

7 April 2014

Dear Councillor

OVERVIEW AND SCRUTINY COMMITTEE - THURSDAY, 10TH APRIL 2014

I am now able to enclose, for consideration at the above meeting of the Overview and Scrutiny Committee, the following reports that were unavailable when the agenda was printed.

Agenda No Item

8. **Monitoring Report of Inquiry Recommendations - Adoption of Estates Review (Pages 89 - 100)**

Joint report of the Director of People and Places and Director of Partnerships, Policy and Planning (enclosed)

11. **Briefing note regarding Chorley and South Ribble Hospital (Pages 101 - 106)**

To consider a briefing note that has been brought to the attention of the Chair on the Integration of Urgent Care Services at Chorley and South Ribble Hospital (enclosed)

Yours sincerely



Gary Hall
Chief Executive

Dianne Scambler
Democratic and Member Services Officer
E-mail: dianneb.scambler@chorley.gov.uk
Tel: (01257) 515034
Fax: (01257) 515150

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Report of	Meeting	Date
Director of People & Places Director of Partnerships, Planning & Policy	Overview & Scrutiny Committee	10 April 2014

**MONITORING REPORT OF INQUIRY RECOMMENDATIONS:
ADOPTION OF ESTATES REVIEW**

PURPOSE OF REPORT

- To inform members about progress with the recommendations of the Task Group review into the Adoption of Estates.

RECOMMENDATION(S)

- That the monitoring report be noted and that a further report on progress be reported in due course.

EXECUTIVE SUMMARY OF REPORT

- Following the consideration of the task group's recommendations by the Executive Cabinet, all recommendations were essentially agreed. A response to the recommendations was made by Lancashire County Council, and this is included within this report. Progress on recommendations within the control of Chorley Council is also reported.

Confidential report Please bold as appropriate	Yes	No
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CORPORATE PRIORITIES

- This report relates to the following Strategic Objectives:

Involving residents in improving their local area and equality of access for all		A strong local economy	
Clean, safe and healthy communities		An ambitious council that does more to meet the needs of residents and the local area	/

BACKGROUND

- The final report of the Overview & Scrutiny Task Group considering the Adoption of Estates was presented to Executive Cabinet on 20 June 2013, and detailed fourteen recommendations, all of which were agreed by the Executive Cabinet in their response on 24 October 2013.
- Officers have made progress against those recommendations and this is summarised within this report, together with an appended schedule providing further information against each of the fourteen recommendations.

RESPONSE BY LANCASHIRE COUNTY COUNCIL

- 7. Specific recommendations were made for Lancashire County Council, and a formal response has been received. The Director of Lancashire Highway Services, Phil Barrett provided a written response, and an overall comment: *“Thank you for inviting the County Council to consider how to work with you to improve our services to local developers, residents and others with an interest in adoptions in new estates. I am sure the measures already in hand and outlined above will be of value in this regard.”*
- 8. The attached schedule of recommendations details the specific responses made by the county council to each relevant recommendation. In summary, the overall response is positive, and further joint working will be required.

PROJECTS IN HAND IN RELATION TO SPECIFIC RECOMMENDATIONS

- 9. A number of recommendations require small projects to deliver the outcomes required. These include a project led by ICT to make ‘mapzone’ information about adoptions available to public users; and a project led by People & Places to review the risk based approach to open space adoption.
- 10. The recommendations have also influenced the organisational structure of the Council, in that a new role of ‘Development Implementation Co-ordinator’ has been established through the review of Transactional Services / Planning Business Support to manage matters pertaining to Community Infrastructure Levy, Planning Obligations and Adoptions. The role is expected to be filled by end of June 2014, and a number of recommendations will be the responsibility of the post-holder. These include the establishment of a robust data set on outstanding obligations using existing IDOX software, the development of a record of adoption case load and associated reporting, and the pilot for the introduction of development/site exit meetings.

LETTERS TO RELEVANT PARTIES

- 11. The recommendations required letters to be written. Those to the Law Society, the Council for Licensed Conveyancers and NHBC were issued in April 2014, and replies will be reported in due course.
- 12. Recommendation 14 sought to urge developers to nominate a dedicated officer to work on adoption matters, and to review their complaints procedures. It is considered that it would be appropriate to write to regular developers to advise them of the new role of Development Implementation Co-ordinator, to seek a regular contact on adoption matters, and to request a review of any complaint procedures. This will be addressed by end April 2014.

THE USE OF STANDARD PLANNING CONDITIONS & NATIONAL WORKING GROUP

- 13. The Planning Service has been applying the standard conditions as proposed by the Department of Transport Working Group on adoptions. Following the attendance of Chris Bond at the scrutiny panel, Chorley Council has been invited to attend the working group, and the invitation was extended (by request of Chorley Council officers) to Lancashire County Council. The working group is advising the minister on adoption matters. Progress will be reported to the Executive Member for Planning & LDF.

IMPLICATIONS OF REPORT

- 14. This report has implications in the following areas and the relevant Directors’ comments are included:

Finance		Customer Services	
Human Resources		Equality and Diversity	
Legal		Integrated Impact Assessment required?	
No significant implications in this area	/	Policy and Communications	

COMMENTS OF THE STATUTORY FINANCE OFFICER

- 15. The new role of Development Implementation Co-ordinator will assist in delivering the recommendations of the task group, and the financial implications of the new role have already been reported and accepted by the Executive Cabinet.

COMMENTS OF THE MONITORING OFFICER

- 16. No Comment.

JAMIE CARSON
DIRECTOR OF PEOPLE & PLACES

LESLEY-ANN FENTON
DIRECTOR OF PARTNERSHIPS, PLANNING & POLICY

Background Papers			
Document	Date	File	Place of Inspection
Executive Cabinet: Response to Recommendations, 24 October 2014 [13.EC.98]	24 October 2013***		Council Website: https://democracy.chorley.gov.uk/ieListDocuments.aspx?CId=115&MId=3472&Ver=4 Council Intranet: http://cbc-us-mod/ieListDocuments.aspx?CId=115&MId=3472&Ver=4

Report Author	Ext	Date	Doc ID
Jennifer Moore Head of Planning Services	5571	7 April 2014	

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**OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES
SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014**

Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(1) That the Executive Cabinet asks Lancashire County Council to consider building on existing work with local planning authorities to put in place arrangements to ensure the consideration of road and highways adoption issues commences at the planning application stage of the planning process, including:</p> <ul style="list-style-type: none"> • Designing developments to provide separate access routes for residential and construction traffic • Phased implementation of larger development • Laying out and constructing roads to adoptable standards 	<p>Agreed.</p> <p>Representations will be made to Lancashire County Council.</p>	<p>LCC Response: Road and adoption discussions already commence at the earliest possible stages of the planning process with due consideration given to the following issues:</p> <ul style="list-style-type: none"> • Construction Management Plans are considered on a site-by-site basis with input from planning officers, to establish and condition the use of matters including agreed access routes, working times and control of nuisances such as noise/dust/mud. • Phased implementation of larger developments is already an integral part of the Section 38 agreements to encourage the developer to plan his construction/sales profiling in consultation with Council officers. • Targeted advice is provided to residential developers throughout the development process about the need for adoptable highway layouts and construction methods and how these might be achieved. Adoption will not always be possible, for example where the developer chooses not to meet adoptable standards, or where the development relies on some basic features outside the limits of what will be safe to use or practical to maintain (for example substandard road widths or turning facilities).

**OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES
SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014**

Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(2) That the Executive Cabinet be asked to approve the use of a draft set of national planning conditions seeking pre-commencement on adoption matters, drawn up by the Department of Transport to be trialled by our planning service.</p>	<p>Agreed.</p>	<p>LCC Response: The County Council is willing to work with Chorley Borough Council Planning Officers to explore in more detail the prospect of using the Department for Transport-approved draft conditions, requiring that highway adoption and management matters are secured at the earliest possible stage of the planning process.</p> <p>Progress at April 2104:</p> <ul style="list-style-type: none"> • The Planning Service has modified the standard condition suggested by the Department of Transport (DoT) and this is being applied to new proposals. • The Head of Planning Services (Jennifer Moore) has been invited to the DoT working group, and agreement has also been reached that LCC (Rachael Crompton) will also attend. The next meeting is expected in early April 2014. • The group advises ministers on adoption related issues. Progress will be routinely reported to Executive Cabinet Member for Planning and LDF, and an update provided to the O&S Committee in due course.

**OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES
SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014**

Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(3) That the Executive Cabinet be requested to commission a study of the existing adoptions 'caseload' in the Borough, to provide a full picture of all completed and partially completed agreements, including Section 38's and 106's.</p>	<p>Agreed.</p>	<p>LCC Response: The County Council's Section 38 caseload is already under review as part of our ongoing commitment to continuous improvement. As soon as the Chorley Borough information is available it will be issued to Chorley Borough Council Officers. LCC anticipate that the first tranche of information will be available by the middle of November 2013.</p> <p>Progress at April 2014: Section 38 Information was received from LCC, and a further update was also received in Jan 2014.</p> <p>Members should note that as part of the Transactional Services Review, a new post (Development Implementation Co-ordinator) has been created within the Planning Service to co-ordinate matters in relation to the implementation of the Community Infrastructure Levy and Planning Obligations, and this role will lead on co-ordinating matters pertaining to adoption, and in delivering this recommendation. The role is expected to be filled by end June 2014. An IDOX module is available for the recording of agreements and specific obligations, and the post holder will manage the recording and reporting of this information.</p>

**OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES
SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014**

Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(4) That the Executive Cabinet request Lancashire County Council to consider adopting a more flexible approach to the setting of bonds with developers, that are required before a Section 38 Agreement is made to enable the level of bond to be set on a site-by-site basis that reflects the actual cost of completing the road concerned to the required state of adoption.</p>	<p>Agreed. Representations will be made to Lancashire County Council.</p>	<p>LCC Response: The County Council already has a flexible approach to setting bonds as part of the Section 38 processes. They are established on a site-by-site basis, using a formula that accurately reflects the current costs of road construction and the scale of the highway areas to be offered for adoption on each site. Elements of the bonds are released before full completion of the roads subject to satisfactory completion of the necessary works at each stage of bond release. Our approach is frequently benchmarked against other highway authorities around the country; at the current time it is significantly more flexible than many and it compares favourably on comparisons of cost to the developers.</p>
<p>(5) That the Executive Cabinet agrees to make representations to the National House-Building Council (NHBC) urging it to encourage developers to recognise potential benefits to them of the introduction of a mandatory requirement relating to Section 38 Agreements.</p>	<p>Agreed. Representations will be made to the NHBC.</p>	<p>Progress at April 2014: Letter issued April 2014. Any response will be reported to a future committee.</p>
<p>(6) That Lancashire County Council review their operational practices and resources to ensure a more timely response for developers to secure adoption.</p>	<p>Agreed. Representations will be made to Lancashire County Council.</p>	<p>LCC Response: The County Council has recently completed a review of its resources and operational practices relating to the highways aspects of new development, including adoption procedures. This has resulted in updated procedures being established across the County.</p>

OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014		
Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(7) That both Chorley and Lancashire County Council consider developing a more co-ordinated approach to the process of adoption and that regular reports on the current status of adoptions across the borough be reported to the Neighbourhood Meetings of the Council.</p>	<p>Agreed. This will be introduced and representations will be made to Lancashire County Council, and other partners, to gain their cooperation to the process.</p>	<p>LCC Response: The County Council endorses the need for and benefits of improved communications. We shall provide relevant and timely information on progress with developments to Chorley Borough Council in parallel with our communications to other interested people and organisations.</p> <p>Progress at April 2014: The new post of Development Implementation Co-ordinator will co-ordinate matters in relation to the implementation of the Community Infrastructure Levy and Planning Obligations, and co-ordinate matters pertaining to adoption, and in delivering this recommendation. The role is expected to be filled by end June 2014. The post holder will provide regular progress reports on adoption matters. .</p>
<p>(8) That Lancashire County Council considers the introduction of a pre- application service with associated costs that would not only generate additional income and focus service delivery but would also benefit the early identification of estates for adoption.</p>	<p>Agreed. Representation will be made to Lancashire County Council.</p>	<p>LCC Response: There are no arrangements in place for the County Council to charge fees for pre application highways and transport related advice. All the potential implications of introducing such a charge would need to be considered before forming a view on whether this would an appropriate change to make to our service. It is therefore not possible to respond on this point at the present time.</p>

**OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES
SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014**

Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(9) That a review be undertaken on a risk based approach for the adoption of open spaces.</p>	<p>Agreed. This will also include the option to require developers to front load the provision of play and open spaces.</p>	<p>Progress at April 2014: A project has been identified by the People & Places Directorate to undertake this review, with project scoping and initial start expected by end June 2014. (Project Owner is Simon Forster). The project depends to a limited extent upon progress with recording outstanding planning obligations pertaining to open space, as part of the new role of Development Implementation Co-ordinator.</p>
<p>(10) That the Executive Cabinet considers putting into place arrangements for the development of a map based system to be accessed on or via the Council’s website to show information about the status of the roads in the borough for use by the community. For example, an area specifically relating to “would you like to live in Chorley” be developed that could potentially be linked to the County’s website. Individual roads would be tagged according to status and actively used by Contact Chorley for the provision of information to residents.</p>	<p>Agreed, in principle. This project requires further scoping and the timescales and resources required to be identified prior to a final decision being made.</p>	<p>LCC Response: The County Council already provides map-based information on highway adoptions through the Map Zone facility, available to Chorley Council Members and officers on a confidential basis. We welcome suggestions for optimising the use of this information.</p> <p>Chorley Council Officer Response: There are 3 ‘map based systems’ currently available on the Council website:</p> <ul style="list-style-type: none"> • My Chorley - https://myaccount.chorley.gov.uk/MyChorley.aspx • My Map – http://chorley.gov.uk/mymap • My Ward - http://mapping.chorley.gov.uk/myward/ <p>The Council receives a dataset of road adoptions from LCC, which is the same as they publish on MapZone), and this is published on the My Ward site: http://mapping.chorley.gov.uk/myward/</p> <p>ICT are considering if and how map based system for use by the public can be best delivered and will project plan accordingly (Project Owner – Asim Khan)</p>

**OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES
SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014**

Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(11) That a list of Frequently Asked Questions (FAQ's) about the adoption of estates be published on the Council's website.</p>	<p>Agreed.</p>	<p>LCC Response: Following completion of our internal review (6 above) we are in the process of updating our website-based frequently-asked questions (FAQs) on the County Council's web site. I regret that I cannot indicate timescales for this process because of the need to fit into a wider corporate project, but I can assure you that the work is being completed as quickly as possible.</p> <p>Progress at April 2014: Officers have commenced a small project to prepare a list of FAQs, expected to be completed by end June 2014.</p>
<p>(12) That Chorley Council considers a pilot for the introduction of Development and or Site Exit meetings with developers, to identify new sites coming on stream.</p>	<p>Agreed.</p>	<p>Progress at April 2014: The new post of Development Implementation Co-ordinator will co-ordinate matters in relation to the implementation of the Community Infrastructure Levy and Planning Obligations, and co-ordinate matters pertaining to adoption, and in delivering this recommendation. The role is expected to be filled by end June 2014. The post holder will consider how best to introduce and operate such a pilot, and progress will be reported to the committee and the Executive Member for Planning & LDF in due course. Project start is expected in July 2014.</p>

**OVERVIEW & SCRUTINY COMMITTEE – ADOPTION OF ESTATES
SCHEDULE OF RECOMMENDATIONS & PROGRESS AT APRIL 2014**

Recommendation	Executive Cabinet Response	PROGRESS AT APRIL 2014
<p>(13) That the Executive Cabinet agrees to make representations to the Law Society and the Council for Licensed Conveyancers urging them to consider whether conveyancers provide clients with sufficient information about the estate adoptions process and how they will be affected by the status of roads serving a property.</p>	<p>Agreed. Representations will be made to the Law Society and the Council for Licensed Conveyancers.</p>	<p>Progress at April 2014: Letter issued April 2014.</p>
<p>(14) That developers be encouraged to nominate a dedicated officer that would work proactively with officers of both borough and county Councils on the adoption processes and be asked to consider reviewing their complaints procedures to improve relations with residents on their developments.</p>	<p>Agreed. Representations will be made to developers of existing estates. Consideration will be given to how this can be strengthened, beyond a request to cooperate with future developments.</p>	<p>Progress at April 2014: A letter has drafted and is due to be issued in April 2014. The letter also seeks to introduce the new role of Development Implementation Co-ordinator.</p>



Briefing

Integrating urgent care services at Chorley and South Ribble Hospital

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1. Introduction

Urgent care services at Chorley and South Ribble Hospital are being developed to improve quality and access for patients by making them more coordinated, and more integrated with other services. Part of this development work includes the relocation of the local GP out-of-hours service onto the hospital site.

This briefing provides an overview on the background, the plans and the benefits to patients that the changes will bring.

2. Background and context: National

Nationally, urgent care admissions to hospital are rising, which together with the increase in the number of people with long term conditions, and the increase in the number of frail elderly people with multiple, complex conditions, means that the way some urgent care services are currently arranged are clinically and financially unsustainable.

Alternative solutions to hospital-based care are being looked at across the country, and integrating multiple health and care services are seen as being essential to the development of effective urgent and emergency care services.



A number of national policy drivers, research and guidance that support this include:

- **Equity and excellence: Liberating the NHS** – states that the Government is committed to developing a coherent 24/7 urgent care service in every area of England, and that these services should be clear to patients when they are making choices, and that they should help to drive the integration of services
- **High quality care for all now and for future generations: Transforming urgent and emergency care services in England** – states that the diversity of urgent care services causes confusion amongst patients and healthcare professionals, which can lead to a lack of standardised clinical practice, a delay in access to appropriate treatment, multiple contacts with different clinicians and ultimately a poor experience for the patient
- **Urgent care centres: What works best and Effective approaches in urgent and emergency care** – both emphasise the need for urgent care services to have a strong identity about the type of treatment that can be provided in an urgent care service, and that clinical governance needs to be embedded into these services to make sure that patients get good outcomes

All of these best practice approaches and principles are reaffirmed in the recent urgent and emergency care review by Sir Bruce Keogh.

3. Background and context: Local

Reviews have been undertaken of existing emergency and urgent care services in the Chorley, South Ribble and Greater Preston areas, and have included the views of local GPs, emergency care clinicians and members of the public.

These views have helped to shape some local priorities that support the national agenda of:

- Providing care close to home
- Treating people in the most appropriate place for their need
- Ensuring people have access to safe, high quality urgent care

The Chorley, South Ribble and Greater Preston health economy has agreed via its Clinical Senate that there is a need to redesign the 'front end' of the emergency departments at both Royal Preston Hospital and Chorley and South Ribble Hospital (this briefing address the Chorley and South Ribble hospital element of this) to create a new urgent care service (incorporating GP out-of-hours services).

The aim of this is to address a number of issues, including:

- Increasing demand and pressure on emergency departments and ambulance services
- Confusion amongst patients about where and when to access urgent care services



- The introduction of the new NHS 111 'triage' service
- A fragmented urgent care service with multiple governance structures

In addition, although having a diverse range of urgent care services could on the surface be seen as providing patients with ample choice, it often requires them to 'guess' at what may be wrong with them in order to attend the right service.

Therefore the plans for change for the urgent care service at Chorley and South Ribble Hospital have been drawn up based on the core principles of **high quality services, integration, and a single point of access** that will help triage patients so they are seen by the **right clinician at the right time**.

This work is part of a wider and even further reaching programme of work to develop urgent care services in the area, and also services for people with long term conditions.

4. The plans

The new urgent care service at Chorley and South Ribble Hospital will operate 24 hours a day, seven days a week, and will be integrated with the local GP out-of-hours service.

The service will be accessed by a single point of entry. Through the out-of-hours service it will also be able to support patients who are unable to attend the service, either because they are house bound or they are being treated at end of life.

The service will be delivered by a multi-disciplinary team of healthcare professionals, who will 'sit at the front end' of the existing emergency department. The teams will include GPs and emergency nurse practitioners.

The service will be able to provide access to imaging and pathology services at the hospital, and treat minor illnesses and injuries.

It will complement and enhance other services, including out of hours nursing, mental health, social care, public health and dental provision, and will be able to triage and signpost patients to the most appropriate place

As it will be able to provide a standardised service through good clinical governance and the mix of skills and healthcare professionals, it will be able to provide seamless, high quality care that is more responsive to patient needs, and therefore gives them a better experience.



It is important to note that the plans focus on providing an additional and enhanced urgent care service at Chorley and South Ribble Hospital, which will be delivered using the existing budget – ultimately, a better service will be provided for the same money.

The plans DO NOT include making any changes to the existing emergency department on the site, other than the fact that the department will work more closely with the urgent care service to make sure that patients are seen by the right clinical expert at the right time.

Patients will still be able to access the emergency department at the hospital through the single point of access ‘front door’.

5. Patient benefits

- There will be increased access to services on the site, with urgent care available 24/7
- Urgent care services will become easier for patients to understand and navigate with one ‘front door’ as a single point of access, behind which they will be signposted to the most appropriate service
- Clinicians with different expertise will be based on the same site and will work together to treat patients
- Urgent care will coordinate fully with other services, such as those in primary and community care
- The quality of the services will be improved, with care centred around the patient
- Patients will receive a better experience when using the service, including increased privacy and dignity

6. Timeline

The plans are subject to planning permission as the service will need fit for purpose facilities on the hospital site.

A planning application has been submitted, and we anticipate approval of the application to be received by mid-May 2014.



Following a procurement process, a building contractor will be appointed by the end of June 2014 to start work on the site as soon as possible. It is expected that the new integrated urgent care service at Chorley and South Ribble Hospital will start in December 2014.

A communications and engagement plan will ensure that all staff, patients, and members of the public are kept informed of the changes, and we will work with the providers to ensure that appropriate patient information and signposting is produced.

The work to integrate the urgent care services at Royal Preston Hospital are not as advanced, with project planning still underway, although it is expected that this new service will be in place by December 2015.

7. Supporting information

The following supporting information and documentation is also available on request:

- Clinical and business case for change
- Health impact assessment
- Equality impact assessment

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