

# Public Document Pack

# Blackpool Council

25 March 2016

To: Councillors Blackburn, Cain, Campbell, Collett, Cross, Jackson, Kirkland, Smith, I Taylor and Mrs Wright

The above members are requested to attend the:

## EXECUTIVE

Monday, 4 April 2016 at 6.00 pm  
in Committee Room A, Town Hall, Blackpool

## A G E N D A

### 1 DECLARATIONS OF INTEREST

Members are asked to declare any interests in the items under consideration and in doing so state:

- (1) the type of interest concerned; and
- (2) the nature of the interest concerned

If any member requires advice on declarations of interests, they are advised to contact the Head of Democratic Governance in advance of the meeting.

- 2 **ADDITIONAL LICENSING FOR THE CENTRAL AREA** (Pages 1 - 108)
- 3 **ROAD ASSET MANAGEMENT STRATEGY** (Pages 109 - 236)
- 4 **ACQUISITION OF WILKINSON'S BUILDING, TALBOT ROAD** (Pages 237 - 242)

#### Venue information:

First floor meeting room (lift available), accessible toilets (ground floor), no-smoking building.

#### Other information:

For queries regarding this agenda please contact Lennox Beattie, Executive and Regulatory Manager, Tel: (01253) 477157, e-mail [lennox.beattie@blackpool.gov.uk](mailto:lennox.beattie@blackpool.gov.uk)

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<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Alan Cavill, Director of Place
<b>Relevant Cabinet Member:</b>	Councillor Gillian Campbell, Deputy Leader of Council (Tourism, Economic Growth and Jobs)
<b>Date of Meeting:</b>	4 <sup>th</sup> April 2016

## ADDITIONAL LICENSING FOR THE CENTRAL AREA

### 1.0 Purpose of the report:

- 1.1 This report seeks approval for an Additional Licensing scheme to be introduced in the Central area of Blackpool, covering most of Talbot ward and parts of Brunswick and Bloomfield wards.

The final proposal for the Additional Licensing scheme is set out for approval in the document at Appendix 2a. This document is presented together with Appendix 2b that summarises the consultation, the Council's responses and how these have influenced the final proposal. Additional Licensing schemes help to reduce anti-social behaviour and improve the management and condition of privately rented Houses in Multiple Occupation (HMOs) that are not covered by mandatory House in Multiple Occupation Licensing.

### 2.0 Recommendation(s):

- 2.1 To confirm the Council's continuing approval for the principles underpinning the development of proposals for Selective and Additional Licensing in the Central area, the consultation that took place from 17<sup>th</sup> July to 25<sup>th</sup> September 2015, and the Council's response attached at Appendix 2b.
- 2.2 To designate the Central area for an Additional Licensing scheme as set out in the report including the amendments proposed to the scheme as a result of the public consultation, with effect from three months after the published decision date in accordance with the regulations.
- 2.3 To request the Director of Place to advertise the scheme in accordance with the regulations.
- 2.4 To request officers to further develop Selective Licensing proposals for the Central area.

### **3.0 Reasons for recommendation(s):**

3.1 Additional Licensing, like Selective Licensing, is a key component of the Council's approach to address issues commonly occurring as a result of poor quality privately rented accommodation; it will improve management, reduce the impact of anti-social behaviour arising from private rented Houses in Multiple Occupation and help improve the quality of life for local residents.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Other options for addressing poor conditions and anti-social behaviour are set out in the final proposal document at Appendix 2a and are summarised in the Background Information below. Alternative approaches are not considered to be appropriate given the scale and severity of issues associated with poorly managed Houses in Multiple Occupation in the Central area.

### **4.0 Council Priority:**

4.1 The relevant Council Priority is: "Communities: Creating stronger communities and increasing resilience"

### **5.0 Background Information**

5.1 A report was approved by Executive on the 20th July 2011 to develop work to introduce Selective Licensing to a number of inner areas of Blackpool. Following the introduction of Selective Licensing to South Beach in March 2012 and selective and Additional Licensing to Claremont in July 2014, the remaining areas were brought together as the Central area and formal public consultation on a draft proposal for Selective and Additional Licensing took place between 17<sup>th</sup> July and 25<sup>th</sup> September 2015.

5.2 While the consultation proposed both Additional and Selective Licensing in the Central area, as a result of considering consultation responses, and having reviewed the proposals generally, it is proposed that an additional House in Multiple Occupation Licensing Scheme is introduced to the area in the first instance and that a further report is brought to Executive with a Selective Licensing proposal for the Central area prior to submission to the Secretary of State for confirmation. The



proposal for additional House in Multiple Occupation Licensing at Appendix 2a has been considered on its own merits, independently from the question of introducing any selective licensing scheme. The Council can introduced an additional licensing scheme under section 56 of the Housing Act 2004, but it has since April 2015 been required to seek Secretary of State confirmation for any new Selective Licensing schemes because the existing schemes in South Beach and Claremont already cover nearly 20% of privately rented homes in the borough.

- 5.3 Under Section 56 of the Housing Act 2004 local authorities can introduce an Additional Licensing designation where the authority can demonstrate that there are a large number of Houses in Multiple Occupation that are being managed badly and that this is causing problems for the tenants or members of the public. The designation gives local authorities more powers to apply licensing conditions relating to the management and condition of Houses in Multiple Occupation properties.
- 5.4 The proposed new Additional Licensing scheme would affect around 700 of the 954 House in Multiple Occupation properties in the Central area that meet the criteria for additional licensing schemes – typically smaller Houses in Multiple Occupation of up to two storeys that have at least three or more people living in them as two or more separate households. If the scheme is approved, each affected House in Multiple Occupation in the Central area will be required to obtain a licence and comply with the licence conditions. The licence is proposed to last for five years.

5.5 **Consultation results**

- 1,408 completed questionnaires were received (online and postal) of which 1,141 were from residents and 267 were from landlords and managing agents
- Over 150 people attended the 8 public meetings and Fylde Coast Landlords Forum meeting at which the proposals were discussed.
- Written representations were made by the Residential Landlords Association and the National Landlords Association and a number of individual correspondents.

Separate questionnaires were sent out to landlords and managing agents and other residents within the consultation area and the headline results of the surveys are that:

Landlords and Agents

- 75.5% think that the council should intervene in areas suffering from high levels of anti-social behaviour (ASB)
- 80.6% think that poorly maintained properties contribute to the decline of an

- area
- 77.4% think that badly managed properties contribute to the decline of an area
- 85.0% think landlords have a responsibility to have satisfactory management arrangements in place

Landlords cited anti-social behaviour, empty properties, low rent levels, high turnover of tenants and a poor perception of landlords, as being the five most significant problems in the area. These highlight the key issues that Additional Licensing seeks to tackle.

When asked if it was their responsibility to tackle nuisance and anti-social behaviour arising from either their tenants or visitors to their property, 50.4% said they thought it was, whilst 38.2% thought not.

When asked specifically about Additional and Selective Licensing their responses were largely negative, with 73.4% being against its introduction and 20.3% being in favour.

#### Residents

In terms of the findings from residents, the following can be highlighted:

- Residents said that their 5 biggest problems in the area were rubbish dumping, no sense of community, neglected properties, nuisance neighbours and the use of/dealing drugs
- 96.1% felt it is a landlord's responsibility to make sure their properties are well maintained
- 82.8% think that private sector landlords should demand references from prospective tenants
- 82.1% think landlords should be responsible for dealing with nuisance tenants and anti-social behaviour caused by tenants or visitors to their property
- 60.7% feel that the Council are not effective enough in dealing with anti-social behaviour
- 64.7% would like to see Additional and Selective Licensing and 22.2% would not, with 13 % as don't know

During the public meetings and through individual representations during the consultation period, a number of suggestions and comments were made about the proposed scheme and these have been detailed in Appendix 2b.

## 5.6 Main changes to the scheme following consultation

Following the consultation the Council has revised the proposal to reflect the views of residents and landlords:

Initial focus on Additional Licensing – apart from having to seek Secretary of State confirmation for further Selective Licensing schemes, an initial focus on Additional Licensing would allow the Council to target the properties in the Central area that consultation respondents saw as most problematic.

Consideration of alternative approaches – the final proposal sets out the alternative approaches that have been considered following consultation responses. Some of these approaches, like accreditation, have been tried previously without success in Blackpool. Other suggested approaches still use Selective and/or Additional Licensing but outsource the verification of landlords' credentials and inspection of properties to ensure compliance with licence conditions. Given the extent and severity of issues in the Central area of Blackpool, and the tendency for properties to drift between holiday and Houses in Multiple Occupation uses, it is considered that all affected landlords should have to comply with management conditions, and that using Council house to manage the Licensing Scheme ensures consistency with wider regulatory activity.

Robustness of data linking anti-social behaviour to private rented properties – some respondents queried the robustness of Police data on anti-social behaviour and how it is recorded. Further interrogation of the data shows that anti-social behaviour is indeed strongly linked to private rented properties in the Central area, and especially to Houses in Multiple Occupation.

Potential negative impacts of the scheme – the final proposal sets out how support services will work alongside the Council's Housing Licensing Team to ensure that licensing doesn't lead to increased homelessness. Other negative impacts that were referenced include landlords withdrawing from the Blackpool market or increasing rents because of the cost of Licensing Fees or mortgage lenders not lending in Selective Licensing areas. These impacts are less likely for an Additional Licensing Scheme and the cost of the licensing fee for a House in Multiple Occupation over the 5 year lifetime of the scheme is very small in comparison to landlords' typical revenue.

Fee structure and payment terms – Landlords were concerned that fees are set at unreasonably high levels and that it is onerous to have to pay up front. The basic fee structure remains the same and therefore continues to reflect the costs of administering the scheme (as outlined at the financial considerations at 9.1), but additional fees for late or incorrect applications have been omitted because the costs of collecting the additional fees can be uneconomic. The fee for variations of licences, for example through changes in ownership, has been reduced to ensure that it only

reflects the costs of carrying out fit and proper person checks. Requiring payment of fees up front minimises the costs of administering the scheme, but landlords can pay by instalments over the first 12 months if they cannot afford to pay all of the fees at once.

5.7 Does the information submitted include any exempt information? No

**5.8 List of Appendices:**

Appendix 2a– Final proposal for additional licensing in the Central area

Appendix 2b – Summary of consultation and the Council’s responses

**6.0 Legal considerations:**

6.1 Additional licensing under section 56 of the Housing Act 2004 allows the local authority to extend the Mandatory HMO licensing scheme to include other types of Houses in Multiple Occupation. Section 56 (2) states that;

*‘The authority must consider that a significant proportion of the HMOs of that description in the area are being managed sufficiently ineffectively as to give rise, or to be likely to give rise, to one or more particular problems either for those occupying the Houses in Multiple Occupation or for members of the public.’*

The full list of criteria is set out in the submission document at Appendix 2a in section 2 "Legislative Framework".

**7.0 Human Resources considerations:**

7.1 Additional staff will be recruited to deliver the Additional Licensing scheme.

**8.0 Equalities considerations:**

8.1 An Equalities Impact Assessment has been completed to meet the requirements of S.149 of the Equality Act 2010. The assessment found that the Additional Licensing proposal would not adversely affect people with any of the key protected characteristics.

**9.0 Financial considerations:**

9.1 Financial implications are as set out in Section 5. The fees have been set bearing in mind the costs of administering the scheme, the responses to the consultation and the market conditions.

**10.0 Risk management considerations:**

- 10.1 If Additional Licensing is not introduced, there will be no further ability to require consistent standards of management from Houses in Multiple Occupation landlords in the area.
- 10.2 There is a risk of Judicial Review of the scheme, but the process and case has been planned in accordance with the relevant statute and legal advice has been taken.
- 10.3 One risk in implementing the scheme is whether the income levels from the scheme will fully fund the staff needed and other costs which will be incurred. The processes are well established from the South Beach and Claremont selective and additional licensing schemes so the review of costs for the Central area reflects the knowledge gained from this experience.
- 10.4 A second risk is that by tackling problems in the private rented sector around the management and condition of properties along with a rigorous fit and proper person's test some landlords cease renting their properties, leading to a threat of empty properties and some homelessness. As in the previous Selective and Additional Licensing schemes, the Council's Housing Options team will work closely with the Council's Housing Licensing Team to provide support to any tenants affected by the shutting down of sub-standard properties.

**11.0 Ethical considerations:**

- 11.1 None

**12.0 Internal/ External Consultation undertaken:**

- 12.1 Extensive consultation has been conducted as detailed in the Background Information and in Appendix 2b.

**13.0 Background papers:**

- 13.1 Proposal to designate the Central area for Selective and Additional Licensing schemes published for public consultation from 17<sup>th</sup> July 2015

**14.0 Key decision information:**

- 14.1 Is this a key decision? Yes
- 14.2 If so, Forward Plan reference number: 22/2015

14.3 If a key decision, is the decision required in less than five days? No

14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 22<sup>nd</sup> March 2016 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**

**20.0 Executive Members in attendance:**

20.1

**21.0 Call-in:**

21.1

**22.0 Notes:**

22.1

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# Proposal to designate an Additional Licensing scheme in the Central area Final Scheme Proposal April 2016

Blackpool Council



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## Contents

<b>1. Introduction</b>	<b>3</b>
<b>2. The Legislative Framework</b>	<b>5</b>
<b>3. The Proposal</b>	<b>11</b>
<b>4. What is an additional licensing scheme and why do we need one?</b>	<b>14</b>
<b>5. The benefits and risks of having a scheme</b>	<b>30</b>
<b>6. Consultation on the proposal</b>	<b>31</b>
<b>7. Appendix 1: Central proposed designated area street names</b>	<b>33</b>
<b>8. Appendix 2: Proposed additional licence conditions</b>	<b>37</b>
<b>9. Appendix 3: Legislative Tools to deal with Anti-Social Behaviour and Housing Conditions</b>	<b>44</b>
<b>10. Appendix 4: Risk Assessment Table</b>	<b>56</b>
<b>11. Appendix 5: Proposed designation</b>	<b>58</b>

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## 1. Introduction

Blackpool is a coastal resort town in the north west of England. It is the most popular resort in the country with approximately ten million visitors annually. The 2011 census shows that 142,100 people live in Blackpool compared to 142,300 as at the last census in 2001, making it one of the most densely populated areas of the country. Ethnic minorities make up only a small proportion of the population and there are a higher proportion of older people than in many other areas. Blackpool, like other coastal towns in England, faces specific economic challenges. Tourism is the key industry but has been in decline for many years.

There are significant and growing levels of deprivation in Blackpool. The local economy is highly seasonal, with many low-paid jobs. Almost one third of the borough is now amongst the most deprived areas in the country, including the Central area.

This deprivation is manifested in numerous ways through high levels of worklessness and benefit dependency, with a highly transitory population leading to poor health and low life expectancy which are significantly worse than comparable areas, both regionally and nationally.

In Blackpool, the term transient is applied to those individuals, families or households who move frequently from address to address, have an address of a very temporary nature, or have no permanent address at all. Whilst the term itself is not necessarily a negative attribute, the families, households and individuals who move frequently between addresses often possess a chaotic lifestyle, which is often associated with negative social and economic characteristics that lead to an increased risk of social exclusion and other issues of deprivation or disadvantage.

Previous studies on transience have demonstrated a direct relationship between transience, homelessness, and reliance on benefits, and this is seen in certain geographic concentrations including the Central area. These parts of the borough are characterised by many properties that are privately rented, often including former holiday accommodation that has been converted into small flats. The prevalence of this type of accommodation and the fact that around 80% of the private rented sector is funded from Housing Benefits enables people from other parts of the country to come and stay.

A high proportion of transient households are single people who are benefits dependent. A significant number of people move in to the area each year from other parts of the country, with much smaller numbers from outside of the UK, but there is also a constant movement of existing residents, particularly within the large privately rented sector. This means that it is difficult to maintain and develop any feeling of community. There is more information on transience in section 4 of this document.

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Section 4 also describes the measures that the Council is already taking in the Central area. These have had some successes in tackling the issues across the area, but until properties within the private rented sector are better managed, they will continue to attract and tolerate tenants who cause problems for the community and degrade the street environment.

The Council held a public consultation between 17<sup>th</sup> July 2015 and 25<sup>th</sup> September 2015 on proposals to introduce selective and additional licensing to the Central Area. As a result of considering the responses to the consultation and having reviewed the proposal generally, Blackpool Council is proposing to introduce an additional licensing scheme within the Central area in order to have the powers to address these problems and the many knock on issues caused as a consequence. The proposal for additional licensing has been considered on its own merits, independently from the question of introducing any selective licensing scheme. Further work will be undertaken before a revised selective licensing proposal is brought forward.

A summary of the consultation and the Council's responses to the issues raised has been published alongside this final proposal document. The consultation is sufficient to inform these final proposals for additional licensing and no further consultation is required before proceeding. This is because the nature of the original proposals and the reasons for them were sufficiently set out to enable those consulted to consider the proposals intelligently and tender an intelligent response. In considering the responses to consultation and having reviewed the proposals generally, changes have been made to these final proposals including proceeding with additional licensing alone, but the changes are not such as to require further consultation.

Additional licensing applies to Houses in Multiple Occupation (HMOs), unless already covered by mandatory HMO licensing. Local authorities can introduce an additional licensing scheme where they think that there are a large number of HMOs in an area which are being managed badly and that this is causing problems for the tenants or members of the public.

In the selective licensing proposal for South Beach in 2011 it was said that several areas of the borough fit the criteria to be designated for selective licensing and that Claremont was the second area that would be recommended for a designation, followed by the remaining inner areas. These remaining inner areas were amalgamated into one Central area in the proposal document that was subject to consultation between July and September 2015 and forms the area of this final proposal for additional licensing.

Additional licensing gives the Council the ability to tackle internal and external property condition issues in smaller HMO's as well as impose management conditions. The map in section 3 shows the proposed designated area, which is formed from parts of the Bloomfield, Brunswick and Talbot ward areas.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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The Council's proposal for an additional licensing designation for the Central area is made on the grounds of a significant proportion of HMOs being managed sufficiently ineffectively as to give rise, or be likely to give rise to one or more particular problems either for those occupying the HMOs or for members of the public.

Despite a number of initiatives and actions which have taken place in the area, progress has been slow and the area has continued to decline. Property values have continued to be low compared with other areas and deprivation levels have continued to be high. The area has many absentee landlords and high levels of privately rented accommodation which is often poorly managed and in a poor condition, including high numbers of empty properties.

The area experiences high levels of worklessness, poor health, high levels of crime and anti-social behaviour, as well as physical and social deprivation. It is not surprising therefore that the area is perceived to be rundown and contributing negatively to the overall reputation of Blackpool.

## 2. Legislative Framework

### **Housing Act 2004 – Types of Discretionary licensing**

Under parts 2 and 3 of the Housing Act 2004 (the Act) Local Authorities have the power to introduce a discretionary licensing scheme. There are two types of scheme that can be considered - Additional Licensing and Selective Licensing. Additional Licensing gives Councils the ability to tackle issues in smaller HMOs around internal and external property conditions as well as management conditions. For other rented non HMO properties then Selective Licensing will address issues of the management of the properties.

The new General Approval that came in to place on 1<sup>st</sup> April 2015 says that where a Selective Licensing scheme would cover more than 20% of their geographical area or would affect more than 20% of privately rented homes in the local authority area, then these would require confirmation of the selective licensing scheme by the Secretary of State. This is the case for the Central area because the existing South Beach and Claremont Selective Licensing schemes already cover nearly 20% of all privately rented homes in the borough.

### **Additional Licensing**

Additional Licensing under section 56 of the Act allows the local authority to extend the Mandatory HMO licensing scheme to include other types of HMO. Section 56 (2) states that;



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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*'The authority must consider that a significant proportion of the HMOs of that description in the area are being managed sufficiently ineffectively as to give rise, or to be likely to give rise, to one or more particular problems either for those occupying the HMOs or for members of the public.'*

Regarding Additional Licensing the law says that:

*"Section 56 of the Act gives powers to LHAs to designate areas, or the whole of the area, within their district, as subject to additional licensing in respect of some or all of the HMOs in its area that are not already subject to mandatory licensing."*

Those HMOs that fall within the definition of section 257, converted blocks of flats, are not subject to mandatory licensing, and local authorities that wish to license such properties need to follow the approval steps for Additional HMO Licensing.

## **Making the Case**

Section 3 details the proposal for the Additional Licensing scheme and Section 4 sets out the evidence that this type of scheme is needed.

Before making an additional HMO licensing designation for a particular area, a local authority must:

(a) Consider that a significant proportion of the HMOs of that description in the area are being managed sufficiently ineffectively as to give rise, or to be likely to give rise, to one or more particular problems either for those occupying the HMOs or for members of the public

(b) Have regard to any information regarding the extent to which any codes of practice approved under section 233 have been complied with by persons managing HMOs in the area

(c) Consider whether there are any other courses of action available to them (of whatever nature) that might provide an effective method of dealing with the problem or problems in question

(d) That making the designation will significantly assist them to deal with the problem or problems (whether or not they take any other course of action as well).

(e) Consult persons likely to be affected by the designation.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## Properties covered by Additional Licensing

By making the designation, all affected HMOs in the designated area will require a licence. Owners will be required to make an application to the Council for a licence and will need to nominate either the manager or the owner to be the licence holder.

HMOs covered by the Additional Licensing designation are defined under Section 254 of the Housing Act 2004 as properties which meet one of the following tests:

1. Standard test - a house or flat which is let to 3 or more tenants who form 2 or more households and share basic amenities i.e. kitchen, bathroom or toilet or there is a lack of these facilities
2. Self-contained test - consists of self-contained flats and which is let to 3 or more tenants who form 2 or more households and who share one or more basic amenities
3. Converted building test - applies to a converted building which has one or more units of non self-contained accommodation in it even though some may be self-contained and which is let to 3 or more tenants who form 2 separate households
4. HMO test - Section 255 HMO declaration
5. Converted blocks of flats in which Section 257 applies - converted blocks of flats which do not comply with 1991 building regulations and where more than one third of flats are rented out on short term tenancies

There are a number of different potential ownership arrangements within affected HMOs, including some where the whole building is not owned by a single owner:

- a) Where the freeholder of a building containing a number of flats, owns all the flats and lets those flats on tenancies or licences (not including long leasehold), then the freeholder will be required to apply for one licence to cover the whole building containing the flats.
- b) In a building containing flats where each flat is owned by a long leaseholder and the flats are individually rented out, each leaseholder will be required to apply for a licence for their individual flat.
- c) In a building containing flats where there is a mixture of different long leaseholders and accommodation owned by the freeholder, each of the leaseholders would require an individual licence for their flat or flats and the remaining accommodation would require a licence applied for by the freeholder.
- d) Landlords who own more than one 'house' under the above definitions within the designated area will need to apply for a licence for each of those houses.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## Licence Applications and Fees

Section 87 of the Housing Act 2004 details the application process for a licence. In particular this section states that an application must be made in accordance with such requirements as specified by the authority. It also states that the authority may require the application to be accompanied by a fee fixed by the authority.

When fixing fees under this section of the Act, the local housing authority may take into account all costs incurred by the authority in carrying out their functions under this part of the legislation and all costs incurred in carrying out their functions under Part 4 of the Act chapter 1 which relates to management orders.

The application process is detailed within the Act and there are subsequent regulations detailing the contents of an application form. This includes providing information on the property layout, certificates for gas, furniture and fire safety. The Licensing and management of Houses in Multiple Occupation and Other Houses (Miscellaneous Provisions) (England) Regulations 2006 schedule 2 provides full details on what must be included within an application, including information to determine if the manager or proposed licence holder is a fit and proper person.

This requires the declaration of any unspent convictions, unlawful discrimination and prosecutions under housing, public health, environmental health or landlord and tenant law. The Council will make full checks into a person's 'fit and proper' status and will also request full Police checks if necessary and request owners to submit a full DBS clearance via Disclosure Scotland.

Once an application has been made the local authority must consider whether to grant or refuse the licence and the licence holder must first pass the Fit and Proper Person Test as defined by the Housing Act 2004 (section 66 (2)). This test specifies that the local authority must take into account evidence of any of the conduct detailed below and also applies to anyone “associated or formerly associated with the proposed licence holder or manager “whether on a personal, work or other basis”, if relevant. The matters that the local authority needs to have a regard to are:

- Any offence involving fraud, or other dishonesty, or violence or drugs in section 3 of the Sex Offences Act 2003



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Practised unlawful discrimination of the law in connection with the carrying out of any business
- Contravened any provision of the law relating to housing or landlord and tenant law – illegal eviction etc.
- Acted other than in accordance with any code of practice for the management of HMO's

N.B. Any “spent” convictions cannot be taken into account. However a lack of conviction may not mean that the incident was not relevant. The manager must send in with their application proof of their status and that they do not have any unspent convictions as specified above.

In the event that the landlord would not pass the fit and proper person test then he/she can nominate a manager in their place who must pass this test. If the local authority is not satisfied then it must refuse the application and give its reasons for this. The local authority **must** grant a licence if it is satisfied that:

- The HMO is reasonably suitable
- The licence holder would be a fit and proper person

## Conditions and Penalties

If the licence is granted it will have conditions attached to it. Section 90 and Schedule 4 of the Act details the licence conditions that must be included, however there is provision for the local authority to add further conditions that are either specific to the licence in question or that are locally agreed to address specific issues.

*'A licence under Part 2 or 3 must include the following conditions.*

1. *Conditions requiring the licence holder, if gas is supplied to the house, to produce to the local housing authority annually for their inspection a gas safety certificate obtained in respect of the house within the last 12 months.*
2. *Conditions requiring the licence holder—*
  - a) *to keep electrical appliances and furniture made available by him in the house in a safe condition;*
  - b) *to supply the authority, on demand, with a declaration by him as to the safety of such appliances and furniture.*

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## 3. *Conditions requiring the licence holder—*

- a) to ensure that smoke alarms are installed in the house and to keep them in proper working order;*
- b) to supply the authority, on demand, with a declaration by him as to the condition and positioning of such alarms.*

## 4. *Conditions requiring the licence holder to supply to the occupiers of the house a written statement of the terms on which they occupy it.*

Further conditions to be included in licences under Part 3

## 5. *A licence under Part 3 must include conditions requiring the licence holder to demand references from persons who wish to occupy the house.'*

A full list of licence conditions is attached as appendix 2

A licence will be valid for 5 years; however, the local authority has the discretion to grant the licence for a shorter period of time where there are problems with the application such as evidence of insufficient management.

Once the licence has been issued the licence holder must comply with the conditions attached to the licence. Where there is a breach of those conditions the licence holder may be prosecuted with a fine of up to £5,000 per breach.

If the licence application is refused the local authority must instigate an interim management order. This is where the local authority takes over the management of the property for up to one year or until such time as the owner is able to rectify the reasons for the licence being refused. If the owner is unable to rectify the problems then the local authority can apply for a Final management order where they take on the management for up to 5 years.

In some circumstances rather than refuse the licence it may be possible for the owner to apply for a temporary exemption notice under section 86 of the Act. This allows 3 months for the owner to take such steps as are necessary so the property no longer requires a licence.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Where a property requires a licence but the owner has not applied for one the owner can be prosecuted. Failing to apply for a licence could lead to prosecution and a fine of up to £20,000.

In addition to the fine there is a provision under section 96 of the Act for a Rent Repayment Order. This allows amounts paid in respect of a house or other periodical payment payable in connection with a tenancy or licence to be recovered for the period that the property should have been licensed.

Under section 98 of the Act there is also a restriction on terminating tenancies where a property is not licensed. This section states that *'No section 21 notice may be given in relation to a short hold tenancy of the whole or part of an unlicensed house so long as it remains a house'*.

## 3. The Proposal

It is proposed that Blackpool Council designate the area outlined in blue on Map 1 below as the Additional Licensing area, with the area in green being the wider consultation area.

The designation will be used to tackle anti-social behaviour, property management and property conditions in the Central area.

Every affected HMO (unless already licensed as a HMO under the existing mandatory scheme or classed as a business let such as tied accommodation) will require a licence to operate in the area and landlords will be responsible for making an application to the Council for an additional licence.

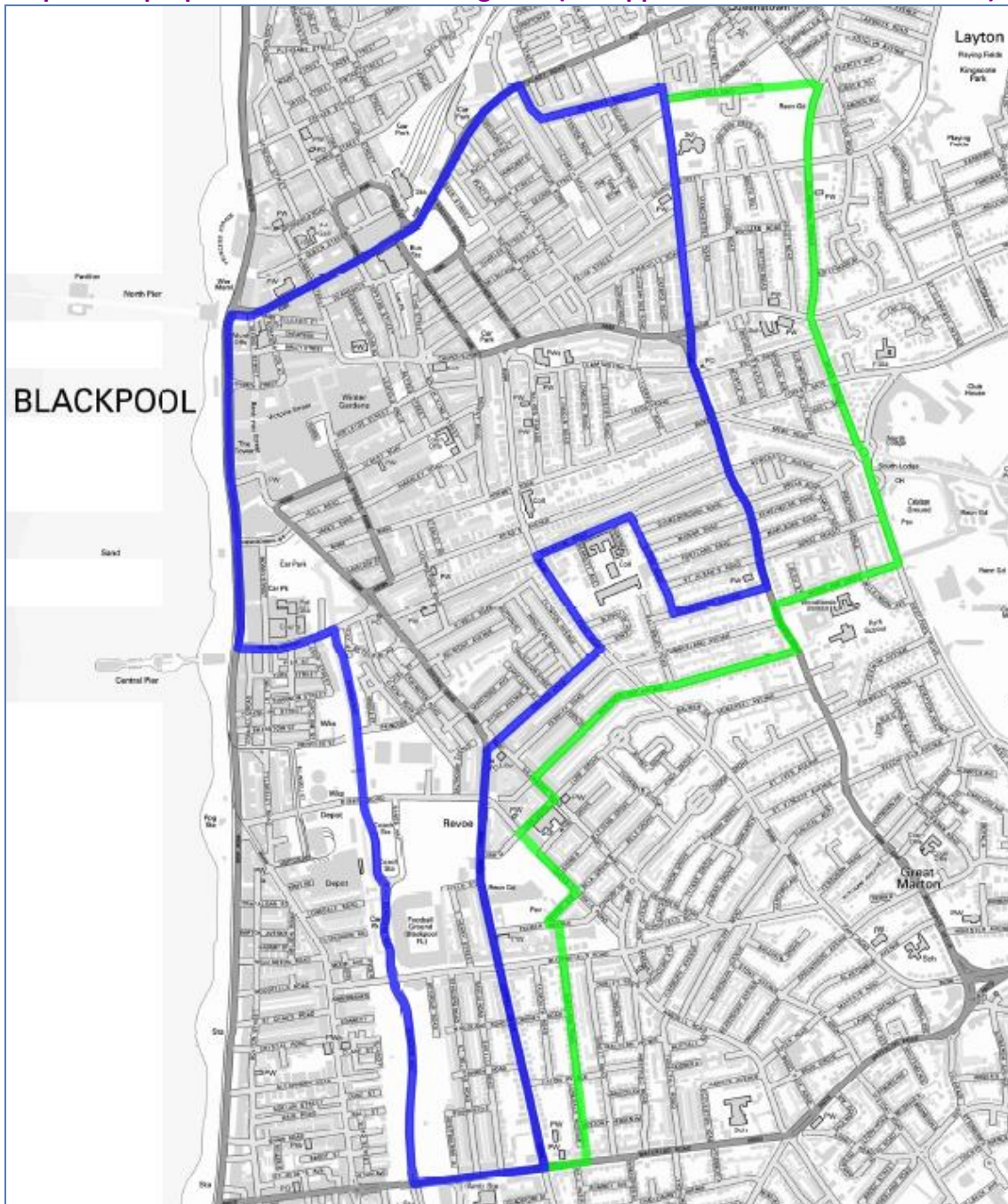
This includes HMOs defined under section 257 of the Housing Act 2004 which are buildings converted into and consisting entirely of self-contained flats **and**

- The standard of conversion does not meet at least that required by the Building Regulations 1991 **and**:
- Less than two-thirds of the flats are owner occupied.

Initially it is expected that compliant landlords will apply for the relevant licence shortly after the designation, however it will be necessary to introduce a comprehensive inspection programme to capture unlicensed properties. As with the South Beach and Claremont Selective and Additional Licensing schemes, enforcement will be carried out on a phased approach in order to effectively coordinate the tackling of identified problems.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

Map 1: The proposed additional licensing area (see appendix 1 for full list of streets)



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## THE PROPOSED LICENSING AREA IS DEFINED BY THE BLUE BOUNDARY WITH THE WIDER CONSULTATION AREA SHOWN BY THE GREEN BOUNDARY

To meet the costs involved in running these schemes it is proposed to charge fees for additional licensing of: -

- £670 for a property occupied by one household within an HMO
- £940 for a property with by up to five dwellings and
- £60 for each additional dwelling above five
- £140 for variations to an existing licence

It is also proposed to offer the following discounts: -

- |   |      |
|---|------|
| • Applications made during the first 3 months of the scheme for each property     | £100 |
| • Landlord is a member of the NWLA, NLA or RLA discount for first 5 properties    | £50  |
| • Landlord is a member of a Landlords Accreditation scheme for first 5 properties | £100 |

Landlords will **not** be able to claim both discounts if a member of the NWLA, NLA or RLA and also accredited with an Accreditation scheme.

For landlords with a large portfolio of properties the Council will consider allowing them to pay by instalments on a case by case basis depending on their financial circumstances and the full cost must be paid by the end of the first 12 months of the scheme.

If any details of a licence need to be changed then the landlord or managing agent has to apply for a variation of the licence; for example if the number of units of accommodation within a property changes, or the managing agent changes, then a fee of £140 applies. Where the property is sold the licence is not transferable and the new owner will need to apply for a new licence, but the fee will be limited to £140 where a valid existing licence was already in place.

If the designation is approved, the scheme will come into effect 3 months later to allow details of the scheme to be publicised within the designated area and amongst all interested parties.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## 4. What is an additional licensing scheme and why do we need one?

Additional Licensing is a regulatory tool provided by the Housing Act 2004 (section 56). This allows local authorities to designate areas for an initial 5 years within their district as subject to additional licensing in respect of the HMOs in its area that are not already subject to mandatory HMO licensing.

By making the designation, all affected HMOs in the designated area not fitting into the definition of a mandatory licensable HMO will require a licence. Owners of rented properties will be required to make an application to the Council for a licence and will need to nominate either the manager or the owner to be the licence holder.

Landlords will require a licence for any properties they rent out within the designated area. The licence is valid for up to 5 years and will contain a series of conditions that the licence holder will be required to comply with. These conditions will include items relating to the management of the property, fire safety and anti-social behaviour. There will also be a requirement that landlords provide references for tenants that move on from their properties.

The Housing Enforcement Team will be responsible for ensuring compliance with the designation. Where a breach of licence conditions is identified the licence holder may be prosecuted with a fine of up to £5,000 per breach. Failing to apply for a licence could lead to prosecution and a fine of up to £20,000.

During the course of the designation the Housing Enforcement Team will be carrying out a programme of pro-active inspections and will take a firm approach where un-licensed properties or breaches of conditions are found, meaning that landlords in these circumstances are likely to be prosecuted. These enforcement activities will not be met from the revenue from fees.

The scheme intends to eradicate the anti-social behaviour of some tenants which is having a negative impact on the area and in order to tackle this will support landlords in dealing with anti-social tenants. Details of this approach are set out below.

### Why do we need an Additional Licensing Scheme?

This section of the document evidences that there is a clear link between private rented HMO properties in the area and anti-social behaviour and evidence of the poor management of HMOs leading to problems for their tenants and other members of the public.



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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For Additional Licensing the local authority needs to show that:

- A *significant proportion* of the HMOs of that description in the area are being managed sufficiently ineffectively as to give rise, or to be likely to give rise, to *one or more particular problems either for those occupying the HMOs or for members of the public*
- Have regard to any information on the extent to which any codes of practice approved under section 233 have been complied with by persons managing HMOs in the area
- Consider whether there any other courses of action available to them (of whatever nature) that might provide an effective method of achieving with the objective or objectives that the designation would be intended to achieve, and
- Consider that making the designation will significantly assist them to achieve the objective or objectives (whether or not they take any other course of action as well).

The local authority must ensure that:

- The exercise of power is consistent with their overall housing strategy AND
- A coordinated approach in connection with dealing with homelessness, anti-social behaviour, regeneration and empty properties affecting the private rented sector is taken and that licensing is combined with other action taken by them and others
- Consider whether there are any other courses of action available that might provide an effective method of achieving what the designation is intended to achieve AND
- That making the designation will significantly assist them to achieve the objective(s)

## 4.1 Prevalence of HMOs and demography in the Central area

A very high proportion of properties in the Central area are in the private rented sector. From July 2008 the Council's Monitoring and Intervention in the Private Sector (MIPS) project has provided a detailed knowledge of tenure, ownership and management, condition of property, size and occupancy through comprehensive door to door survey work. Council records show that of 4,624 residential properties in the area, 2,702 are in the private rented sector. This means that an extraordinarily high 58.4% of all residential properties, including those empty at the time of survey, are in the private rented sector. At the time of Census 2011, the Census found that 53% of households were living in the private rented sector in the Central area compared with an average for Blackpool of 26.1% and for England of 16.8% [analysis of Census 2011].

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Of the 2,702 private rented sector properties in the proposed Central area, 954 (35.3%) are HMOs, reflecting the conversion of former guest house buildings and larger residential properties into small flats and bedsits as the demand for tourist accommodation has fallen over the last 40 years or so. The 20% of all residential properties in the area that are HMOs compares with a national average of 2% of properties being HMOs.

Mandatory licensing of HMOs currently allows local authorities to regulate larger HMOs, but the large majority of HMOs in Blackpool fall within the definition of small HMOs not covered by that legislation. In the Central area, there are currently 30 HMOs that fall within the mandatory HMO licensing regime. It is estimated that a further 700 HMOs in the Central area will fall within the remit of this Additional Licensing proposal. So while mandatory HMO licensing provides an important tool for regulating high risk HMOs its limited application means that it has little impact on the more widespread issues of poor management within the HMO stock. Additional licensing will apply to the large majority of HMOs in the area, and particularly those that are most difficult to manage.

The vast majority of HMOs in the Central area are populated by either single or two person households who are benefit dependent - 64.7% of privately rented homes in the area are single occupancy, and In the Bloomfield, Brunswick and Talbot ward areas over 75% of households in the private rented sector claim full Housing Benefit, with a further minority claiming partial Housing Benefit. Many tenants have identified problems including alcohol, drug and mental health issues as described in NHS Blackpool research in 2010.

It is recognised that an over concentration of HMO's in one area can have a negative impact on the neighbourhood and local public services as well as having a direct correlation to anti-social behaviour and other types of criminality.

Blackpool in general has a problem with transience; that is the movement of people into and out of the area, and the frequent movement of residents between addresses within the town. This is even more pronounced in the proposed area. Analysis of new Housing Benefit claimants between April 2013 and March 2014 showed the following for new claimants in each ward:

- Bloomfield - 11% had a previous address in Blackpool, whilst 89% had a previous address outside of Blackpool
- Brunswick - 16% had a previous Blackpool address whilst 84% had a previous address outside of Blackpool



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Talbot - 15% had a previous address inside Blackpool, whilst 85% had a previous address outside of Blackpool

A recent study of changes to GPs' address registers looked at the movement in Blackpool as a whole and also into and out of each Council ward over a two year period. All three wards in the Central area have higher inward migration moves than the Blackpool average, with the figure for Bloomfield being more than three times the borough average. The three areas all had a higher than average number of moves within their areas during that time. The net population change for each of the three areas gave the three highest increases in population of any Council wards.

There were as well, though, a high number of people leaving each of the ward areas, with the rates for Bloomfield, Brunswick and Talbot of an average of 132, 114 and 121 respectively being much higher than the overall Blackpool average of 78 for each ward.

High levels of turnover affect community cohesion and stability, with there being a proven link between high population inflow rates in an area and crime levels. This churn of the area's population is also reinforced when compared against mobility within property tenure type. The 2010 English House Condition survey showed that the average length of time spent in owner occupied properties was 11 years; it was 7 years for social rented properties and just 1 year for privately rented.

The reason for this is perhaps illustrated by figures from the Office of National Statistics which show that there are far more non decent properties, more in serious disrepair with high levels of fuel inefficiency along with a poor quality of environment in the private rented sector tenure than any other form of tenure. The 2004 Blackpool Housing Needs Survey expanded on this by showing that in the central areas of Blackpool over 8% of people had moved within the last year in comparison to 3.5% for all households in Blackpool.

In addition to this 30.4% of households said that they wanted to leave the Blackpool area and cited poor quality neighbourhoods, anti-social behaviour/neighbour problems and a fear of crime as their top three reasons. The authors of the study went on to say that the levels of people giving these as their reasons for wishing to leave the area were by far the biggest they had found in any housing need reports, including major urban areas.

NHS Blackpool research in 2010 found that Bloomfield, Talbot, and Brunswick had a significantly higher number of Job Seekers Allowance (JSA) claimants than the Blackpool average, as well as significantly more claiming Invalidity Benefit (IVB), Severe Disablement Allowance (SDA) and Disability Living

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Allowance (DLA). They also had a significantly worse level of emergency hospital admissions and levels of mortality. When asked about their levels of health and disabilities, local residents gave answers that were again significantly worse than the Blackpool average in all three ward areas.

The Office for National Statistics (ONS) have set out some key indicators for economic and educational status in the Bloomfield, Brunswick and Talbot wards, which again when compared to Blackpool and national averages illustrate the nature of the problems being experienced in the area:

	Bloomfield	Brunswick	Talbot	Blackpool	England and Wales	Great Britain
<b>Economically Active (incl. unemployed) %</b>	66.9	68.1	73.2	74.4	76.8	
<b>Unemployed %</b>	18.9	18.1	15.0	10.6	7.6	
<b>Economically Inactive %</b>	33.1	31.9	26.8	25.6	23.2	
<b>Long term sick or disabled %</b>	13.6	12.2	10.5	8.9	4.6	
<b>No Qualifications %</b>	34.3	27.3	26.3	22.0	15.0	
<b>JSA claimants %</b>	8.7	4.8	6.0	3.5		2.0

A study by Sheffield University into people claiming incapacity benefit in 2009 showed that 22% of claimants in Blackpool had originated from somewhere else in the country compared with a typical figure of 10% and 17% for the next highest seaside town.

The transient nature of the population makes it extremely difficult to understand the needs of the residents in the area and to make a lasting impact by tailoring services to meet those needs.

The ONS Index of Multiple Deprivation analyses deprivation by areas called Lower Super Output Areas (LSOAs), which split local authorities into much smaller areas of around 1,500 properties. In Blackpool there are 94 of LSOAs. All of the LSOAs in the Central area are in the 20% most deprived in England.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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This details a picture of an area experiencing a mix of poor housing with a disproportionately large number of HMOs of which the Council is satisfied that a significant percentage are being neglected by their landlords.

## 4.2 Impact of poorly managed HMOs in the Central area

### Evidence of poor conditions affecting the character and amenity of the area, and having an adverse impact on the health and welfare of tenants

The 2008 Private Sector House Condition Survey showed that 38.7% of all private sector dwellings in Blackpool were classed as non-decent compared to an average 27.1% in England. The same survey found that poor housing conditions in Blackpool are most associated with pre 1919 properties, the private rented sector (including HMOs), converted flats, occupiers on the lowest incomes and those in receipt of benefits. 46.7% of private sector dwellings occupied by vulnerable tenants are estimated to be non-decent. The most vulnerable tenants are concentrated in HMO properties in inner Blackpool.

The MIPS work found that a significant number of properties in the Central area are in a very poor condition with the highest risk factor and the worst levels of management.

In total in the period between 1<sup>st</sup> April 2014 to 15<sup>th</sup> May 2015 the Planning Enforcement Team had to investigate 595 complaints of in Blackpool as a whole, of which 120 (20%) were in Bloomfield, 64 (11%) were in Talbot and 24 (4%) were in the Brunswick area. So nearly a third of issues were in the two wards of Bloomfield and Talbot, out of 21 wards in Blackpool.

These complaints were predominantly to do with properties in poor external condition affecting the streetscape and wider community. Without interventions such as S.215 Notices being issued, many properties would only have continued to decay having a further detrimental effect on the tenants of those properties and the wider area as a whole.

### Evidence of poor management leading to anti-social behaviour and the welfare of the wider community

Anti-social behaviour, criminality and the poor management of HMOs are major concerns within the area and are central to the Council's proposals to implement an additional licensing scheme.

The Central area suffers from a disproportionately high number of deliberate fires each year. The Fire Service reported a total of 92 fires in the Bloomfield, Brunswick and Talbot areas between April to December 2014 and in the period between March 2014 to February 2015 there was a rate per thousand

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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population of deliberate fires in Bloomfield of 3.3, in Brunswick of 2.5 and in Talbot of 3.2. This compares with an overall Blackpool average of 1.9 and a Lancashire average of 1.7.

Crime is a significant factor in the borough with Blackpool experiencing the highest recorded crime rates in Lancashire in the period from March 2014 to February 2015. Crime is especially high in the three ward areas in which the Central area is located. In Talbot there were 2,812 recorded incidents, or 424.9 incidents per thousand residents. In Bloomfield there were 1,761 recorded incidents of crime, equating to 254.2 per thousand residents. In Brunswick there were a total of 784 incidents, equating to 109.8 per thousand residents. These rates compare to 103.8 for Blackpool as a whole and 63.5 for Lancashire. Therefore, recorded crime was far higher in Talbot and Bloomfield than both Blackpool as a whole and Lancashire. The rate in Brunswick was just above the Blackpool average.

Figures recording calls to the Police about ASB in this period show there were 1,823 reported incidents in Talbot, 1,600 in Bloomfield, and 674 in Brunswick. As a rate per thousand residents, this equates to 275.5 for Talbot, 254.2 per thousand in Bloomfield, and 94.4 per thousand in Brunswick. These compare with 89.1 Blackpool wide and 53.7 per thousand in Lancashire. Anti-social behaviour levels in the Talbot ward, which is the largest part of the Central area, are over 300% higher than the Blackpool average and 500% higher than the county average.

Police data on the proposed Central selective licensing area for the period April 2014 to March 2015 shows that there were a total of 2,128 recorded incidents of ASB and 2,866 incidents of crime. Of the incidents of ASB, 1,105 came directly from private rented sector properties, which is 52% of the total. For incidents of crime, 1,219 came directly from private rented sector properties, which is 43% of the total.

Of the 2,702 private rented sector properties in the proposed Central area, 954 are HMO's. In those properties there were 498 incidents of ASB in that period and 475 incidents of criminality. This means that 45% of the ASB linked to private rented properties in the area came from the 35% of those properties classified as HMOs.

In terms of the criteria for Additional Licensing, the guidance stipulates that the local authority must:

*“consider that a significant proportion of the HMOs of that description in the area are being managed sufficiently ineffectively as to give rise, or to be likely to give rise, to one or more particular problems either for those occupying the HMOs or for members of the public.”*

The evidence on incidents of anti-social behaviour and criminality clearly shows that there is a significant problem in the affected wards, the proposed Central area, and specifically arising from private rented sector properties and HMOs in the area.

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Survey responses from local residents in the consultation proposal for selective and additional licensing in the Central area highlight the following 5 issues as residents' biggest concerns:

- Rubbish dumping,
- No sense of community,
- Neglected properties,
- Nuisance neighbours,
- Use of/dealing drugs

These issues are borne out by quantitative evidence. For example, in the year from April 2014 to March 2015 there were 589 reported incidents of rubbish dumping in Bloomfield, 578 in Brunswick and 565 in Talbot, illustrating that environmental issues are a big issue in the Central area and will be one of the major issues that Additional Licensing needs to tackle.

Poor management of HMOs by a significant number of landlords is a major contributor to these issues that affect members of the public in those communities. This can only be demonstrated through the day to day work of the Police and Council Enforcement team. There is strong evidence that many landlords are willing to house tenants without references or who are known to have a history of causing problems in previous accommodation. Many properties offer such a poor quality of accommodation that it is only attractive to people who have no other choices and are willing to accept anything. The quantitative evidence for this is the very high number of Improvement notices that are issued under Part 1 of the Housing Act 2004 because properties exhibit Category 1 hazards under the Housing Health and Safety Rating System (HHSRS) and the high number of successful prosecutions of landlords.

The scale of the issues is such that just focusing on the limited number of individual enforcement actions that result from tenants' complaints is insufficient to address the widespread issues. By licensing these HMOs, it is possible to require landlords to ensure that their tenants are suitable and behave in a way which doesn't result in nuisance or ASB, for example by the licence conditions requiring references to be taken.

The prevalence of issues of poor conditions and anti-social behaviour, the strong association between these issues and HMOs in general, and the very high proportion of HMOs that fall outside of mandatory licensing but would meet the criteria for additional licensing in the Central area, demonstrate that a significant proportion of HMOs falling within the additional licensing criteria are being managed ineffectively and are giving rise to problems for occupants and the wider public.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## Evidence of the extent to which any codes of practice approved under section 233 have been complied with by persons managing HMOs in the area

A Code of Practice under S.233 of the Housing Act 2004 relating to student accommodation came into force on 25<sup>th</sup> November 2010. However, there are very few HMOs in the Central area which are not already covered by mandatory HMO licensing that provide student accommodation; the vast majority of HMOs within the remit of Additional licensing in the area are not subject to the Code of Practice, so it is not relevant to consider the extent to which landlords are complying with the Code in the Central area.

### **4.3 Alternative Courses of Action**

#### Alternatives to Additional Licensing – Approaches already taken in the area

As well as looking additional licensing as a tool to help us tackle anti-social behaviour, ineffective property management and related problems in the Central area, the Council has also used other methods in order to tackle the problems.

Blackpool Council, the Police, and other agencies work together to tackle ASB in Blackpool. The Police are the primary agency in respect of reports of rowdy behaviour, neighbour disputes, vehicle nuisance or incidents of drug or substance misuse.

Blackpool Council provides a response to noise complaints, dog barking and fouling, fly tipping and the removal of waste, graffiti and abandoned vehicles. Officers from The Council's Public Protection Department deal with a range of issues including those relating to the condition of housing and problems which relate to Houses in Multiple Occupation (HMOs).

The Central area covers parts of Bloomfield, Brunswick and Talbot wards and there are Neighbourhood Policing Teams in each area, who have a policing base in the heart of the communities. Officers work from these bases daily, maximising their availability and visibility to local people. The neighbourhood policing teams work closely with the Council and other agencies within the Community Safety Partnership working to tackle problems and this partnership approach has an excellent track record in reducing ASB and solving other problems affecting communities.

The Partnership's response to problems is coordinated through fortnightly tasking and coordinating meetings, where information is shared and action determined. The public can have their say at the monthly Police & Communities Together (PACT) meetings along with regular multi-agency 'walkabouts' coordinated by The Council identify issues affecting the physical environment.

The Housing Enforcement Team is proactive in identifying issues affecting residents and in particular the tenants of privately rented accommodation.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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The Police themselves respond to complaints of ASB and can back up Council staff where there are more serious public order issues, but since 2014's ASB, Crime and Policing Act, the Police rely on Council officers to use the most common tools of Community Protection Warnings and Notices. Council officers have issued 498 Community Protection Warnings, 77 Community Protection Notices, and initiated 7 Prosecutions since the 2014 Act came into force, which is amongst the most actions anywhere in the country.

Blackpool Council continues to work with a number of services and agencies to identify victims who are vulnerable and whose lives are seriously affected by ASB. Information is shared and resources combined to ensure effective action in dealing with perpetrators and supporting victims.

Although this joint approach to problems in the area has had many successes, the statistics given above about rates of ASB and criminality and regarding property management and condition show that these in themselves are not enough and that new approaches are needed to significantly reduce the issues in the different communities making up the proposed Central designated area that have so blighted the area for residents and business owners.

Another way in which Blackpool Council has sought other solutions to the problems experienced in the private rented sector in the area has been through the promotion of the Fylde Coast Landlords Accreditation Scheme, which was established in 2011 and was developed with the neighbouring councils of Fylde and Wyre, as well as with the Fylde Coast Landlords Forum and the Residential Landlords Association.

The aim of the scheme was to promote good practice and self-certified standards as set out by all parties involved for landlords owning both HMOs and other private rented sector property in the area and incentives were offered to landlords who sign up for the scheme.

Unfortunately to the disappointment of all parties the scheme has failed to capture the interest of landlords, with less than 25 having signed up for membership of it. In the Council's view, it will always be challenging to get widespread membership of voluntary accreditation schemes in a market like the one in the Central area of Blackpool, where tenants are undiscerning and many landlords are not interested in raising the quality of their offer. Accreditation schemes are least likely to attract landlords who are operating HMOs with the worst conditions and lowest standards of management. The widespread extent of the issues means that a more comprehensive approach is required.

## Alternatives to Additional Licensing – Consideration of New Approaches

There are a number of potential alternative approaches to issues of poor HMO management that have been tried in other parts of the country and considered as alternative approaches for the Central area.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Some of these alternative approaches, such as that used in Doncaster, still use selective and/or additional licensing but outsource the verification of landlords' credentials and inspection of properties to ensure compliance with licence conditions. Given the extent and severity of issues in the Central area of Blackpool, and the tendency for properties to drift between holiday and HMO uses, it is considered that all affected landlords should have to comply with management conditions, and that using in-house staff to manage the licensing scheme ensures consistency with wider regulatory activity.

## Experiences of the South Beach Selective Licensing Scheme and the Claremont Selective and Additional Licensing schemes to date

The selective licensing scheme in South Beach started in March 2012 and by 31<sup>st</sup> May 2013 99% of all landlords and managing agents in the area had complied in applying for a licence.

A comprehensive programme of inspections of private rented properties started in September 2012 in order to see if licence conditions are being complied with and this has identified a number of management issues where further action has been necessary. The programme led to:

- 520 referrals to the Housing Enforcement Team
- 449 to various support services
- 308 to the Fire Authority
- 59 cases referred to the Anti Social Behaviour Liaison Officer
- 55 referrals to the Police

In the period 2012-13, 1,195 incidents of ASB occurred in South Beach of which 407 (33%) came from private rented sector properties in the area; this shows a reduction from the figures in 2010-11.

ASB figures for the whole South Beach area reduced from 1,772 in 2010-11 to 1,195 in 2012-13 (32.6% reduction). This compares with an overall Blackpool figure for incidents of ASB which saw a 30.6% reduction in cases.

For incidents of criminality in the private rented sector properties in South Beach, there was a reduction in numbers from 720 in 2010-11 to 333 in 2012-13, which is a reduction of 54%.

For all crime in the South Beach area in this period there was a reduction from 1,732 to 1,227, which is a reduction of 29.2%. This compares with a Blackpool average reduction of 12.6% in this period.

Recent information from the Police suggests that Anti-Social Behaviour levels across Blackpool are starting to increase again following a period of three years or so where there has been a general downward trend. This makes it all the more imperative to take the kinds of approaches that have proved to be effective in South Beach and Claremont and apply them to the Central area.



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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One of the stated priorities for the South Beach and Claremont schemes was to appoint an officer funded by the licence fees to help act as a point of liaison with landlords and managing agents in order to help them to deal with anti-social behaviour and related criminality occurring in the area. The proposed additional licensing scheme in the Central area would include the appointment of similar posts.

Data from both the South Beach and Claremont schemes has shown that there have been steady reductions in incidences of ASB and related criminality and that can be in part attributed to the success of the roles in both areas.

In the first two full years of the scheme in South Beach that were measured from April 2013 to March 2015 there was an 18% reduction in ASB from private rented sector properties, reversing a continuing upwards trend in figures that had been seen in the area until the selective licensing scheme in South Beach was introduced.

The Claremont scheme has been going for a much shorter period, and trends usually seen elsewhere have shown increases in figures in the first 12 – 24 months of a scheme as problems are identified. For the year April 2014 to March 2015 however there was a 3% reduction in ASB coming from private rented sector properties.

Both officers work closely with a number of partner agencies as well as with local landlords and are involved in multi-agency interventions such as MARAC (Multi Agency Risk Assessment Conferences) and ASBRAC (Anti-Social Behaviour Risk Assessment Conferences). In addition, the ASB officers work closely with a number of internal partners such as Housing Enforcement and Environmental Protection. The nature of this co-operation has resulted in the ASB officers on the ground acting as the eyes and ears of these departments and identifying and referring issues at an early stage thus preventing escalation.

The following is a representative rather than definitive list of current partnerships.

- ASBRAC-monthly attendance and subsequent actions and interventions. Average ten cases per month
- NHPT (Neighbourhood Policing Teams) - weekly team meetings handling between ten and fifteen cases per week
- Fulfilling Lives-approximately twenty referrals since the scheme went live at the start of 2015
- PACT- Monthly x2 (South Shore only) between ten and fifteen ASB enquiries per month
- CALICO tenancy support - twenty referrals since the start of April 2015
- ADS (alcohol and drug services) 30 referrals per month
- Housing Options-30 referrals per month

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Environmental protection-30 referrals per month
- Adult mental health-30 referrals per month

This reflects the broad range of approaches that both officers use in order to solve problems of ASB in the areas rather than landlords simply having to evict tenants, leading both to instability in the area and the problem merely being moved on.

Both officers use a range of enforcement and support based interventions including Acceptable Behaviour Contracts (ABCs), Community Protection Notices and Closure Orders. Each officer handles over 300 enquiries per year. Below is a series of case studies to illustrate the work carried out by the ASB officers funded through the existing Selective and Additional Licensing schemes.

## Case 1

An elderly man was being harassed by a small number of local school children who threw eggs and stones at his windows. Working as a team the ASB officers installed a number of covert cameras outside the target address as a visual deterrent. Following an incident of abuse at a local news agent CCTV footage was recovered from the premises and the ASB officer subsequently identified the offending youth through his contacts within local schools. The youth in question was visited at his home address by our officer and local police officers and his parents were spoken to. This resulted in the youth apologising to the elderly victim and a youth referral being made. This referral is the first stage in managing youths who are on the edge of offending behaviour and should hopefully prevent his behaviour escalating to more serious incidences.

## Case2

A prolific drug user and repeat criminal offender was actively terrorising occupants of the HMO in which he lives. Working closely with the landlord and local policing team the ASB officer instigated a number of strategies to manage his offending while gathering evidence for an ASBO. Over a number of months sufficient evidence was obtained to successfully apply for an ASBO. This was successful in part due to the fact that the ASB officer was able to demonstrate that he had taken an approach involving both support and enforcement elements. The ASBO was subsequently varied when the officer identified that the offender had moved to another premises within the selective licensing area. This early intervention was critical in preventing further problems at the new address.

## Case 3

Elderly man suffering from mental health and alcohol dependency issues is being victimised by local drug users who are abusing him physically and financially. He was initially referred through the ASBRAC process and following the ASBRAC meeting was rehoused in a safe house. Unfortunately he was

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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subsequently targeted by a second set of offenders and moved for a second time. Ultimately the ASB officer identified a funding stream and arranged for the victim to be moved into an alcohol rehab programme out of the area.

## Case 4

A number of complaints were received regarding a dangerous dog which was attacking people and other dogs. Following a multi-agency meeting the South Beach ASB officer assumed responsibility for the issue and commenced an evidence gathering exercise. The officer obtained a large number of statements from local residents and prepared a file of evidence to support a prosecution. Initially the offender was issued with a CPN (Community Protection Notice) and was subsequently taken to court for a breach of this. At court he entered a guilty plea as the evidence was overwhelming and as a result received a Criminal Behaviour Order. From inception to conviction this took several months of intensive work both to gather evidence and manage the offender's behaviour and the victim's expectations, but has resulted in a much safer neighbourhood.

## Case 5

Two young men were identified as being responsible for emptying commercial waste bins on a regular basis, causing a nuisance to traders and local residents. Using covert cameras and contacts within the local community the men were identified and visited at their home address. Their home circumstances were found to be deplorable and a number of interventions were put into place to improve these, including working with the landlord to rectify faults within the living accommodation and assistance with benefits and finding work. Both males are now engaging well with the Fulfilling Lives initiative.

## **4.4 How does additional licensing fit into Blackpool's plans and wider housing strategies?**

### **a) Driving up standards**

One of the key strategic housing objectives of the Council is to continue to improve the quality of private sector properties. Figures elsewhere in this document illustrate the scale of problems encountered with the private rented sector, and the fact that it forms 26% of Blackpool's total housing stock stresses its importance to the town.

The Council acknowledges that many properties provide decent accommodation and are well managed by landlords, but with regard to those that are not, the Council believes that additional licensing will be a vital tool in driving up standards. It will reduce the negative environmental consequences of poor landlords and encourage both landlords and private sector tenants to play a more active part in the improvement of their neighbourhoods.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## b) Homelessness

The Council is committed to ensuring safe and affordable privately rented accommodation and believes that additional licensing will assist in achieving this goal and does not anticipate that the proposal will impact negatively on homelessness in the borough. Through BC Lettings and the Council's Housing Options Team, the Council encourages landlords to not only improve their standards, but also to take on tenants in housing need, underpinned by pro-active support.

Blackpool Council is also making use of the powers introduced by the Localism Act 2012 to make offers of good quality private rented accommodation to discharge statutory duties to homeless people.

Additional Licensing aims to stabilise tenants in better managed homes, reducing the high turnover that can lead to homelessness. There will be cases where tenants need to be re-housed from accommodation that is found to be an immediate risk to their health and safety. In these cases, the Enforcement team will work closely with the Council's Housing Options service to ensure that alternative accommodation is made available.

Additional Licensing may make it less likely for people with troubled histories to find independent accommodation in the Central area, but the Council works closely with partner agencies to find appropriate accommodation, with the right support. Where the right support is in place and the wider community is not placed at risk, landlords should be able to offer accommodation and still comply with licence conditions.

## c) Transience Programme

Alongside the comprehensive inspection programme associated with the Council's selective and additional licensing schemes, the Council has invested in a transience team to reach out to vulnerable tenants. This is now independently funded following a successful bid to Government, with funding in place to work alongside the additional licensing programme in the Central area over the next three years. The team make contact with tenants and link them into support services and local community activities, training and employment. In this way, underlying problems are addressed and tenants start to develop in their confidence, skills, and sense of responsibility. This investment in pro-actively identifying and supporting vulnerable tenants is of considerable benefit to tenants themselves, their landlords, and the wider community.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## d) Regeneration

Interventions through additional licensing will assist in regenerating communities and neighbourhoods through improved management of properties by licence holders.

The Council is currently undertaking the large scale redevelopment of 500 Council flats at Queens Park in the Brunswick ward, adjacent to the Central area, to deliver 199 attractive new homes. The second half of the re-development is currently starting on site, with completion due by March 2018. The Council is also facilitating the development of over 400 high quality new homes within the Central area at the Foxhall Village development. Both of these developments will complement the improvement of the private rented sector in the Central area, and together help to create a much more attractive and balanced housing offer.

## e) Anti-social behaviour

The Council already works to reduce anti-social behaviour in the area alongside partner agencies and residents. Additional licensing is a critical new tool that can be utilised to ensure that landlords manage their properties and tenants in an appropriate manner, and provides for the employment of a dedicated ASB Officer to assist licensed landlords in the Central area.

Without a dedicated ASB Officer in the area, landlords and local residents would only have access to the standard resources of the Council and Police, which are increasingly stretched. The standard resources will continue to be available in the Central area, and include the work of a small team of four officers within the Council who work to address ASB across Blackpool in co-ordination with the Police. The Police themselves respond to complaints of ASB and can back up Council staff where there are more serious public order issues, but since 2014's ASB, Crime and Policing Act, the Police rely on Council officers to use the most common tools of Community Protection Warnings and Notices. Council officers have issued 498 Warnings, 77 Notices, and initiated 7 Prosecutions since the 2014 Act came into force, which is amongst the most actions anywhere in the country.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## 5. The benefits and risks of an additional licensing scheme

The Council's overall aim is to improve the quality of life for residents within the area by improving management of tenant behaviour and the condition of Houses in Multiple Occupation under the Additional Licensing scheme. The scheme will also benefit local businesses and visitors.

Additional Licensing is intended to help achieve the economic and social ambitions of Blackpool. Specific benefits will include:

- Reductions in levels of anti-social behaviour
- Improved management and condition of privately rented HMO accommodation
- Support for landlords in dealing with anti-social tenants
- Education for tenants in their responsibilities to behave in a tenant like manner
- Education for tenants to ensure they only live in properties that meet a minimum standard
- Encouraging landlords to operate to higher standards, acting in a professional manner with well written tenancy agreements, inventories and protected deposits
- Encouragement of landlords not to take tenants with a poor reference
- Improvement of the image and desirability of the area
- Improvement in the market to increase rents and values of property in the area

The key objective is to see a significant improvement in management and property conditions experienced in small HMOs in the area. Mandatory licensing of HMOs currently allows local authorities to regulate larger HMOs, but the large majority of HMOs in Blackpool fall within the definition of small HMOs not covered by that legislation. Only 30 of the 954 HMOs in the Central area fall within the mandatory licensing scheme, with Additional Licensing expected to cover another 700.

Additional licensing provides the Council with enhanced ability to regulate the private rented sector through the imposition of clear licensing conditions for all affected properties. It also enables resources to be provided in the area to address the long standing issues, especially through dedicated ASB Officers who assist landlords in dealing with problem tenants.

For the approach to succeed in reducing anti-social behaviour and criminality and improving the overall management and standards of property, it is important that the Council works closely with landlords and residents. It is expected that introducing this scheme into the Central area, alongside complementary investment, will have a range of benefits to landlords, tenants, and the wider community.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## Monitoring the scheme and managing risks

Appendix 4 sets out potential risks of introducing an additional licensing scheme into the Central area and mitigating measures. It is important that progress is monitored and that the operation of the additional licensing scheme is refined to reflect this understanding of the scheme's impact.

It is proposed to measure the overall perception of problems within the area by repeating the questionnaires sent out to residents and landlords between 2-3 years after the start of the scheme, and also at the end of the project. As well as this, the amount of anti-social behaviour and criminality recorded in the area and relating directly to private rented sector tenants will be collected annually, together with information on property conditions in licensable HMOs.

Other figures have been used to indicate the levels of problems within the area and these will also be revisited during the course of the project to measure the impact of Additional Licensing.

In order to be clear and transparent it is proposed that performance is monitored not only by members and officers, but is also set out to the public through the Council's website. The Fylde Coast Landlords Forum will be invited to monitor the statistics too to maintain a positive relationship with Blackpool landlords.

## **6. Consultation on the proposal**

Consultation on a proposal for selective and additional licensing in the Central area ran from 17<sup>th</sup> July to the 25<sup>th</sup> September 2015. Interested parties were contacted through:

- Blackpool Council's website
- The Fylde Coast Landlords Forum
- 8 public consultation meetings
- 7,000 letters which were sent to residents, business owner and landlords within the proposed Central area as well as the wider consultation area.
- Press release to local media/press

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Responses to consultation were received through:

- 1,141 questionnaires completed by residents and local business owners
- 267 questionnaires completed by landlords
- comments recorded at public consultation meetings
- individual written responses from landlords
- written responses from landlord representative organisations – NLA and RLA

Blackpool Council has been asked to consider further consultation given the nature of concerns raised with the original proposal. We appreciate all feedback and a summary of the consultation that ran from 17<sup>th</sup> July to the 25<sup>th</sup> September 2015 and the Council's responses to the issues raised through consultation is published separately alongside this final proposal document. The original consultation was sufficient at the time because the nature of the proposal and reasons for the proposal were sufficiently set out and clear for all to understand. In considering the responses to consultation and having reviewed the proposal generally, changes have been made to the final proposal, including initially introducing Additional Licensing alone. These changes are not such as to require further consultation.



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## APPENDIX 1 CENTRAL DESIGNATED AREA NAMES

### Streets in proposed Central designated area

- Abingdon Street
- Adelaide Street
- Adelaide Street West
- Adelphi Street
- Albert Road
- Alfred Street
- Anderson Street
- Back Ribble Road
- Back Church Street
- Back Read Road
- Bank Hey Street
- Baron Road
- Belmont Avenue
- Bethesda Road
- Birley Street
- Bloomfield Road 31-67 & 76-92
- Boothley Road evens
- Buchanan Street
- Butler Street
- Cambridge Road
- Counce Street 2-180 & 1-131
- Cedar Square
- Central Drive
- Chadwick Street
- Charles Street
- Charnley Road
- Church Street
- Clifton Street
- Clinton Avenue
- Coleridge Road 36-78 & 29-69
- Cookson Street
- Coronation Street
- Corporation Street

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Deansgate
- Devonshire Road 2-180 & 1-155
- Durham Road
- East Topping Street
- Edelston Road
- Edward Street
- Elizabeth Street
- Erdington Road
- Fairhurst Street
- Fenton Road
- Field Street
- Fisher Street
- Fleet Street
- Freckleton Street
- Gainsborough Road
- George Street
- Gloucester Avenue odd numbers, Gloucester Court
- Gorton Street
- Granville Road 1-27 & 2-100
- Grosvenor Street
- Handley Road
- Harrison Street
- Havelock Street
- Henry Street
- Heywood Street
- Hornby Road Lawn, Hornby, Park, Hilton, and Lincoln Courts, Courtfields
- Hull Road
- Ibbison Court
- Iddon Court
- Jameson Street
- Kent Road
- King Street
- King Street South
- Leamington Road
- Leeds Road
- Leicester Road
- Leopold Grove

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Lincoln Road
- Liverpool Road
- Livingstone Road
- Longton Road
- Louise Street
- Manor Road
- Market Street
- Maudland Road
- Middle Street
- Milbourne Street
- Montrose Avenue
- Orme Street
- Oxford Road
- Palatine Road
- Park Road 1-147 & 2-100, St. Johns Court
- Parker Street
- Peter Street
- Platt Street
- Portland Road
- Princess Court
- Princess Street Princess Court, 50-52 & 27-35
- Priory Court
- Promenade
- Raikes Mews
- Raikes Parade Priory Court, Raikes Mews
- Reads Avenue
- Regent Road East
- Regent Road
- Ribble Road
- Rigby Road 100
- Ripon Road
- Rishton Street
- Rydal Avenue
- Salthouse Avenue
- Sands Way
- Saville Road
- Seed Street

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Selbourne Road            St. Georges Court
- Selby Avenue
- Seymour Road
- Sheppard Street
- South King Street
- St. Albans Road
- St. Heliers Road
- Stanley Road
- Stansfield Street
- Talbot Road            20-286
- Talbot Square
- Topping Street
- Vance Road
- Victoria Street
- Victory Road
- West Street
- Westbourne Avenue
- West View
- Westwell Grove
- Whitegate Drive
- Whiteside Street
- Winifred Street
- Winstanley Grove
- Winifred Street
- Winstanley Grove
- Wood Street
- Woolman Road

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## APPENDIX 2: PROPOSED ADDITIONAL LICENCE CONDITIONS

<h3><u>Conditions of Additional Housing Licences</u></h3> <p>The Licence Holder must ensure that the premises fully comply with the conditions set out below unless notified otherwise. (In these conditions 'house' refers to the building or part of a building which is licensed in accordance with Part 2 of the Housing Act 2004</p>	
<b>1</b>	<b>Gas</b>
	<p>If gas is supplied to the house, the licence holder must provide to Blackpool Council a Gas Safety Certificate issued within the previous 12 months at the time of the application and thereafter annually or on demand.</p> <p><b>Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004</b></p>
<b>2</b>	<b>Electrical Appliances</b>
	<p>The Licence Holder must keep all electrical appliances and furniture supplied in a safe condition and must provide a declaration as to their safety at the time of application and thereafter on demand.</p> <p><b>Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004</b></p>
<b>3</b>	<b>Furniture and Furnishing</b>
	<p>The Licence Holder must ensure that furniture and furnishings supplied by them are compliant with the Furniture and Furnishings (Fire) (Safety) Regulations 1988 (as amended 1989 and 1993) and must provide a declaration as to their safety at the time of application and thereafter on demand.</p> <p><b>Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004</b></p>
<b>4</b>	<b>Smoke Alarms:</b>
	<p>The Licence Holder must ensure that smoke alarms are installed in the property and kept in proper working order and provide a declaration as to their condition and positioning to Blackpool Council on demand</p> <p><b>Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004 &amp; to comply with minimum fire safety standards LACORS</b></p>

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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<b>5</b>	<b>Tenant references</b>
	<p>The licence holder must demand references from persons who wish to occupy the house and must provide evidence of pre-let reference checks undertaken to the Council upon request.</p> <p><b>Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004</b></p>
<b>6</b>	<b>Terms of Occupation:</b>
	<p>The Licence Holder must supply to the occupiers of the house a written statement of the terms on which they occupy the property. A copy of the terms will be provided to the Council on demand.</p> <p><b>Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004</b></p>
<b>7</b>	<b>Numbers of Occupiers</b>
	<p>The Licence Holder must ensure that rooms other than bedrooms are not used for sleeping purposes.</p> <p><b>Reason: to ensure that the premises comply with the space and amenity standards- see Fylde Coast Amenity and Space Standards guidance.</b></p>
<b>8</b>	<b>Energy Efficiency</b>
	<p>The Licence Holder is required upon request by the authority during the period of the licence period issued to complete and return to the authority an energy efficiency assessment questionnaire of the licensed property.</p> <p><b>Reason: To safeguard the health and wellbeing of the occupants with regards to the reduction of fuel poverty and national energy efficiency measures and to be aware of the statutory requirements for Energy Performance Certificates (EPCs).</b></p>
<b>9</b>	<b>Property Management</b>
	<p>The Licence Holder must ensure that:</p> <ul style="list-style-type: none"> <li>(a) All repairs to the house or any installations, facilities or equipment within it are carried out by competent and reputable persons;</li> <li>(b) All occupants of the house receive written confirmation detailing arrangements in place to deal with repairs and emergencies and report nuisance and anti-social behaviour;</li> <li>(c) If accommodation is provided on a furnished basis and includes electrical appliances, the Licence Holder must provide the occupier copies of user manuals or equipment provided as part of the agreement for the occupation of the house;</li> <li>(d) All occupiers are made aware of the licence and conditions.</li> </ul> <p><b>Reason: to safeguard the health, safety and wellbeing of occupants and reduce Anti-Social Behaviour</b></p>

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

<b>10</b>	<b>Security</b>
	<p>The Licence Holder must ensure that:</p> <ul style="list-style-type: none"> <li>(a) The security provisions for the access to the dwelling (including but not limited to locks, latches, deadbolts and entry systems) must be maintained in good working order at all times;</li> <li>(b) Where window locks are fitted, the Licence Holder will ensure that keys are provided to the relevant occupant;</li> <li>(c) Where a burglar alarm is fitted to the house, the Licence Holder will inform the occupant in writing the circumstances under which the code for the alarm can be changed, and provide details when required on how this can be arranged;</li> <li>(d) Where previous occupants have not surrendered keys, the Licence Holder will arrange for a lock change to be undertaken, prior to new occupants moving in;</li> <li>(e) Where alley gates are installed to the rear of the licensed property, the licence holder must take responsibility for holding a key and make satisfactory arrangements for the occupiers access;</li> <li>(f) The front door of an HMO must be fitted with a mortice lock (thumb turn) or equivalent, to five-lever security level. The lock must comply with 20(c) below.</li> </ul> <p><b>Reason: to safeguard the health, safety and well-being of occupants in the event of fire and entry by intruders and reduce ASB.</b></p>
<b>11</b>	<b>External areas, refuse and waste</b>
	<p>The Licence Holder must ensure that:</p> <ul style="list-style-type: none"> <li>a) The exterior of the property is maintained in a reasonable decorative order and state of repair;</li> <li>b) At all times any gardens, yards and other external areas within the curtilage of the house are kept in reasonably clean and tidy condition and free from rodent infestation;</li> <li>c) Suitable and adequate provision is made for storage of refuse generated in the property and that occupants use receptacles provided by the Council for storage prior to collection. The receptacles or plastic refuse sacks where receptacles have not yet been issued must not be exposed for a period longer than 12 hours prior to collection and must not cause obstruction at any time;</li> <li>d) Access must be available at all times to adequate, external, refuse storage.</li> </ul> <p><b>Reason: to ensure that the domestic hygiene and condition of the licensed property is maintained and reduce ASB</b></p>
<b>12</b>	<b>Training</b>
	<p>The Licence Holder and/or Manager will need to demonstrate competence of managing private rented accommodation and shall undertake property management training courses where required to do so by the authority.</p> <p><b>Reason: to enable the Council to provide licence holders with the knowledge and expertise to improve the management of their properties and reduce ASB.</b></p>

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

<b>13</b>	<b>Management/ Anti-Social Behaviour</b>
	<p>The Licence Holder must take reasonable and practical steps to reduce or prevent anti-social behaviour by persons occupying or visiting the house and the use of premises for illegal purposes.</p> <p>The licence holder must:</p> <ul style="list-style-type: none"> <li>(a) Provide a written action plan to Blackpool Council outlining procedures for dealing with anti-social behaviour at the time of application. This must be reviewed annually and submitted on request;</li> <li>(b) Obtain recent tenant references prior to granting a tenancy as to previous tenancy conduct, including behaviour of the proposed occupier and household. The Licence Holder needs to have due regard to what the reference says and be satisfied that the tenant is not likely to cause any anti-social behaviour.</li> <li>(c) If a Licence holder receives a reference request for a current or former tenant for the purposes of an application to rent a property from another Licence Holder he must respond to the request in writing within a reasonable period and either i) decline the request for a reference ; or ii) when giving a reference state whether or not he is aware of any allegations of anti-social behaviour made against the tenant and if such allegations have been made give details of the same including details of whether (to his knowledge) the allegations have been admitted or have been found proven in any court or tribunal;</li> <li>(d) Cooperate with Blackpool Council, Lancashire Constabulary and other agencies in resolving complaints of anti-social behaviour. The Licence Holder and/or their nominated managing agent are required to undertake an investigation of any complaints regarding their tenants. Written records of these will be required;</li> <li>(e) The licence holder/management agents must make regular (at least monthly) inspections of the property to ensure that the property is in a decent state of repair and that the occupiers are not in breach of tenancy terms and conditions;</li> <li>(f) Ensure that each tenant is made aware that they are responsible for their own behaviour and the behaviour of other occupiers and visitors. Tenants must be made aware that if they, other occupiers, or their visitors: Cause nuisance or annoyance to neighbours; or use abusive or threatening language or behaviour to neighbours; or fail to store or dispose of refuse properly; or cause damage to fixtures, fittings, fire prevention or alarm equipment or installations, or to the fabric of the premises; or fail to give access to the landlord or his agent for the purpose of maintaining communal areas or, upon reasonable notice, to inspect or undertake works within their accommodation. They will be liable to enforcement action which may include possession proceedings either under the terms of the tenancy, pursuant to s.21 of the Housing Act 1988 or pursuant to Grounds 13 or 14 of Schedule 2 to the Housing Act 1988."</li> </ul> <p><b>Reason: to safeguard the wellbeing of occupants, persons visiting the premises and persons in the immediate locality and reduce ASB. See Blackpool Council's ASB guidance.</b></p>
<b>14</b>	<b>Notification/Consultation of Changes</b>
	<p>The Licence Holder and managing agents must consult with Blackpool Council before making any material changes to the layout, amenity provision, fire precautions or occupation of the house and must inform Blackpool Council of:</p> <ul style="list-style-type: none"> <li>(a) Details of any unspent convictions not previously disclosed to the Local Authority that may be relevant to the Licence Holder and/or the property manager and their fit and proper person status and in particular any such conviction in respect of any offence involving fraud or dishonesty, or violence or drugs or any offence listed in Schedule 3 to the Sexual Offences Act 2003;</li> <li>(b) Details of any finding by a court or tribunal against the Licence Holder and /or the manager that he/she</li> </ul>



## Proposal to designate an additional licensing scheme in Central Area, Blackpool

	<p>has practiced unlawful discrimination on grounds of sex, colour, race, ethnic or national origin or disability in, or in connection with, the carrying on of any business;</p> <p>(c) Details of any contravention on the part of the Licence Holder or manager of any provision of any enactment relating to housing, public health, environmental health or landlord and tenant law which led to civil or criminal proceedings resulting in a judgment or finding being made against him/her;</p> <p>(d) Information about any property the Licence Holder or manager owns or manages or has owned or managed for which a local housing authority has refused to grant a licence under Part 2 or 3 of the Act, or has revoked a licence in consequence of the Licence Holder breaching the conditions of his/her licence;</p> <p>(e) Information about any property the Licence Holder or manager owns or manages or has owned or managed that has been the subject of an interim or final management order under the Housing Act 2004;</p> <p>(f) The property becoming empty;</p> <p>(g) Changes to liability insurance;</p> <p>(h) Notification of repossession/foreclosure;</p> <p>(i) Successful claims against the licence holder for default of tenancy deposits;</p> <p>(j) Change in managing agent or the instruction of a managing agent;</p> <p>(k) The undertaking of substantial works to the property, including conversions and modernisations or emergency problems relating to fire, flood or disaster and the tenants are made temporarily homeless.</p> <p><b>Reason: to safeguard the health, safety and wellbeing of occupants in the event of changes during the period of the licence and reduce ASB.</b></p>
<b>15</b>	<b>Absence</b>
	<p>The licence holder is required to have in place suitable emergency and other management arrangements in the event of their absence. The name and contact details of the licence holder and/or manager must be supplied to each occupier and must also be on display in a prominent place.</p> <p><b>Reason: to safeguard the health, safety and wellbeing of occupants in the event of temporary absence of persons in control and reduce ASB.</b></p>
<b>16</b>	<b>Compliance inspections</b>
	<p>The licence holder must allow the Council to undertake compliance checks. Council Officers will give the licence holder 24 hours' notice of these checks and produce valid authorisation at the time of visit.</p> <p><b>Reason: To ensure that the property complies with the Housing Act 2004 and licence conditions.</b></p>
<b>17</b>	<b>Amenity and space standards</b>
	<p>The Licence Holder must ensure that the house is compliant with both the Fylde Coast Council's Space and Amenity Standards and national standards for HMOs according to the type of accommodation offered.</p>

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

	<p><b>Reason: to ensure that the premises comply with the national minimum standards or adopted by Blackpool Council for Houses in Multiple Occupation.</b></p>
<b>18</b>	<b>Heating and Insulation</b>
	<p>The Licence Holder must provide adequate and efficient space heating and/or thermal insulation such as to be capable of maintaining an indoor temperature of at least 21°C in habitable rooms including bathrooms when the outdoor temperature is –1°C. The heating must be energy efficient, time and temperature controllable by the tenants</p> <p><b>Reason: To safeguard the health and wellbeing of the occupants with regards to excess cold and to comply national prescribed standards for HMOs (SI 373).</b></p>
<b>19</b>	<b>Common Areas</b>
	<p>The Licence Holder must ensure that:</p> <ul style="list-style-type: none"> <li>(a) Common areas, including shared living rooms, kitchens, hallways, etc are not used for sleeping, either by tenants or their guests;</li> <li>(b) Corridors, stairways and lobbies are fitted with emergency lighting in accordance with BS5266;</li> <li>(c) A cleaning regime is demonstrated on request to ensure that all corridors, stairways, lobbies and all exit routes are kept free from obstruction and combustible material;</li> <li>(d) Smoking is not permitted in any common areas and ‘no smoking’ signs should be displayed. (Health Act 2006).</li> </ul> <p><b>Reason: to safeguard the health, safety and wellbeing of occupants in the event of fire, crowding, space and to comply with the Management of HMOs (England) Regulations 2006</b></p>
<b>20</b>	<b>Fire Safety</b>
	<p>The Licence Holder shall ensure that :</p> <ul style="list-style-type: none"> <li>(a) All fire precautions provided to the Premises, namely fire doors, automatic fire alarm and emergency lighting system (s) are maintained in full working order at all times;</li> <li>(b) All fire detection systems; means of escape and fire-fighting equipment installed in the property is at least annually serviced by a competent person and is adequately maintained and tested in accordance with the manufacturer’s instructions. A current test certificate is required at the time of application and thereafter on demand;</li> <li>(c) The main entrance/exit doors and all unit doors leading to common areas are openable from the inside without the use of a key;</li> <li>(d) The fire routine notice detailing action to be taken in the event of fire is clearly worded and displayed in a central location e.g. next to main entrance/exits;</li> <li>(e) A fire blanket 1m conforming to current British standards is provided in each kitchen;</li> </ul>

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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	<p>(f) All premises are fully compliant with the current LACORS (Local Authorities Coordinators of Regulatory Services) Fire Safety Guidance. See <a href="http://www.lacors.gov.uk">www.lacors.gov.uk</a>.</p> <p><b>Reason: to safeguard the health, safety and wellbeing of occupants in the event of fire and comply with fire safety precautions standards adopted by Blackpool Council. Full Fire Safety Guidance is provided by LACORS, see <a href="http://www.lacors.gov.uk">www.lacors.gov.uk</a>.</b></p>
<b>21</b>	<b>Electrical Installations</b>
	<p>The Licence Holder must supply a current (i.e. within the previous 5 years) Domestic Electrical Installation Periodic Report for the whole of the electrical installations to Blackpool Council at the time of application and thereafter on demand. All recommendations for urgent attention and improvement (Codes 1 and 2) must be carried out within 2 months of the report.</p> <p><b>Reason: to safeguard the health, safety and wellbeing of occupants in the event of electrical hazards and to comply with the Management of HMOs (England) Regulations 2006.</b></p>

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

## Appendix 3: Legislative Tools to deal with Anti-Social Behaviour and Housing Conditions

### Anti-social behaviour

Behaviour	Legislation	Enforcement	Support
<b>Domestic Noise</b>	s2 and s8(1), Noise Act 1996 (updated by s42 of the Anti Social Behaviour Act 2003)	Acceptable Behaviour Contracts or Agreements	Mediation
	s153a, B, C and D, Housing Act 1996 (as amended by part 2 of the Anti Social Behaviour Act 2003 and Police and Justice Act 2005)	Fixed Penalty Notice for night noise  Injunction, Demoted Tenancy, Possession and Eviction	
	s222, Local Government Act 1972 (as amended by the Police and Justice Act 2006)	Injunction for public nuisance	
	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)	Anti Social Behaviour Order (ASBO free-standing or on conviction.	Individual Support Orders if ASBO freestanding and aged 10 to 17.
	S9(4a) Noise Act 1996, s83 Clean Neighbourhoods and Environment Act 2005 and s79-80 Environmental	Noise Abatement Notice,	

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

	Protection Act 1990	Prosecution for breach (Anti Social Behaviour Order on conviction)	
<b>Rowdy or Nuisance Behaviour and Gang activities</b>	S30-36, Anti Social Behaviour Act 2003.	Acceptable Behaviour Contracts or Agreements	Family group counselling
	s222, Local government Act 1972 (as amended by the Police and Justice Act 2006)	Dispersal of Groups	Youth Diversion
	s8, Crime and Disorder Act 1998 (as amended by the Anti Social Behaviour Act 2003 and Police and Justice Act 2005)	Injunction for public Nuisance	Parenting Contracts
	s11, Crime and Disorder Act 1998	Parenting Order (also provides support)	Parenting Orders
	s14, Crime and Disorder Act 1998	Child Safety Order (children under 10; also provides support)	Warnings and agreements
	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)	Local child curfew scheme (children under 16)	Restorative justice
		Anti Social Behaviour Order (ASBO free-standing or on conviction.	Alcohol treatment
	s153A, B, C and D,	Injunction, Demoted	Individual Support Orders if ASBO freestanding and aged 10 to 17.

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

<b>Rowdy or Nuisance Behaviour and Gang activities(Continued)</b>	Housing Act 1996 (as amended by part 2 of the Anti Social Behaviour Act 2003 and Police and Justice Act 2005)	Tenancy, Possession and Eviction	
	Part 1a, Anti Social Behaviour Act 2003 (as amended by s118, sched 20, Criminal Justice and Immigration Act 2008)	Premises Closure Order	
	Part 4, Policing and Crime Act 2009 (commencing 01st April 2010)	Gang injunctions (GANGBO's)	Prohibitive and Positive requirements
<b>Hoax Calls to Emergency Services</b>	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)	Anti Social Behaviour Order (ASBO free-standing or on conviction.  Acceptable Behaviour Contracts or Agreements	Education schemes  Youth schemes run by local emergency services involving education and reparation work.  Youth Diversion  Individual Support Orders if freestanding and aged 10 to 17.
<b>Verbal and Physical abuse</b>	s224, Town and Country Planning Act 1990	Acceptable Behaviour Contracts or	Warnings and agreements

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

<b>Criminal damage</b>	s8, Crime and Disorder Act 1998 (as amended by the Anti Social behaviour Act 2003 and the Police and Justice Act 2005)	Agreements	Mediation
<b>Graffiti</b>		Parenting Order (also provides support)	
<b>Fly Posting</b>		Fixed Penalty Notice	Restorative Justice
<b>Unauthorised distribution of literature</b>	s43, 48-52, Anti Social Behaviour Act 2003 and s96, Clean Neighbourhoods and Environment Act 2005	Defacement Removal Notice	Individual Support Orders if freestanding and aged 10 to 17.
<b>Violence and threat of violence</b>	s1, Criminal Damage Act 1971	Anti Social Behaviour Order (ASBO free-standing interim without notice or ASBO on conviction.	
	s131(2) and s132(1), Highways Act 1980	Prosecution	
<b>Verbal and Physical abuse</b>	s2, Protection from Harassment Act 1997	Anti Social Behaviour Order	Individual Support Orders if freestanding and aged 10 to 17.
<b>(continued)</b>		Prosecution (and restraining Order or ASBO on conviction)	
<b>Criminal damage</b>	Housing Act 1996 as amended by Part 2 of the Anti social behaviour act 2003 and Police and Justice Act		
<b>Graffiti</b>		Injunction (without notice), Demoted tenancy, possession and eviction	

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

<b>Fly Posting</b>	2005)		
<b>Unauthorised distribution of literature</b>	s222, Local government Act 1972 (as amended by the Police and Justice Act 2006)	Injunction for public Nuisance	
<b>Violence and threat of violence</b>	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)	Anti Social Behaviour Order (ASBO free-standing interim without notice or ASBO on conviction.	
<b>Hate Crime</b>	s28, Crime and Disorder Act 1998	Prosecution	Individual Support Orders if freestanding and aged 10 to 17.
	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)	Anti Social Behaviour Order (ASBO free-standing interim without notice or ASBO on conviction.	Physical and mental health needs
<b>Drugs / Substance Misuse</b>	Housing Act 1996 as amended by Part 2 of the Anti social behaviour act 2003 and Police and Justice Act 2005)	Acceptable Behaviour Contracts or Agreements	Drug treatment
		Injunction, Demoted tenancy, possession and eviction (breach of tenancy)	Counselling
			Compulsory drugs testing for trigger offences (s2, Drugs Act 2005)



## Proposal to designate an additional licensing scheme in Central Area, Blackpool

	s222, Local government Act 1972 (as amended by the Police and Justice Act 2006)	Injunction for public Nuisance	Assessment by drugs specialist
	S1-11, Anti Social Behaviour Act 2003	Closure powers for Class A drugs	Restrictions on bail to assess defendants drugs use
	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)	Anti Social Behaviour Order (ASBO free-standing or on conviction).	Individual Support Orders if freestanding and aged 10 to 17.  Drug Intervention Order if 18 or over
<b>Drug Dealing</b>	S1-11, Anti Social Behaviour Act 2003	Closure powers for Class A drugs	Physical and Mental Health Services
	s153b, Housing Act 1996 (as amended by Part 2 of the Anti Social Behaviour Act 2003)	Anti Social Behaviour Injunction and Eviction (breach of Tenancy)	Drug Treatment
	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)	Anti Social Behaviour Order (ASBO free-standing or on conviction).	Individual Support Orders if freestanding and aged 10 to 17.  Drug Intervention Order if 18 or over
<b>Animal Related Nuisance</b>		Acceptable Behaviour Contracts or Agreements	Warnings and Agreements
	s80, Environmental	Noise Abatement	

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

<b>Irresponsible dog ownership</b>	Protection Act 1990	notice, Prosecution for failure to comply	Mediation
<b>Consistent Barking</b>	s2 and s8(1), Noise Act 1996	Penalty notice for Night Noise	Education
<b>Allowing dogs to intimidate individuals</b>	Housing Act 1996 (as amended by Part 2 of the Anti Social Behaviour Act 2003 and Police and Justice Act 2005)	Injunction or Demoted Tenancy	
<b>Dog fouling</b>	S55-59(2), Part 1, Chap 6 Clean Neighbourhoods and Environment Act 2005 and Dog Control Orders Regulations 2006	Fixed Penalty Notice  Dog Control Orders	Warnings and Agreements  Mediation Education
	s1, Crime and Disorder Act 1998 (as updated by the Police Reform Act 2002)  Anti Social Behaviour Order (ASBO free-standing or on conviction).	Individual Support Orders if freestanding and aged 10 to 17.	
	Animal Welfare Act 2006	Improvement notices  Acceptable Behaviour Contracts or Agreements	Warnings and Agreements  Mediation

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

			Education
	Dangerous Dogs Act 1991 and amendment 1997, Dogs Act 1871	Acceptable Behaviour Contracts or Agreements  Anti Social Behaviour Order  Destruction Orders	

<b>Licensing and Alcohol related nuisance</b>	Licensing Act 2003	Licensing  Drink Banning Orders  Injunction for public Nuisance  Premises Closure Notice  Premises Closure Order  Anti Social Behaviour Order	Warnings and Agreements  Family group counselling  Youth Diversion  Prosecution  Parenting Contracts  Parenting Orders  Restorative Justice
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# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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		<p>(ASBO free-standing interim without notice or ASBO on conviction).</p> <p>Right of Entry</p> <p>Ban on Alcohol consumption in Public Places Order</p> <p>Alcohol Disorder Zone</p>	<p>Alcohol treatment</p> <p>Voluntary Alcohol dependency support courses.</p> <p>Individual Support Orders if ASBO freestanding and aged 10 to 17.</p> <p>Partnership agencies linked working</p>
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## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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### Property conditions and management

Legislation	Relevant section	What it is used for
Housing Act 2004	Sections 11/12	Improvement notice to reduce or remove unacceptable hazards from the home
	Sections 20/21	Prohibition orders to prohibit the use of all or part of a premises
	Sections 28/29	Hazard awareness used to draw the owners attention to a hazard in the property where a formal notice is not yet necessary.
	Section 40	Emergency Remedial Action. Works area carried out by the council to reduce a significant hazards where there is an imminent risk of serious harm
	Section 43	Prohibition order prohibit the use of all or part of the premises where there is imminent risk of serious harm
	Sections 102/103/113	Management orders the management of the property is taken over by the local authority.
	Sections 133/136	Empty Dwelling Management Orders. Used to assist in bringing empty properties back into use where the property is managed by the local authority

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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The Management of Houses in Multiple Occupation (England) Regulations 2006		Used to deal with management issues in HMOs where the other legislative tools are unable to deal with the issue. No notice provision prosecution only.
Environmental Protection Act 1990	section 80	Notices can be served if the officer is of the opinion that there is a statutory nuisance at the premises. The premises must be deemed prejudicial to health or a nuisance.
Building Act 1984	section 59/60	Used to deal with defective drainage issues in existing buildings
Building Act 1984	section 64/65	Used where sanitary conveniences are insufficient or in need of replacement and are considered prejudicial to health or a nuisance
Building Act 1984	section 76	Used where the property is so defective so as to be prejudicial to health. This notice notifies the person responsible of the local authority's intention to remedy the problem (similar to work in default).
Public Health Act 1936	section 45	Used where there are defective sanitary conveniences due to their repair and/or cleansing ability. They must be in such a state as to be prejudicial to health or a nuisance.
Public Health Act 1961	section 17	Where any drain, private sewer, water closet, waste pipe or soil pipe has not been maintained and can be repaired for less than £250.
Local Government (Miscellaneous Provisions) Act 1976	section 33	Used where services such as the water supply are due to be, or have been, cut off to a domestic property.
Prevention of Damage by Pests Act 1949	section 4	Used where there is evidence of or harbourage of pests at a property.

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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Local Government (Miscellaneous Provisions) Act 1976	section 16	Used to formally request information about a premises or a person
Police and Criminal Evidence Act 1984, Criminal Procedures and Investigation Act 1996, Regulation of Investigatory Powers Act 2000		Used in relation to interviews under caution, prosecution and gathering evidence.

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

## Appendix 4: Risk Assessment Table

Description of Risk	Description of Impact	Probability of Risk	Level of Impact	Risk prevention, management or mitigation
<p>1a. Landlords do not apply or are reluctant to apply for licences.</p> <p>1b. Landlords apply for Judicial Review of the designation.</p>	<p>ASB and other problems are not resolved.</p> <p>Landlords operate illegally.</p> <p>LA resources are taken up with enforcement and prosecutions.</p> <p>LA resources are taken up with defending an application for Judicial Review.</p>	Medium	High	<p>Undertake a thorough consultation process with plenty of opportunities for input, and effective communication of new scheme.</p> <p>Landlords also engaged with by means of the Fylde Coast Landlords Forum.</p> <p>Wide range of detailed evidence gathered to support the scheme</p> <p>Intended outcomes of the proposals promoted to landlords, including an overall improvement in the area.</p> <p>Proposals prepared following all available guidance and best practice learned from other local authorities including those whose schemes have been the subject of Judicial Review applications.</p>
<p>2. A number of landlords evict tenants and sell their properties or leave them vacant. Speculative landlords choose to invest elsewhere</p>	<p>Increase in abandoned and vacant properties.</p> <p>Loss of rental properties</p> <p>Increase in homelessness.</p>	Medium	High	<p>The Council's strategy is to encourage alternative tenures and the de-conversion of HMOs into a smaller number of units with a better balance of house types. A reduction in HMO uses would be consistent with this transition.</p> <p>Empty properties will be monitored and managed as part of the scheme.</p> <p>There is sufficient capacity within the local market to mean that a small reduction in total numbers of homes available will not lead to increased homelessness.</p> <p>The Housing Options Team will work closely with the Enforcement team around</p>



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

				individuals at risk of homelessness because of enforcement action, finding them alternative accommodation.
3. Local Authority inadequately manages the scheme or inadequately resources the scheme	<p>Need to revoke the designation before the end of the 5 year period.</p> <p>ASB and other problems are not resolved.</p> <p>Resources spent in the research and implementation of the scheme are wasted.</p> <p>Inadequate resources in place to undertake other statutory and non-statutory functions.</p>	Low	High	<p>Full business model drafted to show resource implications for the duration of the scheme and management decisions made on the basis of this.</p> <p>Fees set to cover proportionate costs of the scheme.</p> <p>Additional staff employed as necessary to administer scheme, undertake property inspections and help ensure existing statutory functions are maintained and minimise impact on non-statutory functions.</p> <p>Competent and experienced staff employed as necessary.</p> <p>Scheme is managed and resourced for the five year life of the scheme.</p>

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## Appendix 5 – Proposed designation

### Blackpool Borough Council Designation of an area for additional HMO licensing

#### Blackpool Borough Council Designation of an Area for Additional Licensing of Houses in Multiple Occupation 2016

Blackpool Borough Council in exercise of their powers under section 56 of the Housing Act 2004 (“the Act”) hereby designates for additional licensing of Houses in Multiple Occupation (“HMOs”) the area described in paragraph 4.

#### CITATION, COMMENCEMENT AND DURATION

1. This designation may be cited as Blackpool Borough Council Designation for an Area for Additional Licensing of Houses in Multiple Occupation 2016.
2. This designation is made on 4th April 2016 and shall come into force on 4<sup>th</sup> July 2016.
3. This designation shall cease to have effect on 3<sup>rd</sup> July 2021 or earlier if the Council revokes the scheme under section 60 of the Act.  
NB the designation will be reviewed by the 4<sup>th</sup> April 2018.

#### AREA TO WHICH THE DESIGNATION APPLIES

4. This designation shall apply to the Central area as delineated and edged blue on the map and in the streets listed at Annex A.

#### APPLICATION OF THE DESIGNATION

5. This designation applies to all HMOs within the area described in paragraph 4 unless -
  - (a) the building is of a description specified in annex c (Buildings that are not HMOs for the purpose of the Act- other than Part 1);
  - (b) the HMO is subject to an Interim or Final Management Order under Part 4 of the Act;
  - (c) the HMO is subject to a temporary exemption under section 62 of the Act; or
  - (d) the HMO is required to be licensed under section 55 (2) (a) of the Act (mandatory licensing).<sup>1</sup>

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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<sup>1</sup> For the application of mandatory licensing see SI 371/2006 – The Licensing of Houses in Multiple Occupation (Prescribed Descriptions) (England) Order 2006

## EFFECT OF THE DESIGNATION

6. Subject to sub paragraphs 5(a) to (d) every HMO of the description specified in that paragraph in the area specified in paragraph 4 shall be required to be licensed under section 61 of the Act.<sup>2</sup>
7. Blackpool Borough Council will comply with the notification requirements contained in section 59 of the Act and shall maintain a register of all houses registered under this designation, as required under section 232 of the Act.<sup>3</sup>

This designation is made on the    day of April 2016 and

**THE COMMON SEAL of**  
**THE BLACKPOOL BOROUGH**  
**COUNCIL** was hereunto  
affixed in the presence  
of: -

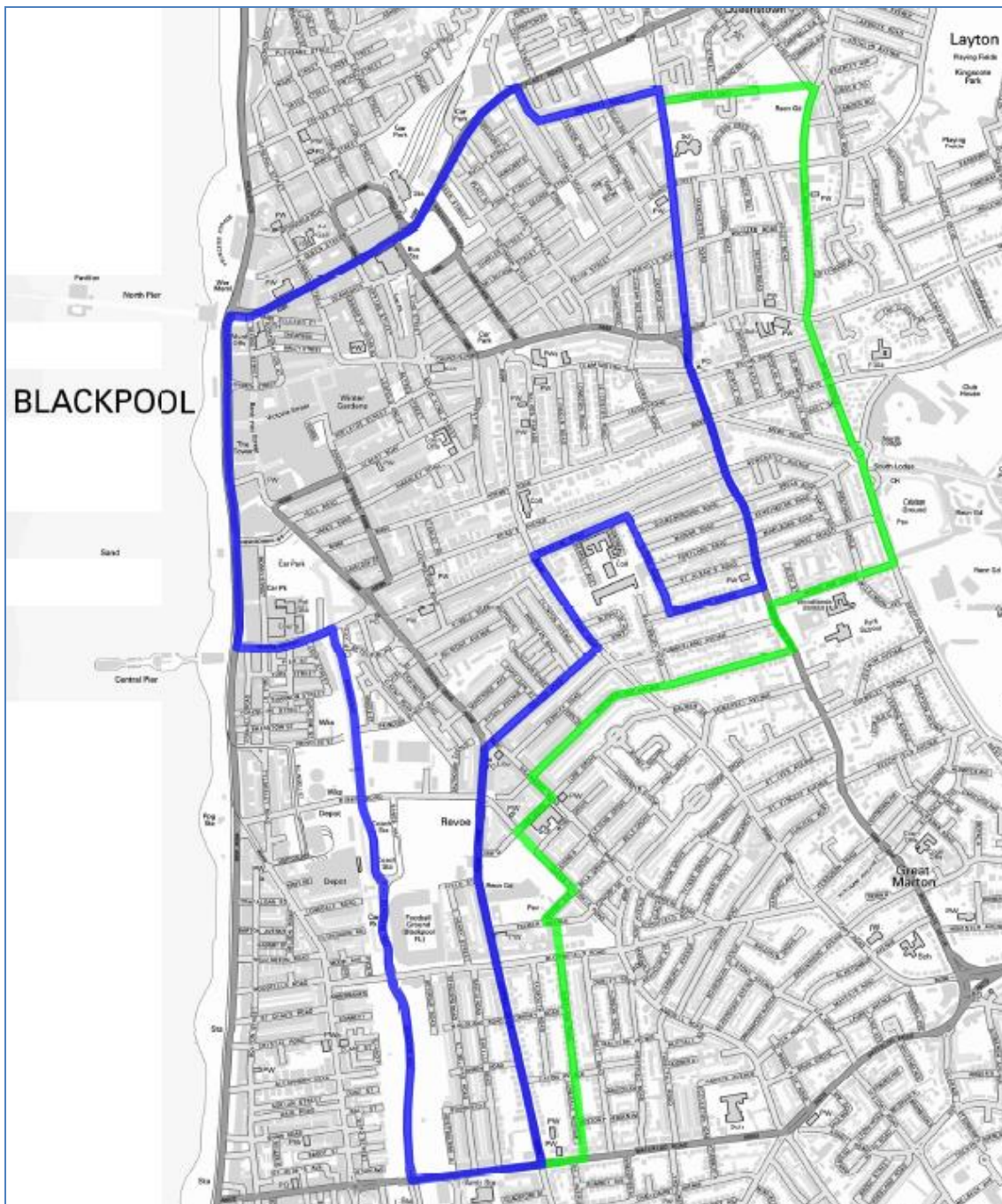
Head of Legal Services

<sup>2</sup> Section 62 of the Act provides for certain temporary exemption. As to suitability see section 64. Note, if the house is not suitable to be licensed the Council must make an Interim Management Order-see section 10

<sup>3</sup> Section 232 of the Act and paragraph 11 of SI 373/2006

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

## Annex A: – paragraph 4: Map of Designated Area



The designated area is marked by the blue boundary line

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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## Streets in proposed Central designated area

- Abingdon Street
- Adelaide Street
- Adelaide Street West
- Adelphi Street
- Albert Road
- Alfred Street
- Anderson Street
- Back Ribble Road
- Back Church Street
- Back Read Road
- Bank Hey Street
- Baron Road
- Belmont Avenue
- Bethesda Road
- Birley Street
- Bloomfield Road 31-67 & 76-92
- Boothley Road evens
- Buchanan Street
- Butler Street
- Cambridge Road
- Counce Street 2-180 & 1-131
- Cedar Square
- Central Drive
- Chadwick Street
- Charles Street
- Charnley Road
- Church Street
- Clifton Street
- Clinton Avenue
- Coleridge Road 36-78 & 29-69
- Cookson Street
- Coronation Street
- Corporation Street
- Deansgate
- Devonshire Road 2-180 & 1-155
- Durham Road
- East Topping Street

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Edelston Road
- Edward Street
- Elizabeth Street
- Erdington Road
- Fairhurst Street
- Fenton Road
- Field Street
- Fisher Street
- Fleet Street
- Freckleton Street
- Gainsborough Road
- George Street
- Gloucester Avenue    odd numbers, Gloucester Court
- Gorton Street
- Granville Road        1-27 & 2-100
- Grosvenor Street
- Handley Road
- Harrison Street
- Havelock Street
- Henry Street
- Heywood Street
- Hornby Road            Lawn, Hornby, Park, Hilton, and Lincoln Courts, Courtfields
- Hull Road
- Ibbison Court
- Iddon Court
- Jameson Street
- Kent Road
- King Street
- King Street South
- Leamington Road
- Leeds Road
- Leicester Road
- Leopold Grove
- Lincoln Road
- Liverpool Road
- Livingstone Road
- Longton Road
- Louise Street
- Manor Road

## Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Market Street
- Maudland Road
- Middle Street
- Milbourne Street
- Montrose Avenue
- Orme Street
- Oxford Road
- Palatine Road
- Park Road 1-147 & 2-100, St. Johns Court
- Parker Street
- Peter Street
- Platt Street
- Portland Road
- Princess Court
- Princess Street Princess Court, 50-52 & 27-35
- Priory Court
- Promenade
- Raikes Mews
- Raikes Parade Priory Court, Raikes Mews
- Reads Avenue
- Regent Road East
- Regent Road
- Ribble Road
- Rigby Road 100
- Ripon Road
- Rishton Street
- Rydal Avenue
- Salthouse Avenue
- Sands Way
- Saville Road
- Seed Street
- Selbourne Road St. Georges Court
- Selby Avenue
- Seymour Road
- Sheppard Street
- South King Street
- St. Albans Road
- St. Heliers Road
- Stanley Road
- Stansfield Street

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- Talbot Road 20-286
- Talbot Square
- Topping Street
- Vance Road
- Victoria Street
- Victory Road
- West Street
- Westbourne Avenue
- West View
- Westwell Grove
- Whitegate Drive
- Whiteside Street
- Winifred Street
- Winstanley Grove
- Winifred Street
- Winstanley Grove
- Wood Street
- Woolman Road

## **Annex B: – Paragraph 5: HMOs subject to the designation**

For the purpose of this designation and subject to the following eight paragraphs an HMO is a building or part of a building which is occupied by three or more persons in two or more households.

1) A building or a part of a building is an HMO if:-

- a) it consists of one or more units of living accommodation not consisting of a self-contained flat or flats;
- b) the living accommodation is occupied by persons who do not form a single household (see section 258);
- c) the living accommodation is occupied by those persons as their only or main residence or they are to be treated as so occupying it;
- d) their occupation of the living accommodation constitutes the only use of that accommodation;
- e) rents are payable or other consideration is to be provided in respect of at least one of those persons' occupation of the living accommodation; and
- f) two or more of the households who occupy the living accommodation share one or more basic amenities or the living accommodation is lacking in one or more basic amenities.

2) A self-contained flat is an HMO if paragraphs 1(b) to 1(f) apply.

3) A converted building or a part of a converted building is an HMO if:-

- a) it is a converted building;



# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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b) it contains one or more units of living accommodation that do not consist of a self-contained flat or flats (whether or not it also contains any such flat or flats);

c) the living accommodation is occupied by persons who do not form a single household;

d) the living accommodation is occupied by those persons as their only or main residence or they are to be treated as so occupying it ;

e) their occupation of the living accommodation constitutes the only use of that accommodation; and

f) rents are payable or other consideration is to be provided in respect of at least one of those persons' occupation of the living accommodation.

4) Persons are to be regarded as not forming a single household unless:-

a) they are all members of the same family, or

b) their circumstances are circumstances of a description specified for the purposes of this section in regulations made by the appropriate national authority.

5) A person is a member of the same family as another person if:-

a) those persons are married to each other or live together as husband and wife (or in an equivalent relationship in the case of persons of the same sex);

b) one of them is a relative of the other; or

c) one of them is, or is a relative of, one member of a couple and the other is a relative of the other member of the couple.

6) For those purposes:-

a) a "couple" means two persons who are married to each other or otherwise fall within 5(a);

b) "relative" means parent, grandparent, child, grandchild, brother, sister, uncle, aunt, nephew, niece or cousin;

c) a relationship of the half-blood shall be treated as a relationship of the whole blood; and

d) the stepchild of a person shall be treated as his child.

7) A person is to be treated as occupying a building or part of a building as their only or main residence if it is occupied by the person:-

a) as the person's residence for the purpose of undertaking a full-time course of further or higher education;

b) as a refuge, or

c) in any other circumstances which are circumstances of a description specified for the purposes of this section in regulations made by the appropriate national authority.

8) "refuge" means a building or part of a building managed by a voluntary organisation and used wholly or mainly for the temporary accommodation of persons who have left their homes as a result of—

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- a) physical violence or mental abuse, or
- b) threats of such violence or abuse, from persons to whom they are or were married or with whom they are or were co-habiting.

## **Annex C: – Paragraph 5(a): Buildings that are not HMOs for the purpose of the Act<sup>1</sup>**

### **Buildings controlled or managed by public bodies etc<sup>2</sup>**

1. A building where the person managing or having control of it is<sup>3</sup>:

- (a) a local housing authority;
- (b) a police authority established under section 3 of the Police Act 1996 or the Metropolitan Police Authority established under section 5B of that Act;
- (c) a fire and rescue authority under the Fire and Rescue Services Act 2004;
- (d) a health service body within the meaning of section 4 of the National Health Service and Community Care Act 1990;
- (e) a body which is registered as a social landlord under Part 1 of the Housing Act 1996.

### **Buildings regulated by other enactments<sup>4</sup>**

4. A tenancy, licence or occupation of a house which is regulated under the following enactments:

- (a) sections 87 to 87D of the Children Act 1989;
- (b) section 43 (4) of the Prison Act 1952;
- (c) section 34 of the Nationality, Immigration and Asylum Act 2002;
- (d) The Secure Training Centre Rules 1998<sup>5</sup>;
- (e) The Prison Rules 1998<sup>6</sup>;
- (f) The Young Offender Institute Rules 2000<sup>7</sup>;
- (g) The Detention Centre Rules 2001<sup>8</sup>;
- (h) The Criminal Justice and Court Service Act 2000 (Approved Premises) Regulations 2001<sup>9</sup>;
- (i) The Care Homes Regulations 2001<sup>10</sup>;
- (j) The Children's Homes Regulations 2001<sup>11</sup>;
- (k) The Residential Family Centres Regulations 2002.<sup>12</sup>

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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<sup>1</sup> Schedule 14 of the Act and SI 373/2006

<sup>2</sup> Paragraph 2 of schedule 14

<sup>3</sup> For the definition of “person managing” and “person having control” see section 263 of the Act

<sup>4</sup> Paragraph 3 of schedule 14 and paragraph 6 (1) and schedule 1 of SI 373/2006

<sup>5</sup> SI 472/1998 as amended by SI 3005/200

<sup>6</sup> SI 728/1999 as amended by SI 1794/2000, SI 1149/2001, SI 2116/2002, SI 3135/2002. SI 3301/2003 and SI 869/200

<sup>7</sup> SI 3371/2000 as amended by SI 2117/2002, SI 3135/2002 and SI 897/20

## **Certain student lettings etc<sup>13</sup>**

5. A building –

- (i) which is managed or controlled by a specified educational establishment or is of a specified description of such establishments and
- (ii) the occupiers of the house or dwelling are undertaking a full time course of further or higher education at the specified establishment<sup>14</sup> and the house or dwelling is being managed in conformity with an Approved Code of Practice for the management of excepted accommodation under section 233 of the Act.<sup>15</sup>

## **Religious communities<sup>16</sup>**

6. A building which is occupied principally for the purpose of a religious community whose principal occupation is prayer, contemplation, education or the relief of the suffering except if the building is a converted block of flats to which section 257 of the Act applies.

## **Buildings occupied by owners<sup>17</sup>**

7. A building which is only occupied by –

- (i) one or more persons who hold the freehold or a leasehold interest granted for a term of more than 21 years of the whole, or any part of, the building

# Proposal to designate an additional licensing scheme in Central Area, Blackpool

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- (ii) and/or any member of the household<sup>18</sup> of that person or persons but this exemption does not apply to a converted block of flats to which section 257 of the Act applies, except for ascertaining the status of any flat within the block.

## **Buildings occupied by Resident Landlord etc<sup>19</sup>**

8. A building which is occupied by a person or persons to whom paragraph 7 applies (subject to the proviso therein) and no more than two other persons<sup>20</sup>, not forming part of the owner's household.

## **Buildings occupied by two persons<sup>21</sup>**

9. Any building which is only occupied by two persons (forming two households)

## **Meaning of "building"**

10. In this annex a "building" includes a part of a building.

<sup>8</sup> SI 238/2001. Section 66 (4) of the Nationality, Immigration and Asylum Act 2002 provides that the reference to a detention centre is to be construed as a reference to a removal centre as defined in Part VIII of the Immigration and Asylum Act 1999

<sup>9</sup> SI 850/2001

<sup>10</sup> SI 3965/2001 as amended by SI 865/2001, SI 534/2003, SI 1590/2003, SI 1703/2003, SI 1845/2003, SI 664/2004, SI 696/2004, SI 1770/2004, SI 2071/2004 SI and SI 3168/200

<sup>11</sup> SI 3967/2001 as amended by SI 865/2002, SI 2469/2002, SI 664/2004 and SI 3168/2004

<sup>12</sup> SI 3213/2002 as amended by SI 664/2004, SI 865/2004 and SI 3168/2004

<sup>13</sup> Paragraph 4 of schedule 14

<sup>14</sup> See the schedule to The Houses in Multiple Occupation (Specified Educational Establishments) (England) (No 2) Regulations 2006 for the list of specified bodies

<sup>15</sup> The relevant codes of practice are approved under SI 646/2006 – The Housing (Approval of Codes of Management Practice) (Student Accommodation) (England) Order 2006

<sup>16</sup> Paragraph 5 of schedule 14

<sup>17</sup> Paragraph 6 of Schedule 14

<sup>18</sup> For the definition of "household" see section 258 (2) and paragraphs 3 and 4 of SI 373/2006 Paragraph 6 of Schedule 14

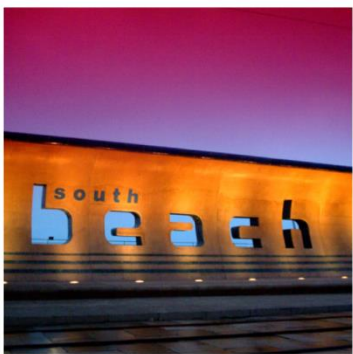
<sup>19</sup> Paragraph 6 of schedule 14 and SI 373/200

<sup>20</sup> Paragraph 6 (2) of SI 373/200

<sup>21</sup> Paragraph 7 of schedule 1

# Proposal to designate an Additional Licensing scheme in the Central area Summary of Consultation Responses April 2016

**Blackpool Council**



# Summary of Consultation Responses April 2016

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## Contents

<b>1. Introduction</b>	<b>3</b>
<b>2. Comments from Consultation Meetings and Landlord Associations</b>	<b>3</b>
<b>3. Results from the Resident and Landlord Surveys</b>	<b>19</b>



# Summary of Consultation Responses April 2016

## 1. Introduction

Consultation on a proposal to introduce Selective and Additional Licensing in the Central area of Blackpool took place between 17<sup>th</sup> July 2015 and 25<sup>th</sup> September 2015. This report summarises the responses received through the range of consultation methods employed. Blackpool Council has taken into account the responses set out in this report before bringing forward revised proposals for additional licensing in the Central area to be considered at the Council's Executive in April 2016, and further developing proposals for selective licensing in the Central area.

The Council believes that the consultation that was undertaken is sufficient to underpin final, revised proposals. The consultation proposals and the reasons for them were sufficiently set out to enable those consulted to consider the proposals intelligently and make an intelligent response. The Council has considered the responses to consultation and undertaken a general review of the proposals, resulting in changes being made to the proposals and a decision to proceed initially with additional licensing alone. But these changes are not such as to require further consultation before proceeding.

The consultation was publicised through:

- Blackpool Council's website
- The Fylde Coast Landlords Forum
- 8 consultation meetings
- 7,000 letters which were sent to residents, business owner and landlords within the proposed Central area as well as the wider consultation area.

## 2. Comments from Consultation Meetings and Landlord Associations

Landlords, residents and landlord associations (the National Landlords Association (NLA) and Residential Landlords Association (RLA)) were given the opportunity to provide feedback, voice concerns and ask questions relating to the introduction of Selective and Additional Licensing within the central areas of Blackpool. All feedback has been collated, read and has been summarised under the categories listed below along with Blackpool Council's response.

# Summary of Consultation Responses April 2016

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## 1. Rationale

### a. *Is Selective and Additional Licensing required when the Council already has enforcement powers?*

Landlords and some residents feel that the Council already has sufficient authority to respond to issues arising from private rented properties. For this reason they have requested further clarity on what the introduction of Selective and Additional Licensing into the Central area would deliver.

#### **Council's response:**

*The Housing Act 2004, Part 1, gives Local Housing Authorities powers to deal with property conditions and disrepair categorised under the Housing Health and Safety Rating System (HHSRS). These powers alone are not sufficient in dealing with other issues arising from privately rented properties within the proposed area. Selective and Additional Licensing will give additional enforcement powers by requiring all landlords to sign up to management conditions that help ensure that they adopt a responsible approach to management of their properties. These management conditions go beyond the normal statutory requirements under the HHSRS, for example, by requiring landlords to undertake tenant referencing and to act responsibly if Anti-Social Behaviour (ASB) complaints are raised against their tenants.*

*The introduction of Selective and /or Additional Licensing will provide clear standards to be met within the private rented sector enabling tenants to have a clear benchmark and for landlords to clearly know their responsibilities. It will identify landlords whose management arrangements are inadequate and ensure improvements are carried out. The scheme will promote a more comprehensive approach than has previously been possible in tackling crime, ASB, environmental and HMO management issues and for action to be taken against landlords who do not take reasonable steps to reduce the problems.*

### b. *Area for Selective and Additional Licensing*

Some respondents asked how the Council defined the Central area and one suggested that consideration be given to taking Gloucester Avenue and St



## Summary of Consultation Responses April 2016

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Alban's Road out of the scheme area. Residents and landlords asked whether the Council had any plans to further extend the licensing schemes into wider areas of Blackpool and sought confirmation that approval from the Secretary of State will be sought.

### **Council's response:**

*The Council has taken a number of factors into account to define the boundary of the area for the proposed licensing, in the context of the statutory criteria that need to be met before Selective and Additional Licensing schemes can be designated. Along with the existing licensing areas of South Beach and Claremont, the Central area has a very high concentration of privately rented properties, and especially HMOs in converted buildings with high turnover. There are significant problems with poor management, and poor conditions, with anti-social behaviour caused by private tenants having negative impact on the wider community.*

*The boundaries to the north and south of the area are defined by the existing selective and additional licensing areas. The boundary to the east of the area is Devonshire Road/ Whitegate Drive, where there is a clear division between intense problems to the west and better conditions with fewer problematic private rented properties to the east. The south eastern boundary of the area is also defined by evidence of where problems are greatest.*

*The Council has reviewed ASB and crime data for Gloucester Avenue and St Alban's Road and concluded that these streets should remain within the area for additional licensing in the final proposal. Additional licensing will only apply to HMOs that meet the statutory criteria, so will not in any case apply to many properties in Gloucester Avenue and St Alban's Road.*

*There are currently no plans to extend selective and additional licensing to areas beyond the Central area. Confirmation from the Secretary of State will be sought for the introduction of selective licensing to the Central area, but this is not required for an additional licensing designation.*

### **c. Purpose of Selective and Additional Licensing**

Whilst one of the proposed outcomes of Licensing is to reduce anti-social behaviour, residents and landlords have asked for more detail around the linkage of Selective/Additional Licensing and crime reduction rates and its links to the private rented sector. Points were also raised that anti-social behaviour is also caused by social housing tenants.

#### **Council's response:**

*Anti-Social Behaviour (ASB) and crime are significant problems for the Central area. Blackpool experiences the highest recorded crime rates in Lancashire, and the highest rates in Blackpool are within the South Beach, Claremont, and Central areas. The Crime and ASB figures used in the consultation proposal were provided by the Community Safety Partnership team. Given the status of Blackpool as a major resort town, there are clearly a lot of incidents of crime and ASB in inner Blackpool that are not caused by residents and not caused by private rented tenants. To understand the extent of crime and ASB linked to the private rented sector, Blackpool Council identified privately rented properties by 'mapping' them and overlaying the Police database – the results showing that 52% of ASB and 43% of Crime incidents within the Central Area were linked to privately rented properties.*

*Some respondents to the consultation queried the robustness of Police data on ASB and how it is recorded. Further interrogation of the data shows that ASB is indeed strongly linked to private rented properties in the Central area, and especially to HMOs. Further investigation of a sample of the original reports of ASB that were linked to private rented property addresses in the Central area has shown that in all but a handful of cases, reports of ASB recorded by the Police did reflect the site of the incident and not just the address from which the report originated.*

*It is further incumbent on the Council to demonstrate that crime and ASB linked to private rented accommodation is the result of poor management by a significant number of landlords. This can only be demonstrated through the day to day work of the Police and Council Enforcement team. There is strong evidence*

## Summary of Consultation Responses April 2016

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*that many landlords are willing to house tenants without references or who are known to have a history of causing problems in previous accommodation. Many properties offer such a poor quality of accommodation that is only attractive to people have no other choices and are willing to accept anything. The quantitative evidence for this is the very high number of enforcement notices that are issued and the high number of successful prosecutions of landlords. But the scale of the issues is such that just focusing on the limited number of individual enforcement actions that result from tenants' complaints is insufficient to address the widespread issues.*

*There are problems with anti-social behaviour from social housing tenants, but these are not the majority of problems in the Central area because of the relatively small numbers of social rented homes in the area, and because social landlords do invest significant resources in dealing with ASB issues. Social landlords are already required by their regulator - the Homes and Communities Agency - to work closely with Councils in dealing with any issues that arise. Selective and Additional licensing schemes cannot legally be applied to social landlords' properties.*

- d. Landlord Associations require further clarity on how Licensing will help address the wider social problems within the proposed licensing areas. There are also concerns that Selective/Additional Licensing could lead to homelessness as landlords maybe reluctant to house known offenders.**

### **Council's response:**

*Blackpool faces significant levels of deprivation and social problems. Whilst there have been some successes in tackling issues across the area, until properties within the privately rented sector are better maintained and managed, they will continue to attract and tolerate tenants who cause problems for the wider community. In this way, licensing is at the heart of efforts to address social problems. However, it is not in itself sufficient to address all of the social issues. Besides the usual statutory support services, the principal complementary investment that the Council will make in the area is through the Transience Programme. This is funded by Government following a successful bid by the*

## Summary of Consultation Responses April 2016

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*Council and employs support workers to find tenants with on-going issues and get them engaged with support services, local community activities, and programmes to get people into work.*

*Selective and Additional Licensing should not lead to homelessness; the licensing scheme aims to stabilise tenants in better managed homes, reducing the high turnover that can lead to homelessness. There will be cases where tenants need to be re-housed from accommodation that is found to pose an immediate risk to their health and safety. In these cases, the Enforcement team will work closely with the Council's Housing Options service to ensure that alternative accommodation is made available.*

*Selective and Additional licensing may make it less likely for known offenders to find independent accommodation in the Central area, but it is right that in an area of concentrated problems, there is less housing of unsupported problematic offenders. The Council does, however, work closely with partner agencies in the probation services and Police to find appropriate accommodation for the re-settlement of offenders, with the right support. Where the right support is in place and the wider community is not placed at risk, landlords will be able to have confidence in letting properties to offenders and still comply with the licence conditions.*

- e. ***Effectiveness of existing schemes (South Beach and Claremont):*** Landlords and residents have asked for more evidence to demonstrate that the claimed improvements in the South Beach and Claremont areas are a direct result of implementing Selective Licensing there.

### **Council's response:**

*The final proposal document sets out the available evidence from the South Beach and Claremont schemes. While the outputs from the schemes can be readily quantified, for example, the numbers of properties licensed and cases where licensing has led to intervention by public services, it is inevitably more difficult to attribute positive outcomes specifically to selective and additional*

# Summary of Consultation Responses April 2016

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*licensing. This is especially the case where extra investment is being made in the areas, such as through the Transience Programme.*

- f. **Alternatives to Selective/Additional Licensing:** Landlords, residents and Landlord Associations would like the Council to consider alternative options to Selective and Additional Licensing such as, i) adopting the scheme implemented in Doncaster and Southend, ii) licensing individual tenants who cause anti-social behaviour, iii) to make it a mandatory requirement for all private landlords to have a Lettings Agent in place or iv) adopt the 'Co-Regulation' proposal suggested by the RLA

**Council's response:**

*The final proposal sets out the alternative approaches that have been considered following consultation responses. Some of these approaches, like accreditation, have been tried previously without success in Blackpool. Other suggested approaches still use selective and/or additional licensing but outsource the verification of landlords' credentials and inspection of properties to ensure compliance with licence conditions. Given the extent and severity of issues in the Central area of Blackpool, and the tendency for properties to drift between holiday and HMO uses, it is considered that all affected landlords should have to comply with management conditions, and that using in-house staff to manage the licensing scheme ensures consistency with wider regulatory activity.*

*With regard to suggestions of licensing individuals or requiring landlords to use managing agents, the Council does not have any legal powers to take these approaches. Anti- Social Behaviour legislation is used to tackle individual cases of tenants causing ASB where applicable.*

## 2. Delivering Blackpool Council's Proposal

- a. **Licence Exemptions:** Who will be licensed and will the Council give consideration to exempt good landlords from the scheme? Many landlords commented that

## Summary of Consultation Responses April 2016

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good landlords should not have to get a licence but that only bad landlords should be targeted.

**Council's response:**

*As required by the relevant legislation, all landlords will be required to obtain a licence for each property that is let within the designated area, and which falls within the licensing criteria. Selective and additional licensing schemes take a comprehensive approach to ensure that there are consistently high standards of management and property conditions within the area. We anticipate that licensing will improve standards within the market as a whole, thus benefiting responsible landlords.*

- b. **Identification of private rented properties:** Landlords asked what steps will be taken to ensure correct contact details are used to send further communication, such as licence application forms (including land registry checks).

**Council's response:**

*Blackpool Council uses a number of databases to check landlord addresses which include; i) Land Registry information, ii) the Council's property database and iii) the Council's Housing Benefit and Council Tax database. It is important for landlords to ensure their contact details are up to date.*

- c. **Fees:** Landlords and residents have requested further details on licence fee calculations and how they benchmark against other Local Authorities. Many landlords felt that the proposed fees are unreasonably high and should be less. They would also like more details on how the money collected through fees will be spent and whether consideration will be given to offer further discounts.

**Council's response:**

*The Council has reviewed the processes involved in administering the scheme to ensure the fees are set at the right level. The processes are well established from the South Beach and Claremont selective and additional licensing schemes so the*

## Summary of Consultation Responses April 2016

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*review of costs for the Central area reflects the knowledge gained from this experience. The review showed that the costs to administer the licensing schemes have increased. We acknowledge the fees proposed have caused financial concerns to some landlords and for this reason Blackpool Council will absorb these additional costs.*

*The final proposal confirms the licence fees and discounts where applicable. The basic fee structure remains the same, to reflect the costs of administering the scheme. The changes to fees that are proposed following consultation responses are:*

- Additional fees for late or incorrect applications have been omitted because the costs of collecting the additional fees can be uneconomic.*
- The fee for variations of licences, for example through changes in ownership, has been reduced to ensure that it only reflects the costs of carrying out now fit and proper person checks.*

*The principal areas of work from which the fees are built us are:*

- Preliminary Checks - Property Use, Planning & Building Regulations checks, Council tax, Land registry, Legal status*
- Procedural Checks - Request & Check Documentation, Annual Gas certs x 5 years, Referrals to Gas Safe/HSE, Return to Applicant if incomplete, Fit and proper checks undertaken, Application re complete*
- Licence Inspection - Ensure compliance with licence conditions and check management*
- Review & Monitoring Over the Term of Licence - Ensure landlord compliance with licence conditions, annual safety checks and management of current and new tenancies within the 5 year period*

## Summary of Consultation Responses April 2016

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- *ASB Monitoring and Support, including employing dedicated ASB Officers to work with licensed landlords*

*The fee levels are similar to those in most other local authority areas where selective and additional licensing schemes are in place. The approach in Blackpool includes ensuring that all licensable properties are inspected to ensure compliance with licence conditions, and providing dedicated ASB officers. This helps to maximise the positive impact of the schemes.*

- d. **Multiple Licensing:** Is there a requirement for a landlord to purchase one licence per property?

**Council's response:**

*Yes. Each property will be required to be licensed.*

- e. **Buying and selling licensed properties:** Landlords would like to have a better understanding of the legal impacts of purchasing and selling selective licensed properties including repossessions.

**Council's response:**

*The Council does not anticipate that Selective and Additional Licensing will impact adversely on the purchasing and selling of properties. We recommend that landlords have discussions with their solicitors during the conveyancing process to ensure that purchasers are aware of licensing requirements and understand, where applicable, that licences for a 5 year period have already been obtained. New purchasers are required to apply for a new licence and undergo the fit and proper person checks, but new purchasers are required only to pay the variation fee of £140 per licence, rather than the full cost, where there has already been a valid licence in place for a property.*

- f. **Property Inspections:** Some landlords commented that landlords cannot be held responsible for how tenants behave and how tenants treat their properties,



# Summary of Consultation Responses April 2016

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especially where tenants cause damage to properties or do not dispose of refuse responsibly.

## **Council's response:**

*Landlords are not directly responsible for the behaviour of their tenants. However, there is a strong correlation between badly managed, poor quality rental properties and ASB. For this reason, it is important that landlords take a responsible approach to letting their properties and a proactive approach to housing management, encouraging their residents to behave responsibly, being available if there are any issues, and taking appropriate action where tenants are in breach of their tenancy conditions. In HMOs it is especially important that tenants understand and comply with management arrangements such as refuse disposal and are held to account by landlords if they do not.*

## **3. Finance**

- a. ***Impact of reduced appetite for lending by mortgage lenders:*** Whilst it is anticipated by the Council that Selective/Additional Licensing will ultimately help improve conditions, values, and rents in the area, further evidence is required to support this prediction. There are also concerns that banks and mortgage lenders may be less willing to lend in Selective Licensing areas.

## **Council's response:**

*Evidence from a report undertaken on behalf of the Department of Communities and Local Government in 2010 looking at the impact of selective licensing schemes, shows no evidence of 'market collapse' as a result of licensing. The biggest improvements in the market conditions were found in the authority whose designation was made on the grounds of ASB, as proposed in Blackpool, rather than Low Demand.*

*It is accepted that in some cases, mortgage lenders have been reluctant to lend in selective licensing areas, but this simplistic approach is not taken by all financial*

## Summary of Consultation Responses April 2016

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*institutions, and the availability of mortgage finance is predominantly contingent on lenders being satisfied that the relevant property will hold its value and that income streams will be sufficient to repay the funds borrowed. Licensing schemes should contribute to making lending conditions more attractive in the long run.*

- b. **Flexibility in making licence fee payments:** Some landlords said that the scheme would be less onerous if licence fees could be paid in instalments over the 5 year period instead of all of the fees being due up front, especially where landlords own a number of properties within the licensing area.

**Council's response:**

*Requiring the payment of fees up front minimises the costs of administering the scheme, Payments can be made in instalments for the first 12 months. In the instance where a landlord can prove financial hardship the Council will give consideration to devising a more tailored repayment agreement.*

- c. **Impact on rents:** Some landlords and tenants commented that requiring landlords to pay licence fees would lead to increased rents as landlords sought to pass on their costs.

**Council's response:**

*The cost of licence fees over a 5 year period, relative to rental income received, is very small. All landlords operate within a wider market, which for most landlords and tenants in the Central area is also influenced by Local Housing Allowance rates. Landlords may wish to pass on costs to tenants through rents but in reality rents are set by the "market" and not by landlords' costs. For example, there is no direct effect on rents of changes in mortgage interest rates or tax obligations which are also costs for landlords. In the same way, it is not expected that the cost of licensing fees will be passed on to tenants through rents.*

# Summary of Consultation Responses April 2016

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## 4. Penalties

- a. **Implications for not applying for a Selective/Additional Licensing:** Landlords and residents would like to have a better understanding of the possible sanctions should they choose not to apply for a licence. Furthermore, would there be an additional penalty if a licensed property is found to be in a poor condition?

**Council's response:**

*It will be a criminal offence to rent a property without a licence. Doing so could result in prosecution, with a fine of up to £20,000. Additional measures may be introduced when a landlord fails to obtain a licence. These include: i) a Management Order, taking control of the property from the landlord or ii) a rent repayment order (RRO) for up to 12 months rental income.*

*If a property is found to fall below minimum property standards then a schedule of works will be given to the landlord. If the landlord fails to complete this work then the Local Authority, in line with the Housing Act 2004, can take additional action to address non-compliance, such as Improvement Notices and Prohibition Orders.*

## 5. Support

- a. **Support for vulnerable tenants and Landlords:** Landlords and residents would like to understand the provisions that will be put in place to support vulnerable tenants living in properties in poor condition, particularly where enforcement action could leave them facing eviction. Also, whether support will be provided for both residents and landlords to help them understand their responsibilities.

**Council's response:**

*As stated at 1(d) above, there is a range of support available to vulnerable tenants, and close working between the Council's Enforcement and Housing Options teams should prevent tenants facing eviction as a result of enforcement action becoming homeless. The licensing proposals seek to address poor management and conditions so that there are fewer tenants living in*

## Summary of Consultation Responses April 2016

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*unacceptable conditions and more tenants who are satisfied with their accommodation and want to stay put.*

*The Enforcement team and dedicated ASB Officers can provide advice to landlords and tenants on their responsibilities. The Council will look to provide more training and information to landlords and tenants, such as the new Key to Your Home tenant training courses that were launched late in 2015 and are becoming increasingly well attended.*

- b. **Anti-Social Behaviour:** Clarity was required on how quickly the Council would respond to anti-social behaviour more effectively once the scheme had been implemented and whether this would include taking action against tenants with rent arrears. Clarity is also sought on 'waste management' responsibilities and whether the Council can offer landlords additional support when tenancies are due to come to an end.

**Council's response:**

*The introduction of licensing will mean a dedicated ASB Officer will be employed to work in the proposed area. Their role will be to respond and deal with ASB reports as well as assisting landlords in dealing effectively with problematic tenants.*

*From experience, we have seen more positive outcomes where good working relationships have been developed. Having a dedicated ASB Officer will set the foundations for developing a strong partnership with the local Police.*

*The Local Authority is not authorised to take action against tenants in privately rented properties for non-payment of rent – in law that is a civil matter between landlords and their tenants.*

*Fly tipping is a common issue and the Council has measures in place to assist landlords. The Council currently provides euro bins for HMOs as there is recognition that these types of properties generate larger volumes of refuse. One of the tasks assigned to the ASB Officer will be to ensure that fly tipping is removed quickly and they will work alongside the Enforcement Team to take action against perpetrators.*

## Summary of Consultation Responses April 2016

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- c. **Tenant Referencing:** Landlords felt that the tenant reference information they currently received was not very meaningful and would like details on the Council's proposals to support them in this area. Furthermore, could this be extended to the Council maintaining a tenant registration scheme to support landlords in dealing with nuisance tenants?

**Council's response:**

*We appreciate that some landlords are making the effort to obtain tenant references and acknowledge that this information is not always useful. The Council are exploring options to provide a tenant referencing scheme to assist landlords in finding suitable tenants. This would focus on information from the Police on offending histories. The proposed approach is to make it quick and easy for tenants themselves to get a report based on Police records that landlords could require before granting a tenancy. This avoids data protection issues. It is not clear at this point when this new facility will become available.*

*The Council has developed a tenant training course called Key to your Home that tenants attend in three sessions over the course of three weeks. Tenants that have attended the course are given a certificate to prove their attendance and commitment, so this can also be used by landlords as evidence that tenants are committed to behaving responsibly. It is expected that the course will grow further in numbers attending and public profile over 2016.*

- d. **Immigration:** Reports in the media suggest that anti-social behaviour is caused by asylum seekers being placed in hotels. Clarity is required on the Council's plans to address this alleged problem and details on the support available to landlords to check immigration status for prospective tenants.

**Council's response:**

*Blackpool Council has not consented to any contracts whereby the Home Office or its sub-contractors places asylum seekers into hotels. To the best of our knowledge, individuals who are in the process of making an asylum application*

## Summary of Consultation Responses April 2016

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*have not been housed within the Central area. There are no ASB issues caused in the Central area by asylum seekers.*

*Government have made it the landlord's responsibility to check on new tenants' immigration status; there is no further help with this that the local authority can offer.*

### 6. AOB

- a. **Stag and hen parties:** Landlords and residents felt that other external factors were having a negative impact on the Central area of Blackpool, such as stag and hen parties and would like an understanding of how the Council proposes to deal with this issue.

#### **Council's response:**

*Blackpool Council recognises there are external factors which have a negative impact within the Town Centre area, including the behaviour associated with stag and hen parties. Blackpool Council, in partnership with the Fire and Rescue, Police and North West Ambulance Service, are working to address issues relating to the night time economy.*

*The Local Authority is taking steps to attract more families to the Town Centre area and recent figures show an increase in visitor numbers. In an effort to tackle Anti-Social Behaviour (ASB) within the Town Centre, Blackpool Council has recently introduced (November 2015) a Town Centre and Promenade Public Space Protection Order. This gives the Police, and authorised officers, the ability to tackle issues such as street drinking and other ASB behaviour.*

# Summary of Consultation Responses April 2016

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## **3. Results from the Resident and Landlord Surveys**

The results from the surveys that could be completed either directly on the Council's website or by submitting a paper questionnaire are as set out below. Please note that not all questions were mandatory and therefore results have been calculated on the response count for individual questions.

### **Resident Survey**

1,141 questionnaires in total were completed by residents. To summarise, the survey shows the three main concerns residents have in their area are; i) rubbish dumping (39.7%), ii) no sense of community (31.7%), and iii) neglected/run down properties (30.7%). Residents were asked to rate on a scale of 1-5 on how safe they felt in their own home and around their neighbourhood, with 1 being very unsafe and 5 being very safe. 13.7% of residents felt very unsafe, 16.7% of residents gave the rating of 2 and 28% rated the safety of their home and neighbourhood as 3.

The majority of residents had experienced issues with other privately rented properties and HMO's with the main issues being: fly tipping (61.8%), neglected/run down properties (45.8%) and loud noise (45%). The three main areas of concerns for residents when renting a property were; i) security (17.3%), ii) damp and mould (16%) and iii) energy efficiency (13.3%)

53.7 % of residents felt that most landlords were not good and responsible. 96.1% of residents felt that the responsibility lied with landlords to ensure that properties were in a good condition. Anti-Social Behaviour (ASB) is a major concern and residents generally felt the Council were ineffective in dealing with these issues. 82.1% of residents felt that landlords should be responsible for dealing with nuisance and ASB caused by their tenant and visitors.

The results show that 82.8% residents would like landlords to demand references from prospective tenants. 38.9% of residents felt that people were leaving the area as a direct result of the issues outlined in the consultation. 64.7% of residents supported the introduction of Selective Licensing to the Central area, with 22.2% of residents opposing it.

### **Landlord Survey**

267 landlords completed the survey. To summarise the results, the majority of landlords felt that poorly maintained and managed properties contributed to the decline of an area. The three areas which were deemed to be the most significant problems within the Central area of

## Summary of Consultation Responses April 2016

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Blackpool were; i) Anti-Social Behaviour (18.9%), ii) empty properties (15.8%) and iii) low rent levels (15.7%)

Currently 44.9% of landlords/agents were carrying out reference checks on prospective tenants; the majority (85%) felt that landlords/agents should have satisfactory procedures in place.

The three most problematic areas for landlords/agents are; i) tenants leaving without paying rent/giving correct notice (21.7%), ii) tenants building up high levels of rent arrears (20.7%) and iii) difficulties with finding tenants (12.9%). The issues which were of a least concern for landlords/agents were; i) tenants not staying because they were unhappy with the standard of the property (77%), ii) tenants not staying in a property because of the area (63.5%) and iii) tenants being the victims of Anti-Social Behaviour (54.5%).

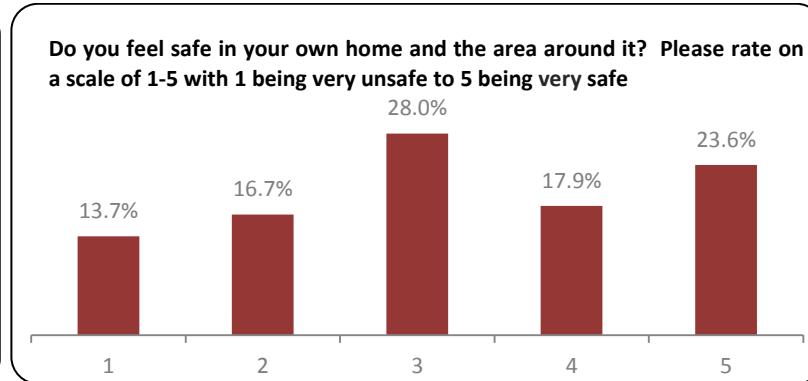
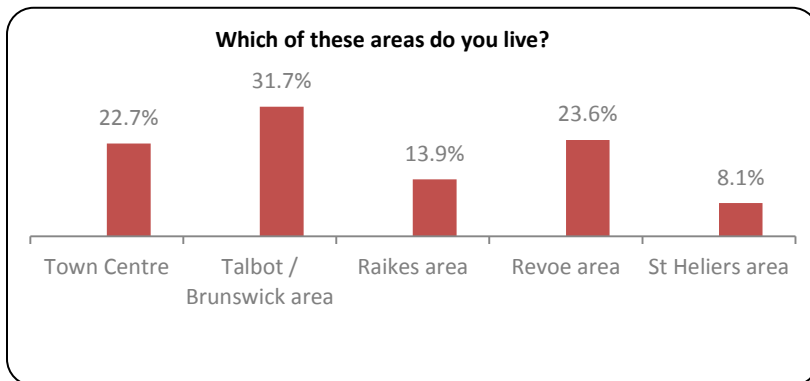
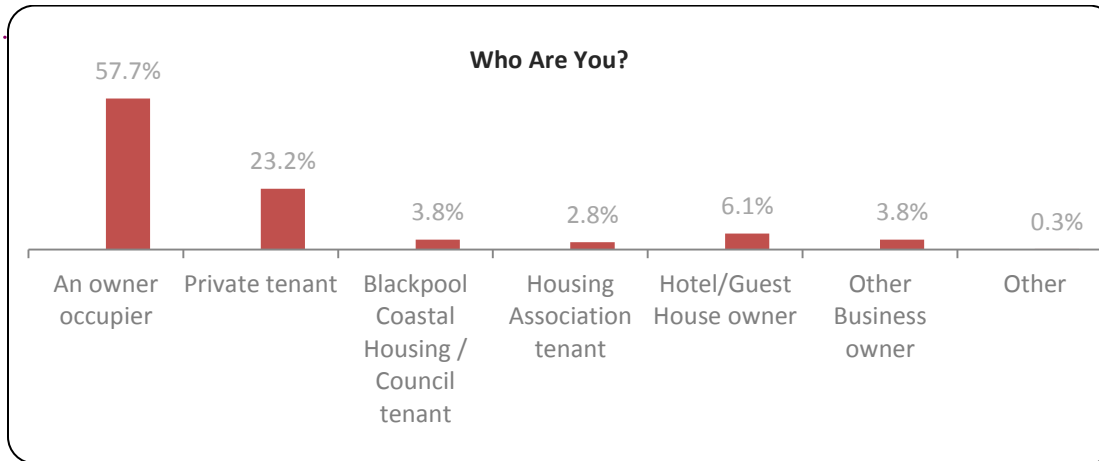
The results from the survey show that most landlords/agents felt that selective licensing would not address the issues currently linked to the Central area of Blackpool with 73.4% opposing the licensing scheme being introduced. However, 75.5% of respondents felt that Blackpool Council should intervene in areas suffering from high levels of Anti-Social Behaviour (ASB).

More detailed results from both surveys can be found below.



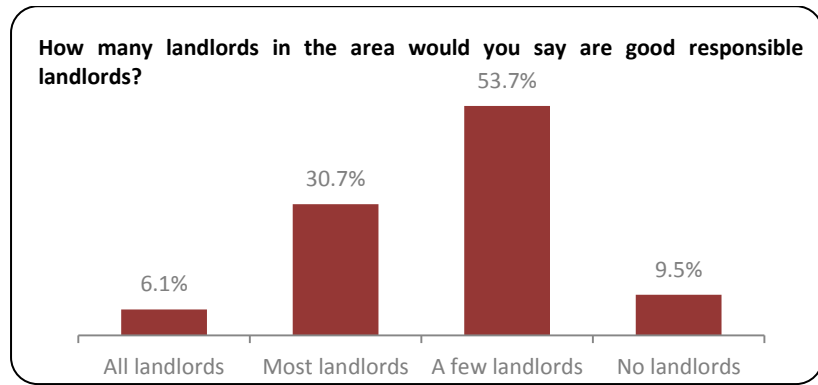
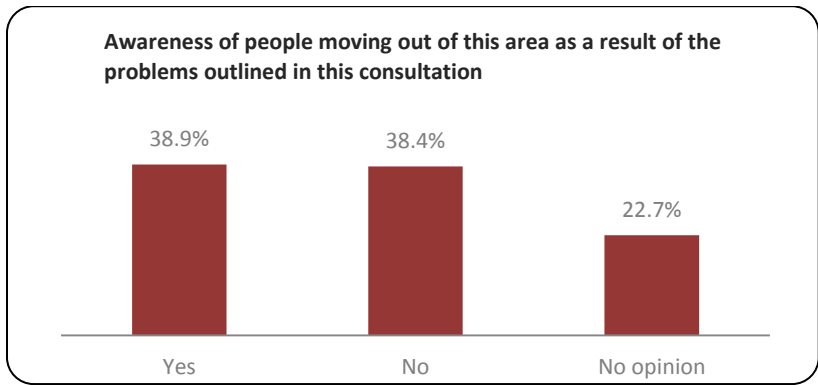
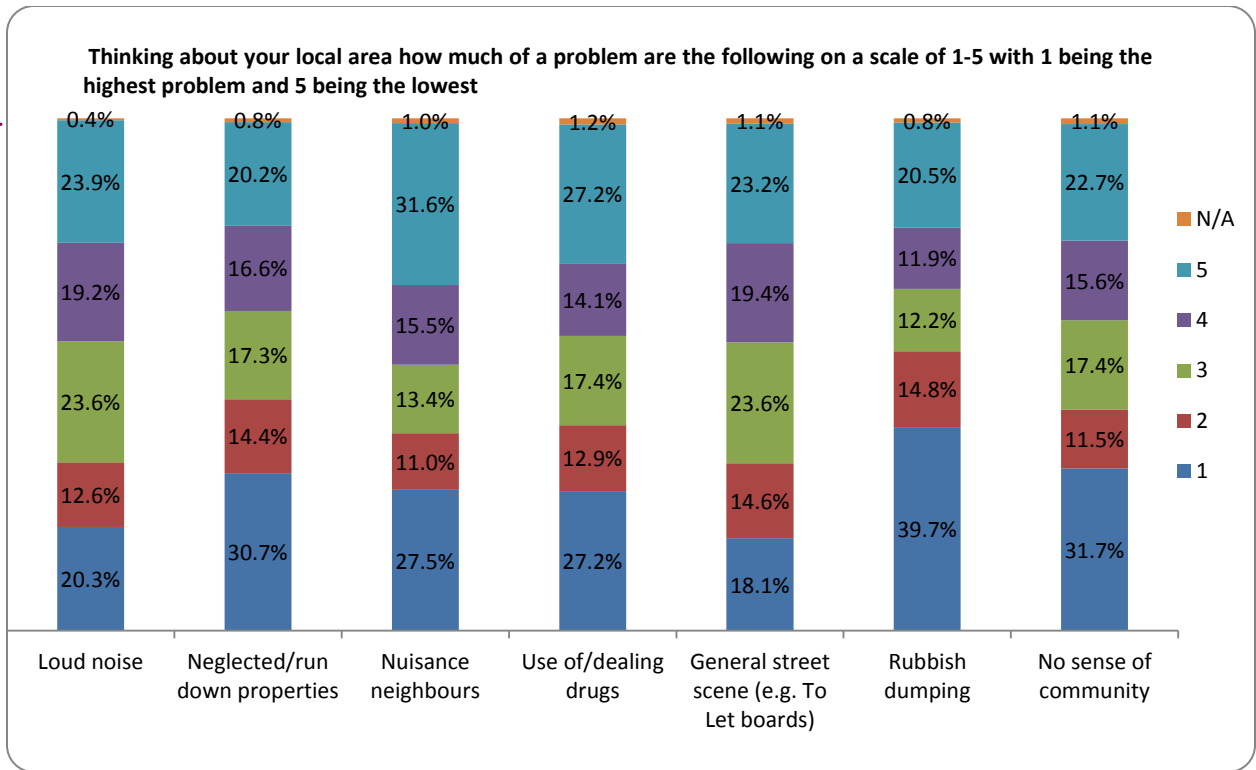
# Summary of Consultation Responses April 2016

## Resident Survey



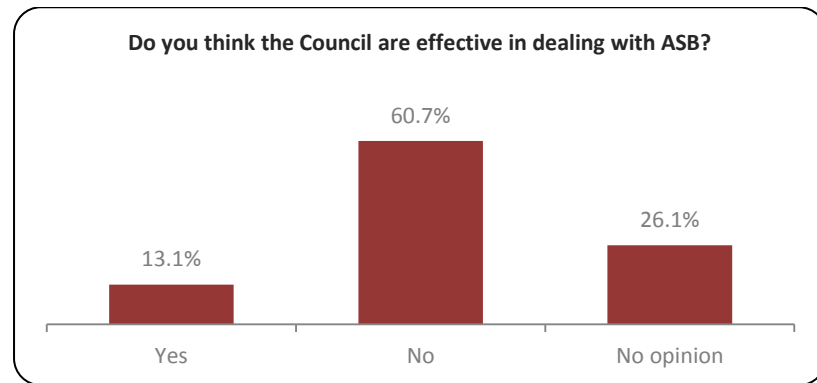
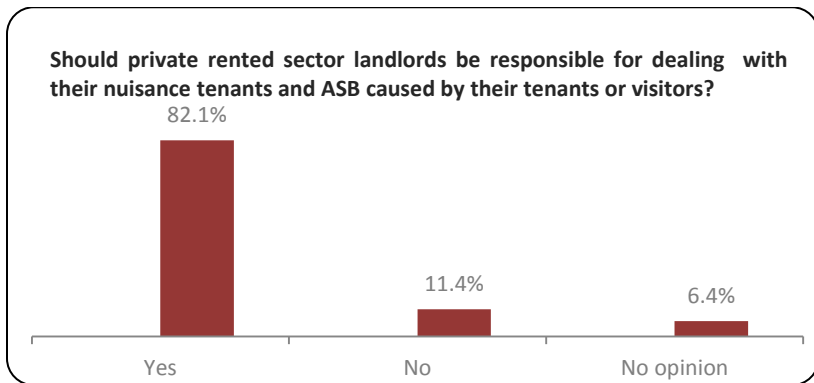
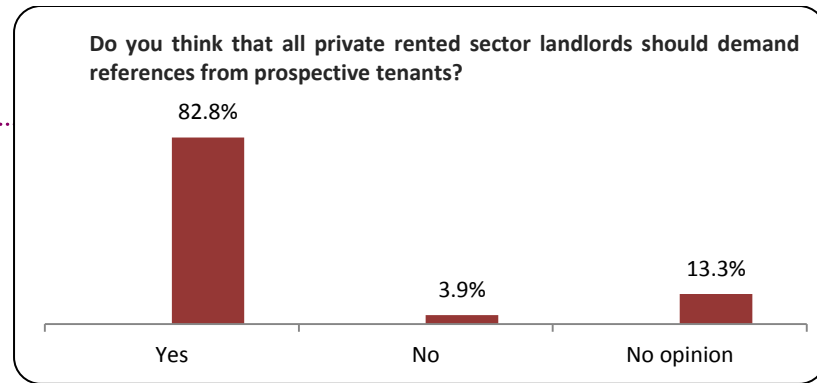
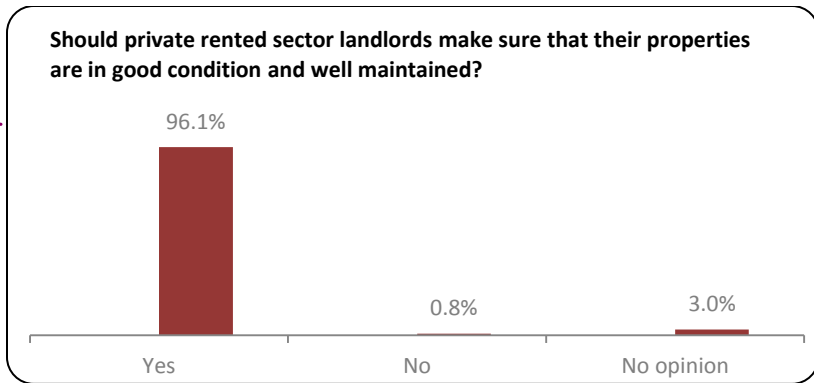
# Summary of Consultation Responses April 2016

Page 100



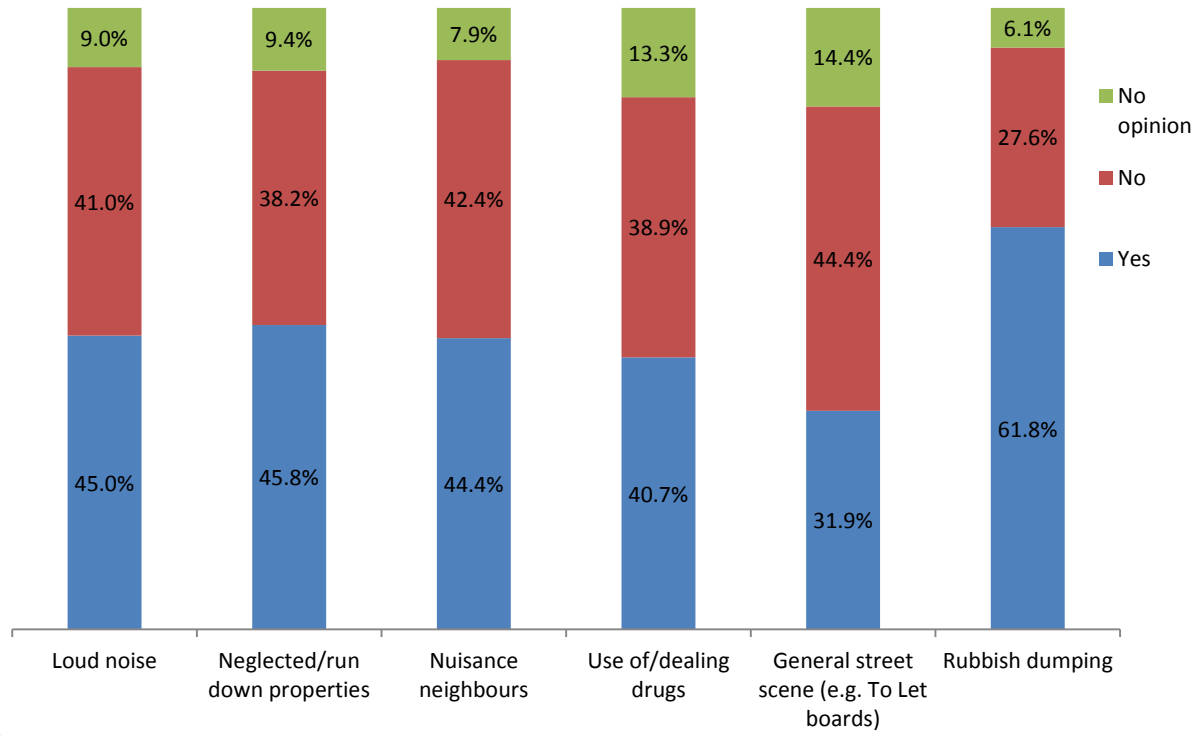
# Summary of Consultation Responses April 2016

Page 101

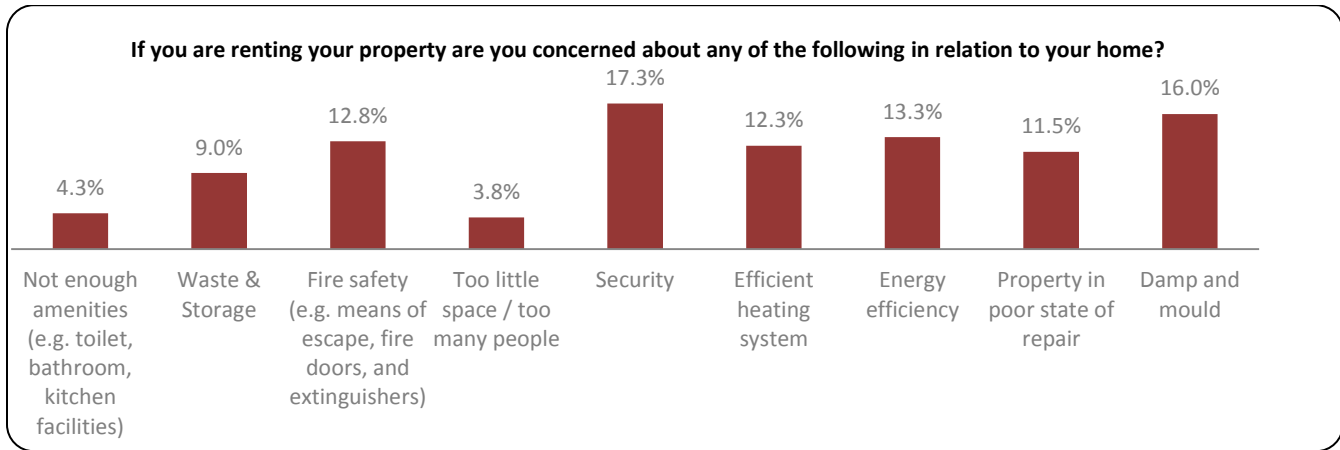
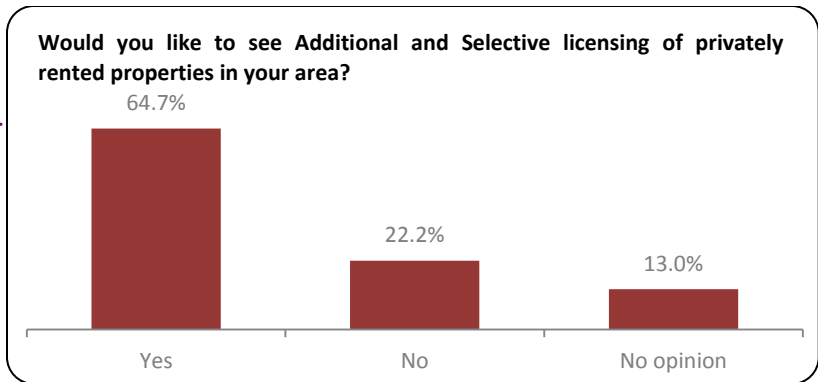


# Summary of Consultation Responses April 2016

Have you had any problems with Houses in Multiple Occupation (HMOs) or other privately rented property in the area, particularly in relation to any of these issues?

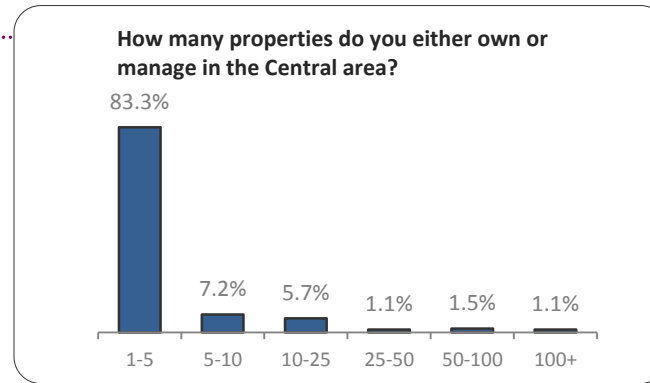
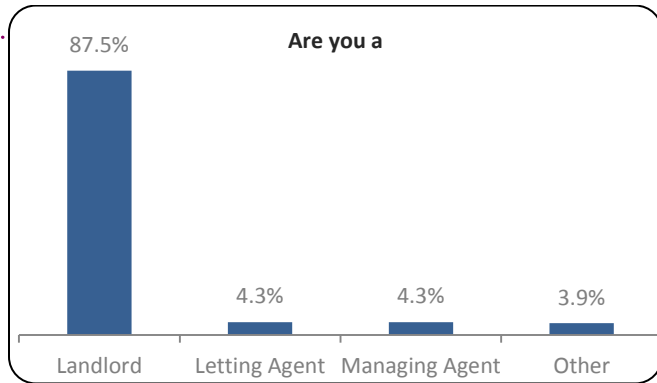


# Summary of Consultation Responses April 2016



# Summary of Consultation Responses April 2016

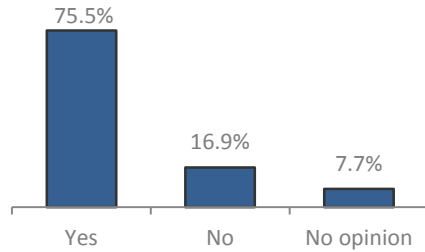
## Landlord Survey



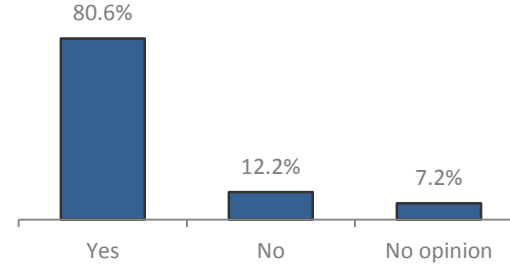
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Page 105

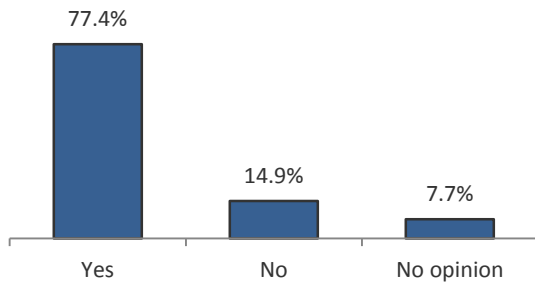
**Do you think that Blackpool Council should intervene in areas suffering from high levels of anti social behaviour?**



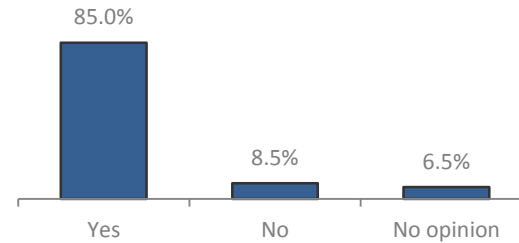
**Do you think that poorly maintained properties can contribute to the decline of an area?**



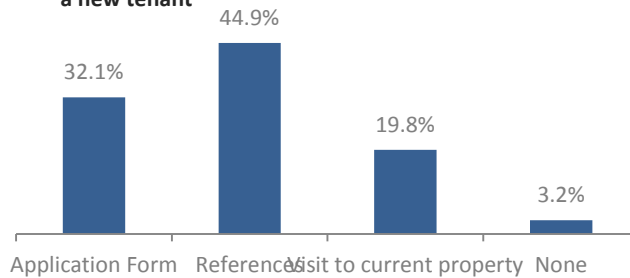
**Do you think that badly managed properties can contribute to the decline of an area?**



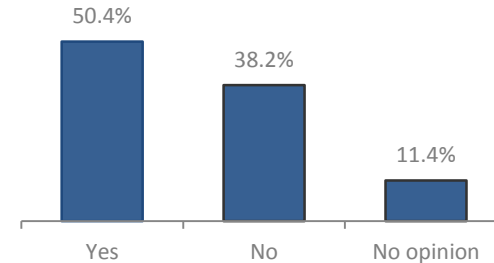
**Do you think that landlords/agents have a responsibility to have in place satisfactory management arrangements including obtaining references for prospective tenants?**



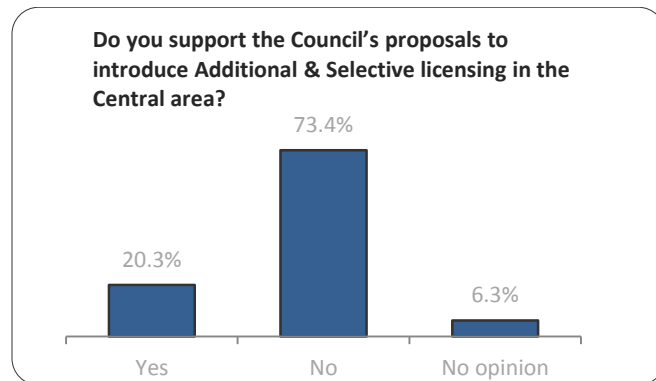
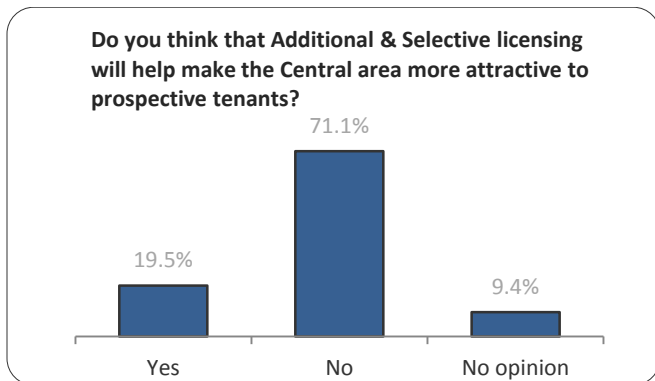
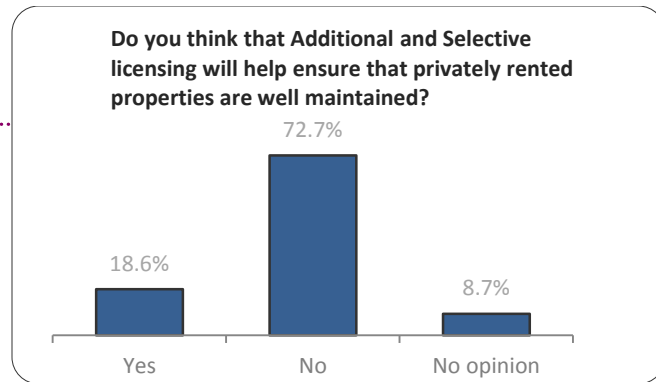
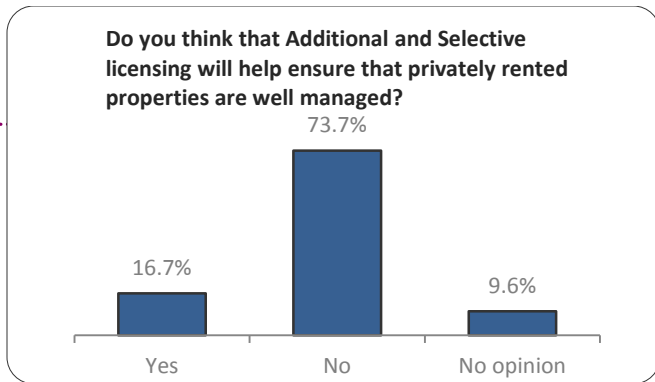
**What steps do you currently take before accepting a new tenant**



**Do you think that it is the landlord/agents responsibility to tackle nuisance/anti social behaviour connected with their properties?**



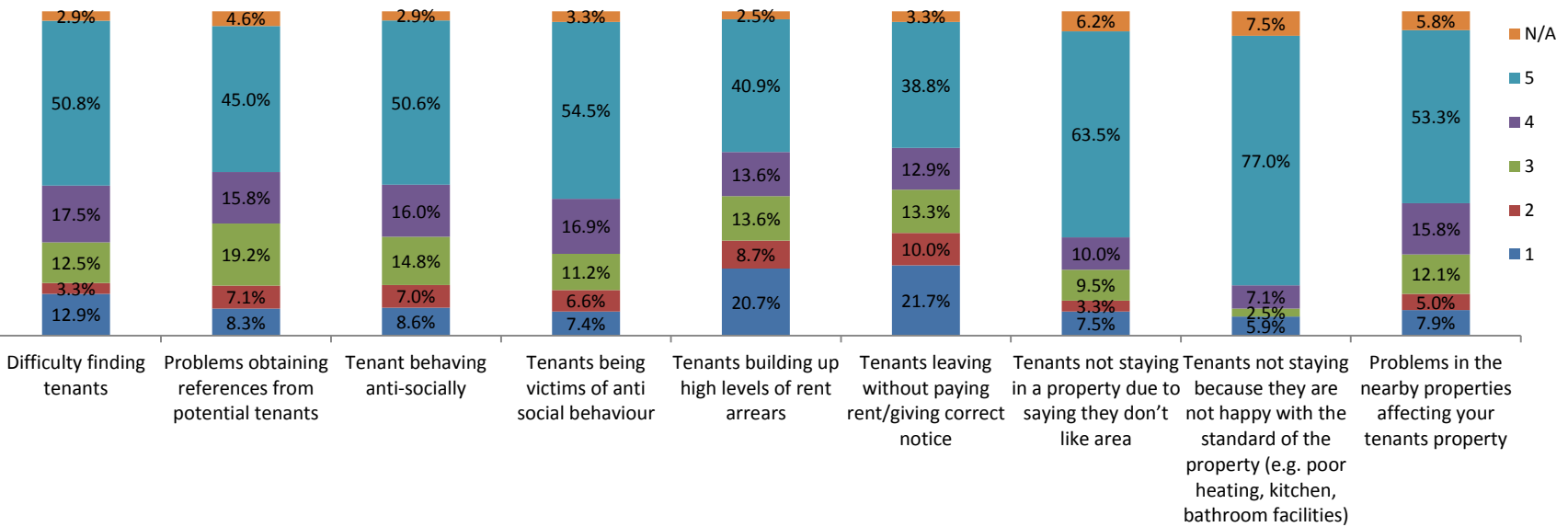
# Summary of Consultation Responses April 2016



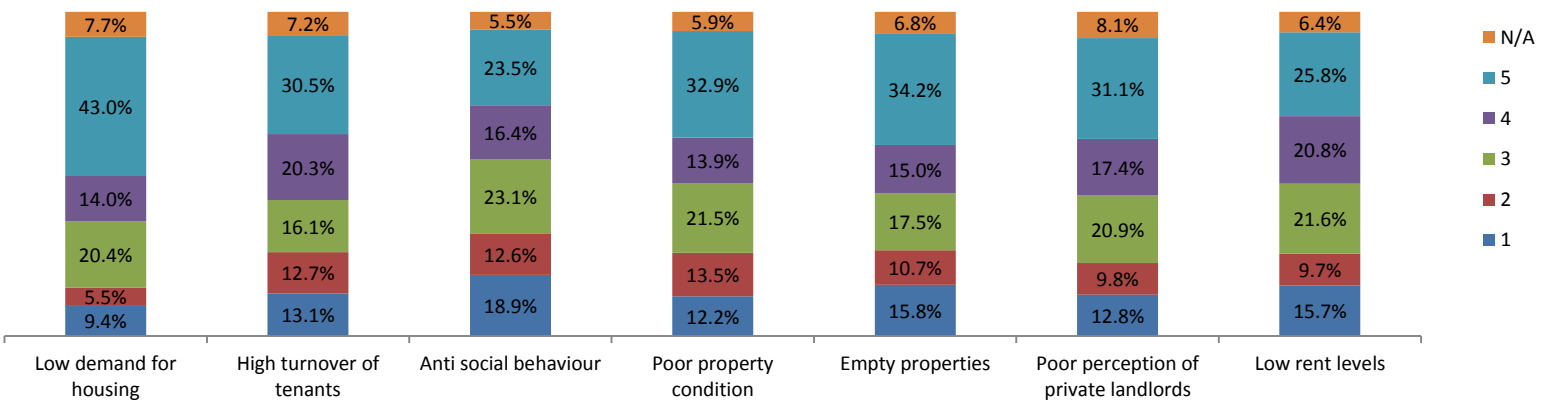


# Summary of Consultation Responses April 2016

Have you had problems with any of the following? (Scale of 1-5 (1 being the highest and 5 the lowest))



How significant are the following problems in the Central area, with 1 being very significant and 5 being not at all significant



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<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	John Blackledge, Director of Community and Environmental Services
<b>Relevant Cabinet Member:</b>	Councillor Gillian Campbell, Deputy Leader of Council (Tourism, Economic Growth and Jobs)
<b>Date of Meeting:</b>	4 <sup>th</sup> April 2016

## ROAD ASSET MANAGEMENT STRATEGY

### 1.0 Purpose of the report:

1.1 To consider the Road Asset Management Strategy.

### 2.0 Recommendation(s):

2.1 To agree the priorities for the Road Asset Management Strategy as outlined at paragraph 5.14 of this report.

2.2 To approve the proposed Road Asset Management Strategy as detailed in Appendix 3a.

### 3.0 Reasons for recommendation(s):

3.1 The Road Asset Management Strategy (RAMS) provides a commitment to achieving benefits in the management of Blackpool's highway network that can be delivered through asset management, and describes the principles that it is proposed to adopt in applying asset management to help achieve the authority's strategic objectives. The Road Asset Management Strategy documents need to be agreed by the Council's Executive and published on the Council's website as part of the Department for Transport's (DfT) self-assessment process.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Not to approve the strategy and risk not being able to achieve a Band 3 assessment for highways with the resulting fall in potential funding.

To agree different priorities for Roads Asset Management Strategy.

**4.0 Council Priority:**

4.1 The relevant Council Priority is “The economy: Maximising growth and opportunity across Blackpool”

**5.0 Background Information**

5.1 The Roads Asset Management Strategy (RAMS) is intended to set out the aims, objectives and processes involved in managing Blackpool’s highway network. The Roads Asset Management Strategy assists the Council in:

Managing limited funding and resources and directing them to the areas of greatest need; Understanding the condition of the network in order to make sound decisions on investment; Ensuring that the decision making process is open to scrutiny, ensuring that the ‘rules’ for investment meet the needs and aspirations of the Council; and Enabling decisions on highway maintenance to be consistent with delivering sustainable objectives for the community.

5.2 The strategy is now a statutory requirements placed on every local highway authority including Blackpool Council and forms part of their new funding model.

5.3 The strategy will be considered by the Tourism, Economy and Resources Scrutiny Committee on the 31<sup>st</sup> March 2016 in advance of the Executive meeting. Any comments or issues raised by that meeting will be reported to the Executive.

5.4 In 2014 Department for Transport undertook a review of capital funding for highways maintenance and as a result there will be a move towards incentivising Councils to adopt long term strategic planning via their respective Highways Asset Management Plans. From 2016/17 these plans and strategies will be scored by the local authority itself, and signed off by the Section 151 Officer before being returned to the Department for Transport, and categorised into Bands, 1,2,3 (3 being the best score) denoting the assessment of the quality of each plan. Based on this scoring incentive funding will be calculated and allocated

5.5 Councils that achieve a Band 3 assessment will be allocated the full allocation of funding, whilst those in Bands 1 and 2 will eventually have their funding capped.

- 5.6 The incentive funding awarded to each Council will be based on their overall score in the questionnaire. Over the coming years the share of the fund authorities will receive is based on their overall performance.
- 5.7 Blackpool currently scores itself as a Band 2 authority as it can evidence a band 2 score in at least 15 of 22 questions. However, this score is dependent on achieving at least Band 2 in questions 1, 2 and 5 of the Self-Assessment questionnaire and to achieve Band 2 in question 1 the Council is required to adopt an asset management strategy. Therefore, the Roads Asset Management Strategy documents need to be agreed by the Council's Executive and published on the Council's website.
- 5.8 To ensure that Blackpool Council is assessed as Band 3 and obtains full funding in the future, it is imperative for the Council to continue to build on its reputation as a leader in Highways Asset Management and develop the Centre of Excellence approach.
- 5.9 The current economic climate poses big challenges to Blackpool Council to make the best use of limited resources in providing an acceptable highway service to the public, yet critically to maintain the integrity of Blackpool's highways for future generations. A recent national public opinion survey (NHT) 2014, reported that Blackpool was the only local authority with increased public satisfaction in road condition in the UK. Further to this in 2015, Blackpool Council was awarded the NHT Best performance award for a range of transportation themes including road condition. This shows the importance of local road condition to the residents.
- 5.10 Public pressure can sometimes push the Council towards a worst-first strategy (reactive service). Certainly all the safety defects noted on the routine safety inspections are repaired on a reactive basis. However it should be noted that giving a higher priority to what appears to the public to be a road in a poor state of repair, will limit funds for preventive work on roads which already have precedence and will result in lower value for money and sustainability of the network going forward.
- 5.11 The Road Asset Management Strategy aims to encourage all stakeholders to strike a balance between the need for immediate pothole repairs to ensure the safety of road users and 'right first time' solutions that provide better value for money. Additionally a return to the 'social network' whereby the identification of the most socially important roads in each ward could be used in prioritising limited funding for better social outcomes.
- 5.12 It is also key that the Council prioritises its limited funding to maintain any assets which have safety implications. For example zebra crossings, mini roundabout and essential road markings and these should be prioritised over and above other assets. It costs almost four times as much to reconstruct a typical road that has failed than to maintain it following a preventive strategy. The recommended option of the Road

Asset Management Strategy is set to achieve the right balance in terms of budgetary expenditure, between reactive safety repairs to areas with lower claims history, and safety and preventative works to areas with higher claims history.

5.13 By holding firm with this policy/approach (this means continuing with the targeting of the residual funding in areas with the highest tripping claims thus reducing the number and cost of claims) and improving the condition and maintenance of Blackpool's road network the Council can significantly reduce the amount paid out in third party tripping claims. These savings are required to contribute towards the repayment of the Prudential Capital Borrowing (Project 30), with any further savings put back into highway maintenance budgets and therefore used to treat the strategic roads which require ongoing investment.

5.14 To summarise the recommended option is :-

1. Use available funding and resources to ensure that the safety assets (zebra crossing, essential road markings, mini roundabouts) are maintained.
2. Residential streets not in high claim areas will be maintained to the best standard that can be achieved by safety repairs only (pothole repairs.
3. Residential streets in high claims areas will be targeted with intervention re-surfacing treatments to prevent failure demand, thus preventing future claims.
4. The savings made from 1,2 and 3 above to be re-invested into the strategic road network for the good of all users.
5. Bid for future funding opportunities such as the Department for Transport's Challenge fund and
6. Work with Councillors and other stakeholders to understand their local community demands in road condition and spend any additional funding in line with the social road network

5.15 Does the information submitted include any exempt information? No

5.16 **List of Appendices:**

Appendix 3a: Road Asset Management Strategy

**6.0 Legal considerations:**

6.1 There are a number of legal considerations which are outlined in Section 3.4 of the Road Asset Management Strategy attached at Appendix 3a.

**7.0 Human Resources considerations:**

7.1 None

**8.0 Equalities considerations:**

8.1 The proposed strategy is intended to create a road network that is fit for all.

**9.0 Financial considerations:**

9.1 Failure to ratify a Road Asset Management Scheme has implications for the Department for Transport's self-assessment and will lead to reduced grant funding.

9.2 The key financial considerations are outlined in Part 4 of the attached Road Asset Management Strategy.

**10.0 Risk management considerations:**

10.1 Risks associated with document are contained within the Road Asset Management Scheme.

**11.0 Ethical considerations:**

11.1 None

**12.0 Internal/ External Consultation undertaken:**

12.1 Consultation has taken place with Councillors and with Highway Consultative Forum.

**13.0 Background papers:**

13.1 None

**14.0 Key decision information:**

14.1 Is this a key decision? Yes

14.2 If so, Forward Plan reference number: 2/2016

14.3 If a key decision, is the decision required in less than five days? No

14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 22<sup>nd</sup> March 2016 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**



**20.0 Executive Members present:**

20.1

**21.0 Call-in:**

21.1

**22.0 Notes :**

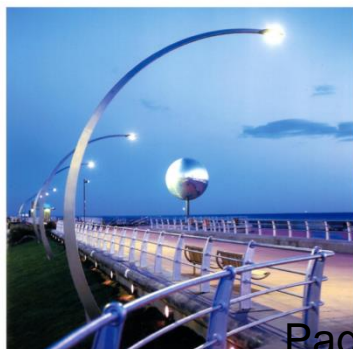
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# Road Asset Management Strategy 2015-2045

## Part 1 Introduction

Blackpool Council





# Part 1 Introduction

## 1.1 What is the purpose of this document?

This document provides an introduction to the series of documents that comprise Blackpool's Road Asset Management Strategy, RAMS.

It begins by briefly outlining the role of RAMS as part of Blackpool Council's approach to managing and maintaining the road network and the reasons why a RAMS is needed particularly at the current time.

It then sets out Blackpool's Road Asset Management Framework which describes the various functions of the RAMS represented by the different documents within the series, what the outputs of those different functions are and how they all fit together.

## 1.2 What is a Road Asset Management Strategy?

Blackpool Council's Road Asset Management Strategy, RAMS, is a series of documents that set out how road infrastructure in Blackpool will be managed over the medium term (5 years) and long term (10-30 years).

The term 'asset' is used in this document to refer to infrastructure that provide important economic, social and environmental services and benefits to people living, working and travelling through Blackpool.

Blackpool's road infrastructure assets include:-

### Carriageways

- 529km of carriageways
- 73km of alleyways

### Footways

- 1056km of footways (next to the carriageway)

### Structures

- 27 bridges

### Drainage

- Culverts
- 28,477 gullies
- 301 watercourses

### Other assets

- 16km of safety barriers and guardrails
- 5,907 traffic signs and
- 539 bus stops and 242 bus shelters.

They collectively comprise the most valuable assets under our stewardship with a gross value of £833M (in 2014/15).

## Blackpool Highways Asset Management Strategy

Blackpool's street lighting and Traffic Control systems are managed through a Private Finance Initiative and as such will not return to Blackpool Council's control until 2028. Whilst they are not included with the short to medium term financial plans it is nonetheless vital that Blackpool Council consider the long term financial implications of reacquiring these assets within the 30 year strategy period.

### 1.3 What will the RAMS contain?

The RAMS is a collection of 'live' documents that will be updated at regular intervals as part of the due process. Elements of the RAMS will require further development through 2015/16 and 2016/17 and where this is the case the relevant sections will detail those specific action plans including the timing and appropriate approach to approval and updating.

The RAMS is organised in 5 Parts:

#### Part 1 Introduction

This document. The introduction also sets out the Road Asset Management Framework in the next section.

#### Part 2 Road Asset Management Policy and Principles

This is an overarching policy statement and set of principles for Road Asset Management that demonstrate how we will support the Corporate Plan priorities.

#### Part 3 Core Objectives and Strategy

- Analysis of the legal and policy context.
- Analysis of the challenges and risks to the sustainability of our road infrastructure over the next 10-30 years.
- Analysis of the financial context.
- Core objectives to address these challenges and support our aspirations for the Borough. This will be consistent with the strategic actions contained within Blackpool Council's Local Transport Plan.

#### Part 4 Asset Investment Strategies

Asset Investment Strategies provide the strategy actions and investments required to address the Core Objectives in Part 4 for each asset group, namely:

- Carriageways,
- Footways,
- Structures (including bridges),
- Drainage,
- Other assets including safety barriers, road markings etc.

Each investment strategy will contain the following:

- Asset performance trends,
- Performance forecasts and investment options,
- An assessment of the investment options and the degree to which they fit to the Core Strategy Objectives,
- Supporting strategy actions,

## Blackpool Highways Asset Management Strategy

- Assessment and management of risks affecting the delivery and outcomes of preferred investment options.

### Part 5 Prioritisation Framework

- A framework for prioritising planned works proposals,
- A sequential method for managing critical infrastructure risks and then evaluating other non-critical proposals on the basis of value for money.

## 1.4 Format and layout of the RAMS documents

1.4.1 Where there is an identified need to develop capability or implement new requirements in relation to the items above, improvement actions will be highlighted in those relevant sections and summarised in ANNEX 1. Throughout the text of the RAMS key pieces of information will be highlighted in coloured tables:

- Conclusions and recommendations will be contained within green tables,
- Review and action plans will be contained within blue tables,
- Risks will be highlighted in red tables,
- Explanations of key concepts will be provided in orange tables.

## 1.5 Why is a RAMS needed?

### Challenges and risks

#### 1.5.1 The need for a long term approach to managing highway assets

Highway infrastructure assets typically have or long lifespans service lives. However, those service lives do come to an end and whilst it is possible to continue for some time to manage them with short term repairs, all assets will eventually require some form of major maintenance involving either preventative measures or partial or full replacement. This can lead to variable levels of investment requirements over time and, of equal importance, opportunities to undertake preventative actions that will substantially reduce long term costs also need to be anticipated and planned for. This is a very different view of maintenance to the traditional focus on reactive repairs.

#### 1.5.2 Continued reductions in Central Government funding

Like many other local Councils, Blackpool Council faces a formidable challenge with continued reductions in Central Government funding and growing pressures from across all portfolios. In this context the RAMS is needed more than ever to provide the Council with a long term view that will clearly define the expectations from our transport infrastructure and quantify the corresponding levels of capital investment in different maintenance activities that will ensure medium and long term costs are minimised.

Blackpool Council now follows Road Asset Management principles, i.e. to sustain the same road condition as achieved under Project 30, using preventative treatments. To revert back to a 'worst first' approach will cost Blackpool Council £100M over the next 25 years. This 'spend to spend less' initiative means that funding can be used to support other important services.



## Blackpool Highways Asset Management Strategy

### 1.5.3 Addressing long term threats to the sustainability of our infrastructure

With Project 30, Blackpool Council laid the foundations for a highway network that can support Blackpool's long term economic and social aspirations. However, without a long term strategy, underlying risks and threats to the sustainability of our highway network will reach a critical level in the next 10-20 year period and will have significant and measurable impacts on economic growth prospects and in particular the tourism industry in Blackpool. Key amongst these are:

- the cumulative effects of underinvestment in routine and preventative maintenance on many parts of the infrastructure,
- the likely continued trend of higher construction price inflation and instability,
- the effects of climate change and its growing uncertainty over the vulnerability of our network with key coastal transport infrastructure.

### 1.5.4 Public satisfaction

Over the last 3 years Blackpool Council was the most improved authority in the UK for local residents' satisfaction towards road condition increasing from 22% satisfaction in 2011 to 41.3% in 2014. In 2014 Blackpool Council was awarded the best performance for public satisfaction for a range of transport related themes which included road condition. However, the highway network still receives a large volume of enquiries from the general public, businesses and tourists. At a number of 'Council Couch' sessions, the highway network accounted for 14% of issues raised and is amongst the top 3 subjects that are raised constantly at public forums.

## Recent national policy developments

### 1.5.5 Government capital allocations policy for 2015/16-2020/21

Over the period 2015-2021 Central Government has introduced an incentive mechanism within the capital allocation process which is designed to encourage Local Authorities to adopt asset management strategies and other efficiency measures for their highway networks. Local Authorities that fail to demonstrate continuous improvement and fully embed asset management within their financial plans and forward works programmes will lose up to 15% of their capital allocation by as early as 2018/19 and up to 21% by 2020/21. See Part 4 for a full explanation.

### 1.5.6 Introduction of competitive bidding for maintenance capital

The Department for Transport has allocated a total of 10% of available highway maintenance capital budgets for the period 2015-2021 to a competitive Challenge Fund bidding process. Blackpool Council has already been successful in securing £5.565M from this process to reconstruct 10 bridges across the Borough.

This clearly demonstrates the benefits of our asset management approach in securing additional funding, in particular for larger schemes that are not easily managed within annual budgets. We also wish to undertake preparatory work through our asset management strategy to enable us to secure further funding in the next round of bids in 2018/19 to invest in the highway network.



## Blackpool Highways Asset Management Strategy

### 1.5.7 Opportunities for cheaper finance for infrastructure investments

There are growing opportunities for funding through lower cost financing mechanisms, in particular through the new Municipal Bonds Agency (Local Capital Finance Company) which may provide an alternative route for prudential borrowing to the traditional Public Works Loan Board. A robust asset management strategy is a vital prerequisite to accessing these mechanisms.

### 1.5.8 Demonstrating the economic benefits of infrastructure maintenance

Investments in capital maintenance very often yield much higher value for money than investments in new transport infrastructure. It is important that the RAMS can provide the evidence base for prioritisation of investments through engagement with regional partners such as through the Lancashire Local Enterprise Partnership (LEP). The link between maintenance and economic growth has already been recognised by the LEP as Blackpool have also been successful in securing Growth Deal funding of £3.8M alongside the Challenge Fund money towards the abovementioned bridge reconstruction programme.

## 1.6 Road Asset Management Framework

### 1.6.1 What is the Road Asset Management Framework?

The RAMS documents form part of a wider set of documents and associated processes that comprise Blackpool Council's Road Asset Management Framework.

The aim of the Road Asset Management Framework is to define how all of these documents and processes fit together to ensure that every aspect of delivery of the Council's highway services is directed by our high level policy and strategy objectives.

The framework is built around a number of international and national standards for asset management including PAS 55:2008, ISO 55000:2014, the International Infrastructure Management Manual (IIMM) and BS PAS 1192-3:2014 on asset information management. Specific national guidance on Highway Infrastructure Asset Management provided by the UK Roads Liaison Group (UKRLG, 2013) contains a recommendation that Local Highway Authorities should adopt an Asset Management Framework for its highway and transport assets.

However, it is also necessary to adapt and interpret these standards to the context of Blackpool Council to enable us to fully embed asset management across the organisation and link with existing functions within the Council.

We are disseminating and developing our processes and methods through the Local Councils' Road Investment Group (LRHIG), which was established by Blackpool Council, to ensure that our approach reflects best practice and enables us to benchmark with other Local Authorities. There are now a number of other local council's adopting and following our approach.

### 1.6.2 Governance of the Road Asset Management Framework

A Road Asset Management Board is established with the following membership:

- Cabinet Member for Municipal Assets,
- Director of Community and Environmental Services,

## Blackpool Highways Asset Management Strategy

- Head of Highways and Traffic Management Services,
- Senior Highway Management Officers,
- Transport Policy Representatives,
- Representatives of Director of Resources for Finance,
- Representatives of the Corporate Risk Services ,
- Representatives from the Corporate Procurement service.

The role of the Road Asset Management Board will cover the following:

1. Commissioning of reviews of the key elements of the Road Asset Management Framework according to stipulated schedules within the RAMS.
2. To make recommendations in relation to preferred long term investment options and major projects and programmes and inform the development of the Medium Term Financial Strategy.
3. To monitor investment strategy outputs and manage exceptions and variance from the projected outputs and target trajectories.
4. To own and manage the risks within the Corporate Risk Register that originate from the RAMS.
5. To commission and receive annual reviews of the resilience of Blackpool's road network.
6. To review the implications of the RAMS for preferred delivery and procurement routes
7. To commission stakeholder engagement and communication activities and public satisfaction surveys.
8. To receive an annual State of the Borough report containing key monitoring and evaluation information related to the condition and performance of assets, customer satisfaction and wider social, economic and environmental outcomes of the RAMS.
9. To ensure that the Council's information management systems are fit for the purpose of delivering the Road Asset Management Framework.
10. To ensure that the management of the Highways Risk group are developing and improving the defence methods and including any lessons learned feeding back to the corporate risk group. The highway risk group are also developing robust claims metrics for reporting.
11. Monitoring the success and developing fraud prevention with the fraud prevention officer.

### 1.6.2 Key elements of the Road Asset Management Framework and influences

Figure 1.6.2 shows the main elements of the Road Asset Management Framework and the links with the Blackpool Council Plan Priorities, Blackpool Local Transport Plan (LTP) and national legislation, policy and Codes of Practice.

These documents ensure a full 'line of sight' from the Council's priorities to the specification of levels of service and operational policies for delivery of highway services.

Sections 1.6.2.1 - 1.6.2.13 cover the key elements of the RAMS Framework in turn. The status of each element within the current edition of the RAMS is also summarised with actions for review or improvement and recommended consultation and democratic approval process.

## Blackpool Highways Asset Management Strategy

### 1.6.2.1 Road Asset Management Policy

The guiding principles set out in Part 2 provide the justification and common understanding of the way in which Blackpool Council carries out its asset management functions. In particular they dictate the way in which we respond to the expectations of our stakeholders and wider challenges and risks affecting our service.

#### Current status, review and actions

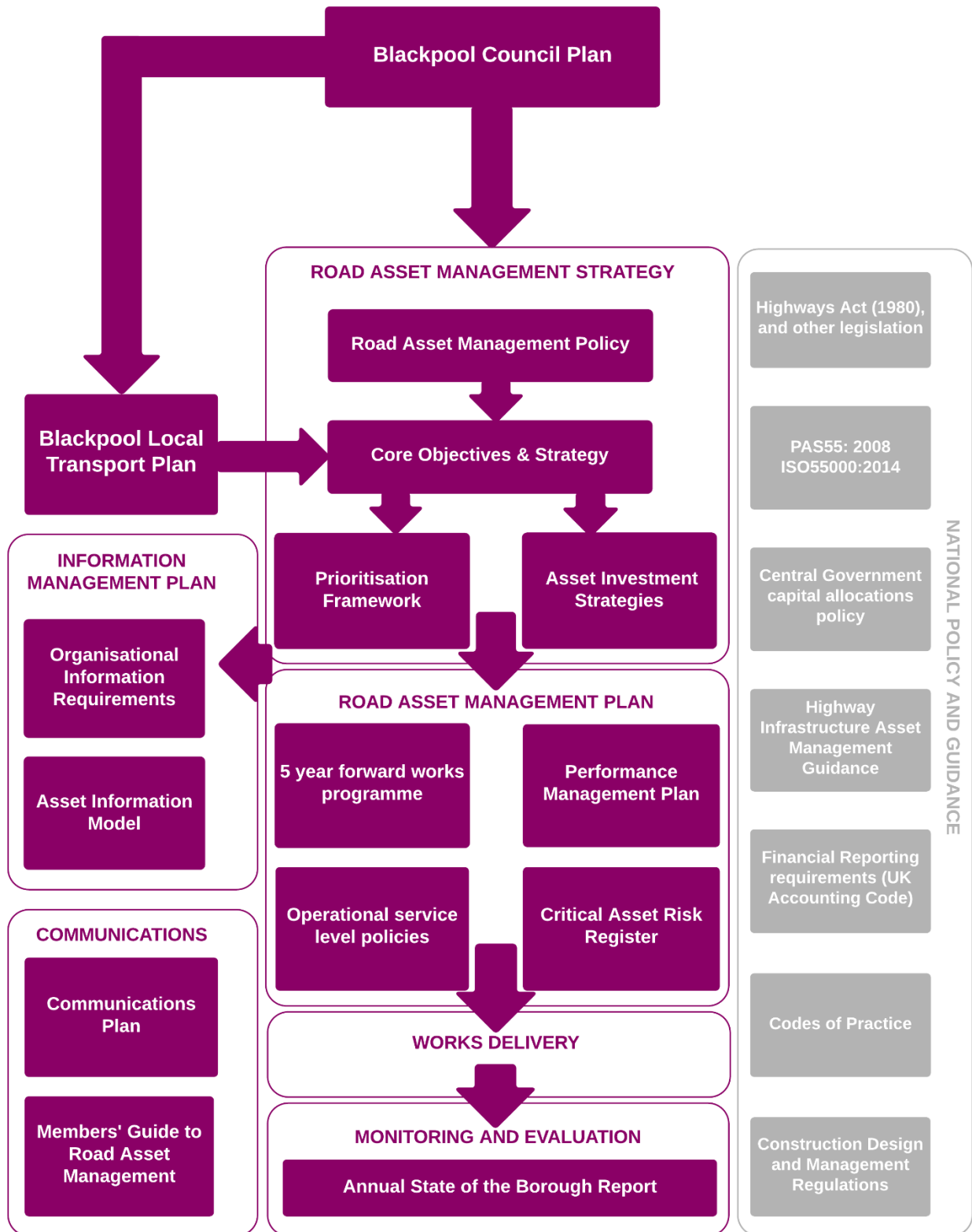
**The Policy and Principles should be reviewed on at most a 5 yearly cycle with scoping reviews in between in line with revisions to the Council Plan or major changes to legislation.**

### 1.6.2.2 Core Objectives and Strategy

Figure 1.6.2.2 shows the key elements of the core objectives and strategy and its interactions with other documents and processes.

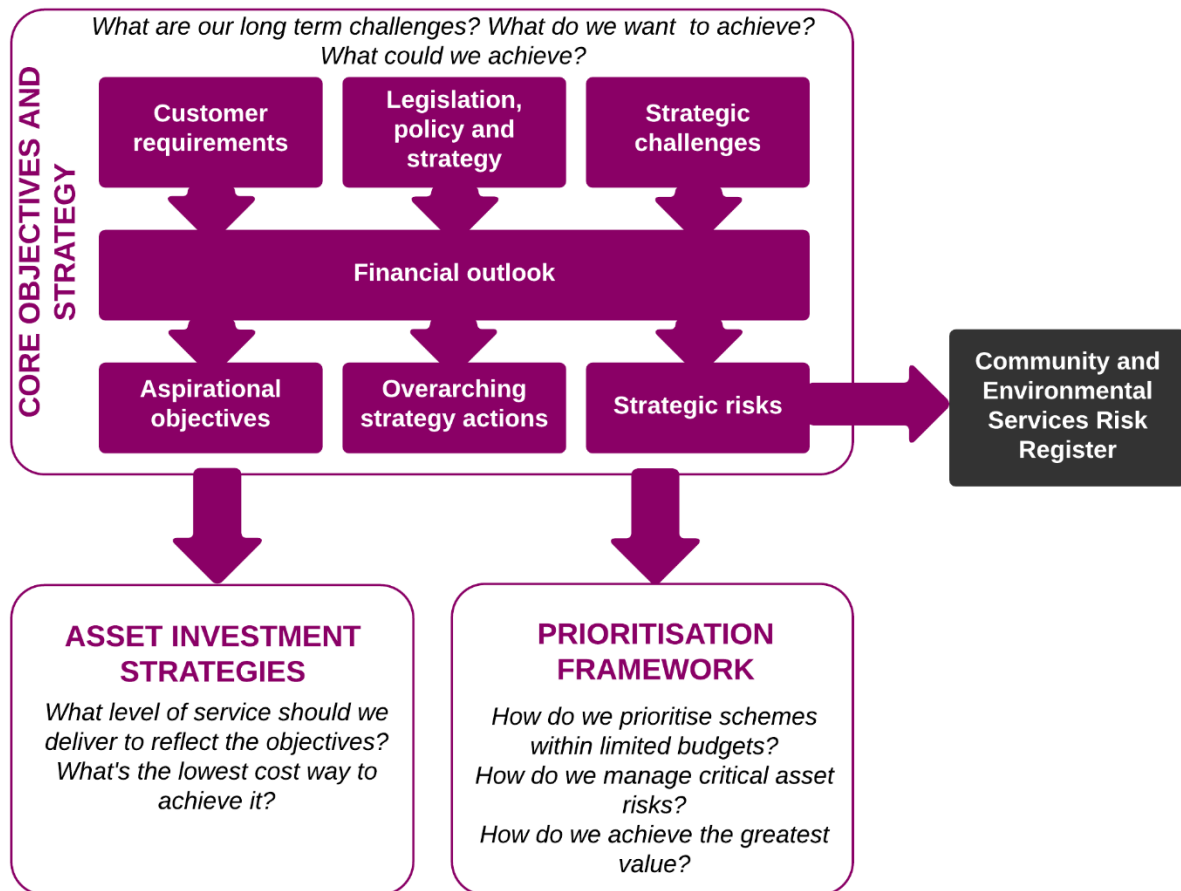
# Blackpool Highways Asset Management Strategy

Figure 1.6.2 Key elements of the Road Asset Management Framework and Influences



# Blackpool Highways Asset Management Strategy

Figure 1.6.2.2 Core Objectives and Strategy and interactions with other documents



These Core Objectives are not necessarily expressed as measurable targets at this stage but provide direction to the investigation of options for each asset group in the Asset Investment Strategies. It also provides a prioritisation of these objectives recognising future budget limits.

**Current status, review and actions**

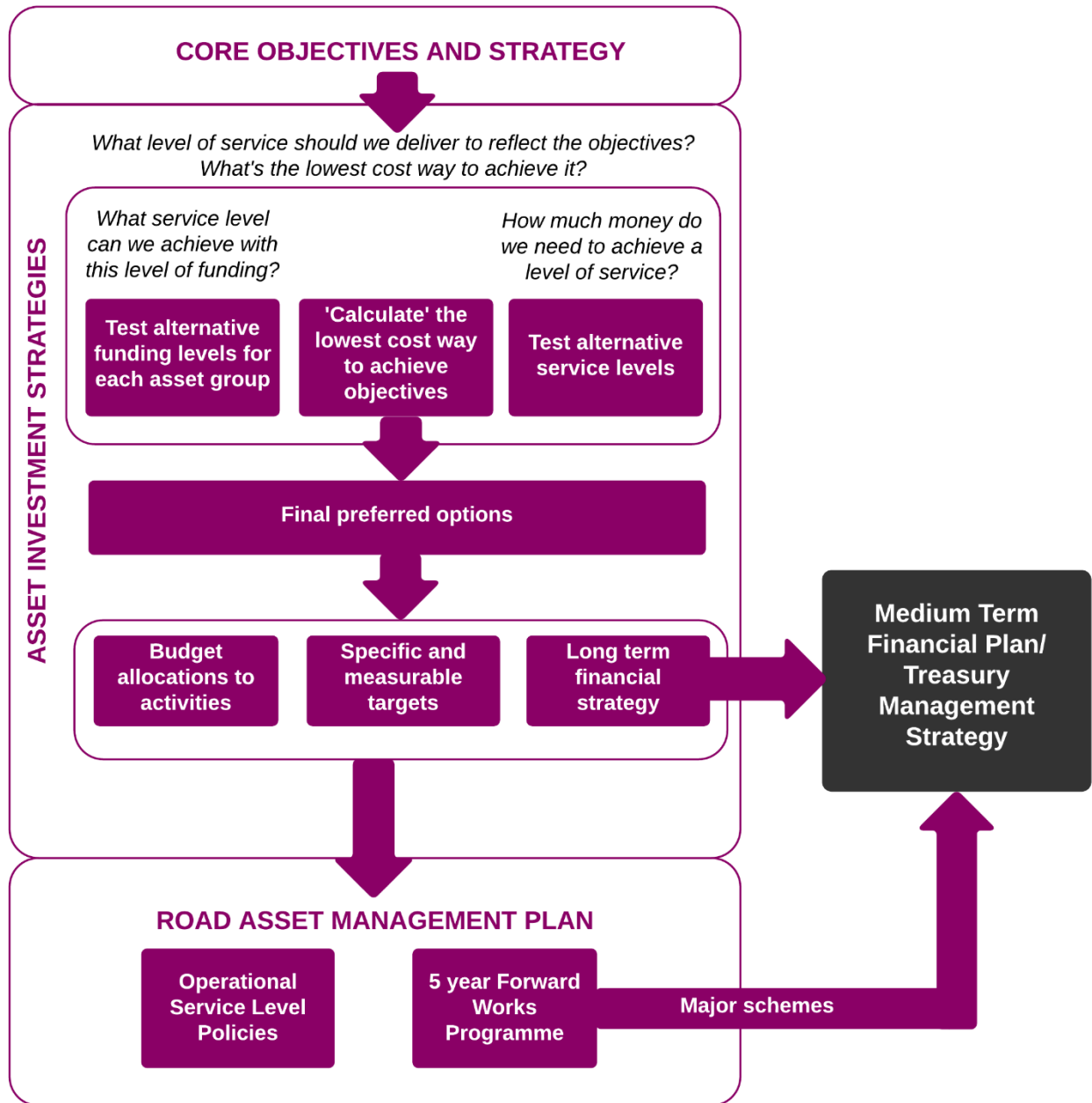
**The Core Strategy should be reviewed on at most a 5 yearly cycle with scoping reviews in between in line with revisions to the Council Plan or major changes to legislation.**

## 1.6.2.3 Asset Investment Strategies

Figure 1.6.5 summarises the various processes and functions involved in the development of the Asset Investment Strategies. The aim of the Asset Investment Strategies is to translate the aspirational objectives in the Core Objectives and Strategy into quantified service levels for each asset type with a clear view of the long term investments required to achieve them.

# Blackpool Highways Asset Management Strategy

Figure 1.6.2.3 Asset Investment Strategies elements, processes and interactions



The Asset Investment Strategies also demonstrate how the preferred approach provides the most cost effective approach to achieving objectives, targets and service levels. Long term investment plans should inform the Council’s Medium Term Financial Plan.

### Current status, review and actions

The Part 4 Asset Investment Strategies support budget allocations for the period 2016/17-2018/19.

They require revision over the following timescales:

Carriageways: Q3 2016/17

# Blackpool Highways Asset Management Strategy

## Current status, review and actions

Footways: Q3 2016/17

Structures: Q1 2016/17

Drainage: Q1 2017/18

Any revisions to the Asset Investment Strategies that require reprioritisation of budgets across asset types or from additional Council resources will be subject to consultation with stakeholder groups, Scrutiny Committee and Executive approval.

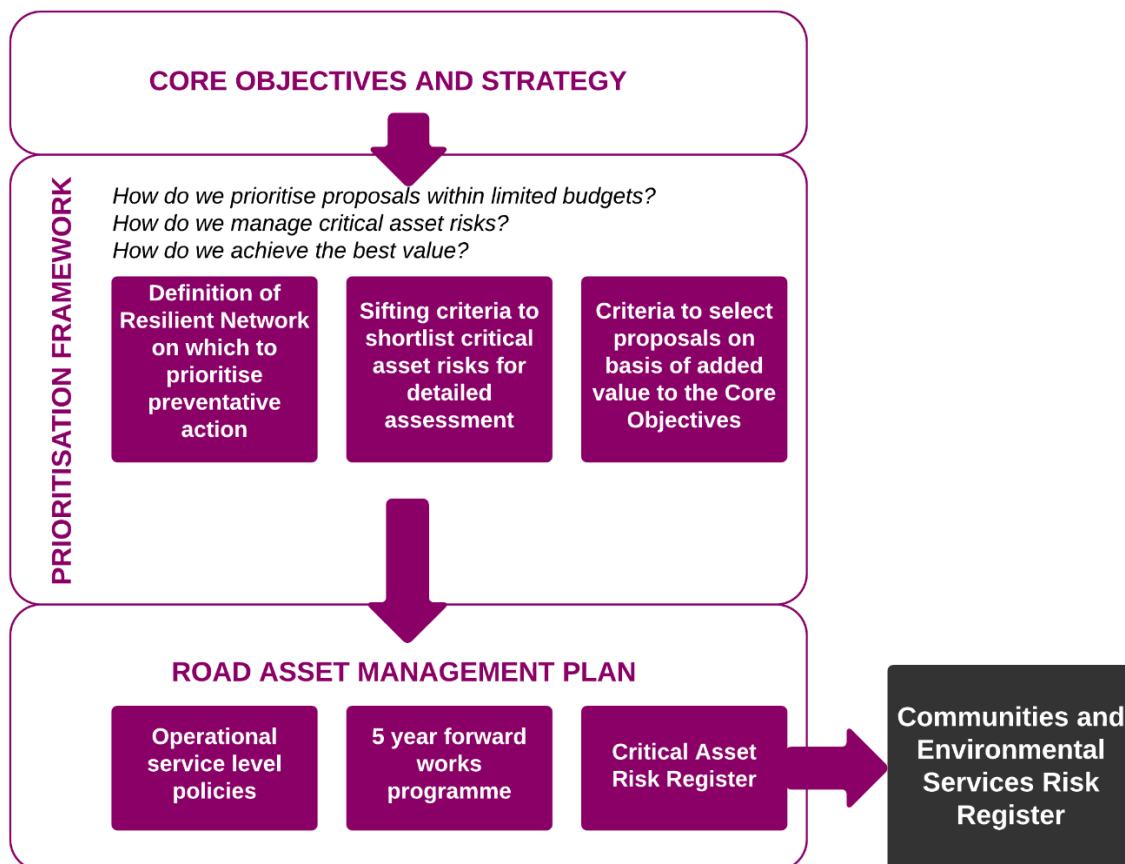
Any revisions that constitute refinements of the strategies within existing budgets will be delegated to the Road Asset Management Board for approval.

### 1.6.2.4 Prioritisation framework for physical works

Figure 1.6.6 shows the processes, outputs and interactions within the Part 5 Prioritisation Framework.

The aim of the prioritisation framework is to ensure that proposals for works on the road network are selected in order to best achieve the Core Objectives within limited budgets. In particular the prioritisation framework enables the Council to manage and reduce critical infrastructure risks (such as flooding from failure of road drainage).

**Figure 1.6.2.4 Prioritisation Framework processes, outputs and interactions**



## Blackpool Highways Asset Management Strategy

This includes the definition of a Resilient Network which is vital for the functioning of Blackpool and will be prioritised for preventative and routine maintenance to minimise the risk of severe disruption.

### Current status, review and actions

**Part 5 Prioritisation Framework process requires considerable support from the Council's asset information systems. It will take a year to develop the information systems to the extent that they can support this function (Q3 2016).**

**A Resilient Network ( for example, a road network that is prioritised for maintenance to ensure its operations during severe weather) has been developed although this will require ongoing consultation with emergency services and stakeholder groups including the Highways Consultative Forum and residents groups.**

**The Resilient Network will be reviewed on an annual basis following consultation with emergency services. Revisions will be approved by the Road Asset Management Board in consultation with the Corporate Risk Group.**

### 1.6.2.5 5 Year Forward Works Programmes

The forward works programmes (of Road Asset Management Plan RAMP) identify individual schemes to be delivered over a 5 year period. As shown in Figures 1.6.2.3 and 1.6.2.4 they are developed in line with the budget allocations in the Asset Investment Strategies and the prioritisation criteria within the Prioritisation Framework.

The value of planning over the 5 year time horizon is that it enables the coordination of schemes to reduce disruption and achieve cost efficiencies.

Programmes may change in the light of new and unforeseen events and the level of certainty over the scheduling of schemes reduces significantly beyond 2-3 years. As a result the programmes require review on an annual, rolling, basis.

### Current status, review and actions

**A full 5 year forward works programme (RAMP) has been developed and will be reviewed in line with the Prioritisation Framework once development of information system capability has been completed in Q3 2016.**

### 1.6.2.6 Operational Service Level Policies

Operational Service Level Policies translate the RAMS into practical and deliverable service level policies that set out the Council's approach to reactive, routine and planned maintenance and customer service. Particular examples include the Highway Inspection and Repair Policy and the Road Skid Resistance Policy.



### Current status, review and actions

**Service level policies require review in the light of the Asset Investment Strategies and the new Code of Practice due for publication in 2016. A review of Skid Resistance Policy is also required.**

**Service level policies should be considered by the Road Asset Management Board with approval delegated to the Cabinet Member for Urban Regeneration.**

### 1.6.2.7 Performance Management Plan

The purpose of the Performance Management Plan is to set out the approach to monitoring the outputs and outcomes of the RAMS and defining the responses to risks and performance that is not on target.

### Current status, review and actions

**As at Q3 2015/16 work to develop the Performance Management Plan has not commenced.**

**The Performance Management Plan will be developed for Q3 2016/17.**

**The Performance Management Plan will be approved by the Road Asset Management Board.**

### 1.6.2.8 Critical Asset Risk Register

The purpose of the Critical Asset Risk Register is to ensure that the Council can monitor, manage and mitigate major infrastructure risks on the road network. These risks should also be held on the Community and Environmental Services Risk Register. However, the reason for identifying a distinct register is that these risks relate to deterioration and failure of critical assets and as such are constantly changing.

### Current status, review and actions

**A Critical Asset Risk Register will be developed in line with the Prioritisation Framework once development of information system capability has been completed in Q3 2016.**

### 1.6.2.9 Organisational Information Requirements

This document sets out the information requirements to support the whole Road Asset Management Framework and in particular the Performance Management Plan and the Prioritisation Framework. This is the first step towards defining a fully integrated Asset Information Model that will support multiple functions both within Highway Services and across other Council services. The documentation of Organisational Information Requirements is a recommendation within the BS PAS1192-3:2014 on management of asset information.

### Current status, review and actions

**The Organisational Information Requirements will be developed following development of the Performance Management Plan and implementation of the Prioritisation Framework and be completed by Q4 2016/17**

#### 1.6.2.10 Asset Information Model

This is a detailed document setting out all of the requirements for data, formats, processing and calculations in order to support the Organisational Information Requirements above. It will therefore provide the basis for development of the information systems required to support the RAMS and will also outline roles and responsibilities for data management.

The definition of an Asset Information Model is also a recommendation within the BS PAS1192-3:2014 on management of asset information.

### Current status, review and actions

**The Asset Information Model will be developed alongside the Performance Management Plan and implementation of the Prioritisation Framework and will be completed by Q4 2016/17.**

#### 1.6.2.11 Communication Plan

The communication plan will cover Member communication, public consultation as well as behavioural change programmes.

### Current status, review and actions

**The Communication Plan will be completed in Q4 2015/16.**

#### 1.6.2.12 Members' Guide

The purpose of the Members' Guide is to provide Councillors with relevant information to enable them to engage with and influence the RAMS. Strong leadership is vital for an effective and transparent asset management approach and this document will play a crucial role in empowering Councillors to take part.

### Current status, review and actions

**The Members' Guide will be completed in Q4 2015/16.**

#### 1.6.2.13 Annual State of the Borough Report

The State of the Borough Report (SBR) is an important tool to ensure a feedback mechanism to the forward works programming and strategy review process. This report will contain the following pieces of information:

## Blackpool Highways Asset Management Strategy

1. Asset condition indicators,
2. Reporting of indicators against the identified targets and benchmarking indicators with LCRIG,
3. Reporting of output indicators such as maintenance quantities that are stipulated in the RAMS,
4. Highlighting of deviation from performance targets and interpretation as to whether or not these are due to changes in programme outputs or as a result of poor validation of forecasting models etc,
5. New risk events (such as extreme weather) and their implications for the risk register and required mitigation actions,
6. Recommendations for revisions to the Resilient Network,
7. Progress with implementing improvement actions within the RAM framework,
8. New legislation, guidance and policies and their implications for the need to review the RAMS,
9. Reports on pilots for new or innovative maintenance materials and methods,
10. The implications of performance indicators for contract and supply chain management and collaboration with our contractors.

### Current status, review and actions

**The State of the Borough Report will be prepared for the Road Asset Management Board in Q2 of each financial year.**

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# Road Asset Management Strategy 2015-2045 Part 2 Policy and principles

Blackpool Council





## Part 2 Policy and Principles

### 2.1 Scope

2.1.1 This policy covers the management of the following road infrastructure assets:

- Carriageways (excluding motorways), footways and Public Rights of Way,
- Drainage from the road,
- Bridges and other highway structures,
- Signs, bollards and other street furniture.

2.1.2 Street Lighting and Traffic Management assets are managed through a Private Finance Initiative (PFI) contract but are also included within the scope as they relate to our long term sustainability objectives.

### 2.2 Policy statement

2.2.1 Effective asset management will be at the heart of the Council's approach to managing Blackpool's road infrastructure and ensuring that it meets the needs and aspirations of present and future generations. Blackpool Council wishes to be recognised as a Council that listens and reacts to the views of its residents and businesses and this principle will also drive the way that we manage our roads. Our approach will also focus on supporting the priorities within the Council Plan:

#### **The economy: Maximising growth and opportunity across Blackpool**

- By improving and maintaining the reliability and resilience of the highway network
- By underpinning efforts to improve and regenerate key attractions with a high quality of public realm
- Supporting the Enterprise Zone at Blackpool Airport
- Use of local contractors.

#### **Communities: Creating stronger communities and increasing resilience**

- By maintaining a safe and accessible network that encourages people of ages and abilities to get out and about and live independent lives,
- Improving access to community activities,
- We recognise the central role that maintenance and renewal of the public realm plays in regenerating areas where people live and reducing fear of crime and anti-social behaviour,
- We believe Highways services can live within its means through good asset management practises and will not leave a financial legacy for the next generation.



## Blackpool Road Asset Management Strategy

2.2.2 We will adopt a Road Asset Management Framework to achieve these aims and we will remain committed to continually improving our asset management processes. This will enable us to learn from our past performance to guide our decisions. As we do this we will also continue to fulfil our obligations contained in relevant legislation and other requirements relating to the management of our road infrastructure.

### 2.3 Principles

Below are the principles that will guide our strategy for Road Asset Management.

1. Our first priority will be to minimise risks to the safety of people living, working or travelling in Blackpool. We will keep our operational maintenance policies under regular review to ensure that they reflect evidence from local data and best practice in risk assessment and management.
2. We will prioritise maintenance options that minimise disruption to traffic, residents and businesses over the whole life of our highway infrastructure.
3. We will prioritise maintenance options that improve the overall resilience and reliability of the network, particularly in the context of climate change and the growing frequency of extreme weather events.
4. We will prepare and review 5 year rolling programmes of work every year (RAMP) covering all our Highway Assets. We will maintain accountability in developing our programmes by regularly reviewing and publishing the criteria for approving scheme proposals. We will also ensure that critical infrastructure risks to safety, the economy, the environment and local communities are prioritised and addressed through our programmes.
5. We will adopt the principle that our decisions on short and medium term budgets should not result in unaffordable costs being deferred to future generations.
6. We will prepare and continually review budget forecasts for our infrastructure assets of at least 30 years to enable us to assess and manage long term risks and guide us towards minimising costs over the life cycle of our infrastructure. Investment options will be considered where they are very likely to achieve high value for money or where there is evidence of significant social benefits. However, we will also monitor and publish forecast shortfalls in future budgets as this is the only way to develop strategies to address them and to build the business cases needed to access external funding.
7. We will identify optimum levels of service using appropriate methods to assess the changing needs of our local population and businesses and balance these with the need to minimise costs over the life of our assets.
8. We will continue to develop relations with partners and contractors to draw on their expertise and research and development in identifying new solutions that will reduce whole life costs and help us to meet growing demands across all portfolios. We will seek to disseminate our own innovation and best practice in asset management through the Local Council's Road Investment Group also proactively participate in other Local Authority alliances to draw on and share best practice.



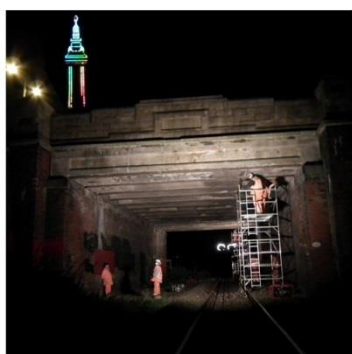
## Blackpool Road Asset Management Strategy

9. We will establish appropriate targets to reduce levels of waste, use of raw materials and emissions of carbon incurred by our infrastructure maintenance operations.
10. We will establish all necessary protocols to ensure that our asset information and systems are fit for the purposes of supporting the principles listed above and in doing so have regard to current and emerging standards for asset information management. We will also ensure that our suppliers and contractors provide all appropriate information to support our asset management system.

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# Road Asset Management Strategy 2015-2045 Part 3 Core Objectives and Strategy

Blackpool Council



## Blackpool Road Asset Management Strategy

# PART 3 Core Objectives and Strategy

## 3.1 What is the purpose of this document?

The purpose of the Core Strategy is to identify at a high level what we are trying to achieve through management of our road infrastructure within the context of expected funding and opportunities to identify funding from other sources.

This document is an important step in the process of creating a transparent direction and justification for our approach to maintenance of our road network which is often referred to as a 'Line of Sight'. As such it forms an important reference for strategic planning, performance management and audit purposes.

## 3.2 What is in this document?

In section 3.3 we set the scene by describing where we are now and the key challenges and risks that we face going forward.

In section 3.4 we summarise the legislation that defines what we must deliver in managing our road network.

Section 3.5 summarises the key national policies and targets that are relevant to the RAMS.

Section 3.6 summarises the links between the RAMS and the Council Plan, Local Transport Plan and Local Flood Risk Management Strategy.

Section 3.7 summarises the financial outlook and how this affects our aspirations for meeting the objectives and challenges set out in the preceding sections.

We then bring these together in Section 3.8 to list out a set of high level objectives and strategy actions for the RAMS.

## 3.3 Setting the scene

### 3.3.1 Where we are now

Since 2010 Blackpool has seen significant investments to address a growing backlog of renewals that had built up in the previous 2 decades. This includes the Project 30 programme for road and footway resurfacing, a PFI arrangement for street lighting and traffic control equipment and on-going programmes of reconstruction of bridges and structures funded through DfT and LEP grants.

With the context of this investment Blackpool Council is in a strong position to manage its road infrastructure sustainably over the next 20-30 years.

However, this RAMS represents a critical point in time at which the Council must secure the benefits of these investments for the long term. A particular benefit of these investments is that the Council has an opportunity to move to a preventative approach to maintenance that will enable us to deliver a better level of service for our customers at a lower cost. A preventative approach will also enable the Council to avoid repeat cycles in which large

# Blackpool Road Asset Management Strategy

proportions of infrastructure reach critical condition at the same time resulting in a situation that may be unmanageable for future generations.

## Conclusion and recommendation

**Blackpool Council is also now able to model the financial consequences of under-investment and what the likely impact of that will be on the highways infrastructure and the impact financially upon future generations. Blackpool, must select a highway maintenance strategy to deliver road maintenance that balances growing service demands with reducing resources. Applying asset management principles will help Blackpool Council to achieve value for money and resist expensive, short-term interventions. This strategy must be sustainable to prevent financial burden on future generations.**

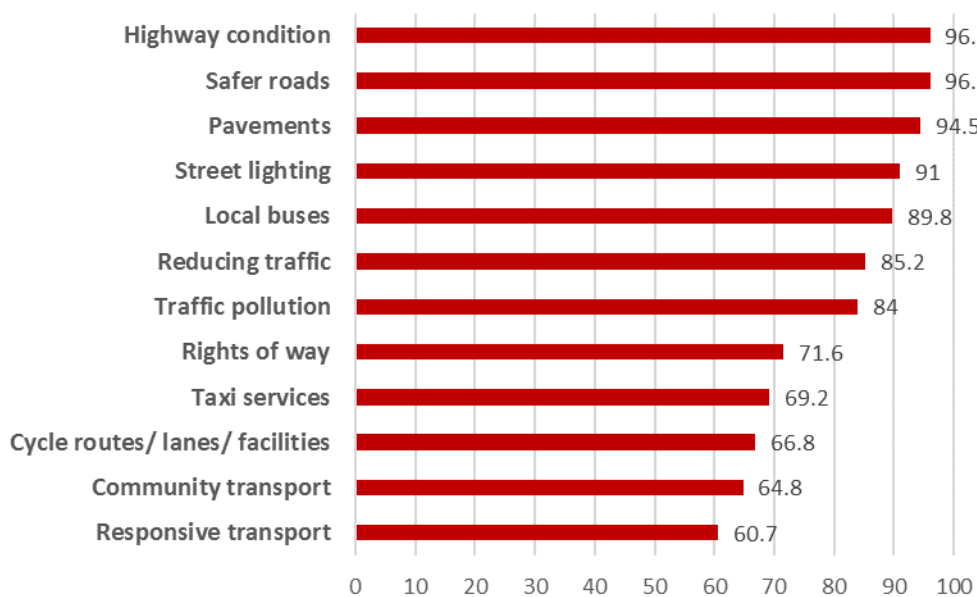
### 3.3.2 What our customers are saying

Blackpool Council has participated in the National Highways and Transportation Survey since 2009. This survey has provided strong evidence that the Project 30 investment has delivered greater satisfaction amongst Blackpool’s residents.

Over the period from 2011-2014 Blackpool Council was the most improved authority in the UK for local residents’ satisfaction towards road condition increasing from 22% satisfaction in 2011 to 41.3% in 2014. This strong trend in improvement has continued with satisfaction in 2015 increasing to 43% and placing Blackpool within the top quartile of performance nationally.

Further to this in 2015 Blackpool Council was awarded the NHT Best performance award for a range of transportation themes including road condition. This shows the importance of local road condition to the residents in Blackpool as demonstrated by Figure 3.3.1 below.

Figure 3.3.2.1 % Importance of highways and transport services to Blackpool’s residents



## Blackpool Road Asset Management Strategy

So listening to the public views are at the heart of the RAMS which has limited budget so there is a need to for responsible stewardship and to ensure that it is affordable and doesn't impact on any other service. The highways consultative forum will assist in the 'listening' and ensuring the resident and other stakeholders views are taken into consideration and embroidered into the RAMS.

### Conclusion and recommendation

**Road maintenance underpins and enhances efforts to manage traffic congestion and improve road safety which are also areas regarded as important by residents. With a robust approach to prioritisation of maintenance it is also possible to support a number of wider transport policy objectives including promotion of cycling and walking.**

**Focused consultation with the Highways Consultative Forum and other interest groups should be supported by clear and transparent evidence of the implications of alternative budget scenarios for levels of service.**

### 3.3.3 Future demand

The number of people nationally who are aged over 65 is expected to increase as a percentage of the total population from 17% in 2011 to 22% by 2033. In Blackpool these figures are significantly higher at 25% in 2014 rising to 33% in 2033.

This trend will result in growing demand for older people's services at a higher rate in Blackpool than in many comparable Councils and place greater pressure on budgets for other service areas including road maintenance.

However, road maintenance provides a fundamental contribution to enabling older people, in particular people with restricted mobility, to live independent lives for longer. As the age profile of the population changes so there will also be a significant change in perceptions of safety on the roads and footways and the ease with which people are able to physically access services.

### Conclusion

**The Council should recognise that the road provides a social service as it used by the users to all key destinations. Local communities are reliant on the road network to allow residents safe access to the local amenities. Maintenance of roads and footways as part of its wider strategy to support independent living for older people and people with mobility and sensory impairments.**

### 3.3.4 Key challenges

#### 3.3.4.1 Climate change

There is a broad-based scientific consensus that the climate is changing at a global level and is likely to continue to do so. Although there is uncertainty over the timescales of these trends the UK climate forecasts (UKCIP09) indicate that it is highly likely that an increase in



## Blackpool Road Asset Management Strategy

the frequencies of winter storms and summer heat waves will occur within the 20-30 year period of this strategy.

These trends have serious implications for our road infrastructure. The RAMS must directly address these risks through the following broad approaches:

1. Developing a robust prioritisation process for routine maintenance operations such as gulley cleansing and sealing of joints that are critical to ensuring that infrastructure operate as they are designed to do.
2. Preventing structural damage to roads from surface water by increasing the use of surface treatments such as surface dressing and micro-asphalt.
3. Adopting a risk based condition assessment regime for drainage infrastructure that are vital for network resilience. The condition assessment regime will provide an early warning system to avoid the need for more costly repairs and potential damage to third-party property.
4. Adopting alternative designs and material specifications that are more resilient to extreme weather. As an example, through the Bridges Reconstruction Programme new bridge decks designs have been adopted that remove the need for expansion joints that are a common point of failure for conventional bridge designs.
5. In some places redesign of drainage to increase capacity to carry greater volumes of surface water from storm events.
6. Planning for greater uncertainty in the future performance of our assets when developing budget forecasts. In order to do this we need to build up our intelligence base on changes in asset condition and associated repair costs as result of extreme weather events.
7. Following from the above, consideration should be given to the development of a local or regional contingency fund to address major infrastructure emergencies.

### Conclusion and recommendation

**Our strategy to mitigate climate change risks must focus on routine and preventative maintenance as well as potential redesign of infrastructure.**

**However, where it is not possible to mitigate the risk from extreme weather we must also develop a robust approach to contingency funding for emergencies. Effective management of a contingency fund may require a regional approach through collaboration with Lancashire County Council and the Local Enterprise Partnership.**

#### 3.3.4.1 Construction price inflation

Construction prices are expected to grow at a faster rate than Consumer Price Inflation (CPI) over the period from 2015-2019. Estimates of annual tender price inflation vary between 3.0% and 4.6% in the North West region (Gardiner & Theobald, 2015, Sweett Group, 2015). During the same period CPI is expected to remain within the 1.0-2.5% range (BoE, 2015).

Construction prices have historically tended to increase at a faster rate than consumer price (or retail) indices. However, the global construction market is forecast to grow by over 70% by 2025 (Global Construction Perspectives and Oxford Economics, 2013) which will have an unprecedented effect on prices. At the same time the domestic highway maintenance



## Blackpool Road Asset Management Strategy

market has changed significantly since the outset of Project 30 with many large investments being undertaken across the country including Highways England's £15bn programme of resurfacing on the motorway and trunk road network. These factors are likely to compound each other to lead to very high rates of construction price inflation in the long term.

On the basis of the Council's current delivery mechanism and range of maintenance materials and methods there will be a reduction of approximately 20% in output for every £1 spent in 2019 compared with 2015. Certainly this trend will be unsustainable within the 5-10 year time horizon when considering that budgets that will only increase at best with consumer price inflation.

The implications for the RAMS are as follows:

1. Some loss in output from maintenance budgets will be inevitable over the next 3-5 years and will need to be accounted for in the forecasting models for individual assets (Part 4) and associated performance targets.
2. Increased use of preventative treatments such as surface dressing on roads and protection of routine maintenance budgets will be crucial to reducing the overall volumes of remedial maintenance that place greater demand for raw materials and energy and therefore exposure to higher commodity prices.
3. However, it is vital that the Council engages with its current and potential partners to identify alternative materials and methods that increase the use of recycled material or reduce energy consumption in order to build resilience to future price rises and ultimately secure a sustainable highway service for the next generation. This will require a collaborative approach with other Councils.
4. Periodic reviews of highway procurement and contractor performance should consider the use of specific targets to reduce primary raw material and energy consumption.

### Conclusion and recommendation

**The difference between Consumer Price and Construction Price inflation represents a critical risk for the Council's road maintenance service and in the medium term service level targets must account for some unavoidable loss in maintenance output as a result.**

**We will address this risk by shifting expenditure towards preventative treatments, protecting budgets for routine maintenance and building our long term financial resilience by engaging with our partners and contractors to identify alternative and sustainable maintenance methods.**

# Blackpool Road Asset Management Strategy

## 3.4 Legal requirements

Table 3.4.1 summarises the overarching legal requirements that act as principle drivers for the RAMS.

Tale 3.4.1 Overarching legal requirements

Legislation	Requirements
Highways Act 1980	The Council has a duty to maintain public highways in Blackpool and must take all reasonable action to keep them in a safe condition.
Road Traffic Act 1988	The Council has a duty to promote road safety, to undertake studies into the causes of accidents involving vehicles and to carry out measures to reduce the risk of accidents
Local Government Act 1999	The Council has a duty to deliver best value in its services and to consult with users of those services on the approach to delivering best value.
Civil Contingencies Act 2004	The Council has a duty as Category 1 responder to assess major risks and plan for emergencies including those associated with transport infrastructure. This may include preventative actions to reduce or mitigate those risks.
Traffic Management Act 2004	The Council has a duty to take all reasonable action to reduce disruption to traffic on the network in particular as a result of road works.
Flood and Water Management Act 2010	The Council has a duty as Lead Local Flood Authority to investigate the causes of flooding and to undertake measures to reduce flood risk.

Table 3.4.2 summarises other legislation that influence the RAMS and its delivery.

## Blackpool Road Asset Management Strategy

Table 3.4.2 Other legislation affecting the RAMS

Requirements	Implications for RAMS
<b>Equality</b>	<p>The Council must not discriminate against any individuals or groups through its activities on the basis of identified characteristics such as gender, race or religion.</p> <p>The Council must take all reasonable action to rectify any aspect of its highway service that puts disabled people at a disadvantage and to identify opportunities to advance equality of opportunity.</p>
<b>Health and Safety</b>	<p>The Council has a duty of care to protect the safety of the public, its employees and operatives through its management of the highway network, design and delivery of highway maintenance operations.</p> <p>The Construction Design and Management Regulations 2015 clearly sets out the duties of the Council and its contractors in relation to highway works.</p>
<b>Environmental Protection</b>	<p>The Council has a number of duties under the Environmental Protection Act 1990 relating to management of waste and minimising noise and pollution from highway maintenance activities.</p>
<b>Natural environment</b>	<p>The Wildlife and Countryside Act 1981 places restrictions on the timing of maintenance activities where they impact on natural habitats.</p> <p>It also places a duty on the Council to ensure that invasive non-native plants are not spread through maintenance and construction activities (such as transporting of contaminated soil).</p> <p>The Noxious Weeds Act 1959 requires the Council to control the spread of injurious weeds on highways and prevent its spread onto adjacent agricultural land.</p> <p>The Biodiversity Duty (Natural Environment and Rural Communities Act 2006) requires the Council to show regard for conserving biodiversity through its highway operations.</p> <p>The EU Water Framework Directive (Directive 2000/60/EC) places requirements on member states to achieve quality standards for inland watercourses</p>

## Blackpool Road Asset Management Strategy

### 3.5 National Policy

Table 3.5 below lists the national plans and policies that will guide or influence the RAMS and its delivery.

Policy	Implications for RAMS
Action for Roads (2013)	The Government has provided a 6 year commitment to capital funding for highway maintenance up to 2020/21 which provides the Council with a longer term view than has been possible in previous spending reviews.
Construction 2025 (2013)	This is a Government strategy for the construction sector as a whole. It includes targets for 2025 to reduce overall lifecycle costs of assets by 33% over a 2009/10 baseline and to reduce greenhouse gas emissions from the built environment by 50% over 1990 levels.
Highways Maintenance Efficiency Programme (HMEP)	HMEP is partnership based programme supported by DfT to promote efficiency in the local highways industry. HMEP has established targets for the whole industry to achieve 15% efficiency gains by 2015 and 30% by 2020. HMEP focuses on key areas of asset management, collaborative working and standardisation of methods to achieve these targets.
Government response to the Transport Resilience Review (2014)	The Council should identify a Resilient Network to ensure that significant and critical risks on the transport network are managed effectively.  Funding for emergencies on the highway network should now be managed by through contingency funds identified by Councils individually or regionally. Local Enterprise Partnerships should be encouraged to co-ordinate this process.
Highways Maintenance Capital allocations policy (2015)	From 2016/17 to 2020/21 a new financial incentive mechanism will be introduced to encourage efficient and customer-focused practices in Council highway services. The incentive mechanism will be in the form of financial penalties for poor performing Councils increasing annually to 17% of their annual highways maintenance capital allocation by 2020/21.
Review of Codes of Practice	Codes of Practice for highways, bridges and street lighting have been reviewed in Autumn 2015. The new Codes have less emphasis on prescribed standards than the previous versions whilst Councils are encouraged now to adopt an evidence-based approach to prioritising and managing risks on their networks.

# Blackpool Road Asset Management Strategy

## Conclusions and recommendations

Government policy is focused towards:

1. Achieving efficiency targets in the local highways sector,
2. Improving transparency of highways services to their customers and
3. Addressing concerns about the resilience of local highway networks to extreme weather and climate change.

The RAMS must play a central role in achieving these for Blackpool by providing a transparent and evidence based approach that will reduce the long term costs of road maintenance and enable the Council to effectively manage different types of risk.

## 3.6 Blackpool strategies and plans

### 3.6.1 List of plans and strategies that the RAMS will contribute to

The following documents will be described in the sections below:

**Section 3.6.2** Blackpool Council Plan 2015-2020

**Section 3.6.3** Blackpool LTP and Implementation Plan 2011-2015

**Section 3.6.4** Lancashire and Blackpool Local Flood Risk Management Strategy

Each section will have corresponding tables setting out the contributions that the RAMS will make to the relevant policy and strategy actions.

### 3.6.2 Blackpool Council Plan 2015-2020

Table 3.6.2 lists the key objectives within the Council Plan that the RAMS will contribute to and summarises how the RAMS will support those objectives.

**Table 3.6.2** RAMS contribution to the Blackpool Council Plan

Action	Council Plan Action	RAMS contribution
<b>The Economy: Maximising growth and opportunity across Blackpool</b>		
1	Expanding and promoting our tourism, arts, heritage and cultural offer	<p>Identify, monitor and prioritise risks to routes and infrastructure that are critical to the tourism industry in the town and the ability to manage highly variable traffic levels associated with Blackpool’s tourism calendar.</p> <p>Prioritise works that retain or enhance the aesthetic standard of public realm in existing tourism locations, including the Promenade and proposed areas such as the new ‘Cultural Quarter’</p> <p>Ensure the RAMS contributes to the aims of the Fylde</p>

## Blackpool Road Asset Management Strategy

Action	Council Plan Action	RAMS contribution
		Peninsula Water Management Partnership to reduce the impacts of surface water pollution on bathing water quality
2	Attracting sustainable investment and creating quality jobs	<p>Identify, monitor and prioritise risks to routes and infrastructure that are critical to maintaining the resilience of the town to extreme weather including important routes for emergency services.</p> <p>RAMS will directly support the Talbot Gateway Central Business District and other key regeneration proposals by ensuring service levels reflect aesthetic requirements for the public realm on routes into and through those areas.</p>
3	Equality ambition: Reduce economic inequalities	By adopting a robust and transparent prioritisation framework to ensure that the social and economic benefits of maintenance work are fairly distributed and account for the specific accessibility issues affecting people in deprived areas of the town.
<b>Communities: Creating stronger communities and increasing resilience</b>		
4	Improving health and wellbeing especially for the most disadvantaged	<p>Enable people to retain their independence for longer by prioritising works that maintain the accessibility of routes to important community facilities and account for the prevalent needs in the neighbourhood</p> <p>Identify, monitor and prioritise risks on vital routes for emergency services</p>
5	Creating safer communities and reducing crime and anti-social behaviour	<p>Ensure adequate response times to deal with vandalism of highway infrastructure.</p> <p>Prioritise works that can enhance the aesthetic standards for areas that suffer from high levels of anti-social behaviour and fear of crime.</p>
6	Deliver quality services through a professional, well-rewarded and motivated workforce	Provide a model for information management in the Council that ensures that data is only captured once but shared and used for many different purposes across all Council and partner services

## Blackpool Road Asset Management Strategy

### Review

The Council Plan is due for review in 2016 and the RAMS Core Strategy will require subsequent scoping review to ensure it supports the new objectives in the Council Plan.

### 3.6.3 Blackpool LTP and Implementation Plan 2011-2015

The Blackpool Local Transport Plan brings together strategic and spatial priorities for transport in Blackpool reflecting objectives within the following:

- Local Development Framework (LDF) Core Strategy
- Talbot Gateway Masterplan

Table 3.6.3 summarises the key objectives set out in the Blackpool Local Transport Plan and how the RAMS will support those objectives.

**Table 3.6.3 RAMS contributions to Blackpool LTP objectives**

	LTP Objective	RAMS Contribution
Objective 1	Improve, maintain and make best use of Blackpool's transport network; in particular its roads, footways and bridges.	Develop long term strategies to secure the sustainability of Blackpool's transport infrastructure.
Objective 2	Improve road safety by interventions that reduce the number of people, particularly children, killed and seriously injured on Blackpool's roads.	Further develop and refine our risk prioritisation and monitoring framework to enable us to effectively target safety risks for preventative and remedial maintenance works.
Objective 3	Manage congestion levels on Blackpool's roads, especially where it impacts on local economic performance.	<p>Develop whole life cycle plans that minimise traffic impacts and work with partners to identify alternative and innovative methods that reduce traffic delays at roadworks</p> <p>Ensure that the condition of key walking and cycling routes to local and district centres are maintained in a condition that encourages walking</p> <p>Define and adopt a Resilient Network to ensure that critical infrastructure risks on key routes with high traffic flows are prioritised for preventative measures</p>

## Blackpool Road Asset Management Strategy

	LTP Objective	RAMS Contribution
<b>Objective 4</b>	Improve transport to and within the resort, particularly by more sustainable modes, to enhance the visitor experience and support the local economy.	Identify, monitor and prioritise risks to routes and infrastructure that are critical to the tourism industry in the town and the ability to manage highly variable traffic levels associated with Blackpool's tourism calendar.  Prioritise works that retain or enhance the aesthetic standard of public realm in existing tourism locations, including the Promenade and proposed areas such as the new 'Cultural Quarter'
<b>Objective 5</b>	Improve the efficiency and management of parking to support the local economy, especially for shoppers and visitors.	Prioritise the maintenance of regulatory markings where these impact on effective management of parking in key economic centres and reduce the incidence of pavement parking
<b>Objective 6</b>	Improve access to healthcare, education, employment, shops, social/ leisure opportunities and resort attractions, particularly by sustainable modes.	Enable people to retain their independence for longer by prioritising works that maintain the accessibility of routes to important community facilities and account for the prevalent needs in the neighbourhood  Prioritise maintenance proposals that affect routes with high levels of cycling

### Review

The LTP Strategy is due for review in 2016 and the RAMS Core Strategy will require subsequent scoping review to ensure it supports the new objectives within the LTP.

### 3.6.4 Lancashire and Blackpool Local Flood Risk Management Strategy (LFRMS)

The LFRMS has been produced in fulfilment of Blackpool's duties as Lead Local Flood Authority (LLFA) in accordance with the Flood and Water Management Act 2010. This contains the strategy and action plan to address flood risk in the area.

At a high level the RAMS will contribute to the delivery of the LFRMS by identifying measures that will address:



## Blackpool Road Asset Management Strategy

1. the vulnerability of the highway network to flooding, in particular where highways are critical to the functioning of the town and key services
2. instances where highway infrastructure itself are required to provide critical roles in managing flood risk and protecting adjacent properties.

A strong link is needed between the delivery of the RAMS and LFRMS to ensure that forward works programmes are holistic and can draw in opportunities to meet multiple objectives. This is all the more important in view of the wider agencies that are involved in flood risk management that will also have access to different funding sources with potential to provide match funding and strengthen bids to Central Government.

Table 3.6.4 clarifies the various elements of the LFRMS where the RAMS will make specific contributions:

## Blackpool Road Asset Management Strategy

**Table 3.6.4 RAMS contributions to the LFRMS**

Ref	LFRMS Measure	RAMS contribution
<b>RR4</b>	Ensure alignment of local Flood Risk Management and Emergency Planning functions	Ensure that important routes for emergency services and associated flood management infrastructure are included in the Resilient Network albeit if these roads are not accessible due to flooding the emergency services will use alternative routes to reach their destination/s
<b>UR1</b>	Understand key local flood risks	Undertake modelling to understand/ quantify the impacts of failure of drainage assets
<b>UR2</b>	Work together with other RMAs to investigate and manage interactions between Main River, coastal flooding and local flood risks	<p>Develop a formalised information sharing mechanism between partners on flood management assets and flood risks.</p> <p>Identify opportunities for joint funding of flood risk management operations where they impact on multiple agencies' assets.</p>
<b>UR4</b>	Take account of climate change when fulfilling duties and responsibilities in flood risk management	Ensure our risk prioritisation accounts for the future likelihood of return events within the 30 year strategy period when identifying preventative maintenance measures.
<b>F1</b>	Define the approach to, and opportunities for, resourcing and funding local flood risk management activities	Identify options for cyclical condition assessments of the high risk drainage assets to enable preventative maintenance strategies to be developed
<b>F2</b>	Encourage beneficiaries to invest in local flood risk management	Undertake economic impacts analysis of flood management assets to develop investment business cases
<b>C&amp;I2</b>	Establish effective data sharing agreements	Develop a formalised information sharing mechanism between partners on flood management assets and flood risks.
<b>SFRM3</b>	Promote the use of SuDS	Ensure the maintainability of proposed SuDS
<b>SFRM5</b>	Set out an asset management plan	<p>Key strategy actions and investments will be set out in the Drainage Asset Investment Strategy and critical infrastructure will be identified through the Prioritisation framework and Resilient Network</p> <p>Develop lifecycle plans for our highest risk</p>

## Blackpool Road Asset Management Strategy

Ref	LFRMS Measure	RAMS contribution
		drainage assets including those that critical to the prevention of surface water pollution.

### Review

**The LFRMS is due for review in 2017 and the RAMS Core Strategy will require subsequent scoping review to ensure it supports the new objectives within the LFRMS.**

### Conclusions and recommendations

**The RAMS objectives will reflect the identified contributions of the RAMS to the Council Plan, LTP and LFRMS as detailed in Tables 3.6.2, 3.6.3 and 3.6.4.**

## 3.7 Financial forecast

### Capital forecast

The majority of funding for maintenance of Blackpool's road infrastructure is provided through annual grants from Central Government in the form of Local Transport Plan (LTP) maintenance block allocations. Additional funding has also been obtained through the Lancashire LEP and competitive bidding for the Challenge Fund for maintenance of structures that could not be delivered through the basic LTP grant.

Over the period 2015/16 to 2020/21 capital maintenance grants from Central Government will be determined using an incentive mechanism based on an assessment of the Council's performance in implementing asset management and efficient service delivery. Each Local Highway Authority will be required to undertake an audited self-assessment of its performance and will be assigned one of three performance bands, Band 3 being the best performers and Band 1 for the lowest performers. Band 1 Local Highway Authorities could face financial penalties of up to 17% of their basic annual grant by 2020/21. For Blackpool Council the total value of financial incentives over the 5 year period would be **£0.57M**. An internal audit is underway and has been included in the Risk Services audit plan for 2015/16.

There are three possible scenarios for the budget forecast dependent on the outcome of the assessment and performance band to which Blackpool Council is assigned. On the basis of our self-assessment for 2016/17 it is anticipated that Blackpool Council will achieve Band 2 status initially and progress to Band 3 in preparation for the self-assessment for 2018/19.

Figure 3.7.1 shows how the three LTP maintenance block scenarios compare with recent budgets since 2011/12. In all scenarios there will be a substantial reduction of between

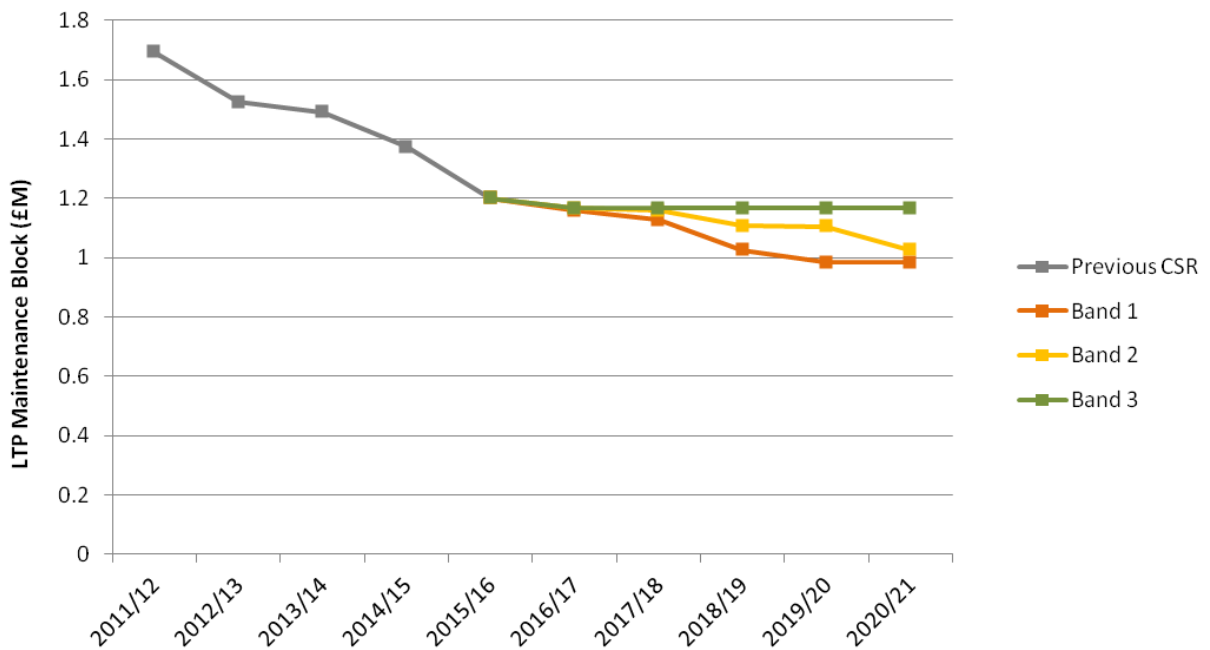
## Blackpool Road Asset Management Strategy

£0.5M-0.7M per annum in basic LTP maintenance block available compared with pre-Project 30 levels.

This reduction was not foreseeable at the outset of Project 30 in 2010/11 which preceded the Comprehensive Spending Review (CSR) 2011/12-2014/15 period and assumptions around the ability to sustain levels of service on the network at the same time as making repayments on borrowing from LTP budgets were based on pre-Project 30 grant funding levels. Through Project 30 highway services worked closely with our contractors to reduce costs and this enabled us to meet our output targets for Project 30 in spite of the reduced funding from LTP.

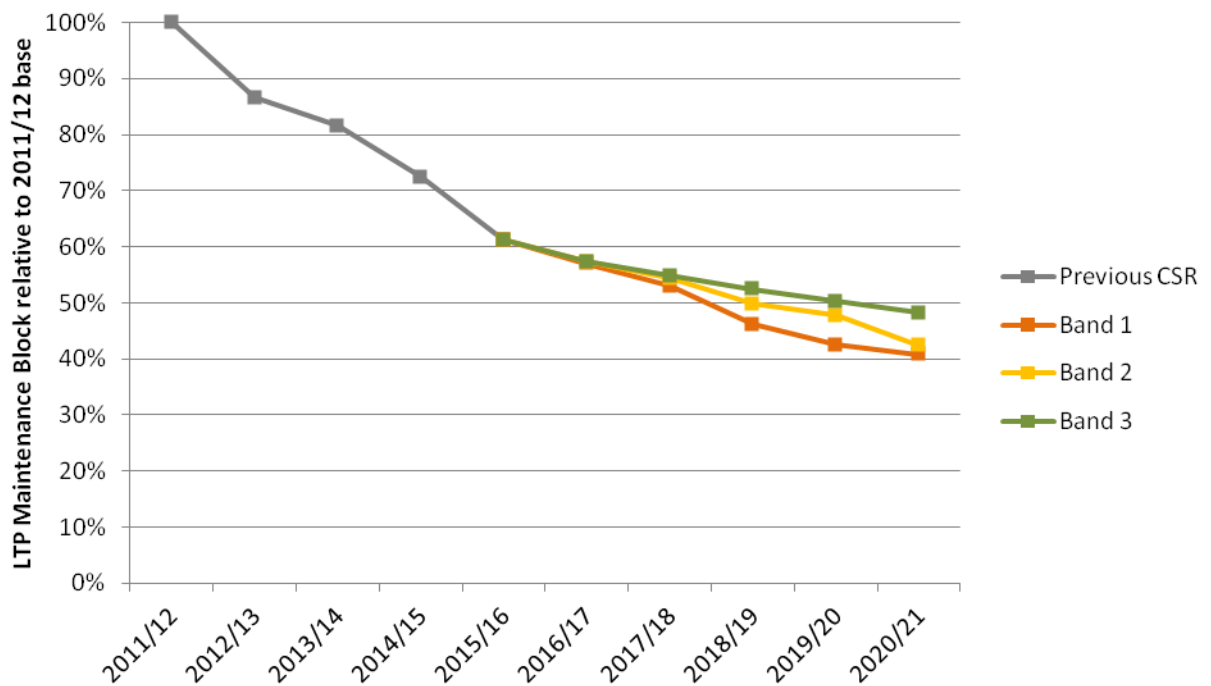
## Blackpool Road Asset Management Strategy

Figure 3.7.1 LTP Maintenance Block allocations from 2011/12 and budget scenarios to 2020/21 (£M)



Recent and projected trends in construction price inflation place additional pressure on these capital budgets. Figure 3.7.2 applies these inflation trends to the LTP maintenance budget and demonstrates that even before other deductions are made for repayments our basic purchasing power has reduced by 40% in 2015/16 against the 2011/12 baseline and will have reduced by 50-60% in 2020/21 dependent on the self-assessment outcomes.

Figure 3.7.2 Inflation adjusted budgets relative to 2011/12 base



## Blackpool Road Asset Management Strategy

(Source: BIS ROADCON Index, Inflation forecasts by Sweett Group, Tender Price Update Q1 2015 for North West)

4.1.5 The budget forecast presented in Table 3.7.1 reflects three scenarios dependent on the performance band achieved over the next 5 years. The forecast shows net capital and revenue funding available after deduction of repayments on borrowing for Project 30 and the central corporate top-slice.

4.1.6 The table shows funding sources for the structures programme for the period 2015/16-2017/18. There is also an Integrated Transport Block (ITB) contribution for bridges to provide £1.570M of match funding for the structures programme from the LTP allocation during this period.

4.1.7 In the face of unprecedented reductions in capital and revenue funding available for maintenance our primary focus for the strategy will inevitably be on addressing the challenges to meet the legal requirements as set out in Section 3.3, in particular for safety, resilience, accessibility and long term value for money. Beyond these requirements our Prioritisation Framework will enable us to identify opportunities to support the Council's other social and economic objectives through the development of our physical works programmes.

**Table 3.7.1 Capital budget forecast under alternative self-assessment scenarios (£M)**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>LTP Capital Incentive Band 1</b>	1.201	1.161	1.128	1.027	0.987	0.966
<b>Top slice Band 1</b>	-0.150	-0.145	-0.141	-0.128	-0.123	-0.121
<b>LTP Capital Incentive Band 2</b>	1.201	1.168	1.158	1.107	1.067	1.027
<b>Top-slice Band 2</b>	-0.150	-0.146	-0.145	-0.138	-0.133	-0.128
<b>LTP Capital Incentive Band 3</b>	1.201	1.168	1.168	1.168	1.168	1.168
<b>Top-slice Band 3</b>	-0.150	-0.146	-0.146	-0.146	-0.146	-0.146
<b>Repayments to P30</b>	-0.633	-0.583	-0.523	-0.463	-0.403	-0.343
<b>ITB Contribution (Structures)</b>	0.000	0.785	0.785	0.000	0.000	0.000
<b>DfT challenge fund (Structures)</b>	2.114	2.855	0.596	0.000	0.000	0.000
<b>Lancashire LEP (Structures)</b>	0.500	0.600	1.200	1.500	0.000	0.000
<b>Total capital (Band 1)</b>	<b>3.032</b>	<b>4.673</b>	<b>3.045</b>	<b>1.935</b>	<b>0.460</b>	<b>0.503</b>
<b>Total capital (Band 2)</b>	<b>3.032</b>	<b>4.697</b>	<b>3.071</b>	<b>2.006</b>	<b>0.531</b>	<b>0.555</b>
<b>Total capital (Band 3)</b>	<b>3.032</b>	<b>4.697</b>	<b>3.080</b>	<b>2.059</b>	<b>0.619</b>	<b>0.679</b>

## Blackpool Road Asset Management Strategy

Over the same period, Blackpool also expects to receive capital funding for Integrated Transport improvements (ITB) as detailed in Table 3.7.3

**Table 3.7.3 Integrated Transport Block (ITB) funding (£M)**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>ITB (£M)</b>	<b>1.720</b>	<b>1.720</b>	<b>1.720</b>	<b>1.720</b>	<b>1.720</b>	<b>1.720</b>
<b>With top-slice (*)</b>	<b>1.505</b>	<b>1.505</b>	<b>1.505</b>	<b>1.505</b>	<b>1.505</b>	<b>1.505</b>

(\*) In recent years the ITB has been top sliced by 12 ½ % which is shown in the above table

In view of the dramatic reduction in maintenance capital over the last 5 years it is now recommended that highway services carefully identify any Local Transport Plan ITB funding that can be made available for highway maintenance. In particular, allocations have been made for future Challenge funding whereby the ITB is to be used to allocate match funding. The use of ITB would in this case achieve the maximum benefit for the residents of Blackpool.

### Conclusion and recommendation

The actual annual investment required to maintain all the road asset infrastructure is **£3.5M per annum**. This would be to renew road surfaces at the right time in their life. Of course due to current funding restraints this is a future aspirational figure.

It is essential, therefore, that the Carriageway Asset Investment Strategy continues to target the residential roads, particularly in the areas where the highest number of claims are received. This will, in conjunction with the additional risk management activities, assist in the reduction of the number and cost of tripping claims.

The Carriageway Asset Investment Strategy also includes an option for an additional **£0.5M** to ensure that the current condition of the Strategic Route Network can be maintained over the next 5 years. If this strategy is not followed there would be a consequential loss in terms of the value for money of this option we would expect there to be a greater cost to the Council and to the wider economy by to be at least 4 times the capital cost (in present value terms).

## Blackpool Road Asset Management Strategy

### Revenue forecast

Table 3.7.2 shows the expected levels of revenue funding over the same period with repayments deducted from the carriageway and footway allocations. These revenue budgets are estimated with an assumption that budgets increase in line with Consumer Price Index.

**Table 3.7.2 Revenue budget projections (£M)**

		2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Carriageways	Allocation	0.059	0.060	0.062	0.063	0.065	0.066
	Repayment	- 0.037	- 0.037	- 0.037	-0.037	- 0.037	- 0.037
	<b>Remainder</b>	<b>0.022</b>	<b>0.023</b>	<b>0.025</b>	<b>0.026</b>	<b>0.028</b>	<b>0.029</b>
Footways	Allocation	0.317	0.324	0.332	0.339	0.347	0.355
	Repayment	-0.155	-0.155	-0.155	-0.155	-0.155	-0.155
	<b>Remainder</b>	<b>0.162</b>	<b>0.170</b>	<b>0.177</b>	<b>0.185</b>	<b>0.193</b>	<b>0.201</b>
Lining		<b>0.040</b>	<b>0.041</b>	<b>0.042</b>	<b>0.043</b>	<b>0.044</b>	<b>0.045</b>
Crossings		<b>0.013</b>	<b>0.013</b>	<b>0.014</b>	<b>0.014</b>	<b>0.014</b>	<b>0.015</b>
Drainage		<b>0.060</b>	<b>0.061</b>	<b>0.063</b>	<b>0.064</b>	<b>0.066</b>	<b>0.067</b>
<b>Total</b>		<b>0.297</b>	<b>0.308</b>	<b>0.321</b>	<b>0.332</b>	<b>0.345</b>	<b>0.357</b>

Since 2013 Blackpool has established a successful service to deliver highway construction works for Project 30 on behalf of private developers as part of Section 38 and Section 278 Agreements. In 2014/15 this generated £0.9M in revenue from these services. This will remain a vital income stream to secure the ongoing financial sustainability of the service as a whole. Although in the interim this revenue will be required to support repayments for Project 30 in the medium term it will support a robust risk based approach to routine, reactive and preventative maintenance.

### Conclusions and recommendations

The basic level of capital funding from Central Government has fallen dramatically since 2011 and this could not have been foreseen at the outset of Project 30. Owing to our efforts to reduce scheme costs during delivery of Project 30 this reduced funding has not compromised the immediate outcomes of the Project. However, it creates new challenges for us to secure its benefits for the long term with substantially less funding, particularly when compounded with the effects of rising construction costs.

In this respect there is an imperative to maximise maintenance capital budgets and or other funding opportunities (such as the Department for Transport Challenge funding or the newly announced Pothole fund) to meet our legal duty to provide a safe and reliable network.



## Blackpool Road Asset Management Strategy

It is also clear from the results of the NHT survey (section 3.3.2) that our residents expect us to retain or enhance budgets for maintenance of the network over other transport related expenditure.

Our primary aim for all physical works will be to meet our legal requirements to maintain the network in a safe condition, minimise traffic disruption and flood risk and ensure long term value for money. Physical works proposals that contribute to wider social and economic objectives will be prioritised as long as they also contribute to this primary aim.

### 3.8 Core Objectives and Strategy

Table 3.8 below lists the Core Strategy objectives for the RAMS.

These objectives are intended to reflect the multiple linkages with other local and national strategies and policies and the need to meet specific challenges and opportunities as described in Sections 4.3, 4.4 and 4.5 above.

As such these objectives will form the basis for the following:

1. The development of the Prioritisation Framework in **Part 5**
2. The selection of preferred strategy options for each asset group in **Part 4**
3. The identification of measurable targets for each asset group in **Part 4**
4. The development of operational service level policies.

Not all objectives are equal, particularly during difficult financial times. The core strategy objectives are therefore organised into three groups in descending order of priority. This provides a high level guide to decision making where funding is inadequate to meet all objectives. The groups are as follows:

Priority 1 Objectives that meet our legal requirements for safety and civil resilience

Priority 2 Objectives that contribute to meeting other legal requirements

Priority 3 Objectives that contribute to wider corporate priorities.

## Blackpool Road Asset Management Strategy

Table 3.8 Core Objectives and Strategy

Ref	Objective		Sub-objective	Strategy
	<b>Priority 1</b>			
CO1	Meet our legal requirement to maintain Blackpool's roads in a safe condition	CO1.1	Minimise short term safety risks on our roads	Prioritise total transport capital budgets to ensure they are adequate to meet our duty to maintain the network in a safe condition
				Ensure close coordination with the road safety team to investigate sites where the condition of the road or associated assets may increase the risk of vehicular accidents
				Ensure that our policies on safety inspection frequencies and repair response times are kept up to date in response to intelligence on safety risks.
				Ensure that we continue to target high claim areas and prioritise works accordingly. Continue with the additional general inspections for these areas and the possibility of find and fix works
		CO1.2	Prevent any increase in safety risks in the long term	Prioritise total transport capital budgets to ensure that they are at least adequate to prevent an increase in safety risks in the long term
		CO1.3	Minimise safety risks from our maintenance operations	Continue to implement the requirements of the Construction and Design Management Regulations 2015

## Blackpool Road Asset Management Strategy

Ref	Objective		Sub-objective	Strategy		
CO2	Meet our legal requirement to manage risks of major emergencies on the road network	CO2.1	Effectively manage existing critical infrastructure risks	Develop early warning systems to identify critical infrastructure risks that require major capital investment and potentially long funding lead in times. Ensure that they are given highest priority for funding from the transport capital programme and other sources		
				Define and periodically review Blackpool's Resilient Network		
				Ensure that critical infrastructure risks are included on the Corporate Risk Register until remedial works have been carried out		
				Identify an appropriate mechanism for managing a local or regional contingency fund to address major infrastructure emergencies.		
				CO2.2	Minimise the long term backlog of critical infrastructure risks	Account for climate change in forecasting of budgets required to minimise our critical infrastructure risks
						Adopt alternative designs and material specifications that are more resilient to extreme weather.
				CO2.3	Meet our legal requirement to manage and reduce flood risk	Implement cyclical condition assessments of critical drainage assets to support a preventative strategy for their management
						Adopt a coordinated and risk based approach to routine cleansing and maintenance of both minor and structural drainage assets

## Blackpool Road Asset Management Strategy

Ref	Objective		Sub-objective	Strategy
				Carry out other recommended actions to support the LFRMS as described in Table 3.6.4
	<b>Priority 2</b>			
<b>CO3</b>	Meet our legal requirement to minimise disruption to traffic (TMA 2004)	CO3.1	Minimise traffic disruption as a result of planned road works	Develop 3-5 year physical works programmes on a rolling annual basis and share these with other statutory undertakers via the HAUC to maximise opportunities for co-ordination of programmes
				Develop lifecycle plans that minimise disruption and delay to traffic
				Work with contractors to identify and trial innovative methods that reduce the duration of road works.
		CO3.2	Minimise traffic disruption as a result of infrastructure failure and emergency repairs	Ensure that routes with high or seasonal traffic flows are included within the Resilient Network and any associated infrastructure identified within the critical infrastructure list
				Minimise the time between first call out to Category 1 safety defects and permanent repair
<b>CO4</b>	Meet our legal requirement to provide best value	CO4.1	Reduce the lifecycle costs of our road assets to reflect the ambition within Construction 2025	Adopt lifecycle strategies for all assets that minimise long term costs and ensure that preventative maintenance programmes are carried out in line with these lifecycle strategies.

## Blackpool Road Asset Management Strategy

Ref	Objective		Sub-objective	Strategy
		CO4.2	Maximise the value for money of our transport capital expenditure	Prioritise total transport expenditure (Maintenance and Integrated Transport budgets) to reflect evidence of value for money
		CO4.3	Ensure financial sustainability of our services	Strengthen our capacity to generate income through our DSO
				Develop a robust process for management of information on repairs to safety defects to enable us to minimise pay-outs for injury and damage claims
				Implement a behavioural change programme to tackle fraudulent claims against the Council related to highways
		CO4.4	Increase our resilience to the effects of inflation by reducing the use of primary raw materials and energy consumption in our maintenance operations	Engage with the DSO and other Local Authorities (including Lancashire CC) to identify alternative materials and methods that increase the use of recycled material or reduce energy consumption. Consider the development of a collaborative approach to materials testing.
		CO4.5	Increase the efficiency of routine and reactive maintenance operations	Adopt a risk based approach to routine maintenance and inspections.
		CO4.6	Improve customer satisfaction	Prioritise total transport expenditure (Maintenance and Integrated Transport budgets) to reflect the expectations of Blackpool's residents and businesses
CO5	Meet our legal requirement to promote equality through highway services	CO5.1	Prevent discrimination through delivery of our road maintenance service	Raise awareness of the Equality Act 2010 amongst our staff and contractors

## Blackpool Road Asset Management Strategy

Ref	Objective		Sub-objective	Strategy
		CO5.2	Promote equality through our services	Increase our level of communication, outreach and consultation with organisations and forums for disabled people, local residents' forums in deprived areas and other interest groups for disadvantaged people to identify opportunities to improve accessibility
CO6	Meet our legal requirements to protect the environment and public health	CO6.1	Minimise the impact of maintenance operations on public health	Ensure compliance with the Environmental Protection Act 1990 in relation to noise, air pollution and waste management from highway operations
				Ensure compliance with provisions within the Wildlife and Countryside Act 1981, Noxious Weeds Act 1959 and Natural Environment and Rural Communities Act 2006
		CO6.2	Minimise the impacts of our road infrastructure on the natural environment	Develop lifecycle plans for our highest risk drainage assets that are critical to the prevention of surface water pollution
	<b>Priority 3</b>			
CO7	Contribute to the Council's strategy to attract sustainable investment to Blackpool			Prioritise maintenance options that retain or enhance the attractiveness of key regeneration and employment areas
				Ensure that the condition of routes to local and district centres are maintained in a condition that encourages walking and cycling

## Blackpool Road Asset Management Strategy

Ref	Objective		Sub-objective	Strategy
CO8	Contribute to the Council's strategy to promote Blackpool's tourism and culture			Identify, monitor and prioritise risks to routes and infrastructure that are critical to the tourism industry in the town and the ability to manage highly variable traffic levels associated with Blackpool's tourism calendar
				Prioritise monitoring and maintenance of assets that are critical to controlling surface water pollution and its impact on bathing water
CO9	Contribute to the Council's strategy to reduce economic inequalities			Prioritise maintenance that improves the amenity of local centres in deprived areas
				Adopt a robust and transparent prioritisation framework to ensure that the social and economic benefits of maintenance budgets are fairly distributed across the town
				Promote Blackpool Council's Direct Service Organisation (DSO) as a key employment opportunity for residents of Blackpool and particularly for new entrants to the labour market to gain experience and specialist skills

## Blackpool Road Asset Management Strategy

Ref	Objective		Sub-objective	Strategy
CO10	Contribute to the Council's strategy to improve health and well-being especially for the most disadvantaged			Enable people to retain their independence for longer by prioritising works that maintain the accessibility of routes to important community facilities and account for the prevalent needs in the neighbourhood
				Identify, monitor and prioritise risks on vital routes for emergency services
CO11	Contribute to the Council's strategy to create safer communities and reduce crime and anti-social behaviour			Ensure adequate response times to deal with vandalism of highway infrastructure in areas with high levels of anti-social behaviour
				Prioritise works that can enhance the aesthetic standard and community pride in areas that suffer from high levels of anti-social behaviour and fear of crime
CO12	Contribute to the Council's strategy to deliver quality services through a professional, well-rewarded and motivated workforce			Develop a model for information management that can be integrated across all Council services and ensures that data is only captured once but shared and used for many different purposes
				Take an active role in developing performance benchmarking with other Councils



## 3.9 Strategic Risks

Table 3.9 lists key risks that affect the Core Strategy Objectives in Table 3.8.

### Explanation

In the RAMS we make a distinction between two specific types of risk:

**Strategic planning risks:** Strategic planning risks are the focus of this section. They are typically long-term risks and their likelihood of occurrence is either constant or periodic or seasonal (such as winter storms). There may be factors, such as climate change, that lead to a gradual increase in these risks. In many instances though there may be limited scope to prevent strategic risk events happening and our approach to their management is to reduce the consequences of such events.

**Asset risks:** Asset risks are dealt with in Part 5 (Prioritisation Framework). These are risks associated with deterioration and failure of the assets themselves. Asset risk levels are constantly changing with the condition of the assets themselves and we need to consider the likelihood of a risk event happening at a number of different time horizons in order to understand the value of preventative action.

Other types of risk include management risk which relate to staff and skills and these are covered in individual service area

In both cases we ensure that the approach to scoring of risk is consistent with the overall corporate risk management approach.

## Blackpool Road Asset Management Strategy

Table 3.9 Strategic risk register

Objective	Risk		Gross Impact	Gross L'hood	Gross Risk	Mitigation	Net impact	Net L'hood	Net Risk
	Extreme price inflation results in inability to deliver required volumes of work to retain current standard of safety.	A return to pre-Project 30 levels of poor condition would threaten the financial sustainability of the service and the ability to make repayments	4	3	12	Long term mitigation through implementation of actions against CO4.4 although net risk should still reflect short term impacts  Undertake further simulation of inflation risks to understand the implications for levels of service	4	3	12
	Extreme price inflation results in inability to manage critical infrastructure risks on the Resilient Network within identified budgets.	This could lead to long delays in lead in time while additional funding is sought.	4	3	12	Prepare pre-emptive funding bids for major infrastructure where resilience issues are identified (see Part 5 Prioritisation Framework).  Work with Lancashire CC and the LEP to identify regional contingency funding for emergency funding of critical	4	2	8

## Blackpool Road Asset Management Strategy

						infrastructure			
	A change in the claims market results in the value of third party claims increasing beyond the rate of CPI.	An increase in the value of individual claims would undermine the Project 30 repayment model and result in further pressures on the highways budget. The result would be a self-reinforcing cycle of decline in condition.	4	3	12	Protect the current levels of resourcing for Highway Safety Inspectors and appropriate training (including update training on best practice)  Ensure robust management of information on emergency measures to make safe and subsequent repairs including photos and date stamps that are correctly referenced to individual safety defects.	4	2	8
	Insurance claims start to be targeted at areas where they are not currently experienced such as public parks footpaths and public open spaces.	A shift in focus of claims to other service areas would undermine the Project 30 repayment model and result in further pressures on the highways budget. The result would be a self-reinforcing cycle of decline in condition.	4	4	16	Ensure robust inspection and repair regimes for parks and open spaces.  Ensure robust management of information on emergency measures to make safe and subsequent repairs including photos and date stamps that are correctly referenced to individual	4	2	8

## Blackpool Road Asset Management Strategy

						safety defects.			
	An increase in the frequency of extreme storm and heat events in the short or medium term results in more rapid deterioration rates than accounted for in the strategy.	If this occurred before Project 30 repayments are completed this would threaten the financial sustainability of the service	4	4	16	Run further modelling of climate change risk. Consider climate change in the maintenance and renewal designs for road surfacing, drainage and structures	3	4	12

## Blackpool Road Asset Management Strategy

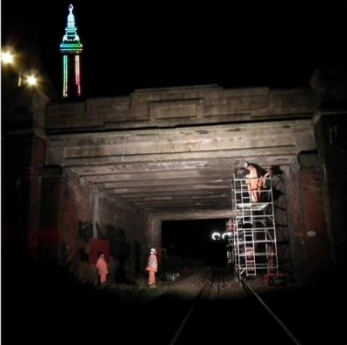
### Review

**Part 3 will be reviewed in 2020/21 or as any new legislation or policies are introduced that significantly impact on the duties of Council in relation to roads and the resources required for deliver them.**

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# Road Asset Management Strategy 2015-2045 Part 4 Asset Investment Strategies

Blackpool Council



# Blackpool Road Asset Management Strategy



# Part 4 Asset Investment Strategies

## 4.1 What is in this document?

Part 4 presents our investment strategies for different asset types as follows:

Section 4.2 Carriageways

Section 4.3 Footways

Section 4.4 Structures

Section 4.5 Drainage

Section 4.6 Other assets.

A financial summary of the investment strategy options is given in Annex 4.1 (page 13).

There are no Investment Strategies for Street Lighting and Traffic Management Systems as these are subject to a Private Finance Initiative (PFI) which is due to terminate in 2035. However, Blackpool Council will continue to obtain and analyse monitoring information on the condition of these assets and update the strategic risk register as appropriate in order to ensure that our overall strategy reflects the financial implications to the Council on completion of the PFI.

In Section 4.7 we briefly outline the implications of the strategies and Core Objectives (Part 3) for delivery and procurement.

## 4.2 Carriageways

### 4.2.1 Overview

Between 2009/10 and 2014/15 Blackpool Council invested £15M as part of the £30M Project 30 initiative in major maintenance of its carriageways. The programme was funded partially through Central Government grant funding and partially through prudential borrowing.

Project 30 has been highlighted as a best practice case study in national guidance as an investment model that can secure the sustainability of the highway network for the long term. It has also been highlighted as an example of best practice in collaborative working with our maintenance delivery partners to achieve the best results for the lowest possible cost.

The full value of the benefits of Project 30 will be realised over the next 25 years and beyond. An external review from the and validation by the Transport Research Laboratory (TRL) showed that if Blackpool Council had tried to raise the road condition using the levels of funding available then over 25 years it would have cost the authority an additional £100M. This would have been due to the escalating costs of maintenance over the next 25 years that would have been incurred had the investment not taken place. This is demonstrated in numerous case studies undertaken by the Department for Transport's Highways Maintenance Efficiency Programme.

A key mechanism by which these cost savings will occur is through our ability to arrest lower rates of deterioration on the network at much lower cost and in a more effective and

## Blackpool Road Asset Management Strategy

targeted fashion. Project 30 has enabled us to reduce the pressure on revenue budgets to undertake temporary emergency repairs which and this means that we are now able to use revenue and capital resources together to undertake permanent patch repairs that are much lower cost over the medium to long term. Indeed we now use an 'early warning system' within our safety inspections by identifying small areas of road that are at higher risk of developing potholes or other safety defects in the short term. By introducing this new approach we are now able to target these patch repairs before potholes actually occur and address multiple issues at a single site with one repair rather than revisiting the same site on multiple occasions. Without Project 30 this approach would not have been feasible and as such our annual programmes of carriageway patching will be a key part of our strategy to retain the value of the Project 30 investment for future generations.

In the short to medium term we have also forecast reductions in the cost of reactive repairs and third-party pay-outs for damage and injury although the majority of savings in the latter will be more attributable to the investment made in footways (see Section 1.3.2 for more detail). We also anticipate that improvements to the streetscape will have significant regeneration benefits particularly in the most deprived wards although this is very difficult to measure.

With the completion of Project 30 this edition of the RAMS represents a critical point in time for Blackpool Council. We must now ensure that our preventative strategy is continued in order to secure the value of this investment whilst meeting the challenges of growing pressure on revenue and capital budgets.

### 4.2.2 Condition trends

Blackpool Council undertook a comprehensive condition survey of our carriageways and footways in 2009/10 in order to provide an accurate measurement of the level of investment required in Project 30. These surveys, referred to as Carriageway and Footway Treatment Surveys, were designed through collaboration between Blackpool Council and our asset management partners Gaist Solutions for this purpose.

In the intervening years we continued to update the condition data by integrating the condition assessment with safety inspections. In 2014/15 we then commissioned a further comprehensive condition assessment to ensure an accurate representation of the condition of the network on completion of Project 30.

The results of these surveys are summarised in Figure 4.2.1. The condition survey provides 3 condition grades ranging from the best condition, Grade 1, to the worst condition, Grade 3.

The primary objective of Project 30 was to reduce the carriageways in Grade 3 where road surfaces had deteriorated to the extent that they show signs of safety defects or are likely to have safety defects in the near future. At the same time we also undertook preventative surface treatments on roads in Grade 2 as very cost effective way to slow the rate of deterioration.

The results of the surveys show a substantial improvement in the condition of the local, unclassified road network (URN) by reducing the percentage of Grade 3 from 17% to 10% in 2014/15. Similarly, the percentage of local distributor roads (DRN) in Grade 3 reduced from 11% to 7%.

## Blackpool Road Asset Management Strategy

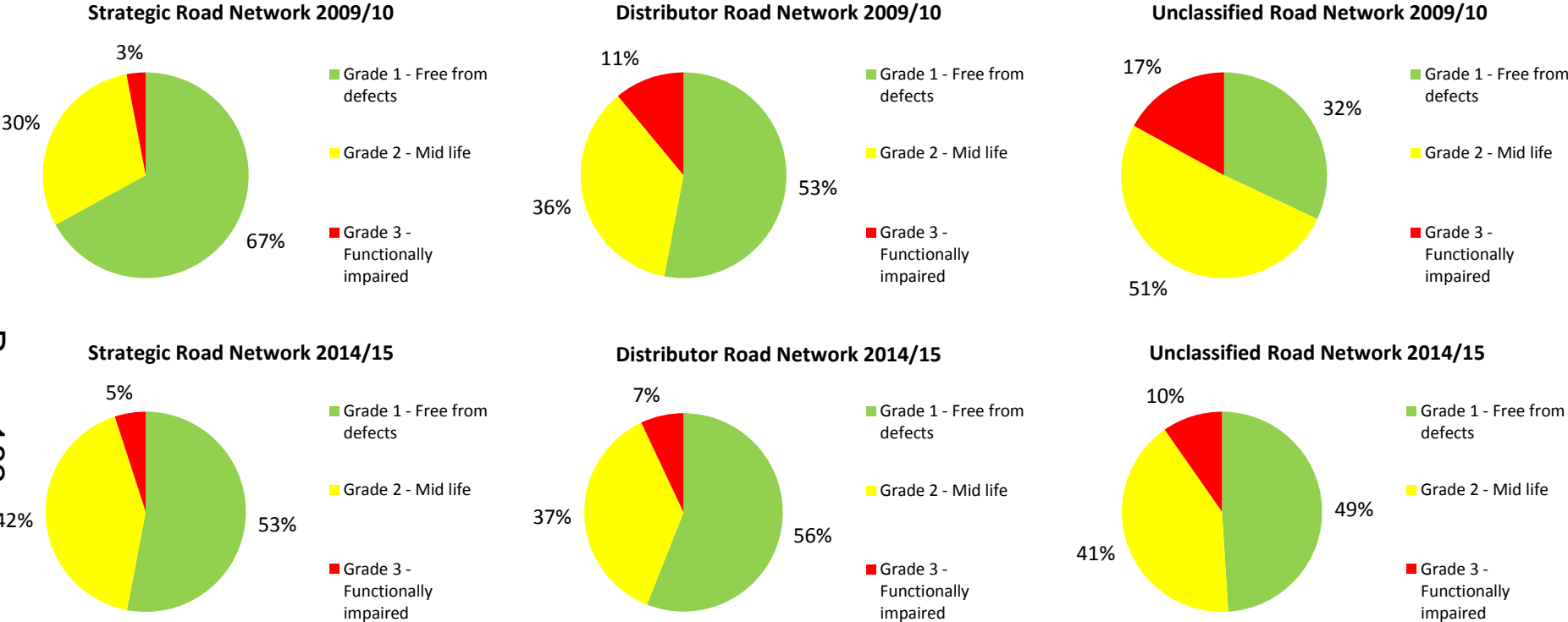
However, the results for the strategic roads (main roads, SRN) are still a cause for concern and show an increase in the proportion in poor condition. The majority of investment made through Project 30 was focused towards local residential roads (DRN and URN) and whilst a total of £4.2M of schemes were delivered on the SRN this has not been sufficient to arrest the overall rate of deterioration. The council requires a future aspirational figure of £1.2M per annum minimum to successfully maintain the SRN

### Conclusion and recommendation

**Whilst Project 30 has delivered a substantial improvement to the condition of local roads, the level of investment in the Strategic Route Network at over £800,000 per annum has been insufficient to keep ahead of deterioration. In order to address this challenge we need to slow the overall rate of deterioration on the SRN by focusing on lower cost surface treatments to roads that have not yet failed. However, it is unlikely that this can be achieved solely within the capital allocations for maintenance and options are considered in Section 4.2.3 below.**

# Blackpool Road Asset Management Strategy

Figure 4.2.1 Condition of Strategic, Distributor and Unclassified Roads in 2009/10 and 2014/15



# Blackpool Road Asset Management Strategy

## 4.2.3 Options

### 4.2.3.1 Budget options for carriageways

Table 4.2.3 shows the forecasts of budgets available from central Government for carriageways under alternative self-assessment outcomes after deduction of repayments for Project 30, bridge match funding and allocation of minimal budgets for other assets (see Section 6.4).

**Table 4.2.3** Central Government Maintenance Block Capital available for carriageways

	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
Capital (Band 3)	418,000	439,000	69,000	558,125	618,125	678,125
Capital (Band 2)	418,000	439,000	60,250	505,625	530,625	554,750
Capital (Band 1)	418,000	432,875	34,000	434,750	459,750	502,250

In addition the following revenue budget is available for carriageways after deduction of Project 30 repayments.

	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
Revenue	22,000	23,357	24,745	26,165	27,618	29,104

These basic projections were used for testing of options. The options tested cover:

Option	Description
Option 1	Basic maintenance capital and revenue scenarios
Option 2	Option 1 + £100,000 per annum
Option 3	Option 1 + £500,000 per annum

### 4.2.3.2 Options testing

Preliminary work has been undertaken to get an understanding of the likely change in condition on the carriageway network over the next 5-10 years (to 2019/20) under each of the options and budget scenarios above. These are summarised below:

For the preliminary analysis the underlying deterioration models used for the forecast were based on a national standard model. It should be assumed that the forecasts for the strategic route network represent a worst case scenario. At this stage it is not considered appropriate to use the model using national data to infer trends beyond 5 years and further work is required to develop deterioration models that are based on actual data from Blackpool's network.

Table 4.2.3.2 summarises the change in condition of carriageways for Strategic and Local Roads (comprising Distributor and Unclassified Roads) under each option. Where ranges are presented they reflect the outcomes under different Band funding scenarios.

Overall the forecasts are consistent with the conclusion that Project 30 has been successful in reducing deterioration rates. Over the medium term the lower rates of deterioration mean that it is possible to shift existing revenue and capital budgets towards more targeted, preventative and permanent repairs on the network and this means that it is possible to retain the current condition at a lower cost than was possible before Project 30.

**Table 4.2.3.2** Change in condition under investment options

## Blackpool Road Asset Management Strategy

Option		Strategic Routes	Local roads
Option 1	Basic maintenance capital	Increase in proportion in poor condition from 5% to between 12.5-13% in 2020/21	Increase in proportion in poor condition from 9% to between 14-15% in 2020/21
Option 2	Option 1 + £100,000	Increase in proportion in poor condition from 5% to between 12-12.5% in 2020/21	Proportion in poor condition in 2020/21 stays at 9% with Band 3 funding. With Band 2 funding or lower we may see an increase to between 11-12% in poor condition
Option 3	Option 1 + £500,000	With Band 3 funding it is possible to hold condition at around 5% in poor condition. With Band 2 funding we may see an increase to 6% in poor condition.	It is possible to retain the current condition of local roads to 8% or less in poor condition by 2020/21.

### 4.2.3.3 Assessment of options

In view of the need to consider the use of additional funding to retain the condition of the strategic and local roads it is important to consider the strategic and economic case for doing so. This is summarised in Table 4.2.3.3.

## 4.2.4 Preferred Strategy Option

### 4.2.4.1 Overall approach

The preliminary forecasts indicate that approximately £500,000 additional capital is required to retain the current condition of both Strategic and Local Roads as described in Option 3.

Overall the forecasts are consistent with the conclusion that Project 30 has been successful in reducing deterioration rates. Over the medium term the lower rates of deterioration mean that it is possible to shift existing revenue and capital budgets towards more targeted, preventative and permanent repairs on the network and this means that it is possible to retain the current condition at a lower cost than was possible before Project 30.

The Council's new approach to targeted and permanent repairs of localised areas of road before they become safety defects (referred to as carriageway patching programmes) will now be critical to holding back deterioration of the road network and minimising safety risks in the medium term to 2019/20. However, the current condition of the local roads can only be sustained with the use of preventative treatments alongside these patch repairs.

**Table 4.2.3.3** Assessment of Option 3 compared to Option 1

	Core strategy objective	Option 1	Option 3

## Blackpool Road Asset Management Strategy

<b>CO1.2</b>	Prevent any increase in safety risks in the long term	Option 1 results in an increase in safety risks in the medium to long term	
<b>CO4.1</b>	Reduce the lifecycle costs of our road assets	The backlog will escalate to £21M in 2020/21	The backlog remains at current levels (£13.5M). The additional £500,000 per annum enables the use of low cost preventative treatments
<b>CO4.2</b>	Maximise the value for money of our transport capital expenditure		The cost savings to the Council (as Net Present Value) are 2.8 times greater than the additional capital required. Including wider economic benefits (on the basis of a recent study by Transport Scotland) we expect an overall Benefit Cost Ratio of 4.3 which is regarded as very high value for money
<b>CO4.5</b>	Improve customer satisfaction	A decline in condition under Option 1, particularly on the unclassified network, would not be acceptable to Blackpool's residents	Option 3 would deliver the best result in terms public satisfaction by retaining the condition of local roads
<b>CO7</b>	Contribute to the Council's strategy to attract sustainable investment to Blackpool		Option 3 would avoid decline in the condition of strategic routes vital for the sustainable growth aspirations of the town and including key cycle routes
<b>CO8</b>	Contribute to the Council's strategy to promote Blackpool's tourism and culture		Option 3 would avoid decline in the condition of key routes for tourism

## Blackpool Road Asset Management Strategy

Diversion of budgets from preventative maintenance to a smaller number of more expensive resurfacing schemes on local roads would result in decline in the condition of the network overall. Resurfacing should therefore only be carried out on heavier trafficked local roads (Distributor Routes) and residential streets should only be resurfaced if it is more cost effective to do so (e.g. where defects are spread across the full length and width of a street).

If requests are made to resurface streets where localised patch repairs or surface dressing would otherwise be appropriate then additional and alternative budgets will need to be identified for that purpose.

The importance of making the right choice in line with the asset management principles of right place, right treatment, right time, is key to improving value for money in road maintenance.

Alongside capital and revenue budgets for physical works it is vital that sufficient budgets are identified for resourcing the Highway Inspections, (5 highway inspectors). They form a fundamental part of our risk based approach which will become more critical in future years both in the implementation of the new Code of Practice (due for publication in 2016) and in reducing Blackpool Council's costs as a result of third-party liabilities. If this resource is further reduced there would be an inevitable result of the tripping claims rising exponentially due to a lack of providing a defence.

A safety defect, or pothole, will be repaired in accordance with the local code of practice for safety inspections. This will ensure that the roads are maintained in a safe condition. It is sometimes difficult to understand that a single pothole is repaired whilst leaving the remaining road surface in an aesthetically poor condition. Sometimes residents' concerns push the council to a 'worst-first' strategy which should be resisted.

As mentioned earlier we now use an 'early warning system' within our safety inspections by identifying small areas of road that are at higher risk of developing potholes or other safety defects in the short term. By introducing this new approach we are now able to target these patch repairs before potholes actually occur and address multiple issues at a single site with one repair rather than revisiting the same site on multiple occasions

Giving a higher priority to the worst roads will limit funds for preventative work on roads which are at the optimum point for repair. It is essential therefore that all re-surfacing and patching works are aligned with the risk based approach to further minimise tripping claims or targeted at the 'social network' within each ward. (the social network is defined as the local roads which are the main thoroughfares for distribution of people throughout Blackpool and form key social spaces, hence they have more 'social importance'.) It is vital that these are adequately maintained as they are the routes for those walking from place to place or using district shopping centres which also contain GP surgeries and other community facilities. It has been evidenced through the NHT Public Perception studies and results that residents care about the quality of local areas and road maintenance on the social network of local residential roads contribute towards wider local authority priorities.



# Blackpool Road Asset Management Strategy

## 4.2.4.2 Opportunities

### Opportunities

On the Strategic Route Network opportunities will be explored to achieve further cost savings through the combined use of surface dressing with reinforcing membranes that provide a long term solution in many situations where resurfacing might have been the only other option. This also presents opportunities for cross-boundary co-ordination with Lancashire County Council's surface dressing programmes that could yield further significant cost savings.

## 4.2.4.3 Risks

### Risks

There are uncertainties around the level of investment required to address structural deficiencies at key locations on the SRN. Further detailed modelling and appraisal work should be undertaken to account for this with a view to preparing bids for the next round of Challenge Funding which may be made available by the DfT.

Alternative construction price inflation scenarios were also tested ranging between 2.5% per annum to 5.5% as a credible range for average inflation rates over the next 5 years. Under the high inflation scenario it is not possible to avoid a decline in the condition of the SRN even under Option 3. Through further development of the RAMS we will assess options to increase our financial resilience to construction price inflation including reducing the proportion of primary raw materials from our operations.

### Conclusions and recommendations

**The Carriageway Asset Investment Strategy continues to target the residential roads using residual budgets, particularly in the areas where the highest number of tripping claims are received. This will, in conjunction with the additional risk management activities, assist in the reduction of the number and cost of tripping claims.**

**The Carriageway Asset Investment Strategy has identified that the best course of action would be to invest a further £0.5M on top of projected residual budgets. If this funding could be realised, it would ensure that the current condition of the Strategic Route Network could be maintained over the next 5 years. In terms of the value for money of this option, we would expect the cost savings to the Council and to the wider economy by to be at least 4 times the capital cost (in present value terms). This would avoid a growth in maintenance backlog of approximately £7.2M over the same period.**

### Review

It is recommended that further work is undertaken in 2016/17 to the carriageway investment strategy to improve the validation of the forecasting model and undertake a fuller appraisal of the long term costs and benefits of each option described above. Detailed modelling of the SRN to include more structural condition data will be used to support further Challenge Fund bids that may become available from The DfT.

## 4.3 Footways

### 4.3.1 Overview

Project 30 included £13.2M for investment in maintenance of footways. The aim of this investment was to secure long term improvements in both the accessibility and quality of public realm across the Borough and to address unsustainable levels of pay-outs for third party damage and injury claims that would ultimately result in a reallocation of highway revenue budgets for physical maintenance repairs.

A key focus of Project 30 was to increase the resilience of the footway network to localised factors such as pavement parking and vehicle override that are a primary cause of deterioration on footways. In this respect the legacy of Project 30 will be a long term reduction in deterioration rates on our footways.

### 4.3.2 Condition and performance trends

Comprehensive footway condition surveys were carried out in 2010 and 2014 concurrently with the carriageways surveys and according to the same principles as outlined in Section 4.2 above.

Figure 4.3.1 summarises the condition of the footway network in 2010 and 2014 and demonstrates a substantial improvement with the proportion of Grade 4 and 5 reducing from nearly 12% in 2010 to 2% in 2014.

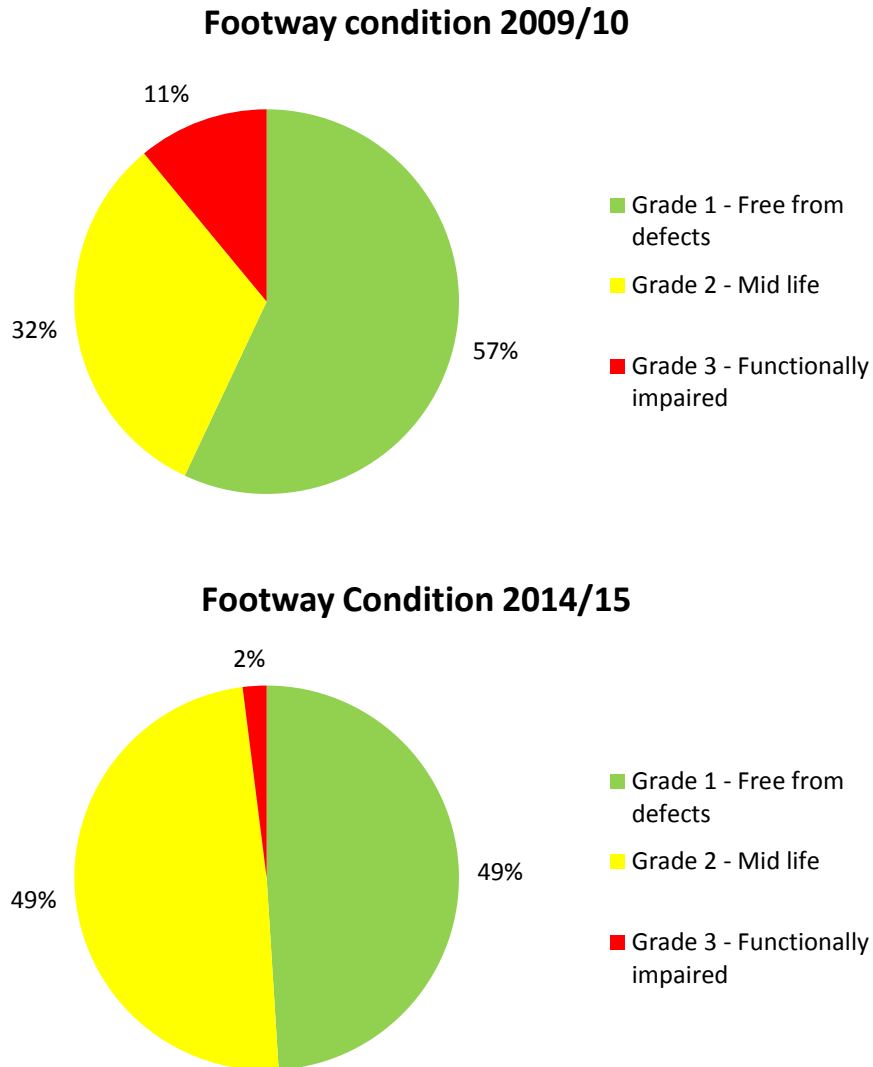
Figure 4.3.2 shows the trends in pay-outs for third-party damage and injury claims made in year since 2008/09. The overall trend shows a decline in levels of pay-outs for claims although clearly movements from one year to the next can be influenced by a wide range of factors including socioeconomic circumstances and regulatory reforms affecting the claims industry as a whole. In particular the chart shows an increase in the total pay-outs in 2012/13 and 2013/14 that were likely to be a result of a surge in claims submitted in advance of the introduction of the Jackson reforms in April 2013 which altered regulations for Conditional Fee Arrangements.

### 4.3.3 Forecasts

No forecasts have been undertaken for footways and further work will be undertaken to develop a model for this purpose. However, in the medium term (to 2018/19 at least) it is anticipated that the rates of deterioration on the footway network will be minimal and can be managed with localised permanent repairs (Cat 4 repairs) prioritised on a risk basis. With the revenue budget allocation as shown in Table 4.1.2 above it is possible that some decline in condition may occur within the next 5 years although it is unlikely to be to an extent that would result in an unmanageable increase in safety risks or that would compromise the long term sustainability of the network.

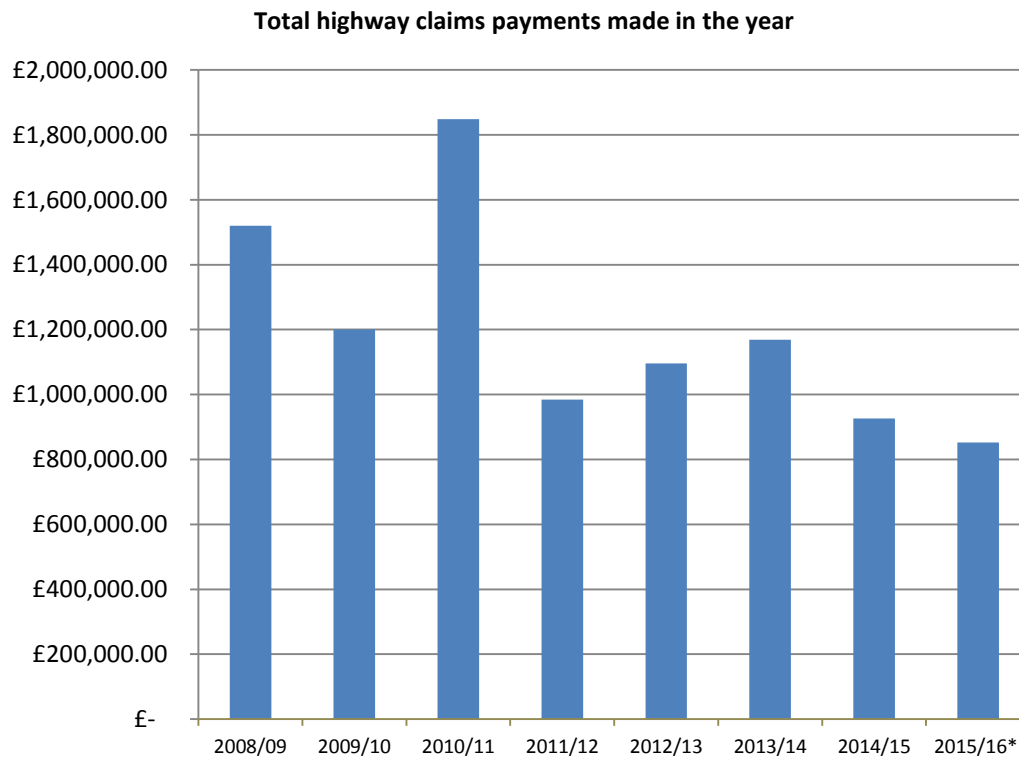
# Blackpool Road Asset Management Strategy

Figure 4.3.1 Footway condition in 2009/10 and 2014/15



# Blackpool Road Asset Management Strategy

Figure 4.3.2 Total pay-outs made in year for highway claims since 2008/09



\*as of Feb 16

## Conclusions and recommendations

**For the medium term capital grant budgets will need to be focused towards carriageways while we anticipate that the deterioration rate on footways should be fairly low. It will be important to continue to monitor overall condition of the footway network to ensure that deterioration rates can be arrested with the use of Cat 4 repairs and localised repair of modular footways.**

**The benefits of Project 30 in reducing third-party claims should now be consolidated with a behavioural change programme to tackle fraudulent claims. Given that the condition of the footway network compares well with other urban networks it is likely that a behavioural change programme will yield further substantial reductions in pay-outs.**

**Without a behavioural change programme Blackpool Council will remain highly vulnerable to surges in claims that divert limited budgets away from effective inspections and physical repairs – resulting in a vicious cycle of decline in condition.**

## Review

The Footway Investment Strategy will require review in 2016/17 following further analysis of new condition data.

### 4.4 Bridges and structures

The current structures programme funded through a combination of Local Growth Fund and Challenge Fund grants involves strengthening and reconstruction of 10 structures supporting routes identified as part of Blackpool's Resilient Network (see Part 5). These follow on from the completion of strengthening works to the embankments, and drainage improvements along Yeadon Way through the Local Pinch Point Fund. All of these structures would have required weight restrictions or even closure within the medium term with severe repercussions for the welfare of Blackpool's residents, enormous costs to local businesses and potential harm to the tourism industry in Blackpool.

This programme has resolved an immediate threat to Blackpool's highway structures. However, we are developing lifecycle models for all our bridges and structures to ensure that we can manage them sustainably in future. This requires regular routine and preventative maintenance and timely replacement of key components such as waterproof membranes, expansion joints and bearings.

In addition to the structures assets already identified it is also vital that we monitor and assess the condition of the coastal sea defences as they impact on the town's strategic routes – notably the Promenade.

#### Conclusions and recommendations

**All identified critical infrastructure risks are currently being addressed through the LGF and Challenge Fund programme which enables us to use block capital grants for carriageways and drainage. However, there are no long term budgets identified for structures and this will need to be resolved prior to the completion of the current structures programme in 2018/19. The Structures Asset Management Plan is currently under development and will identify the optimum levels of funding over the medium to long term to maintain our structures in the most cost effective way.**

**In the short term there is an immediate need to identify capital and revenue funding to cover General and Principal Inspections, routine maintenance such as vegetation control and trash screen clearance as well as emergency responses to bridge strikes. Until the shortfall in funding is found it is recommended that this item is included on the Corporate Risk Register with a high impact and high likelihood (4 x 4) score.**

#### Review and actions

The Bridges and Structures Asset Investment Strategy will require review in Autumn 2016 on completion of the whole life costing work being undertaken for each structure.

### 4.5 Drainage

Work has been undertaken to provide annual cost estimates for managing the most important safety risks associated with ancillary highway assets. These include:

1. Complex drainage

## Blackpool Road Asset Management Strategy

2. Highway gullies
3. Highway drainage watercourses

### 4.5.1 Complex drainage

This includes maintenance of small culverts and pipes and other costs such as investigations using CCTV surveys and responding to collapses in some instances. Currently the average annual spend on drainage repairs are £15,500. However, this does not enable us to address most causes of flooding on roads and, in accordance with the Flood and Water Management Act 2010 Blackpool Council must develop a proactive approach to mitigating flood risk due to inadequate and poorly functioning drainage.

A Local Flood Risk Management Strategy (LFRMS) has been developed jointly between Blackpool Council and Lancashire County Council and published in 2014. The RAMS Core Strategy (Part 3) sets out how management of drainage assets will support the objectives and strategy actions in the LFRMS.

It is likely that significant investments will be required to ensure our complex highway drainage assets have sufficient capacity and are serviceable for the long term. Further work including condition assessments will be undertaken to identify likely levels of investment requirements.

In the interim £100,000 per annum will be allocated to undertake detailed assessments of critical drainage assets and implement major structural and preventative maintenance operations (for example lining of drainage pipes).

National guidance on Management of Drainage Assets has been published by the Highways Maintenance Efficiency Programme (HMEP). The Department for Transport intend to use this guidance as a benchmark against which to assess Local Authorities' progress with implementing flood risk management measures through the new capital incentive mechanism. A review of performance against this guidance should be undertaken in 2016.

### 4.5.2 Highway gullies

The total budget requirement to clean all gullies every year (including repeat cleansing of problem gullies) is £177,000 per annum. Work is underway to develop a risk based gully cleansing regime that will focus on gullies that are in high risk locations in terms of properties affected and the potential for significant surface water pollution.

There is no budget identified for cleansing of drainage kerbs ('Beany blocks') which is estimated to require approximately £21,000 per annum.

### 4.5.3 Highway drainage watercourses

Clearing vegetation and silt from drainage watercourses is crucial in preventing major flooding incidents on the highway and adjacent properties. The annual cost is estimated at £30,000.

#### Conclusions and recommendations

**Effective management of our drainage assets will be crucial to meeting our legal requirements under the Flood and Water Management Act 2010 and Civil Contingencies Act 2004. Whilst revenue budgets have been identified to undertake risk based routine**

## Blackpool Road Asset Management Strategy

and reactive maintenance operations we also need to allocate an additional £100,000 per annum to undertake preventative drainage maintenance that will enable us to move to a longer term and more cost effective approach.

### Review and actions

The annual allocation of £100,000 is based on an initial estimate and requires review following further detailed condition assessments of critical drainage assets in 2016/17.

## 4.6 Other assets

Work has been undertaken to provide annual cost estimates for managing the most important safety risks associated with ancillary highway assets. These include:

1. Tensioned safety barriers
2. Signage
3. Road markings and zebra crossings

### 4.6.1 Tensioned safety barriers

An initial assessment of all safety barriers is required in accordance with the Code of Practice for Well-Maintained Highways at a cost of £7,000. Cyclical testing, re-tensioning and replacement of post-screws will require £18,000 per annum.

### 4.6.2 Signage

As a minimum safety requirement non-illuminated signs require cyclical cleaning every year at an estimated cost of £5,000 per annum.

### 4.6.3 Road markings

Management of the most significant safety risks will require prioritisation of signal junction markings, mini-roundabouts and zebra crossings. This is estimated at £40,000 per annum. However, this would exclude any replacement of other lining including TROs, cycle markings etc.

### Conclusions and recommendations

The above costs reflect the minimum requirements to meet safety needs on the network. Where budgets are insufficient to meet these it is crucial that these items are included on the Corporate Risk Register with Medium to High Impact and Likelihood scores.

### 4.7 Delivery and procurement

Blackpool Council recognises that its approach to procurement and delivery of works is vital to the realisation of the Core Strategy Objectives (Part 3).

#### 4.7.1 Current approach

Blackpool Council currently delivers minor civils and resurfacing schemes on residential roads through its Direct Services Organisation (DSO). For larger schemes the council will use the most appropriate route to market, either framework or running our own internal exercise. The self-assessment dictates that the council has to ensure that using internal services are value for money and are lean.

However, for larger scale works such as bridge reconstruction the Council utilises established regional procurement frameworks. This enables the Council to access Early Contractor Involvement arrangements to ensure the maximum value is obtained through the feasibility and design stages. It also has provided benefits to the Council in limiting the effect of construction price inflation as the Council can use previously market tested rates.

#### 4.7.2 Proposed approach

Whilst our overall approach to procurement and delivery will be subject to periodic review it is proposed that the Council continues with the current arrangement for the following reasons:

1. By retaining a strong DSO we are able to generate significant revenue through delivery of construction works as part of S38 and S278 agreements with developers. Ensuring adequate volumes of work through the wider investments in the road network will enable the DSO to retain the necessary skills, plant and equipment to continue this service. This approach strongly supports Core Objectives CO4.2 and 4.3 in relation to delivery of value for money.
2. The DSO supports Core Objective CO9 to contribute to the Council's strategy to reduce economic inequalities through a commitment to skills development and employment opportunities for Blackpool's residents.
3. Blackpool Council will continue to be able to work closely on a scheme by scheme basis with contractors drawn through other existing frameworks using the various instruments available through the NEC3 and to seek early involvement to get the best value from schemes.

We recognise that there are additional challenges to drive innovation through procurement to deliver our objectives for lifecycle cost reductions, the use of recycle materials and reduction in energy consumption. The Council will work closely with regional partners, including Lancashire County Council as well as the Local Council's Highway Investment Group (LCHIG) to identify options for drawing on and influencing the market for innovative materials and methods.



### 4.8 Overall approach of the RAMS Strategy

As mentioned earlier in this strategy an aspiration budget of £3.5M per annum is required to adequately sustain the condition of the road network including the structures and bridges post 2021.

This strategy therefore uses available funding in the short to medium term.

To summarize the overall recommended option is :-

- 1. Use available funding and resources to ensure that the 'safety' assets (zebra crossing, essential road markings, mini roundabout etc ) are maintained;**
- 2. Residential streets not in high claim areas will be maintained to the best standard that can be achieved by safety repairs only (pothole repairs);**
- 3. Residential streets in high claims areas will be targeted with intervention re-surfacing treatments to prevent failure demand, thus preventing future claims;**
- 4. The savings made from the above to be re-invested into the strategic roads for the good of the towns prosperity and all users;**
- 5. Bid for future funding opportunities such as the DfT's Challenge fund;**
- 6. Work with members and the stakeholders to understand their local community demands in road condition and spend any additional funding in line with the social road network; and**
- 7. Work with the RAMS management board to fully understand the right sized funding required to adequately sustain the road network in the future.**

## Blackpool Road Asset Management Strategy

### Annex 4.1

### 5 year financial projection

		2016/17	2017/18	2018/19	2019/20	2020/21
<b>Funded</b>						
<b>Carriageways</b>	Maintenance Capital	0.439	0.069	0.558	0.618	0.678
	ITB Challenge Fund 2 Contribution	0	0	0	0.100	0.465
	Revenue	0.023	0.025	0.026	0.028	0.029
	<b>Total</b>	<b>0.462</b>	<b>0.094</b>	<b>0.584</b>	<b>0.746</b>	<b>1.172</b>
<b>Footways</b>	Revenue	0.170	0.177	0.185	0.193	0.201
	<b>Total</b>	<b>0.170</b>	<b>0.177</b>	<b>0.185</b>	<b>0.193</b>	<b>0.201</b>
<b>Structures</b>	ITB Contribution	0.785	0.785	0.000	0.000	0.000
	DfT challenge fund	2.855	0.596	0.000	0.000	0.000
	Lancashire LEP	0.600	1.200	1.500	0.000	0.000
	<b>Total</b>	<b>4.24</b>	<b>3.359</b>	<b>1.500</b>	<b>0.000</b>	<b>0.000</b>
<b>Drainage</b>	Revenue	0.061	0.063	0.064	0.066	0.067
	<b>Total</b>	<b>0.061</b>	<b>0.063</b>	<b>0.064</b>	<b>0.066</b>	<b>0.067</b>
<b>Gulley cleansing</b>	Revenue	0.181	0.185	0.189	0.193	0.198
<b>Road markings</b>	Revenue	0.041	0.042	0.043	0.044	0.045
<b>Shortfall</b>						
<b>Carriageway</b>	SRN	0.500	0.500	0.500	0.500	0.500
<b>Drainage</b>		0.100	0.100	0.100	0.100	0.100
<b>Structures</b>	Capital				TBC	TBC
<b>Structures Principal and General Inspections</b>	Revenue	TBC	TBC	TBC	TBC	TBC
<b>Safety barriers</b>	Revenue	0.018	0.019	0.019	0.020	0.020
<b>Signs</b>	Revenue	0.005	0.005	0.005	0.005	0.006

# Road Asset Management Strategy 2015-2045 Part 5 Prioritisation Framework

Blackpool Council





# Part 5 Prioritisation Framework

## 5.1 What is the purpose of this document?

The purpose of this document is to define Blackpool Council's approach to identifying and prioritising planned works on the road network. This is an important step in the development of the Council's asset management approach for road infrastructure.

A particular reason for establishing a prioritisation framework is that, even in the best of financial times, budgets are never enough to do all of the work that our customers, members and engineers would like to see done. More generally though, prioritisation of physical works is one of the key methods by which we realise the objectives set out in the Core Strategy.

The prioritisation framework enables us to address critical risks first (e.g. flooding due to collapsed drainage pipe) and then prioritises the remainder of programme options according to value for money and the contribution to the Core Strategy Objectives.

By clearly setting out an approach to risk assessment the prioritisation framework will enable consistency with the existing Corporate Risk Management framework and effective communication of risk information to the Lancashire Local Resilience Forum. It also ensures that the Council meets the recommendation of the Transport Resilience Review (DfT, 2014) that all Local Highway Authorities in England should identify a Resilience Network and manage risks identified on that network.

### Review and actions

The process described in Part 5 will require the support of automated analysis from our asset information systems (e.g. AssetStream) to ensure that it can be implemented without additional burden placed on staff and work will need to be undertaken in 2016 to achieve this.

There are also a number of actions and stakeholder consultations that are required before the Prioritisation Framework can be fully implemented which will be completed in time for the preparation of the forward works programme in Autumn 2016.

## 5.2 Who is this document for?

This document is intended to provide guidance for forward works programme development. The risk assessment criteria will also provide a framework for safety inspections and repairs. However, it should also provide a reference to consultee stakeholders such as the Highways Consultative Forum who will be involved in shaping future programmes.

## 5.3 What is in this document?

In Section 5.4 we provide an overview of the two tiered process of forward works programme development.

Sections 5.5-5.11 provide a description of each stage in the process.

Information requirements and criteria are provided in the Annexes to this document. In the final Annex 5.6 we provide some worked examples to illustrate the process.

## 5.4 Process overview

A two tiered process will be used for prioritising forward works programmes to ensure that the best outcomes can be achieved across all the RAMS objectives without losing sight of the need to manage the most critical network risks.

Tier 1 of the programme contains proposals that address critical risks associated with asset failure. This includes risks to infrastructure identified as part of Blackpool's Resilient Network which is explained further in Section 5.5. However, Tier 1 also addresses more dispersed risks that may have localised but nonetheless severe consequences (such as road traffic accidents).

Tier 2 of the programme contains other scheme proposals and are prioritised according to the added value that they provide against the Core Strategy Objectives in Part 3.

Figure 5.4 sets out Blackpool's overall approach to development of forward works programmes and each stage is described in more detail in the following sections.

## 5.5 Step 1 Production of 'long list' of options

The purpose of this step is to generate a complete list of all of the potential work that may need doing on the road network. This stage is heavily dependent on the use of our asset information systems to automatically generate this list using specific criteria and thresholds to process and query data from condition surveys and other information on risks.

Annex A5.1 (How do we identify the 'long list' of options?) provides a description of the methods and information used for generating the long list.

An important aspect of this stage is that a number of options could be generated for the same asset or stretch of road that may vary in terms of their cost and durability.

## 5.6 Step 2 Resilient Network Infrastructure affected?

Annex A5.2 lists the roads within Blackpool's Resilient Network (Table A5.2.1) with an explanation of the criteria for their being identified in the network. A Resilient Network map is also provided in Annex A5.2 (Figure A5.2.1).

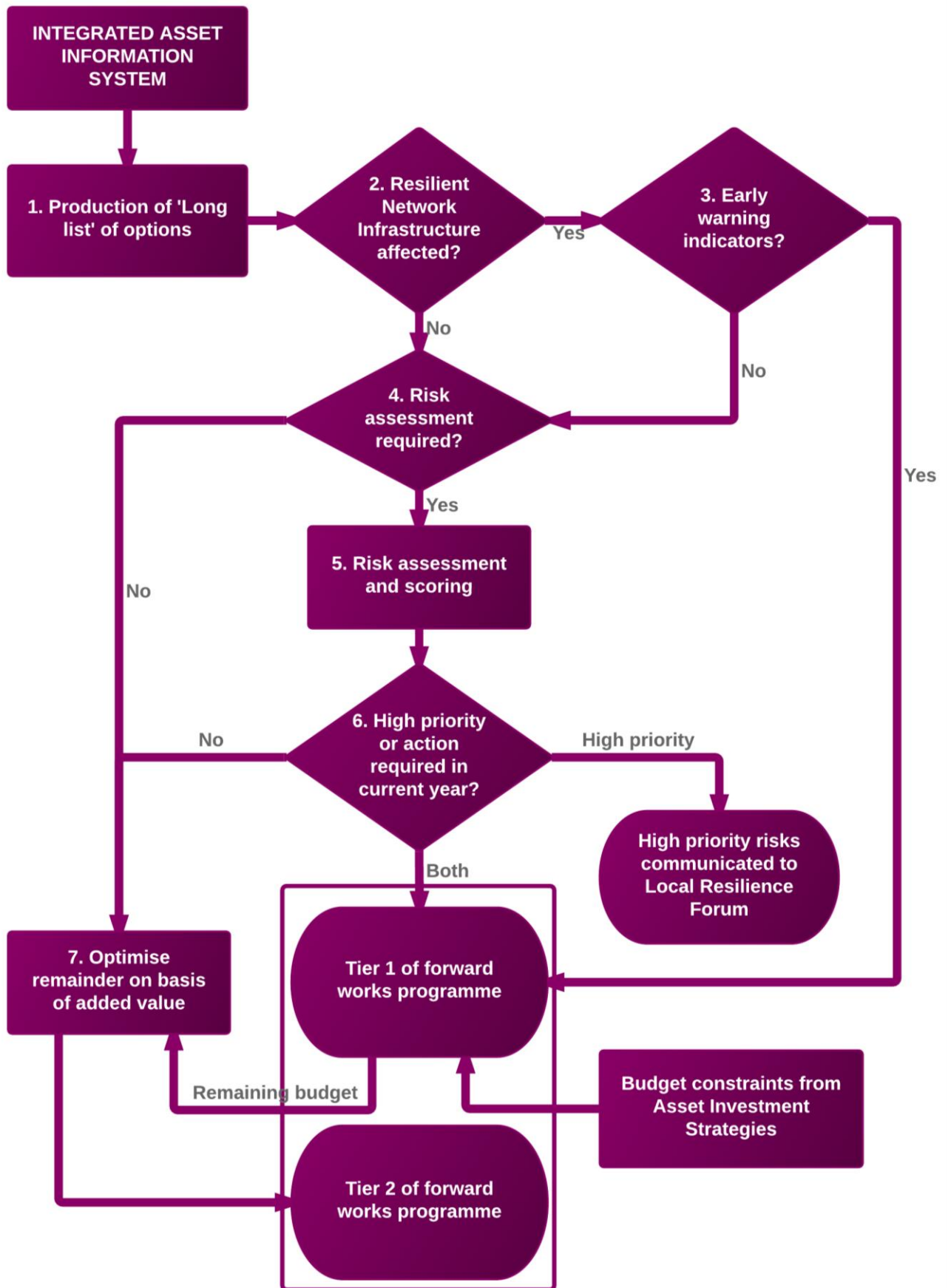
The purpose of defining the Resilient Network is to enable Blackpool Council to identify and prioritise measures that will minimise future risks of disruption on routes that are vital for the functioning of the town, the safety of its residents, businesses and visitors and its long term economic prospects.

Key to this is the use of preventative maintenance operations that will avoid the need for more costly and disruptive interventions in the medium term. As an example, tree root cutting and lining of a drainage pipe will avoid the need for excavation and replacement of the pipe in the medium term. Likewise, sealing of deep cracks in the carriageway, or alternatively surface dressing with reinforcing membrane, may avoid the risk of rapid deterioration and potential leaching of fines from beneath the road structure.



# Blackpool Road Asset Management Strategy

Figure 5.4 Prioritisation Process Flow



## 5.7 Step 3 Early warning indicators

In order to identify the need for preventative action on the Resilient Network a set of early warning indicators is used which are derived from various condition surveys. These are shown in Table A5.2.2 in Annex A5.2.

Where the need for preventative action is identified scheme proposals are included within the Tier 1 of the Forward Works Programme. The timing of these preventative schemes may still be deferred to a specific year within the Forward Works Programme in order to co-ordinate with other works.

## 5.8 Step 4 Risk assessment required?

For all other proposals in the long list we consider whether or not detailed assessments of risks associated with asset failure are required. These types of risk assessment can place a considerable requirement on engineers' time and it would be very difficult to carry this out for every scheme proposal in the long list.

We therefore use criteria to automatically sift a short list of proposals where risks associated with asset failure are likely to be higher. These criteria are given in Annex A5.4 in Table A5.4.1.

## 5.9 Step 5 Risk Assessment and Scoring

Risk assessments for Tier 1 schemes reflect the overall corporate approach to risk assessment and management as described in the Council's Risk Management Strategy. The approach enables prioritisation of risk according to both the scale and severity of impacts of incidents and the likelihood that they will occur.

### Risk impacts

Impacts are categorised as follows:

1. Health and safety impacts
2. Social impacts
3. Third-party impacts (e.g. property, utilities)
4. Economic / Financial impacts (related to Blackpool Council's financial sustainability)
5. Environmental impacts

The criteria for scoring of impacts against each of the categories above is given in Annex 5.3, Table 5.3.1. This table also shows the links between these impact categories and the Core Strategy Objectives (Part 3).

Each proposal is given a score of 1-5 for impact. It is important to note that these impact categories are not exactly equivalent to the Lancashire Community Risk Register Impact categories which also uses a 1-5 impact score. However, importantly we would consider an impact Score of 5 (Major emergency) in this framework to be equivalent to an impact score of 4 (Significant) in the Community Risk Register. The latter reserves the highest impact score of 5 for catastrophic events that are likely to be of a regional or national nature.



# Blackpool Road Asset Management Strategy

## Risk likelihood

The scoring of likelihood is based on the same probability criteria as used in the Community Risk Register with a score of 1-5 given to each proposal as shown in Annex A5.3, Table A5.3.2. Where possible risk likelihoods are based on quantitative evidence either through statistical modelling of local data (such as estimation of asset failure probability curves) or through the use of standard or national models (such as flood risk modelling). In other cases reasoned judgement may still be required.

In some instances similar types of scheme should be assessed as a package because the cumulative impacts of the package may be greater than the sum of each individual proposal.

For example, a single footway site that is at risk of developing potholes may be regarded as low risk because both the likelihood of injury at that particular site and the likely severity of injury may be very low. However, when considering all such sites together the chances of multiple injury accidents are fairly high and the resulting pay-outs against third party claims then reduce the available budget for repairs. In this instance the risk mitigation benefits of a footway resurfacing or slurry seal programme should be considered as a whole.

## 5.10 High priority or action required in current year?

Risks are then scored using the Impact × Likelihood matrix as shown in Annex A5.3, Table A5.3.3.

Proposals assessed as High priority or Action required in current year are included in Tier 1 of the Forward Works Programme. High priority proposals are assumed to be programmed at the earliest opportunity subject to network management constraints or Special Engineering Difficulties (SED). If funding is insufficient then these risks should be escalated and held on the Corporate Risk Register until emergency funding is secured. Consideration should also be given to communication of information to Category 1 and 2 responders within the Lancashire Local Resilience Forum to enable appropriate contingency plans to be developed.

Proposals assessed as **requiring action in the current year** may require pre-emptive funding bids to be developed, investigation of funding opportunities with partners (e.g. the Lancashire LEP or Flood Risk Management partners) or opportunities for co-ordination with other works to be considered.

## 5.11 Optimise remainder on basis of added value

Other proposals in the long list that are either not short listed for risk assessment or have been assessed as low criticality are then passed to the Tier 2 programme development process.

Annex 5.5 sets out the indicators that are used to determine the priority scoring for each option. Where possible these are expressed in monetary terms to reflect their economic impact and enable direct comparison across options. However, for most indicators it will be necessary to apply weightings to enable a composite score to be calculated. In many cases

## Blackpool Road Asset Management Strategy

these indicators are simple yes or no answers - referred to as Boolean indicators. These are represented by a 1 for Yes and 0 for No and multiplied by the assigned weighting.

This process will be automated through the Asset Information System although the resulting draft programme will clearly require sense checking by engineers and member consultation.

The approach to optimisation of proposals depends on whether or not there are mutually exclusive options for a number of sites in the list (e.g. patch now, surface dress now or leave 4 years and micro asphalt).

### No mutually exclusive options

If there are no mutually exclusive options then the remaining proposals are simply listed in order of priority rank. For each proposal the cumulative cost of that proposal and all proposals higher up the list is calculated. If the cumulative cost is less than the budget allocated for that year then it is selected for the programme. This process is repeated for each year of the programme.

If a scheme is required to be undertaken in a particular year due to Special Engineering Difficulties or co-ordination with other works then it will be automatically placed in that year with a sufficiently high weighting for SED or co-ordination criteria.

### Mutually exclusive options

If there are mutually exclusive options in the remaining list then a Mixed Integer Programming method will be used to obtain the most beneficial mix of proposals. This would enable consideration of the benefits and costs of deferral of proposals as well as co-ordination of 2 or more proposals in the same year.

#### Review and actions

The weightings for each indicator will be consulted upon internally and with the Highways Consultative Forum following establishment of system capability to implement the Prioritisation Framework in Autumn 2016.

### Annex 5.1 How do we identify the long list of options?

Asset type	Method for identification
<b>Carriageways</b>	Automated analysis of surface condition data (Carriageway Treatment Survey) using engineer specified thresholds for each type of treatment (e.g. Surface dressing, Micro asphalt, Resurface, Reconstruction etc) reflecting minimum or maximum levels of coverage within a scheme area by different condition grades and defect types
	Skidding resistance survey data for strategic roads
	Reports of accidents where skidding has occurred
	Reports of accidents where road condition has been identified as a factor (Stats 19 data)
	Frequency of occurrence of safety defects by severity (Cat 1, Cat 2, Cat 3 and Cat 4)
	5 year history of damage and injury claims
	Structural investigations of sites identified through surface condition analysis using cores, high resolution GPR and Falling Weight Deflectograph
<b>Footways</b>	Automated analysis of surface condition data (Footway Treatment Survey) using engineer specified thresholds for each type of treatment reflecting minimum or maximum levels of coverage within a scheme area by different condition grades and defect types
	Evidence of vehicle override
	Frequency of occurrence of safety defects by severity (Cat 1, Cat 2, Cat 3 and Cat 4)
	5 year history of damage and injury claims
<b>Bridges and Structures</b>	Bridge Condition Indicator
	Element Condition Scores for Load Bearing Elements (e.g. beams, abutments, bearings etc)

# Blackpool Road Asset Management Strategy

	Element Condition Scores for Durability Elements (e.g. deck waterproof membrane)
	Element Condition Scores for Safety Elements (e.g. parapets)
	Assessments of load bearing capacity
<b>Drainage</b>	Frequency of blockage reported from gully cleansing
	Flooding reports
	CCTV condition assessments

# ANNEX 5.2 Resilient network

## Introduction

This Annex provides information on Blackpool's Resilient Network. The Resilient Network has been defined in accordance with the recommendations of the Transport Resilience Review (2014) commissioned by the Department for Transport in response to the widespread damage to transport infrastructure across the country during the winter storms of 2014.

The Resilient Network contains the routes that are critical for the functioning of the town, the safety of its residents, businesses and visitors and the long term economic prospects of the town and the region.

By identifying the Resilient Network and its supporting infrastructure assets Blackpool Council will be able to formally monitor the condition of those assets to provide early warning systems and in turn enable preventative interventions that will minimise the disruption to the network and ensure that the network is resilient to extreme weather events.

Table A5.2.1 identifies the key routes in the network including information on the economic and social functions that the routes provide. These are also shown in the map in Figure A5.2.1. Table A5.2.2 provides information on the key infrastructure found on those routes and potential risks that require monitoring.

## Blackpool Road Asset Management Strategy

### Table A5.2.1 Resilient Network routes and supporting information

#### Review

Table A5.2.1 will require completion following further consultation on the Resilient Network with emergency services and utilities companies and assessment of wider safety, social, third party, economic and environmental impacts associated with those routes.

Route	Safety	Social	Third party	Economic	Environment
A5073 Waterloo Road				18,826 Annual Average Daily Traffic	
A5099	Link from St Anne's Road into Town Centre			13,547 Annual Average Daily Traffic	
A5230 Progress Way				23,633 Annual Average Daily Traffic	
A5230 Squires Gate Lane				15,811 Annual Average Daily Traffic  Highly seasonal traffic and critical for access to Illuminations	
A583 Preston New Road				26,921 Annual Average Daily Traffic  Strategic route into the town centre	
A583 Whitegate				17,779 Annual Average	

## Blackpool Road Asset Management Strategy

Route	Safety	Social	Third party	Economic	Environment
Drive				Daily Traffic Link to town centre from Preston New Road	
A584 New South Promenade				11,032 Annual Average Daily Traffic Highly seasonal traffic and vital for access to Illuminations	
A584 Promenade				18,495 Annual Average Daily Traffic Vital tourism route	
A584 Queen's Promenade				15,488 Annual Average Daily Traffic Vital tourism route	
A586 Poulton Road				22,385 Annual Average Daily Traffic Key route to major regeneration area at Talbot Gateway and Civic complex	
A586 Talbot Road				12,127 Annual Average Daily Traffic	

## Blackpool Road Asset Management Strategy

Page 210

Route	Safety	Social	Third party	Economic	Environment
				Key route to major regeneration area at Talbot Gateway and Civic complex	
A586 Westcliffe Drive				10,728 Annual Average Daily Traffic Key route to major regeneration area at Talbot Gateway and Civic complex	
A587 Bispham Road				20,014 Annual Average Daily Traffic	
A587 Devonshire Road				15,062 Annual Average Daily Traffic	
A587 East Park Drive	Blackpool Hospital	Victoria		26,620 Annual Average Daily Traffic	
A587 Fleetwood Road				15,062 Annual Average Daily Traffic	
A587 Kelso Avenue				16,653 Annual Average Daily Traffic	
A587			Plymouth Road Bridge	20,014 Annual Average	



## Blackpool Road Asset Management Strategy

Route	Safety	Social	Third party	Economic	Environment
Plymouth Road			affects Network Rail assets	Daily Traffic Plymouth Road bridge supports A587 over North Fylde Line which is a priority for electrification	
A587 St Walburga's Road				26,620 Annual Average Daily Traffic	
B5124 Devonshire Road	Emergency route				
B5262 Lytham Road	Emergency route				
Yeadon Way				C 11,500 Annual Average Daily Traffic (highly seasonal) Key route for tourism Loss of access would result in £483M of lost revenue per annum Direct link to Seaside Way and Football Stadium	

## Blackpool Road Asset Management Strategy

Route	Safety	Social	Third party	Economic	Environment
				Dependency of major development proposal (Central Station Site)	
C262 St Anne's Road	South Shore Fire Station and emergency North-South route				
Forest Gate	Blackpool Fire Station				
North Park Drive	Link from Forest Gate Fire Station to				
Red Bank Road	Bispham Fire Station				
Seasiders Way	Emergency link to Football Stadium			Critical tourism route with no diversion	

# Blackpool Road Asset Management Strategy

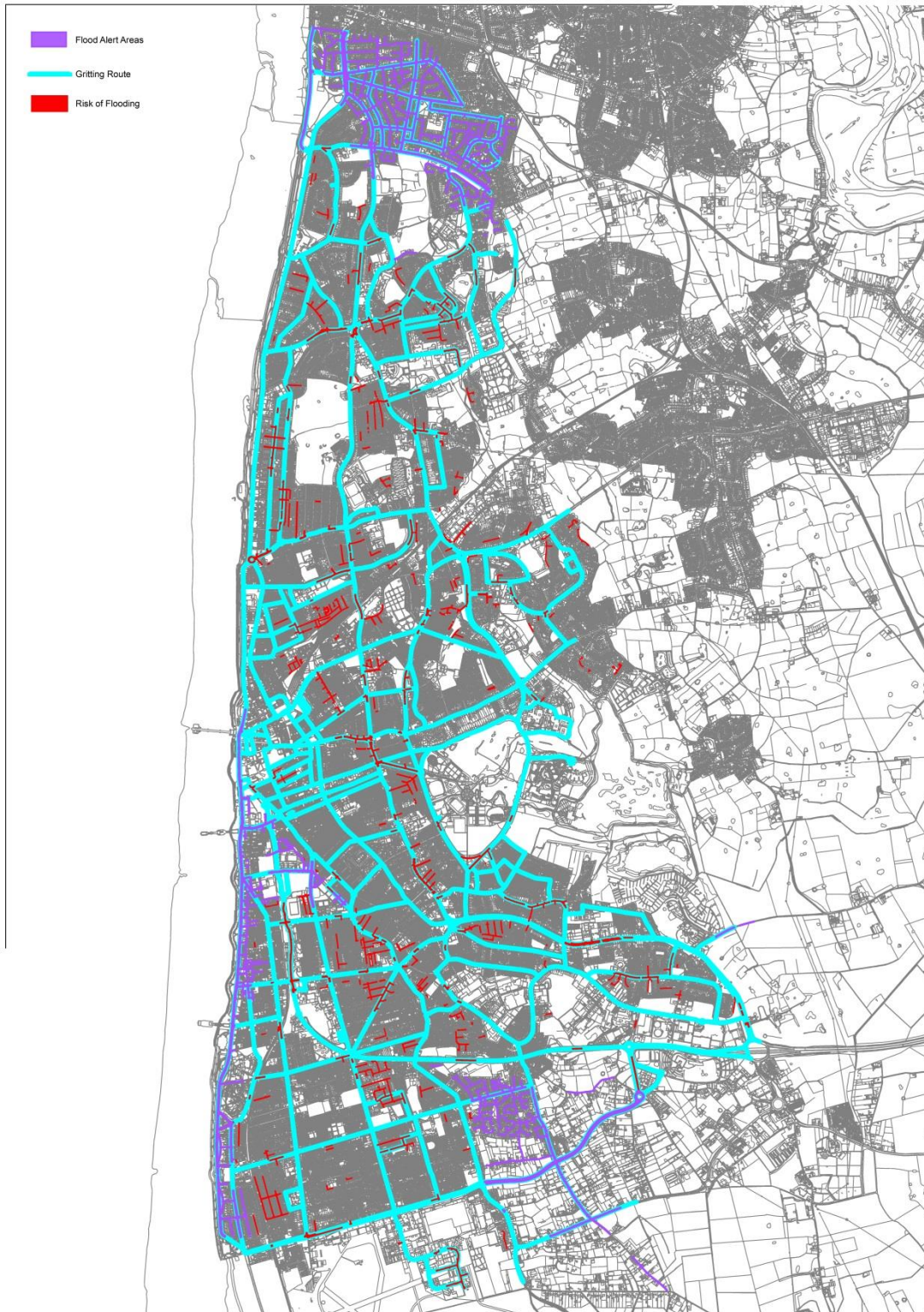
## Table A5.2.2 Early warning indicators

Asset type	Condition survey	Condition information
Carriageways	Carriageway Treatment Survey	Surface cracking
	Carriageway Treatment Survey	Reflective cracking (Transverse cracking , longitudinal cracking)
	Ground Probing Radar/ Coring	Carriageway subgrade/ sub-base moisture
	Ground Probing Radar/ Coring	Carriageway subgrade voids
Bridges and structures	Principal Inspections	Durability element condition scores (deck waterproofing, expansion joints, seals)
	Assessments	
Drainage	CCTV surveys	Accumulated debris
		Cracked drainage pipes
		Misaligned joints
		Broken seals
		Tree root damage
Third party assets	United Utilities condition assessments	

Page 213

# Blackpool Road Asset Management Strategy

## Figure A5.2.1 Blackpool's Resilient Network



### Review and actions

Figure A5.2.1 will be updated following further consultations internally and with emergency services and the Highways Consultative Forum.

**Table A5.2.3 Resilient Network critical infrastructure risks**

**Review**

Table A5.2.3 will require completion following consultation on the Resilient Network with emergency services and utilities companies and full investigation of infrastructure assets on those routes.

## Annex 5.3 Risk assessment framework

Table A5.3.1 Impact Scoring Criteria

		Impact score				
		Insignificant	Minor	Moderate	Significant	Major emergency
Impact type	Relevant Objectives	1	2	3	4	5
Health and Safety	CO1.1	No injury	Minor injury	1 or 2 injuries with 5+ days hospitalisation	1 or 2 severe injuries with long term effects beyond hospitalisation	Fatality Multiple A&E admissions for severe injuries Pollution of protected aquifers or accident involving fuel, explosives or hazardous materials
	CO1.2					
	CO2.1					
	CO2.2					
Social	CO2.3 CO4.3 CO10		<24hr displacement of fewer than 100 people or disruption of non-urgent community services in locality of the route affected	Localised displacement of fewer than 100 people for 1-3 days	Localised displacement of 100+ people for 1-3 days	100-500 people in danger and displaced for longer than 1 week
Third party damage	CO2.3 CO4.3	Damage to 1-2 vehicles or unbuilt land	Loss of local access route with no diversion Up to 20 properties affected with non-structural repairs	Up to 50 properties affected with non-structural repairs Damage to utilities Up to £100,000 damage	Structural repair costs to up to 50 properties Non-structural repair costs to more than 50 properties	Demolition and reconstruction of unsafe buildings >£1,000,000 in damage costs

## Blackpool Road Asset Management Strategy

		Impact score				
		Insignificant	Minor	Moderate	Significant	Major emergency
Impact type	Relevant Objectives	1	2	3	4	5
			Up to £10,000 damage costs	costs	Damage to subsurface utilities Up to £1,000,000 damage costs	
<b>Economy</b>	CO2.1 CO2.2 CO3.2 CO7 CO8 CO9		Temporary and localised disruption to businesses of 1-2 days but costs are easily absorbed  Total additional journey time of 5,000 veh hrs per day (equivalent to temporary traffic control on a main road for up to a month)	Relocation of 1-5 businesses or retail units or loss of production for <1 month and with potential clean-up costs  Total additional journey time of 30,000 veh hrs as a result of restriction or route closure (long queues and diversion)	Relocation of 1-5 businesses or retail units or loss of production for 1+month and clean-up costs  >100,000 veh hrs additional journey time with individual delay >15 mins in the peak periods	Restricted access affecting productivity or closure of key tourism, retail or employment sites for 6+ months.  >1,000,000 veh hrs additional journey time with individual delay >30 mins in the peak periods
<b>Environmental impacts</b>	CO6.1 CO6.2	Temporary visual impact or environmental nuisance (e.g. smoke)	Disruption to nesting birds, bats or other protected species for a single breeding season	Localised loss of non-designated or non-established habitat (e.g. loss of sapling stage trees on an embankment, badger setts etc)	Disruption to a designated site (NNR, RAMSAR, SSSI, SAC etc)  Partial loss of local open space/ woodland in urban area	Partial or total loss of habitat in a designated site  Major pollution incident leaving long term impacts on a natural habitat  Partial loss of local open space and woodland particularly in urban areas

Table A5.3.2 Likelihood Scoring

	1	2	3	4	5
Likelihood within next 5 years	Very low likelihood ( $\geq 1$ in 20,000 chance)	Low likelihood ( $\geq 1$ in 2,000 chance)	Could happen $>1$ in 200 chance	Definite possibility $>1$ in 20 chance	More likely than not $>1$ in 2 chance



## Blackpool Road Asset Management Strategy

### Table A5.3.3 Impact × Likelihood Matrix

Impact	Likelihood				
	1	2	3	4	5
5	5 Assess within Tier 2	10 Start planning in current year	15 <b>Emergency funding</b>	20 <b>Emergency funding</b>	25 <b>Emergency funding</b>
4	4 Assess within Tier 2	8 Assess within Tier 2	12 Start planning in current year	16 <b>Emergency funding</b>	20 <b>Emergency funding</b>
3	3 Assess within Tier 2	6 Assess within Tier 2	9 Assess within Tier 2	12 Start planning in current year	15 <b>Emergency funding</b>
2	2 Assess within Tier 2	4 Assess within Tier 2	6 Assess within Tier 2	8 Assess within Tier 2	10 Start planning in current year
1	1 Assess within Tier 2	2 Assess within Tier 2	3 Assess within Tier 2	4 Assess within Tier 2	5 Assess within Tier 2

### Annex 5.4 Sifting criteria to shortlist options for risk assessment

**Table A5.4.1 Criteria for ‘sifting’ of options for detailed risk assessment in Tier 1**

Asset type	Potential failure mode	Critical locations
Carriageways	Skid resistance below investigatory level	<ol style="list-style-type: none"> <li>1. 50m approaches to pedestrian crossings and School Crossing Patrol points on all major roads</li> <li>2. 50m approaches to signalised junctions on major roads</li> <li>3. Major road roundabouts</li> <li>4. Single 30mph major roads with bend radius of &lt;250m or gradient of &gt;10%</li> <li>5. Single 40mph major roads with bend radius &lt;500m or gradient of &gt;10%</li> </ol>
Carriageways	Grade 4 or 5 with: <ol style="list-style-type: none"> <li>1. Rutting</li> <li>2. Subsidence</li> <li>3. Cracking</li> <li>4. Potholes</li> </ol>	Strategic and distributor junctions with combined bus and HGV flows > 200 per day and cycle flows > 200 per day Peak period bidirectional pedestrian flows of 1000+ per hour and traffic flows of 1000+ per hour History of category 1 safety defects History of injury or damage claims
Carriageways	Voids (from GPR, Coring data)	Any
Carriageways	Sections of road of any class where there is recent evidence from police reports of road accidents where skidding is identified as a factor and where inadequate skid resistance is verified through on-site assessment (pendulum test or other)	Any
Carriageways	Sections of road where there have been accidents in which road condition has been identified as a potential factor by the investigators	Any
Footways	Sections of pavement in Grade 4 or 5	<ol style="list-style-type: none"> <li>1. Pavements with no alternative on the other side of the road</li> </ol>

## Blackpool Road Asset Management Strategy

		<ol style="list-style-type: none"> <li>2. Narrow pavements &lt;1.5m width with pedestrian flows of 500+ per hour at peak time</li> <li>3. Pavements leading directly to entrance of primary and secondary schools</li> <li>4. Pavements on the Social Network and within 400m of the hospital entrance, GP surgeries, retirement homes or sheltered housing or connecting these locations with bus stops or rail stations</li> <li>5. Pavements where Category 1 safety defects have been recorded</li> <li>6. Pavements with 5 year history of injury claims that have not since been resurfaced</li> </ol>
<b>Highway Bridges and Structures</b>	Embankments and associated retaining walls/drainage identified as vulnerable to heave	<ol style="list-style-type: none"> <li>1. Embankments supporting or adjacent to strategic or distributor roads</li> <li>2. Embankments supporting or adjacent to routes for which the alternative diversion would create additional journey time of 10 or more minutes</li> <li>3. Embankments affecting critical utilities (water, gas mains etc)</li> <li>4. Embankments directly affecting designated habitats or local open space and woodland</li> </ol>
<b>Highway Bridges and Structures</b>	Load bearing element (including foundations) with condition score of 5 from Principal Inspections	<ol style="list-style-type: none"> <li>1. Structures supporting, crossing or adjacent to strategic and distributor roads</li> <li>2. Structures supporting, crossing or adjacent to routes for which there is no alternative diversion</li> <li>3. Structures directly affecting residential, business and retail premises or critical utilities</li> <li>4. Structures directly affecting designated habitats or local open space and woodland</li> </ol>
<b>Coastal Defences</b>	Any defects on coastal flood defences	Full length of Blackpool's coastline
<b>Drainage</b>	Blockage, joint misalignment, tree root ingress, cracking	<ol style="list-style-type: none"> <li>1. Locations affecting residential, business and retail premises or critical utilities under 1 in 100 year storm event</li> <li>2. Drainage assets on strategic and distributor roads, industrial estates and near to fuel pumping stations where overflow would affect natural habitats</li> </ol>



## Blackpool Road Asset Management Strategy

### ANNEX 5.5 Indicators for scheme value addition under Tier 2 options appraisal

Asset type	Core Objective (Part 3)	Indicator	Priority effect		
Carriageways Footways	CO1.1 CO1.2 CO4.5	Surface area of Grade 4 or 5 within treatment area	+		
		Frequency of safety defects (per annum)	+		
		Frequency of injury claims (per annum)	+		
		Value of injury claims (annual average over 5 year period)	+		
		Peak season / peak period hourly pedestrian flow band (0-250,250-500,500-750,750-1000,1000+)	+		
		Peak period hourly cycle flow band (0-50,50-100,100-150,150-200,200+)	+		
Carriageways	CO1.1 CO1.2	Surface area below investigatory level for skid resistance	+		
		Roundabout	+		
		50m approaches to pedestrian crossings and School Crossing Patrol points on all major roads	+		
		50m approaches to signalised junctions on major roads	+		
		Single 30mph major roads with bend radius of <250m or gradient of >10%	+		
		Single 40mph major roads with bend radius <500m or gradient of >10%	+		
		CO6.1	Improvement in road condition reduces noise levels in DEFRA Priority 1 and 2 areas	+	
		Footways		Footway width	-
				Shared use footway/ cycleway	+
				No alternative footway on other side of road	+
	CO5.1 CO5.2	Pavements on the Social Network and within 400m of the hospital entrance, GP surgeries, retirement homes or sheltered housing or connecting these locations with bus stops or rail	+		

## Blackpool Road Asset Management Strategy

Asset type	Core Objective (Part 3)	Indicator	Priority effect
	CO10	stations	
Structures	CO1.1 CO1.2	BCI for Critical elements	-
		Structures supporting or adjacent to routes for which there is no alternative diversion	+
		Structures directly affecting residential, business and retail premises or critical utilities	+
		Structures directly affecting designated habitats or local open space and woodland	+
Drainage		Property damage cost (based on Borough average per property) x failure probability x storm probability (1%, 3.3%, 20%)	+
		Drainage assets on strategic and distributor roads, industrial estates and near to fuel pumping stations where overflow would affect natural habitats	+
Carriageways Footways Structures	CO1.1 CO1.2	Peak period hourly HGV/Bus flow band (0-50,50-100,100-150,150-200,200+) For structures this refers to the route affected by the safety defect (supported or crossed) or the maximum of both	+
		Peak season / peak period hourly traffic flow band (<500,500-1000,1000-1500,1500-2000,2000+) For structures this refers to the route affected by the safety defect (supported or crossed) or the maximum of both	+
Carriageways Structures Drainage	CO3.1 CO3.2 CO7	Present value of traffic delay cost savings – ie traffic delays of alternative lifecycle option minus traffic delays due to proposed option, discounted and summed over appraisal period	+
Structures Drainage	CO2.3	Flood risk score (only accounting for flooding related risks)	
Carriageways Footways Structures	CO1.3	Timing of scheme is restricted to the programme year due to safety factors and SEDs	+

## Blackpool Road Asset Management Strategy

Asset type	Core Objective (Part 3)	Indicator	Priority effect
Drainage			
	CO4.1 CO4.2	Net Present Value of lifecycle cost savings associated with treatment option	+
	CO4.3	Opportunity to trial innovative methods to reduce primary raw material and energy consumption	+
	CO6.2	Scheme enhances natural environment (e.g. embankment vegetation as part of stabilisation)	+
	CO7	Scheme provides aesthetic enhancement to town or local centre, employment or regeneration area	+
		Traffic delays avoided by co-ordination with other programme works	+
		Disruption to businesses avoided by coordination with other programme works	+
	CO8	Scheme provides aesthetic enhancement to tourism area	
	CO9	Index of Multiple Deprivation	+
	CO11	Scheme improves amenity or visibility (0,1) x LSOA Crime Index (domain index from latest IMD)	+

### Annex 5.6 Worked examples of risk assessment

#### Review and actions

This Annex provides illustrations of the types of information and calculations that can be used to undertake risk assessments in different circumstances. The examples are entirely fictional at this stage, but they should be supplemented by actual examples following implementation.

#### Drainage example

A small culvert has been affected by tree root damage.

The likelihood of blockage or collapse within 5 years is considered to be very high – the investigation suggests a 50:50 chance. With a 1 in 30 year storm event it would be expected that a blockage or collapse would cause flooding to up to 20 properties in a cul-de-sac, although flooding would not be expected in a 1 in 5 year storm.

The likelihood score is based on the probability of a flood occurring due to blockage or collapse of the culvert over the next year. This is 50% x 3.3% which is approximately 1.7%.

From the likelihood matrix this is equivalent to a likelihood score of 3.

The impact score for a flooding event would be 3.

The total risk score is therefore 3 x 3 which is 9. This would require action to begin in the current to identify funding and initiate design work as well as identify opportunities to co-ordinate with other schemes.

#### Footway slurry seal scheme

A footway patching and slurry seal scheme is selected for risk assessment.

The proposal has been included within the long list of options owing to the fact that the site has greater than 10% of its area in Grade 4 or 5 and the rest is Grade 3 with reinstatements and vehicle override evident.

It was then sifted for risk assessment because the footway sections are also relatively narrow and there are high volumes of pedestrians (500+ per hour at peak period). It also has a recent history of category 1 defects although there have been no injury claims.

The scheme would treat 500 square metres of footway on both sides of the carriageway including 75 square metres identified as Grade 4 or 5.

Historical analysis of local data on footways with this level of usage showed that injury claims occurred at a rate of 0.0005 per year per square metre of footway in Grade 4 or 5.

Our first interest is in the risks of minor injuries occurring over the next 5 years if this scheme is not carried out.

A deterioration model is run to provide an indication of the likely surface area in Grade 4 or 5 at the site for each of the next 5 years. This is shown below:



## Blackpool Road Asset Management Strategy

1	2	3	4	5
76	78	81	85	91

We can therefore calculate the average rate of injuries at the site for each year to be:

1	2	3	4	5
$76 \times 0.0005$	$78 \times 0.0005$	$81 \times 0.0005$	$85 \times 0.0005$	$91 \times 0.0005$
=0.038	=0.039	=0.04	=0.042	=0.045

We are interested in knowing what the probability is of 1 or more injury claims occurring in the next 5 years at the site. This is calculated as 1 minus the probability of no injury claims in that 5 year period.

In order to calculate the probability of no injury claims in the 5 year period we firstly need to calculate the probabilities of no injury claims occurring in each year and then multiply them together.

At these very low rates of injury for each site the probability of no injury claims in a year is very close to 1 minus the average rate. However, strictly speaking we should avoid using the average rate of injuries in this way because there are still very slight possibilities of 2, 3, 4 or more injury claims in one year at that site which also influence the average rate.

We calculate the probability of no injury claims in a year using the Poisson distribution, which is probably the most appropriate method in this case. This is calculated as  $\text{EXP}(-\text{average rate})$  or  $e^{-\text{average rate}}$ .

1	2	3	4	5
$1-\text{EXP}(-0.038)$	$1-\text{EXP}(-0.039)$	$1-\text{EXP}(-0.04)$	$1-\text{EXP}(-0.042)$	$1-\text{EXP}(-0.045)$
=0.963	=0.962	=0.961	=0.959	=0.956

So the likelihood of 1 or more injury claims occurring in a 5 year period is:

$$1 - (0.963 \times 0.962 \times 0.961 \times 0.959 \times 0.956) = 0.185$$

Or 18.5%

We can therefore be confident that there is a greater than 5% chance of minor injury occurring in a 5 year period. This would give us an Impact Score of 2 and a Likelihood Score of 4. The total risk score will be 8 which would place it in the Tier 2 of the Programme.

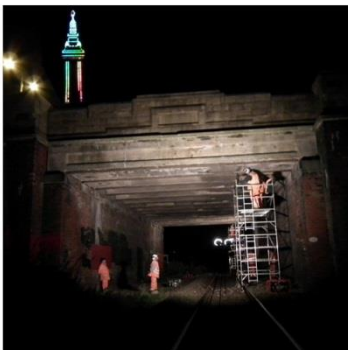
Although in this example the footway site is not treated as a critical risk (Tier 1) it is easy to see situations where a footway site could be classed as a critical risk.

For example, if the injury claims rate was 4 times as high as in the current example, at 2 per year for every 1000 square metres of Grade 4 or 5 then the likelihood of at least one claim in 5 years would be 56% which would result in a score of  $2 \times 5 = 10$ .

# Blackpool Road Asset Management Strategy

# Road Asset Management Strategy 2015-2045 Executive Summary

Blackpool Council



# Blackpool Road Asset Management Strategy

## Executive Summary

### 1. Introduction

#### 1.1 What is the Road Asset Management Strategy?

1.1 Blackpool Council's Road Asset Management Strategy is a series of 5 related documents that set out how the road network in Blackpool will be maintained over the medium (5 years) and long term (10-30 years).

1.2 It describes how the Council will meet the many long term challenges that it faces in delivering a highway maintenance service with fewer resources and growing economic and environmental risks. It also provides a 'line of sight' to ensure that our highway maintenance service supports the long term aspirations of the Council as laid out in the Council Plan and demonstrates how we are listening and responding to the views of residents and businesses in Blackpool.

1.3 The 5 documents that comprise the RAMS are:

**Part 1 Introduction**

**Part 2 Policy and Principles**

**Part 3 Core Objectives and Strategy**

**Part 4 Asset Investment Strategies**

**Part 5 Prioritisation Framework**

#### 1.2 What are Blackpool's road assets?

1.2 Blackpool's road infrastructure assets include:

- 529km of carriageways and 1056km of footways (next to the carriageway)
- 27 bridges
- 16km of safety barriers and guardrails, 5,907 traffic signs, 539 bus stops and 242 bus shelters

Street lights and traffic control systems are managed under a Private Finance Initiative and are not directly addressed in this edition of the RAMS. The Council is mindful of the need to consider the long term financial implications of reacquiring these assets at the end of the 25 year term in 2035.

#### 1.3 Why do we need a Road Asset Management Strategy?

##### 1.3.1 Challenges and risks

We are entering a period of unprecedented challenges and uncertainty: continued and dramatic reductions in funding from Central Government; global trends that are pushing up construction prices far beyond inflation and an ever growing threat from climate change that is testing the resilience of our road network to the full.

A long term and strategic approach is vital to meeting these challenges by guiding our investments and engagement with Research and Development to identify new and creative solutions.

# Blackpool Road Asset Management Strategy

## 1.3.2 National Policy

Central Government is strongly recommending that all Local Highway Authorities adopt asset management strategies for their road networks.

Over the period 2015-2021 Central Government has introduced a financial incentive mechanism which is designed to encourage Local Authorities to adopt asset management strategies and other efficiency measures. Local Authorities that fail to demonstrate continuous improvement in asset management will lose up to 15% of their capital allocation by as early as 2018/19 and up to 21% by 2020/21.

We therefore aim to secure the full amount of our capital allocation over this period to maximise the benefits for our customers and ensure a sustainable level of service.

## 1.4 Blackpool's Road Asset Management Framework

Part 1 of the RAMS provides a framework which describes the various pieces of the Road Asset Management 'jigsaw' and how they fit together including the various RAMS documents as well as other plans and programmes that cascade from the RAMS. It also describes the particular questions that need to be answered at various stages from strategy development through to the delivery of the service on the ground and how they are answered.

At the end of Part 1 there is an action plan that clarifies the level of completion of the various parts of the framework and the actions needed to complete them.

## 2 Policy and principles

Part 2 of the RAMS is a short document that sets out the overarching policy principles that will guide the development and delivery of the RAMS and subsequent plans and programmes.

Page 1 demonstrates the close links between the RAMS and the aspirations within the Blackpool Council Plan.

Page 2 of the document contains the set of 10 guiding principles that the Council will adhere to through its asset management approach.

## 3 Core objectives and strategy

The Core Objectives and Strategy identifies the high level objectives for the RAMS and the overarching strategic actions considering in turn the context of demands, challenges, legal requirements, national and local policy drivers and the financial outlook.

### Where we are now

Section 3.3.1 considers our recent history of increased investment through Project 30 and our current structures programme which has addressed a significant backlog of critical maintenance. In this context our priority now is to move to a strong preventative strategy that will enable the Council to sustain the benefits of these investments at lower cost.

### What our customers are saying

Section 3.3.2 presents the results of an annual survey of our customers' views on the Council's highway and transport services through the National Highways and Transportation Survey, NHT. Since 2010 the NHT surveys have consistently shown that Blackpool's residents



## Blackpool Road Asset Management Strategy

regard the condition of our road infrastructure as both the most important aspect of the Council's transport services and the most in need of improvement.

### Challenges and risks

Section 3.3.4 highlights two key long term risks faced by the service, namely climate change and construction price inflation.

With respect to climate change a number of recommendations are made to improve the resilience of our roads infrastructure to extreme weather including the development of a local or regional contingency fund to address major infrastructure emergencies.

In relation to construction price inflation it is highlighted in Section 3.3.4 that without major changes in practices and use of materials for maintenance over the next 10 years our purchasing power for every £1 spent will reduce by 20% relative to other areas of the economy. When accounting for actual budgets over the next spending review period Section 3.7 highlights that our purchasing power in 2020 will have reduced by between 50-60% compared to 2011. This is unsustainable and it is a specific challenge for the RAMS to seek alternative and creative solutions that will address this long term trend.

### Legal requirements and policy drivers

Sections 3.4, 3.5 and 3.6 set out the context of legal requirements, national policy drivers and clarifies the contributions of the RAMS to other key Council policies and those of its partners.

### Financial outlook

Section 3.7 considers the availability of budgets to address these demands and challenges over the next 5 years. A budget forecast for Maintenance Capital, Integrated Transport Block Capital and available Revenue is provided in Tables 3.7.1, 3.7.2 and 3.7.3 respectively, taking into account repayments on borrowing for Project30.

An important trend highlighted here is that since 2010 and the outset of Project 30 there have been dramatic reductions in Central Government maintenance capital that could not have been foreseen at the time. It is concluded in Section 3.7 that it is unlikely that the network can now be sustained with remaining maintenance capital and that, in line with the recommendation in Section 3.3.2, options should be considered for use of Integrated Transport Block funding to ensure the continued integrity of the network.

### Core objectives

Section 3.8 then summarises 12 high level objectives (in Table 3.8) that reflect the evidence presented in the preceding sections and provide a clear reference point for development of investment strategies and our approach to risk management and prioritisation of physical works.

These objectives are categorised in 3 different priority levels that reflect how we will respond to differing levels of budget availability as follows:

Priority 1 Objectives that meet our legal requirements for safety and civil resilience

Priority 2 Objectives that *contribute* to meeting other legal requirements

Priority 3 Objectives that *contribute* to wider corporate priorities

# Blackpool Road Asset Management Strategy

Finally Section 3.9 lists the strategic risks associated with the core objectives.

## 4 Asset Investment Strategies

Part 4 sets out the investment strategies for each asset type, namely:

Section 4.2 Carriageways

Section 4.3 Footways

Section 4.4 Structures

Section 4.5 Drainage

Section 4.6 Other assets (including safety barriers and signs)

Against each asset type evidence is presented of the benefits and costs of different options for investment in relation to the Core Objectives in Part 3 and a preferred option identified. In this edition of the RAMS only detailed information for Carriageways is presented with basic financial information against the other asset types. Actions to develop this evidence for all asset types along with timescales are included in the text and summarised in the action plan at the end of Part 1.

Annex 4.1 at the end of Part 4 provides a summary of the financial forecast for the period 2015-2021 including a total of **£14.5M** of capital and **£2.5M** of revenue expenditure allowing for repayments for borrowing.

The capital forecast includes a **£9.4M** of additional grant funding for structures maintenance from the Lancashire Local Enterprise Partnership and DfT Challenge Fund. The structures programme also includes **£1.8M** of Integrated Transport Block funding pledged as match funding for the Challenge Fund bid.

### Conclusion and recommendation

**It is essential that the Carriageway Asset Investment Strategy continues to target the residential roads, particularly in the areas where the highest number of claims are received. This will, in conjunction with the additional risk management activities, assist in the reduction of the number and cost of tripping claims. It is also essential that any savings are ring-fenced and re-invested into highway maintenance, which was part of the agreed Project 30 repayment financial model.**

**This is important as the Carriageway Asset Investment Strategy includes a requirement for an additional **£0.5M**. In order to achieve greater flexibility to respond to our customers' demands it is proposed that on the Strategic Route Network, (main roads) opportunities will be explored to achieve further cost savings through the combined use of surface dressing with reinforcing membranes that provide a long term solution in many situations where resurfacing might have been the only other option. This also presents opportunities for cross-boundary co-ordination with Lancashire County Council's surface dressing programmes that could yield further significant cost savings. In this way we can ensure that additional funding is available to address maintenance needs on the road network.**

Another key highlight is that **£0.1M** per annum is allocated for lifecycle maintenance of critical drainage assets. This figure will be revised following further development of the Drainage Asset Investment Strategy.



## Blackpool Road Asset Management Strategy

Annex 4.1 also includes information on the identified shortfalls in capital and revenue funding. These relate to cyclical inspection and routine and reactive maintenance of bridges, safety barriers and signs. The need to implement a regime of inspections to bridges is highlighted as a high priority and requires additional work to develop a cost model.

### Conclusion and recommendation

**This stresses the importance of utilising any savings made in respect of tripping claims, thus reducing the liability for highway services, is re-invested into highway maintenance. This funding can then be directed towards the respective road networks and or resourcing of highway inspections.**

## 5 Prioritisation Framework

Whilst Part 4 considers the investment requirements for each asset type, Part 5 sets out how the Council will prioritise proposals for physical works on the road network as an important element of the Council's asset management approach.

A two tiered process will be used for prioritising forward works programmes to ensure that the best outcomes can be achieved across all the RAMS objectives without losing sight of the need to manage the most critical network risks. This is done by addressing critical risks first (e.g. flooding due to a collapsed drainage pipe) in the Tier 1 of the programme and then prioritising the remainder of programme options according to value for money and the contribution to the Core Objectives in Tier 2.

The overall process is summarised in Figure 5.4 (p3 of Part 5).

### Tier 1 programme proposals

Tier 1 of the programme contains proposals that address critical risks associated with asset failure.

As part of this process the Council has defined a Resilient Network which is explained in Section 5.5. The Resilient Network contains the routes that are critical for the functioning of the town, the safety of its residents, businesses and visitors and the long term economic prospects of the town and the region. These routes are listed in Annex 5.2. Any maintenance options that mitigate or reduce risks of asset failures on the Resilient Network will be prioritised as part of Tier 1. Key to this is the use of preventative maintenance operations that will avoid the need for more costly and disruptive interventions in the medium term.

However, Tier 1 also addresses more dispersed risks that may have localised but nonetheless severe consequences (such as road traffic accidents). The process for assessing risks is explained in Section 5.9 (pp4-5 of Part 5) and is designed to be consistent with the Corporate Risk Assessment approach. However, it also enables alignment with the risk assessment approach adopted by the Local Resilience Forum.

### Tier 2 programme proposals

Tier 2 of the programme contains other scheme proposals that are not identified as significant risks. These schemes are prioritised according to the added value that they provide against the Core Strategy Objectives in Part 3. The Tier 2 process is explained in 5.11 (pp5-6 of Part 5).

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<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Steve Thompson, Director of Resources
<b>Relevant Cabinet Member:</b>	Councillor Fred Jackson, Cabinet Member for Municipal Assets
<b>Date of Meeting:</b>	4 <sup>th</sup> April 2016

## ACQUISITION OF WILKINSON'S BUILDING, TALBOT ROAD

### 1.0 Purpose of the report:

1.1 To agree to the terms for the acquisition of the Wilkinson's building, Talbot Road.

### 2.0 Recommendation(s):

2.1 To confirm agreement to the acquisition of the Wilkinson's building taking the premises subject to the existing occupations. To confirm the funding of the acquisition via Prudential Borrowing, repaid initially by the income from the current occupiers as outlined in paragraphs 9.4 and 9.6.

2.2 To Prudentially Borrow a total of £7.8m over a term of up to fifty years to fund the purchase of the building and the subsequent demolition and site preparation ready for future development.

2.3 To authorise officers to explore the possibility of selling part of the site to the Homes and Communities Agency (HCA).

2.4 To reserve part of the site for the future use as a tramway terminus.

### 3.0 Reasons for recommendation(s):

3.1 The site would be secured for future redevelopment within the Central Business District, incorporating the tramway terminus.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Without securing the site the tramway would have to terminate in Talbot Road which would be less desirable and cause greater disruption to traffic.

**4.0 Council Priority:**

4.1 The relevant Council Priority is “The economy: Maximising growth and opportunity across Blackpool”.

**5.0 Background Information**

5.1 The Wilkinson’s building is located within the Talbot Gateway Central Business District and had previously been identified as a site for redevelopment in one of the later phases of the Talbot Gateway Masterplan. In the original Masterplan the premises were to be remodelled with a reduction of the existing retail space and the addition of an 80 bed hotel replacing the Eastern section. This remained unaltered in the variation to the Masterplan which was approved by the Executive on the 16<sup>th</sup> September 2009 (decision EX44/2009 refers)

5.2 In 2012, the Council became aware that the Wilkinson’s Building was being offered to the market on a sale and leaseback basis and the Executive gave authority on the 11<sup>th</sup> July 2012 for agents to be appointed and to commence negotiations with the owners of the Wilkinson’s building (decision EX27/2012 refers). These negotiations ended in 2014 when the decision was made to re-organise the Company and re –brand as Wilko, with the Blackpool store, along with a number of other stores being sold and leased back to Wilko. Without identifying a new site in which to relocate the store, the terms of the lease would prohibit the disposal of the site and therefore integral to discussions with the freeholder is the relocation of Wilko to a new site.

5.3 The announcement of bringing the Tramway along Talbot Road has given both the Council and Muse Developments Ltd, the opportunity to consider redeveloping the site so as to incorporate the Tram terminus on the site and in this respect the owners of the site were approached. In accordance with the terms of the leaseback, the owners cannot dispose of the site until 2021 and then must offer it back to Wilko in the first instance. Wilko has, however, agreed in principal to surrendering the lease provided a replacement store can be provided.

5.4 Discussion have therefore taken place with the owners of the site so as to identify a new site to relocate the Wilko store to, which would then enable them to negotiate for the sale of the Wilkinson’s Building to the Council. In this respect the Council has

identified Tower Street. The terms of this disposal will be reported separately.

5.5 In respect of the Wilkinson's site terms are provisionally agreed as outlined in the Heads of Terms. The District Valuer has produced an independent valuation which supports the agreed terms.

5.6 The Wilkinson's site has three occupiers.

- APOCA Car Park – management agreement ending 30<sup>th</sup> June 2017, this can be terminated by the current freeholder or novated to the Council on acquisition
- Age UK – residue of a 5 year lease expiring May 2017, The Council will purchase the site subject to and with the benefit of this lease.
- Wilko – residue of 14 year lease with pre-emption clauses ending 2028. This lease will be surrendered by Wilko prior to the acquisition of the site by the Council, in exchange for a short term lease of the existing retail store to Wilko until the alternative premises has been built to completion. This lease will be surrendered by Wilko to the Council on them taking possession of the alternative site.

5.7 The early acquisition of the building will secure the site for the use as the tramway terminus, and provide the Council with an income until such time as demolition can take place, and to allow time for further development on the site to be planned around the terminus.

5.8 Does the information submitted include any exempt information? No

5.9 **List of Appendices:**  
None

6.0 **Legal considerations:**

6.1 The Council under Section 120 of the Local Government Act 1972 can acquire land for the purposes of the benefit, improvement or development of their area. The independent Red Book Valuation supports the agreed consideration.

6.2 The Council will be required to enter into various agreements relating to the issues referred to in the Heads of Terms.

7.0 **Human Resources considerations:**

7.1 None

**8.0 Equalities considerations:**

8.1 None

**9.0 Financial considerations:**

9.1 The Council will use Prudential Borrowing to finance the acquisition and initial development of the site. The acquisition, demolition and site preparation ready to hold the site for future development, including the tramway terminus is anticipated to cost £7.8m.

9.2 The total amount borrowed will therefore be £7.8m.

9.3 This leads to repayments of around £375,000 per year on an annuity basis over 50 years.

9.4 The cost of Prudential Borrowing will be met by the existing agreements as well as the potential income generated as a result of developing the site.

9.5 The Homes and Communities Agency has expressed an interest in acquiring part of the site and it is proposed that officers begin negotiations with this organisation.

9.6 The income from the existing occupiers, together with the projected income will be sufficient to meet the costs of Prudential Borrowing. Any capital receipt will also reduce the amount borrowed, thereby reducing the overall costs.

**10.0 Risk management considerations:**

10.1 The potential disposal of part of the site will reduce the amount of borrowing required, with the income generated meeting the borrowing costs.

10.2 There is a restrictive covenant on the title against using the land for leisure purposes. Should any future development require its removal the cost of the removal would need to be accounted for as part of that development.

**11.0 Ethical considerations:**

11.1 None

**12.0 Internal/ External Consultation undertaken:**

12.1 The terms have also been reported to the Central Business District Project Board.

**13.0 Background papers:**

- 13.1 Heads of Terms (exempt from publication)
- District Valuer's report (exempt from publication)

**14.0 Key decision information:**

- 14.1 Is this a key decision? Yes
- 14.2 If so, Forward Plan reference number: 1/2016
- 14.3 If a key decision, is the decision required in less than five days? No
- 14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

- 15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No
- 15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed:

Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

18.2 **Date of Decision:**

19.0 **Reason(s) for decision:**

19.1 **Date Decision published:**

20.0 **Executive Members in attendance:**

20.1

21.0 **Call-in:**

21.1

22.0 **Notes:**

22.1