

# Public Document Pack

## Health & Wellbeing Board

Monday, 28th March, 2022

5.30 pm

Meeting Room A, Floor 2, Blackburn Town Hall

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### AGENDA

**1. Welcome and Apologies**

To welcome those present to the meeting and to receive any apologies for absence.

**2. Declarations of Interest**

To receive any declarations of interest on items on the agenda.

**Declarations of Interest**

**4**

**3. Minutes of the Meeting held on 30th November 2021**

To approve as a correct record the minutes of the meeting held on 30<sup>th</sup> November 2021 and to discuss any matters arising.

**Minutes of meeting - 30th November 2021**

**5 - 10**

**4. Public Questions**

To receive any questions from Members of the Public.

**5. Better Care Fund**

For the Board to receive a presentation from Katherine White, Deputy Director Adult Social Care.

**6. Mental Health Prevention Concordat**

For the Board to receive a paper on the Prevention Concordat from Fran Riley, Public Health Development Manager.

**Mental Health Prevention Concordat Paper  
Blackburn with Darwen Prevention Concordat  
Submission**

**11 - 51**

**Mental Wellbeing and Inequalities Framework v0.6  
Prevention Concordat Consensus statement - confirm  
our agreement  
Prevention Concordat EIA Checklist  
Terms of Reference**

**Information Only Items**

**7. Health Equity Commission Update**

The Board will receive a verbal update from Tammy Boyce, Lancashire and South Cumbria HEC, and Howerd Booth, Regional Programme Manager.

**8. Healthwatch BwD Update**

The Board will receive a presentation from Sarah Johns, Chief Officer, Heathwatch BwD.

**9. Safer Roads Strategy**

For the Board to receive a paper on the Safer Road Strategy 2022-2026 from Iona Lyell, Public Health Speciality Registrar.

**Safer Roads Paper**

**52 - 176**

**Safer Roads Strategy**

**Appendix 1 for Safer Roads Strategy**

**Appendix 2 for Safer Roads Action Plan**

**Appendix 3 for Eat Well Move More Strategy**

**Appendix 4 for Walking & Cycling Plan**

**Appendix 5 for Climate Emergency Action Plan**

**Appendix 6 for Zero Lancashire**

**Safer Roads Strategy EIA Checklist**

**10. Sport England - Together a Healthier Future**

The Board will receive a verbal update from Richard Brown, Head of Neighbourhoods, Wellbeing and Prevention.

**11. Any Other Business**

- ***Topic of development session discussion item – indicative date and time TBC post elections***
- ***Proposed Items for Next meeting:-***
  - Child Death Overview Panel Annual Report

- Mental Wellbeing and Inequalities framework
- Public Health Annual Report
- Start Well Annual Update
- Pharmaceutical Needs Assessment

➤ ***Date and Time of next meeting***

21<sup>st</sup> June 2022, 5.30pm

Date Published: 18<sup>th</sup> March 2022  
Denise Park, Chief Executive

## DECLARATIONS OF INTEREST IN ITEMS ON THIS AGENDA

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

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

MEETING:

DATE:

AGENDA ITEM NO.:

DESCRIPTION (BRIEF):

NATURE OF INTEREST:

DISCLOSABLE PECUNIARY/OTHER (delete as appropriate)

SIGNED :

PRINT NAME:

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





**BLACKBURN WITH DARWEN HEALTH AND WELLBEING BOARD  
MINUTES OF A MEETING HELD ON TUESDAY, 30<sup>TH</sup> NOVEMBER 2021**

**PRESENT:**

<b>Councillors</b>	Councillor Mohammed Khan
	Councillor Julie Gunn
	Councillor Damian Talbot
<b>ELHT</b>	Arif Patel
<b>Clinical Commissioning Group (CCG)</b>	Roger Parr
	Samantha Wallace
<b>Health Watch</b>	Sarah Johns
<b>Voluntary Sector</b>	Dilwara Ali
	Vicky Shepherd
<b>Council</b>	Dominic Harrison
	Sayyed Osman
	Gifford Kerr
	Jo Siddle
	Susan Kalvenas
	Katherine White
	Laura Wharton

**1. Welcome and Apologies**

The Chair welcomed everyone to the meeting. Apologies were received on behalf of Martin Hodgson, Graham Burgess, Tony McDonald, Jayne Ivory, and Angela Allen.

**2. Declarations of Interest**

There were no Declarations of Interest received.

**3. Minutes of the Meeting held on 2<sup>nd</sup> September 2021**

The minutes of the previous meeting held on 2<sup>nd</sup> September 2021 were submitted.

**RESOLVED** – That the minutes submitted be agreed as a correct record.

**4. Public Questions**

The Chair informed the Board that a public question had been received from Mr Keith Murray regarding the health care provision for Livesey Parish since a large scale housing development would see over 2000 new homes built within the parish, by 2028. Mr Murray was also interested to know the size and scope of the new facilities and how local they

would be given it was the Council's intention to encourage walking.

Councillor Khan provided the response to Mr Keith Murray and advised that the Council's most relevant framework for developing an appropriate local response was the new Local Plan, which was currently in development and due for consideration by the Council in January, prior to a final round of public consultation. As part of the Local Plan work, the Council were engaging with infrastructure delivery partners on housing growth forecasts to better understand associated infrastructure needs, including health facilities, linked to the Borough's expected growth priorities.

Councillor Khan informed Mr Murray that the work was reported in the Council's Infrastructure Delivery Plan (IDP) - the latest Plan was published in January 2021. However, since then, the CCG had identified a number of opportunities and strategic responses. These would be detailed within the final draft Local Plan which will be considered in January.

In addition, the Health and Wellbeing Board was responsible for preparing the Pharmacy Needs Assessment (PNA), which identified whether current pharmacy service provision met the needs of the local population and considered whether there were any gaps in service delivery. An updated PNA would be published in October 2022.

## **5. Pharmaceutical Services Consolidations and Notifications**

The Board received a report on practice relating to responding to Pharmacy consolidations and other notifications when received from NHS England.

The Board heard that the Local Government had taken on a new role when Public Health transferred from the NHS in April 2013, including the production of a Pharmacy Needs Assessment (PNA). The PNA aimed to identify whether current pharmacy service provision met the needs of the local population and consider whether there were any gaps in service delivery.

Gifford informed the Board that the PNA was used by NHS England in its determination as to whether to approve applications to join the pharmaceutical list under The National Health Service (Pharmaceutical and Local Pharmaceutical Services) Regulations 2013.

The Health and Wellbeing Board had a statutory duty to respond to NHS England when they received applications to consolidate pharmaceutical services. Notifications of other changes to pharmaceutical services were also sent to the Health and Wellbeing Board, but did not require a statutory response.

The report contained within the agenda outlined the proposed process for responding to consolidation applications.

**RESOLVED** – That the Board agree the update on procedure.

## **6. Better Care Fund Planning Requirements 2021/22**

Samantha Wallace provided the Board with a presentation on the Better Care Fund. The purpose of the update was to provide Board members with an overview of the Better Care Fund national requirements and to provide a finance summary update.

The Board heard that on the 30<sup>th</sup> September 2021, the National Better Care Fund (BCF) Planning Requirements 2021-22 was published and set out the requirements of the planning process.

Samantha provided the Board with a broad overview of the financial budget summary 2021/22, outlining the core funding and informing the Board that the overall BCF budget was £25,858,448.

The Board was provided with an overview of the BCF Planning documents and heard that the narrative plan focussed on what work was being done and what it meant. The narrative plan reflected how commissioners would implement a joined-up approach to integrated person-centred services across health, care, housing and wider public services. Samantha also informed the Board that the BCF planning template was a summary of financial expenditure and would reflect planned and current investment and progress against schemes.

As part of the BCF Planning, the BCF Policy Framework set out four national metrics that needed to be included in 2021-22 plans. The Board heard that the Framework retained two existing metrics and introduced two new metrics, as set out below:-

- Metric 1: Long Term support needs of older people (aged 65 and over) met by admission to residential and nursing care homes, per 100,00 pop
- Metric 2: Proportion of older people (65 and over) who were still at home 91 days after discharged from hospital into reablement/rehab services
- Metric 3: Unplanned hospitalisation for chronic ambulatory care sensitive conditions (Avoidable admissions)
- Metric 4: Discharge Indicator set

Samantha informed the Board that Blackburn with Darwen's BCF Narrative Plan would support the financial and metrics planning template and would include sections on 6 key areas. Collaborative engagement with a range of partners and stakeholders to develop the report had taken place and approval of the plan had been gained from the Chair of the Health and Wellbeing Board at a meeting on the 11<sup>th</sup> November 2021. The deadline for submission of the final plan and completed planning templates was 16<sup>th</sup> November 2021.

Feedback from the National BCF Team was anticipated to arrive early December 2021.

Sayyed Osman thanked Samantha and the team on the piece work.

**RESOLVED** – That the Board note the presentation.

## **7. Disabled Facilities Grant (DFG) Update**

Katherine White and Susan Kalvenas provided the Board with an update on the Disabled Facilities Grant.

The Board heard that since 2017/18 the DFG had been included within the BCF pooled budget with BwD CCG and that the spending of the DFG remained a function undertaken by the Council. The DFG was allocated each year directly to the Council as a specific S31 Capital Grant and as such was reported through the Council's capital monitoring process in addition to reporting through the BCF. The Board noted that there was flexibility for spending of the DFG programme between financial years.

Katherine informed the Board that there had been a positive financial recovery from the disruption of the coronavirus pandemic in this financial year, however as national restrictions were in place in the first quarter this had a cause and effect on throughout. As the pandemic continued, 'business as usual' grant spend would not be realised until the

22/23 financial year. The Board heard that the budget for this financial year was £2,129,743.00 and in addition funding was carried forward from the last financial year which had been added to this year, making £3,716,790.00 available, which was split between Adults and Children's Adaptions and the Adults Telecare Service. The significant underspend in the financial year 20/21 was a direct result of the pandemic and this was reported in detail at the last meeting.

The Board looked at the predicted DFG commitment for 21/22 and was informed the spend was a conservative estimate with a potential opportunity to increase the totals. The inflated budget for this year had resulted in the opportunity to continue to improve services and the Board heard how the additional funds had been best utilised.

In conclusion the Board heard that the overall financial position heading into next year was a positive one, in spite of the demands the past two years had brought.

**RESOLVED** – That the Board note the presentation.

## **8. Health Equity Commission**

Dominic Harrison provided a verbal update to the Board on the Health Equity Commission. The Board heard that further to Lancashire and Cumbria committing to forming a Health Inequalities Commission, work was now underway in reviewing health inequalities and action to address these across the sub-region.

Throughout November information gathering had taken place, with themed workshops being held with local Government, Health providers and the wider NHS, the Voluntary, Community, Faith and Social Enterprise sector all attending. Feedback from the Blackburn with Darwen Health and Wellbeing Board development session held on 8<sup>th</sup> November was presented to the Health Equity Commission by Dominic Harrison and Cllr Khan on 29<sup>th</sup> November.

All of the data and research collected had now been submitted and will be synthesised by the University College London. It is anticipated that the findings would be reported back early next year, along with any recommendations.

**RESOLVED** – That the Board note the update.

## **9. Healthwatch BwD Update**

Sarah Johns attended the meeting to provide an update on Healthwatch.

### **Residential Care Enter and View programme**

The Board heard that visits to care homes focussed on key themes such as environment, care, nutrition and activities, designed to gather information on residents overall experience of living at the home. Three care homes had recently been rated based on observations and feedback from residents, families and staff. The Board was informed that all reports were published on Healthwatch website and shared with Healthwatch England, CQC, Adult Social Care and the Pennine Care Sector team.

### **Youth Engagement in Health and Social Care**

The Board heard that Healthwatch BwD had lead on a partnership group with young people about the Mental Health Trailblazer in schools programme to ensure it was meeting their needs.

Sarah informed the Board that a consultation was currently being carried out with young

people about the 0-19 service to help shape the school nurse programme.

The Board were also informed that the young people's panel had co-designed a new look for the paediatrics ward which was more young person friendly.

In addition, a new member of staff had been recruited to lead on engagement with young people and develop a Young Inspectors version on Enter and Views.

### **Residents' Experiences of Long Covid**

The Board were informed that engagement with residents had been ongoing, to better understand their experiences of long covid and the support they have gained. The Board looked at the feedback and resident's experiences and noted the following:-

- 62% did not have a long term health condition before having Covid
- 64% have not been clinically diagnosed with long Covid
- 95% still experiencing symptoms of long Covid with half of respondents experiencing these for 10 months+
- 28% of respondents did not feel that they could manage their symptoms through self care
- Symptoms experienced are incredibly varied and extend much beyond fatigue, breathlessness and loss of smell/taste
- Half of respondents had accessed support from their GP with little knowledge of other support services available to them.

### **Uptake of physio sessions at Barbara Castle Way**

Sarah informed the Board that Healthwatch BwD had been working with the Physiotherapy Team at Barbara Castle Way, to look at the seated and standing exercise classes being delivered in the Borough in order to understand the reason why "Did Not Attend" rates were higher for the seated classes as opposed to the standing classes; understand why the re-referral rates back to the seated class were higher than the standing class and to gain a better understanding of the needs of the cohort of patients attending both classes to enable a patient led service design. The recommendations which were highlighted in the presentation, were fed back after engagement with participants.

### **Information and Signposting**

The Board heard that Healthwatch BwD continued to receive high levels of calls and emails from residents asking for advice and guidance around access to health and social care services. Queries related to access to NHS dentists, poor communication from GP surgeries and treatment and care in hospital. The Board were informed that Healthwatch BwD was looking to expand information and signposting provisions with a new post taking the lead on this work.

### **Healthwatch Together Engagement**

Sarah informed the Board of a number of projects that had been carried out in partnership with Healthwatch Blackpool, Cumbria and Lancashire. Currently, engagement was being carried out in the Emergency Department at Royal Blackburn and the Urgent Treatment Centre in Burnley to understand the winter pressures and help shape future campaigns to signpost patients to alternative support.

In concluding the presentation, Sarah informed the Board of the 2022/2023 work plan which included carrying out engagement with residents to understand their health and social care priorities. Sarah also asked Members of the Board to share their priorities and how Healthwatch BwD could support these.

**RESOLVED** – That the Board note the update.

**10. Oral Health Strategy Update**

The Board received a report which provided members with an update on the Oral Health Strategy. The report gave an overview of the approach, the strategy and the action plan to improve the oral health of children, vulnerable adults, and the elderly who live in supported living or in care homes, across Blackburn with Darwen.

Background information was highlighted in the report and the action plan and strategy were included within the agenda pack.

**RESOLVED** – That the Board note the contents of the strategy and the recommendations in the action plan and approve the oral health improvement strategy.

**11. Eat Well, Move More, Shape Up Strategy**

Sayed informed the Board that the Strategy would now be known as Eat Well, Move More Strategy.

The Board received a report which provided members with an update on the Eat Well, Move More Strategy.

Background information was highlighted in the report and the strategy was included within the agenda pack.

**RESOLVED** – That the Board;

- Note the key issues and challenges related to access to good food and physical activity across Blackburn with Darwen and acknowledge the opportunities to support COVID recovery and tackle health inequalities;
- Acknowledge and support the need for wider system change and cross sector leadership buy in and continue to champion the collaborative work already in place; and
- Approve the refreshed, three year ‘Eat Well Move More’ Strategy

**12. Any Other Business**

**Development Session – 26<sup>th</sup> January 2022**

The Board discussed the Development Session being held on 26<sup>th</sup> January and agreed that an item on Mental Health and Wellbeing be added to the agenda.

**RESOLVED** – That Mental Health and Wellbeing be added to the agenda for the Development Session taking place on 26<sup>th</sup> January 2022.

Signed.....

Chair of the meeting at which the Minutes were signed

Date.....

# Agenda Item 6

## HEALTH AND WELLBEING BOARD



<b>TO:</b>	Health and Wellbeing Board
<b>FROM:</b>	Director of Public Health
<b>DATE:</b>	21 <sup>st</sup> February 2022

**SUBJECT: Blackburn With Darwen Prevention Concordat – 12 month Mental Wellbeing Action Plan**

### 1. PURPOSE

To brief members of the Health and Wellbeing Board on the BwD Prevention Concordat action plan.

This is a 12 month, mental wellbeing action plan that was required by the Office of Health Improvement and Disparities, (OHID) as a condition of the non-recurrent Better Mental Health Grant Funding. The Concordat is OHID's prevention and promotion framework for better mental health designed for local systems. There is a specific focus on tackling mental health inequality.

[Prevention Concordat for Better Mental Health - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

### 2. RECOMMENDATIONS FOR THE HEALTH & WELLBEING BOARD

- To note the contents of the National Prevention Concordat for Better Mental Health and sign/confirm our agreement to the consensus statement of the National Prevention Concordat
- To approve BwD's Prevention Concordat Commitment Action Plan (as set out in BwD's Prevention Concordat Submission)
- To instruct officers to return the approved action plan and signed consensus statement to the OHID for approval to enable BwD to be recognised as a Prevention Concordat signatory (and listed as such on the "Prevention concordat for Better Mental health" webpage)"

### 3. BACKGROUND

#### 3.1 The Mental Health and Inequalities Steering Group formed in August 2021:

To improve the mental wellbeing of the population with a focus on addressing inequalities, taking a life course approach, using evidence, data and local insights.

To provide strategic leadership and coordination of mental wellbeing programmes, initiatives and services to maximise and target resources to improve the equity of mental wellbeing outcomes

#### With the objectives:

- Work towards OHID's Prevention Concordat for Better Mental Health for All. Including the development and oversight of the action plan
- To development, implement and monitor the Mental Wellbeing & Inequalities framework for BwD

- To receive mental wellbeing programme updates from partners to inform evaluation, impact and recommendations for further action
- To ensure residents and service users are involved in the planning, delivery and evaluation of mental wellbeing programme
- Discuss the data and findings from the “[Beyond Imagination Life Survey](#)” from 1,500 Blackburn with Darwen residents, through a wellbeing lens and provide recommendations.
- To also consider other pieces of work such as the ICS Mental Health Transformation, and the development of the Pennine Lancs ICP to help our place based thinking.

### **3.2 The Prevention Concordat approach:**

- Focuses on prevention and the wider determinants of mental health to impact positively on the NHS and social care system by enabling early help through the use of upstream interventions.
- Supports joint cross-sectoral action to deliver an increased focus on the prevention of mental health problems and the promotion of good mental health at the local level drawing on the expertise of people with lived experience of mental health problems, and the wider community
- Encourages collaborative work across organisational boundaries and disciplines to secure place-based improvements that are tailored to local needs and assets
- Builds the capacity and capability across our workforce to prevent mental health.

## **4. RATIONALE**

Pre-Covid, mental health problems were responsible for over a fifth of the burden of disease in England costing over £105 billion. This burden is expected to increase due to the impact of COVID-19.

COVID-19 has been recognised as a public mental health emergency that exacerbates existing mental health inequalities with differential impacts on a wide range of vulnerable groups. It requires multiple responses over an extended time-frame.

Self-reported mental health and wellbeing worsened during the pandemic and remains worse than pre-pandemic levels.

People with Severe Mental Illness (SMI) are more likely to be susceptible to risk and outcomes of COVID-19.

Prevention of mental ill-health, protection and promotion of better mental health and wellbeing is part of an emergency response.

## **5. KEY ISSUES**



Blackburn with Darwen residents have suffered the highest proportion of Covid cases in the UK. BwD has had long periods of local and national restrictions, so the impact on the mental wellbeing of residents and the workforce is well recognised.

Even before covid, the estimated Blackburn with Darwen prevalence for common mental health disorders was high, in both the over 65 age group (12% compared to 10.2% nationally) and 16 and over population (19.9% compared to 16.9% nationally). Common mental disorders include depression and anxiety ([Public Health Outcomes Framework - PHE](#))

In terms of deprivation the Department for Communities and Local Government published [Index of Multiple Deprivation](#) indicates that some area of Blackburn are in the top 10% most deprived in England.

Blackburn with Darwen is a relatively deprived borough, and the health of people in the borough lags behind the England average on a range of indicators. Life expectancy rates for the borough remain below national levels. [Public-health-annual-report-2018-19-1.2.pdf \(blackburn.gov.uk\)](#)

The COVID-19 pandemic has highlighted the health inequalities within our communities in Blackburn with Darwen. Those living in the most deprived areas are more susceptible to the effects of COVID-19 and this further widens the health inequality gap.

## **6. POLICY IMPLICATIONS**

The Prevention Concordat advocates for the creation of a system which supports improved equity of access to mental wellbeing services and increased opportunities for all communities within BwD to have better mental health.

A review of the Suicide Prevention policy will be required to ensure that this embedded.

Also the approval and ratification of the Mental Wellbeing and Inequalities Framework (developed by the Mental Health and Inequalities steering group and output of What Works for Wellbeing support received in 2021) would be recommended.

## **7. FINANCIAL IMPLICATIONS**

None. All interventions/ activities have already been funded through either (BwD) Public Health funds or the Better Mental Health Grant (OHID).

## **8. LEGAL IMPLICATIONS**

This proposal will help improve one of the Council's eight corporate priorities (2019-2023) being: "Reducing health inequalities and improving health outcomes"

## **9. RESOURCE IMPLICATIONS**

A Mental Health and Inequalities Steering group has been formed, which includes elected member representation, regional representation from OHID and will be facilitated by the Public Health Team. It will oversee the Prevention Concordat action plan.

## **10. EQUALITY AND HEALTH IMPLICATIONS**

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

By taking the approach outlined in the Prevention Concordat, we aim to take a system wide approach to support the mental wellbeing of everyone in Blackburn with Darwen. Through each of the strands of work we will work to target those with greatest need.

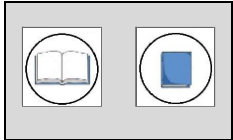
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**11. CONSULTATIONS**

- **Mental Wellbeing and Inequalities Steering Group** made up of local partners to shape the development of the Prevention Concordat and ensure that we are addressing the social and economic disadvantages in Blackburn With Darwen.
- **The Health and Wellbeing Board Development Session** on Mental Wellbeing (Jan 2022.) This was to ensure a clear vision for prevention and promotion of better mental health across the partnership.

<b>VERSION:</b>	<b>0.1</b>
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<b>CONTACT OFFICER:</b>	Frances Riley (Public Health Development Manager)
<b>DATE:</b>	21/02/22
<b>BACKGROUND PAPER:</b>	<ul style="list-style-type: none"><li>• Prevention Concordat Submission Document</li><li>• Mental Health and Inequalities Framework</li><li>• <a href="https://publishing.service.gov.uk">Prevention Concordat for Better Mental Health: Planning Resource Infographic (publishing.service.gov.uk)</a></li><li>• TOR of the Mental Health and Inequalities Steering Group</li></ul>





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## Prevention Concordat for Better Mental Health: Commitment level

### Information required from signatories to the Consensus Statement

We are delighted that you are interested in becoming a signatory to the [Prevention Concordat for Better Mental Health Consensus Statement](#). You will be joining a number of organisations who have committed to working together to prevent mental health problems and promote good mental health through local and national action.

### The Prevention Concordat Commitment level registration process

**Step 1.** Complete a first draft of your Prevention Concordat Commitment action plan using the template below and send it to [publicmentalhealth@phe.gov.uk](mailto:publicmentalhealth@phe.gov.uk).

*(Attach any supporting documents that you may want to share)*

**Step 2.** Your PHE regional lead will contact you to arrange an informal conversation and give feedback on your proposed plan.

**Step 3.** Make any changes to your action plan based on feedback.

**Step 4:** Once your application is complete you will need to obtain the signature of your most senior leader or Chief Executive Officer for formal approval of your plan.

**Step 5.** E-mail your final submission to [publicmentalhealth@phe.gov.uk](mailto:publicmentalhealth@phe.gov.uk)

**Step 6.** The national Public Mental Health team will review your application and will be in touch with the result within 2-4 weeks of the submission date.

**Step 7:** Following this, the national team will dispatch a certificate to the lead contact for your organisation.

**Step 8:** The national team will follow up progress after 12 months. New aspects of the programme to provide support and progression for existing signatories will be developed in 2021.



## Section 1 - Registration form

*Please note: If you are signing up on behalf of a partnership, e.g. health and wellbeing board, integrated care system, sustainability and transformation partnership or another type of partnership, please provide name, email, telephone number and job title of all the lead officers. Add additional columns as needed.*

<b>Lead contact name</b>	Mohammed Khan
<b>Lead contact details</b>	Email: mohammed.khan@blackburn.gov.uk Telephone number: 01254 585222
<b>Job title of lead officer</b>	Leader of the Council
<b>Name of organisation / partnership.</b>	Health and Wellbeing Board
<b>Local authority/region</b>	Blackburn with Darwen Borough Council
<b>Post code</b>	BB1 7DY
<b>Weblink</b>	<a href="#">Blackburn with Darwen Borough Council</a>
<b>Twitter handle</b>	@blackburndarwen @BWDPH
<b>Organisation or Partnership</b>	Health and Wellbeing Board
<b>Please tell us more about your organisation's work</b> (no more than 150 words)  <a href="#">Blackburn with Darwen Joint Health and Wellbeing Strategy 2018-21</a>	<p>Blackburn with Darwen has a history of successful partnership and integrated working to improve health and wellbeing.</p> <p>The Health and Wellbeing Board is made up of Councillors, Clinical Commissioning Group (CCG) members, Council Chief Officers, Healthwatch representatives along with delegates from the voluntary and community sector. The Board became a statutory group in April 2013.</p> <p>The Board has a duty to oversee and ensure the delivery of local health outcomes and drive service integration across the NHS, local government and non-NHS sectors and to ensure continued integration of all public services to achieve this.</p>



	<p>The aims of the Board are:</p> <ul style="list-style-type: none"> <li>• to provide local accountability for improved health and wellbeing and health equity outcomes for the communities of Blackburn with Darwen</li> <li>• to promote integration and partnership working between the NHS, social care, public health and other local services</li> <li>• to improve local democratic accountability</li> </ul>
<b>Please list any partners you are working with</b>	<b>Please give a lead contact name and email for each member of the partnership</b>
Spring North	Angela.allen@springnorth.org.uk
BwD Healthy Living	D.Ali@bwdhl.org.uk
East Lancashire Hospital Trust	Tony.Mcdonald@elht.nhs.uk
HealthWatch BwD	sarahjohns@healthwatchbwd.co.uk
Age UK BwD	Vicky.shepherd@ageukbwd.org.uk
Cllr for BwD Council	Damian.Talbot@blackburn.gov.uk
Director of Public Health for BwD Council	Dominic.Harrison@blackburn.gov.uk
Strategic Director of Children's and Education Services for BwD Council	Jayne.Ivory@Blackburn.gov.uk
Cllr for BwD Council	John.Slater@blackburn.gov.uk
BwD Healthy Living	J.Davidson@bwdhl.org.uk
Strategic Director of Adult Services for BwD Council	Sayyed.Osman@Blackburn.gov.uk
Age UK BwD	Tara.poole@ageukbwd.org.uk
East Lancashire Hospital Trust	Martin.Hodgson@elht.nhs.uk
Blackburn with Darwen CCG	Graham.burgess1@nhs.net
Cllr for BwD Council	Mustafa.Desai@blackburn.gov.uk
Leader of BwD Council	Mohammed.khan@blackburn.gov.uk
Cllr for BwD Council	Julie.Gunn@blackburn.gov.uk



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## Section 2 – Action Plan

The Prevention Concordat for Better Mental Health is based on [the five-domain framework for local action](#). Please describe what you are planning to commit to in the **next 12 months** for your organisation/area using the form below. Please take into account the mental health impacts of COVID-19 when completing this action plan.


*(See the question prompts to support completion of this section).*

<p><b>Background Information</b></p>	<p>Blackburn with Darwen residents have suffered the highest proportion of Covid cases in the UK. BwD has had long periods of local and national restrictions, so the impact on the mental wellbeing of residents and the workforce is well recognised.</p> <p>Even before covid, the estimated Blackburn with Darwen prevalence for common mental health disorders was high, in both the over 65 age group (12% compared to 10.2% nationally) and 16 and over population (19.9% compared to 16.9% nationally). Common mental disorders include depression and anxiety (<a href="#">Public Health Outcomes Framework - PHE</a>)</p> <p>In terms of deprivation the Department for Communities and Local Government published <a href="#">Index of Multiple Deprivation</a> indicates that some area of Blackburn are in the top 10% most deprived in England.</p> <p>Blackburn with Darwen is a relatively deprived borough, and the health of people in the borough lags behind the England average on a range of indicators. Life expectancy rates for the borough remain below national levels. <a href="#">Public-health-annual-report-2018-19-1.2.pdf (blackburn.gov.uk)</a></p>
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# Public Health England

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Domain	Proposed actions	Lead	Timeframe
<p><b>1. Understanding local need and assets</b></p> <p><b>Prompts</b></p> <p>Are you undertaking or are you planning a mental health needs assessment that takes prevention of mental-ill health and promotion of wellbeing into account?</p> <ul style="list-style-type: none"> <li>How will you collect and analyse quantitative and</li> </ul>	<p><b>Mental Health and Inequalities Framework</b></p>  <p>Mental Wellbeing and Inequalities Fram</p> <p>BwD Public Health Team have developed a Wellbeing and Inequalities Framework to inform policy. The aim of the Wellbeing and Inequalities Framework is to address inequalities by providing a guide for policy makers and council workers to ensure equity of services and resources to reach an equal 'high standard' outcome for all residents.</p> <p>The framework will highlight the prevalence of the characteristics of the people with the lowest levels of mental wellbeing in BWD based on national evidence, (<a href="https://whatworkswellbeing.org/">https://whatworkswellbeing.org/</a>) and will consider protective characteristics. We will also consider the compounding impact of Covid19 on these different groups.</p> <p>Our framework is about to go to our Health and Wellbeing Board and our actions will be to develop an implementation plan, to ensure the framework is embedded within all partnership organisations. We would like offer the opportunity for local organisations /or departments within the council to work through the framework, in order to ensure that the framework is intuitive.</p>	<p>PH Specialist working on Mental Health and Suicide Prevention (not in post currently) and Frances Riley, PH Development Manager</p>	<p>June 2022</p>



<p><i>qualitative data?</i></p> <ul style="list-style-type: none"> <li>How will you engage with local communities to map assets which can protect and promote mental health and wellbeing?</li> <li>How will (or does) your needs assessment take account of Covid19's disproportionate impact on</li> </ul>	<p><b>Residents Survey</b></p> <p>Over the Summer 2021, data has been collected for the “Beyond Imagination Life Survey” from 1,500 Blackburn with Darwen residents. Questions within the survey include the ONS4 and WEMWEBS. A copy of the survey questions can be found below. We will use this data, as a mental health need assessment of BwD and will develop an action plan, based on the needs of our local community. An analysis of the results will be taken to the Council Health Wellbeing Sub-groups, community groups. We will engage with local communities to share the analysis of the</p> <p style="text-align: right;"> 2130 MUQ v5 260521_FINAL QUESTI</p>	PH Specialist working on Mental Health and Suicide Prevention (not in post currently) and Frances Riley, PH Development Manager	September 2022
	<p><b>ARC Data Internship</b></p> <p>A member of the Council’s Public Health Team will be undertaking a Data Internship with Applied Research Collaboration NW Coast. The internship will use data collected through the Residents Survey, and analyse it through a wellbeing lens to inform the Wellbeing and Inequalities framework and future strategy.</p>	Frances Riley	December 2022






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<p><b>different groups?</b></p> <ul style="list-style-type: none"> <li>▪</li> </ul>	<p>The project would be to actually test the wellbeing evidence against the self-reported wellbeing of the residents of Blackburn with Darwen. What does the evidence tell us that wellbeing looks like and what does it look like to residents in BwD?</p> <p>There is an interest also in the relationship between mental health / wellbeing and demographic / other variables in the survey. To look at questions around what is driving / correlates with the lower or higher levels of wellbeing in the borough and potentially, how this relates to intelligence from the larger scale national surveys.</p> <div data-bbox="862 794 922 853" data-label="Image"></div> <p>Data Internship Project Proposal.docx</p> <p>Project Proposal embedded:</p>		
	<p><b>BMH Grant</b></p> <p>PH team at BwD have 3 projects through the BMH Grant. Each project has been chosen to meet the mental health needs of a particular target group. The Better Mental Health Grants looks at those disproportionately affected by Covid. A proportion of the funds awarded, is to pay for an evaluation of the projects.</p> <p>The evaluation will consider whether the mental health needs of the target group (12 – 34 yrs olds) are being met by the projects, whether the projects can be rolled out at scale and whether the projects are acceptable to participants. The completed evaluation will provide us with real direction and shape future delivery of public health mental health services.</p>	<p>PH Specialist working on Mental Health and Suicide Prevention (not in post currently) and Frances Riley, PH Development Manager</p>	<p>July 2022</p>



	<p>The evaluation is to be completed by the end of June for submission to OHID.</p> <p style="text-align: center;"> Blackburn with Darwen EOI - PHE Pre</p> <p>Expression of Interested embedded:</p>		
	<p><b>Older People</b></p> <p>National and local engagement and research by Age UK tells us that the most significant impacts on older people from Covid are <i>'Disconnection from social circles/ community - loneliness and isolation, fear and anxiety.'</i></p> <p>Loneliness is prevalent in Lancashire – for example BwD Local Authority is ranked 39<sup>th</sup> out of all LA, with an estimated 2127 people over 65 who are lonely.</p> <p>Loneliness increases risk of death by 26% Loneliness puts individuals at greater risk of cognitive decline and dementia Lonely individuals are more prone to depression Loneliness and low social interaction are predictive of suicide in older age Loneliness and isolation are associated with poorer cognitive function among older adults <a href="#">(Risk to health   Campaign to End Loneliness)</a></p> <p>In BwD we need to understand the uptake of our mental wellbeing offer by older people and break down any barriers they face trying to access these services. We need to embed positive mental health and wellbeing messages into support services that older people will</p>	<p>Age Well Lead for Public Health Team (Beth Wolfenden and Frances Riley)</p>	<p>September 2022</p>



	<p>generally access, to ensure we are getting those messages across. Identifying these services and the points of life at which they are accessed, will be crucial. Eg. When finishing work, giving up driving, diagnosis of a physical health condition. We need to increase awareness with delivery partners so that they can tailor their sessions to meet the needs of older people.</p>		
	<p><b>Help Hub Data</b></p> <p>The Help Hub (all ages) continues to provide support for those needing help with finance, benefits and debt management, mental health support, wellbeing and loneliness, learning, training and employment, getting online and using technology access to food and essentials. This is a partnership between the Council, Age UK, Blackburn Foodbank, Carers Service, Care Network, CANW, Refresh, Lancashire Women, Pharmacies and Shelter.</p> <p>We will use data from the Help Hub to identify and target activities to at risk and socioeconomically deprived groups including ethnic communities. We will identify and target individuals and families via a population health management approach.</p>	<p>Michelle Rutherford, from BwD Neighbourhoods, Wellbeing and Prevention service and Frances Riley, PH Development Manager</p>	<p>December 2022</p>
	<p><b>Community Champions</b></p> <p>Covid Community Champions recruited from diverse communities to work with their communities takes into account Covid19's disproportionate impact on different groups.</p>	<p>Muddassir Shah from BwD Neighbourhoods, Wellbeing and Prevention service and Frances Riley,</p>	<p>September 2022</p>



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	<p>We will work with the Covid Champions, to provide them with information and mental health and suicide prevention training (where suitable) so they are able to provide support and signpost others within their communities to the help they might need.</p>	<p>PH Development Manager</p>	
	<p><b>Whole School Approach Audit Tool</b></p> <p>BwD Public Health team is working in partnership with local partners including Educational Psychology and the Mental Health Support Teams (supported by the Anna Freud Link Programme) to develop a shared action plan to support the mental health and wellbeing of children and young people.</p> <p>As part of this work, a self-assessment audit tool, based on 8 core principles, is being developed for schools and settings working with CYP in order to identify areas of need and to develop meaningful action plans.</p> <p>The use of data in reporting outcomes for CYP across the system is a key area of focus for which a working party is currently being established.</p>	<p>Charlotte Pickles PH Development Manager</p>	<p>June 2022</p>
	<p><b>School Health Needs Assessment</b></p> <p>In BwD, parents of reception pupils, Y6 and Y9 pupils are asked to complete an online questionnaire about a range of health related issues. The School Health Needs Assessment provides a rich data set for health professionals, for schools and for public health. There are a number of questions directly related to mental health and wellbeing and the results enable our partner services to follow up directly with pupils, to inform school development plans and to influence local commissioning directly related to identified need.</p>	<p>Charlotte Pickles PH Development Manager</p>	<p>Jan 2023</p>



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	We intend to use this rich data-source more effectively, engaging with the ideas of children and young people themselves as we strive to address the emerging trends and needs.		
Domain	Proposed actions	Lead	Timeframe
<p><b>2. Working together prompts</b></p> <ul style="list-style-type: none"> <li>▪ Are you collaborating with other organisations (e.g.: local employers, voluntary sector, other public sector - e.g.: NHS/local authorities, emergency services?)</li> <li>▪ Are you working collaboratively</li> </ul>	<p>Around the Mental Health and Wellbeing and Suicide Prevention agenda, Blackburn with Darwen's Public Health team works collaboratively with many organisations as they understand this is the best way to make use of our collective resources.</p> <p>Maintaining relationships with key organisations that are situated in BwD is integral to building a model for MH and wellbeing that is sustainable over the longer term and is inclusive of more than increased workforce capacity (although that is important).</p> <p>We work with both internal and external partners on the following ongoing pieces of work:</p> <ul style="list-style-type: none"> <li>• <b>Better Mental Health Grant</b> – Delivery of these projects are all by external partners. (Papyrus, Re-Aligned Futures, Lancashire Mind, Shelter.) Projects will be brought together to form an alliance of BMH projects in BwD. Steering Groups have been set up for all three projects.</li> <li>• <b>Mental Wellbeing and Inequalities Framework</b> (mentioned above) - Partners have been brought together to form a steering group to shape and act as a sounding board for the framework. Partners include VCFS partners, local OHID representative, NHS Representatives, CCG, BwD Healthwatch.</li> <li>• <b>Suicide Prevention Strategic Group</b> - Membership of this group includes Public Health Mental Health Leads, Local Councillors, CCG Mental Health Commissioner, Mental Health Representative from the ICS, Partners from</li> </ul>	<p>PH Consultant, PH Specialist working on Mental Health and Suicide Prevention and Frances Riley</p>	<p>Ongoing / Jan 2023</p>



<p><i>within your or organisation (with other departments/directorates or groups)</i></p> <ul style="list-style-type: none"> <li>▪ <i>Are you working with a diverse range of communities (eg: Black Asian and minority ethnic groups, LGBT plus, those with long-term health conditions/disability), including those with lived</i></li> </ul>	<p>VCFS and representative from Lancs and South Cumbria NHS FT. We ask all our commissioned mental health service providers to sit on this meeting also. This group also contains people with lived experience.</p> <ul style="list-style-type: none"> <li>• <b>Elected Members MH Champions group</b> - This is a network for elected members, in the Lancashire and South Cumbria region, who have identified themselves as local champions of mental health issues. In BwD we have a diverse population with high portion of BAME communities and our elected members represent that diversity, either through their own background or through their knowledge of their local communities.</li> <li>• <b>MH Campaigns Task and Finish Group</b> - This groups brings together commissioned partners and other VCFS organisations around campaigns.</li> <li>• <b>CYP Mental Health and Wellbeing Strategy Group</b> - Mental health and wellbeing has been identified as a key priority by the Children's Partnership Board. There is strong governance regarding this work-stream and a strategic group has been established to drive the actions agreed via the Anna Freud Link Programme. There is good partnership representation from within the council, across public health, children's services, education and adolescent services and the third sector.</li> </ul> <p><b>Proposed actions:</b> While all these groups are made up of a diverse range of people and/or organisations representing the interests of diverse groups of people, it is important to continually monitor whether they are representative of the diverse communities we</p>		
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<p><i>experience of mental ill-health?</i></p>	<p>have in BwD and those in greatest need. This is an ever changing picture and we need to take time to make sure this is the case. We also need to consider whether there are relevant representatives across all the protective characteristics and life courses.</p> <p>In particular we need to consider having better representation from Black, Asian and minority ethnic groups, LGBT plus, those with long-term health conditions/disability, and those with lived experience of mental ill-health, as covid has had a disproportional effect on these communities.</p> <p>We will need to identify the barriers felt by partners representing those groups and work with them to work, communicate and share resources differently in order to consult and involve those groups within these pieces of work.</p>		
Domain	Proposed actions	Lead	Timeframe
<p><b>3 (a). Taking action on prevention/promotion of mental health Prompts</b></p> <ul style="list-style-type: none"> <li>▪ <i>Are you planning on delivering both universal</i></li> </ul>	<p><b>Across Blackburn with Darwen the Public health Team commission a range of targeted and universal projects to take action on prevention/promotion of mental health.</b></p> <p>The <b>Flourishing Minds Project</b> will deliver the following mental health services to 16+ residents in BwD:</p> <ul style="list-style-type: none"> <li>• <b>Wellbeing Workshops</b> (One off workshops on topics including Five Ways to Wellbeing and stress management.)</li> <li>• <b>Wellbeing Groups</b> (Completed over 6 weeks, covering topics such as low mood, anxiety, stress, sleep and worry management.)</li> </ul>	<p>Lancashire Mind</p>	<p>Commissioned until 31/03/23</p>



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<p><i>interventions (i.e. population wide) and targeted interventions (i.e. to those at greater risk/vulnerable groups as well as those with existing mental health problems)?</i></p> <p>▪ <i>Are you taking action across the life-course (i.e. children and young people, working age</i></p>	<ul style="list-style-type: none"> <li>• <b>1-to-1 Wellbeing Coaching</b> (Work with a Wellbeing Coach over 6 sessions, to identify the challenges you are facing and look at ways to overcome them.) (This is universal intervention covering Live Well and Age Well populations.)</li> </ul> <p>This project will continue to be monitored to ensure that it is meeting targets and being impactful for those it helps. See monitoring spreadsheet for further detail. Last year of funding will start in April '23.</p>		
	<p><b>Togetherall</b> is available to anyone over 16+ It is FREE, 24/7, anonymous, online service providing mental health and wellbeing support. (This is a universal intervention covering Live Well and Age Well populations.) This service is available for all staff within Blackburn with Darwen Council and is promoted by the Council's Employee Wellbeing Group. This is currently funded to 31<sup>st</sup> March 2023.</p>	Togetherall	Current License until 31/03/23
	<p><b>Kooth</b> online wellbeing community, is free, safe and anonymous support for young people ages 10-25* (19-25 for additional needs) (This is a universal intervention covering Start Well populations.) This service is promoted through most of the secondary schools and colleges within Blackburn with Darwen, as a support service for pupils. This is currently funded to 31st March 2023. Funding is split between PH and CCG.</p>	Kooth	Current License until 31/03/23





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<p><i>adults, older people)</i></p> <ul style="list-style-type: none"> <li>▪ <i>Are you taking action on the social determinants of mental health (employment, education, housing/homelessness, poverty, debt, etc)</i></li> <li>▪ <i>How will you promote and protect good mental wellbeing in settings such as schools and workplaces, including your</i></li> </ul>	<p>The <b>Adult Learning Team</b> at Blackburn with Darwen Council will continue to deliver fully funded training places on a range of wellbeing courses including mental health, to anyone 18+. (This is universal intervention covering Live Well and Age Well populations.) In the next 12 months they will also be targeting workplaces and are starting with CHUBB a local organisation by providing their workplace with MHFA training.</p> <p>This is contracted by a SLA between departments of the Council. This contract needs to be renewed annually.</p>	Karen Wignall	Commissioned until 31/03/23
	<p>The <b>Men in Sheds</b> programme, provided by Blackburn Rover Community Trust, will continue to provide weekly <b>support for men</b>.</p> <p>(This is a targeted intervention covering Live Well and Age Well populations. It takes action on the wider determinants of health, as well as providing mental health interventions.)</p> <p>This is commissioned by PH and is matched funded by Blackburn Rovers Community Football Trust. This contract needs to be renewed annually.</p>	Blackburn Rover Community Trust	Commissioned until 31/03/23
	<p><b>Re-Align Futures CIC</b> will continue to deliver fully funded training on a range of mental health topics – from awareness raising sessions through to accredited training courses on mental health and suicide intervention. (MHFA &amp;ASIST)</p> <p>(This is universal intervention covering Live Well and Age Well populations.)</p>	Re-Align Futures CIC	Commissioned until 31/03/23



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<i>own staff's wellbeing?</i>	<p>This project will continue to be monitored to ensure that it is meeting targets and being impactful for those it trains. See monitoring spreadsheet for further detail. Last year of funding will start in April '23.</p>		
	<p><b>Whole School Suicide Prevention Approach</b></p> <p>This prevention project will continue to be delivered in the 14 Secondary Schools in BwD is delivered by national suicide prevention charity Papyrus. The project will target young people in Years 7 – 11, aged 12 to 16.</p> <p>(This is a targeted intervention covering Start Well populations)</p> <p>This project is funded by Better Mental Health Grant and will continue to be monitored through the life of the project. See monitoring spreadsheet. Need to consider the legacy of this project and how will continue to support schools after May 2022.</p>	Papyrus	Commissioned until 9 <sup>th</sup> May 2022
	<p><b>Wellbeing Champions in Community Settings.</b></p> <p>Prevention project delivered by Re-Align Futures will continue to target young people aged 12 – 18 through Community Settings.</p> <p>(This is a targeted intervention covering Start Well populations)</p> <p>This project is funded by Better Mental Health Grant and will continue to be monitored through the life of the project. See monitoring spreadsheet. Need to consider the legacy of this project and how will continue to support the Wellbeing Champions after May 2022.</p>	Re-Align Futures CIC	Commissioned until 9 <sup>th</sup> May 2022



	<p><b>Wellbeing Champions in School Settings.</b> This prevention project delivered by Re-Align Futures will continue to target young people aged 12 – 18 in school settings.</p> <p>(This is a targeted intervention covering Start Well populations)</p> <p>This project was commissioned by the Public Health Team, as a one-off funded project through a business case. Need to consider the legacy of this project and how we will continue to support the Wellbeing Champions after March 2022.</p>	Re-Align Futures CIC	Commissioned until 31/3/22
	<p><b>Healthy Minds, Safe Homes</b></p> <p>Prevention project delivered through the co-location of a mental wellbeing coach from Lancashire Mind with Shelter who deliver services that fall under the remit of the wider determinants of health such as debt advice, welfare, housing support. The project will target young adults aged 16 – 35.</p> <p>(This is a targeted intervention covering Start Well and Live Well populations. It takes action on the wider determinants of health, as well as providing mental health interventions.)</p> <p>This project is funded by Better Mental Health Grant and will continue to be monitored through the life of the project. See monitoring spreadsheet. Need to consider the legacy of this project and how we will continue to support the wider determinants of health after May 2022.</p>	Shelter and Lancashire Mind	Commissioned until 9th May 2022



	<p><b>Connect 5 Train the Trainer Programme.</b></p> <p>To create a legacy from 2021's 5 Ways to Wellbeing Campaign we have commissioned Re-Aligned Futures to deliver a train the trainer programme for Connect 5. This project will continue in its aim to train 12 people up as trainers in BwD. These people will be chosen across Start Well, Live Well and Age Well organisations to ensure we have representation from all those age groups.</p> <p>This project was commissioned by the Public Health Team, as a one-off funded project through a business case. Need to consider the legacy of this project and how we will continue to support the newly trained Connect 5 Trainers after March 2022.</p>	<p>Re-Align Futures CIC</p>	<p>Commissioned until 31/3/22</p>
	<p><b>Bereavement and Loss Training Courses for Professionals across BwD.</b></p> <p>Following our work to provide a bereavement support document for frontline staff in BwD, raising awareness of the impact of grief, the Public Health Team have commissioned <a href="#">Cruse</a> to deliver a series of Loss and Bereavement Training courses for staff working in Blackburn with Darwen.</p> <p>(This is a targeted intervention covering Start Well, Live well, and Age Well populations. It takes action on the wider determinants of health, as well as providing mental health interventions.)</p>	<p>CRUSE</p>	<p>Commissioned until 31/3/22</p>



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	<p>This training will build capacity within different workforces across the borough to provide support and signposting to those impacted by grief. This could be a member of the public, or a friend or colleague within the workplace.</p> <p>This project was commissioned by the Public Health Team, as a one-off funded project through a business case.</p>		
<b>Domain</b>	<b>Proposed actions</b>	<b>Lead</b>	<b>Timeframe</b>
<p>3 (b). Taking action to reduce mental health inequalities Prompts</p> <ul style="list-style-type: none"> <li>What steps are you taking to address the social and economic disadvantages that underlie mental health inequalities?</li> <li>What steps are you taking</li> </ul>	<p><b>Mental Health and Inequalities Framework</b></p> <p>The aim of the Wellbeing and Inequalities Framework will be to address inequalities by providing a guide for policy makers and council workers to ensure equity of services and resources to reach an equal 'high standard' outcome for all residents. The framework will highlight the prevalence of the characteristics of the people with the lowest levels of mental wellbeing in BWD based on national evidence, (<a href="https://whatworkswellbeing.org/">https://whatworkswellbeing.org/</a>) and consider protective characteristics.</p> <p>We have brought together a Steering Group made up of local partners to shape this framework and ensure that we are addressing the social and economic disadvantages in Blackburn With Darwen.</p> <p>This group will ensure that we will deliver this framework</p> <p>Once completed we will use the framework to take interventions into community settings and neighbourhoods where we know the most at risk people live. We will identify and target</p>	<p>PH Specialist working on Mental Health and Suicide Prevention (not in post currently) and Frances Riley, PH Development Manager</p>	<p>Dec 2022</p>



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<p><i>to address discrimination, racism and exclusion faced by particular local communities?</i></p> <ul style="list-style-type: none"> <li>▪ <i>How are you addressing mental health stigma?</i></li> </ul>	<p>individuals and families via a population health management approach using various data sources eg. council data (eg. council tax arrears, benefit claimants, etc)</p>		
	<p><b>Public Health Mental Health Campaigns Group</b></p> <p>We use this Campaign Group to raise awareness and reduce stigma around mental health, using the national calendar of public health campaigns. We bring partners together to share knowledge and resources with each other. Partners work with diverse groups and communities within BwD. We ensure we have representation in the group of organisations that work with the differing communities.</p> <p>Currently our campaign resources aren't targeted at particular communities, they represent a universal approach but this is something we would like to address to ensure we are providing an equitable offer.</p>	<p>Frances Riley PH Development Manager</p>	<p>Dec 2022</p>
	<p><b>Connect 5</b></p> <p>Connect 5 is a mental health promotion training programme, for frontline staff. Evaluation has shown it increases the confidence and core skills of staff so they are more effective in having conversations about mental health and well-being with their communities. The Train the Trainer Programme of Connect 5 is for VCFS organisations that want to train their own staff members, volunteers and champions and embed that good practise within their own workplace.</p> <p>This Training will:</p>	<p>Re-Align Futures CIC</p>	<p>July 2022</p>



	<ul style="list-style-type: none"> <li>Upskill participants knowledge of mental health and training ability, so they are able to deliver this training</li> <li>Widen the reach of our current mental health training delivery, so it is accessible to the most vulnerable groups</li> <li>Create a legacy from this year's 5 Ways to Wellbeing Campaign (Connect 5 being the official 5 Ways training programme.) 24 people have signed up to attend the awareness sessions, (being delivered April '21) as part of the plan to embed the campaign within partner organisations.</li> </ul> <p>We will use this training to create an informed and supportive community and improve community's resilience and mental well-being through positive change.</p>		
Domain	Proposed actions	Lead	Timeframe
<p><b>4. Defining success/measuring outcomes</b></p> <p><b>Prompts</b></p> <ul style="list-style-type: none"> <li><i>What is the impact you are looking to measure?</i></li> <li><i>What are your agreed outcomes?</i></li> </ul>	 <p>Project Measurements.xlsx</p> <p>Please see embedded document.</p> <p>All our Commissioned services, have a quarterly contract meetings with the Public Health Team of Blackburn With Darwen. These will be scheduled throughout the course of the contract where performance targets will be monitored and any service improvement requirements will be discussed.</p>	<p>PH Specialist working on Mental Health and Suicide Prevention (not in post currently) and Frances Riley, PH Development Manager</p>	<p>On going.</p>



<ul style="list-style-type: none"> <li>How will you measure and monitor them?</li> <li>Do you have effective monitoring plans in place with regular reporting?</li> </ul>			
Domain	Proposed actions	Lead	Timeframe
<p><b>5. Leadership and Direction Prompts</b></p> <ul style="list-style-type: none"> <li>Do you have a Mental Health Champion?</li> <li>Is there a stated commitment and support from 'the top</li> </ul>	<p>In Blackburn with Darwen we have a very strong group of Youth MPs that last year, decided, they wanted to focus on Mental Health. It is through discussion with them that the ideas for the CYP Wellbeing Champion project and Suicide Prevention Project in Schools project have come about this year, as they were concerned about CYP not knowing where to go for help. We will continue to support their passion for mental health, by keeping them updated on the CYP MH projects, through offers of MH training and by highlighting opportunities for young people to get MH support.</p> <p>Blackburn with Darwen has 3 local Councillors that are signed up as Mental Health Champions for the Borough. They have insight and influence over the mental health and suicide prevention work that happens within the borough and they raise awareness and ensure continued high level support for mental health within the Council. We will continue to</p>	<p>Charlotte Pickles PH Development Manager</p> <p>PH Specialist working on Mental Health and Suicide Prevention (not in post currently) and</p>	<p>December 2022</p> <p>Dec 2022</p>





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<p><i>level' of the organisation?</i></p> <ul style="list-style-type: none"> <li>▪ <i>How will you ensure clear leadership and vision for prevention and promotion of better mental health across the organisation or partnership?</i></li> </ul>	<p>support these Councillors, and their interests and work with them to raise awareness of mental health and the support services that are available.</p> <p>Our MH Champions sit on the Elected Members Meeting across the Lancs and South Cumbria ICS. This is an opportunity for Members across the patch to support each other, and learn about new initiatives and what other areas are doing. We will continue to support this meeting.</p> <p>The Council includes Mental Health, and Wellbeing in a number of its strategies, showing commitment and support from 'the top level' of the organisation. These include it's Health and Wellbeing Strategy, and Suicide Prevention Strategy. This year we will be completing a new Young Person's Emotional Health And Wellbeing Strategy.</p> <p>The Health and Wellbeing Board meet quarterly and the Public Health Team have recently delivered (Jan 2022) a Development Session to the Board on Mental Wellbeing. This was to ensure a clear vision for prevention and promotion of better mental health across the partnership. Within this session we showcased our Mental Wellbeing and Inequalities Framework and asked the Board to embed this piece of work into the Borough. It is incumbent on Health &amp; Wellbeing Board members to champion this Framework in their local organisations, to ensure that it is implemented and monitored.</p> <p>BwD has a rich history in recognising and responding to Adverse Childhood Experiences (ACEs), which can directly impact the mental health and wellbeing of an individual and a population. We are currently developing a systems-resilience framework using an ecological model that recognises leadership at all levels. There are clear governance structures in place and managed networks to drive this work forwards as we work towards becoming a Trauma Informed Borough.</p>	<p>Frances Riley, PH Development Manager</p> <p>Frances Riley and Charlotte Pickles, PH Development Managers</p> <p>Charlotte Pickles PH Development Manager</p>	<p>Dec 2022</p> <p>On going</p>
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## Section 3 - Senior leadership/CEO sign off

Please let us know if you would like to be contacted to provide short statements on your progress to use in communication pieces, such as bulletins, social media, etc.

<p><b>Is your organisation/ partnership happy to provide key impact headlines or quotes when contacted related to your Prevention Concordat Commitment?</b></p> <p>Yes <input checked="" type="checkbox"/>      No <input type="checkbox"/></p> <p><i>The purpose of this information is from promotion purposes, to support us to inspire others and share good practice.</i></p>	
<p><b>Upload Senior leader/CEO signature and organisation logo.</b></p> <p><i>If you are signing up on behalf of a partnership, please include signatures and logos from all the organisations</i></p>	<p>Our Prevention Concordat has yet to be formally signed off by our Health and Wellbeing Board.</p> <p>We have presented the Prevention Concordat to our Health and Wellbeing Board at a Mental Wellbeing Development Session on 26<sup>th</sup> January. We are an agenda item on their next meeting on the 15<sup>th</sup> March to get the formal sign off.</p>

Please attach any additional documents that you may want to share to support your commitments, e.g. strategies, plans project outlines. For example, your health and wellbeing strategy.

## Mental Wellbeing and Inequalities Framework

The aim of the Mental Wellbeing and Inequalities Framework is to address inequalities by providing a guide for policy makers, council and partner workers to ensure equity of services and resources reach an equal 'high standard' outcome for all residents.

**How to use this Framework.** This framework will ask you to:

- Prioritise mental wellbeing within your policy
- Consider how your policy affects people with the lowest levels of mental wellbeing

**In Blackburn with Darwen we define Mental Wellbeing as:**

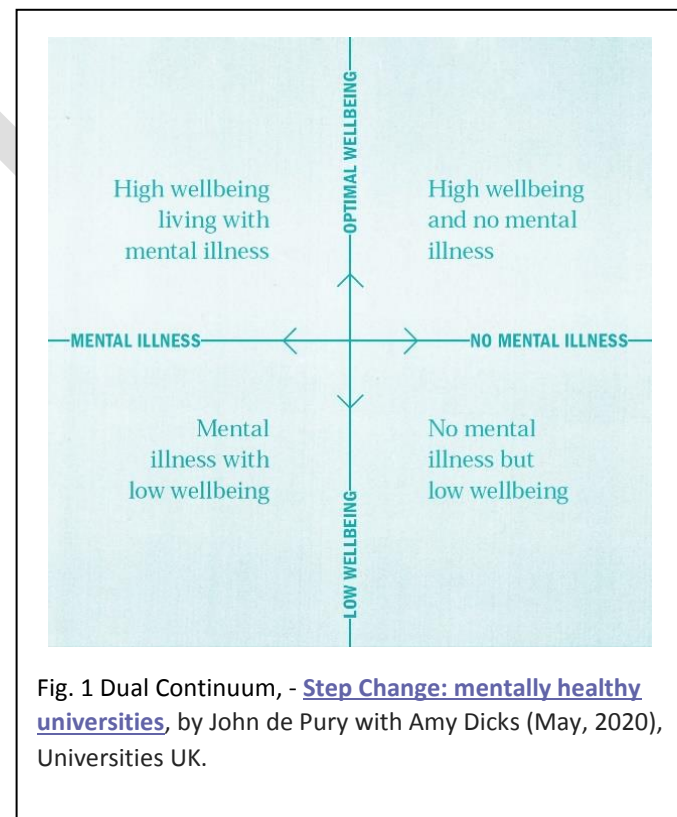
- **Something that affects everyone.**
- **And we recognise that you can have high or low wellbeing, with or without a mental illness. Illustrated in Fig. 1, Dual Continuum.**

Wellbeing is about lives going well, the combination of feeling good and functioning well. It includes the positive emotions of happiness and contentment, but also such emotions as interest, engagement, confidence, empathy and affection, the development of one's potential, having some control over one's life, having a sense of purpose (e.g. working towards valued goals), and experiencing positive relationships." Inspired by the Manchester Health and Wellbeing Strategy.

While physical wellbeing is also hugely important to wellbeing, that area of work is being picked up elsewhere and therefore it is not within the remit of this framework.

### Defining Wellbeing Inequality:

"Wellbeing Inequality can be understood as the extent to which Peoples' experience of life vary within a population, or between groups." Source: (Measuring Wellbeing Inequality in Britain (2017), What Works Centre for Wellbeing)



## Mental Wellbeing and Inequalities Framework

<b>Mission</b>	To embed an inclusive and sustainable wellbeing approach across all policies developed in Blackburn with Darwen which address inequalities to ensure equity of services and resources are of an equal 'high standard' for all residents.
<b>Vision</b>	For every person in Blackburn with Darwen to feel good and function well. To have a wellbeing which includes the positive emotions of happiness and contentment, but also such emotions as interest, engagement, confidence, empathy and affection, the development of one's potential, having some control over one's life, having a sense of purpose (e.g. working towards valued goals), and experiencing positive relationships

### Prioritise Wellbeing within your policy Making Wellbeing a goal

Wellbeing Domain	Sub-Domain	Our aspiration for wellbeing in this area
Personal Wellbeing	Autonomy Happiness Life Satisfaction Worthwhile Anxiety	For every person in Blackburn with Darwen to feel good and function well. Every resident has the time to do the things they want to do, as well as the time to do what they are required to do.
Economy	Unemployment Job Quality Material deprivation	Residents can be economically secure and have the means to help and manage their lives. A strong economy, business sector creates opportunity for all residents to share in the wealth of the town.
Education & Childhood	Child Learning Adult learning Children's Wellbeing	Residents have an equitable access to education and learning opportunities, through all ages and life stages, to develop and gain the skills needed to live life well.
Equality	Well Being Inequality	We can all participate on equal terms, regardless of age, gender, sexual orientation, cultural background or disability. We are proud to be from Blackburn with Darwen.
Health	Health Behaviour Overall health Mental Health	Blackburn with Darweners have good physical and mental health at every life stage and can access the services they need to lead healthier lives and manage illness. Individuals can take steps to proactively maintain good health with support of health – promoting environments.
Place	Green Space Housing Democracy Local Environment Crime and Security Culture	Our natural environment sustains all life, is accessible, climate resilient and clean. Residents have access to secure, suitable and affordable housing throughout their lives. Residents feel safe and secure around their families, homes, and communities and online.
Social Relationships	Close Support Generalised Trust Personal Relationships Community Cohesion	Residents are connected and supported within our community and come together in areas such as sport, culture, spirituality, religion and the arts.

**Consider how your policy affects people with the lowest levels of mental wellbeing**

**Protected Characteristics to consider:**

<b>Age</b>	Blackburn with Darwen has a total population of 150,000 residents. 25.8% of the population are aged under 18, and 14.7% of the population are aged 65 and over. In England overall, 21.4% of the population are aged under 18 and 18.5% are aged 65 and over.
<b>Disability</b>	From Census Data in 2011, 29,841 people in BwD have a long term health problem or disability that limits their day to day activity a lot or a little.
<b>Gender Reassignment</b>	
<b>Marriage and Civil Partnership</b>	From 2011 Census, of people aged 16+, (113,122 people) 53,882 people were married, and 201 were in a civil partnership.
<b>Pregnancy and Maternity</b>	Birth Rates in BWD in 2019 was 67.9 per 1,000 females aged 15 – 44 years. With a count of 1,955 in that year.
<b>Religion and Belief</b>	At the 2011 Census, 77,599 Blackburn with Darwen residents (52.6%) identified themselves as Christian, and 39,817 (27.0%) as Muslim. 13.8% had no religion, and 5.6% did not answer the question.
<b>Sexual Orientation</b>	
<b>Sex</b>	Males in BwD – 75,253 Females in BwD – 74,777
<b>Race</b>	The 2011 Census stated that within Blackburn with Darwen 66% of people identified themselves as White British (102,009 people), 28% as Asian / Asian British and 0.6% Black/African/Caribbean/Black British

**People with the poorest personal wellbeing are most likely to have at least one of the following characteristics or circumstances:**

<b>Self-report very poor or poor health</b>	Blackburn with Darwen has 8,428 (5.7%) residents that report being in bad health and 2,335 (1.6%) residents that report being in very bad health.
<b>Be middle-aged</b>	37,994 people in BwD (25%) are between 40 and 59 years old.
<b>Be single, separated, widowed or divorced</b>	From 2011 Census, of people aged 16+, (113,122 people) 3,423 people were separated, 10,148 are divorced or formerly in a civil partnership and 7510 are widowed. From Census Data in 2011, there were 17,419 one person households. 6,229 were aged 65 and over.
<b>Have no or basic education</b>	10.1% of 16-64 years old have no qualifications in BwD. Nationally that figure is 6.4% and in the North West is 7.6%
<b>Be renting a house</b>	18.1% of households in Blackburn with Darwen are rented from other social providers and 14.1% are privately rented from a landlord or letting agency. Blackburn South East Ward has the highest proportion of households rented from the local authority at 19.8%.
<b>Be economically inactive with long-term illness or disability</b>	27.7% of people aged 16-64 years old in BWD are economically inactive (24,700 people). Of these 23.3% of peoples are economically inactive due to long term sickness. (5,800)

## The BwD Wellbeing Policy Test - Does your policy:

Focuses on the outcomes that matter to people?	Look beyond the averages?	Powered by assessment of wellbeing need and evidence of 'what works'?	Has objective & subjective measures?
<ul style="list-style-type: none"> <li>• Feeling Safe</li> <li>• Feeling Loved</li> <li>• Feeling Satisfied</li> </ul>	<p>Only looking at Wellbeing averages can mask individuals with low wellbeing. Need to consider the distribution of scores across the population.</p>	<p>What is the local wellbeing need? Methods of measuring wellbeing, can be found here: <a href="#">Wellbeing Measures Bank - Evaluating wellbeing (whatworkswellbeing.org)</a></p> <p>Don't create your own methods. Use evidence based around what works: <a href="#">About wellbeing - What Works Wellbeing</a></p>	<p>Wellbeing is different for different people. Need to ask people how they feeling well as factual observations.</p>

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<b>Protective Characteristics Data References:</b>	
<b>Age</b>	<a href="#">Lower layer Super Output Area population estimates (National Statistics) - Office for National Statistics (ons.gov.uk)</a>
<b>Disability</b>	<a href="#">Data Viewer - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a>
<b>Gender Reassignment</b>	
<b>Marriage and Civil Partnership</b>	<a href="#">Data Viewer - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a>
<b>Pregnancy and Maternity</b>	<a href="#">Child and Maternal Health - Data - OHID (phe.org.uk)</a>
<b>Religion and Belief</b>	<a href="#">Data Viewer - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a>
<b>Sexual Orientation</b>	
<b>Sex</b>	<a href="#">Lower layer Super Output Area population estimates (National Statistics) - Office for National Statistics (ons.gov.uk)</a>
<b>Race</b>	<a href="#">Data Viewer - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a>

<b>Data References for People with the poorest personal wellbeing:</b>	
<b>Self-report very poor or poor health</b>	<a href="#">Data Viewer - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a> Its ranking for the number of residents in very bad health is 4 (out of 6 Unitaries) within North West.
<b>Be middle-aged</b>	<a href="#">Lower layer Super Output Area population estimates (National Statistics) - Office for National Statistics (ons.gov.uk)</a>
<b>Be single, separated, widowed or divorced</b>	<a href="#">Data Viewer - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a> <a href="#">Data Viewer - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a> <a href="#">Housing, Health and Wellbeing in Blackburn with Darwen (esd.org.uk)</a>
<b>Have no or basic education</b>	<a href="#">Labour Market Profile - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a>
<b>Be renting a house</b>	<a href="#">Housing, Health and Wellbeing in Blackburn with Darwen (esd.org.uk)</a>
<b>Be economically inactive with long-term illness or disability</b>	<a href="#">Labour Market Profile - Nomis - Official Labour Market Statistics (nomisweb.co.uk)</a>



## Consensus statement

This consensus statement describes the shared commitment of organisations to work together via the Prevention Concordat for Better Mental Health, through local and national action, to prevent mental health problems and promote good mental health.

The undersigned organisations agree that:

To transform the health system, we must increase the focus on prevention and the wider determinants of mental health. We recognise the need for a shift towards prevention-focused leadership and action throughout the mental health system, and into the wider system. In turn, this will impact positively on the NHS and social care system by enabling early help through the use of upstream interventions.

There must be joint cross-sectoral action to deliver an increased focus on the prevention of mental health problems and the promotion of good mental health at a local level. This should draw on the expertise of people with lived experience of mental health problems, and the wider community, to identify solutions and promote equality.

We will promote a prevention-focused approach towards improving the public's mental health, as all our organisations have a role to play.

We will work collaboratively across organisational boundaries and disciplines to secure place-based improvements that are tailored to local needs and assets, in turn increasing sustainability and the effective use of limited resources.

We will build the capacity and capability across our workforce to prevent mental health problems and promote good mental health, as outlined in the [Public Mental Health Leadership and Workforce Development Framework Call to Action](#).

We believe local areas will benefit from adopting the Prevention Concordat for Better Mental Health.

We are committed to supporting local authorities, policy makers, NHS clinical commissioning groups and other commissioners, service providers, employers and the voluntary and community sector to adopt this concordat and its approach.

[Prevention Concordat for Better Mental Health - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

## EQUALITY IMPACT ASSESSMENT CHECKLIST

***This checklist is to be used when you are uncertain if your activity requires an EIA or not.***

An Equality Impact Assessment (EIA) is a tool for identifying the potential impact of the organisation's policies, services and functions on its residents and staff. EIAs should be actively looking for negative or adverse impacts of policies, services and functions on any of the nine protected characteristics.

The checklist below contains a number of questions/prompts to assist officers and service managers to assess whether or not the activity proposed requires an EIA. Supporting literature and useful questions are supplied within the [EIA Guidance](#) to assist managers and team leaders to complete all EIAs.

<b>Service area &amp; dept.</b>	Public Health	<b>Date the activity will be implemented</b>	28/03/2022
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<b>Brief description of activity</b>	The Prevention Concordat is a 12 month mental health action plan that was required by OHID as a condition of the non-recurrent Better Mental Health Grant Funding. The Concordat is OHID's prevention and promotion framework for better mental health designed for local systems. There is a specific focus on tackling mental health inequality in the programme application form. It requires the signing of a consensus statement by our Health and Wellbeing Board. Which will take place on the 28 <sup>th</sup> March 2022.
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Answers favouring doing an EIA	Checklist question	Answers favouring not doing an EIA
<input type="checkbox"/> Yes	Does this activity involve any of the following: - Commissioning / decommissioning a service - Change to existing Council policy/strategy	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes	Does the activity impact negatively on any of the protected characteristics as stated within the Equality Act (2010)?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> No <input type="checkbox"/> Not sure	Is there a sufficient information / intelligence with regards to service uptake and customer profiles to understand the activity's implications?	<input checked="" type="checkbox"/> Yes
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	<b>Does this activity:</b> Contribute towards unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act <i>(i.e. the activity creates or increases disadvantages suffered by people due to their protected characteristic)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Reduce equality of opportunity between those who share a protected characteristic and those who do not <i>(i.e. the activity fail to meet the needs of people from protected groups where these are different from the needs of other people)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Foster poor relations between people who share a protected characteristic and those who do not <i>(i.e. the function prevents people from protected groups to participate in public life or in other activities where their participation is disproportionately low)</i>	<input checked="" type="checkbox"/> No
<b>FOR = 0</b>	<b>TOTAL</b>	<b>AGAINST = 6</b>

**Will you now be completing an EIA?**

The EIA toolkit can be found [here](#)

Yes

No

<b>Assessment Lead Signature</b>	
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Checked by departmental E&D Lead	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Date	21/02/2022



**BLACKBURN**  
*with*  
**DARWEN**  
BOROUGH COUNCIL

# Blackburn With Darwen

## Mental Wellbeing and Inequalities Steering Group

### Terms of Reference

October 2021

#### 1. Background

The Five Year Forward view for Mental Health 2016 places a responsibility on Public Health England and Local Authorities to take a lead in the planning and delivery of public mental health prevention interventions inclusive of suicide prevention.

The national *Prevention Concordat for better mental health* document (PHE 2017) provides guidance on evidence- based prevention activity across a local area placing the lead agency responsibility with the Local Authority.

BwD's Public Health Team want to develop a Mental Wellbeing and Inequalities Framework to inform council and partner's policy. The aim of the Mental Wellbeing and Inequalities Framework will be to address inequalities by providing a guide for policy makers, council and partner workers to ensure equity of services and resources reach an equal 'high standard' outcome for all residents.

We define Mental Wellbeing, as:

"Wellbeing is about lives going well, the combination of feeling good and functioning effectively. It includes the positive emotions of happiness and contentment, but also such emotions as interest, engagement, confidence, empathy and affection, the development of one's potential, having some control over one's life, having a sense of purpose (e.g. working towards valued goals), and experiencing positive relationships." (Manchester Health and Wellbeing Strategy)

We recognise that physical wellbeing is also important, but that is being looked at elsewhere and will not be within the remit of this group.

We will use the following definition for Wellbeing Inequality:

"Wellbeing Inequality can be understood as the extent to which Peoples' experience of life vary within a population, or between groups." (Measuring Wellbeing Inequality in Britain (2017), What Works Centre for Wellbeing.) [measuring-wellbeing-inequalities-in-britain-march2017\\_0243450800.pdf \(whatworkswellbeing.org\)](https://www.whatworkswellbeing.org/wp-content/uploads/2017/03/measuring-wellbeing-inequalities-in-britain-march2017_0243450800.pdf)

## **2. Purpose of the group**

**To improve the mental wellbeing of the population with a focus on addressing inequalities, taking a life course approach, using evidence, data and local insights.**

**To provide strategic leadership and coordination of mental wellbeing programmes, initiatives and services to maximise and target resources to improve the equity of mental wellbeing outcomes**

## **3. Objectives:**

- To development, implement and monitor the Mental Wellbeing & Inequalities framework for BwD
- Work towards OHID's Prevention Concordat for Better Mental Health for All. Including the development and oversight of the action plan
- To receive mental wellbeing programme updates from partners to inform evaluation, impact and recommendations for further action
- To ensure residents and service users are involved in the planning, delivery and evaluation of mental wellbeing programme
- Discuss the data and findings from the "[Beyond Imagination Life Survey](#)" from 1,500 Blackburn with Darwen residents, through a wellbeing lens and provide recommendations.
- To also consider other pieces of work such as the ICS Mental Health Transformation, and the development of the Pennine Lancs ICP to help our place based thinking.

## **4. Governance, Accountability & Reporting:**

The steering group is accountable to the Health and Wellbeing Board

Reporting into Start Well, Live Well, Age Well (H&WB Sub-Groups), Suicide Prevention Group, Elected Members Mental Health Champions network, Scrutiny Committee. Mental Health ICS Meeting. LSCFT Transformation programme, OHID North West, Community Safety Group.

The Steering Group will provide an annual report of their work.

## Interdependencies

As the Pennines Structure develops we will need to be cited on what they are doing to avoid duplication also the Primary Care Neighbourhood Development, and the Marmott Health Equality Commission.

## 5. Membership

- Public Health Mental Health Leads
- Local Councillors
- CCG Mental Health Commissioner
- Mental Health Representative from the ICS
- Healthwatch
- Partners from VCFS
- Regional representative from Office of Health Improvement and Disparities (OHID formerly PHE)
- Lancashire and South Cumbria Foundation Trust representative
- Co-op in Experts

## 6. Meetings

The Mental Wellbeing and Inequalities Steering Group meeting will be held monthly until the Mental Wellbeing and Inequalities framework is ready to go to the Health & Wellbeing Board (March 2022) and then continue Bi-Monthly.

A schedule of meetings will be issued.

## 7. Roles and Responsibilities

The Chair will be Shirley Goodhew, Public Health Consultant. In her absence she will nominate a Vice-Chair.

The Chair and Vice Chair will make all necessary arrangements to ensure that all meetings are chaired and that cover is provided all year round to handle agenda items as they arise.

The Chair and Vice-chair will set the agenda with contributions from members received at least one week in advance of the meeting

All members agree to share local intelligence, local activity, practice and knowledge, to meet the aims of the Steering Group.

## 8. Decision Making

It is expected that the majority of decisions will be made by consensus, however in the case of disagreement within the group the Chair can put the decision to a vote. The view of the majority of members will carry the decision.

The Chair (or Vice chair in his/her absence) has the casting vote.

All decisions will be reported formally in the action notes.

**Draft Version (0.4) 11<sup>th</sup> Oct 2021**

**To be reviewed annually October 2022.**

DRAFT

# Agenda Item 9

## HEALTH AND WELLBEING BOARD



<b>TO:</b>	Health and Wellbeing Board
<b>FROM:</b>	Director of Public Health
<b>DATE:</b>	28 <sup>th</sup> March 2022

**SUBJECT: Blackburn with Darwen Safer Roads Strategy 2022-2026**

### 1. PURPOSE

The Blackburn with Darwen Safer Roads Strategy has been developed to create a local action plan to improve safety on our roads. The strategy dovetails with that of the Lancashire Road Safety Partnership and recognises the importance of a coordinated regional response, whilst emphasising the value in locally devised action.

The strategy emphasises safer but also healthier roads, to widen the remit of road safety to encompass road and traffic related actions that can improve population health. The primary aim of the strategy is to reduce casualties on BwD roads. Secondary aims include; increase the number of people who feel safe on BwD roads including when walking and cycling, reduce car use and increase active travel and take action to improve air quality.

Based on the Lancashire Road Safety Partnership strategy framework, the BwD Safer Roads Strategy details actions within the areas of Engagement, Education, Enforcement and Engineering to make our roads safer and healthier. The strategy follows a safe systems approach recognising it is up to all who use and maintain the roads to improve safety. Actions are considered for road users throughout the life course, and consider both current and future directions of the borough. For example, within the action plan is a continued commitment to 20mph limits in all new residential development areas, and to encourage active travel to and from new developments with appropriate signage. There is also recognition of the importance of improving electric vehicle (EV) infrastructure within the action plan, which complements the announcement made by the UK government that all new housing developments will be required to provide EV charging points by 2022.

The strategy development and oversight takes a partnership approach with the formation of the Blackburn with Darwen Safer Roads Operational Group. This group has brought together stakeholders involved in road safety in the borough including within the Council, Lancashire Constabulary, Lancashire Fire and Rescue, and the voluntary, community and faith sector.

The ultimate vision of the BwD Safer Roads Strategy is a Towards Zero approach, with no fatalities on our roads. On our way to achieving this vision, targets have been set within the BwD Safer Roads Strategy period:

- Target for a 30% reduction in fatal and serious casualties on BwD roads by 2026 from 2019 levels
- Target for 30% reduction in fatal and serious casualties in those 15 years and under by 2026 from 2019 levels
- Target to reduce the number of Air Quality Management Areas in the borough from four to



one by 2026

- Target for an increase in walking and cycling in line with the BwD Walking and Cycling Plan

## **2. RECOMMENDATIONS FOR THE HEALTH & WELLBEING BOARD**

That the Board:

- Note the content of and approve the Blackburn with Darwen Safer Roads Strategy 2022-2026
- Support the priorities set out in the Blackburn with Darwen Safer Roads Strategy 2022-2026

## **3. BACKGROUND**

Data from the Public Health Outcomes Framework demonstrates that compared to other local authorities in the North West, Blackburn with Darwen had the second highest rate of people killed and seriously injured on our roads per billion vehicle miles travelled in 2019 (223 compared to the modelled North West average of 86 per billion vehicle miles travelled). We also had highest crude rate in the region of children aged 0-15 killed and seriously injured on the roads during 2017-2019, and the highest rate when compared to our nearest statistical neighbours throughout the country. The importance of a coordinated road safety strategy amongst partners in the borough is therefore clear.

The Lancashire Road Safety Partnership 2016-2026 strategy details a vision of Towards Zero Lancashire and the following aims: reduce road traffic fatalities by user group and age, reduce severity and numbers of road traffic injuries by user group and age, improve outcomes of 'vulnerable' road users and improve and change road safety attitudes and behaviours. This strategy uses the 3Es of Education, Enforcement and Engineering along with an emphasis of a coordinated and evidence based response. The BwD Safer Roads Strategy makes use of the same framework and adds a further E in Engagement, emphasising the importance of engaging with our communities at a local level, along with encouraging engagement from all local service and stakeholders within this agenda.

In 2019 the Department for Transport released a 2 year action plan for road safety with a particular focus on lifelong driver learning and improving driver behaviour, as well as an emphasis on active travel and making use of a Safe Systems approach. Our strategy also reflects these national priorities.

Globally, the United Nations has announced a goal to reduce road traffic injuries and deaths by 50% in the period 2021-2030. This same goal has also recently been committed to in Scotland. The casualty reduction targets in this strategy therefore reflect these global priorities.

Blackburn with Darwen Borough Council has committed to improving rates of physical activity as part of the Eat Well Move More Strategy and the BwD Walking and Cycling Plan. Increasing rates of walking and cycling will increase physical activity within the borough and help to reduce the risks of physical inactivity including heart disease, diabetes and mental health problems. Addressing actual and perceived risks to walkers and cyclists on our roads is a key part of the Safer Roads Strategy and the BwD Safer Roads Operational Group has close links to the Blackburn with Darwen 'Stride and Ride' active travel group. Therefore, synergistic actions to improve road safety

and rates of active travel have been embedded into the action plan.

Poor air quality is associated with poor health, and local air quality management policies have been shown to reduce hospital admissions in their local areas. Blackburn with Darwen Borough Council has been able to revoke four of the eight air quality management areas (AQMAs) in the borough in recent years. The BwD Safer Roads Strategy will contribute to reducing air pollution through raising awareness of the dangers of poor air quality, encouraging active travel and other behaviour change actions to reduce emissions, and continued improvement of electric vehicle infrastructure.

Creating safer and healthier roads in BwD therefore ties into a number of agendas and priorities for the Council, including those of the BwD Borough Council's Corporate Plan such as improving health inequalities and outcomes and ensuring a safe and clean environment. This strategy complements the ambitions of the council to improve rates of active travel as detailed in the BwD Walking and Cycling Plan, and the Local Transport Plan 4. Additionally, with aims around reducing car use, increasing active travel and improving air quality, this complements the BwD Joint Health and Wellbeing Strategy, the Council's statutory duty to maintain acceptable levels of air quality and the BwD Climate Emergency Action Plan.

#### **4. RATIONALE**

Whilst a consistent regional approach to road safety across Lancashire is vital in line with the Lancashire Road Safety Partnership, addressing issues at a local level is important to improve safety on BwD roads. The BwD Safer Roads Strategy therefore seeks to facilitate a coordinated local approach to address road safety in the borough, improve road safety outcomes and highlight co-benefits for our population's health.

#### **5. KEY ISSUES**

Blackburn with Darwen has higher than average numbers of people killed and seriously injured on the roads compared to regional and national figures, and therefore addressing this with a local strategy is vitally important. Road traffic injuries and death have a devastating impact on families and the wider community, as well as implications for local services. The value of prevention for each fatal car crash is estimated at over £2 million, and the average cost of every car crash (including those which are non-severe) at over £100k each. These are the costs for the year 2020 as laid out by the Department for Transport and are calculated both by estimating the cost of medical care, police time and so on, but also the value the public places on prevention. Additionally, inequalities are seen in road traffic incidents with the most disadvantaged more likely to be involved in crashes. Therefore, prevention of road traffic injuries is a health and wellbeing, social justice and an economic issue.

Increasing walking and cycling and reducing car use is an important part of the road safety agenda. BwD has high rates of physical inactivity. Helping people feel safer to use transport out of their car is an important step within this agenda. This also complements the aim of improving air quality and the council's commitment to taking action on the climate emergency.

#### **6. POLICY IMPLICATIONS**

The Safer Roads Strategy complements the council's policies on aiming to improve health and health inequalities, ensuring a safe environment, reducing car use, encouraging active travel and

taking action on the climate emergency.

The strategy therefore complements and creates policy links with:

- Blackburn with Darwen Borough Council's Corporate Plan 2019-2023
- The Local Transport Plan
- The Blackburn with Darwen Walking and Cycling Plan 2021-2024
- The Eat Well Move More Strategy 2022-2025
- The Blackburn with Darwen Climate Emergency Action Plan

## 7. FINANCIAL IMPLICATIONS

There are no financial implications arising from the contents of this report.

However, implementation of the Strategy may have financial implications. Subject to the actions taken, these may be contained with current budgets or, where actions required additional funding, these will be subject to approval within requirements set out in the Council's Financial Procedure Rules.

## 8. LEGAL IMPLICATIONS

The local authority has legal responsibilities to reduce and prevent accidents, investigate crashes involving vehicles and promote road safety as well as ensure the efficient and safe movement of people under the Road Traffic Act 1988 (Section 39), the Road Traffic Regulation Act 1984 (Section 122), the Traffic Management Act 2004 (Section 16). Public Health within local authority has a duty to monitor and protect the health of the population under the Health and Social Care Act 2012. The Environment Act 1995 part IV requires local authorities to monitor air quality and have plans to address areas which do not or are not anticipated to reach targets.

All future schemes considered as part of the plan will be designed and implemented in accordance with relevant highway, transport and traffic legislation. Procurement will occur in accordance with the council's constitution and; where relevant, European directives; and any grant conditions.

## 9. RESOURCE IMPLICATIONS

The delivery of the action plan detailed in the strategy will be monitored by the BwD Safer Roads Operational Group, directly accountable to the Blackburn with Darwen Borough Council's Executive Board, and with close relationships with the Lancashire Road Safety Partnership.

## 10. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below.

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.

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.

## 11. CONSULTATIONS

The strategy was developed in close partnership with the Safer Roads Operational group which has representation from stakeholders including the Lancashire constabulary, North West Ambulance Service, Lancashire Fire and Rescue Service, and the voluntary, community and faith sector.

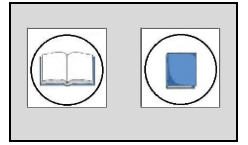
A targeted online consultation survey on the content of the strategy was undertaken via stakeholder networks, social media, and the Lancashire Constabulary platform Lancashire Talking. It received 333 responses. Responses were used to inform the aims and actions within the strategy.

An interactive consultation process was undertaken by the social marketing company Social Sense with 3 high schools in the borough. The children and young people specific survey received 321 responses, and will be used to inform a social marketing campaign promoting road safety designed by young people.

Council portfolios were consulted via Senior Political Team meetings including public health, adults and prevention, children and young people, and growth and development.

<b>VERSION:</b>	<b>v1.1</b>
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<b>CONTACT OFFICER:</b>	Iona Lyell, Public Health Speciality Registrar Andrew Duxbury, Community Safety Officer
<b>DATE:</b>	28.02.2022
<b>BACKGROUND PAPER:</b>	Appendix 1: Blackburn with Darwen Safer Roads Strategy 2022-2026 Appendix 2: Blackburn with Darwen Safer Roads Strategy Action Plan 2022-2026 Appendix 3: Blackburn with Darwen Eat Well Move More Strategy 2022-2025 Appendix 4: Blackburn with Darwen Walking and Cycling Plan 2021-2024 Appendix 5: Blackburn with Darwen Climate Emergency Action Plan Appendix 6: Towards Zero Lancashire: Road Safety Strategy for Lancashire 2016-2026



# EXECUTIVE BOARD DECISION



**REPORT OF:** Executive Member for Public Health and Wellbeing  
Executive Member for Adults and Prevention

**LEAD OFFICERS:** Strategic Director Adults and Health  
Director of Public Health

**DATE:** Thursday, 10 February 2022

**PORTFOLIO(S) AFFECTED:** Public Health and Wellbeing,  
Adults and Prevention

**WARD/S AFFECTED:** (All Wards);

**KEY DECISION:** Y

## SUBJECT:

EB Safer Roads Strategy 2022-2026

### 1. EXECUTIVE SUMMARY

The Blackburn with Darwen Safer Roads Strategy has been developed to create a local action plan to improve safety on our roads. The strategy dovetails with that of the Lancashire Road Safety Partnership and recognises the importance of a coordinated regional response, whilst emphasising the value in locally devised action.

The strategy emphasises safer but also healthier roads, to widen the remit of road safety to encompass road and traffic related actions that can improve population health. The primary aim of the strategy is to reduce casualties on BwD roads. Secondary aims include; increase the number of people who feel safe on BwD roads including when walking and cycling, reduce car use and increase active travel and take action to improve air quality.

Based on the Lancashire Road Safety Partnership strategy framework, the BwD Safer Roads Strategy details actions within the areas of Engagement, Education, Enforcement and Engineering to make our roads safer and healthier. The strategy follows a safe systems approach recognising it is up to all who use and maintain the roads to improve safety. Actions are considered for road users throughout the life course, and consider both current and future directions of the borough. For example, within the action plan is a continued commitment to 20mph limits in all new residential development areas, and to encourage active travel to and from new developments with appropriate signage. There is also recognition of the importance of improving electric vehicle (EV) infrastructure within the action plan, which complements the announcement made by the UK government that all new housing developments will be required to provide EV charging points by 2022.

The strategy development and oversight takes a partnership approach with the formation of the Blackburn with Darwen Safer Roads Operational Group. This group has brought together stakeholders involved in road safety in the borough including within the Council, Lancashire Constabulary, Lancashire Fire and Rescue, and the voluntary, community and faith sector.

The ultimate vision of the BwD Safer Roads Strategy is a Towards Zero approach, with no fatalities on our roads. On our way to achieving this vision, targets have been set within the BwD Safer Roads Strategy period:

- Target for a 30% reduction in fatal and serious casualties on BwD roads by 2026 from 2019 levels
- Target for 30% reduction in fatal and serious casualties in those 15 years and under by 2026 from 2019 levels
- Target to reduce the number of Air Quality Management Areas in the borough from four to one by 2026
- Target for an increase in walking and cycling in line with the BwD Walking and Cycling Plan

## 2. RECOMMENDATIONS

That the Executive Board:

- Note the content of and approve the Blackburn with Darwen Safer Roads Strategy 2022-2026
- Support the priorities set out in the Blackburn with Darwen Safer Roads Strategy 2022-2026

## 3. BACKGROUND

Data from the Public Health Outcomes Framework demonstrates that compared to other local authorities in the North West, Blackburn with Darwen had the second highest rate of people killed and seriously injured on our roads per billion vehicle miles travelled in 2019 (223 compared to the modelled North West average of 86 per billion vehicle miles travelled). We also had highest crude rate in the region of children aged 0-15 killed and seriously injured on the roads during 2017-2019, and the highest rate when compared to our nearest statistical neighbours throughout the country. The importance of a coordinated road safety strategy amongst partners in the borough is therefore clear.

The Lancashire Road Safety Partnership 2016-2026 strategy details a vision of Towards Zero Lancashire and the following aims: reduce road traffic fatalities by user group and age, reduce severity and numbers of road traffic injuries by user group and age, improve outcomes of 'vulnerable' road users and improve and change road safety attitudes and behaviours. This strategy uses the 3Es of Education, Enforcement and Engineering along with an emphasis of a coordinated and evidence based response. The BwD Safer Roads Strategy makes use of the same framework and adds a further E in Engagement, emphasising the importance of engaging with our communities at a local level, along with encouraging engagement from all local service and stakeholders within this agenda.

In 2019 the Department for Transport released a 2 year action plan for road safety with a particular focus on lifelong driver learning and improving driver behaviour, as well as an emphasis on active travel and making use of a Safe Systems approach. Our strategy also reflects these national priorities.

Globally, the United Nations has announced a goal to reduce road traffic injuries and deaths by 50% in the period 2021-2030. This same goal has also recently been committed to in Scotland. The casualty reduction targets in this strategy therefore reflect these global priorities.

Blackburn with Darwen Borough Council has committed to improving rates of physical activity as part of the Eat Well Move More Strategy and the BwD Walking and Cycling Plan. Increasing rates

of walking and cycling will increase physical activity within the borough and help to reduce the risks of physical inactivity including heart disease, diabetes and mental health problems. Addressing actual and perceived risks to walkers and cyclists on our roads is a key part of the Safer Roads Strategy and the BwD Safer Roads Operational Group has close links to the Blackburn with Darwen 'Stride and Ride' active travel group. Therefore, synergistic actions to improve road safety and rates of active travel have been embedded into the action plan.

Poor air quality is associated with poor health, and local air quality management policies have been shown to reduce hospital admissions in their local areas. Blackburn with Darwen Borough Council has been able to revoke four of the eight air quality management areas (AQMA) in the borough in recent years. The BwD Safer Roads Strategy will contribute to reducing air pollution through raising awareness of the dangers of poor air quality, encouraging active travel and other behaviour change actions to reduce emissions, and continued improvement of electric vehicle infrastructure.

Creating safer and healthier roads in BwD therefore ties into a number of agendas and priorities for the Council, including those of the BwD Borough Council's Corporate Plan such as improving health inequalities and outcomes and ensuring a safe and clean environment. This strategy complements the ambitions of the council to improve rates of active travel as detailed in the BwD Walking and Cycling Plan, and the Local Transport Plan 4. Additionally, with aims around reducing car use, increasing active travel and improving air quality, this complements the BwD Joint Health and Wellbeing Strategy, the Council's statutory duty to maintain acceptable levels of air quality and the BwD Climate Emergency Action Plan.

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

Blackburn with Darwen has higher than average numbers of people killed and seriously injured on the roads compared to regional and national figures, and therefore addressing this with a local strategy is vitally important. Road traffic injuries and death have a devastating impact on families and the wider community, as well as implications for local services. The value of prevention for each fatal car crash is estimated at over £2 million, and the average cost of every car crash (including those which are non-severe) at over £100k each. These are the costs for the year 2020 as laid out by the Department for Transport and are calculated both by estimating the cost of medical care, police time and so on, but also the value the public places on prevention. Additionally, inequalities are seen in road traffic incidents with the most disadvantaged more likely to be involved in crashes. Therefore, prevention of road traffic injuries is a health and wellbeing, social justice and an economic issue.

Increasing walking and cycling and reducing car use is an important part of the road safety agenda. BwD has high rates of physical inactivity. Helping people feel safer to use transport out of their car is an important step within this agenda. This also complements the aim of improving air quality and the council's commitment to taking action on the climate emergency.

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

The Safer Roads Strategy complements the council's policies on aiming to improve health and health inequalities, ensuring a safe environment, reducing car use, encouraging active travel and taking action on the climate emergency. **Page 60**



The strategy therefore complements and creates policy links with:

- Blackburn with Darwen Borough Council's Corporate Plan 2019-2023
- The Local Transport Plan
- The Blackburn with Darwen Walking and Cycling Plan 2021-2024
- The Eat Well Move More Strategy 2022-2025
- The Blackburn with Darwen Climate Emergency Action Plan

## 6. FINANCIAL IMPLICATIONS

There are no financial implications arising from the contents of this report.

However, implementation of the Strategy may have financial implications. Subject to the actions taken, these may be contained with current budgets or, where actions required additional funding, these will be subject to approval within requirements set out in the Council's Financial Procedure Rules.

## 7. LEGAL IMPLICATIONS

The local authority has legal responsibilities to reduce and prevent accidents, investigate crashes involving vehicles and promote road safety as well as ensure the efficient and safe movement of people under the Road Traffic Act 1988 (Section 39), the Road Traffic Regulation Act 1984 (Section 122), the Traffic Management Act 2004 (Section 16). Public Health within local authority has a duty to monitor and protect the health of the population under the Health and Social Care Act 2012. The Environment Act 1995 part IV requires local authorities to monitor air quality and have plans to address areas which do not or are not anticipated to reach targets.

All future schemes considered as part of the plan will be designed and implemented in accordance with relevant highway, transport and traffic legislation. Procurement will occur in accordance with the council's constitution and; where relevant, European directives; and any grant conditions.

## 8. RESOURCE IMPLICATIONS

The delivery of the action plan detailed in the strategy will be monitored by the BwD Safer Roads Operational Group, directly accountable to the Blackburn with Darwen Borough Council's Executive Board, and with close relationships with the Lancashire Road Safety Partnership.

## 9. EQUALITY AND HEALTH IMPLICATIONS

**Please select one of the options below.**

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.

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.

## 10. CONSULTATIONS

The strategy was developed in close partnership with the Safer Roads Operational group which has representation from stakeholders including the Lancashire constabulary, North West Ambulance Service, Lancashire Fire and Rescue Service, and the voluntary, community and faith sector.

A targeted online consultation survey on the content of the strategy was undertaken via stakeholder networks, social media, and the Lancashire Constabulary platform Lancashire Talking. It received 333 responses. Responses were used to inform the aims and actions within the strategy.

An interactive consultation process was undertaken by the social marketing company Social Sense with 3 high schools in the borough. The children and young people specific survey received 321 responses, and will be used to inform a social marketing campaign promoting road safety designed by young people.

Council portfolios were consulted via Senior Political Team meetings including public health, adults and prevention, children and young people, and growth and development.

The strategy will also be taken to the Health and Wellbeing Board.

## 11. STATEMENT OF COMPLIANCE

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

## 12. DECLARATION OF INTEREST

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

<b>CONTACT OFFICER:</b>	Iona Lyell <a href="mailto:iona.lyell@blackburn.gov.uk">iona.lyell@blackburn.gov.uk</a> ; Andrew Duxbury <a href="mailto:Andrew.Duxbury@blackburn.gov.uk">Andrew.Duxbury@blackburn.gov.uk</a>
<b>DATE:</b>	10.02.2022
<b>BACKGROUND PAPER:</b>	Appendix 1: Blackburn with Darwen Safer Roads Strategy 2022-2026 Appendix 2: Blackburn with Darwen Safer Roads Strategy Action Plan 2022-2026 Appendix 3: Blackburn with Darwen Eat Well Move More Strategy 2022-2025 Appendix 4: Blackburn with Darwen Walking and Cycling Plan 2021-2024 Appendix 5: Blackburn with Darwen Climate Emergency Action Plan Appendix 6: Towards Zero Lancashire: Road Safety Strategy for Lancashire 2016-2026

# Blackburn with Darwen Safer Roads Strategy 2022-2026



*We recommended you [click here](#) to view the strategy on the interactive platform Microsoft Sway*

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## 1. Strategy Purpose

*Whilst a consistent regional approach to road safety across Lancashire is vital in line with the [Lancashire Road Safety Partnership](#), addressing issues at a local level will be important to improve safety on BwD roads*



## 2. Strategy Context



**Locally** ☞ Creating safer and healthier roads in BwD ties into a number of agendas and priorities:

The strategy supports the priorities of the BwD Borough Council's [Corporate Plan](#) including:

- ☞ improving health inequalities and outcomes
- ☞ ensuring a safe and clean environment

Additionally, improving rates of walking and cycling is a [key action](#) within the road safety agenda - both via improving safety for these more vulnerable road users, and by encouraging active travel and thereby fewer cars on the road.

This strategy therefore complements the:

- In development Local Transport Plan 4 which is due to have a specific focus on sustainable travel and improving opportunities for walking and cycling
- [BwD Walking and Cycling Plan](#) which details how the authority is working to improve rates of walking and cycling.
- [Eat Well Move More Strategy 2022-2025](#)
- [BwD Climate Emergency Action Plan](#)

**Regionally** ☞ [The Lancashire Road Safety Partnership](#) has a 2016-2026 strategy with the vision of a Towards Zero Lancashire and the following aims:

1. Reduce road traffic fatalities by user group and age
2. Reduce severity and numbers of road traffic injuries by user group and age

3. Improve outcomes of 'vulnerable' road users.
4. Improve and change road safety attitudes and behaviours.

This strategy uses the 3 Es of Education, Enforcement and Engineering along with an emphasis of a coordinated and evidence based response

**Nationally** 🇬🇧 In 2019 the DfT released a [2 year action plan](#) for road safety with a particular focus on lifelong driver learning and improving driver behaviour, as well as an emphasis on active travel and making use of a Safe Systems approach.

Additionally, the Highway Code is set to soon be updated to reflect a [hierarchy of road users](#) - with the most vulnerable such as pedestrians and cycles taking priority

**Globally** 🌐 The United Nations has announced a global goal to reduce road traffic injuries and deaths [by 50% in the period 2021-2030](#)

### 3. Legal frameworks



The local authority has legal responsibilities to reduce and prevent accidents, investigate crashes involving vehicles and promote road safety as well as ensure the efficient and safe movement of people under:

- The Road Traffic Act 1988 (Section 39)
- The Road Traffic Regulation Act 1984 (Section 122)
- The Traffic Management Act 2004 (Section 16)

Public Health within local authority has a duty to monitor and protect the health of the population under the Health and Social Care Act 2012

The [Environment Act 1995](#) part IV requires local authorities to monitor air quality and have plans to address areas which do not or are not anticipated to reach targets.

For more information see [ROSPA \(2015\)](#)

#### 4. Strategy Principles

***Safer but also healthier roads - road and traffic related actions that can improve the populations health wider than collision prevention (although this remains the primary focus)***

☞ Primary aim of this strategy is to reduce casualties on BwD roads

Secondary aims:

- People feel safer on BwD roads, including when walking and cycling
- Reduction in car use and increase in walking and cycling
- Take action to improve air quality

#### 5. Priority Groups

- Pedestrians (all ages)
- Cyclists (all ages)
- Motorcyclists (16-24 and 45-60+)
- Young car occupants (16-24s)
- Older Road Users (65+)



## 6. BwD Road Safety Data

The latest available crash and casualty data from the [Department for Transport](#) (DfT) is from 2020 - there was 269 crashes with 380 casualties in BwD in 2020

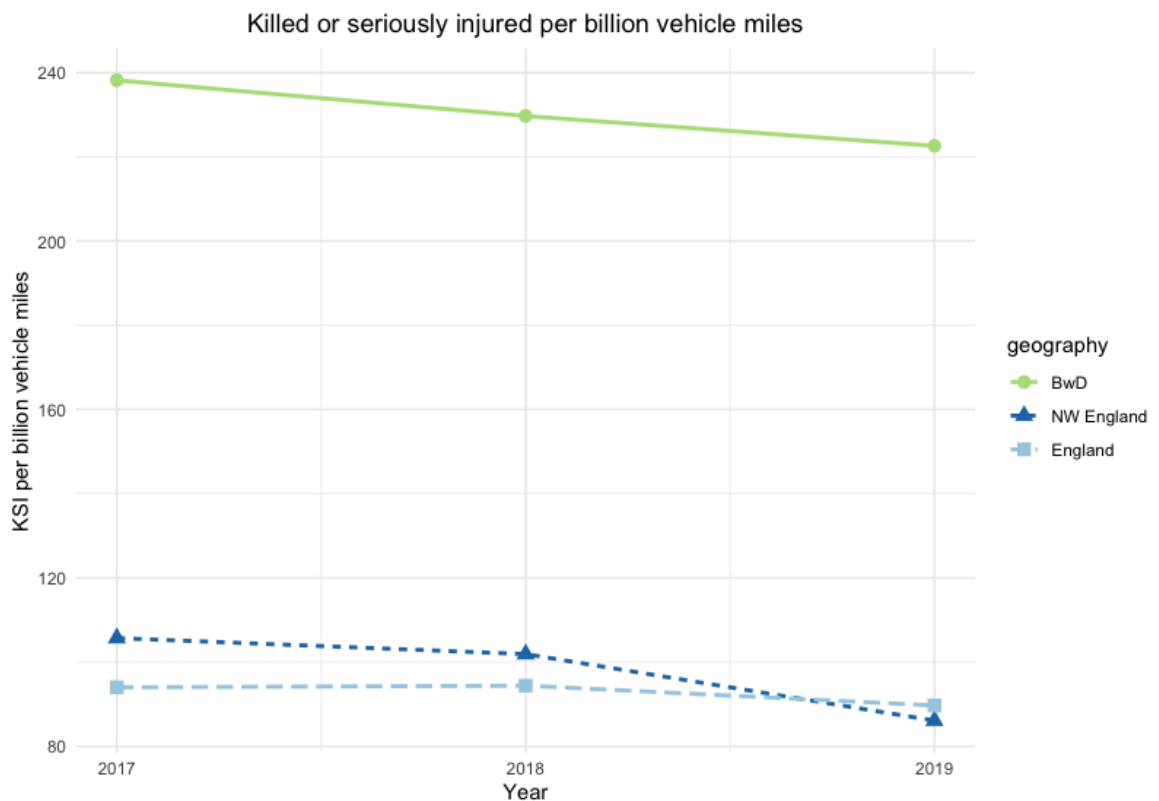
This resulted in two fatalities and 84 serious injuries

19 of these serious injuries were in those aged 15 and under

It is important to note that due to the COVID-19 pandemic data from 2020 may not be representative of usual trends

Our rate of people killed and seriously injured per billion vehicle miles travelled was 2nd highest in the North West Region in 2019, and higher than the North West and National average:

- Blackburn with Darwen 222.6 per billion vehicle miles travelled
- North West Region 86.1 per billion vehicle miles travelled
- England 89.7 per billion vehicle miles travelled



1 - Data from [PHE fingertips](#)

Area	Recent Trend	Count	Value		95% Lower CI	95% Upper CI
<b>England</b>	-	27,498	89.7*		-	-
North West region	-	3,485	86.1*		-	-
Blackpool	-	107	256.6		210.3	310.1
Blackburn with Darwen	-	116	222.6		184.0	267.0
Liverpool	-	276	158.4*		-	-
Sefton	-	134	155.2*		-	-
Oldham	-	96	118.3*		-	-
Manchester	-	214	107.1*		-	-
Lancashire	-	821	102.8*		95.8	110.0
Wirral	-	127	98.4*		-	-
St. Helens	-	88	95.0*		-	-
Wigan	-	120	86.3*		-	-
Cumbria	-	327	80.9		72.4	90.2
Tameside	-	64	75.2*		-	-
Trafford	-	79	73.1*		-	-
Bolton	-	108	71.4*		-	-
Rochdale	-	85	70.4*		-	-
Halton	-	49	64.7*		-	-
Salford	-	98	61.2*		-	-
Cheshire East	-	173	55.1*		-	-
Cheshire West and Chester	-	143	52.9*		-	-
Bury	-	59	49.7*		-	-
Stockport	-	67	47.1*		-	-
Knowsley	-	52	44.9*		-	-
Warrington	-	81	43.5*		-	-

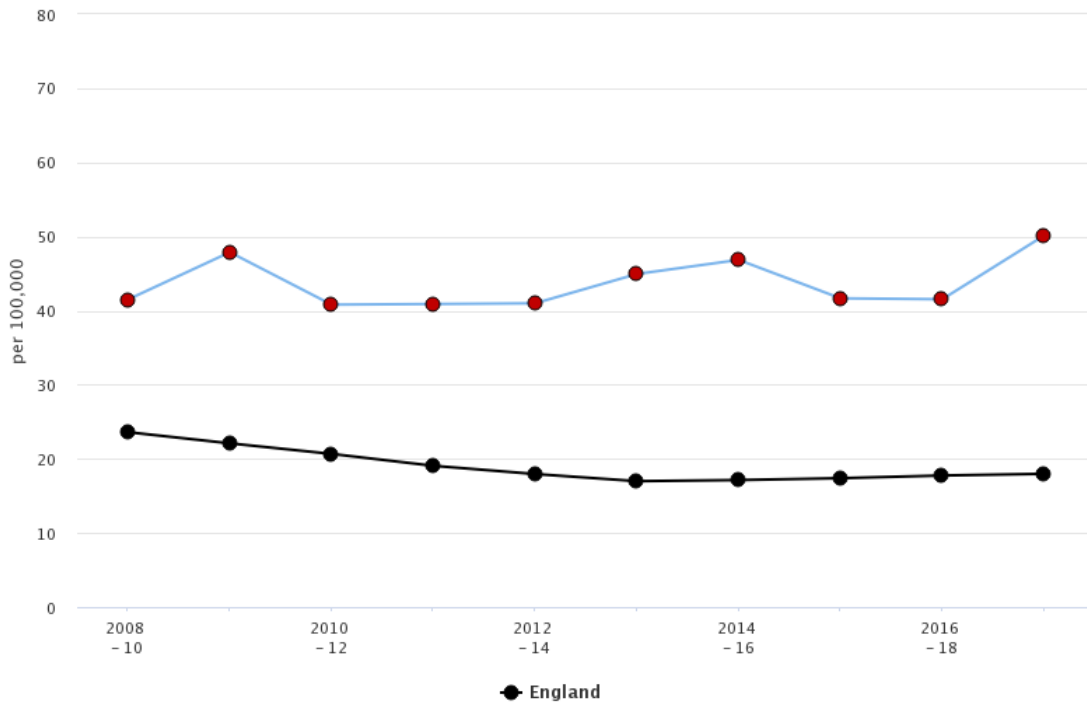
2 - Data from [PHE fingertips](#) (grey bars indicate modelled estimates)

For the three year period 2017 -2019 the borough had the third worst crude rate of children aged 0-15 killed and seriously injured per 100,000 residents in England, of the upper tier authorities.

- Blackburn with Darwen 50.1 per 100,000
- England 18.0 per 100,000
- North West 22.0 per 100,000

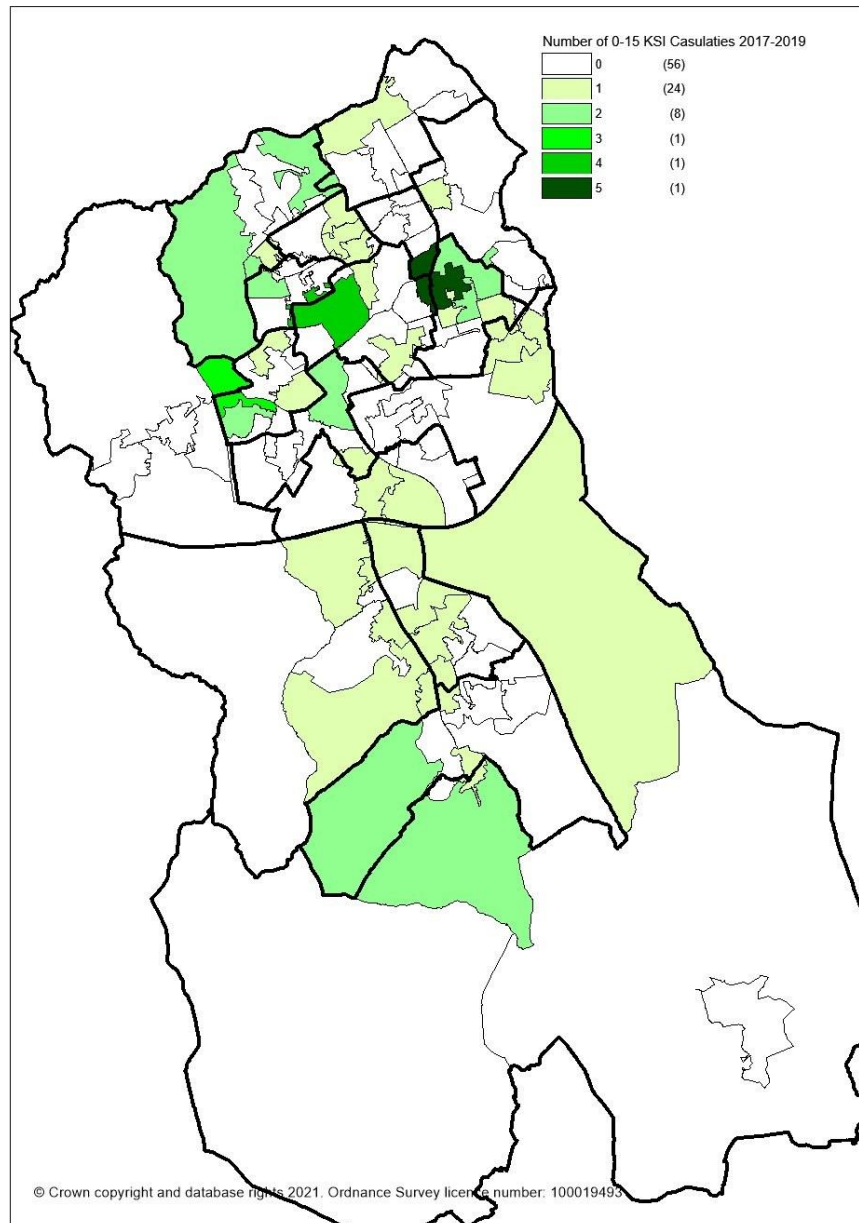
Compared with England ● Better 95% ● Similar ● Worse 95% ○ Not applicable

### Children killed and seriously injured (KSI) on England's roads for Blackburn with Darwen



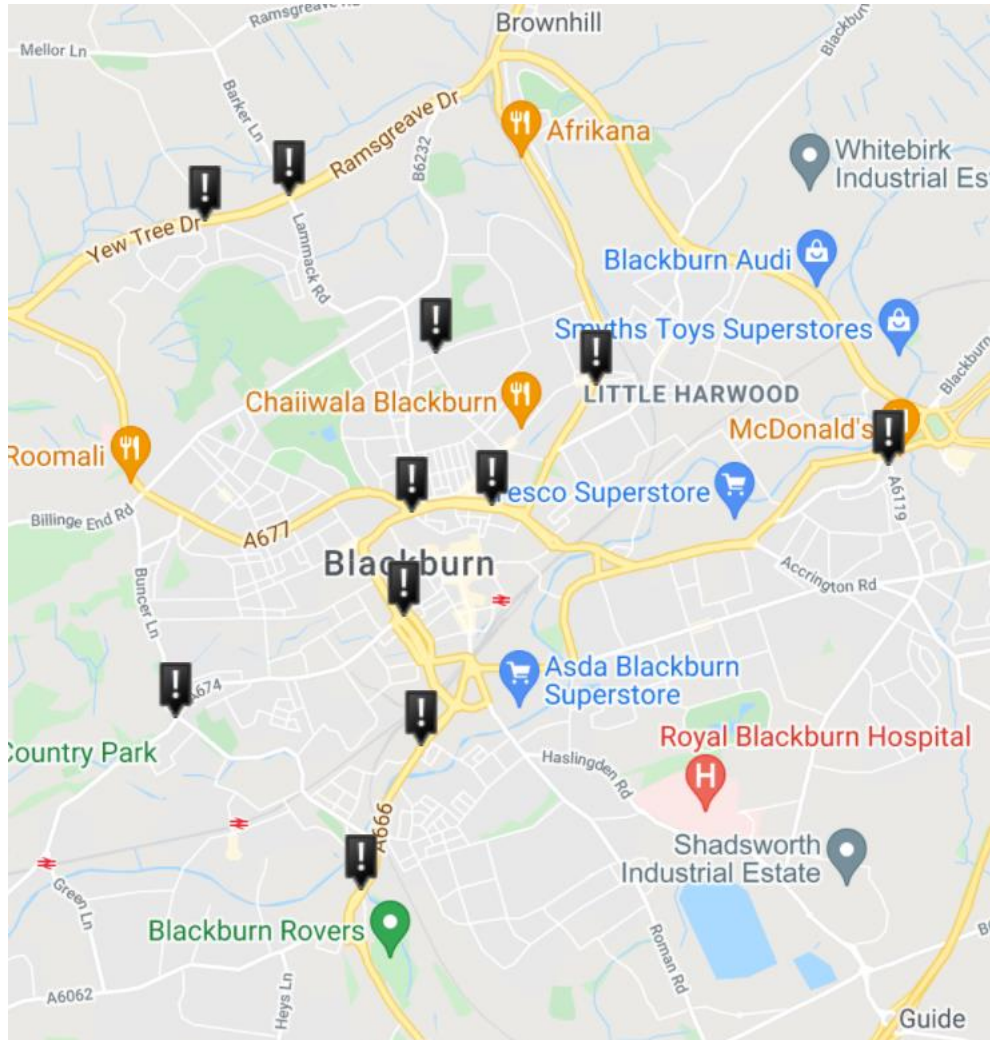
3 - Data from [PHE fingertips](#)

*Map of killed and seriously injured aged 0-15 casualties by lower super output area for 2017-2019*



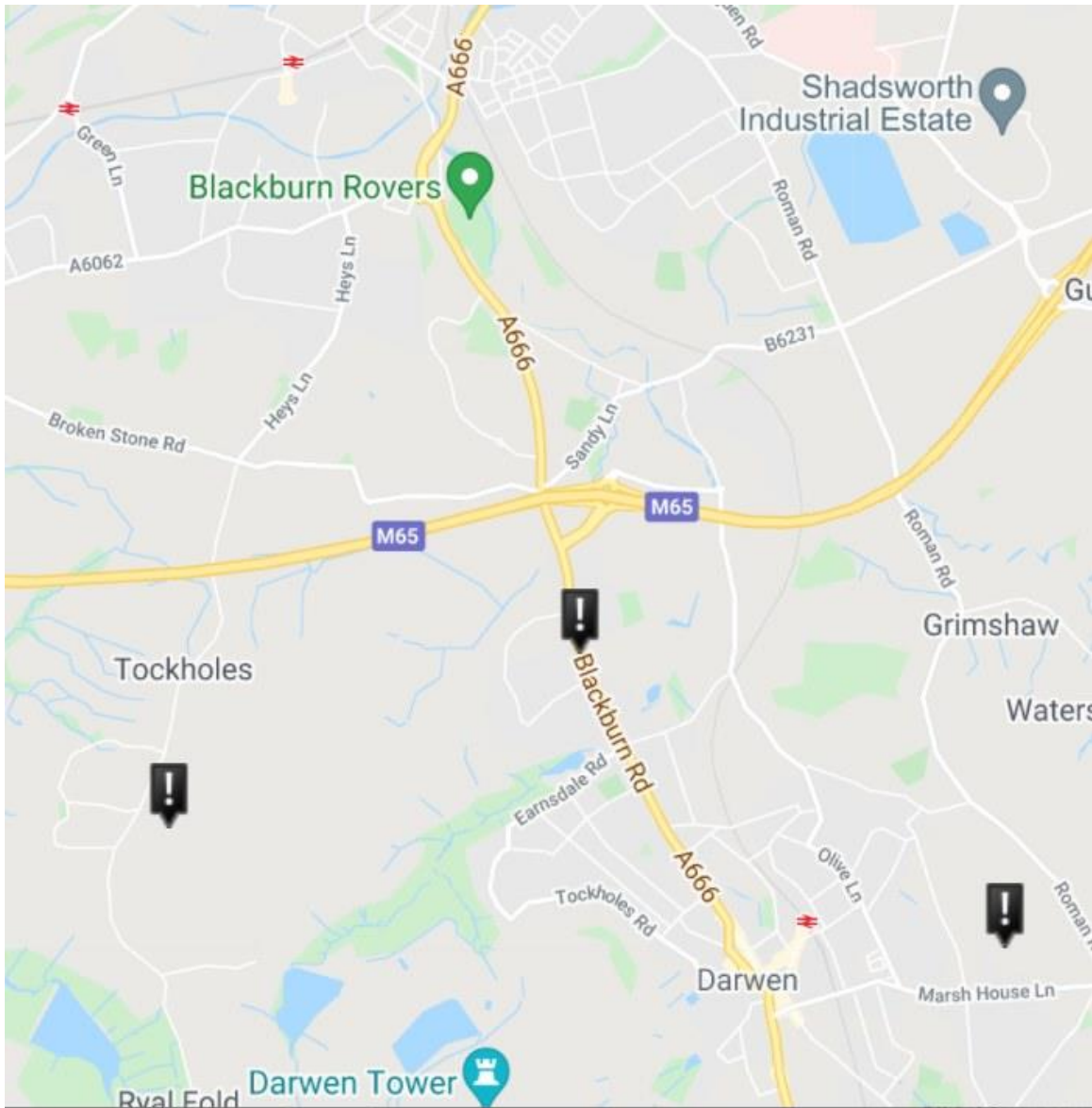
*4 - Map of killed and seriously injured aged 0-15 casualties by lower super output area for 2017-2019*

## Fatality locations 2016-2020



5 - Black flags indicate location of fatal crashes. Data from [crashmap](#) which pulls data from DfT and google maps.

## Fatality locations 2016-2020



6 - Black flags indicate location of fatal crashes. Data from [crashmap](#) which pulls data from DfT and google maps.

## 7. BwD walking and cycling data

During 2019-20 in Blackburn with Darwen [57% of people were estimated to walk or cycle once a week](#)

This is lower than the regional average of 68% and the national average of 69%

We additionally have [lower than national average rates of physical activity](#)

Increasing rates of walking and cycling is an important element of road safety as well as an opportunity to increase physical activity levels and the health benefits this brings

## 8. BwD air quality data

Poor air quality is associated with poor health, and local air quality management policies have been shown to [reduce hospital admissions](#) in their local areas. Blackburn with Darwen currently has [four Air Quality Management Areas](#). These are areas that do not meet national targets for air quality.

However, it is important to note that [the evidence suggests that there is no safe level of air pollution for health](#). Therefore, ongoing work to improve air quality is vital. Blackburn with Darwen Borough Council has been able to revoke four of the eight air quality management areas in the borough in recent years.

## 9. What are the options for evidence based interventions?



[Public Health England](#) in conjunction with ROSPA and the child accident prevention trust have three key recommendations to reduce unintentional injuries on the roads, focusing on those <25 years

1. Improve safety for children travelling to and from school
2. Introduce 20mph limits and zones in priority areas as part of a safe system approach to road safety
3. Action to prevent traffic injury and improve health works best when it is coordinated

A recent [review of the evidence](#) for 20mph limits concluded that there is moderate to strong evidence that 20mph limits reduce casualties.

There is also some weak evidence that they [encourage active travel and reduce air pollution](#).

20mph limits are reasonably inexpensive to implement ([£3-£5 per head](#))

As noted by the charity [20s plenty for us](#), 20mph limits require social marketing and engagement of communities and stakeholders.

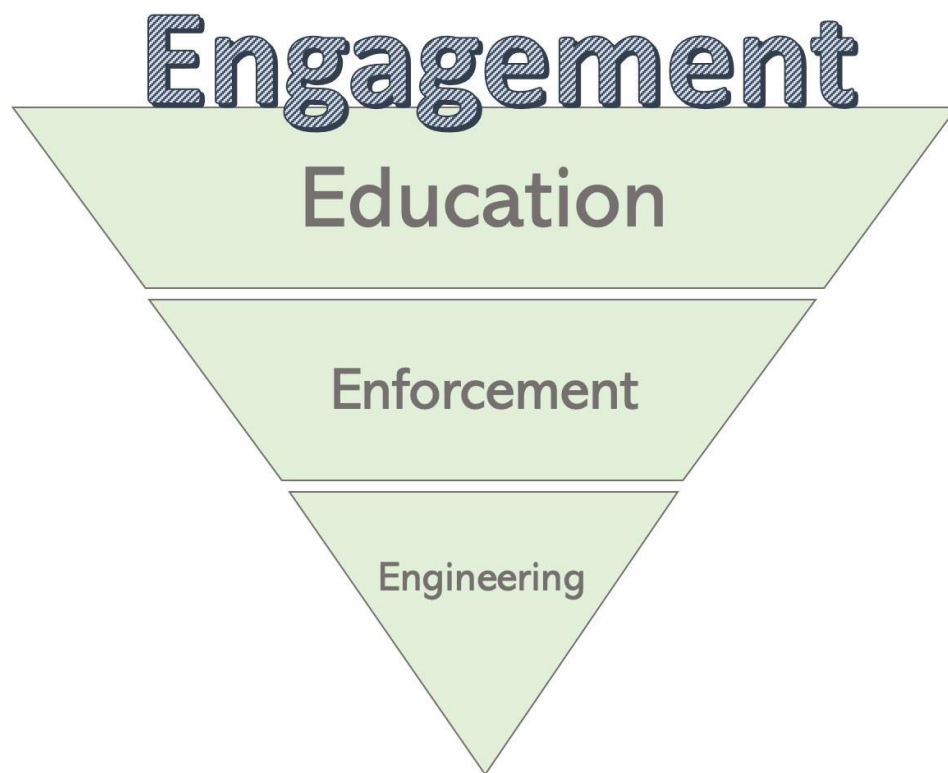


For more info see [20 questions about 20s plenty](#) and [NICE guidelines](#)

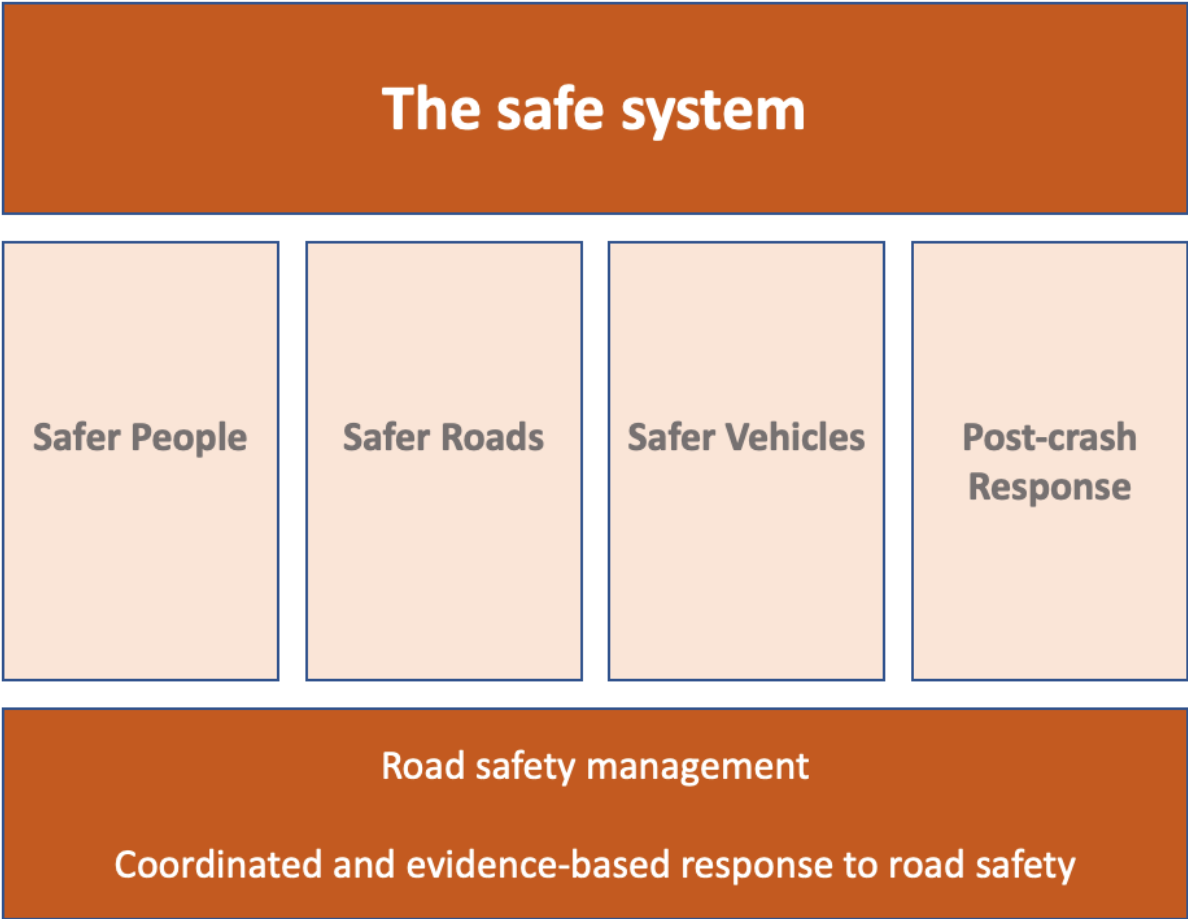
So how will we take these recommendations forward?

Within the strategic framework of engagement, education, enforcement, and engineering we will propose actions to improve road safety, being mindful of the [safe systems](#) framework which acknowledges that accidents will always happen, but that we must do everything within the system to prevent serious harm.

## 10. Strategic Frameworks and Models



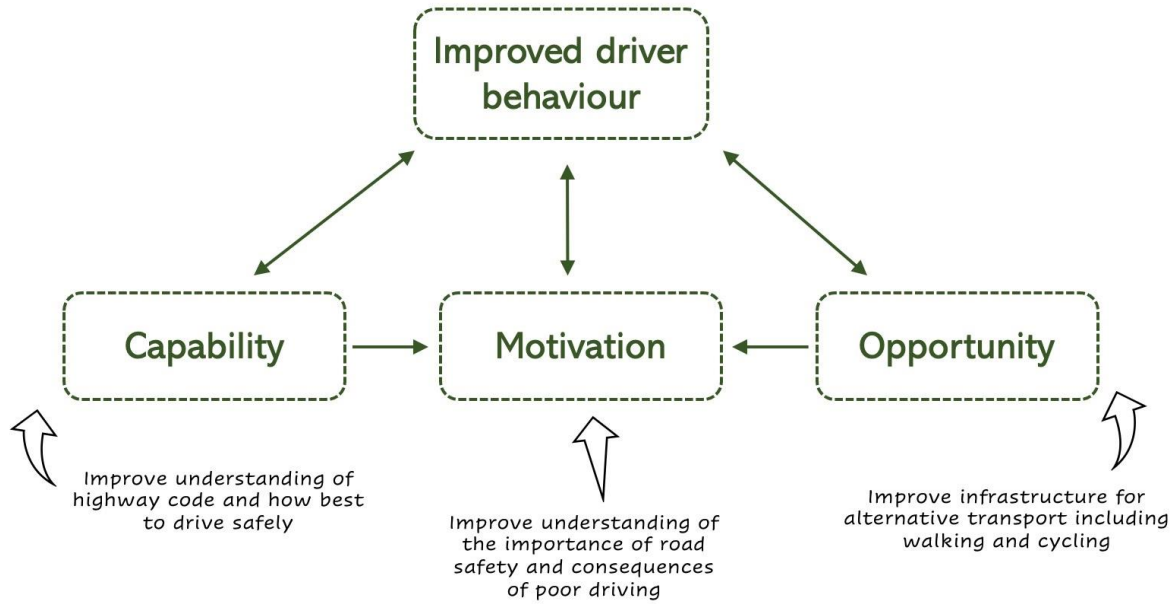
*7 - Strategic Framework*



Adapted from: Lancashire Road Safety Partnership. Towards Zero Lancashire, Road safety strategy for Lancashire 2016 to 2026.

*8 - Safe Systems Framework*

*The COM-B model of behaviour change*



Adapted from: Michie S, Atkins L, West R. The behaviour change wheel. A guide to designing interventions. 1st ed. Great Britain: Silverback Publishing. 2014:1003-10.

*9 - The COM-B model of behaviour change as applied to driver behaviour*

## 11. The Action Plan

### *Blackburn with Darwen Safer Roads Strategy Action Plan 2022-2026*

<b>ENGAGEMENT</b>			
<i>consider start well, live well, age well in all actions</i>			
<b>ACTION</b>	<b>LEAD ORGANISATION/PARTNERSHIP</b>	<b>BY WHEN</b>	<b>MEASURE</b>
Public consultation on contents of strategy and individual actions within strategy where appropriate	Blackburn with Darwen Borough Council	Ongoing	<ul style="list-style-type: none"> <li>- Who has been consulted</li> <li>- Number of responses</li> <li>- Acton on responses</li> </ul>
Engagement with schools to develop school travel plans and improve safety around school drop-off and pick-up times, with a focus on sustainable travel	Blackburn with Darwen Borough Council	Ongoing	<ul style="list-style-type: none"> <li>- Number of schools with travel plans and when plans last updated</li> <li>- Qualitative and quantitative data on safety around schools</li> </ul>
Creation of the BwD Safer Roads Operational Group with representation across BwD Borough Council, Lancashire Constabulary, Fire and Rescue Service, North West Ambulance Service, Youth MPs and Voluntary, Community and Faith sector	Members of the Blackburn with Darwen Safer Roads Operational Group	Complete	<ul style="list-style-type: none"> <li>- Monitor frequency of meetings and engagement</li> </ul>
Close coordination with the Lancashire Road Safety Partnership, including on data intelligence and regional coordination	Blackburn with Darwen Safer Roads Operational Group and Lancashire Road Safety Partnership	Ongoing	<ul style="list-style-type: none"> <li>- Qualitative feedback on local and regional coordination</li> </ul>
Engagement around the Safer Roads agenda with different groups including: <ul style="list-style-type: none"> <li>- Taxi drivers</li> <li>- Driving instructors</li> <li>- Car dealerships and car rental establishments</li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Groups engaged including type of engagement and outcomes</li> </ul>

- Alternative transport providers			
Elected member engagement sessions including <ul style="list-style-type: none"> <li>- Discussions about responding to road safety concerns</li> <li>- Publicising how road safety is being addressed within the borough</li> </ul>	Blackburn with Darwen Borough Council	December 2022	<ul style="list-style-type: none"> <li>- Number of sessions</li> <li>- Attendance at sessions</li> </ul>
Engagement with residents via social media communications including messages on <ul style="list-style-type: none"> <li>- You said, we did</li> <li>- Addressing concerns about road safety</li> <li>- Managing expectations</li> <li>- Publicising road safety activity by all partners</li> <li>- What residents can do to contribute to safer roads</li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Engagement and interaction with posts</li> </ul>
Social marketing campaign co-produced by young people to promote road safety	Blackburn with Darwen Borough Council and social marketing company Social Sense	Feb 2022	<ul style="list-style-type: none"> <li>- Number of young people involved in creating campaign</li> <li>- Number of communication outputs</li> </ul>
Advocacy to central government including: <ul style="list-style-type: none"> <li>- The importance of properly funded road safety programmes including in the context of education, enforcement and engineering</li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Qualitative feedback</li> <li>- Funding awarded by grants etc.</li> </ul>
Road Safety Newsletter	Blackburn with Darwen Borough Council	December 2022	<ul style="list-style-type: none"> <li>- Number of subscribers</li> <li>- Frequency of letters</li> </ul>

EDUCATION			
<i>consider start well, live well, age well in all actions</i>			
ACTION	LEAD ORGANISATION/PARTNERSHIP	BY WHEN	MEASURE
Coordinated communications about safe road use including: <ul style="list-style-type: none"> <li>- Driving for the conditions</li> <li>- Car maintenance</li> <li>- Highway code (including education about changes)</li> <li>- Where to report unsafe driving</li> <li>- Financial benefits of safe driving including insurance costs</li> <li>- Air quality issues including engine idling</li> <li>- Benefits of active travel</li> <li>- Using local intelligence to inform education campaigns for specific issues e.g. seat belts, mobile phones, drink/drug driving</li> <li>- <i>Coincide with national campaigns</i></li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Engagement with social media posts e.g. views, likes, comments</li> </ul>
Ongoing coordinated road safety education in schools	Blackburn with Darwen Borough Council and Lancashire Fire and Rescue Service	Ongoing	<ul style="list-style-type: none"> <li>- Number of sessions delivered</li> <li>- Number of children attending sessions</li> </ul>
Ongoing Bikeability training in schools	Department for Transport	Ongoing	<ul style="list-style-type: none"> <li>- Number of sessions delivered</li> <li>- Number of children attending sessions</li> </ul>
Road safety “university challenge” style quiz competition for children and young people	Blackburn with Darwen Borough Council	April 2024	<ul style="list-style-type: none"> <li>- Number of children involved</li> </ul>

ENFORCEMENT			
<i>consider start well, live well, age well in all actions</i>			
ACTION	LEAD ORGANISATION/PARTNERSHIP	BY WHEN	MEASURES
Effective speed and driver behaviour enforcement	Lancashire Road Safety Partnership	Ongoing	<ul style="list-style-type: none"> <li>- Numbers of offences</li> <li>- Numbers of convictions/fines issued</li> </ul>
Greater visibility of enforcement activities including via communications	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Numbers and frequency of communications</li> </ul>
Ongoing enforcement of parking regulations	Blackburn with Darwen Borough Council	Ongoing	<ul style="list-style-type: none"> <li>- Number of fines issued</li> </ul>
Efficient use of enforcement camera technology including speed cameras and red-light cameras	Blackburn with Darwen Borough Council	Ongoing	<ul style="list-style-type: none"> <li>- Number of cameras</li> <li>- Number of fines issued</li> </ul>
Dash cam portal	Lancashire Constabulary	Ongoing	<ul style="list-style-type: none"> <li>- Number of uploads</li> <li>- Number of fines/prosecutions resulting</li> </ul>
Investigate and support mechanisms for community enforcement including via existing community channels e.g. community road watch	Blackburn with Darwen Safer Roads Operational Group and Lancashire Road Safety Partnership	Ongoing	<ul style="list-style-type: none"> <li>- Number of community volunteers</li> </ul>
Coordinated data sharing between partners to maximise utility	Blackburn with Darwen Safer Roads Operational Group and Lancashire Road Safety Partnership	Ongoing	<ul style="list-style-type: none"> <li>- Data sets shared</li> <li>- Outcomes from increased sharing of data</li> </ul>

ENGINEERING			
<i>consider start well, live well, age well in all actions</i>			
ACTION	LEAD ORGANISATON/PARTERSHIP	BY WHEN	MEASURES
Design infrastructure friendly for all road users e.g. benches for walkers, dropped curbs, quality walking and cycling infrastructure, separating walkers and cyclists from motorists	Blackburn with Darwen Borough Council	Ongoing	- Number and type of improvements made
School streets (closure of roads outside of schools to encourage active travel and reduce air pollution)	Blackburn with Darwen Borough Council	Ongoing	- Number of school streets implemented - Qualitative feedback from residents
School active trails to encourage active travel to schools	Blackburn with Darwen Borough Council	Ongoing	- Number of active trails installed - Qualitative feedback from residents
Duty for all new developments to include signage for walking and cycling to local amenities	Blackburn with Darwen Borough Council	Dec 2023	- Number of signs
Investigate options for raising awareness of air quality particularly around schools, and use of council assets for air quality monitoring	Blackburn with Darwen Borough Council	Ongoing	- Monitoring of air quality
Engage and consult with residents on how to reduce speeds including possibility of introducing new 20mph limit areas along with a continued commitment for new residential development areas to have 20mph limits as standard	Blackburn with Darwen Safer Roads Operational Group	Engagement on 20mph limits by Dec 2023 Trial of further limit areas by Dec 2024	- Number of residents engaged - Quantity of road with 20mph limits



Effective maintenance of road lighting, signage and markings	Blackburn with Darwen Borough Council	Ongoing	- Number and quality of schemes/improvements delivered
Wider communication on engineering improvements	Blackburn with Darwen Borough Council	Ongoing	- Numbers and frequency of communications
Improve electric vehicle infrastructure	Blackburn with Darwen Borough Council	Ongoing	- Numbers of EV charging points in the borough





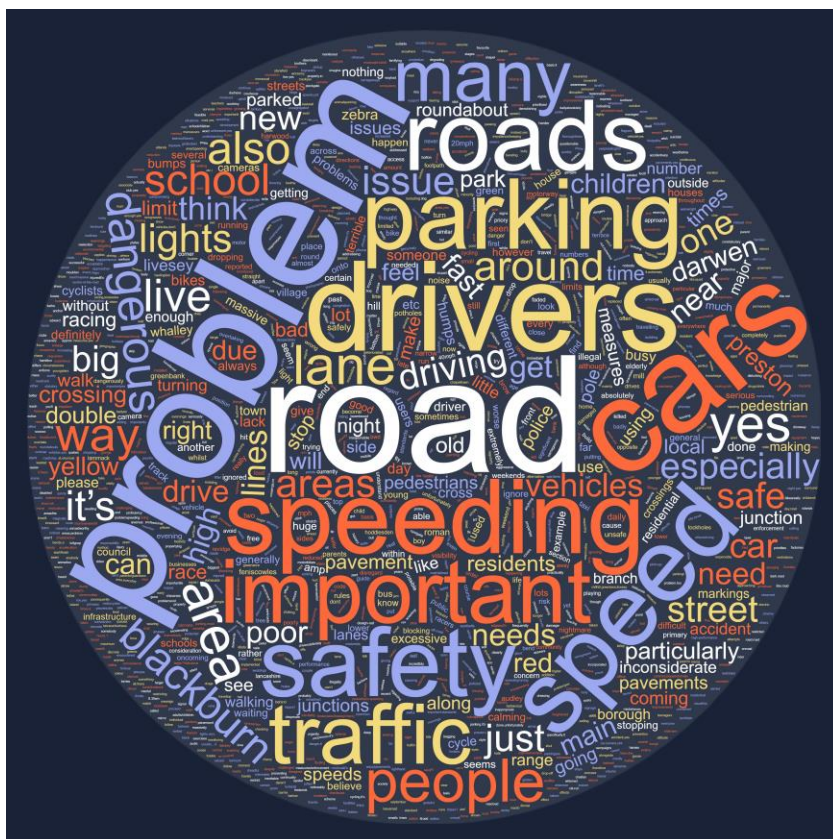
10 - Example of an active trail to encourage active travel to school in BwD



## 12. Consultation

*The contents of this strategy were developed in consultation with the public, with schools, and with partnership organisations.*





11 - Word cloud in response to the question - "What do you think about road safety in Blackburn with Darwen?"

The public consultation highlighted that >60% of respondents *do not feel safe* when using our roads to walk or cycle, this is why improving the sense of safety on BwD roads is an important aim within this strategy.

It demonstrated the importance that residents place on road safety.

The respondents were in support of the aims and action areas of the strategy. They emphasised the importance of engagement, education, enforcement and engineering actions all having a place within improving road safety.

13. How will progress be measured?



The ultimate vision is a Towards Zero approach, with no fatalities on our roads. On our way to achieving this aim, we have set targets to benchmark progress against:

🎯 Target for a 30% reduction in fatal and serious casualties on BwD roads by 2026 from 2019 levels

🎯 Target for 30% reduction in fatal and serious casualties in those 15 years and under by 2026 from 2019 levels

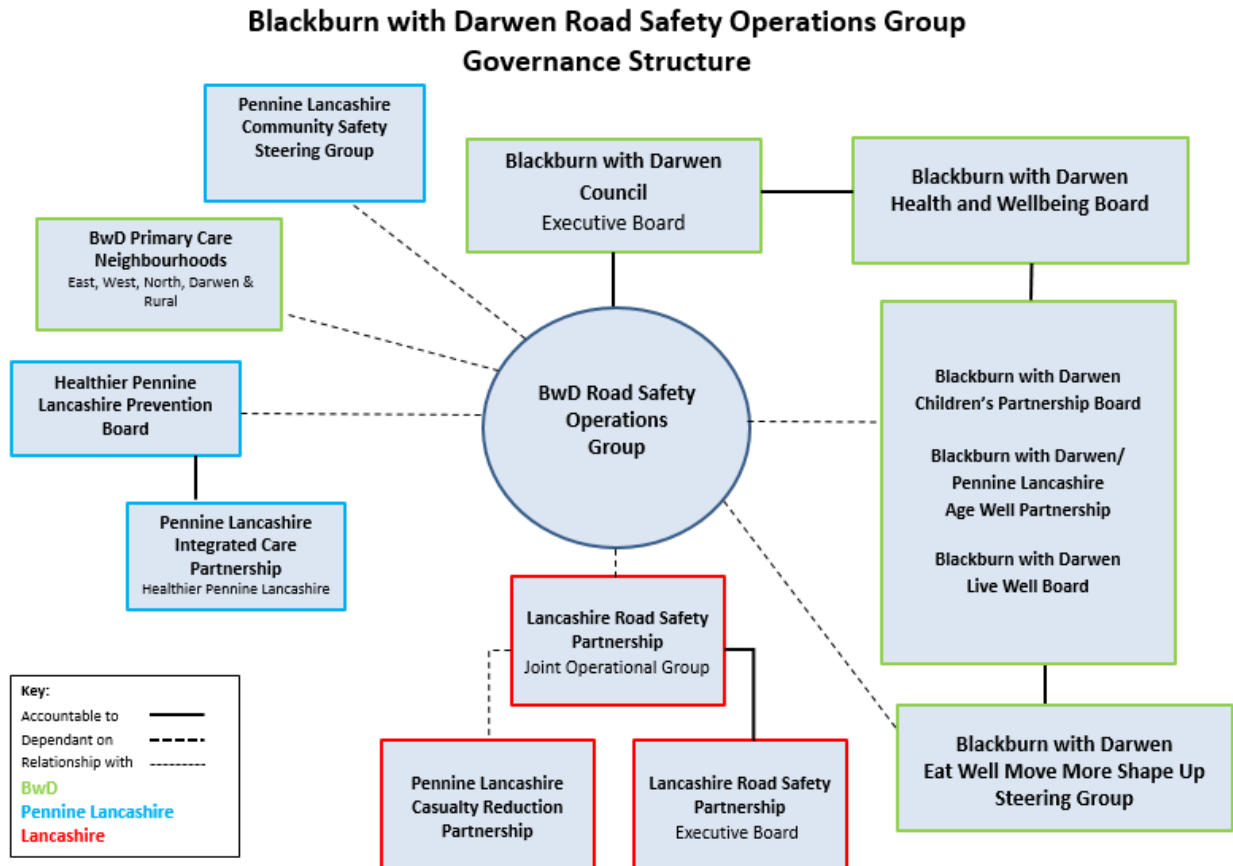
(as measured by STATS19 figures)

🎯 Target to reduce the number of Air Quality Management Areas in the borough from four to one by 2026

🎯 Target for an increase in walking and cycling in line with the [BwD Walking and Cycling Plan](#)

## 14. Governance

*The Blackburn with Darwen Safer Roads Operational Group will oversee the delivery of this strategy*





**Thank you for viewing the Blackburn with Darwen Safer Roads Strategy 2022-2026**



inspire | motivate | overcome  
It's my opportunity



**NHS**  
North West  
Ambulance  
Service



## Blackburn with Darwen Safer Roads Strategy Action Plan 2022-2026

ENGAGEMENT			
<i>consider start well, live well, age well in all actions</i>			
ACTION	LEAD ORGANISATION/PARTNERSHIP	BY WHEN	MEASURE
Public consultation on contents of strategy and individual actions within strategy where appropriate	Blackburn with Darwen Borough Council	Ongoing	<ul style="list-style-type: none"> <li>- Who has been consulted</li> <li>- Number of responses</li> <li>- Acton on responses</li> </ul>
Engagement with schools to develop school travel plans and improve safety around school drop-off and pick-up times, with a focus on sustainable travel	Blackburn with Darwen Borough Council	Ongoing	<ul style="list-style-type: none"> <li>- Number of schools with travel plans and when plans last updated</li> <li>- Qualitative and quantitative data on safety around schools</li> </ul>
Creation of the BwD Safer Roads Operational Group with representation across BwD Borough Council, Lancashire Constabulary, Fire and Rescue Service, North West Ambulance Service, Youth MPs and Voluntary, Community and Faith sector	Members of the Blackburn with Darwen Safer Roads Operational Group	Complete	<ul style="list-style-type: none"> <li>- Monitor frequency of meetings and engagement</li> </ul>
Close coordination with the Lancashire Road Safety Partnership, including on data intelligence and regional coordination	Blackburn with Darwen Safer Roads Operational Group and Lancashire Road Safety Partnership	Ongoing	<ul style="list-style-type: none"> <li>- Qualitative feedback on local and regional coordination</li> </ul>
Engagement around the Safer Roads agenda with different groups including: <ul style="list-style-type: none"> <li>- Taxi drivers</li> <li>- Driving instructors</li> <li>- Car dealerships and car rental establishments</li> <li>- Alternative transport providers</li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Groups engaged including type of engagement and outcomes</li> </ul>



<p>Elected member engagement sessions including</p> <ul style="list-style-type: none"> <li>- Discussions about responding to road safety concerns</li> <li>- Publicising how road safety is being addressed within the borough</li> </ul>	Blackburn with Darwen Borough Council	December 2022	<ul style="list-style-type: none"> <li>- Number of sessions</li> <li>- Attendance at sessions</li> </ul>
<p>Engagement with residents via social media communications including messages on</p> <ul style="list-style-type: none"> <li>- You said, we did</li> <li>- Addressing concerns about road safety</li> <li>- Managing expectations</li> <li>- Publicising road safety activity by all partners</li> <li>- What residents can do to contribute to safer roads</li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Engagement and interaction with posts</li> </ul>
<p>Social marketing campaign co-produced by young people to promote road safety</p>	Blackburn with Darwen Borough Council and social marketing company Social Sense	Feb 2022	<ul style="list-style-type: none"> <li>- Number of young people involved in creating campaign</li> <li>- Number of communication outputs</li> </ul>
<p>Advocacy to central government including:</p> <ul style="list-style-type: none"> <li>- The importance of properly funded road safety programmes including in the context of education, enforcement and engineering</li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Qualitative feedback</li> <li>- Funding awarded by grants etc.</li> </ul>
Road Safety Newsletter	Blackburn with Darwen Borough Council	December 2022	<ul style="list-style-type: none"> <li>- Number of subscribers</li> <li>- Frequency of letters</li> </ul>

EDUCATION			
<i>consider start well, live well, age well in all actions</i>			
ACTION	LEAD ORGANISATION/PARTNERSHIP	BY WHEN	MEASURE
Coordinated communications about safe road use including: <ul style="list-style-type: none"> <li>- Driving for the conditions</li> <li>- Car maintenance</li> <li>- Highway code (including education about changes)</li> <li>- Where to report unsafe driving</li> <li>- Financial benefits of safe driving including insurance costs</li> <li>- Air quality issues including engine idling</li> <li>- Benefits of active travel</li> <li>- Using local intelligence to inform education campaigns for specific issues e.g. seat belts, mobile phones, drink/drug driving</li> <li>- <i>Coincide with national campaigns</i></li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Engagement with social media posts e.g. views, likes, comments</li> </ul>
Ongoing coordinated road safety education in schools	Blackburn with Darwen Borough Council and Lancashire Fire and Rescue Service	Ongoing	<ul style="list-style-type: none"> <li>- Number of sessions delivered</li> <li>- Number of children attending sessions</li> </ul>
Ongoing Bikeability training in schools	Department for Transport	Ongoing	<ul style="list-style-type: none"> <li>- Number of sessions delivered</li> <li>- Number of children attending sessions</li> </ul>
Road safety “university challenge” style quiz competition for children and young people	Blackburn with Darwen Borough Council	April 2024	<ul style="list-style-type: none"> <li>- Number of children involved</li> </ul>

ENFORCEMENT			
<i>consider start well, live well, age well in all actions</i>			
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# Blackburn with Darwen Eat Well Move More Strategy 2022-2025

## The Food, Physical Activity and Healthy Weight Strategy for Blackburn with Darwen

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# Foreword

Welcome to the refreshed 'Eat Well Move More' strategy! Tackling unhealthy weight and physical inactivity remains a local priority. Through this strategy and partnership, we aim to ensure that moving more, eating well and being a healthy weight is everybody's business.

We are continuing to strive for a whole system approach through collaborative working. Working in this way brings the opportunity to engage stakeholders from the wider system to support in the shared vision. Using a 'place based' and whole system approach is key to making health everybody's business in every setting.

Now more than ever there is the need to increase national and local focus and commitment to people's health, wellbeing, and quality of life and this has been highlighted by the COVID pandemic. During this time, we have seen the Health and Care sector and communities face considerable challenges. The pandemic has also highlighted the health inequalities, which exist within our communities in Blackburn with Darwen. However, we know that by improving access to good food and creating opportunities to be physically active, these health inequalities can be reduced significantly.

The strategy provides a timely opportunity to drive forward system change and support leaders to advocate local decision making, which reflects the needs and priorities of people who live, work, and go to school or college in our borough. Long-term, sustainable change can only happen when we work in partnership with our local community. Supporting and encouraging conversations around physical activity and good food across the system not only benefits health on an individual level but also impacts positively on other local agendas including, employability, productivity and reducing the demand on social care.

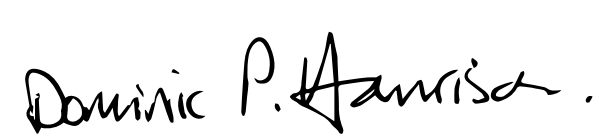
We are better together, and we can all do our bit as individuals, within our communities and the places that we live and work to make a difference. Together we can work to create food and physical activity environments, which encourage and enable our communities to make a healthier choice.



*Cllr Damian Talbot  
Executive Member for  
Public Health and Wellbeing*



*Cllr Mohammed Khan CBE  
Leader of the Council*



*Dominic Harrison  
Director of Public Health*



*Dr Mohammed Umer  
Clinical Director Blackburn with  
Darwen Primary Care Networks*



# Executive Summary

As we begin to think about planning for COVID recovery, we are now looking to intensify and redouble our efforts to increase physical activity levels, ensure access to healthier and affordable food and promote healthy weight for our communities in Blackburn with Darwen.

The **'Eat Well Move More Shape Up Strategy 2017-2020'** made significant progress in embedding the three key work streams of the strategy through the development of the Active BwD Network, Blackburn with Darwen's Food Resilience Alliance and the Healthy Weight Declaration. The strategy brought together key people and organisations with a shared purpose of getting Blackburn with Darwen moving more, eating well and aiming for a healthy weight. With the refresh of the strategy, there is now an opportunity to shift to a collective strategic approach, which advocates for sustainable change across the whole system and supports ongoing development and delivery.

Effectively engaging with senior leaders and decision makers is critical to implementing this whole system change. The **'Eat Well Move More'** strategic partnership aims to facilitate access to healthier, affordable and more sustainable food, increase opportunities to increase physical activity and promote a healthy weight environment through a whole system approach, whilst ensuring that this is everyone's business. The eleven 'Guiding Principles' within the refreshed strategy gives a framework for this and encourages an evidence based, intelligence led and community focussed way of working to improve the health and wellbeing of our residents and to tackle health inequalities.

The refreshed and rebranded **'Eat Well Move More'** strategy will support the recovery from the COVID-19 pandemic and build on the learning and opportunities presented during this time and the partnerships developed during the last 18 months with the ambition to embed 'Eat Well Move More' guiding principles through the borough's COVID recovery plans.





# Background

The purpose of the strategy has now shifted following on from the successful implementation of three key workstreams:

- **The Food Resilience Alliance**
- **Active BwD Network**
- **The Healthy Weight Declaration**

These work streams have brought together people and organisations with a shared purpose and principles that cuts across and provides motivation for our combined work. The collaborative work has enabled successful bids for national funding for the Department of Health and Social Care funded Childhood Obesity Trailblazer Programme 'Healthier Place Healthier Future' and The Sport England Local Delivery Pilot – 'Together an Active Future'.

The focus was on delivery of the vision '**For everyone in Blackburn with Darwen to move more, eat well and maintain a healthy weight**'. The shift is now to a more strategic approach and how we embed sustainable, cultural and systemic change.

Positive behaviour change in individuals needs to be supported by the whole system. In order to achieve system change across sectors, infrastructure and places, we must work collaboratively to develop a shared vision.

We are exposed to an environment which promotes unhealthy weight from an early age, where high calorie, nutrient poor food is easily accessed, cheap and abundant and physical activity is not the '**go to**' choice. A key driver moving forwards with the new strategy is looking at the 'place', the wider built environment and transport systems. These play a crucial role by either promoting or hindering access to physical activity and good food.

Disadvantaged areas tend to have a higher density of main roads, poorer air quality and higher collision rates this combined with more prevalence of an obesity causing environment exacerbates health inequalities and further discourages walking, cycling and being active. Active travel planning influences numerous local drivers in BwD including health inequalities, high levels of deprivation, long term conditions, social isolation and air quality. The built environment is key to maintaining independence and mobility and supporting active ageing.

Building strong collaborations across the sector is key to influencing and creating a healthier built environment where the easy choice is the healthy choice.

# The journey so far 2017-2020

There have been a number of successes during the life of the original strategy which have provided a platform for future activity and developments. Some key highlights include:

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## Breastfeeding Friendly Borough

BwD became a Breastfeeding Friendly Borough in 2018. The continued good work and maintenance of the initiative has recently led to the revalidation of the Gold level Baby Friendly award. This highlights the work undertaken to provide a practical and effective way for health services to improve care provided for all mothers and babies, including the highest level of breastfeeding support.



## The Summer Holiday Activity Fund Programme

In 2019 Spring North led the bid to bring the Holiday Activity Fund to BwD. The programme reached around 2,500 children and young people who were eligible for free school meals. The four week summer programme provided a programme of activity and food across the borough in a range of settings delivered by the local youth organisations and the Council's Childrens Centres and Young People Services.



## The Healthy Weight Declaration

BwD was the first borough in the country to have Local Authority and Clinical Commissioning Group to sign a joint Healthy Weight Declaration. This emphasises the responsibility to develop and implement policies which promote healthy weight.



# The journey so far 2017-2020



## Child Obesity Trailblazer Programme

Department of Health and Social Care funded Healthier Place, Healthier Future programme continues to address some of the drivers of unhealthy weight across Pennine Lancashire taking a population and targeted approach. Successful work so far includes: the development of a series of resources for elected member development alongside a regular Pennine Lancashire elected Health & Wellbeing forum and two rounds of social movement, #getshangry campaigns.

# Together an Active Future



## Together an Active Future

In 2017 Pennine Lancashire was successfully in becoming a Sport England Local Delivery Pilot site to help to tackle physical inactivity trends across the 6 boroughs. The proposed £10 million funding will see the pilot being delivered until 2025.



## BwD Stride and Ride Group

In response to the Emergency Travel Fund announced by the Government at the start of the COVID-19 pandemic an active travel partnership was set up to manage the fund and develop walking and cycling infrastructure in the borough. This group has now gone on to develop a Walking and Cycling plan for the BwD which was signed off in September 2021.



# The journey so far 2017-2020



## Eat Well - Blackburn with Darwen Food Resilience Alliance

BwD Food Resilience Alliance (FRA) aims to help us all, whatever our age or background, to have a better relationship with food; to learn how we can manage what and how much we eat. Most of all it will make sure that good food is available to all who need it when they need it; it will do this by encouraging more collaboration between those organisations which provide food to the vulnerable and those in crisis.

The FRA is a social and community movement, which will bring communities together to end food poverty in its many forms. It will transform the way we think about, source, provide and consume food.

The FRA will link up those who grow our food locally with those who eat it. We want to understand and change the waste caused by food surpluses in the shops. We want to help our communities cook and eat together.



## Recipe 4 Health

Blackburn with Darwen Borough Council's Environmental Health team support local food business, including cafes and takeaways, schools, nurseries and care homes to achieve the 'Recipe 4 Health' healthier catering award. Settings can achieve Bronze, Silver or Gold with all award holders being showcased on the [www.BeWellBwD.com](http://www.BeWellBwD.com) webpage.



# The journey so far 2017-2020



## Blackburn with Darwen Social Prescribing Alliance

The BwD Social Prescribing Alliance is an important partnership which formed in September 2020 as part of a community based early intervention and prevention offer within the four neighbourhoods of Blackburn with Darwen. It plays a crucial role help improve the physical and mental well-being of local people access & receive the best offer of support as soon as possible. Consisting of over 80 community-based representatives including the Social Prescribing Link Workers, the Alliance meets on a monthly basis to build rapport, make connections, share local knowledge and ensure referral mechanisms are as efficient as possible.





# The impact of the COVID-19 pandemic

The past year has seen the health and care system and local communities face considerable challenges. The COVID-19 pandemic has highlighted the health inequalities that exist within our communities. Those living in the most deprived areas are more susceptible to the effects of COVID and this further widens the health inequality gap.

Attitudes towards the place that we live changed significantly during this period. The pandemic created increased opportunities for walking and cycling, with more value placed on our green and blue spaces. However, it has also highlighted the fragility of our food system, increased opportunity for an increase in availability of unhealthier takeaway food and increasing weight across our population during this period. The physical activity and the food environment system plays a vital role in improving public health and wellbeing and widening access to healthy choices.

We need to harness the focus and momentum created in light of COVID-19 and use this as a conversation starting point partners, stakeholders, businesses and individuals. We also need to review our policies, systems and activities to ensure that those most at risk of health inequalities are supported in an appropriate and timely way.





# Health & Social Care System Changes

Since the first strategy was developed, there have been significant changes across the health and social care system and a number of key strategies released which have supported emerging work across the food, physical activity and healthy weight agendas (Table on page 20). The developing Lancashire and South Cumbria Integrated Care System and Pennine Lancashire Place based Partnership along with the four local Primary Care Neighbourhoods are providing significant opportunities to embed prevention as a 'must do' and to tackle health inequalities.

In February 2021, a new [DHSC White Paper](#) was released which builds on the NHS Long Term Plan and aims to support recovery from the COVID pandemic. The paper focusses on integration and collaboration across the system bringing opportunities to influence commissioning and place based, evidence driven interventions.

This strategy aims to align with changes across the system to promote a culture change in promoting and embedding good food, increased physical activity and healthy for all.



Department of Health & Social Care

## Integration and Innovation: working together to improve health and social care for all

Published 11 February 2021

The Department of Health and Social Care's legislative proposals for a Health and Care Bill



## Our Ambition

‘We will work together to provide the encouragement, opportunity and environment for everyone in Blackburn and Darwen to lead active, healthy and fulfilling lives. Through collaboration and innovation across the whole system, we will work to build a fairer future supporting good health and wellbeing for everyone.’



# Our Mission

Tackling obesity and physical inactivity is a priority for the whole Eat Well Move More partnership. A whole system approach can add value by providing the opportunity to engage stakeholders across the wider system to develop a shared vision and be stronger together.

We will support 'community power' and 'social movement', ask what people and places need to succeed not what targets need to be met or services the local authority can offer. Systems not a single organisation create change.

## What we will do:

**Provide the encouragement, opportunity and an environment that empowers people to make physical activity and healthy eating the easy choice throughout the course of their lives**

**Create and support opportunistic interventions. Understand the complexities around uncomfortable conversations, raising the issue of weight, inactivity and food insecurity**

**Work collaboratively with all partners and the community to encourage positive lifestyle changes that enable the people of Blackburn and Darwen to improve their physical and mental health and wellbeing**

**Use the power of physical activity and good food to build a fairer future for everyone in the recovery from the COVID-19 pandemic**

**Empower the most vulnerable and at risk of poor health in our community to make positive behaviour changes**

**Building community resilience and capacity, through strength and asset based approaches, to ensure inclusivity and accessibility**

**Support the workforce of Blackburn with Darwen to make every contact count**





# Our Guiding Principles

The strategy and guiding principles will reflect the approach of the Health and Wellbeing Strategy and the underpinning Guiding Principles by taking a:

**LIFE COURSE, PLACED BASED, WHOLE SYSTEM  
APPROACH TO MAKE HEALTH EVERYBODY'S BUSINESS**

They are also designed to support delivery of existing local action plans and frameworks relating to food, physical activity and healthy weight (page 20).

## Collectively we will:

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- ➔ We will raise the profile and awareness of the strategy with decision makers across the Council, health and social care and across the voluntary, community and faith sector.
- ➔ Commit to delivering our Healthy Weight Partner Pledges to take a whole system approach
- ➔ Promote a strength based and community led approach to enabling residents to know where to go to ask for help or support or to access activities which promote health and wellbeing
- ➔ Strive for quality in everything we do and be able to demonstrate the impact on our communities
- ➔ Ensure everyone in the borough is able to access programmes and services which are suited to their own needs
- ➔ Support the borough's recovery from the COVID-19 pandemic
- ➔ Use evidence, data and insight from communities to guide what we do
- ➔ Embed the guiding principles within Primary Care Neighbourhoods priorities
- ➔ Take a partnership approach to support and complement existing pathways and ways of working
- ➔ Influence commissioning opportunities to ensure food, physical activity and healthy weight is a 'must do'
- ➔ Embrace and support opportunities to develop our workforce

# 'Together we are greater than the sum of our parts'

The deep-rooted inequalities in accessing good food and being physically active highlight the lack of opportunities for some people and some communities. The complex reasons behind this are linked to where we live, work and are educated.

We must take a whole system place based approach and look at the physical and social environment around us, organisations and institutions that support us and local, regional and national strategies and policies which impact ourselves and our communities.

1

Promote being 'Stronger together' across all sectors. PH will support organisations to take steps to make food, physical activity and healthy weight as must do for health and wellbeing.

A whole system approach should be adopted through agreement with leaders from across the system.

The language of the strategy must be understandable to all to support and influence other portfolios and to encourage conversations and interactions between sectors.

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Create a clear understanding of the Healthy Weight Partner Pledge, harness its importance and encourage sign up and delivery across sectors.

2

3

Ensure that people and communities are involved in local decision making involving their 'place'.

Be responsive and adaptable around their needs and priorities and maintain open channels of communication.

Enable easy access to the right service at the right time.

Promote the ethos of 'doing with' and not 'doing to'.

Consistent and persistent messaging to promote health and wellbeing across all organisations.

Highlight the importance of learning and development, sharing skills, knowledge and the importance of robust evaluation and accountability.

Recognise failure and support learning from this.

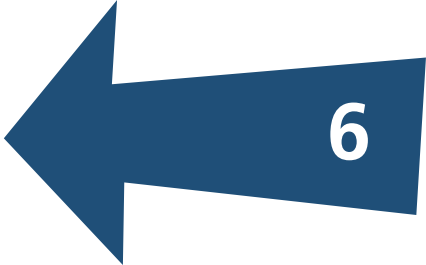
4

# 'Together we are greater than the sum of our parts'



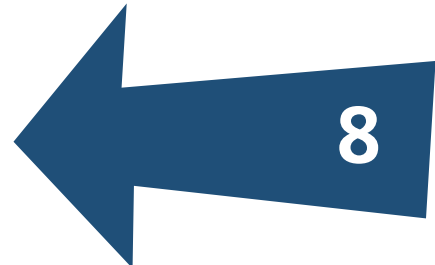
Clear communication channels and transparency between service providers and stakeholders to ensure service delivery models and referral systems are clear.  
Individuals to be able to access the right service at the right time.

Harness the momentum created by the pandemic around wider impacts on health including obesity, long-term conditions, access to good food and deconditioning.



Understand barriers and enablers through working closely with communities and providing the support that they need.  
Ensure quality data is available which is reliable and relevant to the diverse communities and above all any evidence based resource is useable within that community.  
Public Health will support dissemination of advice and information from a national and local level, including partner insight, JSNA's and health needs assessments.

We will work closely with and support Primary Care Neighbourhoods priorities. Linking in with the Primary Care Network Delivery Group and the Clinical Commissioning Group to work collaboratively where opportunities arise e.g. the Adult Weight Management Direct Enhanced Service Specification and NHS Health Checks programme



Promote and develop existing collaborations and support the growth of new ones. Reduce the risk of duplicating work and ensure the strengths and skills of all partners involved are fully utilised.  
Create efficient pathways with clear access information, which work to provide an effective service to all.  
Establish strong links with mental health pathways and healthy weight.

# 'Together we are greater than the sum of our parts'



Use existing resources to ensure staff have the skills, knowledge and confidence to engage in conversations around food, weight and physical activity. Provide training and learning opportunities for role models/champions and harness peer to peer influencing.

Encourage organisations and their staff to have clear and shared responsibilities to be eating well, being active and being a healthy weight.

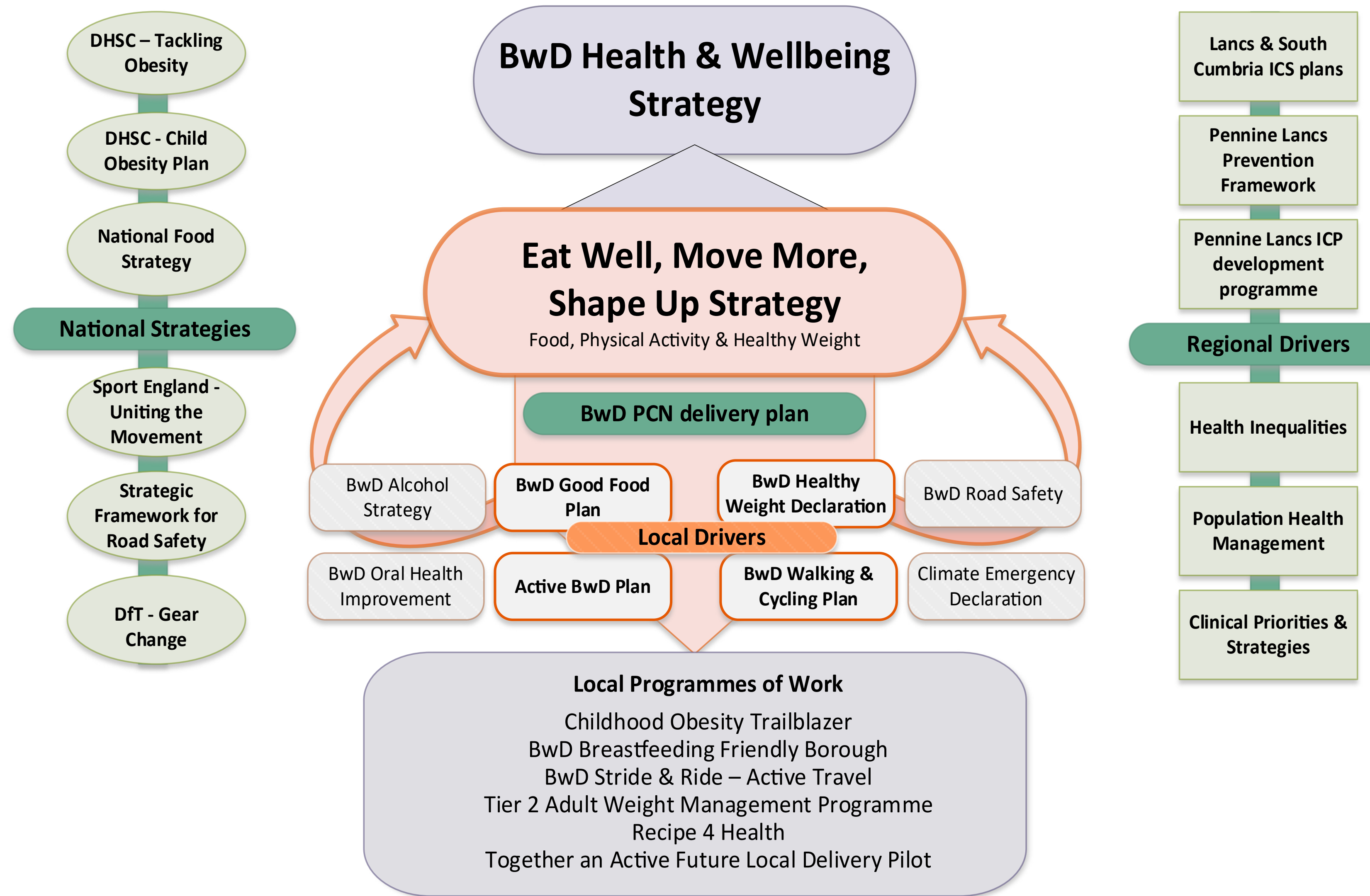
Find opportunities across the Council and Health & Social Care and support finding a shared purpose across the system and effective ways to work together. Use this platform to influence commissioners and provide the evidence to include health in all commissions.

As a Public Health function support and input into commissioning and provide communication links between relevant forums and groups.





# National, Regional and Local Drivers and Supporting Strategies and Plans





# What does success look like?

## What does success look like?

We will have participation from all key public, voluntary, community and faith sector organisations

All partners will be delivering their Healthy Weight Pledges to support taking a whole system approach

We will support the development and implementation of a comprehensive workforce development offer available to all frontline workers and volunteers which upskills around physical activity, healthy weight and access to good food

All partners will be using the evidence, data and community insight to develop relevant and effective programmes and interventions

All existing and new Council commissions and policies will be reviewed to ensure health is included as a 'must do'

All Equality Impact Assessments and Health Impact Assessments will be reviewed and comments for action provided by Public Health





# Recommendations

Collectively we will scan the horizon, constantly scoping where upcoming developments sit, being prepared for what is coming next.

## Supporting Primary Care Neighbourhood Development

To link closely with Primary Care Neighbourhoods to support their priorities. A key area being the Healthy Weight Direct Enhanced Service.

## Supporting Population Health Management

Embed and increase the coverage of local health relevant policies and improving the quality of decisions that protect and promote population health.

## Tackling Health Inequalities

Take the recommendations from the Lancashire and South Cumbria Marmot Healthy Equity Review to shape our developments to tackle health inequalities.

## Making Health Everybody's Business

All professions, partners, communities and individuals need to recognise and acknowledge the wide impact of poor nutrition and inactivity. Everybody has a part to play in creating healthy environments and influencing decisions that impact on their 'place'. Enable others to come together to understand the system and focus on what can be achieved together.

## Targeting and Supporting Workforce Development

Work with health and social care colleagues to develop a robust induction process across all sectors which prioritises health and wellbeing and changes the culture around food and physical activity.





## How will we monitor progress on this strategy?

The Eat Well Move More Strategy Group meets every other month to discuss progress and to receive updates from the BwD Food Resilience Alliance and Active BwD Networks. In these meetings, the partners will provide the strategic steer and scrutiny to ensure we are on track for success. The Eat Well Move More group will provide regular progress updates to the Children's Partnership Board, Live Well Boards and Age Well Partnership and an annual report to the Health and Wellbeing Board.

### This strategy was developed in consultation and partnership with:

- » **BwD Food Resilience Alliance**
- » **BwD Active Network**
- » **Age Well Partnership**
- » **Children's Partnership Board – to follow**
- » **CVS Community Network**
- » **BwD Council Senior Policy Teams – Adults and Health, Children and Education, Place and Resources**



## Call to Action...

To achieve the ambition for people in Blackburn with Darwen outlined within this strategy will need a true partnership approach. All organisations, services, businesses, employers and individuals within our local communities have a role to play so please do think about how you can contribute, influence and support the achievement of our aims. As the borough and its residents recover from the impact of the Covid-19 pandemic we really do have a once in a generation opportunity to help people improve their health and wellbeing and live their best lives. We hope that you have found this strategy inspiring and will join us in this ambition.



Vicky Shepherd,  
Chair of the Eat Well,  
Move More Strategy Group  
and Chief Executive, AgeUK BwD



# National, Regional and Local Drivers and Supporting Strategies and Plans

	Local BwD and ICP footprint (Pennine Lancashire)		Regional ICS and Pan Lancs	National
	Strategy/Plan	Programme	Strategy	Strategy/Plan
<b>Food</b>	BwD Good Food Plan	BwD Breastfeeding Friendly Borough Recipe 4 Health		National Food Strategy Pt1
<b>Physical Activity</b>	Active BwD Plan Walking and Cycling Plan	Together an Active Future BwD Stride & Ride Active Travel Programme Connecting East Lancashire BwD Connect	Local Transport Plan 4	Uniting the Movement (Sport England) Gear Change (DfT)
<b>Healthy Weight</b>	BwD Healthy Weight Declaration	Healthier Place, Healthier Future – Childhood Obesity Trailblazer Programme Tier 2 Adult Weight Management Programme		Tackling Obesity (DHSC) Childhood Obesity Plan Pt 1, 2 and 3 (DHSC)
<b>Cross Cutting</b>	BwD Oral Health Improvement BwD Alcohol Strategy BwD Road Safety (development commencing in September 2021) Climate Emergency Declaration	National Diabetes Prevention Programme NHS Health Checks Programme Get Stuck In - Holiday Activity and Food Programme (DfE funded) Community Long COVID programme 5 Ways to Wellbeing Primary Care Networks	Lancashire and South Cumbria Health Equity Commission	

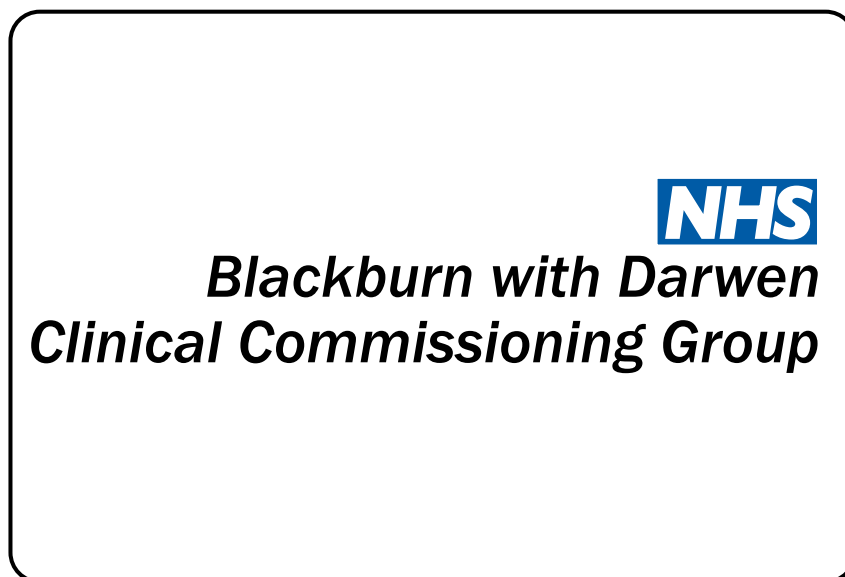
## Supporting Reading

For further information on the evidence which underpins this refreshed strategy, please go to this link for the original Eat Well More Shape Up strategy 2017 - 2020

[www.blackburn.gov.uk/health/eat-well-shape-move-more](http://www.blackburn.gov.uk/health/eat-well-shape-move-more)



# Our Partners







**BLACKBURN**  
*with*  
**DARWEN**  
BOROUGH COUNCIL

# Walking and Cycling Plan

**2021-2024**



## **Forward**

Improving access and uptake of walking and cycling within Blackburn with Darwen is an agenda that cuts across a number of important council priorities. Striving for higher rates of walking and cycling in the borough complements multiple varied ambitions, including priorities around physical activity, improving road safety, becoming carbon neutral by 2030 and sustainably improving connectivity within this growing borough.

Whilst the COVID-19 pandemic has brought significant

challenges, there are opportunities to be capitalised upon. As we move into the recovery phase of the pandemic increasing walking and cycling should be part of building a healthier, happier, more connected and more prosperous borough.

Therefore, the Blackburn with Darwen Walking and Cycling Plan outlines how the council will work with residents and partners to allow our communities to be safe, active and enjoy their local area via walking and cycling.



**Councillor Damian Talbot**  
**Executive Member for Public Health and Wellbeing**



**Councillor Phil Riley**  
**Executive Member for Growth and Development**

*P. Riley*



## ***Executive summary***

The Blackburn with Darwen Walking and Cycling Plan envisions a future where walking and cycling are first choice methods for making shorter journeys and enjoying local communities in a safe and healthy way. The plan aims to coordinate efforts by multidisciplinary stakeholders to increase walking and cycling uptake within the borough.

The Plan's aims complement national, regional and local priorities in the realms of health and wellbeing, air quality, climate change, road safety, planning and transport. This plan will contribute to achieving important strategic corporate goals for the council and formulates as a daughter document to the impending Local Transport Plan 4 and vision for the upcoming renewal of The Local Plan. The plan pulls together what work is ongoing in the area of walking and cycling, aims to increase co-ordination between partners and stakeholders, and lays out our future ambitions for active travel.

The principles running through this plan include:

- Taking a life course approach
- Aiming to increase access and reduce inequalities in walking and cycling uptake
- Focusing on joined up and partnership working

The benefits of walking and cycling are wide ranging, highlighted in this plan are:

- Improved health and wellbeing
- Improved air quality
- Reduced carbon emissions
- Reduced congestion
- Local economy benefits
- Improved amenity and quality of place

Taking a whole system approach, the building blocks of this plan to improve walking and cycling are made up of:

- Improved walking and cycling infrastructure
- Community engagement
- Business engagement
- Walking and cycling at the heart of policy
- Monitoring and evaluation





## *The Walking and Cycling Plan on a Page*

### **Improve walking and cycling infrastructure**

- Deliver phase 2 of the emergency active travel fund infrastructure project
- Develop BwD Local Cycling and Walking Infrastructure Plans (LCWIPs) – strategic plans for developing active travel infrastructure in the borough
- Centre walking and cycling in any infrastructure or highways decisions, and continue work to improve safety e.g. road safety infrastructure and speed reduction mechanisms
- Pilot and introduce school streets initiatives

### **Community engagement in walking and cycling**

- Wide reaching community consultation on the contents of this plan, as well as any new walking and cycling infrastructure, school streets initiatives or similar programmes
- Prioritise initiatives that target under-represented and disadvantaged groups in walking and cycling
- Use and development of community assets for walking and cycling such as our green spaces
- Ongoing social media engagement
- New walking and cycling partnership officer roles to ensure programmes are linked and work synergistically

### **Business engagement in walking and cycling**

- Ongoing scheme to encourage hiring of bikes and e-bikes for commuting
- Explore options for the council to encourage and facilitate employees to take up active commuting
- Learn from other areas e.g. Birmingham who have used investment in cycling to stimulate jobs in the area e.g. bike mechanics and cycle instructors

### **Embed walking and cycling at the heart of policy**

- This Plan to act as a daughter document to the impending Local Transport Plan 4, with sustainable travel set out as a key priority, and contribute to the vision for the new Local Plan
- Priorities and direction set out in this Plan to contribute to the council's strategic corporate goals within health, place and growth
- Ongoing engagement with elected members from across the council around what can be done to encourage more walking and cycling

### **Monitoring and evaluating progress**

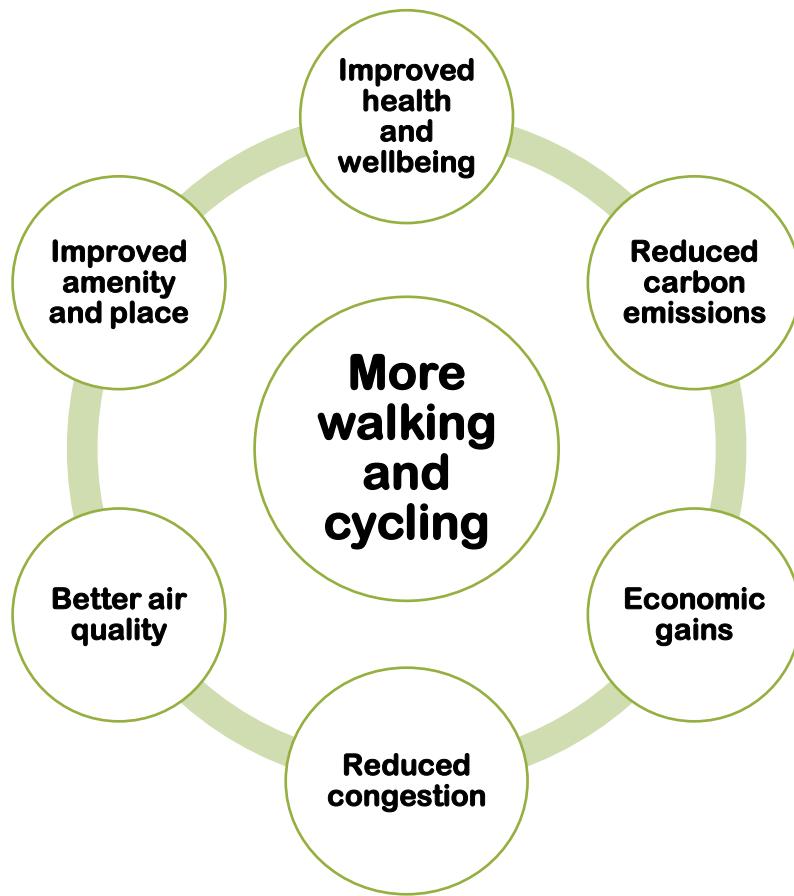
- Monitor the numbers of people walking and cycling, modes of transport used for journeys and types of people walking and cycling. Long term goals to coincide with the Lancashire 10 year walking and cycling strategy 2018-2028.
- Ongoing community feedback and engagement
- Ongoing investigation into more ways in which walking and cycling can be monitored e.g. with use of data from apps such as Strava, more cycle counters etc.

***The long term vision of the plan*** is a future in Blackburn with Darwen where walking and cycling are first choice methods of making shorter journeys and enjoying local communities in a safe and healthy way.

***This plan aims*** to pull together and coordinate efforts by multidisciplinary stakeholders to increase walking and cycling uptake in the borough. With a specific emphasis on a life course approach and reducing inequalities in walking and cycling uptake.



# Benefits of walking and cycling



## Building blocks for more walking and cycling





# The national, regional and policy context

Increasing uptake of cycling and walking is a national priority. Making cycling and walking the “natural choice” for individuals taking shorter journeys or making multi-modal journeys was the aim laid out by the Department for Transport’s cycling and walking investment strategy in 2017 and is a key focus of the Transport Decarbonisation Plan recently published.

The Access Fund as part of the 2017 strategy has funded the Connecting East Lancashire initiative, which aims to increase connectivity and job opportunities in the region via active travel.

With the COVID-19 pandemic there has been a renewed focus on the benefits of increased walking and cycling for society. The central government’s release of emergency funding for active travel infrastructure, the Capability Fund and Gear Change document has emphasised the importance of taking advantage of this unique period in history.

Blackburn with Darwen is a growing borough and has an established growth strategy, with a focus on improvements to housing, employment and town centres. In order to maintain continued growth, a new Local Plan is emerging which anticipates a further 7,000 homes and 5,000 jobs over the next 15 years. One of the Core Policies of the emerging Local Plan highlights accessibility as a key strategic objective for Blackburn with Darwen, requiring developments to be accessible by a choice of active travel modes, therefore encouraging a modal shift and reducing the need for people to travel by car. A suite of connectivity studies have been prepared to appraise the potential impact of development on local walking and cycling networks and provide recommendations as to potential improvements

*“Like lots of mums, I have a busy work-family life balance to maintain, so trying cycling wasn’t something I expected to have time for. I’m so glad I got into it during lockdown – staying active while we had to stay at home more often, and now I encourage my friends and family to try it too.”*

**Resident Sam Riddehough**

which could be provided by or funded via the developments. In addition, a Borough-wide Transport Study is underway, evaluating the network and suggesting improvement schemes for both the highway and sustainable transport network.

Therefore, the BwD Walking and Cycling Plan will act as a daughter document to the impending Local Transport Plan 4, which is set to have a specific focus on sustainable travel. In addition, Local Cycling and Walking Infrastructure Plans (LCWIPs) are a vitally important component of strategically developing infrastructure which facilitates active travel. This plan therefore commits to their development within the objective of ‘improved walking and cycling infrastructure’.

The council has declared a climate emergency, and the direction laid out in this plan contributes to the BwD Climate Emergency Action Plan published in 2020, with encouraging active travel a key component.

Furthermore, the council is committed to working towards improving the health of residents as laid out in the BwD Health and Wellbeing Strategy, the BwD Eat Well, Move More, Shape up Strategy, and the BwD Corporate Plan. Increasing rates of walking and cycling has the potential to improve health via increased physical activity, improved mental wellbeing, better air quality and improved road safety.



Photo courtesy of resident Sam Riddehough

As the below diagrammatic representation demonstrates, prioritising walking and cycling coincides with a number of policy areas locally, regionally and nationally. Increased walking and cycling can deliver *health and wealth* complementing priorities within *health promotion, air pollution, climate change and economic prosperity for the area*.



# Benefits of more walking and cycling

## Improved Health and Wellbeing

Blackburn with Darwen has low levels of physical activity compared to regional and national averages, with a quarter of adults in BwD physically inactive and only one third of children in BwD active. Prioritising cycling and walking is key to combatting the risks of physical inactivity including heart disease, diabetes and mental health problems. This plan will support efforts to implement World Health Organisation recommendations and NICE Guidelines for physical activity to combat the rise of non-communicable disease. In addition, Blackburn with Darwen has high levels of deprivation which are key drivers for major health inequalities. There is evidence that policies that promote active travel can benefit the most disadvantaged provided they are designed and delivered in a way that acknowledges and aims to reduce inequalities.

Sadly, BwD has the highest rate in the North West of children killed or seriously injured on the road. By encouraging less cars on the road, initiatives like school streets, and safe walking and cycle infrastructure which prioritises those not in cars can contribute to the aim of improving this statistic. This coincides with the borough's strategy to reduce and prevent such accidents and injuries.



*“I love nothing better than putting my boots on and escaping for an hour or so on my own. The benefits to mood and mental health are amazing.”*

*- Resident Sharon Connelly*



## Reduced Carbon Emissions

There is no denying that global warming and reducing carbon emissions is the challenge of our time, and a priority for the British government and the local authority. Evidence shows that walking and cycling can reduce short car trips by 41% given the right infrastructure and priority setting. This could save an additional 5% of CO2 emissions from cars, an important contribution considering transport is the only industry in which emissions continue to rise. Although emissions from BwD have been trending downward, total and per capita CO2 emissions from the borough rose in 2019 compared to 2018. Therefore, now is the time to for concerted action to reduce transport emissions.



Photo courtesy of Councillor Jackie Floyd

*“My e-bike is terrific! As a Councillor I’m busy most weekdays visiting communities in my ward. I live at the top of a very big hill which can look daunting on two wheels but the electric bike powers through. I make sure I wear comfortable clothes and shoes, and off I go! In September I gave up my car and for weeks I rode my bike rain or shine, occasionally sharing my husband’s car. It’s been relatively easy.” Councillor Jackie Floyd*

## Boost economy and trade, improved amenity and place

Transport for London have collated the evidence for the economic benefits of walking and cycling. The evidence shows that increased walking and cycling can increase traffic to local business, as when individuals are not in their car they are more likely to stop and purchase from local shops. Improvements to street infrastructure and appearances will also attract walkers and cyclists to the area. Walking and cycling are also accessible means of transport for employees and people seeking work, and encouraging interest in cycling can open up employment prospects in this lucrative and growing industry. The benefits of a more active population will additionally lead to fewer days away from work, as well as the huge economic savings that can be made from a healthier population.

*“Blackburn with Darwen is very fortunate to have some great parks with walks, trails and is also surrounded by moorland. The views are fantastic.” Resident Tracy Robinson*



Photo courtesy of resident Tracy Robinson

## Reduced congestion

Congestion in the UK cost the average driver £1, 317 in 2018 and UK economy an estimated £8 billion. This is due to a combination of reduced productivity, movement of goods and increased fuel costs. Less cars on the roads for short journeys such as the school run will reduce congestion in the local area. Congestion is a particular problem around school drop-off and pick-up times in BwD, encouraging more families to choose to walk and cycle will improve the environment and safety around our schools.

“If there are too many cars it’s bad for the local environment, and walking to school and back is good for your health”

*Resident Sharik (year 7)*

## Better air quality

Evidence continues to accumulate detailing the effects of air pollution on our health. It can affect individuals throughout the life course, including increased risk of pregnancy loss, asthma, heart disease, diabetes and dementia. In a landmark ruling, air pollution was noted as a cause of death for a child with asthma, highlighting the very real dangers for individuals exposed. BwD currently has 4 air quality management areas in Intack, Bastwell, Blackamoor and Four Lane Ends. These areas failed to meet the national targets for nitrogen dioxide levels, largely due to vehicle exhaust emissions. Therefore, encouraging more walking and cycling over short car journeys has the potential improve these figures. Air pollution is most likely to affect the most disadvantaged in society, and with a statutory duty to ensure air quality is safe, the local authority needs to prioritise active travel as a method of reducing damaging air particulates.



*Residents Sharik (Year 7), Ayza (Year 6) and Haris (EYFS) walk to school together as a family.*

# Progress and plans for the future

## *Improve walking and cycling infrastructure*

The Local Authority has been successful in securing money from the emergency active travel fund (309k in capital and 60k in revenue) to make improvements to cycling and walking infrastructure. Branded as Blackburn Stride and Ride (BSR), phase 1 of this scheme provides a permanent safe walking / cycling route from Witton Park where we already have a fantastic Cycle Centre facility, to Blackburn town centre with improved infrastructure, encouraging and promoting safer walking and cycling for the last 2 miles of the daily commute for students and workers. Building on the existing National Cycle Route 6 (NCR6) the whole route is supported with new signage and segregated cycle lanes. This corridor encompasses 3 schools and Blackburn College, providing great opportunities to encourage safer walking and cycling, reduce traffic and increase road safety.



The second phase of the allocation will aim to complement the works already completed, and is under consultation. Both schemes are strategically located to better develop active travel access to employment, housing and education.

Additionally, innovative ways to encourage walking, particularly to school, and engage schools and communities are underway, with a novel crossing already installed on Bolton road, Darwen. The UV light technology used to highlight pedestrians is a new way to improve road safety and encourage people to travel actively. The colourful design is bright and attractive, particularly for children.

### ***Actions for future infrastructure improvements:***

- Deliver phase 2 of the emergency active travel fund
- Develop Local Cycling and Walking Infrastructure Plans
- Centre walking and cycling in any infrastructure or highways decisions, and continue to work to improve road safety
- Pilot and introduce school streets initiatives

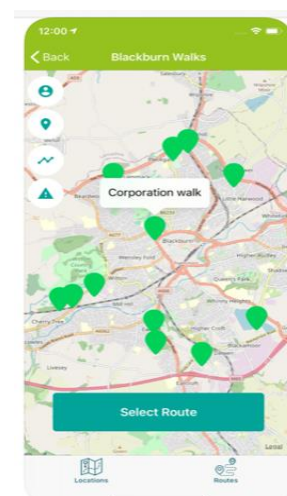
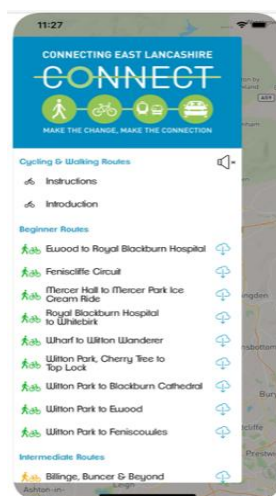


## Community Engagement

With a commitment to community involvement the [Walking and Cycling Consultation Plan](#) sets out how all stakeholders will be involved in the development of new walking and cycling infrastructure funding by the Emergency Active Travel Fund.

The update to the Connecting East Lancashire website includes a hub for surveys and community engagement to compliment communication through social media channels and to council staff, with includes a Blackburn with Darwen facebook group set up to share walking and cycling stories and viewpoints and engage with residents.

Surveys have already been completed by parents in schools about their travel habits and wants, and there are plans to introduce BwD's first [School Streets](#) initiative, in order to reduce congestion around schools, increase safety and encourage active travel as a part of traveling to school. Additionally the [Connect East Lancashire cycling app](#) details routes from beginner to advanced, and helps riders plan their days out, encouraging an enjoyment of the local area via bike. The [ExploreBwD](#) app encourages exploration of the local area on foot.



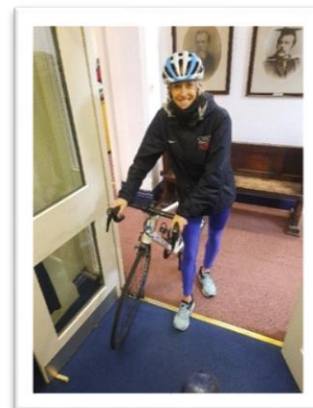
### Actions for future community engagement:

- Community consultation on the contents of this plan, as well as any new walking and cycling infrastructure, schools streets initiatives or similar programmes
- Prioritise initiatives that target under-represented and disadvantaged groups in walking and cycling e.g. engaging with Age UK, foster families and care leavers, running cycle sessions for women from minoritised ethnicities, supporting walking groups
- Use and development of community assets for walking and cycling such as our green and blue spaces
- Ongoing social media engagement
- New walking and cycling partnership officer roles to ensure programmes are linked and work well synergistically

## ***Business Engagement***

With the Connecting East Lancashire programme there was recognition that connectivity within the region was vitally important for economic growth and allowing individuals to access employment opportunities. This programme aims to facilitate ways individuals can make these journeys in a sustainable way. The programme includes working with businesses to develop sustainable travel plans, bike hire to employees, bike maintenance training and facilitating workplace walks. With the hugely valuable asset that is the Witton Park cycling centre, this is a hub where individuals and business can hire bikes of all kinds including e-bikes.

The first tranche of the Department for Transport's Emergency Active Travel Fund allowed for a safe walking and cycling route from Witton park to the centre of Blackburn – completed in Summer 2020. This will allow people to feel safe when commuting into the centre of Blackburn for work or study, and ability to park and ride or stride from Witton park. Coupled with the cycling centre this provides the perfect opportunity for bike hire for commuting. The cycle path also provides the perfect step up for beginner cyclists who have become confident within the park.



Local commuter Samantha

### ***Actions for future business engagement:***

- Ongoing scheme to encourage hiring of bikes and e-bikes for commuting
- Explore options for the council to encourage and facilitate an active commute
- Learn from other areas like Birmingham who have used investment in cycling to simulate jobs in the area e.g. bike mechanics and cycle instructors

## ***Walking and cycling at the heart of policy***

With the release of the emergency active travel fund the formation of the “Stride and Ride Group” was the first time that departments throughout the council working on improving walking and cycling for the population were brought together. This has allowed individuals representing highways, leisure, public health, transport, road safety and planning and communications, and a vital step in ensuring walking and cycling priorities are embedded throughout the council.

### ***Actions to keep walking and cycling at the heart of policy:***

- This Plan to act as a daughter document to the impending Local Transport Plan 4, with sustainable travel set out as a key priority, and contribute to the vision for the new Local Plan
- Priorities and direction set out in this Plan to contribute to the council’s strategic corporate goals within health, place and growth
- Ongoing engagement with elected members from across the council around what can be done to encourage more walking and cycling

## ***Monitoring and evaluation***

The wide ranging nature of the initiatives involved in promoting walking and cycling will require bespoke and tailored metrics and information gathering to assess performance and effectiveness of individual projects. Higher level indicators can then also be measured. They will tie in with the local travel plan objectives and outcomes, and will need to detail ambitious but achievable goals. Information about walking and cycling in the borough is already being assessed, this includes data from national and local surveys and apps such as Strava.

### ***Actions for monitoring and evaluation***

- Monitor the numbers of people walking and cycling, modes of transport used for journeys and types of people walking and cycling. Long term goals will coincide with the Lancashire 10 year walking and cycling strategy 2018-2028
  - Goal to double cycling rates from 2018-2028
    - 2018: 5.4% of people cycled once per week in BwD
    - *Target:* 8.1% by 2024 and 10.8% by 2028
  - Goal to see a 10% increase in walking rates from 2018-2028
    - 2018: 61.8% of people walked once per week in BwD
    - *Target:* 64.9% by 2024 and 68.0% by 2028
  - Data from DfT National Travel Survey and Sport England's Active Travel Survey
- Ongoing community feedback and engagement
- Ongoing investigation into more ways in which walking and cycling can be monitored e.g. from data such as Strava, more cycle counters, school travel surveys
- Ongoing monitoring of metrics including physical activity levels, air pollution levels and carbon emissions in line with corresponding strategies











## FOREWORD

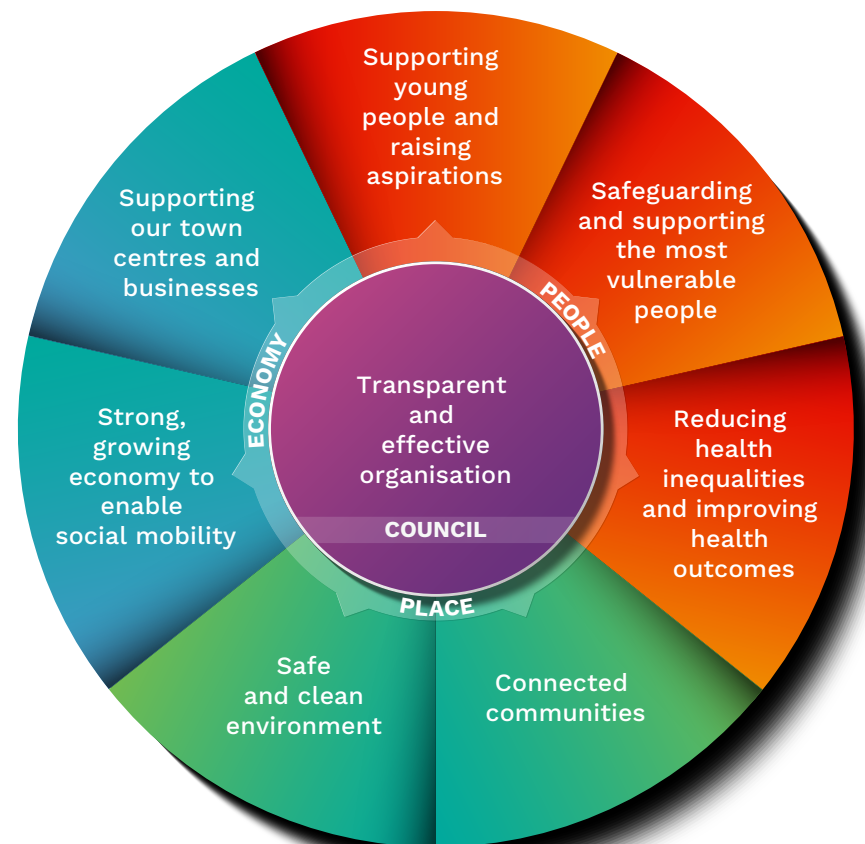
**Climate change has been recognised as one of the gravest threats ever faced by humankind. It needs to be addressed in an urgent manner.**

**Blackburn with Darwen Borough Council has declared a climate emergency and set a goal to be net carbon neutral by 2030 to tackle climate change.**

Across the Borough, the Council and partners have already made progress and taken steps to address climate change. From encouraging residents to recycle more, to take up energy efficiency grants to help with the cost of installing loft and cavity wall insulation and to cycle more.

However, tackling climate change requires everybody - local authorities, communities, government and businesses - to take action together. This, our first Climate Change Action Plan, has been developed to steer action across Blackburn with Darwen and deliver on our Corporate Plan objective to reduce our carbon footprint.

Our Action Plan sets out what needs to be done in the local area to contribute to the battle against climate change through resource efficiency, emissions reductions and behavioural change to help reduce future climate change and to adapt to the climate change impacts which are already inevitable.



**People:** A good quality of life for all of our residents

**Place:** Community pride in a vibrant place to live and visit

**Economy:** A strong and inclusive economy with continued growth

**Council:** Delivered by a strong and resilient council



## FOREWORD

The Council has outlined the following objectives:

- » **Sound Decisions** – To use resources sustainably so as not to add to the burden of climate change emissions in Blackburn with Darwen or elsewhere
- » **Resilient & attractive borough** – To align policy to climate change mitigation and adaptation objectives to create sustainable places where people want to live, work and visit and capture the benefits to health and the economy from the move to a climate-friendly borough
- » **Lean and clean** – To use energy more efficiently and generate more locally from renewable sources; cut waste and improve recycling
- » **Travelling lightly** – To make and facilitate the transition to cleaner, greener fuels and more active travel;
- » **Capturing more carbon** – To store carbon naturally by increasing tree cover, protecting soils and enhancing natural habitats.

We cannot do this alone. We will hold a Citizens' Inquiry to identify actions that individuals, communities, organisations and decision-makers could take and we will work with other bodies in the public, private and voluntary sector to learn what they may already be doing to tackle climate change. We know too, that Blackburn with Darwen is just a small part of the problem and we need action at national and international level to help us reach our carbon neutral target. The Council will lobby Government for the support it needs. The plan will evolve to reflect actions being taken across the Borough and we will report progress annually to full Council.



*Denise Park*

**Denise Park**  
Chief Executive



*Vicky McGurk*

**Councillor Vicky McGurk**  
Executive Member for Finance and Resources

## ACTION SUMMARY

Blackburn with Darwen Borough Council will:

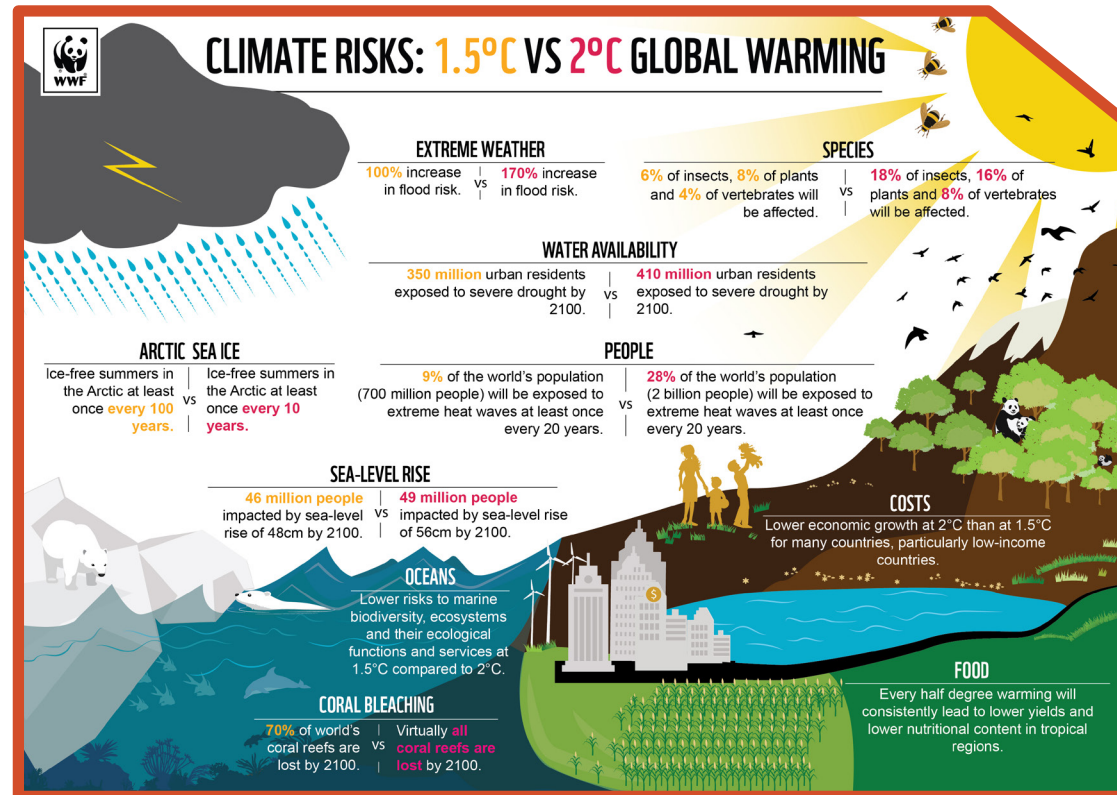
<b>Sound Decisions</b>	Account for emissions in decision making
	Revise procurement policies and procedures to ensure environmental impact is considered as part of all major procurements.
<b>Resilient &amp; Attractive Borough</b>	Align Council policy with our climate emergency objectives
	Review and update our plan to adapt to the changing climate to ensure a resilient borough
	Take what steps we can to facilitate improvement of homes in the borough to reduce emissions and tackle fuel poverty.
	Exploit the opportunities arising from the move to a low carbon economy
<b>Clean &amp; Clean</b>	Invest in clean energy and efficiency measures throughout the Council estate and support renewable energy generation in the borough
	Reduce the household waste generated in the borough, increase recycling and maximise the benefit from residual waste
<b>Travelling Lightly</b>	Reduce emissions from transport and increase active travel
<b>Capture more carbon Basis for change</b>	Work with landowners to plant more trees and protect and enhance natural carbon stores
	Work with residents and partners to raise awareness of and to take action to tackle climate change
	Identify a Climate Emergency Champion and provide regular reports on action plan progress to Council and residents
	Actively lobby the Government to provide the additional powers and resources needed to meet the 2030 target

## INTRODUCTION

The Earth is warming up fast – faster than any other time in the planet’s history. Carbon dioxide (CO<sub>2</sub>) and other greenhouse gases released into the atmosphere from burning fossil fuels such as oil, gas and coal, have caused global temperatures to rise by almost 1°C above pre-industrial levels. This degree of difference is causing more extreme weather events and sea level rises worldwide, putting people and the environment at risk.

Page 12  
 In 2015 world nations, including the UK, signed up to the Paris Agreement to keep global temperature rise to well below 2°C and make every effort to keep the rise to no more than 1.5°C. The Paris Agreement requires all Parties to put forward their best efforts through “nationally determined contributions”.

In 2018 the Intergovernmental Panel on Climate Change (IPCC) reported that global warming is on track to reach 1.5°C between 2030 and 2052 and 3-5°C by the end of the century, if it continues to increase at the current rate. Limiting it to 1.5°C to avoid catastrophic impacts on natural and human systems requires rapid and far-reaching action across all sectors NOW .



The difference in the impacts of just 0.5°C are shown in the above infographic:

In response to the IPCC report the UK, in June 2019, passed laws to end its contribution to global warming, setting a target to be net carbon zero by 2050. This means any emissions would be balanced by schemes to offset an equivalent amount of greenhouse gases from the atmosphere, such as planting trees to capture and store carbon dioxide.



## CLIMATE EMERGENCY DECLARATION

**The UK makes a relatively small contribution to global emissions of greenhouse gases – just 1.1% of total emissions. In 2018, each person in the UK was responsible for 5.5 tonnes of CO<sub>2</sub> being emitted into the atmosphere. The UK is also a net importer of emissions from other countries that produce food, goods and services on our behalf, increasing each person's emissions by at least 50%.**

Blackburn with Darwen Borough Council has long been aware of climate change and taken steps to cut emissions and adapt to more extreme weather. But, the consequences of global temperature rising above 1.5°C are so severe that preventing it from happening must be humanity's number one priority. The Council recognises it is part of the problem and needs to transform how it operates and change mind-sets if it is to redress the balance between climate-related considerations and other, often competing, priorities. Protecting the environment is the top priority for young people in Blackburn with Darwen, as identified by the 2019 Making Your Mark Campaign. The Council needs, with other local authorities, to show leadership in taking action. It remains, of course, the role of national Government to improve leadership and coordination over UK climate policy implementation.

In acknowledgement of the urgency of the situation the Council declared a Climate Emergency and committed to work with residents and partners in the public, private and voluntary sectors to make the borough carbon neutral by 2030.

The [Declaration](#) made by Blackburn with Darwen Borough Council in July 2019, in summary, notes that:

- Humans have already caused irreversible climate change, the impacts of which are being felt around the world;
- Blackburn with Darwen Borough Council has already made some positive progress, but this is not enough. More can and must be done;
- Action from all parts of society is necessary and local government has a responsibility to lead the way.



## CLIMATE EMERGENCY DECLARATION

### The Council believes that:

- All levels of government (national, regional and local) have a duty to limit the negative impacts of climate breakdown. Local councils that recognise this should not wait for their national governments to change their policies;
- The consequences of global temperature rising above 1.5°C are so severe that preventing this from happening must be humanity's number one priority;
- Bold local climate action can deliver economic and social benefits in terms of new green jobs, economic savings and market opportunities, as well as much improved well-being for Blackburn with Darwen residents.

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### The Council decides to:

- Declare a Climate Emergency
- Commit to a target of making Blackburn with Darwen carbon neutral by 2030, taking into account both production and consumption emissions;
- Request an update report within six months setting out the immediate actions the Council has taken and will take to address this emergency and meet the 2030 target.
- Work with partners across our towns and across the region to deliver this new goal through all relevant strategies and plans and drawing on local and global best practice.
- Actively lobby the Government to provide the additional powers and resources needed to meet the 2030 target.

The Climate Emergency Action Plan sits alongside and informs the Council's principal plans strategies which, collectively, deliver our Corporate Plan objectives, in particular, reducing our carbon footprint, creating a safe and clean place to live and visit, and promoting pride in the area and environment.



## THE MAIN GREENHOUSE GASES AND THEIR SOURCES

**Greenhouse gases are essential for life on Earth, but in too great quantities, they are responsible for the excess warming of the atmosphere. The main greenhouse gases in the Earth's atmosphere are water vapour, carbon dioxide, methane, nitrous oxide, and ozone. Carbon dioxide (CO<sub>2</sub>) is the dominant driving force in global warming and accounts for about 80% of the UK's greenhouse gases. Atmospheric levels are higher than they have ever been and rising.<sup>2</sup>**

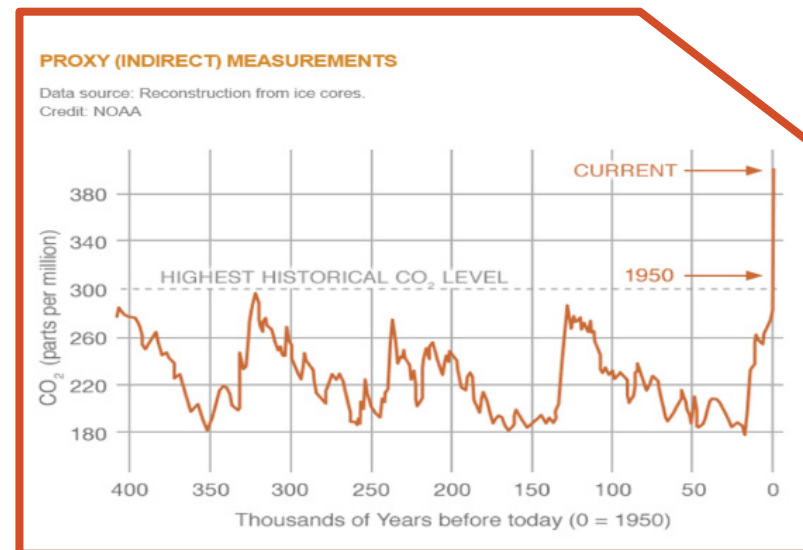
Greenhouse gases are released when we burn fossil fuel to generate the energy needed to power and heat our homes, businesses, schools and hospitals, produce goods and services, supply and dispose of water and transport people and merchandise. Greenhouse gases are also released from ploughing the soil, from deforestation, waste disposal sites and belching livestock.

From production to consumption, food is responsible for 30% of global emissions and has many negative environmental impacts, such as dependence on fossil fuels, loss of biodiversity and depletion of natural resources.

The UK, in 2017, emitted 460 million tonnes of greenhouse gases from the sources shown<sup>3</sup>. Emissions are down 43% on 1990 levels, mainly because the UK has swapped coal for renewable energy from sun and wind to generate electricity. Provisional figures for 2018 suggest the downward trend is continuing. Emissions from transport, however, continue to buck the trend, having risen 6% in the last three decades, as ever increasing mileage wipes out the benefit of more fuel-efficient vehicles.

These figures do not include imported goods, which are accounted for where they are made, or international shipping and aviation. Reducing emissions from shipping is possible, but cutting emissions from aviation is likely to happen only with a reduction in demand for flying<sup>4</sup>.

Emissions from Blackburn with Darwen have fallen as a result of the changes in how electricity is generated and because electrical equipment, homes and cars have become more energy efficient. In 2017, 624,000 tonnes of CO<sub>2</sub> were emitted Blackburn with Darwen homes, road transport and industry and commerce.



<sup>2</sup> NASA The Causes of Climate Change <https://climate.nasa.gov/causes/>

<sup>3</sup> Department for Business, Energy & Industrial Strategy: 2017 UK Greenhouse Gas Emissions [www.gov.uk/government/statistics/final-uk-greenhouse-gas-emissions-national-statistics-1990-2017](http://www.gov.uk/government/statistics/final-uk-greenhouse-gas-emissions-national-statistics-1990-2017)

<sup>4</sup> Bows-Larkin, A., Traut, M., Gilbert, P., Mander, S., Walsh, C., & Anderson, K. (2012). Aviation and shipping - privileged again? (Tyndall Centre Briefing note 47). Manchester: Manchester University.



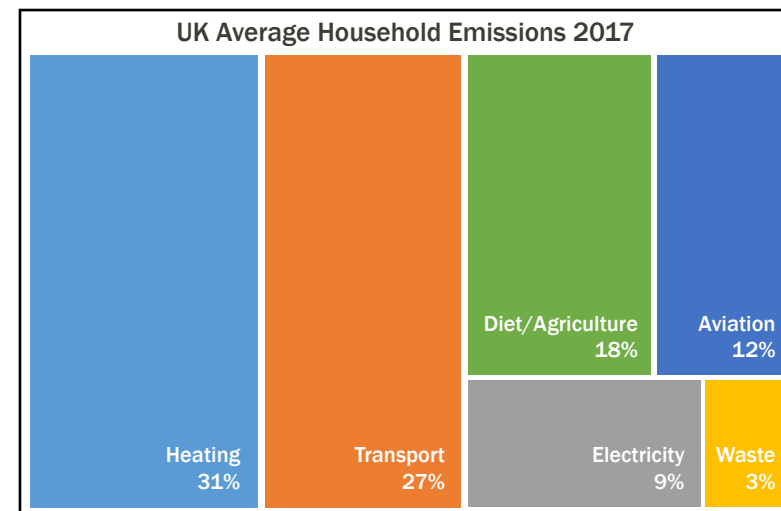
## THE MAIN GREENHOUSE GASES AND THEIR SOURCES

The sector split in the borough is:

Sector	BwD	UK
Domestic	34%	27%
Transport	26%	36%
Industry & Commerce	41%	37%

Households were responsible for one-quarter of all greenhouse gas emissions in the UK in 2017, an average of around 9 tonnes per household. Increasing car ownership and number of flights taken are thought to be the reasons why emissions by household have not been falling in recent years.

Open green space in the town and countryside, forestry and agriculture all have a vital role to play in capturing and storing carbon. The land in Blackburn with Darwen held at least 4,100 tonnes of carbon dioxide in 2017, as well as providing vital habitat for wildlife, and services for people such as recreation, shade and flood defence.



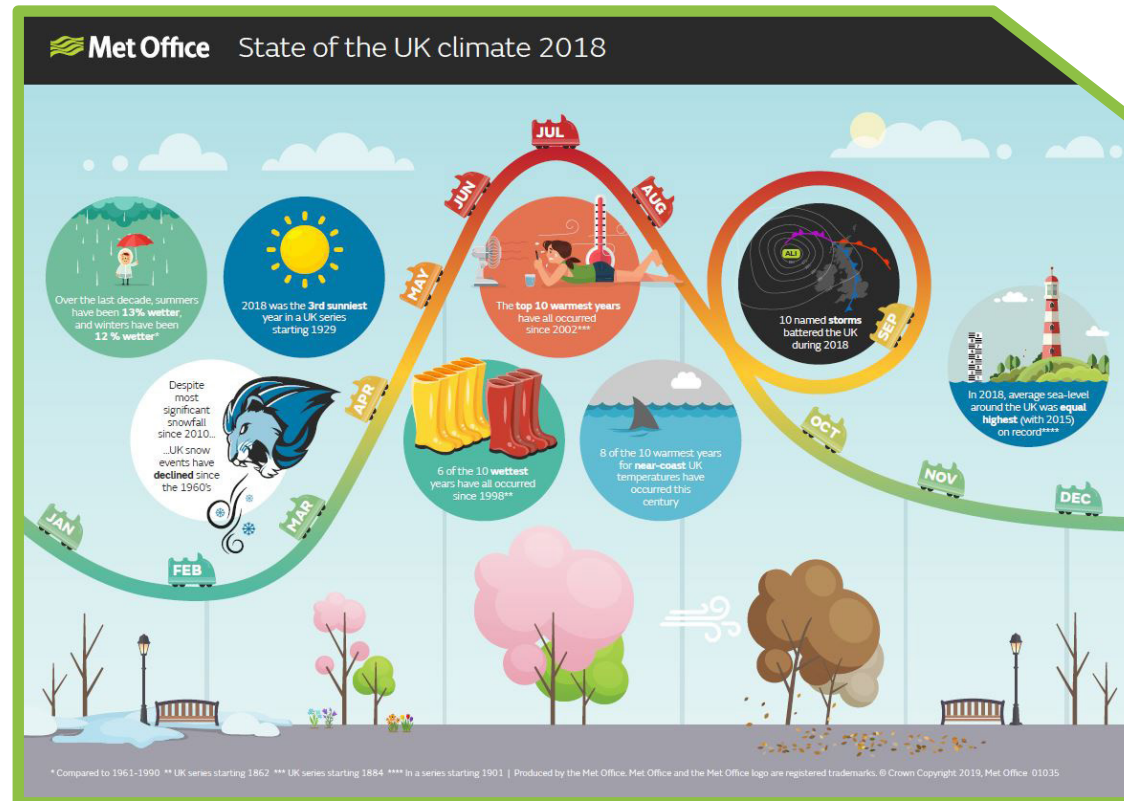
## THE IMPACT OF CLIMATE CHANGE

Climate change is already affecting the UK and other countries around the world<sup>5</sup> as a consequence of rising sea levels and more frequent extreme weather events such as heat waves, drought, extreme rainfall, and coastal flooding.

The main threats are:

- Flooding risks to communities, businesses and infrastructure;
- Risks to health, well-being and productivity from high temperatures;
- Risk of shortages in the water supply for people agriculture and industry;
- Risks to wildlife and habitats
- Risks to food production

Vulnerable people, whether because of age, disability, ill health or low income, tend to be more badly affected by climate change. For example, the number of deaths increased around the same time as the hottest day on record (July 2019) in the UK<sup>6</sup>. This could be because the most vulnerable people such as those with pre-existing respiratory or cerebrovascular diseases are more susceptible to death during heatwaves.



<sup>5</sup> [www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/research/ukcp/ukcp18-headline-findings-2.pdf](https://www.metoffice.gov.uk/binaries/content/assets/metofficegovuk/pdf/research/ukcp/ukcp18-headline-findings-2.pdf)

<sup>6</sup> Office for National Statistics, Do summer Heatwaves Lead to an Increase in Deaths? Oct 2019 [www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/causesofdeath/articles/dosummerheatwavesleadtoanincreaseindeaths/2019-10-07](https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/causesofdeath/articles/dosummerheatwavesleadtoanincreaseindeaths/2019-10-07)

## WHAT THE COUNCIL IS ALREADY DOING

The Council has addressed the risks and pursued the opportunities presented by a changing climate, in line with local priorities, through its role as:

- Community leader – helping local people to be smarter about their energy use and to prepare for climate impacts;
- Service provider – delivering services that are resource efficient and that protect those who are most vulnerable to climate impacts;
- Estate manager – ensuring that our own buildings and operations are energy efficient

The Council's Corporate Plan requires all departments to take active steps to reduce our carbon footprint and create a safe and clean environment. Strategic plans, particularly its land use and transport plans, contain policies to mitigate and adapt to climate change. For example, the risk of flooding from river and surface water must be assessed and suitable mitigation measures put in place; charge points to help the transition to electric vehicles are normally a condition of large, new development.

Blackburn with Darwen Borough Council is part of Cosy Homes in Lancashire ([CHiL](#)), a collaboration of Lancashire local authorities that delivers domestic energy efficiency schemes pan-Lancashire. CHiL works to improve the energy efficiency of Lancashire homes, address health inequalities exacerbated by living in cold damp homes, reduce fuel poverty, tackle seasonal excess deaths and reduce carbon emissions from the domestic sector.

Electric vehicle charge points have been installed in 5 public car parks in Blackburn and Darwen to help the transition to electric vehicles. A range of multi-modal transport schemes, funded by the Council's Local Transport Plan to improve rail (Blackburn to Manchester rail services), bus (Pennine Reach), walking and cycling infrastructure and services (Weavers Wheel) have been progressed. The Council is delivering the Connecting East Lancashire project to promote and encourage sustainable transport choices.





## WHAT THE COUNCIL IS ALREADY DOING

Insulation, first time central heating and new boilers have been installed in the homes of some of the borough's most vulnerable residents, providing more comfortable living conditions and taking them out of fuel poverty as well as reducing emissions. These schemes have been made possible by the availability of funding initially from national government and now through the Energy Company Obligation (ECO) scheme. Improvements carried out in the borough in 2017 saved at least 627 tonnes of CO<sub>2</sub>. CHiL also offers residents in the region access to energy efficiency grants, affordable heating solutions, energy advice and support on a range of money saving energy measures to help residents heat and insulate their homes.

The amount of household waste sent to landfill instead of recycling, composting or energy from waste has a marked effect on emissions of greenhouse gases. Today, residents generate 30% less waste than they did in 2006/07, but also recycle very much less. Indeed, the recycling rate in Blackburn with Darwen at 30% is one of the lowest in the country. If the residual waste can't be incinerated for energy then it is sent to landfill and emissions increase markedly. The Council has launched a campaign and is preparing an action plan to increase the recycling rate to 65% and send 70% of residual waste to an energy from waste plant by 2030. In 2019, the Council granted planning permission for an Energy to Waste plant to be constructed in Lower Darwen. The plant will generate enough electricity to power every home in the borough.

Between 2014 and 2016 the Council replaced 17,500 street lamps in the Borough with LEDs, cutting primary electricity consumption by 5 million kilowatt hours (62%) and CO<sub>2</sub> emissions by 2,600 tonnes a year.

Since 2005 the Council has cut emissions from its own buildings by a third by encouraging staff to use energy wisely and installing energy efficient equipment such as LEDs, new boilers and voltage optimisation.

Eat Well, Move More, Shape Up is Blackburn with Darwen's food, physical activity and healthy weight strategy to tackle health inequalities which aims, amongst other things, to reduce food waste and the carbon footprint of the food system. UK households throw away approximately 7 million tonnes of food, most of which could have been eaten, £450 worth per household or £700 for a family with children<sup>7</sup>. In terms of greenhouse gas emissions it would be the equivalent of taking 1 in 4 cars off the road if all food waste was eliminated.

In addition to acting to mitigate the impact of its activities on climate change, the Council must reduce vulnerability to the impacts of climate change that are inevitable due to past and current greenhouse gas emissions. Adapting to climate change is essential if the borough is to remain resilient in the face of the changing climate. Actions that the Council is taking to adapt are outlined in its [Adaptation Strategy](#), which is to be updated in 2020.

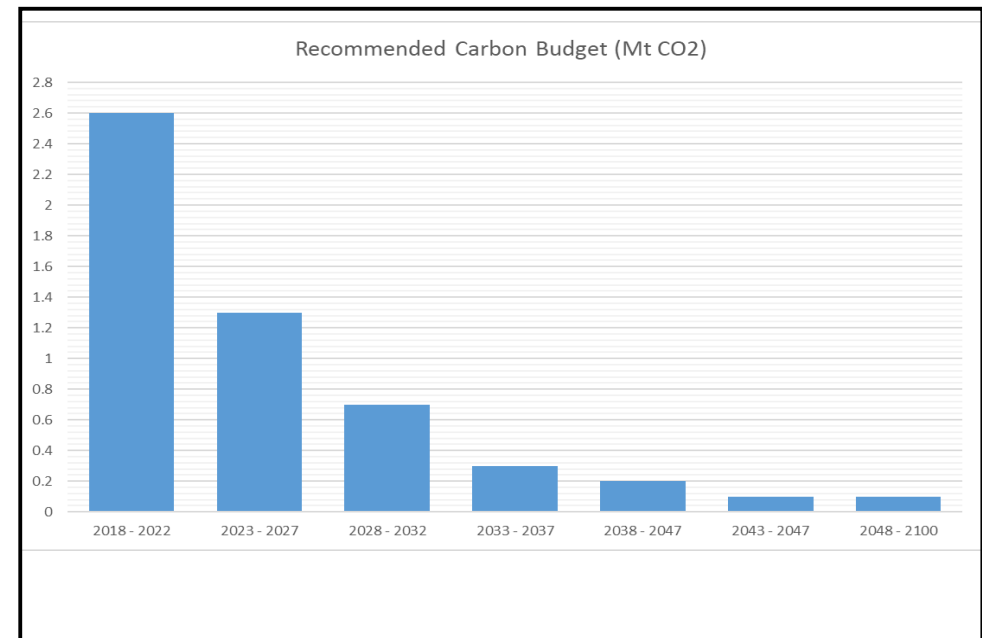
<sup>7</sup> Eat Well Move More Shape Up Blackburn with Darwen's Food Physical Activity and Healthy Weight Strategy 2017 - 2020

## CARBON REDUCTION PATHWAY

**In spite of past activity much more needs to be done and more quickly. The Tyndall Centre for Climate Change Research in Manchester<sup>8</sup> has calculated carbon budgets for every local authority in England. For Blackburn with Darwen to make its fair contribution towards a global temperature target of 1.5°C, the borough needs to stay within 4 million tonnes of CO<sub>2</sub> between 2020 and 2100. At current emission levels the budget will be used up in 7 years so a 13% reduction every year is needed, about 81,000 tonnes in the first year.**

Local authorities are well placed to drive and influence action on climate change through the services they deliver, their regulatory and strategic functions, and their roles as community leaders, major employers and large-scale procurers. However, it is not all in the Council's control or sphere of influence, nor does the authority have the resource and expertise to tackle everything. It is important to work in partnership with residents, particularly young people, business and other sectors to find solutions and to be prepared to lobby government on the big issues that need a national or even an international response.

Partner organisations will include East Lancs Hospital Trust, Blackburn College, the Lancashire Local Enterprise Partnership, Blackburn Hive, the Environment Agency, social landlords, Council for Voluntary Services, Transdev, faith groups, Electricity NW, United Utilities, youth groups, and neighbouring councils.



<sup>8</sup> Dr Jaise Kuriakose, Dr Chris Jones, Prof Kevin Anderson, Dr John Broderick & Prof Carly McLachlan, Setting Climate Commitments for Blackburn with Darwen, Quantifying the implications of the United Nations Paris Agreement for Blackburn with Darwen, November 2019

## ACTION PLAN

**The Council intends to be pro-active in tackling climate change, taking what action it can, encouraging others to take action and lobbying government to provide the support needed to help the borough be carbon neutral by 2030.**

This plan sets out the main proposals and initial actions that the Council intends to take, underpinned by the following objectives:

- Sound Decisions – To use resources sustainably so as not to add to the burden of climate change emissions in Blackburn with Darwen or elsewhere.
- Resilient & attractive borough – To align policy to climate change mitigation and adaptation objectives to create sustainable places where people want to live, work and visit and capture the benefits to health and the economy from the move to a climate-friendly borough.
- Lean and clean – To use energy more efficiently and generate more locally from renewable sources; cut waste and improve recycling.
- Travelling lightly – To make and facilitate the transition to cleaner, greener fuels and more active travel.
- Capturing more carbon – To store carbon naturally by increasing tree cover, protecting soils and enhancing natural habitats.

**To provide the basis for change we must aim for:**

- Wider understanding of the climate emergency
- Stronger partnerships and networks
- Adequate resourcing of the investment needed to match the scale of the challenge
- Evidence informed action and sound governance





## ACTION PLAN

The Action Plan will deliver on the Council's Corporate Plan ambition to enable residents to achieve a good quality of life in a vibrant and thriving place, with strong community values and an inclusive society. All of the actions have benefits other than cutting emissions of carbon dioxide, such as to health from better air quality, more active travel and healthier diets, reductions in fuel poverty, economic regeneration and creation of local jobs, and lower energy bills. Furthermore, increasing resilience to climate change risks can result in avoided costs from flood damage to buildings, infrastructure and services, enhanced green spaces and improved health. We recognise that there may be tensions between conflicting goals that we will have to resolve as we implement our plan. We may also be limited in our ambition if the national policy context is not strengthened and no additional resources are made available.

The Plan is a preliminary document to be developed in collaboration with residents and partners in the public, private and voluntary sectors. Our proposals will be subject to more detailed investigation to determine costs, benefits and priorities and to enable the Council to set out a comprehensive timetable for action, investment and lobbying. We want to share intelligence and secure locally determined contributions from all sectors to help meet our carbon neutral objective and incorporate actions by partners into the plan.

Our preliminary Action Plan is set out below. We propose to open dialogue with partners and residents, beginning with a Citizens' Inquiry, early in 2020. The review of our internal procedures to ensure CO<sub>2</sub> emissions are accounted for in decisions is already underway. The work needed to produce business plans for each action will get underway from early in 2020.



[www.imperial.ac.uk/news/190946/things-about-climate-change/](http://www.imperial.ac.uk/news/190946/things-about-climate-change/)

## ACTION PLAN

Objective	Action	Detail	Timescales
Sound Decisions	We will account for emissions in decision making	The Council recognises that its decision making processes don't currently achieve an adequate balance between climate change related considerations and other priorities. We are committed to improving our processes to improve how we account for carbon in our decisions. We propose to review and revise our internal reporting and procurement procedures to help us identify sources of emissions, and the most cost-effective ways to reduce them. The Council is developing a new Social Value policy in which environmental considerations will play an important factor.	By mid-2020
	We will revise procurement policies and procedures to ensure environmental impact is considered as part of all major procurements	The Council will find the most appropriate and cost-effective means of providing training for staff and elected members in support of procedural changes.	On-going
		Directors of Public Health will publish a climate emergency section in their Annual Public Health Reports	From 2020/21
Resilient & Attractive Borough	We will align Council policy with our climate emergency objectives	As plans and strategies are prepared the Council will ensure that they address its climate change objectives. These include its departmental service plans as well as its Financial Strategy and statutory plans such as the Local Plan and Local Transport Plan (LTP4), both of which are in the process of being updated. The Council recognises that the Local Plan is the vehicle to set a consistent framework on many key climate change and related matters.	In line with timescales for plan preparation e.g. Local Plan: Examination early 2021
	We will review and update our plan to adapt to the changing climate to ensure a resilient borough	The Council's Adaptation Strategy will be reviewed in the light of the latest UK climate projections and the associated action plan updated.	September 2020

## ACTION PLAN

Objective	Action	Detail	Timescales
Resilient & Attractive Borough	We will take what steps we can to facilitate improvement of homes in the borough to reduce emissions and tackle fuel poverty	A large part of the Borough's housing stock is in poor condition and energy inefficient. Some 14% of households live in fuel poverty, meaning more than 10% of their income is spent on energy bills. Responsibility for the energy efficiency of a dwelling lies with the owner or the landlord. The Council will continue to work with partners to secure funds, provide advice, promote the benefits of energy efficiency measures and enforce minimum standards in the private rented sector.	On-going
		The Council is preparing a Fuel Poverty Strategy to guide where it should focus its limited resources and identify where additional assistance from Government is needed.	June 2020
		The Council will continue to work with Lancashire local authorities and the County Council through Cosy Homes in Lancashire to secure Energy Company Obligation (ECO) funding to undertake energy efficiency measures that improve living conditions for vulnerable people and those on low incomes.	On-going
	We will exploit the opportunities arising from the move to a low carbon economy	Decarbonisation of energy and development of the circular economy are major opportunities for clean development and new jobs and skills.  The Council will use its influence with the Lancashire Local Enterprise Partnership (LEP) and other local/national public/private partners to progress technology and relevant product and process innovation to support changes required. It will work through networks, such as the Hive, and Growth Lancashire to identify champions who will encourage the business sector to cut emissions from all parts of its operation, including transport and supply chains.	From 2020  On-going



## ACTION PLAN

Objective	Action	Detail	Timescales
Lean & Clean	We will invest in clean energy and efficiency measures throughout the Council estate and support renewable energy generation in the borough	The Council will assess its estate to identify opportunities for energy efficiency measures and renewable energy installations. It will draw up business plans to help it identify the costs and benefits and prepare an investment plan to 2030.	December 2020
		The Council will work with partners to identify opportunities for renewable energy generation and energy efficiency measures in the borough and prepare an investment plan to 2030 for viable schemes.	December 2021
	We will reduce the waste generated in the borough, increase recycling and maximise the benefit from residual waste	<p>The Council has an objective to increase its recycling rate from 30% to 65% by 2030, reducing contamination by separation of recyclables and sending the residual waste to an energy-from-waste plant. An action plan to achieve this goal is being prepared and the publicity campaign is already underway.</p> <p>The Council is reviewing and refreshing its internal systems for office recycling to minimise what is sent to landfill. The Council will review its purchasing to ensure it uses single-use plastic only where necessary and will also encourage staff to find alternatives such as re-useable water bottles and coffee cups.</p> <p>An audit of Blackburn and Darwen Markets will be undertaken to find cost-effective alternatives to single-use plastics, identify waste streams and how these can be minimised and improve recycling rates. Blackburn and Darwen Markets aim to showcase sustainable business practices.</p>	<p>From 2023</p> <p>From December 2019</p> <p>September 2020</p>
We will seek increased transparency from the Council's Pension Fund managers in relation to the coherence of Pension Fund Investment choices	The Council will call for increased transparency from its Pension Funds managers to ensure investment choices align with its Climate Change strategy	2020	

## ACTION PLAN

Objective	Action	Detail	Timescales
Page 156 Travelling Lightly	We will reduce emissions from transport and increase active travel	The current Local Transport Plan (LTP3 2011-2021) aims to reduce carbon emissions from transport to help achieve a low-carbon and resilient transport system. Encouraging active travel, better public transport and preparation for electrification of vehicles are key to this strategy. The plan is to be updated (LTP4 2021 onwards) and the review process will examine existing policy to ensure it can help to deliver the Council's carbon neutral goal. The strategy will be accompanied by a detailed implementation programme with potential schemes to be delivered in the short (by 2025), medium (by 2030) and long term (by 2040).	On-going
		The Council will develop an investment plan to move its fleet from fossil to clean fuel by 2030.	On-going
		We will investigate ways to reduce emissions from staff business travel and commuting and introduce cost-effective solutions as quickly as possible.	September 2020
		We will work with local taxi drivers to find ways to cut emissions from the 27 million miles driven in the borough every year.	September 2020
Capture more carbon	We will work with landowners to plant more trees and protect and enhance natural carbon stores	Owners and occupiers have a vital role to play in managing their open land as a carbon 'sink' as well as its main use for, e.g. agriculture, recreation or wildlife, whether in the urban areas or the countryside. The Council will, with key landowners and environmental organisations, assess opportunities for improvements and set out how these might be implemented and by whom. This would include protecting existing moorland and trees, identifying appropriate sites for tree planting, ascertaining how moorland habitats could be enhanced and at the same time help with flood attenuation and promoting environmental stewardship to farmers. The role of urban parks, public open spaces and private gardens will also be considered.	March 2021

## ACTION PLAN

Objective	Action	Detail	Timescales
Basis for change	We will work with residents, schools and partners to raise awareness of and to tackle climate change	We will hold a Citizens' Inquiry into the climate emergency. Held over a number of sessions, it will involve a representative group of residents receiving and debating information about climate change and making recommendations for what residents, the Council and other can do about climate change. These recommendations will inform the Council's Climate Emergency Action Plan. Recommendations are disseminated and shared with key stakeholders, including residents.	Spring 2020
		A communications plan will be prepared to manage the dissemination of information and advice to residents, partners and others during development and implementation of the plan. This will include information on matters of individual choice such as food, diet and consumption of goods and services including air travel.	Spring 2020
		We will address the climate emergency with the borough's schools through the School Council.	2020
		The Council will support the Blackburn with Darwen Youth Forum, the Youth MP and two Deputy Youth MPs to engage young people in tackling the climate emergency.	2020
		The Council will work with other Lancashire local authorities and public bodies to tackle the climate emergency.	Ongoing



## ACTION PLAN

Objective	Action	Detail	Timescales
Page 158	We will identify a Climate Emergency Champion and provide regular reports on action	Member and officer leads will be identified and a governance structure agreed.	March 2020
		The plan will be presented for approval to Executive Board. It will be updated as proposals are worked up in greater detail, investment implications evaluated and schemes prioritised. Partner organisation proposals to cut emissions will be documented in the plan.	February 2020
		The first amendment to the action plan will assimilate recommendations arising from the Citizens' Inquiry into the plan.	Summer 2020
	We will actively lobby the Government to provide the additional powers and resources needed to meet the 2030 target	The Council will lobby Government as necessary as it identifies where support and/or resources are required to achieve its carbon neutral objective.	On-going

# WHAT YOU CAN DO

**While individuals alone may not be able to make drastic emissions cuts that limit climate change to acceptable levels, personal action is essential to tackle climate change and raise awareness of the importance of the issue. Using your voice and taking action as a consumer, a customer, a member of the electorate and an active citizen, will lead to changes on a much grander scale.**

Page 159	<b>1. Tell the government to act now</b>	<p>Time is running out to stop catastrophic climate change. The solutions are out there, and if we act quickly, we can make them a reality.</p> <p>Individuals need to exercise their rights both as citizens and as consumers, putting pressure on the government and on companies to make the system-wide changes are needed.</p>
	<b>Take action in your community</b>	<p>Right now, people just like you are coming together to develop practical, local solutions and make their towns and cities more climate-friendly. Find out what's happening near you.</p>
	<b>3. Power up on plants</b>	<p>After fossil fuels, the food industry is one of the most important contributors to climate change – meat and dairy production is responsible for 14% of global emissions.</p> <p>You don't have to go vegetarian or vegan to make a difference. By reducing your consumption of animal protein by half, you can cut your diet's carbon footprint by more than 40%.</p>



## WHAT YOU CAN DO

<p><b>4. Top up your fitness</b></p>	<p>Petrol and diesel cars spew out lots of climate-changing emissions. They also increase air pollution, which poses a serious threat to public health.</p> <p>Top up your fitness and tackle climate change at the same time by cycling or walking.</p> <p>Too far? Hop on the bus or train.</p> <p>If driving is unavoidable... Investigate trading in your diesel or petrol car for an electric or hybrid model. A fully electric vehicle could save 2 tonnes of CO<sub>2</sub> per year. Or try car sharing.</p> <p>When behind the wheel, drive smoothly and switch off the engine when you park up.</p>
<p><b>Take the train, not the plane</b></p>	<p>Flying is one of the fastest-growing sources of greenhouse gas emissions. Consider taking your next holiday in the UK or hop on the train if you're heading to Europe.</p> <p>At work, try video-conferencing and when flying is unavoidable, choose a standard class seat as that will use the plane's capacity more efficiently than first or business class.</p>

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## WHAT YOU CAN DO

### 6. Save energy at home

Being energy efficient doesn't mean going without a warm and well-lit home or making big sacrifices. Many energy efficiency measures are low-cost and may even save you money.

Small changes at home will help you use less energy, cutting your carbon footprint and your energy bills:

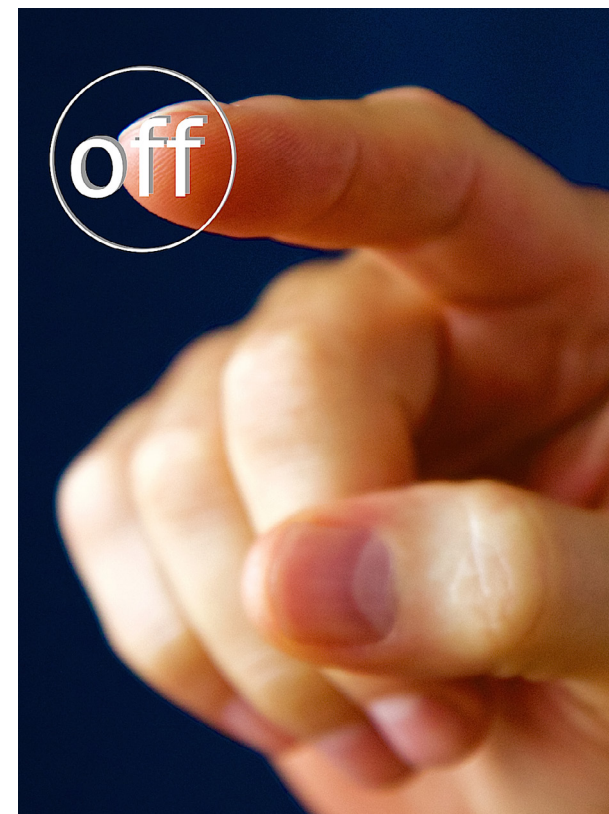
- Put on an extra layer and turn down the heating a degree or two;
- Turn off lights and appliances when you don't need them;
- Replace light bulbs with LEDs;
- Make simple changes to how you use hot water, like buying a water-efficient shower head.

Make sure your home is energy efficient. Check the building has proper insulation, and consider draught-proofing windows and doors. If you are in rented accommodation, lobby your landlord to make sure the property is energy efficient.

These measures could reduce an average household's emissions by 0.6 tonnes of CO<sub>2</sub> per year.

Switching energy supply to a green tariff is a great way to invest in renewable energy sources – and could save you money on bills too.

Generating energy from renewable sources is getting easier and cheaper to do and worth checking if it's appropriate for your home. Low-carbon generation could save 1.25 tonnes of CO<sub>2</sub> per year for the average home.



## WHAT YOU CAN DO

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<p><b>7. Cut consumption and waste</b></p>	<p>Reduce, reuse, repair, recycle</p> <p>Everything we use as consumers has a carbon footprint:</p> <ul style="list-style-type: none"> <li>• Avoid single-use items and fast fashion, and try not to buy more than you need;</li> <li>• Shop around for quality items that last a long time;</li> <li>• Put your purchasing power to good use by choosing brands that align with your new green aspirations;</li> <li>• Give unwanted items a new life by donating them to charity;</li> <li>• Avoid wasting food;</li> <li>• Let brands know if you think they are using too much packaging</li> </ul> <p>Help the Council to recycle as much of your waste as possible. Reducing and sorting waste could reduce emissions from the average home by 0.25 tonnes of CO<sub>2</sub> per year.</p>
<p><b>8. Invest your money wisely</b></p>	<p>Are your savings for the future being used to make that future worse? Find out where your money goes and choose a bank or pension provider that invests in the type of things you agree with.</p>
<p><b>9. What if I just can't avoid that flight, or cut down on driving?</b></p>	<p>If you simply can't make every change that's needed, consider offsetting your emissions with a trusted green project to compensate for that unavoidable flight or car trip. A web search will help you find the right company. Off-setting is a far cry from a solution to climate change, but it helps.</p>
<p><b>10. Talk about the changes you make</b></p>	<p>Share your experience with your family, friends, customers and clients. Talk positively and honestly about the ups and downs. Social scientists have found that when one person makes a sustainability-oriented decision, other people do too, so you will make a difference, no matter how small it seems.</p>







## ***Towards Zero Lancashire:*** Road Safety Strategy for Lancashire 2016-2026

### **Executive Summary**

Road safety affects everyone. Most of us use the roads every day, as drivers, passengers, cyclists and pedestrians, and for many people driving is the main part of their job. It is essential, therefore, to ensure that, as far as possible, we can all use the roads in safety.

Over the past decades, significant progress has been made in making Lancashire's roads safer, reducing the number of casualties and improving the road network for all road users. Unfortunately, since 2013, like many areas across Great Britain, casualty numbers in Lancashire have risen. Every death and serious injury on the roads is one too many. Road collisions have devastating effects on individuals and communities, often disproportionately affecting the young, as well as having a significant economic cost.

*Towards Zero Lancashire: Road Safety Strategy for Lancashire* has been developed by the Lancashire Road Safety Partnership (LRSP), the coordinating body for road safety in Lancashire. It sets out our joint response to road safety and covers the two unitary and twelve district council areas in Lancashire. It builds upon our successes, strengthens our commitment and elevates our ambitions

The Strategy is built on the principles of the globally-recognised Safe System approach<sup>1</sup> which recognises that we can never entirely eradicate road collisions because there will always be some degree of human error, but we should manage our infrastructure, vehicles and speeds to reduce crash energies to levels that can be tolerated by the human body. At the heart of the Safe System is the belief that no one should be killed or seriously injured as a result of using the road – 'vision zero'. By adopting this principle all Lancashire road users will benefit, be they motorcyclists, cyclists, pedestrians or drivers.

Road safety is not just about the mechanics of roads, vehicles and street design, but as much about attitudes, perceptions and the way that we value and share our roads. It is our vision that 'people are safe and feel safe on Lancashire's roads' and we are committed to delivering the following four aims:

1. Reduce road traffic fatalities by user group and age
2. Reduce severity and numbers of road traffic injuries by user group and age
3. Improve outcomes for vulnerable road users
4. Improve and change road safety attitudes and behaviours

We recognise that we need to work hard to achieve these aims and to do so we have agreed to focus on delivering four key priorities:

1. Coordinated and evidence based response to road safety
2. Enabling, engaging and educating individuals and communities to influence road user attitudes and behaviour
3. Intelligence led enforcement
4. Engineering for safety

For the purpose of the strategy, vulnerable road users are those who are represented disproportionately in the casualty data for Lancashire. This includes both the frequency of involvement and severity of injury.

For Lancashire this means:

- Pedestrians (all ages)
- Cyclists (all ages)
- Motorcyclists (16-24 and 45-60+)
- Young car occupants (16-24s)
- Older Road Users (65+)

*Towards Zero Lancashire* covers 10 years to ensure that, as well as putting in place immediate measures we also implement initiatives that require more extensive planning and development. This overarching strategy is underpinned by regular analysis reports which communicate contextualised patterns, trends and statistics of road traffic collisions and a detailed annual implementation plan, with measurable outputs, identifying each partner contribution and road user groups we will target. The action plan will reflect any differences in priorities across the geographies of Lancashire and is a live document to ensure we can respond to changing needs and priorities.

## Context

In Great Britain (GB) since the early 1960s, the number and severity of reported road collisions has reduced. In 2012 there were relatively fewer road fatalities in Great Britain than in other countries across Europe and the rest of the World<sup>2</sup>. Unfortunately, since 2013 reductions have stalled with most areas of GB, including Lancashire, seeing a rise in the number of casualties across different road users<sup>3</sup>.

The number of Killed and Seriously Injured casualties in Lancashire has increased from an exceptionally low level of 695 recorded in 2012 to 784 in 2013 and 859 in 2014 of which 43 resulted in death<sup>4</sup>. This rise is against a year on year rise in the number of vehicles on the road, for example 2014 saw an increase of 2.4%<sup>5</sup>.

Improving road safety requires collaboration across different organisations and sectors. In 2001, the Lancashire Road Safety Partnership (then the Lancashire Partnership for Road Safety) was set up to implement the Department for Transport's National Safety Camera Programme. The partnership's remit has expanded over time to become the coordinating body for road safety. Partners are Lancashire Constabulary, Lancashire Fire and Rescue Service, Lancashire County Council, Blackburn with Darwen Council, Blackpool Council and Highways England. A joint strategy was proposed to coordinate and direct the action of the partnership.

In December 2015, the Department of Transport produced *Working Together to Build a Safer Road System, British Road Safety Statement*<sup>6</sup> which sets out the government's vision, values and priorities in relation to British road safety. It advocates a safe system approach and recognises the United Nations' 2010 *Global Plan for Road Safety*<sup>7</sup> strategic approach for managing road safety and creating a truly safe system.

The goal of a safe system is to ensure that accidents do not result in serious injury, while accepting that human error will always play a part. Interventions should focus on road users, vehicles and the road network / environment in an integrated manner. Management of road safety activities should be co-ordinated, underpinned by data and evidence and evaluated and the post-crash response should ensure that that collisions are effectively responded to and investigated<sup>6</sup>.

It is in this context that LRSP has produced *Towards Zero Lancashire: The Road Safety Strategy for Lancashire 2016-2026*.

## Understanding the Challenge

Road collisions have a significant impact on individuals, communities and the economy of Lancashire. Road traffic collisions can cause life-changing injuries. Loss of limbs, spinal injuries and head injuries are the major cause of morbidity<sup>8</sup>. Health effects can be both physical and mental<sup>9,10</sup>, individuals often experience traumatic flashbacks of their collisions with post-traumatic stress, depression and anxiety being common after a serious road collision<sup>11</sup>. Road collisions remain one of the main causes of premature death among children and young people, nationally accounting for 41% of unintentional injury deaths among 1 to 9 year olds, and 77% among 10 to 18 year olds<sup>12</sup>. As children become more independent and start to travel on their own an increase in the casualty rate is seen, with both child pedestrian and cycle casualties increasing progressively with age.

In addition to Human Cost, road collisions cost approximately 1-3% of a country's annual Gross National Product (GNP)<sup>13</sup>. These are resources that no country can afford to lose. Since 1993, the valuation of both fatal and non-fatal casualties has been based on a consistent willingness to pay (WTP) approach. This approach encompasses all aspects of the valuation of casualties, including the human costs, which reflect



pain, grief and suffering; the direct economic costs of lost output and the medical costs associated with road collisions injuries. In addition to collision casualty related costs, there are also specific costs such as damage to property, police costs, and the costs of insurance administration. Table 1 highlights the economic cost of preventing road traffic collisions.

Average value of prevention <sup>1</sup> of reported road collisions <sup>2</sup> by road type 2014			
	Road Type		
Type of collision	Built-up roads <sup>3</sup>	Non Built-up roads <sup>4</sup>	Motorways <sup>5</sup>
Fatal	£1,982,923	£2,129,474	£2,202,179
Serious	£226,399	£255,296	£269,798
Slight	£23,531	£28,399	£34,149
All injury collision	£63,109	£128,642	£91,786
Damage only	£2,085	£3,050	£2,931
<b>All collisions</b>	<b>£5,349</b>	<b>£17,322</b>	<b>£13,263</b>
1 The costs were based on 2014 prices and values			
2 The number of reported road accidents were based on 2014 data			
3 Roads with speed limits of 40pmh or less, excluding motorways and A(M) roads			
4 Roads with speed limits greater than 40mph, excluding motorways and A(M) roads			
5 Includes motorways and A(M) roads			

Table 1 RAS60002 – Department for Transport statistics (<https://www.gov.uk/government/publications/reported-road-casualties-great-britain-annual-report-2014>)

### Lancashire’s economic prosperity

Movement in and around the county is critical to Lancashire’s economic prosperity. It has a large economy, producing an estimated £23 Billion Gross Added Value and is home to over 40,000 businesses employing in excess of 600,000 people<sup>14</sup>. The safe movement of goods and services is, therefore, vital for the local economy. The Health and Safety Executive estimate that more than a quarter of all road traffic incidents may involve somebody who is driving as part of their work at the time<sup>15</sup>.

### Health and Wellbeing gains

Road safety has a much wider impact on health than just preventing injuries, some forms of travel (i.e., walking and cycling) bring more health benefits for individuals and society than others. Physical inactivity is the fourth largest cause of disease and disability in the UK and around a quarter of us are still classified as inactive, failing to achieve a minimum of 30 minutes of activity a week<sup>16</sup>. The All Party Commission on Physical Activity report<sup>17</sup> estimates that physical inactivity leads to 37,000 premature deaths in England alone each year.

Active travel is the easiest way for most people to incorporate physical activity into everyday life. However, many people perceive a threat from traffic and lack of safe facilities as the rationale preventing them from walking and cycling as a transport choice for work and pleasure<sup>18</sup>. The Department for Transport has set out its ambition to "make cycling and walking the natural choice for shorter journeys, or as part of a longer journey" in the draft *Cycling and Walking Investment Strategy*<sup>19</sup>. To achieve this the Strategy recognises that cycling and walking should become safer, and, importantly, be perceived to be safe. It aims to deliver "better safety, better mobility and better streets". A cycling and walking strategy is currently being developed for Lancashire which will set out how we will develop our walking and cycling offer over the next 10 years, and recognising the fundamental role that active travel plays in our everyday lives.

## The Way Forward

The vision of *Towards Zero Lancashire* is that people are safe and feel safe on Lancashire’s roads. Supporting communities and people of all ages and abilities, no matter how they travel, is our focus and we are committed to delivering the following 4 aims:

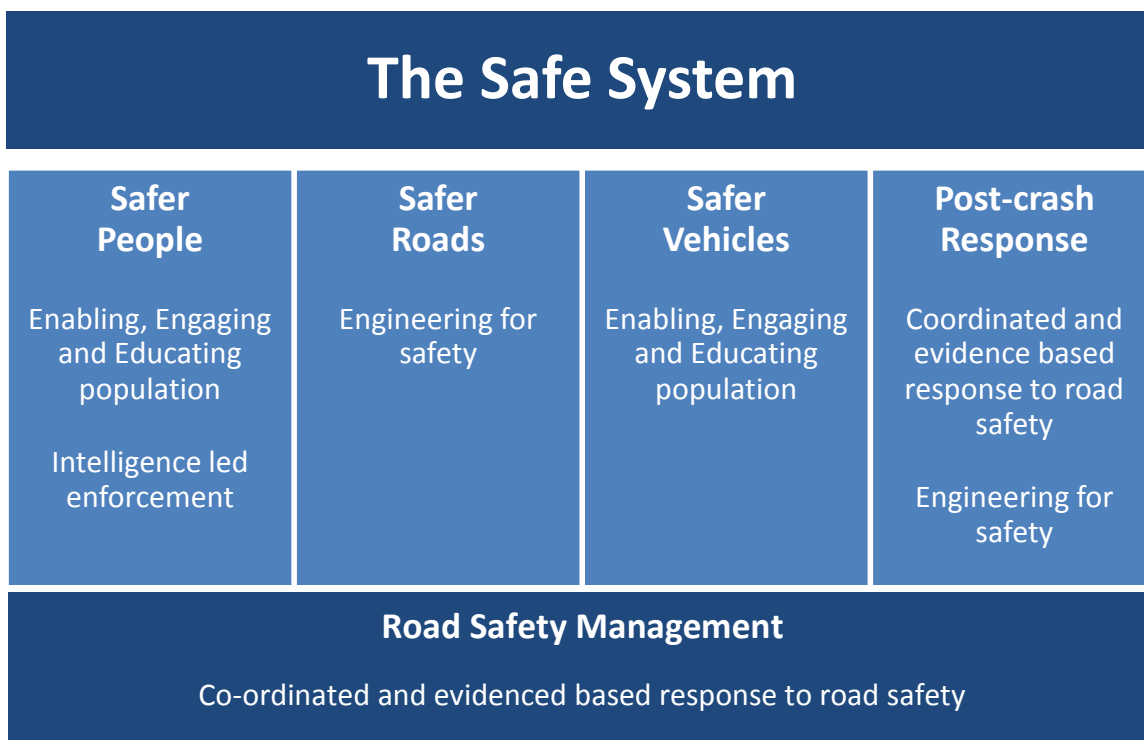
1. Reduce road traffic fatalities by user group and age
2. Reduce severity and numbers of road traffic injuries by user group and age
3. Improve outcomes of ‘vulnerable’ road users.
4. Improve and change road safety attitudes and behaviours.

## Key Priorities

We recognise that we need to work hard to achieve these aims, and to do so we have agreed to focus on delivering four key priorities that also contribute to delivering a safe system:

1. Coordinated and evidence based response to road safety.
2. Enabling, engaging and educating individuals and communities to influence road user attitudes and behaviour.
3. Intelligence led enforcement.
4. Engineering for safety.

Figure 1 highlights how our priorities advocate a safe system approach, with focus on road users, vehicles and the road network, together with a co-ordinated and evidenced based approach to management of road safety activities.



**Figure 1 – How our priorities support a safe system**

### **Implementation plan**

An annual implementation plan will detail the road user groups we will target and the action to be taken against the priority areas. Regular analysis of road user risk, behaviours and causes of collisions will ensure we can respond to changing needs and priorities and the differences across the geographies of Lancashire in terms of collisions trends. A partnership service level agreement is in place setting out the roles and responsibilities of each partner in delivering the plan and achieving the Strategy's aims.

### **Measuring Success**

'Towards zero' means that we do not accept that anyone should be killed or seriously injured on our roads. Realistically we understand that it is not practical to achieve zero serious injuries by 2026, but we do not accept any death or serious injury as inevitable. We want to see a year on year decrease in killed and seriously injured casualties across all ages and user groups to ensure we're moving in the right direction 'towards zero', our aspirational vision.

We will measure our success through an agreed performance framework, with targets established in the implementation plan based on the expected outcomes from specified interventions, as a means to evidence how we are systematically moving towards the strategy's aims.



## **Priority 1: Coordinated and evidence based response to road safety**

### **Coordinated response**

There is a lot of great work happening at ground level on road safety across Lancashire; predominantly led by individual organisations. A coordinated response is essential to prevent duplication and to ensure partners can both manage issues and maximise the potential solutions. Consistent evidence across all fields suggests that a coordinated response across partners produces more sustainable outcomes often supported through a coordinator role. The partnership has agreed to fund a Coordinator to provide direction and management in the delivery of the strategy. This will include creating deliverable action plans, joint communications and engagement, identifying funding streams and producing collaborative bids. A partnership service level agreement sets out the roles and responsibilities of each partner.

### **Building the Evidence Base**

*Towards Zero Lancashire* will rely on the interrogation of a wide variety of data sources, information and intelligence such as STATS19 Road Accident dataset. Data analysis is currently carried out on an organisational level, but this needs to be carried out on a pan Lancashire level. To support this process, a partnership analyst post has been created to analyse and interpret numerous datasets on casualties and collisions to highlight risks, trends and priorities. These will enable the partnership to deploy the most appropriate response. The analysis will also support the monitoring of progress against the 4 priority areas. Currently there is limited evaluation of road safety activity in Lancashire. Understanding the effectiveness of our activities and approach is crucial. Evaluation will support the implementation of the strategy by highlighting what approaches/activities have worked for whom in what circumstances and in what respects, and how.

### **We will:**

1. Recruit a road safety coordinator and analyst to drive the implementation of the strategy.
2. Identify and examine road user risk, behaviours and causes of collisions to prioritise action. This will be through detailed analysis on numerous datasets, such as, traffic flows and speeds, lifestyle, behavioural and weather datasets.
3. Develop coordinated evidence based action plans against the priority areas, monitor progress and report to the LRSP through due process and governance.
4. Develop a communications plan.
5. Review the effectiveness and outcomes of road safety activity across the partnership on a continual basis. Make and implement recommendations.
6. Build an evidence base on effective road safety interventions, understanding delivery channels, barriers to access, cost benefit and promoting innovation.
7. Ensure information flows and agreements are in place in and between partners, for example findings from road safety audits informing and supporting road user behaviour activities.
8. Ensure our different workforces have competencies, skills and knowledge to improve road safety outcomes

## **Priority 2: Enabling, engaging and educating individuals and communities to influence road user attitudes and behaviour**

Worldwide evidence suggests that communities accept and acknowledge that behaviour is important to road safety. The *Social Attitudes to Road Traffic Risk in Europe Study* highlighted that many people's perceptions are out of line with official statistics on contributory factors to road casualties. The most frequently recorded contributory factor to road collisions is failing to look properly but only 10-15% of respondents mentioned 'road users not paying enough attention to the road' as a factor<sup>20</sup>. Many people believe it is mostly risk taking behaviours (mainly by young males) that cause road deaths, however, many collisions are caused by the mistakes that drivers and riders make, such as errors of judgement or momentary lapses of concentration. In Lancashire, 41.9% of collision causing serious injuries were caused by failing to look properly<sup>21</sup>. Our road safety activities, therefore, need to address road user errors as well as 'risk taking'.

Currently there are widespread road safety activities taking place across Lancashire aimed at tackling road user behaviour, perceptions and attitudes. These are both targeted, by user group and age (aligned to the latest trends and analysis) and universal activities carried out by and in collaboration with partners. Our activities need to be co-ordinated, evidence-based and effective. They must produce desired outcomes, and such investment must target the correct audiences, deliver appropriate information, and use the most effective ways of engagement. For example, we need to take forward and implement the recommendations cited in the review of the primary school road safety interventions (Brainbox Review<sup>22</sup>) and complete similar reviews for other user and age groups.

*Towards Zero Lancashire* can, however, only achieve its aspirations if we have support and the involvement of local people. Local residents and communities often have a deep insight into road safety issues in their localities and therefore are key to creating viable solutions. Local Community Safety Partnerships, parish councils and neighbourhood policing are well placed to support communities delivering activities aligned to strategy.

### **We will:**

1. Develop and implement evidence based co-ordinated activities and interventions that influence and change road user behaviour taking a life course approach.
2. Work with stakeholders such as local community safety partnerships, district and parish councils and the voluntary sector to target and deliver enabling, educating and engagement activities to address need.
3. Explore the expansion of community- led activities building on the successes of school and community road watch.

### Priority 3: Intelligence led Enforcement

Road users do not always obey the rules, therefore, enforcement is necessary. *Towards Zero Lancashire* supports the local implementation of “Policing the Roads in Partnership – 5 Year Strategy 2015 – 2020”<sup>23</sup>, which prioritises enforcement on the “Fatal 4” offences of drink and drug driving, the non-wearing of seat belts, excessive speed and driving whilst distracted. It also aims to secure our roads as free from the threat of serious organised crime and terrorism.

Currently, there are various activities that aim to address the Fatal 4 across the county. Speed affects both the risk of being involved in a crash and, more importantly, the subsequent outcomes should a crash occur. The enforcement of safe speeds with safety cameras and associated automated devices is one activity. Lancashire’s safety camera operations focus on educating offenders with less serious breaches of the speed limit, rather than penalising/prosecuting them, to improve their speed compliance. The Association of Chief Police Officers in their written evidence to the Transport Select Committee highlights the benefits in diversionary schemes<sup>24</sup>. Evaluations of courses show that they are more effective in changing driver behaviour than punishment by way of a fine and penalty points. It is recognised that these need to be pitched at the correct level of driver behaviour. Lancashire offers a variety of nationally and locally approved diversionary courses appropriate to the user group and offence such as Speed Awareness and the on line seat belt course, Your Belt Your Life. These courses aim to change attitudes and improve skills. Courses need to be adapted and developed to address new emerging priorities.

The Lancashire speed tasking group collaborates to investigate the public’s concerns and reports of inappropriate speeding, determining appropriate action based on information recovered from traffic surveys together with casualty records. The interventions available include mobile enforcement, deployment of speed indicator devices and community engagement.

#### We will:

1. Carry out enforcement activities to address illegal and antisocial road user behaviour, such as tackling the Fatal 4.
2. Deliver nationally and locally approved diversionary courses across Lancashire.
3. Ensure the national team are aware of emerging issues in order to explore new diversionary courses or to improve or amend existing courses where necessary.
4. Upgrade, improve and maintain Lancashire’s safety camera network.
5. Deliver a collaborative approach and response to road safety complaints and concerns utilising the speed tasking group, traffic surveys, deployment of police and mobile enforcement units, installation of a temporary speed indicator display and/or community engagement.



## **Priority 4: Engineering for Safety to produce a safer road environment**

Lancashire has a large road network across both rural and urban settings. The nature of roads and the type, level and speed of traffic they carry differs significantly between urban and rural roads, this means that the risks people face, and the type of accidents they suffer, also differs. Although there are more accidents and overall casualties on urban roads, more deaths occur on rural roads<sup>25</sup>.

Road safety management and safety improvements contribute to safer and more sustainable environments. The three local highway authorities (Lancashire County Council, Blackburn with Darwen Council and Blackpool Council) and Highways England have a duty to manage and maintain Lancashire's roads as well as implementing appropriate measures to promote road safety. Engineering solutions are one such measure, this involves the physical construction or alteration of road infrastructure to minimise safety hazards. They are implemented to address safety issues identified through collision analysis, such as poor visibility, defective carriageway surfacing or sub-standard pedestrian links to create safer roads. Engineering measures have contributed to the reduction of collisions at many of Lancashire's collisions black spots.

The investigation of collisions is a statutory function of the Highway Authority<sup>26</sup>. Fatal accidents investigations are completed to provide an understanding of the contributory factors of collisions and to develop appropriate remedial action where necessary. Road Safety Auditing will be carried out to assess highway schemes in order to identify and mitigate potential safety issues for road users. We will ensure new roads are built or upgraded without building in new safety problems. It is essential consideration is given to the safety of all road users and, in particular, vulnerable road users including those with mobility, sight or hearing impairments. The roads present a challenge for people with a wide range of disabilities. We will ensure Lancashire's streets will be designed and operated to enable safe access for all users, including pedestrians, cyclists and motorists of all ages and abilities by using appropriate UK and international guidance.

In conjunction with the road infrastructure, the maintenance of vehicles has an impact on the safety of the road environment. Improvements in vehicle safety have contributed significantly to reducing road deaths and injuries. However, if the vehicle is not regularly checked and maintained, the benefits of modern design and technology are lost. There are currently vehicle safety interventions carried out on an organisational footprint such as tyre maintenance checks. These need to be evidence based and coordinated to provide most impact.

### **We will:**

1. Carry out Road Safety Auditing to assess highway schemes to identify potential safety hazards and provide recommendations to mitigate these.
2. Carry out investigation of fatal accidents to provide an understanding of the contributory factors and develop appropriate remedial action where necessary.
3. Develop capital programmes of works for road user safety to be considered as part of the three Local Authorities and Highways England's commissioning processes.
4. Identify Higher Risk Routes and prioritise maintenance accordingly.
5. Involve LRSP so any impact on existing safety camera schemes can be considered.
6. Support delivery of the Lancashire Cycling and Walking Strategy

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- <sup>4</sup> Department of Transport Statistical data set Table RAS30058 [Reported casualties by county, lower tier local authority, severity, child KSI and all ages, England, latest available years](#)
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- <sup>13</sup> World Health Organisation. [Global status report on road safety 2015](#).ISBN 978 92 4 156506 6 (NLM classification: WA 275)
- <sup>14</sup> Lancashire Enterprise Partnership: [Lancashire Strategic Economic Plan, A Growth Deal for the Arc of Prosperity](#), March 2014
- <sup>15</sup> Health and Safety Executive: [Driving at work: Managing work-related road safety](#), 2014
- <sup>16</sup> Public Health England: [Everybody active, every day, An evidence-based approach to physical activity](#), October 2014
- <sup>17</sup> [Tackling Physical Inactivity – A coordinated Approach](#), All Party Commission on Physical Activity, 2014
- <sup>18</sup> World Health Organisation: [Promoting physical activity and active living in urban environments 2006](#)
- <sup>19</sup> Department for Transport, [Cycling and Walking Investment Strategy](#), March 2016
- <sup>20</sup> Social Attitudes to Road Traffic Risk in Europe (SARTRE): [European road users’ risk perception and mobility The SARTRE 4 survey 2012](#)
- <sup>21</sup> Lancashire Constabulary road collision dataset
- <sup>22</sup> Brainbox Research 2015: Review of Primary School Interventions in Lancashire
- <sup>23</sup> National Police Chiefs' Council, (2015), [Policing the Roads in Partnership – 5 Year Strategy 2015 – 2020](#)
- <sup>24</sup> Transport Select Committee: [Written evidence from the Association of Chief Police Officers \(RSF 18\) October 2011](#)
- <sup>25</sup> Department for Transport, [Facts on Road Fatalities](#), June 2015

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<sup>26</sup> [Road Traffic Act, 1988](#), Chapter 52, Section 39



## EQUALITY IMPACT ASSESSMENT CHECKLIST

***This checklist is to be used when you are uncertain if your activity requires an EIA or not.***

An Equality Impact Assessment (EIA) is a tool for identifying the potential impact of the organisation's policies, services and functions on its residents and staff. EIAs should be actively looking for negative or adverse impacts of policies, services and functions on any of the nine protected characteristics.

The checklist below contains a number of questions/prompts to assist officers and service managers to assess whether or not the activity proposed requires an EIA. Supporting literature and useful questions are supplied within the [EIA Guidance](#) to assist managers and team leaders to complete all EIAs.

<b>Service area &amp; dept.</b>	Public Health and Wellbeing Adults and Prevention	<b>Date the activity will be implemented</b>	10/02/2022
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<b>Brief description of activity</b>	Blackburn with Darwen Safer Roads Strategy 2022-2026
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Answers favouring doing an EIA	Checklist question	Answers favouring not doing an EIA
<input checked="" type="checkbox"/> Yes	Does this activity involve any of the following: - Commissioning / decommissioning a service - Change to existing Council policy/strategy - Budget changes	<input type="checkbox"/> No
<input type="checkbox"/> Yes	Does the activity impact negatively on any of the protected characteristics as stated within the Equality Act (2010)?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> No <input type="checkbox"/> Not sure	Is there a sufficient information / intelligence with regards to service uptake and customer profiles to understand the activity's implications?	<input checked="" type="checkbox"/> Yes
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	<b>Does this activity:</b> Contribute towards unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act <i>(i.e. the activity creates or increases disadvantages suffered by people due to their protected characteristic)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Reduce equality of opportunity between those who share a protected characteristic and those who do not <i>(i.e. the activity fail to meet the needs of people from protected groups where these are different from the needs of other people)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Foster poor relations between people who share a protected characteristic and those who do not <i>(i.e. the function prevents people from protected groups to participate in public life or in other activities where their participation is disproportionately low)</i>	<input checked="" type="checkbox"/> No
<b>FOR = 1</b>	<b>TOTAL</b>	<b>AGAINST = 5</b>

**Will you now be completing an EIA?**

Yes

No

The EIA toolkit can be found [here](#)

<b>Assessment Lead Signature</b>	Iona Lyell
<b>Checked by departmental E&amp;D Lead</b>	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
<b>Date</b>	22/12/2021