use of external space and squares.

For those wanting to access King Georges Hall or the new multi-screen cinema on the former Waves site, a number of key routes through the Northgate Conservation Area (for vehicles and pedestrians) will be maintained and improved, which will make it easier and more attractive as a destination.

The project will be delivered by March 2020. Further information can be accessed at: [www.blackburn.gov.uk/Pages/Transport-streets-policy-strategy.aspx](http://www.blackburn.gov.uk/Pages/Transport-streets-policy-strategy.aspx)



## Improving the Public Realm & Greenspace

### Landscape, public realm and wayfinding are each critical factors in achieving a successfully functioning Town Centre.

Well-designed landscape and public realm, with complementary wayfinding improvements provide a significantly improved pedestrian experience, helping to encourage connectivity and provide new opportunities for Town Centre users to engage with different parts of the centre. It creates an attractive environment in which people will want to spend time and gives confidence to investors and businesses.

The Council embarked on a Public Realm Strategy in 2002 to support and help encourage private sector investment into the town centre. The award winning Church Street/Darwen Street/Fleming Square was delivered in 2003 followed by public realm improvements to King Street, Sudell Cross, King William Street, Town Hall Square and most recently the Cathedral Square and Gardens.

To complement these improvements, the Council has worked closely with the Blackburn BID to deliver a strong floral and landscaping programme over the last three years which has won both regional and national RHS Britain in Bloom awards.

Public realm improvements planned for the Northgate area at Blakey Moor and the new Jubilee Square, as well as improvements to key access points off Barbara Castle Way will complete the inner core of public realm in the town centre.



In addition, new development coming forward on the former Markets, Thwaites and Wainwright Way investment areas will incorporate improved public realm and green infrastructure improvements to strengthen links across town.

A significant opportunity for the Town Centre will be to improve connectivity and sight lines along key routes and between new key investment areas in addition to improving the quality of public spaces. This will encourage visitors and residents to explore new areas, breathing life back into currently under-utilised parts of the town. This in turn will bring additional benefits, for example encouraging the uptake of vacant units on streets that might have seen a decline in footfall.

This can be achieved through identifying the Town Centre's important assets (such as key destinations, listed buildings and public spaces; see Plan B) and working to understand how these strengths can be best stitched together. This might be through simple interventions such as improvements to the existing public realm, decluttering and improved planting or wayfinding provision.

There are several opportunities throughout the town centre to provide new public spaces for socialising and for activities which would help to enliven the centre of the town. Tree planting, landscaping, improvements to the materials such as new high quality paving and lighting and public art can all make important contributions to the quality of the town centre environment.

All Town Centre development will have a role to play in helping to improve the public realm, for example by contributing towards the provision of green infrastructure within the streetscape, or by delivering improvements to the Weavers Wheel Cycle network, thereby encouraging walking and cycling into and out of the Town Centre via the surrounding green infrastructure network.

There are a number of public realm sites located throughout the centre which offer the opportunity for development proposals to improve their quality and extent. These are located at:

- Victoria Square (adjacent Richmond Terrace);
- Museum Square (Museum Street/Richmond Terrace);
- St John's Church;
- Blakey Moor; and
- Jubilee Square.

New development and other physical changes within Blackburn Town Centre should seek to deliver a high quality built environment which enhances the positive characteristics of the town and complements the existing historic areas. Together these smaller scale and larger scale interventions will help create clear and legible routes between Town Centre assets.

Development proposals should seek to incorporate public realm improvements where practical. The Blackburn Public Realm Strategy from 2009 provides specific guidance on how public realm might provide uplift across the Borough's public spaces, and provides a set of design guidelines. It is expected that all proposals incorporating public realm improvements follow the guidance contained within this document, and use the principles to

ensure that designs are of the highest possible standards.

Landscaping of a site is a critical matter that should be considered early in the development process and that every effort should be made to ensure that areas of paved hardstanding are kept to a minimum, and wherever possible options for SuDs, soft landscaping and permeable surfaces be included to reduce the risk of flooding to both the public sewerage network and any local watercourse system. Consideration should also be given to promoting and incorporating greywater recycling systems.

The adopted Green Infrastructure & Ecological Networks SPD will also be of relevance when bringing sites forward for development.



## Gateway Enhancements

Gateways are important to the success of any Town Centre. They are critical to ensuring a sense of arrival, and firmly identify the extent of the Town Centre. There are opportunities to improve all of the key gateways to the Town Centre and such proposals will be supported and encouraged.

The existing approach roads to Blackburn Town Centre are currently lined with a number of underused sites which poorly address the street and create uninspiring gateways into the centre of the town. There are a number of underused or vacant sites on the existing approach roads to Blackburn Town Centre which have a negative impact on the gateways.

The redevelopment of underused sites along these routes presents an opportunity to create active frontages and provide interest and clear enclosure of the road.

Development proposals should seek to deliver enhancements to the identified routes below:

- Preston New Road at junction with Barbara Castle Way;
- Larkhill/Whalley New Road;
- Eanam;
- King Street/Whalley Banks;
- Great Bolton Street/Darwen Street
- Proposed new gateway at Victoria Street at junction with Barbara Castle Way (through Fabric Borders work, linking Whalley Range District Centre with Town Centre);

Proposals should employ high quality design, and contribute strongly towards achieving a 'sense of place'. There may be a role for higher density, larger scale buildings in selective locations provided that they do not represent a loss of amenity to the surrounding uses and contribute towards delivering a strong gateway.

As part of Fabric Borders, a low-cost/high impact public realm treatment will be introduced on Barbara Castle Way, and nodes will redefine the function and use of the historic streets with private businesses encouraged to make better use of external space and squares.





## Encouraging high quality development within the town centre

### Residential

Encouraging more people to live in the town centre is fundamental to achieving the vision for Blackburn town centre. New residential development will help to increase the overall demand and utilisation of the town centre in general including retail and service provision, and in particular bringing new life into the town centre in the evenings, and increasing utilisation and demand for evening activities including theatres, cinemas, leisure facilities, restaurants and cafes.

Such development in the town centre will be expected to contribute to improving safety and reducing fear of crime by increasing surveillance and general activity in the area.

The aims of new residential development in the town centre will be to:

- Ensure sustainability and viability of existing housing stock;
- Introduce a range of housing types to meet identified needs;
- Provide new housing on a phased basis within mixed use schemes;
- Promote well-designed housing which can improve the quality of open space and enhance townscape character;
- Encourage conversion and re-use of vacant, under occupied properties for housing.

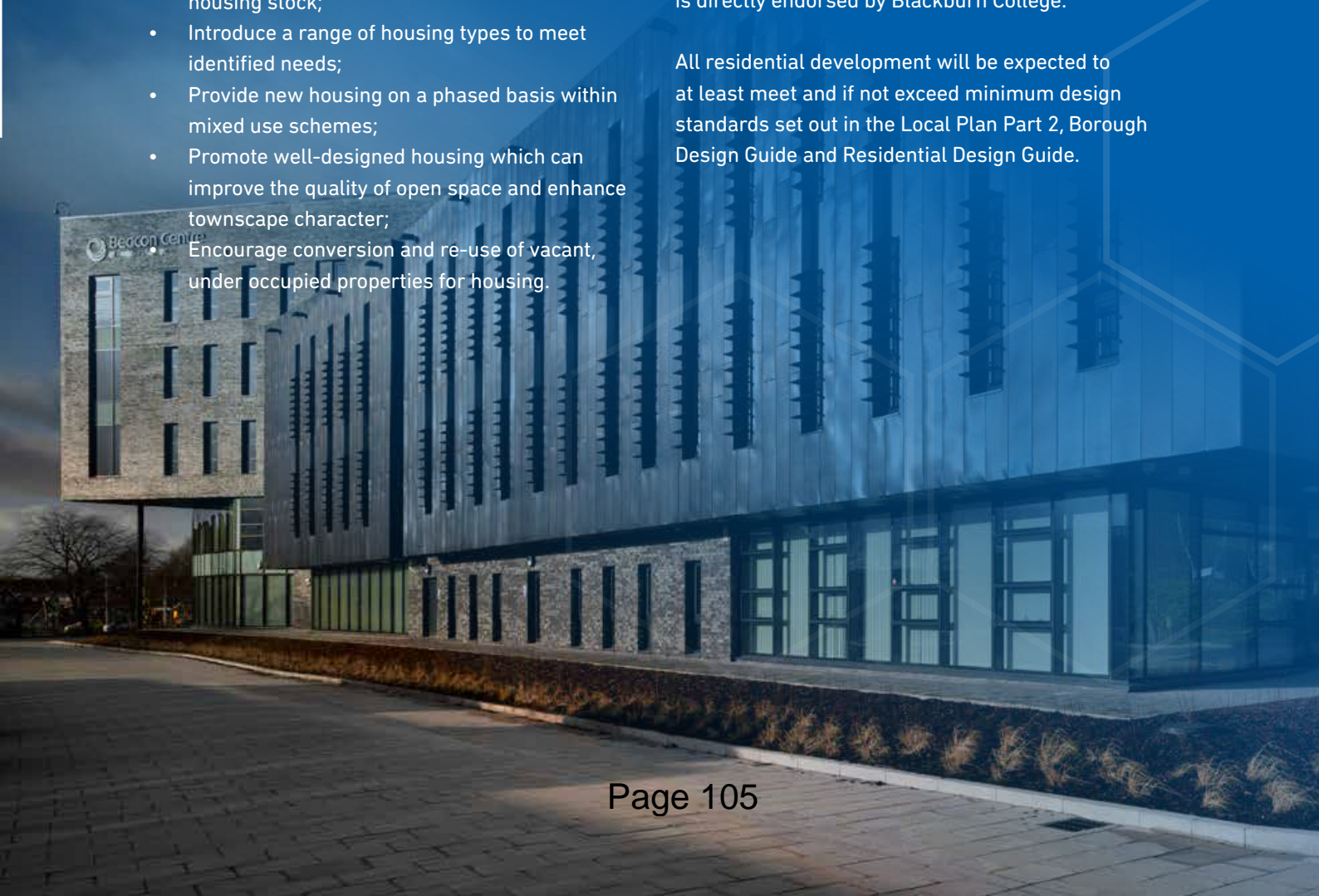
The Council will encourage spacious, accessible and adaptable housing. Residential conversion and sub-divisions should as a minimum meet the Council's adopted space standards which are set out in the Supplementary Planning Document: Houses in Multiple Occupation and Residential Conversions and Sub-Divisions.

[www.blackburn.gov.uk/Lists/DownloadableDocuments/SPD-Houses-in-multiple-occupation-and-residential-conversions-sub-divisions.pdf](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/SPD-Houses-in-multiple-occupation-and-residential-conversions-sub-divisions.pdf)

The aim will be to improve the quality of homes available, increase the proportion of owner occupation and encourage the use of housing products which will enable people, especially first time buyers to access the housing market to achieve a more mixed and balanced community in the centre.

High quality student accommodation will be supported within the Town Centre, but only where it is directly endorsed by Blackburn College.

All residential development will be expected to at least meet and if not exceed minimum design standards set out in the Local Plan Part 2, Borough Design Guide and Residential Design Guide.



## Evening Economy

The evening economy offer in Blackburn Town Centre is improving, with a number of restaurants and bars opening over recent years, including the two new restaurants within the Cathedral Quarter – Turtle Bay and Al Mano, and a number of bars opening across the Town Centre, particularly on Northgate and King William Street.

However, the Council recognizes that there is still more to be done in order to ensure that Blackburn Town Centre is a thriving centre beyond the traditional opening hours of retail and commercial businesses and is working hard to continue to improve the offer.

Those who work in Blackburn require more opportunities and encouragement to spend time in the centre after work. Those who live in the borough are often drawn to competing centres that offer greater choice.



## Design Principles

The Council's adopted Local Plan Part 2 (Policy 11) and Borough Design Guide include a number of key design principles which should be referred to when bringing any site within the town centre forward for development.

High quality design will be of the utmost importance to achieving the goals and objectives set out in this SPD. A variety of architectural styles, mixture of development and character areas that reflect the quarters of the town and build a strong urban grain in the identified key investment areas, will be crucial to the Town Centre's success.

Proposals should be mindful of positive features of the existing townscape and give particular consideration to heritage assets.

It is recommended that applicants developing proposals pursue a Design Team approach with Council Officers to ensure that proposals fully achieve the objectives of this SPD.

Its content is deliberately not prescriptive regarding design principles, and it is the intention that this flexibility will foster creativity. Applicants for major schemes will be encouraged to voluntarily engage with the independent Design Review services provided by Places Matter. Further information can be found at:

[www.designcouncil.org.uk/resources/guide/design-review-principles-and-practice](http://www.designcouncil.org.uk/resources/guide/design-review-principles-and-practice)

The development opportunity sites identified within the investment areas would undoubtedly benefit from referral to the Service for critique, helping to ensure the best quality design, thereby maximising the regeneration benefits for the Town Centre.

### Northgate Townscape Heritage (TH) area

Northgate is an important historic part of Blackburn town centre with civic and cultural buildings at its heart. Northgate has seen a decline in recent years as a result of retail contraction, however it presents opportunities for independent businesses and new startups due to the proximity of the Mall and low property values

A Northgate Conservation Area Character Appraisal (2009) has been produced which provides a focussed assessment on Northgate's heritage and character and is therefore vital to understanding this specific area. This document can be accessed at: [www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Character%20Appraisal\\_Northgate.PDF](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Character%20Appraisal_Northgate.PDF)

It identifies a number of issues within this area which include:

- Unsympathetic development and signage
- Vacant and underused historic buildings
- Vulnerability of key views and vistas
- Inappropriate features and loss of traditional architectural details
- Poor visual connection to the Town Centre
- Inappropriate and inconsistent public realm
- Inadequate maintenance of the public realm



A Blackburn Town Centre Conservation Area Management Plan (2009) has also been produced which helps to ensure that all development proposals in or adjacent to Blackburn Town Centre conservation areas are well considered, of high quality and have regard to their historical context.

This document can be accessed at: [www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Mgmt\\_Plan\\_Bburn.PDF](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/1976-DL-Mgmt_Plan_Bburn.PDF)

Key buildings in the area include King Georges Hall, Blakey Moor Terrace, magistrates Court, Blakey Moor College building and Blackburn College's Victoria building.

A £3m Blackburn with Darwen Council project will bring major improvements to buildings in the Northgate, Blakey Moor and Lord Street West area, helping to reinvigorate and bring new businesses into this historic area. The area was identified as presenting a valuable opportunity for improvements due to its cluster of independent businesses, high footfall and development sites.

Significant public realm and redevelopment of the Blakey Moor Terrace as part of the works which includes improved public realm flanked by key buildings of historic architectural interest from a thoroughfare to a new destination for Blackburn – the proposed works aim to reconnect King Georges Hall with Blakey Moor Terrace.

Enhancement works will support bespoke coffee shops and independent retailers, as well as the King Georges Hall theatre. Opportunities for restaurants to spill out from Blakey Moor Terrace and Northgate will activate these frontages and reinvigorate the night time economy to form a cultural quarter benefiting from some of Blackburn's best architectural assets.

The Council is proactively supporting businesses in the area through rate incentives to encourage food and beverage operators and independent retailers to locate in the area and to support the change of use of existing premises.





## TOWN CENTRE ASPIRATIONS

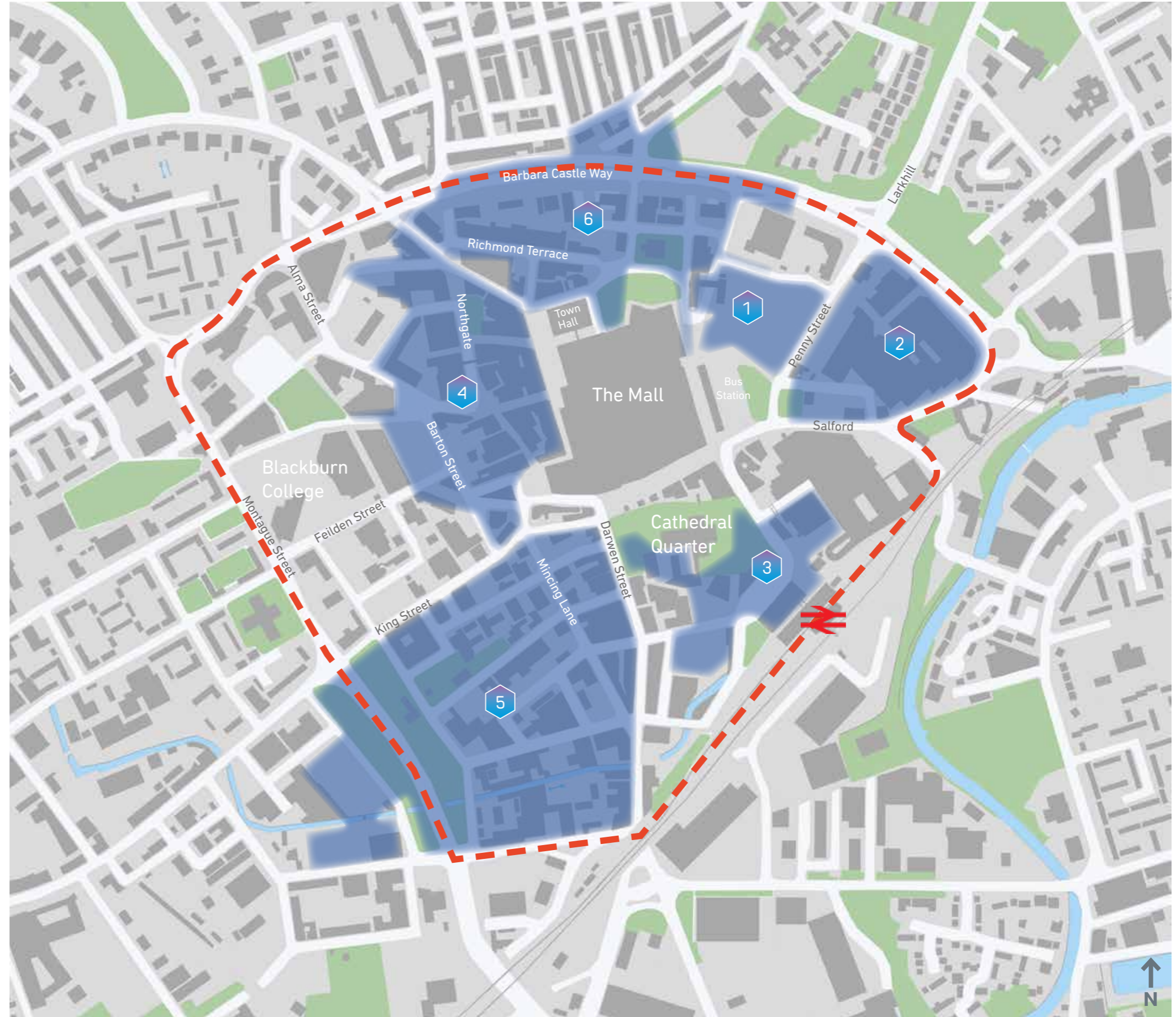
The following section identifies a number of investment areas within the town centre (see Plan C). Whilst the SPD would not wish to be prescriptive to the point where it may stifle innovation, it identifies the Council's preferred uses for each area. The acceptability of other use classes will be determined on a case-by case basis and judged on the conformity of the proposal's contribution to achieving the overall vision of the SPD.

In addition, the Council has set out a number of design principles which must be addressed as part of development proposals within the investment areas. More general design requirements are set out in Local Plan Part 2 (specifically Policy 11), Borough Design Guide SPD and Blackburn Town Centre Public Realm Strategy.

The key investment areas within Blackburn Town Centre are:

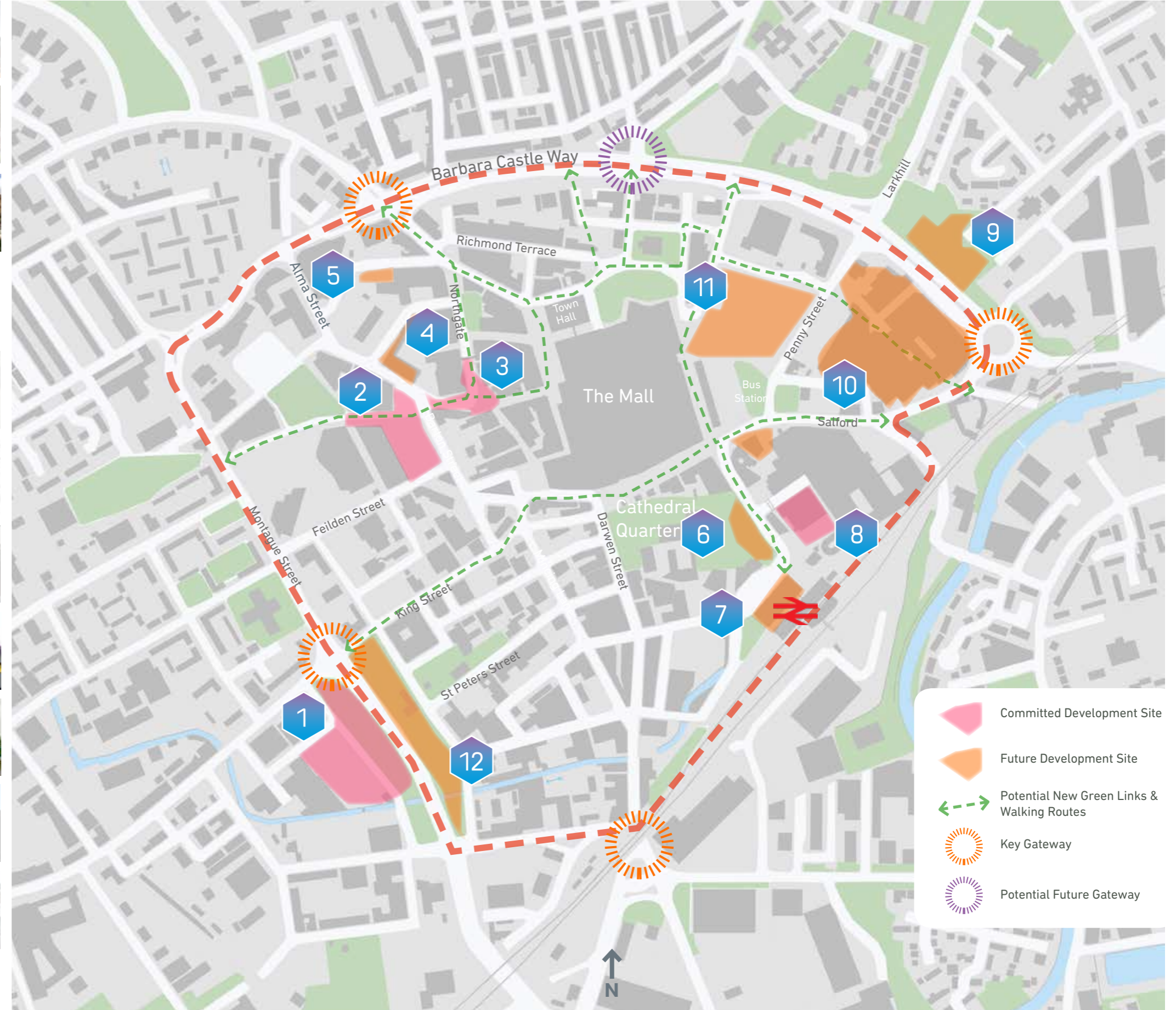
1. Former Markets site
2. Former Thwaites site & surrounds
3. Cathedral Quarter & surrounds
4. Northgate & surrounds
5. Wainwright Way & surrounds
6. Victoria Street/Barbara Castle Way: Fabric Borders

Plan D overleaf provides an overview of the development proposals currently progressing within the town centre



Plan C: Blackburn Town Centre Investment Areas

- 1 New Home Bargains Store due to be completed late 2019
- 2 New REEL Cinema & Jubilee Sq Public Realm commences Summer 2018 due to be completed by Easter 2020
- 3 Northgate THI Public Realm Improvements commences late summer 2018
- 4 Blakey Moor Building Future Development Site
- 5 Simmons Street Future Development Site
- 6 Cathedral Quarter Phase 2 Planning Application expected late 2018
- 7 Blackburn Railway Station - Potential future investment opportunity
- 8 Newspaper House - 68 apartments due for completion in 2018
- 9 Former Larkhill Health Centre - Future development opportunity
- 10 Former Thwaites Brewery Site - Future development opportunity
- 11 Former Markets Site - Future development opportunity
- 12 Wainright Way - Future development opportunity



-  Committed Development Site
-  Future Development Site
-  Potential New Green Links & Walking Routes
-  Key Gateway
-  Potential Future Gateway

## INVESTMENT AREA 1: FORMER MARKETS SITES

### The Site

- This development site represents one of the main opportunities in the town centre to create new retail and commercial floorspace at scale, linking to the Thwaites development site;
- Prominent site in north eastern part of town centre with favourable links to bus and railways stations, Cathedral and the Mall;
- 1.6 hectares comprising part of former Markets site and demolished Exchange building;
- The site is located within the Primary Shopping Area;
- Majority of the site is in Council ownership.
- The site is located within Flood Zone 2 and as a result there will be a requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- There is an opportunity to bring Investment Areas 1 & 2 (Thwaites site & surrounds) forward together, however it must be noted that Investment Area 1 is within the Primary Shopping Area as opposed to Investment Area 2 which is located outside this boundary.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

### Key Design Principles

- A development accommodating a mix of uses would be strongly encouraged to support vitality and visual interest across the development.
- Finishing off and making sense of the public space at the top of Ainsworth Street. This is the development that will define and enclose the space, therefore attention needed to building position and massing, height, uses and openings at ground floor level, views, and the design of the public realm itself;
- Permeability between the town centre core and the former Markets development itself;
- Opportunity to enhance the public realm and create a visual and physical link to the Mall and bus station.
- Potential opportunity for higher density and larger scale buildings.

### Preferred Uses (all subject to planning permission)

- Retail (Use Class A1);
- Residential (Use Class C3);
- Offices (Use Class B1)
- Assembly & Leisure (Use Class D2);
- Restaurant & Café (Use Class A3);
- Pubs & Bars (Use Class A4).





## INVESTMENT AREA 2: THWAITES SITE & SURROUNDS

### The Site

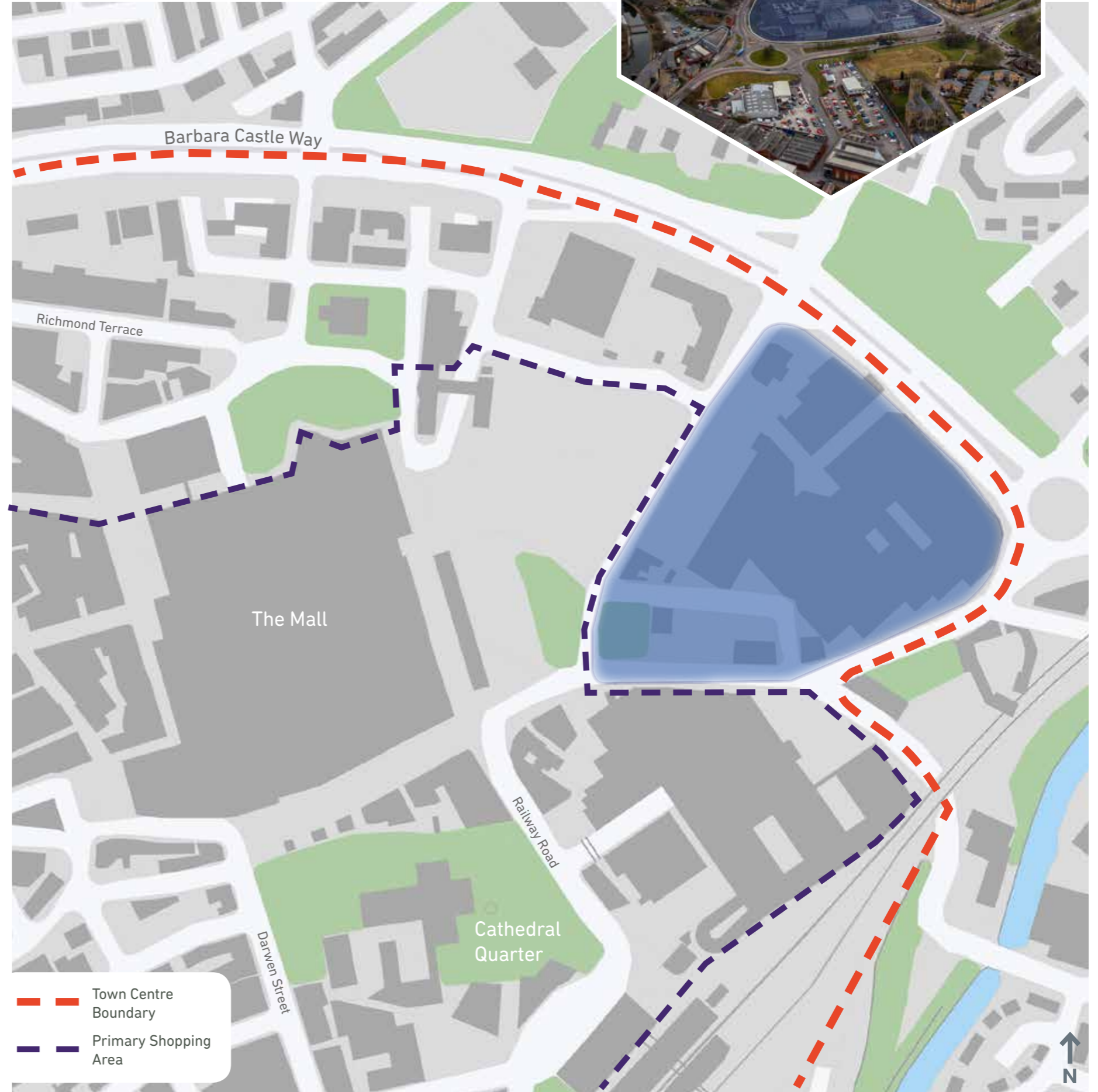
- 3 hectare, prominent gateway site in north eastern part of town centre with favourable links to bus and railways station, Cathedral and the Mall;
- Eanam Conservation Area is located to the east of the site and is an important and characterful area which, if considered carefully, could add to the overall placemaking potential of the area.
- There is an opportunity to bring Investment Areas 1 (Former Markets Site) & 2 forward together, however it must be noted that Investment Area 1 is within the Primary Shopping Area as opposed to Investment Area 2 which is located outside this boundary.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

### Key Design Principles

- The site represents an opportunity to create a modern, unique and high quality development on a prominent site in the north east of the town centre. The site benefits from being close to the new modern design of the bus station and being a northern gateway to the town centre;
- A development accommodating a mix of uses would be strongly encouraged to support vitality and visual interest across the development;
- High quality residential development will be supported on the site;
- Permeability between the town centre core, former markets site, the Thwaites development itself, and Eanam Wharf;
- Encourage a frontage along Barbara Castle Way, particularly at the eastern roundabout with Eanam;
- Potential opportunity for higher density and larger scale buildings.

### Preferred Uses (all subject to planning permission)

- Residential (Use Class C3);
- Assembly & Leisure (Use Class D2);
- Restaurant & Café (Use Class A3);
- Pubs & Bars (Use Class A4);
- Employment uses (Use classes B1, B2 & B8).



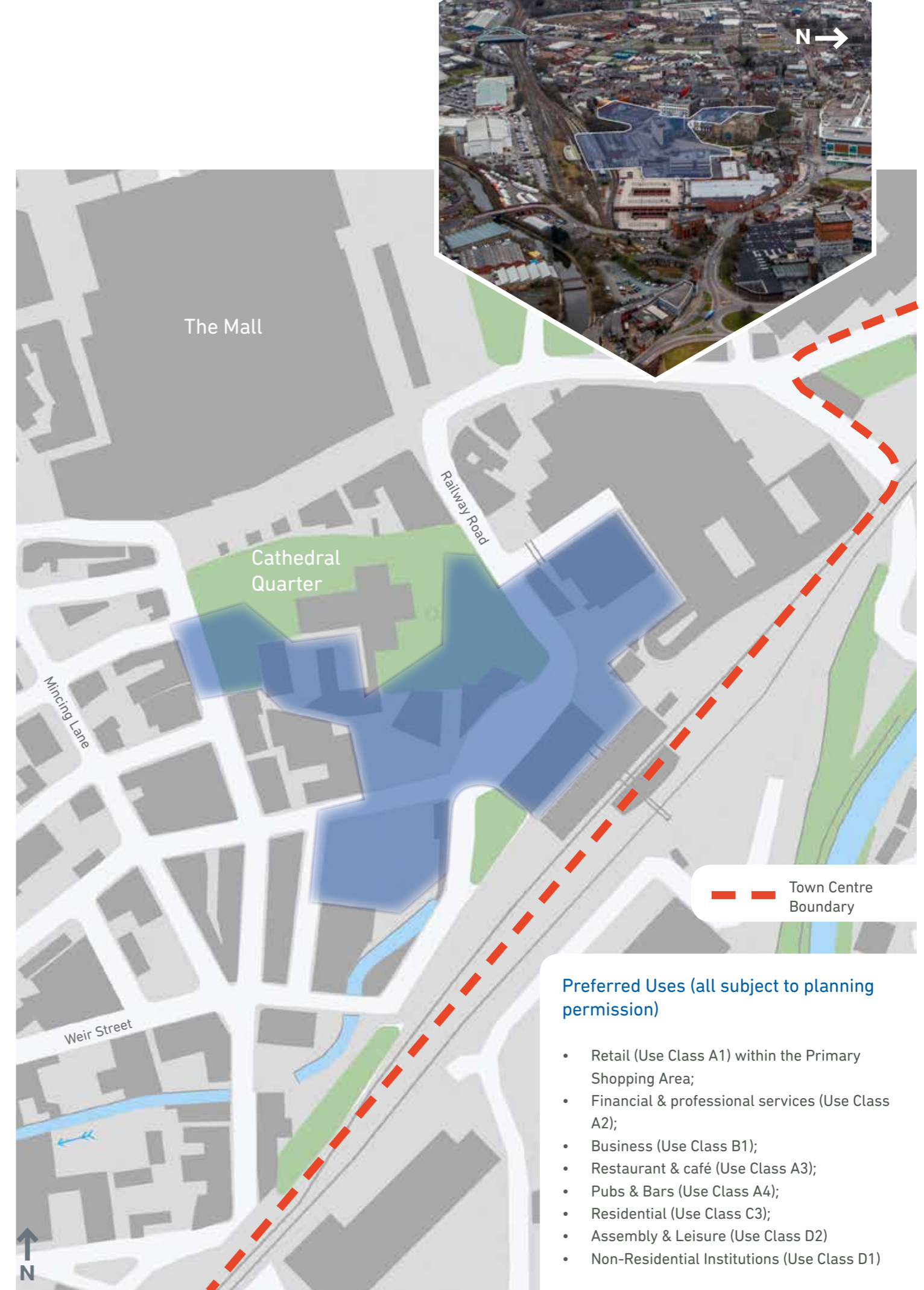
## INVESTMENT AREA 3: CATHEDRAL QUARTER & SURROUNDS

### The Site

- The site's northern boundary is defined by Church Street beyond which lies the town's main retail core and bus station. The southern and western boundaries of the area are formed by George Street and Darwen Street, whilst to the east the site is bounded by the railway line and Blackburn Railway Station. Area therefore functions as a strategic public transport hub, serving as an important southern gateway to the town;
- Opportunity to build on success of Office One, hotel and associated uses to further grow the Cathedral Quarter as modern high grade professional services quarter;
- Remaining development opportunities are centred on Office Two and associated uses on this plot;
- A development accommodating a mix of uses would be preferable to encourage vitality, visual interest across the development and activity throughout the day and into the evening;
- Cathedral Quarter SPD adopted by the Council sets out development opportunities in the area and provides a design framework for determining planning applications in the area. This can be viewed at [www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DLCathedral-quarter-supplementary-planningdocument.pdf](http://www.blackburn.gov.uk/Lists/DownloadableDocuments/2015-DLCathedral-quarter-supplementary-planningdocument.pdf);
- Located within the Cathedral and Darwen Street conservation areas.
- Part of the site is within Flood Zone 2 and the southern boundary extends into Flood Zone 3. As a result there will be a requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- Several development opportunities available within the railway station building The Council is currently working with Network Rail and Northern on a masterplan scheme to help facilitate development within the station.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

### Key Design Principles

- New development should contribute positively to the established character of the quarter, as well as the standard of contemporary design. Proposals will be expected to be sensitive to the traditional qualities of this historic location, but they should also be a true representation of 21st Century design;
- Buildings should not be set back from the pavement edge and should front on to and be directly accessible from streets and public areas. Where buildings face a number of frontages, facades should address each public edge, particularly in the case of the Cathedral Precinct and Church Street/Darwen Street;
- Conservation Area Character Appraisals and development guides for the Cathedral & Darwen Street conservation areas sets out key issues, threats, opportunities and urban design guidance for the area and should be used to guide development in the area, in addition to the Public Realm Strategy;
- Any proposals for new development should protect the key views, vistas and glimpses of the Cathedral and preserve its setting. There is significant potential to enhance these views by better enclosing and framing the Cathedral with well proportioned, scaled and positioned buildings.



### Preferred Uses (all subject to planning permission)

- Retail (Use Class A1) within the Primary Shopping Area;
- Financial & professional services (Use Class A2);
- Business (Use Class B1);
- Restaurant & café (Use Class A3);
- Pubs & Bars (Use Class A4);
- Residential (Use Class C3);
- Assembly & Leisure (Use Class D2)
- Non-Residential Institutions (Use Class D1)

## INVESTMENT AREA 4: NORTHGATE & SURROUNDS

### The Site

- Prominent site within Northgate Conservation Area opposite Blackburn College's Grade II listed Victoria building and opposite the Grade II listed King Georges Hall;
- Former Waves site links the College campus through Blakey Moor to King William Street and the town centre retail core, and enjoys high levels of footfall, particularly through term time. This important heritage area is at the heart of the leisure and cultural quarter and also benefits from proximity to Blackburn Central Library, another important cultural hub which provides daytime footfall through to the evening when King Georges Hall is open;
- £3m joint funded project delivered over the next five years for major improvements to buildings in the area and to encourage new businesses to locate there;
- Opportunities to enhance retail on King William Street and Town Hall Street.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

### Key Design Principles

- Development accommodating a mix of uses would be strongly encouraged to provide vitality and visual interest across the development and activity throughout the day and evening;
- Capitalise on proximity of existing high quality iconic and historic buildings;
- Important active frontages such as King Georges Hall, Blakey Moor Terrace and Northgate shopping frontages provide opportunities to create lively and diverse spaces that compliment with the building use;
- Existing vista towards the Technical College to the West retained;
- Café, restaurant and bar spill out provision to populate
- Blakey Moor Terrace and Northgate frontages to encourage evening economy;
- New proposed central area 'Jubilee Square' to provide high quality public realm and associated infrastructure to link the College campus with the Blakey Moor heritage area and new cinema (on former Waves site);
- Introduction of public art within Jubilee Square and enhancing area with soft landscaping;
- New development should create strong corners, use sky line emphasis to provide interest and frame key vistas and landmarks such as the Victoria Building;
- Encourage re-use of Higher, Lower and possibly Middle Cockcroft and enhanced pedestrian linkages.
- Refer to the Northgate Conservation Area Development Guide for further details of design principles recommended for the area [www.blackburn.gov.uk/Heritage%20conservation%20archaeology/1976-DL-Dev\\_Guide\\_Northgate.PDF](http://www.blackburn.gov.uk/Heritage%20conservation%20archaeology/1976-DL-Dev_Guide_Northgate.PDF)



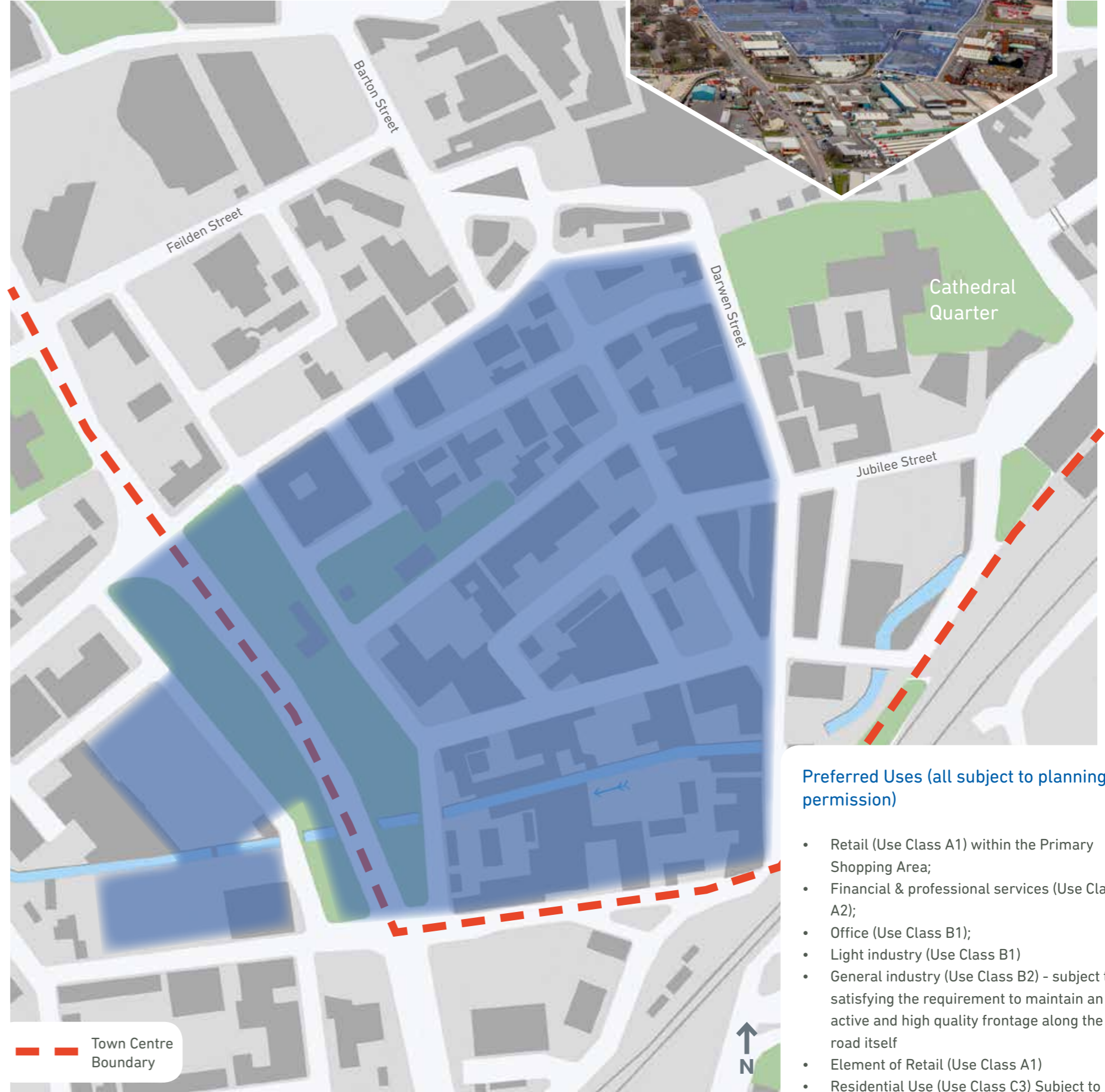
## INVESTMENT AREA 5: WAINWRIGHT WAY & SURROUNDS

### The Site

- The site represents an opportunity to create a distinctive urban area with high quality iconic buildings to capitalise on the key gateway sites;
- A development accommodating a mix of uses, particularly knowledge-based industries would be strongly encouraged to provide vitality and visual interest;
- The northern plots represent an opportunity to create landmark buildings as well as repair the townscape adjacent to the King Street Conservation Area;
- Freckleton Street Masterplan SPD has been adopted which sets out key development opportunities in the area and design principles for new development.
- The southern part of the site extends into Flood Zones 2 and 3 and as a result there will be a requirement for a sequential approach to developing the site. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- Part of the site is located within the King Street Conservation Area.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

### Key Design Principles

- Development accommodating a mix of uses, particularly knowledge based industries would be strongly encouraged to provide vitality and visual interest;
- Buildings should demonstrate a distinctive contemporary architectural style of approximately 3-4 storeys;
- New developments should create strong corners, use sky line emphasis to provide interest and frame key vistas landmarks such as views to the Church Tower, Blackburn Cathedral and the Byrom Street Fire Station Tower;
- Building facades should front streets and spaces, and where appropriate active frontages should form a significant ground floor element of the main road corridor to provide surveillance and visual interest. Entrances should form visible distinctive features directly accessed from public spaces and streets;
- Development should have regard to the adjacent character but should aim to create a new urban area with its own distinctive townscape;
- Existing prevalent building materials in the area are red brick and stone – new development should adopt a similar or compatible palette of materials.
- Refer to the King Street Conservation Area Development Guide for further details of design principles recommended for development proposed within or adjacent to the conservation area [www.blackburn.gov.uk/Heritage%20conservation%20archaeology/1976-DL-Dev\\_Guide\\_King\\_St.PDF](http://www.blackburn.gov.uk/Heritage%20conservation%20archaeology/1976-DL-Dev_Guide_King_St.PDF)



### Preferred Uses (all subject to planning permission)

- Retail (Use Class A1) within the Primary Shopping Area;
- Financial & professional services (Use Class A2);
- Office (Use Class B1);
- Light industry (Use Class B1)
- General industry (Use Class B2) - subject to satisfying the requirement to maintain an active and high quality frontage along the link road itself
- Element of Retail (Use Class A1)
- Residential Use (Use Class C3) Subject to Local Plan Policies

## INVESTMENT AREA 6: VICTORIA STREET/ BARBARA CASTLE WAY: FABRIC BORDERS

### The Site

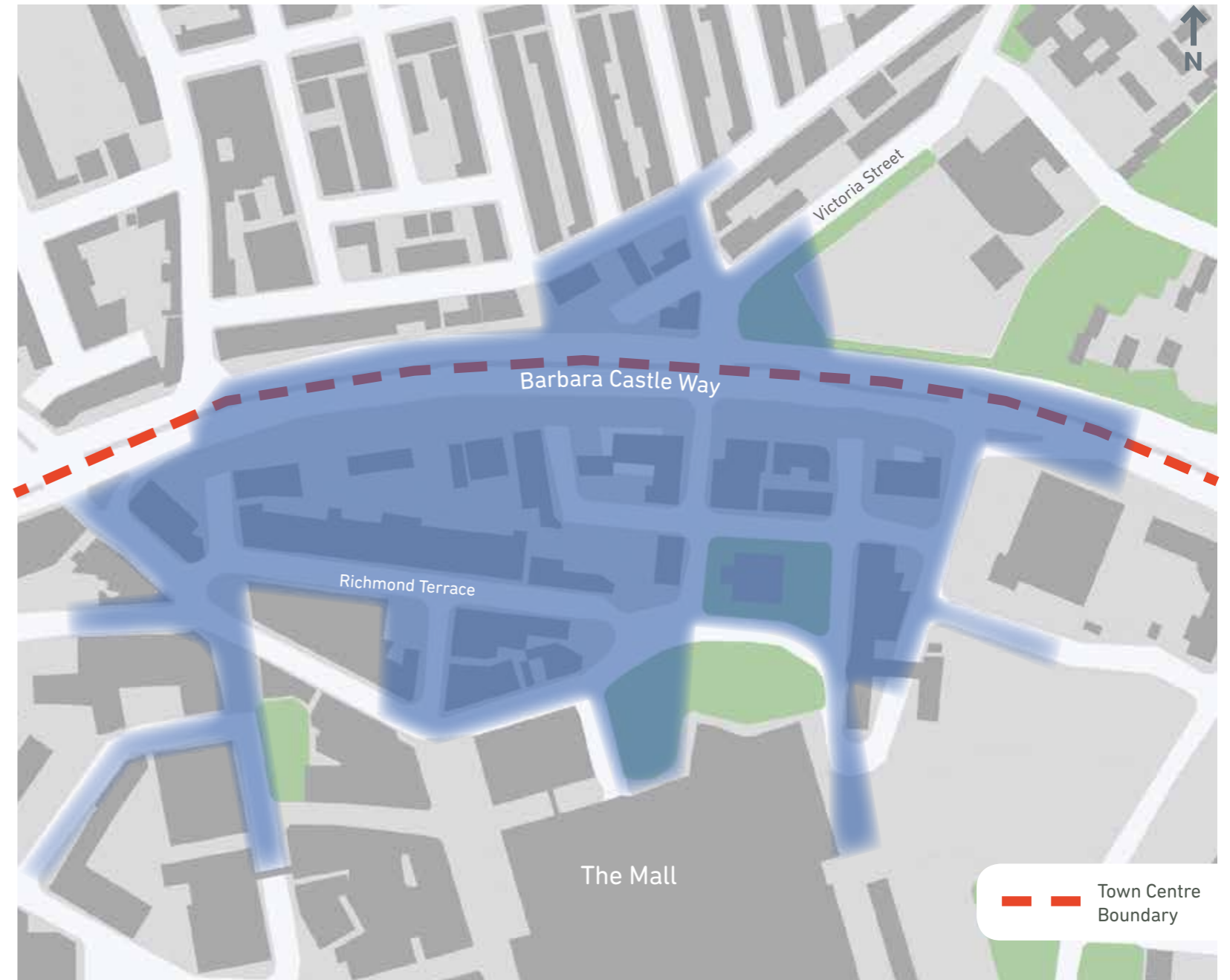
- The northern arc of Barbara Castle Way, Blackburn Town Centre's Orbital Route, is a 1980s vintage dual carriageway which carries through traffic and local traffic;
- It is straddled by vacant and underused employment uses, newly-available development sites, schools, retail and cultural facilities;
- Access and egress to development sites and the wider Town Centre offer is being hindered by the current highways system.
- The eastern edge extends into Flood Zone 2 and as a result there will be a requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development. A Flood Risk Assessment will be required as part of any planning application for development on the site.
- The site includes the Richmond Terrace/St Johns conservation area which is currently on Historic England's 'At Risk Register'. As a result it is imperative that positive development is secured within the area.
- The area includes a number of professional services centred around Richmond Terrace.
- The site includes United Utilities infrastructure which needs to be taken into consideration as part of any future development within the area. See UU Developer Services team contact details in Appendices.
- Other constraints may be present on the site which will need to be investigated and addressed as part of development.

### The Project

- Reconfiguration of vehicular and pedestrian routes in Blackburn Town Centre to remove vehicular congestion and conflicts and to improve movement and access to existing assets as well as new development sites;
- Aims to tackle congestion and access issues which are currently restricting economic activity and local productivity in the inner urban area and Town Centre;
- The Department for Transport confirmed the award of funding to deliver the project by March 2020; Further information on the project can be accessed at: <https://www.blackburn.gov.uk/Pages/Transport-streets-policy-strategy.aspx>

### Problems to be addressed through project

- The Fabric Borders scheme will tackle congestion and access issues, as well as improving opportunity and integration;
- Newly cleared development sites and under-used employment areas are hard to reach at present;
- Disconnection and severance for businesses due to lack of connections, particularly from the Orbital Route into Tontine Street, Sudell Cross and Northgate areas;
- No current direct vehicular through route into the Blakey Moor area which contains a number of development sites;
- Vehicular dominated space creates inaccessibility for pedestrians.



### Expected Benefits/Outcomes of the Project

- Creating economic activity and jobs: Transport interventions will support the unlocking of retail and business growth;
- Relieving congestion: Re-organisation of junction arrangements and introduction of new infrastructure removes local traffic conflicts and improves flows;
- Improving Local Roads and public transport: Promotes safer, more attractive streets, better air quality and removes barriers to movement for all modes;
- Improving access to Town Centre development sites;
- Existing, vacant and under-utilised sites becoming more marketable with improved access and egress;
- Improved pedestrian routes to and from adjacent communities will generate fewer car trips, delivering road safety benefits and improved air quality.



## GLOSSARY

**Accessibility:** The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

**Active Frontage:** Where a building contains frequent windows and entrances with few blank walls. It is animated and therefore interesting. Active frontage can also include pavement cafés.

**Amenity:** A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

**Character:** The appearance of any rural or urban location in terms of its buildings, landscape and the layout of streets and open spaces, often giving places their own distinct identity.

**Civic Spaces:** Public spaces such as squares and greens which accommodate a variety of activities and events.

**Conservation Area:** A designated part of the built environment with a distinctive character that includes buildings, structures and the streets and spaces between them, that is desirable to preserve or enhance.

**Conservation Area Character Appraisal:** A published document defining the special architectural or historic interest that warranted the area being designated as a Conservation Area.

**Context:** The setting of a site or area, including factors such as traffic, activities and land uses as well as landscape and built form.

**Design Principle:** An expression of one of the basic design ideas at the heart of an urban design framework, design guide, development brief or a development.

**Front / frontages:** The part of a building that faces public areas and typically includes the main entrance. Architecturally it is normally the most interesting part of a building.

**Gateways:** Elements such as bridges, buildings, spaces, junctions or landmarks that announce arrival to the town, or one of its quarters.

**Heritage Asset:** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

**Infrastructure:** Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

**Landmark:** A building or structure that stands out from its background by virtue of height, size or some other aspect of design.

**Landscape:** The character and appearance of land, including its shape, form, ecology, natural features, colours and elements and the way these components combine. Landscape character can be expressed through landscape appraisal, and maps or plans. In towns 'townscape' describes the same concept.

**Legibility:** The ease with which a place can be understood and navigated. Highly legible places have obvious routes and are easy to pass through.

**Listed Building:** A building or structure identified for its local, national or global significance, and which is protected by law from unauthorised alteration or destruction.

**Main town centre uses:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, pubs and night-clubs, casinos, health and

fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

**Massing:** The combined effect of the height, bulk and silhouette of a building or group of buildings.

**Mixed Use:** Provision of a mix of land uses, such as residential, community and leisure uses, on a site or within a particular area. A mix of uses within a building, on a site or within a particular area. 'Horizontal' mixed uses are side by side, usually in different buildings. 'Vertical' mixed uses are on different floors of the same building.

**Movement:** People and vehicles going to and passing through buildings, places and spaces.

**Permeability:** The number of connected routes to and through a place. The higher the permeability, the bigger the choice of routes and the easier it is to walk.

**Primary shopping area:** Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

**Public Realm:** Those parts of a village, town or city (whether publicly or privately owned) available for everyone to use for free. This includes streets, squares and parks. Also includes internal semi-public areas such as shopping centres to which the public normally has free access.

**Setting:** The place or way in which something is set, for example the position or surroundings of a listed building.

**Supplementary Planning Documents (SPD):** Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues.

**Townscape:** The way in which the elements of the built environment combine to create a certain appearance.

**Urban Design:** Urban design effects the way in which spaces, buildings and uses combine to create successful places. It is not just about aesthetics, but also the way in which a place is used. It literally creates the theatre for public life. The art of making places.

**Use class order:** The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as 'Use Classes'.

**Viability:** In terms of retailing, a centre that is capable of commercial success.

**View:** What is visible from a particular point.

**Vista:** An enclosed view, usually a long and narrow one.

**Vitality:** In terms of retailing, the capacity of a centre to grow or develop its likeliness and level of activity.



APPENDICES



Information on 'Fabric Borders' Victoria Street/  
Barbara Castle Way project: [www.blackburn.gov.uk/  
Pages/Transport-streets-policy-strategy.aspx](http://www.blackburn.gov.uk/Pages/Transport-streets-policy-strategy.aspx)

Information on Blakey Moor Townscape Heritage  
Project: [https://gladstonesview.wordpress.com/  
about/](https://gladstonesview.wordpress.com/about/)

Historic England Advice Note 4 – Tall Buildings  
[https://content.historicengland.org.uk/images-  
books/publications/tall-buildings-advice-note-4/  
heag037-tall-buildings.pdf/](https://content.historicengland.org.uk/images-books/publications/tall-buildings-advice-note-4/heag037-tall-buildings.pdf/)

Historic England Advice Note 2 – Making Changes to  
Heritage Assets [https://content.historicengland.org.  
uk/images-books/publications/making-changes-  
heritage-assets-advice-note-2/heag023-making-  
changes-to-heritage-assets.pdf/](https://content.historicengland.org.uk/images-books/publications/making-changes-heritage-assets-advice-note-2/heag023-making-changes-to-heritage-assets.pdf/)

Historic England Good Practice Advice in Planning  
3 – The Setting of Heritage Assets [https://content.  
historicengland.org.uk/images-books/publications/  
gpa3-setting-of-heritage-assets/heag180-gpa3-  
setting-heritage-assets.pdf/](https://content.historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/heag180-gpa3-setting-heritage-assets.pdf/)

Building in Context website: [www.building-in-  
context.org/](http://www.building-in-context.org/)

Places Matter: [www.architecture.com/placesmatter](http://www.architecture.com/placesmatter)

Flood Risk maps available on Environment Agency  
website: [http://apps.environment-agency.gov.uk/  
wiyby/37837.aspx](http://apps.environment-agency.gov.uk/wiyby/37837.aspx)

Information on United Utilities Developer Services  
who offer free pre-application service to discuss  
water and wastewater matters:  
[www.unitedutilities.com/services/builders-  
developers/pre-development/](http://www.unitedutilities.com/services/builders-developers/pre-development/)

For development proposals affecting listed  
buildings, Historic England should be contacted  
as early as possible: [www.historicengland.org.uk/  
services-skills/our-planning-services/charter/Our-  
pre-application-advisory-service/](http://www.historicengland.org.uk/services-skills/our-planning-services/charter/Our-pre-application-advisory-service/)

**Summary of consultation responses on the draft SPD and the SEA/Appropriate Assessment screening**

Organisation	Comments	Officer response to comment	Are amendments needed to the SPD?  Is a SEA or Appropriate Assessment required?
<b>Consolidated screening statement on need for SEA or Appropriate Assessment</b>			
Environment Agency	Agree that SEA/Appropriate Assessment is not required	Noted	No amendments needed. SEA not required.
Historic England	Agree that SEA/Appropriate Assessment is not required	Noted	No amendments needed. SEA not required.
Natural England	Agree that SEA/Appropriate Assessment is not required.	Noted	No amendments needed. SEA not required.
<b>Public consultation on draft Supplementary Planning Document (SPD)</b>			
The Coal Authority	Confirm that we have no specific comments to make.	Noted	No amendments needed.
Historic England	<p>Encourage you to be bolder, more confident when setting out design, use class and physical aspirations for each of the Investment Areas. The inclusion of indicative layout, scale, height and massing parameters could help businesses and developers to better understand what might be achievable by way of site capacities.</p> <p>In balance between the 25 pages of planning background and context compared to the 5 pages guiding investment and regeneration opportunities.</p> <p>Suggest incorporating a map to indicate heritage assets in or around each Investment Area, or a separate map just showing heritage, cultural and visitor economy assets. Also may</p>	<p>Additional work has been carried out on the presentation of the investment areas for the final version. This includes additional information on the sites and links to design principles in adopted SPDs where applicable.</p> <p>Links for planning strategies and policies are included within the text so not seen as necessary to repeat at the end. However, have included links to additional guidance documents as a new appendix.</p>	<p>Map now included identifying heritage assets of town centre and reference to Historic England's At Risk Register in relation to the Richmond Terrace/St Johns conservation area under investment area 6 'Fabric Borders'.</p> <p>Links to all suggested guidance notes included in appendix.</p> <p>Included link to Town Centre Conservation Area Appraisals in relevant section.</p>

	<p>be useful to map national or local Heritage at Risk including the Richmond Terrace/St Johns conservation area.</p> <p>Commend the following guidance notes which could be incorporated within the SPD.</p> <p>HE Advice Note 4 – Tall Buildings          HE Advice Note 2 – Making Changes to Heritage Assets          HE Good Practice Advice in Planning 3 – The Setting of Heritage Assets.</p> <p>Draft SPD refers to the many Blackburn Town Centre plan based appraisals, strategies and related policy documents; listing these in a separate Appendix might help the reader to place them in context.</p> <p>Also discussed providing web links to the various Town Centre Conservation Area Appraisals that were part funded several years ago by English Heritage.</p> <p>SPD should encourage early pre-application discussion with Historic England in respect of development where our organisation is likely to become a statutory consultee when planning or listed building applications are made, so that our advice can be offered to applicants at an early stage.</p> <p>Reference to 'Places Matter' as the Northwest's Design Centre of Excellence along with their more local Design Review Service.</p>		<p>Link to Historic England's pre-application advice information has been included in the appendix.</p> <p>Reference to Places Matter has now been included as the region's Design Review.</p>
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JWPC on behalf of North West Commercial Developments Ltd	<p>Represent owners of vacant site on Tontine Street within 'Fabric Borders' investment area of the SPD.</p> <p>Keen to understand more about the proposed access improvements to the area and would be grateful for any further details you can provide regarding plans, routes and timescales.</p>	Noted – information on Fabric Borders project sent to JWPC on 18 <sup>th</sup> April 2018.	No amendments needed.
Natural England	SPD unlikely to have major effects on the natural environment, but may nonetheless have some effects. We therefore do not wish to provide specific comments.	Noted	No amendments needed.
Canal & River Trust	<p>Towpath side of the Leeds &amp; Liverpool Canal, which is owned and managed by the Trust, passes to the east of the boundary area covered by the Blackburn Town Centre SPD.</p> <p>In terms of the sections on “improving connectivity” (p13) and “new green links and walking/cycling routes” (p14), we would welcome specific mention of promoting and providing linkage from/to the Town Centre from the canal, which is a sustainable transport route linking the surrounding area. This would link in with 'Plan C' on page 24 which shows potential new green links towards the canal.</p>	Agreed – wording to be added.	Paragraph added under 'new green links and walking/cycling routes' to reflect Canal & River Trust comments
Network Rail	Network Rail and Northern are currently working with the Council on a masterplan scheme for the station. Would suggest that potential developers get in touch with the Council in the first instance to become aware of and involved in these discussions.	Noted – will signpost potential developers to the masterplan.	No amendments needed.
HOW Planning on behalf of Daniel Thwaites Plc	<p>Wish to register a strong objection to the SPD.</p> <p>Generally supportive of the SPD and agree with</p>	Investment Area 2 is located outside of the Primary Shopping Area and as a result, the Sequential Test would	Add wording to Investment Areas 1 & 2 to state that there is an opportunity to bring the

	<p>its aims however believe that in respect of the Site, the proposals hinder the strategy.</p> <p>The site falls within the town centre boundary and is immediately adjacent to the Primary Shopping Area. Despite this, the preferred uses exclude some main town centre uses, most notably Class A1 retail, the requirement for which was assessed by a Retail Strategy and Vision produced by the Retail Group (Spring 2016) to inform the SPD. The Strategy forms part of the evidence base to inform future decisions and direct investment, with a specific focus on the delivery of additional retail floorspace.</p> <p>Despite the site being identified as a retail growth zone, suitable for both retail and leisure, the SPD does not promote retail use. There is a clear disconnect between the recommendations of recent research and the SPD.</p> <p>In March 2017 HOW met with BwDC to discuss the future opportunities for the Site and discussed the benefits of bringing both the former market site and demolished exchange forward together with the Site in a single allocation. From this meeting it was our understanding that the LPA were supportive of a combined site with a preference for phasing to deliver development on the former markets site prior to development of the Site.</p> <p>The SPD does not combine the Site with the former market site or the demolished exchange. In having separate sites and giving preference</p>	<p>need to be passed before permission is granted for retail on the site as required by Policy 29 of Local Plan Part 2.</p> <p>In contrast, Investment Area 1 is located within the Primary Shopping Area and therefore retail would automatically be an acceptable use. This is reflected in the SPD.</p> <p>Agree that the SPD should reflect the opportunity to bring the two sites together, but highlighting their difference in terms of location.</p> <p>Ongoing liaison meetings take place between the Council and Thwaites and these will continue in the future to ensure effective communication between the two parties.</p>	<p>two sites forward together, however it must be noted that Investment Area 1 is within the Primary Shopping Area as opposed to Investment Area 2.</p>
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	<p>for retail use solely on Investment Opportunity Area 1, the SPD does stifle innovation as it presents a barrier to comprehensive redevelopment of both sites. The individual allocation does not acknowledge the relationship between both sites and does not reflect the recommendations of the Strategy in how to make the retail offer multi-dimensional.</p> <p>It is understood that the former market site has a number of constraints which could affect its delivery and that the best option for the town centre would be to consider the opportunity for comprehensive redevelopment.</p> <p>In order for the SPD to plan positively for the future of the town centre we strongly believe that:</p> <ul style="list-style-type: none"> <li>• The site should be considered for comprehensive redevelopment with the former market site/demolished exchange; and</li> <li>• Class A1 retail use should be a permitted use.</li> </ul>		
National Grid	Can confirm that National Grid has no comments to make in response to this consultation.	Noted	No amendments needed.
Theatres Trust	The Trust supports vision, strategic objectives and town centre aspirations. Request the Trust are engaged in the project as it develops. Welcome investment in this area and recognition of the theatre as a key element of the town's cultural quarter.	Noted – contact details of Trust forwarded onto Project Manager of Blakey Moor project.	No amendments needed.
Environment Agency	River Blakewater runs in culvert across the town centre, and associated with it are areas of	Agree – will update the document to include information on flood zones for	Yes – Information on flood zones have now been included

	<p>Flood Zone 2 and 3, of medium and high risk of fluvial flooding. This watercourse, and associated areas of flood risk, affect some of the Investment Areas described, specifically:</p> <p>Site 1 – Former Markets Site: affected by Flood Zone 2.</p> <p>Site 3 – Cathedral Quarter: is affected in part by FZ2 and the southern boundary extends into FZ3.</p> <p>Site 5 – Wainwright Way: the southern part of the site extends into FZ2 and 3.</p> <p>Site 6 – Fabric Borders: the eastern edge extends into FZ2.</p> <p>The site narratives should acknowledge these constraints, and highlight the requirement for a sequential approach to developing the site, most notably with regard to any proposals for More Vulnerable (residential) development.</p> <p>Blackburn Town Centre was the subject of a Level 2 SFRA in 2012. This document considered all aspects of flood risk, including fluvial, surface water and residual flood risk from breach of the canal or reservoir. The SFRA can help inform the town centre planning, but it should be noted that since its publication the Flood Map for Planning has been updated, and also new climate change allowances (2014) have been released.</p> <p>The site narratives should therefore highlight the requirement for an up to date detailed site-specific Flood Risk Assessment, required to</p>	<p>each relevant investment area and associated requirements.</p>	<p>for relevant investment areas, including highlighting the requirement for sequential approach and need for FRA at planning application stage.</p>
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	<p>support any masterplanning and/or individual planning applications for the individual investment areas at risk of flooding.</p> <p>It is for the local authority to determine whether or not the proposals satisfy the Sequential Test and where necessary the requirements of the Exception Test. We will consider whether or not the proposals satisfy the requirements of the second part of the Exception Test and para 103 of NPPF.</p> <p>The River Blakewater is designated a main river, and as such any adjacent development may be subject to control through the Environmental Permitting Regulations.</p>		
Blackburn College	<p>Further to your letter dated 28 February 2018 addressed to Blackburn College, Jennifer Eastham, Vice Principal – Finance and Corporate Services has requested that the following errors with the Draft Blackburn Town Centre Supplementary Planning Document (SPD) Public Consultation are notified to you. These are:</p> <ul style="list-style-type: none"> <li>• Pages 8 and 28 state that the Victoria Building at Blackburn College is Grade 2 listed, the College did not think that it was listed.</li> <li>• Page 8 the colour shading for the College on the map excludes several buildings.</li> </ul>	<p>Victoria Building at the College is a Grade II listed building:  <a href="http://www.historicengland.org.uk/listing/the-list/list-entry/1222894">www.historicengland.org.uk/listing/the-list/list-entry/1222894</a></p>	Map will be amended.
United Utilities	<p>Council should be aware that UU has a number of existing assets and infrastructure within these areas which should be taken into consideration as part of any future development</p>	<p>Comments noted – some changes necessary.</p> <p>The Council will continue its ongoing</p>	<p>Link to information on UU Developer Services has been included in appendices to ensure developers engage</p>



	<p>within the area. It is advised that early discussions with all parties should commence with the Developer Services team at UU to gain an understanding of the constraints these place on any redevelopment layout, the rights of access we require, the cost implications for any diversions that may be possible and importantly the timescales associated with any works that may be necessary. Works should not commence before first having received written confirmation from Developer Services. We note our assets include:</p> <p>Large and/or deep sewers within the following sites:</p> <ul style="list-style-type: none"> <li>• Northgate Quarter and surrounds;</li> <li>• Wainwright Way and surrounds;</li> <li>• Fabric Borders;</li> <li>• Markets site; and</li> <li>• Thwaites.</li> </ul> <p>A wastewater network structure within:</p> <ul style="list-style-type: none"> <li>• Thwaites site</li> </ul> <p>Pressurised water mains within the following sites:</p> <ul style="list-style-type: none"> <li>• Northgate Quarter and surrounds;</li> <li>• Wainwright Way and surrounds;</li> <li>• Fabric Borders;</li> <li>• Markets site;</li> <li>• Thwaites; and</li> <li>• Cathedral Quarter and surrounds.</li> </ul> <p>Please note this is not intended to be an</p>	<p>liaison with UU to ensure they are fully involved in development proposals within the borough.</p>	<p>with UU at earliest opportunity prior to development of sites.</p> <p>Investment areas now include note regarding UU assets.</p> <p>Paragraph inserted on importance of landscaping and surface water drainage.</p>
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	<p>exhaustive list.</p> <p>UU would be happy to meet with BwD Council in the near future to discuss the existing assets and the development aspirations for this area.</p> <p>We will recommend the Council secures appropriate planning conditions as part of any planning application to safeguard our assets both during and after construction and will make appropriate recommendations at the planning application stage.</p> <p><b><u>Landscaping and surface water drainage</u></b></p> <p>Landscaping of a site is a critical matter that should be considered early in the development process and that every effort should be made to ensure that areas of paved hardstanding are kept to a minimum, and wherever possible options for SuDs, soft landscaping and permeable surfaces be included to reduce the risk of flooding to both the public sewerage network and any local watercourse system. Consideration should also be given to promoting and incorporating greywater recycling systems.</p> <p>In terms of surface water drainage, UU wishes to highlight the challenge that is often presented by fragmented ownership. Whilst masterplans often aspire to secure the delivery of development in a coordinated and holistic manner, this is often a major challenge in practice.</p>		
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	<p>Consideration must be given to the disposal of surface water and highway drainage in the most sustainable way. Under no circumstances should it discharge directly or indirectly into the public sewerage system without our prior agreement. In accordance with national planning policy on the discharge of surface water, UU expects that surface water from the site will be disposed of via the most sustainable drainage option available and that sustainable drainage systems should be an integral part of any redevelopment proposal. We would be looking to secure this, again at the planning application stage by way of suitably worded conditions. Interested parties should contact Developer Services, alongside progressing dialogue with the Lead Local Flood Authority and Local Planning Authority, as early as possible to agree an approach to drainage in advance. Please contact: <a href="mailto:wastewaterdeveloperservices@uuplc.co.uk">wastewaterdeveloperservices@uuplc.co.uk</a></p> <p>Standard text provided relating to position on surface water.</p> <p>Respectfully request that the Council continues to consult with UU for all future planning documents. We are keen to continue working in partnership with BwD Council to ensure that all new growth can be delivered sustainably, and with the necessary infrastructure available, in line with the Council's delivery targets.</p>		
<p>Savills on behalf of Capital and Regional Plc</p>	<p>C&amp;R supports the principles of the SPD in terms of the aspirations for growth, however, there are critical gaps which need to be</p>	<p>The SPD acknowledges the important role the Mall plays in the retail performance of Blackburn Town</p>	<p>Add wording to Strategic Objective 'Strengthening &amp; Focusing the Shopping Offer'</p>

	<p>explored to ensure that Blackburn town centre responds to competition effectively and to ensure that the role that The Mall can play in delivering the aspirations of the SPD is fully recognised.</p> <p>Over the last five years, the role of town centres has evolved. This is in response to both changing customer habits and digital technology that both creates opportunities to attract consumers to town centres, but also reduced the attraction of centres.</p> <p>Follows that in response to a shift in consumer habits, landlords and operators of commercial property assets have sought to provide a much wider offer to increase attraction and dwell times within centres. This has resulted in new and re-imagined forms of attraction in centres. A particular emphasis has been a substantial increase in leisure floorspace within town centres and in particular in restaurant, beverage and café offers. The emphasis towards an increase in leisure floorspace has had positive effects on centres by increasing dwell times and enhanced spending within centres.</p> <p>C&amp;R have invested have invested in increasing the leisure attraction of The Mall in the last 24 months including investing £3.1 million in creating a new gym within The Mall and providing additional restaurant and café floorspace through lettings to operators such as Costa Coffee, Burger King and Krispy Kreme.</p>	<p>Centre in addition to the investment it has brought.</p> <p>Agree should add wording to highlight that future development in the town centre should build on the investment already stimulated by The Mall and not compete with it.</p>	
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	<p>This has been proactive investment within Blackburn town centre that has off-set the impacts of the demise of well-known branded national multiple retailers such as BHS.</p> <p>It follows that substantial investment has been made in Blackburn town centre that has led to its current success. A momentum to continue investment in the town centre is required in order to ensure that this initial success can be built on. Further investment is planned through the repositioning of The Mall by C&amp;R who intend to increase the attraction and leisure offer that contributes to both the daytime and evening economy.</p> <p>Beyond the leisure offer, C&amp;R as part of the Blackburn Business Improvement District are developing digital strategies for marketing to meet the challenge of online shopping, as well as developing the experiential and non-shopping offers for visitors including working with partner destinations such as Blackburn Cathedral and leisure businesses and organisations.</p> <p>With the above in mind, C&amp;R, as a key stakeholder would welcome discussions with the Growth Team to ascertain how the above can be achieved. The Mall needs to have a greater role going forward than it currently does within the draft SPD.</p> <p>C&amp;R supports the principles of the SPD in terms of the aspirations for growth to optimise</p>		
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	<p>the potential of sites within the town centre. However, the SPD as it is currently drafted misses the opportunity to build on the substantial investment already invested in The Mall and the role the shopping centre can have to increase the retail, leisure and digital offer of both the daytime and evening economy of the town centre.</p>		
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## **Adoption Statement**

### **Planning and Compulsory Purchase Act 2004 The Town and Country Planning (Local Development) (England) Regulations 2004 (SI 2004 No. 2204)**

#### **Blackburn Town Centre Supplementary Planning Document (SPD)**

In accordance with Regulation 19 of the Town and Country Planning (Local Development) (England) Regulations 2004 (SI 2004 No.2204) Blackburn with Darwen Borough Council has adopted the Blackburn Town Centre Supplementary Planning Document on 17<sup>th</sup> August 2018.

Under Regulation 16 2b of the Town and Country Planning (Local Development) (England) Regulations 2004 (SI 2004 No.2204) any person aggrieved by the SPD may apply to the High Court for permission to apply judicial review of the decision to adopt the SPD. Any application for leave must be made promptly and in any event not later than three months after the date on which the SPD was adopted.







# EXECUTIVE BOARD DECISION

**REPORT OF:** Executive Member for Regeneration

**LEAD OFFICERS:** Deputy Chief Executive

**DATE:** 9th August 2018

**PORTFOLIO/S AFFECTED:** Regeneration Resources

**WARD/S AFFECTED:** Mill Hill and Moorgate

**KEY DECISION:** YES  NO

**SUBJECT:** Griffin Development Site Tender

## 1. EXECUTIVE SUMMARY

- 1.1 Executive Board approval to offer the Griffin Housing site for development as two separate phases was secured in December 2017. The site has now been assembled to a level that it is ready to be offered for development for new housing.
- 1.2 The Growth & Development Team carried out a suite of intrusive surveys for the site to help prepare and de-risk the site for development. Detailed soft market testing with key developers and housing providers has been carried out to determine the optimum way of offering the site for development. Interested developers have expressed a desire to purchase both phases as one site to develop a mixed tenure scheme of family housing.
- 1.3 The site has been formally offered for sale and development through the Council's Contractor and Developer Framework on the 3<sup>rd</sup> of July 2018.

## 2. RECOMMENDATIONS

That the Executive Board:

- 2.1 Notes that the Griffin Housing Development site has now been offered for development via a Mini Tender through the Council's 'Contractor and Developer Framework'
- 2.2 Delegates authority to the Deputy Chief Executive in consultation with the Executive Members for Resources and Regeneration to select an acceptable Preferred Bidder following the conclusion of the Mini Tender
- 2.3 Delegates authority to conclude negotiations, including terms of any land sale and contracts to the Deputy Chief Executive in consultation with the Executive Members for Resources and Regeneration to approve the final commercial terms.
- 2.4 Authorises the Director of HR, Legal and Corporate Services to complete the necessary legal formalities.

### 3. BACKGROUND

- 3.1 Since 2008 the Council has been actively working to purchase properties by agreement in the Griffin area. 165 properties had been identified for purchase and clearance through a Neighbourhood Renewal Assessment (2011) and the majority have now been purchased and demolished. 3 properties on Hardman Street remain to be purchased and the Council will continue negotiations to buy these properties by agreement. Failure to do so may result in the need to carry out a compulsory purchase order (CPO) under the Town and Country Planning Act 1990 for the three properties.
- 3.2 The Griffin sites have been identified as being suitable for the provision of good quality family homes. Initial estimates show a potential to develop approximately 120-150 new 2, 3 and 4 bedrooomed family homes.
- 3.3 Officers in the Growth and Development Team have undertaken extensive assessments of the site to prepare it for development. A suite of surveys and studies have been completed for the site along with indicative proposals for housing type and tenure to meet with local aspiration and need.
- 3.4 A number of options have also been assessed to determine the best way of disposing the site so that the Council can influence the pace and quality of housing delivery. Soft market testing has resulted in private developers and registered providers showing their interest for the entire site
- 3.5 The Council has also acquired the Griffin public house which is currently being prepared for demolition with the land to be included into the development site.
- 3.6 During March 2018 the Council successfully secured grant funding from the **One Public Estate Land Release Fund** to support enabling works on the site and prepare it for development. This funding will be provided to the successful bidder to carry out the enabling works on the site. The enabling works are likely to included site treatment and remediation, removal of redundant and obsolete services and highways works.

### 4. KEY ISSUES & RISKS

- 4.1 A report was taken to the Council's Executive Board in December 2017 (*Griffin Housing Development Strategy* ) seeking approval to offer the site for development as two separate phases due to delays in purchasing two commercial properties in phase 2a (see Appendix 1). The Council has recently bought these two properties and fully assembled both phases.
- 4.2 In late March 2018 an Expression of Interest was issued on the Council's Contractor and Developer Framework. This was to identify interest from any partner who would be willing to carry out Enabling Works and subsequent development of the site for housing. A number of framework partners expressed an interest to carry out the enabling works and purchase the site to provide new family homes. Interested developers expressed a desire to purchase both phases as one site.
- 4.3 The Council will provide the enabling works grant funding that has been secured from the One Public Estate Land Release Fund to the successful bidder to support the pre development works under an NEC3 works contract. This will be in conjunction with a development agreement/building license which will outline the Council's expectations for a quality housing scheme providing family homes for sale and rent on the site.
- 4.4 The site tendered for disposal is made up of the two phases; phase 1 being around the East St area (west of Montrose St) and phase 2a being around Hancock St (east of Montrose St). Both sites are fully assembled for development; with the purchase of the Griffin public house the proposed site now has a stronger frontage onto the main road.

- 4.5 The three properties remaining to be purchased will be part of a later phase (2b) which may need a CPO to assemble them.
- 4.6 The site is planned to provide a mixed tenure scheme which includes open market and affordable housing. The mix of housing will be in line with the Griffin Supplementary Planning Document and will meet local needs identified through the Strategic Housing Market Assessment (SHMA).
- 4.7 All new homes developed will be in line with the Borough's aspiration for growth and local need. New homes will contribute to the MTFs by way of Council Tax income and New Homes Bonus. New developments will bring in additional investment and new jobs to the Borough

## **5. POLICY IMPLICATIONS**

- 5.1** The disposal method is through the Council's OJEU compliant Contractor and Developer Framework which is in accordance with the Council's disposal policy. New homes will meet the strategic aims of the Council's Growth agenda

## **6. FINANCIAL IMPLICATIONS**

- 6.1 There are no new financial implications from the disposal of the site.
- 6.2 The Council is likely to receive a capital receipt from the sale of the site but value will be subject to scheme proposals and extent of abnormals.
- 6.3 A new housing scheme is likely to bring in around £16m of new investment to the Borough.
- 6.4 New homes will contribute to the MTFs by way of Council Tax income and New Homes Bonus.

## **7. LEGAL IMPLICATIONS**

- 7.1 The disposal of the site is via a Mini Tender through the Council's OJEU approved Contractor and Developer Framework. This will help determine best consideration for the land.
- 7.2 The Council will look to safeguard its interests in ensuring that the land is developed in line with its future revenue benefit projections by agreeing a build programme with the developer.
- 7.3 Final commercial terms for the sale of the land and the completion of contractual terms will be presented to the Executive Members for Resources and Regeneration for approval.

## **8. RESOURCE IMPLICATIONS**

- 8.1 The Tender process will be led by the Growth team who will also lead on detailed negotiations and preparation of draft Heads of Terms.
- 8.2 Legal resources will be required to support and complete the legal formalities relating to disposal and preparation of any development agreements.
- 8.3 Additional support will be required from Capita Property to prepare site disposal particulars, carry out assessments of scheme proposals, deliverability and support preparation of Heads of Terms

## **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**

Extensive stakeholder consultations have been undertaken in the Griffin area as part of the Housing Market Renewal programme, the subsequent Neighbourhood Renewal Appraisal and the preparation of the Griffin Supplementary Planning Document.

Local Ward Councillors have also been consulted on the proposals.

Local residents and stakeholders have been involved and consulted through the various stages of regeneration. Further consultations will be undertaken during the Planning process for the proposed development.

Additional consultation has also been undertaken in the development of the Council's Local Plan and Strategic Housing Market Assessment (SHMA)

## **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**

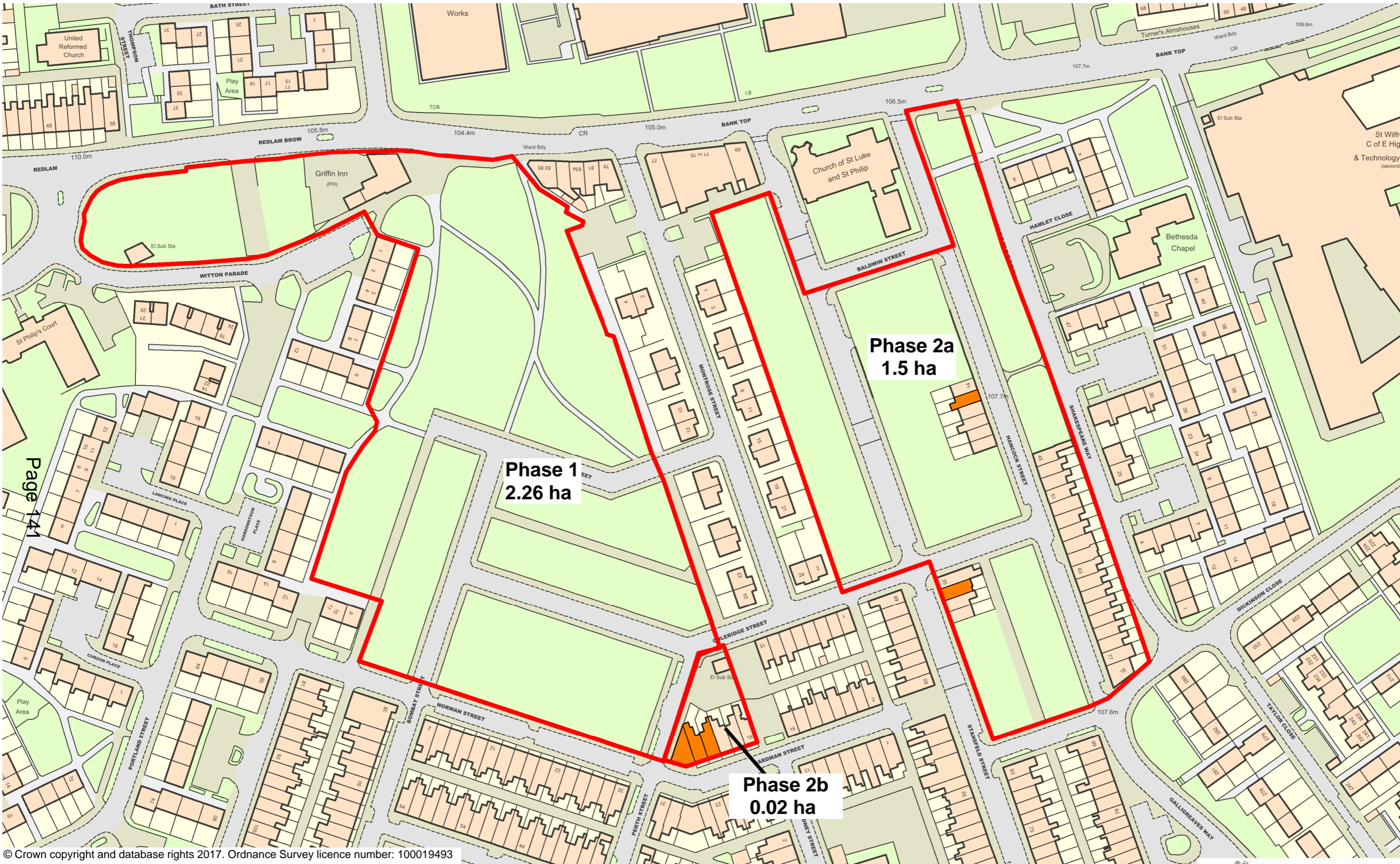
All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

<b>VERSION:</b>	<b>0.01</b>
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<b>CONTACT OFFICER:</b>	<b>Subhan Ali, Strategic Development Manager (Housing)</b>
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<b>DATE:</b>	13 <sup>th</sup> July 2018
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<b>BACKGROUND PAPER:</b>	Local Plan Part 1, Griffin Supplementary Planning Document (2017)
	Griffin Housing Development Strategy EBD Report December 2017



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**Blackburn with Darwen Council**  
 One Cathedral Square  
 Blackburn  
 BB1 1FB

**GRIFFIN HOUSING DEVELOPMENT SITE, BLACKBURN**  
**DATASET: BASE MAP**  
**STATUS DRAFT**  
 Scale: 1:1,250

01254 273915 | [developmentsites@blackburn.gov.uk](mailto:developmentsites@blackburn.gov.uk)





# EXECUTIVE BOARD DECISION

**REPORT OF:** Executive Member for Resources

**LEAD OFFICERS:** Director of HR, Legal and Corporate Services

**DATE:** [ August 2018]

**PORTFOLIO/S AFFECTED:** ALL

**WARD/S AFFECTED:** All

**KEY DECISION:** YES  NO

**SUBJECT: CLOSURE OF COUNCIL CHARITIES: Garstang Lecture Fund and the Poors Land Charity**

## 1. EXECUTIVE SUMMARY

In delivery of the Council's proposals to close dormant charities accounts; to close all business, dealings and the accounts of dormant charities held and managed by the Council.

## 2. RECOMMENDATIONS

That the Executive Board:

- a) note the background and options available to the Council relating to the dormant charities;
- b) authorises the removal of the restriction relating to permanent endowments of the charity in accordance with s.281 of the Charities Act 2011 that the fund ought to be freed from the restrictions with respect to expenditure of capital that apply to it.;
- c) authorises the change of 'purpose' of each charity as identified in this report; and where the current purpose is sufficient, authorise the transfer of funds and close the account
- d) In relation to a charity registered with the Charities Commission; to inform the Charities Commission of the change of purpose (Garstang Lecture Fund)
- e) agree that the executive member resources consider submissions from other charities/organisations that may be eligible to receive funds (on the proviso they use the funds for the required purpose as designated by the council);
- f) approves the transfer of funds to other charities/organisations identified as having the same aims and purpose, (on the proviso they use the funds for the required purpose), by the Director of Finance & Customer Services, in consultation with the Executive Member for Resources.
- g) subject to a-f above approve the closure of the financial accounts

## 3. BACKGROUND

As previously reported to the Executive Board, the Council is the corporate trustee of five inactive charities/trusts that are no longer managed or meeting the purpose they were initially set up to achieve. The five charities are as follows:-

Harriet Holt Trust (unregistered)

Common Goods Trust

Garstang Lecture Fund 526120

Henrietta Kenyon Bequest 225127

Poors Land Charity (unregistered)

Over the years these charities have gradually become redundant resulting in funds sitting in the charities accounts, unspent for numerous years and accruing interest. For most of the charities, the purpose for which they were set up has become obsolete, thus restricting the spending of monies and being inactive from lack of trustee management to conduct business. Three of these charities are registered with the Charities Commission whereby annual accounts are required to be submitted yearly, requiring resources from the Council.

No monies have been injected into or spent from the accounts for almost 15 years or longer.

Collectively there are sums of approximately £81,851 held in the accounts. Given the lack of activity it is now considered appropriate for the Council to utilise dormant funds for good causes in the Borough and to close the accounts.

This report deals with the following two charities: Garstang Lecture Fund and the Poors Land Charity. These two charities have funds of approximately £35,737.08. The other three charities have previously been dealt with in a separate report to the July Executive Board.

#### **4. KEY ISSUES & RISKS**

It is noted that both of these charities hold 'permanent endowments'. This is money or property that was originally meant to be held by a charity forever for its benefit, for the benefit of the charity. This is usually set out as a restriction in the charity's governing document.

Permanent endowment can be:

- land
- buildings
- cash
- investments

(Example: a charity was set up with a donated lump sum of money. The donor specified that the money must be invested to provide an income for the charity and only the income could be spent.)

In order to dissolve the charity the trustees would need to pass a resolution to lift that restriction, in order to transfer funds.

Additionally, as the 'purpose' of the charities are obsolete, it is considered appropriate to amend that particular purpose in order to apply the funds effectively. This will enable the council to spend monies properly and with transparency in the closing of the accounts process.

Details of each charity is set out below:-

#### **Garstang Lecture Fund**

- Purpose: This charity was set up in 1946 to pay for one lecturer to deliver two lectures in Blackburn as follows:-
- On current topics on pure and applied science art history and/or to explain the bearings of new discoveries on life industry and education AND To provide lectures in a school or combination of schools on specific studies or prospective careers, provided always that the Grammer School of Queen Elizabeth and the Girls High School in Blackburn shall each be given the option of one school lecture a year under the provision of the Trust.
- To change the purpose of the charity to “support educational development of children and young people in the Borough”
- The Governing Document at paragraph 4 states that trustees shall at all times have power to vary or modify the said rules and regulations
- It is noted that the Garstang Lecture Fund charity has a ‘permanent endowment’ (i.e. - is money or property that was originally meant to be held by a charity forever.) This is in the form of 2 securities:
  - 1) 4% Debentures in Walker and Homfrays (Brewery) Limited for a capital value of £450.00 and gross yearly income of £18.00
  - 2) 5% Preference Shares in Newcastle and Gateshead Water Company, capital value £375.00, gross yearly income £18.15 (further and up to date information to be obtained from Finance)
- The Council will deal with the formalities of closing its interest in the debentures
- In order to dissolve this charity, the Council as trustee are required to pass a resolution under s.281 of the Charities Act 2011 to remove the restriction - that the fund ought to be freed from the restrictions with respect to expenditure of capital that apply to it.
- A s.281 resolution cannot be applied to any functional land or property to remove the restriction – as far as the Council is aware this does not relate to functional land
- Estimated sums: £32,400.56

### **Poors Land**

- This is not a charity registered with the Charities Commission
- Purpose: The yearly income is to be applied for the ‘benefit of the poor of the Ancient Township of Blackburn generally, or of deserving and necessitous persons resident therein’ Amongst other things listed in the Governing Document the trustees are encouraged to spend on any dispensary, infirmary, hospital, home etc., contribute towards the provision of nurses, traveling expenses of patients, cost of outfit for under 21s if entering into a trade, proper care and supervision for poor persons for temporary charge of air or special protection or treatment, supply of clothing bedding for the sick, food or other articles etc.
- Change the purpose of the charity to “support homelessness and the poor of the Borough”
- The charity is holding 2 interests in land:-
- Land known as Southworth Green Farm, at Mellor; and Lang House Farm, at Yate Bank, Blackburn. The interest in the land is classed as ‘permanent endowment’ and a resolution would need to be made under s.281 of the Charities Act 2011 to remove the restriction prior to transfer of any funds.
- An internet search and also a Land Registry map search show that Lang House Farm, Yate and Pickup no longer exists and the land has been sold on and in private ownership.
- A Land Registry search has revealed that Southworth Green Farm still exists however the land is unregistered so there are no details of ownership. It is presumed that the Council does not own this land. The land is outside the boundary of Blackburn with Darwen. The Council will make further enquiries in respect of ownership of land which will be reported to a future Executive Board
- Estimated sums: £3,336.52



The Council supports a range of services in the local community and transferring money from a dormant charity account to support local services reflects the Council's objectives of improving health and wellbeing of all persons in our community.

## **6. FINANCIAL IMPLICATIONS**

There are no direct financial costs to the proposals to transfer money from a dormant account to a local charity as set out in the report, other than internal officer time and resources.

## **7. LEGAL IMPLICATIONS**

The Council as trustees have the power to amend the purpose of the charity to a similar purpose provided a charity has an income of less than £10,000 in the last financial year and does not hold any functional land or property. In relation to charities registered with the Charities Commission, once the 'purpose' of a charity has been amended the trustees must inform the Charities Commission. Additionally once the funds have been transferred the trustees must inform the Charities Commission the Charities Commission so that it can be removed from the register of Charities.

In relation to charities not registered with the Charities Commission, there is no requirement to inform the Charities Commission.

As these charities hold 'permanent endowments' the Council as trustees need to pass a resolution under s.281 of the Charities Act 2011 to remove the restriction prior to transfer. S.281 provides that the charity trustees may resolve that the fund ought to be freed from the restrictions with respect to expenditure of capital that apply to it, and that the purpose can be carried out more effectively if the capital can be expended as well as the income, rather than just the income.

A section 281 resolution cannot be applied to any functional land or property to remove the restriction. As far as the Council is concerned the charities are not holding any functional land or property.

In disposing of a charity's funds the Council must be mindful to its ethos as a charity and ensure that there is transparency.

Any transfer of funds will be subject to consultation and discussion with the receiving charity and also checking the activity of the receiving charity and work history.

All existing debts and liabilities will need to be cleared before the remaining assets are transferred.

## **8. RESOURCE IMPLICATIONS**

The legal processes required will be funded from within existing resources and once completed the transfer will result in a small resources utilisation saving within the Financial Services Team which is factored into the current restructuring programme.

## **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 has been undertaken with the Charities Commission.

## 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.

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>David Fairclough and Rabia Saghir</b>
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<b>DATE:</b>	July 2018
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<b>BACKGROUND PAPER:</b>	Review of Charities Accounts.
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## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Resources
<b>LEAD OFFICERS:</b>	Director of Finance and Customer Services
<b>DATE:</b>	9 August 2018

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

**SUBJECT: CORPORATE REVENUE BUDGET MONITORING REPORT QUARTER 1 - 2018/19**

### 1. EXECUTIVE SUMMARY

To report the overall revenue financial position of the Council, highlighting any significant issues and explaining variations in the first quarter of the financial year.

### 2. RECOMMENDATIONS

The Executive Board is asked to approve:

- the portfolio cash limit adjustments outlined in Appendix 1.
- the Earmarked reserves position shown in Appendix 2
- the variations to revenue expenditure, as listed in Section 6, giving rise to a balance of £5.935 million in the unallocated General Fund revenue reserve.

### 3. BACKGROUND

All portfolios are required to examine their revenue budget position on a monthly basis. Regular reports are submitted to Executive Board for review along with a final report, detailing the financial outturn position.

### 4. KEY ISSUES & RISKS

a) Actual revenue expenditure at 30<sup>th</sup> June 2018 in relation to cash limited budgets across all portfolios was £22.045 million, which is 19.68% of the current budget. Further details relating to the financial position of each portfolio are outlined in Section 6.

b) Subject to Executive Board approval of the proposed adjustments, General Fund unallocated reserves are £5.935 million at 30<sup>th</sup> June 2018 compared to the minimum level of unallocated reserves agreed at Finance Council in February 2018 of £4.0 million.

c) Based on the information currently available, Earmarked Reserves available for discretionary use within the Council are £12.334 million at 30<sup>th</sup> June 2018 compared with a balance of £13.107 million at 31<sup>st</sup> March 2018, with a further £12.593 million of 'Other Reserves' held mainly in relation to

schools.

## **5. POLICY IMPLICATIONS**

The information contained within the report accords with the three year budget forecast within the Medium Term Financial Strategy 2018-21, as approved at Finance Council on 26<sup>th</sup> February 2018.

## **6. FINANCIAL IMPLICATIONS**

### **6.1 CASH LIMITS AND REVENUE EXPENDITURE**

#### **6.1.1 Revenue Budget Overview**

In light of the Local Government Finance Settlement for 2018/19 and the financial constraints on the authority, the Leader and the Executive Members continue to work with Officers to review the allocation and use of resources including continued review of all expenditure and income budgets, of contractual commitments and property holdings and the implementation of savings plans, set within the context of the Council's statutory responsibilities and corporate priorities.

A balanced budget for 2018/19 was approved at Finance Council on 26<sup>th</sup> February 2018. This was predicated on estimates and assumptions that are not without risk;

- Risk that the forecast and provisions for demand are outstripped
- Risk that the expected income streams are not realised
- Risk that the use of strategic reserves may not be possible

These pressures, savings and risks will be continuously monitored throughout the financial year and reported to Executive Board.

#### **6.1.2 Performance Against Cash Limits**

Appendix 1 details the portfolio cash limits approved by the Executive Board in February 2018 together with the details of the adjustments recommended to the Board for approval in this report. These include:

- budget virements (transfers) between portfolios
- transfers from Earmarked reserves to support spending on specific schemes for which these reserves were established
- transfers from Unallocated reserves to support budget pressures
- transfers from contingencies
- transfers from Earmarked reserves in respect of grants / contributions and other budgets approved for carry forward from 2017/18

The principle issues for each portfolio at the end of the first quarter of the year are as follows:

#### **Health & Adult Social Care**

At this relatively early stage in the year, on the basis of the information available and current demand levels, spend for the Adult Social Care portfolio in 2018/19 is anticipated to be around £485k over budget. Early monitoring indicates increased demand pressures in the area of external commissioning budgets which is a continuation of the significant pressures the portfolio faced in 2017/18 due to increased activity and the increased cost of care packages.

The majority of these pressures were mitigated last year by the agreed allocation from the Improved Better Care Fund (iBCF), along with transfers from the Social Care Demand reserve and contingency held within the 2017/18 budget for inflationary cost pressures. In 2018/19 however, the iBCF allocation and funding for inflation have already been included within the base budget for the portfolio

to address the increasing demand and increased costs of care arising from the National Living Wage.

Detailed reviews of all budget lines are undertaken throughout the year and the impact of fluctuating demand will be monitored. It should be noted, however, that the current forecast does not make any provision for the financial risk and financial impact of;

- transitions from Children's to Adult Services,
- Transforming Care service users discharged from hospital or
- short term costs arising from the implementation phase of our newly developed supported living schemes and Extra Care schemes.

The forecast does however include transfer of £600,000 from the original Better Care Fund (BCF) contingency budget as agreed at the Joint Commissioning and Recommendations Group (JCRG) which oversees the allocation and monitoring of the Better Care Fund resources.

## **Public Health**

Public Health is projected to breakeven in 2018/19 based on the position at the end of the first quarter of the year. The Executive Board is asked to approve the transfer of £215,500 from the Public Health Grant brought forward from 2017/18 within Earmarked reserves to meet budget commitments in the year. In addition, the budgets have now been re-profiled and £425,600 can be released from within the specific element of the 2018/19 contingency budget established for this purpose.

## **Children's Services, Schools and Education**

In 2017/18 the Children's Services portfolio continued to face mounting cost pressures due to increasing social work caseloads in respect of vulnerable children, combined with increasing expenditure on commissioned placements and special guardianship orders. Placement costs significantly increased during the course of 2017/18 predominantly due to changes in the complexity of need for individual children and young people. To address this additional funding was provided in the 2018/19 portfolio budget, and in particular placement services budgets.

The position at the end of quarter 1 is a projected overspend of £776,500 against the cash limited budget. At this early stage of the year it is based on current levels of demand which may fluctuate during the year and pressures on the SEN Transport budget.

The portfolio is currently investigating numerous options to offset the identified cost pressures and in order to contain the full extent of financial pressures that may arise during the year.

## **Dedicated Schools Grant / Schools Block**

As agreed at Finance Council funding has been included in the Children's Services baseline budget to fund the costs of 0-25 year olds complex, high needs and transition cases. The movement in reserves reflects this adjustment.

## **Environment**

The portfolio has highlighted significant cost pressures in relation to waste (£237k) and a shortfall on income (£563k). The income shortfall is non-recurring however and will be addressed as new car parks (e.g. Old Bank Lane and the Brown Street extension) come on line during the financial year. Options to reduce the in-year pressure are currently being developed.

## **Leisure, Culture and Young People**

Cost pressures of £738k across the Leisure Centres and Pools have been identified. Whilst £255k of these pressures are non-recurring, (i.e. those relating to Shadsworth Leisure Centre, Daisyfield Pools and Witton Car Park lighting), the remaining £483k are from staffing and running costs at Blackburn, Witton and Darwen Leisure Centres. Options to address these ongoing pressures are currently under consideration.

### Neighbourhoods & Prevention

The portfolio has identified cost pressures of £194,000 arising from potential shortfalls in income in respect of the renewal of the Employability & Health contract, CCTV and temporary housing accommodation. The portfolio is currently looking at options to negate the impact of these pressures including investigation of alternative income streams and rebasing the current income targets.

Approval is sought to transfer £110,000 from unallocated reserves to fund expenditure in respect of the social integration programme across the Council.

### Regeneration

Maintenance of the highways and pot hole repairs, following the extended winter that continued into the new financial year, have given rise to a £310k cost pressure on the Regeneration budgets. In addition, running costs and income shortfalls on the Markets have added a further £280k to this. However action has been taken to mitigate most of these pressures through savings identified and by the re-alignment of budgets; as such the portfolio is currently predicting to break even position by the year end.

### Resources

The portfolio has identified cost pressures for the year which it is working hard to contain including pressures on the Legal Services budget from the increase in the number of childcare legal cases, and other prosecutions, and to offset the slippage in delivering the final portfolio contributions to the savings programme from the Finance Team. A number of actions are underway to offset this.

### 6.2 General Fund Unallocated Reserves

	£'000
Unallocated reserves as per the 2017/18 Outturn Executive Board Report (July 2018)	6,055
Transfers from Unallocated reserves	
To Neighbourhoods and Prevention for social integration	(110)
To Resources portfolio	(10)
Transfers to Unallocated reserves	
Balance on Unallocated General Fund reserves at 30 June 2018	5,935

### 6.3 Earmarked reserves

Taking account of the adjustments highlighted at Appendix 2, the level of Earmarked reserves held for discretionary use by the Council at 30<sup>th</sup> June 2018 is will decrease to £12.334 million compared with £13.107 million as at 31<sup>st</sup> March 2018.

<b>Summary of movement</b>	<b>£'000</b>
<b>Balance of reserves at 31<sup>st</sup> March 2018 (as reported to Executive Board in July 2018)</b>	<b>13,107</b>
Release to portfolios of grants and budgets carried forward from 2017/18 into 2018/19 (incl in Appendix 1)	(743)
Your Call Volunteers – King Georges Hall	(2)
Better Care Fund	(23)
Sc 106 - Chapeltown Play Area	(3)
Sc 106 – Spring Vale Gardens	(2)
<b>Balance of reserves at 30<sup>th</sup> June 2018</b>	<b>12,334</b>

Other Earmarked reserves, held largely in respect of schools, are £12.593 million.

Details of the requested application of reserves are outlined in Section 6.1.2 of the report (above) and in Appendices 1 and 2.

## **7. LEGAL IMPLICATIONS**

The Council has a duty to ensure it can deliver a balanced budget. The Local Government Act 2003 imposes a duty on an authority to monitor its budgets during the year and consider what action to take if a potential deterioration is identified.

## **8. RESOURCE IMPLICATIONS**

None.

## **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**

Not applicable.

## **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.

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**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.

<b>VERSION:</b>	<b>V1</b>
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<b>CONTACT OFFICER:</b>	<b>Simon Ross (Ext 5569) Julie Jewson (Ext 5893)</b>
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<b>DATE:</b>	31st July 2018
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<b>BACKGROUND PAPER:</b>	N/A
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	Health & Adult Social Care	Children's Services	Environment	Leisure, Culture & Young People	Neighbourhood & Prevention Services	Regeneration	Resources	Schools & Education (Non-DSG)	Schools & Education (DSG)	TOTAL
	£	£	£	£	£	£	£	£	£	£
<b>Controllable Budget Approved at Finance Council February 2018</b>	49,122,700	24,448,800	7,854,400	3,223,900	863,600	8,132,800	15,338,100	3,931,700	(641,000)	<b>112,275,000</b>
<b>Transfers between portfolios:</b>										
Young People's Services		1,104,500		(1,104,500)						0
Wellbeing Service				(47,500)	47,500					0
Road Safety			(50,000)		50,000					0
Disclouse & Barring Service Centralisation of budgets	(14,100)	(54,700)	(4,600)	(5,500.00)	(3,300)	(900)	105,400	(22,300)		0
Policy Planning and Performance savings target	(80,000)	80,000								0
<b>Transfers (to)/from earmarked reserves</b>										
S106 Chapeltown Play Area			2,900							2,900
King Georges Hall - Your Call				2,000						2,000
Better Care Fund	22,700									22,700
										0
<b>Transfers (to)/from unallocated reserves</b>										
Heat Network Development Unit					110,000					110,000
Social Integration							9,600			9,600
<b>Release of 2018/19 Contingency</b>										
Reduction in Public Health Grant	(391,000)									(391,000)
Realignment of Public Health budgets	(34,600)									(34,600)
										0
<b>Release of Grants and contributions brought forward from 2017/18</b>										
Night time noise carried forward			4,000							4,000
Community Hygiene received in 17/18 carried forward			2,500							2,500
Arts council Funding - museum & arts project				28,900						28,900
British Museum Grant - Museum & Arts Project				9,600						9,600
Victoria & Albert Museum grant				15,400						15,400
Museum & Schools Grant				5,000						5,000
Clinical Commissioning Group - Macmillan				15,400						15,400
Troubled Families - Targeted Youth Support				26,000						26,000
Blackburn Museum - LCC				3,000						3,000
Central Participation Blackburn Youth Zone				10,000						10,000
NCS grant - Positive Activities				14,000						14,000
NCS grant - Kentmere				6,000						6,000
Found in Blackburn HLF Grant				13,500						13,500
Darwen Cultrual Hub Arts Council Funding				9,200						9,200
Transforming Lives					46,500					46,500
BwD Trailblazer					115,800					115,800
Migration Fund					56,900					56,900
Communities Fund					38,100					38,100
Talk English					4,600					4,600
Overhauling Data					41,200					41,200
Dovetail					7,000					7,000
Prevent					16,600					16,600
S106 Spring Vale Garden					2,000					2,000
Delivery Support Fund Grant		28,200								28,200
Local family offer ambassador grant		10,000								10,000
Public Health Grant	215,500									215,500
<b>Revised Controllable Budget as at 30th June 2018</b>	<b>48,841,200</b>	<b>25,616,800</b>	<b>7,809,200</b>	<b>2,224,400</b>	<b>1,396,500</b>	<b>8,131,900</b>	<b>15,453,100</b>	<b>3,909,400</b>	<b>(641,000)</b>	<b>112,741,500</b>

	Balance at 31 Mar 2018 As reported to Exec Board July 2018	Requested Transfers to/(from) earmarked reserves		Balance at 30 June 2018 Q1
		Release of grants and contributions b/wd from 17/18	Utilisation of reserves	
	£000	£000	£000	£000
Welfare, council tax and business rates reforms				
Welfare and council tax reforms	268			268
Investment in assets and infrastructure				
Office Accommodation and property improvements	867			867
Highways winter maintenance	24			24
Redevelopment of Blackburn Markets site	200		(200)	0
Support for the Local Plan	0		200	200
Flood Defence	77			77
Support for Other Resources and Transformation projects				
Legal Advice Reserve	105			105
Partnerships & Transformation	80		(2)	78
Insurance risk investment fund	43			43
Support for People Services				
Troubled Families	262			262
YOT partnership	154			154
Music Services	117			117
Disabled Facilities Grants	289			289
Future Demand Pressures	1,583			1,583
Better Care Fund	395		(23)	372
Schools Improvement (SSIF)	124			124
Support for Place Services				
Investment to support business rates growth	370			370
Place Shaping Investment Reserve	250			250
Contingent sums to support future downsizing and transformation programmes				
Review of services provided by strategic partnership	57			57
Support for future redundancy costs	1,410			1,410
Support for part year effect of future savings plans	1,242			1,242
Digital Programme (reallocated from the ICT Revenue Projects reserve)	1,059			1,059
Amounts b/wd from previous year(s) in respect of unspent grants and contributions				
Transformation Challenge Award	64			64
SEN / SEND Reform Grant /SEND Prep for Empl	336			336
Public Health Grant	215	(215)		0
Transforming Lives	37			37
DCLG Grant Housing Advisor Post	15			15
Delivery Support Fund	28	(28)		0
Local Family Offer Ambassador Grant	10	(10)		0
Found in Blackburn - HLF grant	14	(14)		0
Darwen Cultural Hub - Arts Council funding	9	(9)		0
Arts Council grant funding - Museum & Arts Project	29	(29)		0
British Museum grant - Museum & Arts Project	10	(10)		0
Victoria & Albert Museum grant - Museum & Arts Project	15	(15)		0
Museum & Schools grant - Arts Council Funding	5	(5)		0
Clinical Commissioning Group grant - MacMillan	15	(15)		0
Troubled Families grant - Targetted Youth Support	26	(26)		0
NCS grant - Positive Activities	14	(14)		0
NCS grant - Kentmere	6	(6)		0
Transforming Lives	46	(46)		0
BWD Trailblazer	116	(116)		0
Migration Fund	57	(57)		0
Communities Fund	38	(38)		0
Talk English	5	(5)		0
Overhauling Data grant	41	(41)		0
Dovetail	7	(7)		0
Prevent	17	(17)		0
Local Plan Review grant - Growth Team	30			30
One Public Estate grant	556			556
Electoral Grant	57			57
Linking Network funding	7			7
DCLG Transparency Code New Burdens	13			13

	Balance at 31 Mar 2018	Requested Transfers to/(from) earmarked reserves		Balance at 30 June 2018
	As reported to Exec Board July 2018	Release of grants and contributions b fwd from 17/18	Utilisation of reserves	Q1
	£000	£000	£000	£000
Amounts committed in future year budgets/MTFS				
Night Time Noise Service budget carry over - contrib from other Local Authorities	4	(4)		0
Community Hygiene - Land Charge receipt in wrong year	3	(3)		0
Blackburn Museum - Lancashire County Council	3	(3)		0
Central Participation - Blackburn Youth Zone	10	(10)		0
Budget carry over for implementation of Concerto (Property system)	20			20
Budget carry over for Intack Depot driveway	10			10
CCTV Hub carry forward	52			52
Development Investment Fund (Capital)	101			101
Reserves held for specified non discretionary purposes				
Developers Contributions (S106 Income)	688		(5)	683
Future Maintenance of Wainwright Bridge	506			506
Highways claims anticipated for years up to current year but not yet received	611			611
Art Acquisitions Fund	15			15
W. Ferrier Bequest (for museum re Kathleen Ferrier)	20			20
Allowance for contingent liabilities (e.g. MMI)	250			250
<b>TOTAL EARMARKED RESERVES FOR DISCRETIONARY USE</b>	<b>13,107</b>	<b>(743)</b>	<b>(30)</b>	<b>12,334</b>
<b>Other Earmarked Reserves</b>				
Reserves held in respect of joint arrangements and charitable bodies				
Darwen Market Traders Association	2			2
Joint Building Control Account	209			209
Turton Tower Charity	52			52
LSCB Safeguarding Partners Fund	148			148
Reserves held in relation to schools				
Dedicated Schools Grant - Surplus	8,731		(2,201)	6,530
LMS Schools Balances	5,652			5,652
<b>TOTAL 'OTHER EARMARKED' RESERVES</b>	<b>14,794</b>	<b>0</b>	<b>(2,201)</b>	<b>12,593</b>
<b>TOTAL EARMARKED RESERVES</b>	<b>27,901</b>	<b>(743)</b>	<b>(2,231)</b>	<b>24,927</b>
<b>UNALLOCATED RESERVES</b>	<b>6,055</b>	<b>(120)</b>		<b>5,935</b>

## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Resources
<b>LEAD OFFICERS:</b>	Director of Finance and Customer Services
<b>DATE:</b>	9 <sup>th</sup> August 2018

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

**SUBJECT: CORPORATE CAPITAL BUDGET AND BALANCE SHEET MONITORING REPORT 2018/19 – Quarter 1 (3 months to 30th June 2018)**

### 1. EXECUTIVE SUMMARY

To report the overall financial position of the Council in respect of the capital programme as at 30<sup>th</sup> June 2018, highlighting key issues and explaining variations in the first 3 months of the financial year.

### 2. RECOMMENDATIONS

The Executive Board is asked;

- to approve the revised capital programme as per Appendix 1,
- to approve the variations to the programme shown in Appendix 2

### 3. BACKGROUND

All portfolios are required to examine their capital budget position on a monthly basis.

### 4. KEY ISSUES & RISKS

a) The projected aggregate cost of the Council’s capital investment programme for 2018/19 has now increased from £25.844 million, as approved by Finance Council on 26<sup>th</sup> February 2018, to £37.066 million. The net variation of £11.222 million (detailed in Appendix 2) reflects;

- requested variations to the programme following the finalisation of the outturn position for 2017/18 (£4.398million) and
- variations made to reflect the approval of schemes during the first quarter of the year (£6.824million).

b) As at 30<sup>th</sup> June 2018, the capital expenditure across the portfolios was £1.958 million (5.28% of the current, revised projected spend).

c) The estimate of capital receipts expected in 2018/19 is £2.729 million; to date £325,000 has been received.

### 5. POLICY IMPLICATIONS

The information contained within the report accords with the capital strategy and the three year budget forecast within the Medium Term Financial Strategy 2018-21, as approved at Finance Council on 26<sup>th</sup> February 2018.

## **6. FINANCIAL IMPLICATIONS**

### **6.1 CAPITAL PROGRAMME**

The variations in projected spend and resource availability for 2018/19 are summarised by portfolio in Appendix 1. Variations in spending are set out in Appendix 2.

The capital programme for 2018/19 has increased by £11.222 million in the first quarter; £4.398 million of this relates to the slippage reported in the 2017/18 outturn report presented to Executive Board in July. The other main points to note are as follows:

#### **6.1.1 Environment**

##### Brown Street Car Park Extension

Brown Street car park opened in November 2016 and is now the busiest flat surface, pay and display car park operated by the Council. There is a demand for additional parking permits on the site however, the Council has not been able to meet this demand as it would impact on the pay and display customers who use the car park. Approval was given for an extension at Executive Board in February 2018 at a cost of £100,000,

The works were tendered through the framework and the contract was awarded to the lowest priced tender. The approved tendered cost for the scheme, including fees, is £160,000. Approval is therefore sought to add this scheme to the capital programme at the increased cost of £160,000. Income generated from the additional car parking spaces will be used to cover the costs of the scheme.

#### **6.1.2 Regeneration**

##### Transport schemes

The variations reported in both the current and the future years' programme reflect the latest position reported in the Transport Plan 2018/19 that was approved at Executive Board in March 2018 for the following capital schemes:

- Local Transport Plan
- Growth Deal 3 (Pennine Gateways)
- Darwen East Corridor

As reported to Executive Board on 5<sup>th</sup> July 2018, a further virement of £750,000 has been included in the future years programme in respect of the Reel Cinema Scheme to fund the required public realm works in Jubilee Square.

##### Birch Hall Avenue Diversion

Further grant of £78,000 has been secured from the Environment Agency to complete the drainage works at Birch Hall Avenue. Approval is sought to increase the capital programme by this amount.

##### Reel Cinema Scheme

At Executive Board on 5<sup>th</sup> July 2018 approval was granted to increase the current scheme by £3.5 million. £2.75 million of the increase is required to cover the undercroft car park and infrastructure works and this will be funded by main programme borrowing. A further £750,000 has been vired from

the future years Local Transport Plan programme to cover the costs of the public realm works on Jubilee Square.

#### Land Release Fund

The Ministry for Housing, Communities and Local Government has approved the bid for Land Release Grant Funding at three sites in the Borough. The grant funding totals £737,000 and approval is sought to add this to the Capital programme.

#### Milking Lane

At the Executive Board in July, approval was received for the Council to invest in a Special Purpose Vehicle (SPV) as a minority shareholder, alongside a local developer (who will be the majority shareholder), for the purposes of acquiring and preparing the site for development and for disposing of the land in parcels to 3<sup>rd</sup> parties for development.

Approval is sought to add £500,000 to the programme in respect of this scheme.

### **6.1.3 Resources**

#### Corporate ICT - Desktop Refresh

This scheme relates to the replacement of all corporate devices; the majority of end user devices are now between 4 and 6 years old and are not covered under warranty, with many of them having reached the point where they are no longer fit for purpose and are costing the Council time and money in maintenance. As we move forward with different technologies, the necessity to ensure our workforce is suitably equipped with flexible IT solutions becomes greater. In January 2020 Windows 7 will no longer be supported, making it imperative that the Local Authority upgrades to Windows 10. The scheme was approved at Executive Board in June 2018 and is estimated to cost £1.875 million. Approval is now sought to formally add this scheme to the capital programme.

#### Corporate ICT Replacement Infrastructure

It has been approximately five years since the last overhaul of the core infrastructure and subsequently there are several areas of the existing infrastructure that are due to be renewed or replaced, with the majority required within the current financial year. There will be further works required over the next five years to further maintain and/or enhance the existing infrastructure however the areas to be addressed in the current financial year include;

- Internal Firewalls
- WiFi
- Virtual platform and storage
- Netscalers
- Lync/Skype for business
- Citrix Server Farm

This scheme was approved at Executive Board in June 2018 and is estimated to cost £950,000 in 2018/19; approval is now sought to formally add this scheme to the capital programme.

### **6.1.4 Schools and Education**

A request is made to add the variations detailed in Appendix 2 to the Capital Programme. These schemes were approved at the Executive Board meeting in April 2018.

### **6.2 CAPITAL RECEIPTS**

Actual capital receipts at the end of June 2018 were £325,000; all of these receipts will be utilised in support of the Minimum Revenue Provision.

## 6.3 BALANCE SHEET POSITION

### 6.3.1 Overview

Good balance sheet management assists in the effective use and control over the Council's assets and liabilities. Key assets comprise the Council's tangible fixed assets, debtors, investments and bank balances. Key liabilities include long and short-term borrowing, creditors and reserves.

### 6.3.2 Non-current Assets

Tangible non-current assets include property, plant and equipment held by the Council for use in the production or supply of goods and services, for rental to others or for administrative purposes. Property assets are the responsibility of the Resources portfolio. One fifth of all assets are re-valued every year, and annual reviews are undertaken to establish whether any impairment or other adjustments need to be applied. New assets, and enhancements to existing assets, are managed by way of the capital programme, as reported in Appendix 1.

### 6.3.3 Borrowing and Investments

Long term borrowing requirements flow from the capital programme. Regular dialogue and meetings take place between the Director of Finance and Customer Services, her staff and the Council's independent Treasury consultants Arlingclose, and options for optimising borrowing requirements are actively reviewed.

The Council has continued its strategy of financing capital expenditure through short term borrowing whilst interest rates have remained low; the last long term borrowing arrangements were put in to place over three years ago. Interest rates are now starting to increase slightly beyond the levels anticipated in setting the 2018/19 budget; this may increase costs for the Council. Projections indicate that there may be an additional £110,000 in borrowing costs, which may increase if interest rates or borrowing needs increase by more than that currently expected or, if it is determined that it is more prudent in the medium term to take more long term borrowing.

Lancashire County Council's latest forecast for debt interest charges on debt owed to them arising from the reorganisation 20 years ago, has resulted in a £33,000 saving compared to our original budget.

The current borrowing and investment position is as follows:

	Amounts at 30/06/2018 £'000	Amounts at 31/03/2018 £'000
Short term borrowing	69,000	85,000
Long term borrowing	122,100	125,300
Transferred debt re Local Government Re-Organisation	15,400	15,400
Recognition of debt re PFI arrangements	66,400	66,800
Investments made by the Council	21,400	33,700

The totals include the debt recognised on the balance sheet as a result of accounting adjustments in

respect of bringing the BSF school buildings in to use which are financed through PFI arrangements. These adjustments are made to ensure that the Council's effective control over, and use of, these assets is recognised with corresponding adjustments to the debt. These changes do not add to the costs faced by the Council Tax payer as the actual capital costs for these schools form part of the ongoing stream of payments made to the PFI contractor (which are in turn largely offset by PFI grant funding from the Government).

### 6.3.4 Debtors

The Council has a corporate debt policy as well as other specific policies for the management of debt in the key areas of council tax, business rates and housing benefit overpayments. The table below summarises the collection performance of the various categories of debt and the total outstanding debt in the respective areas at a single point in time, i.e. 30<sup>th</sup> June 2018. The table also shows the corresponding level of debt at the same point in the last financial year.

	Position at 30/06/18	Position at 30/06/17
<b>Council tax</b>		
Current year arrears (£000)	44,518	40,664
Previous year arrears (£000)	10,267	9,514
<b>Total Council tax arrears</b>	<b>54,785</b>	<b>50,178</b>
Collection rates	25.5%	27.88%
<b>Business rates</b>		
Current year arrears (£000)	31,838	33,530
Previous year arrears (£000)	3,066	3,254
<b>Total Business rates arrears</b>	<b>34,904</b>	<b>36,784</b>
Collection rates	31.4%	29.7%
<b>Housing Benefit</b>		
Overpayments balances (£000)	2,408	2,744

## 7. LEGAL IMPLICATIONS

The Council has a duty to ensure it can deliver a balanced budget. The Local Government Act 2003 imposes a duty on an authority to monitor its budgets during the year and consider what action to take if a potential deterioration is identified.

## 8. RESOURCE IMPLICATIONS

None.

## 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 Member and Board Members need to consider the EIA



associated with this item in advance of making the decision. *(insert EIA attachment)*

## 10. CONSULTATIONS

None

## 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.

<b>VERSION:</b>	<b>V2</b>
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<b>CONTACT OFFICER:</b>	<b>Gaynor Simons (Ext 5635) Julie Jewson (Ext 5893)</b>
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<b>DATE:</b>	24 <sup>th</sup> July 2018
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<b>BACKGROUND PAPER:</b>	N/A
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## Overall Capital Monitoring 2018/19

	2018/19					2019/20 and Future Years			
	Approved Programme 2018/19	Requested Variations (following outturn and portfolio changes)	Requested Variations (See Appendix 2)	Total Variations	Revised 2018/19 Capital Programme as at 30th June 2018	Approved Programme 2018/19 and future Years	Requested Variations (following outturn and portfolio changes)	Requested Variations (See Appendix 2)	Revised Future Capital Programme as at 30th June 2018
	(Finance Council) £'000	£'000	£'000	£'000	£'000	(Finance Council) £'000	£'000	£'000	£'000
<b>Costs</b>									
Health & Adult Social Care	2,018	607	0	607	2,625	5,640	0	0	5,640
Children's Services	563	301	0	301	864	900	0	0	900
Environment	300	272	160	432	732	0	0	0	0
Leisure, Culture & Young People	0	123	0	123	123	0	0	0	0
Neighbourhood and Prevention Services	0	0	0	0	0	0	0	0	0
Regeneration	17,254	550	2,650	3,200	20,454	25,041	0	1,592	26,633
Resources	3,496	377	2,719	3,096	6,592	4,550	0	106	4,656
Schools & Education	2,213	2,168	1,295	3,463	5,676	0	0	0	0
<b>Total Predicted Expenditure</b>	<b>25,844</b>	<b>4,398</b>	<b>6,824</b>	<b>11,222</b>	<b>37,066</b>	<b>36,131</b>		<b>1,698</b>	<b>37,829</b>
<b>Resources</b>									
- Department for Communities & Local Government	0	0	737	737	737	0	0	0	0
- Department for Education	2,426	2,310	1,295	3,605	6,031	0	0	0	0
- Department for Energy & Climate Change	0	20	0	20	20	0	0	0	0
- Department for Transport	3,799	0	161	161	3,960	8,098	0	0	8,098
- Disabled Facilities Grants	1,661	403	0	403	2,064	4,983	0	0	4,983
- Other Grants	855	288	78	366	1,221	813	0	0	813
<b>Government Grants</b>	<b>8,741</b>	<b>3,021</b>	<b>2,271</b>	<b>5,292</b>	<b>14,033</b>	<b>13,894</b>	<b>0</b>	<b>0</b>	<b>13,894</b>
Unsupported Borrowing	9,889	1,252	4,399	5,651	15,540	11,266	0	1,676	12,942
External Contributions	6,714	187	(6)	181	6,895	10,971	0	22	10,993
Revenue Contributions	500	(62)	160	98	598	0	0	0	0
<b>Total Resources</b>	<b>25,844</b>	<b>4,398</b>	<b>6,824</b>	<b>11,222</b>	<b>37,066</b>	<b>36,131</b>		<b>1,698</b>	<b>37,829</b>
<b>Difference</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Earmarked Schemes</b>									
Corporate ICT	3,000	(250)	(2,750)	(3,000)	0	3,500	0	(75)	3,425
Corporate Property Investment	1,500	50	0	50	1,550	2,000	0	0	2,000
Vehicles (funded from capital or leased)	700	0	0	0	700	250	0	0	250
	<b>5,200</b>	<b>(200)</b>	<b>(2,750)</b>	<b>(2,950)</b>	<b>2,250</b>	<b>5,750</b>	<b>0</b>	<b>(75)</b>	<b>5,675</b>

**Scheme variations to 2018/19 Capital Programme**

	Capital Programme Schemes by Finance Council on 26th February 2018 £ 000	Programme Adjustments following outturn 2017/18 as per Executive Board July 2018 £ 000	Requested Variations £ 000	Total Capital Programme at 30 June 2018 £ 000	Approved Programme 19/20 and Future Years Finance Council 26th February 2018 £'000	Programme Adjustments following outturn 2017/18 as per Executive Board July 2018 £'000	Slippage to/from future years/ Reprofitting of Budget £'000	Requested Variations £'000	Total Programme 18/19 and Future Years £'000
<b>Health &amp; Adult Social Care</b>									
Disabled Facilities Grant	1,858	599	-	2,457	4,974	-	-	-	4,974
Telecare Project	160	8	-	168	480	-	-	-	480
Riverside Heights Extra Care Scheme Site (formerly Shorey Bank)	-	-	-	-	186	-	-	-	186
	<b>2,018</b>	<b>607</b>	<b>-</b>	<b>2,625</b>	<b>5,640</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>5,640</b>
<b>Children's Services</b>									
Disabled Facilities Grant	300	112	-	412	900	-	-	-	900
Two Year Old Grant	263	-	-	263	-	-	-	-	0
Audley Children's Centre Early Years	-	-	-	-	-	-	-	-	0
Little Harwood Children's Centre	-	-	-	-	-	-	-	-	0
Longshaw Nursery School	-	189	-	189	-	-	-	-	0
	<b>563</b>	<b>301</b>	<b>-</b>	<b>864</b>	<b>900</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>900</b>
<b>Environment</b>									
Old Bank Lane Car Park	300	269	-	569	-	-	-	-	-
Pleasington Cemetary	-	3	-	3	-	-	-	-	-
Brown street Car Park Extension	-	-	160	160	-	-	-	-	-
	<b>300</b>	<b>272</b>	<b>160</b>	<b>732</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Leisure, Culture &amp; Young People</b>									
Darwen Leisure Centre	-	9	-	9	-	-	-	-	-
Waves Demolition	-	6	-	6	-	-	-	-	-
Woodridge Playing Fields	-	37	-	37	-	-	-	-	-
Blakeys Air Conditioning	-	71	-	71	-	-	-	-	-
	<b>0</b>	<b>123</b>	<b>0</b>	<b>123</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Regeneration</b>									
Assistance to Industry	150	29	-	179	450	-	-	-	450
Cathedral Quarter Development	-	100	-	100	-	-	-	-	-
Cathedral Quarter Office Block Fit Out	10	41	-	51	-	-	-	-	-
Darwen 3 Day Market	1,550	(96)	-	1,454	-	-	-	-	-
Blakey Moor	1,372	75	-	1,447	2,025	-	-	-	2,025
Local Transport Plan	3,537	-	(213)	3,324	6,865	-	(1,066)	-	5,799
National Productivity Investment Fund - Fabric Borders	950	-	-	950	1,950	-	-	-	1,950
Growth Deal 3 (Pennine Gateways)	3,256	-	559	3,815	9,944	-	(509)	-	9,435
Darwen East Corridor	2,332	-	(191)	2,141	57	-	847	-	904
Bury Fold Brook	-	15	-	15	-	-	-	-	-
Granvill Rd/Westland Ave Flood Study	-	183	-	183	-	-	-	-	-
Birch Hall Ave diversion appraisal	-	4	78	82	-	-	-	-	-
Livesey Branch Rd Culvert	-	27	-	27	-	-	-	-	-
Bank Top and Griffin Clearance	300	145	-	445	-	-	-	-	-
Group Repair (Inner NW/InnerSE/Darwen)	-	3	-	3	-	-	-	-	-
Insulation for Hard to Treat Properties	-	23	-	23	-	-	-	-	-
Neighbourhood Intervention Fund	560	12	-	572	-	-	-	-	-
Equity Loans	87	-	-	87	-	-	-	-	-
Empty Homes Cluster	440	20	-	460	-	-	-	-	-
Other Acquisition costs	10	-	-	10	-	-	-	-	-
DECC Central Heating Fund	-	20	-	20	-	-	-	-	-
Affordable Homes Funding	200	(200)	-	-	-	-	-	-	-
Development Investment Fund	-	101	-	101	-	-	-	-	-
Capacity Funding	50	36	-	86	-	-	-	-	-
Reel Cinema	2,450	12	1,180	3,642	3,750	-	2,320	-	6,070
Land Release Fund	-	-	737	737	-	-	-	-	-
Milking Lane	-	-	500	500	-	-	-	-	-
	<b>17,254</b>	<b>550</b>	<b>2,650</b>	<b>20,454</b>	<b>25,041</b>	<b>-</b>	<b>1,592</b>	<b>-</b>	<b>26,633</b>
<b>Resources</b>									
Corporate ICT - Monitor & Management, service systems & op software, infrastructure	30	13	-	43	-	-	-	-	-
Corporate ICT - Public Access	150	39	-	189	-	-	-	-	-
Corporate ICT - WAN Connectivity	70	20	-	90	-	-	-	-	-
Corporate ICT - Digitisation of Planning Service	-	41	-	41	-	-	-	-	-
Corporate ICT - Finance System	-	38	-	38	-	-	-	-	-
Corporate ICT - Microsoft EA	9	210	(106)	113	-	-	106	-	106
Corporate ICT - Digitisation of Registrars	20	(1)	-	19	-	-	-	-	-
Corporate ICT - Desktop Refresh	-	-	1,875	1,875	-	-	-	-	-
Corporate ICT - Core Infrastructure Programme	-	-	950	950	-	-	-	-	-
Corporate ICT - Ticketing System KGH/DLT	27	-	-	27	-	-	-	-	-
Corporate ICT - Legal Services Case Management System	168	-	-	168	-	-	-	-	-
Carbon Management Plan	159	1	-	160	-	-	-	-	-

