

Meeting of: The Cabinet

Date 10<sup>th</sup> November 2021

Time: 6.30pm

\*Venue: Council Chamber, The Business Centre, Futures Park, Bacup, OL13 0BB



**\*This meeting will be accessible in the Council Chamber for essential attendees (elected councillors, supporting officers and members of the public with a registered question). All other access will be by remote observation as detailed below.**

To observe the meeting, please use the Zoom link below (please allow time for set up if accessing for the first time):

<https://zoom.us/j/97110557785?pwd=N212bTJRSWEwSnByK3l0UG5EL0c4dz09>

Meeting ID: 971 1055 7785

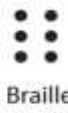
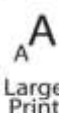
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A waiting room will be in place and observers will be admitted to the meeting at approx. 6.30pm.

ITEM		Lead Member/Contact Officer
<b>A.</b>	<b>BUSINESS MATTERS</b>	
<b>A1.</b>	<b>Apologies for Absence</b>	Clare Birtwistle, Monitoring Officer 01706 252438 <a href="mailto:clarebirtwistle@rossendalebc.gov.uk">clarebirtwistle@rossendalebc.gov.uk</a>
<b>A2.</b>	<b>Minutes of the last meeting</b> To approve and sign as a correct record the Minutes of the meeting held on 13 <sup>th</sup> October 2021.	
<b>A3.</b>	<b>Urgent Items of Business</b> To note any items which the Chair has agreed to add to the Agenda on the grounds of urgency.	
<b>A4.</b>	<b>Declarations of Interest</b> <i>Members are advised to contact the Monitoring Officer in advance of the meeting to seek advice on interest issues if necessary.</i>  Members are requested to indicate at this stage, any items on the agenda in which they intend to declare an interest. Members are reminded that, in accordance with the Local Government Act 2000 and the Council's Code of Conduct, they must declare the nature of any personal interest and, if the interest is prejudicial, withdraw from the meeting during consideration of the item.	
<b>B.</b>	<b>COMMUNITY ENGAGEMENT</b>	
<b>B1.</b>	<b>Public Question Time</b> Members of the public can register their question by contacting the Committee Officer. Groups with similar questions are advised to appoint and register a spokesperson.	

The agenda and reports are also available for inspection on the Council's website <https://www.rossendale.gov.uk/>. Other formats are available on request. Tel 01706 217777 or contact Rossendale Borough Council, Futures Park, Bacup, OL13 0BB

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ITEM	<b>Lead Member/Contact Officer</b>	
	<p>This is an opportunity to ask a question about an agenda matter which the Council may be able to assist with. A time limit applies for each question and you are only able to address the meeting once.</p> <p>To register for public question time your question must be received no later than 9.00am two working days prior to the day of the meeting by emailing <a href="mailto:democracy@rossendalebc.gov.uk">democracy@rossendalebc.gov.uk</a> Please give your full name, telephone number and include a copy of your question.</p> <p>At the meeting you will be invited to speak at the appropriate time, please begin by giving your name and state whether you are speaking as an individual member of the public, or as a representative of a group. (Question time normally lasts up to 30 minutes).</p>	<p>Glenda Ashton, Committee and Member Services Officer 01706 252423 <a href="mailto:glendaashton@rossendalebc.gov.uk">glendaashton@rossendalebc.gov.uk</a></p> <p>Please register an agenda related public question by emailing <a href="mailto:democracy@rossendalebc.gov.uk">democracy@rossendalebc.gov.uk</a> no later than 9.00am Friday 5<sup>th</sup> November 2021</p>
<b>C.</b>	<b>KEY DECISIONS</b>	
<b>C1.</b>	Reactive Building Repairs Framework Tender	Councillor Walmsley/Karen Spencer Head of Finance/S151 Officer 01706 252409 <a href="mailto:karenspercer@rossendalebc.gov.uk">karenspercer@rossendalebc.gov.uk</a>
<b>C2.</b>	Annual Air Quality Report 2021	Councillor Hughes/Adam Allen Director of Communities 01706 252428 <a href="mailto:adamallen@rossendalebc.gov.uk">adamallen@rossendalebc.gov.uk</a>
<b>C3.</b>	Council Tax, Non-Domestic Rate & Housing Benefit Overpayment Write-offs	Councillor Walmsley/Karen Spencer Head of Finance/S151 Officer 01706 252409 <a href="mailto:karenspercer@rossendalebc.gov.uk">karenspercer@rossendalebc.gov.uk</a>
<b>C4.</b>	Rossendale Youth Works	Councillor A Barnes/Guy Darragh Head of Regeneration, 01706 252568 <a href="mailto:guydarragh@rossendalebc.gov.uk">guydarragh@rossendalebc.gov.uk</a>
<b>C5.</b>	City Valley Link Update	Councillor A Barnes/Neil Shaw Chief Executive, 01706 252447 <a href="mailto:neilshaw@rossendalebc.gov.uk">neilshaw@rossendalebc.gov.uk</a>
<b>D.</b>	<b>PERFORMANCE MATTERS</b>	
<b>D1.</b>	Medium Term Financial Strategy Update	Councillor Walmsley/Karen Spencer Head of Finance/S151 Officer 01706 252409 <a href="mailto:karenspercer@rossendalebc.gov.uk">karenspercer@rossendalebc.gov.uk</a>



**Neil Shaw**  
Chief Executive

**Date Published:** 2<sup>nd</sup> November 2021

**MINUTES OF: THE CABINET**

**Date of Meeting: Wednesday 13<sup>th</sup> October 2021**

**Present: Councillor A Barnes (Chair)  
Councillors Ashworth, Hughes and Lythgoe**

**In Attendance: Mr N Shaw, Chief Executive  
Mr A Allen, Director of Communities  
Ms C Birtwistle, Head of Legal (Monitoring Officer)  
Mr G Darragh, Head of Regeneration  
Mrs C Walker, Fraud & Compliance Officer  
Mr C Finn, Finance Manager**

**Also Present: Councillor Neal**

**Observers on Zoom: Councillor Oakes  
3 members of public**

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**1. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Walmsley and Councillor Serridge.

**2. MINUTES OF THE LAST MEETING**

**Resolved:**

That the minutes of the meeting held on 16<sup>th</sup> June 2021 were agreed as a correct record.

**3. URGENT ITEMS OF BUSINESS**

There were no urgent items.

**4. DECLARATIONS OF INTEREST**

There were no declarations of interest.

**5. PUBLIC QUESTION TIME**

No written questions had been submitted.

**6. PROSECUTION POLICY**

The Portfolio Holder for Communities outlined the report, which asked members to approve the Council Tax and Council Tax Support Penalty and Prosecution Policy and to delegate all future minor amendments to the policy to the Head of Customer Services and ICT in consultation with the Portfolio Holder.

Cabinet members were invited to comment on the report:

- The Council was committed to supporting residents who were struggling.

**Resolved:**

1. Cabinet approved the Council Tax and Council Tax Support Penalty and Prosecution Policy.
2. All future minor amendments to the policy to be delegated to the Head of Customer Services and ICT in consultation with the Portfolio Holder.

**Reason for Decision:**

To prevent fraud, it is necessary for the Council to have a policy in place to address residents providing incorrect information or claiming benefits which they are not entitled to. There has been no change in national legislation since the original policy was put in place in 2016, however the Council has issued a significant amount of grants relating to Covid. To reflect the increased possibility of fraud in relation to Covid grants, the policy has been updated at point 9.

**Alternative Options Considered:**

None.

**7. ECONOMIC DEVELOPMENT STRATEGY UPDATE**

The Leader of the Council and Portfolio Holder for Economic Development outlined the report which asked members to note the content of the report.

Cabinet members were invited to comment on the report:

- More promotion was needed on the good work the Council does.
- The Economic Development team were thanked for their work.

Other members were invited to comment on the report:

- Cllr Neal praised the good work of RLT and wished to place on record thanks to Mr Masser

**Resolved:**

Cabinet noted the content of the report.

**Reason for Decision:**

For members to note the significant progress on the delivery of the adopted Economic Development Strategy and Action Plan for Rossendale.

**Alternative Options Considered:**

None.

**8. ROSSENDALE WORKS UPDATE**

The Leader of the Council and Portfolio Holder for Economic Development outlined the report which asked members to approve an extension of the Rossendale Works project and agree Council match funding; authorise the Monitoring Officer to enter into a grant funding agreement and extension of the current delivery agreement; enter into a grant funding agreement for extra ESF 1.4 funding; approve the Community Renewal Fund acceptance if awarded; authorise the Monitoring Officer to enter into a Community Renewal Fund agreement and the Head of Regeneration to award a lease to Rossendale Works.

Cabinet members were invited to comment on the report:

- Government should be funding these schemes but this was not currently the case.
- The Council was carrying out brilliant work and should be proud of its achievements.
- Thanks to be passed onto the team for all their hard work.

**Resolved:**

Cabinet members:

1. Approved an extension of the Rossendale Works project from April 2022 to December 2023 and agreed Council match funding of £52,500 over the next two financial years, starting in 2022/23.
2. Authorised the Monitoring Officer to enter into a grant funding agreement and extension of

the current delivery agreement with Active Lancashire.

3. Agreed to enter into a grant funding agreement for extra ESF 1.4 funding to enable intensive work with those furthest from the labour market.
4. Approved the Community Renewal Fund acceptance if awarded.
5. Authorised the Monitoring Officer to enter into a Community Renewal Fund grant funding agreement and the Head of Regeneration to award a lease to Rossendale Works.

**Reason for Decision:**

Rossendale Works is one of our leading Economic Development projects being delivered by the Council in partnership with Active Lancashire. Approval will ensure its continuation until December 2023.

**Alternative Options Considered:**

None.

**9. ENVIRONMENTAL CRIME ENFORCEMENT**

The Portfolio Holder for Communities outlined the report which asked members to note the contents of the report and approve a formal tendering exercise to secure a possible third party enforcement service. For Cabinet to agree to continue the current contract until a new award is made or a decision is taken to stop the service.

Cabinet members were invited to comment on the report:

- Communication and prevention – further education would be beneficial.
- The tender process should be in line with best practice.

Other members were invited to comment on the report:

- Cllr Neal requested dog fouling signs for Whitworth.

**Resolved:**

Cabinet members:

1. Noted the contents of the report and approved a formal tendering exercise to secure a possible third party enforcement service.
2. Agreed to continue the current contract until a new award was made or a decision was taken to stop the service.
3. Resolved to ensure this work was fully targeted on the issues of greatest concern to the council and council members.

**Reason for Decision:**

Continuation of a third party enforcement service focusing on low level environmental crime will further enhance the Council's ability to improve the quality of the local environment. The procurement exercise will determine if companies wish to provide the service in Rossendale and on what terms. The tender exercise will also ensure that the right balance of education, enforcement and added social value is obtained from any successful provider.

**Alternative Options Considered:**

None.

**10. STATION ROAD COVENANT RELEASE**

The Leader of the Council and Portfolio Holder for Economic Development outlined the report which asked members to authorise the release of a restrictive covenant placed on land at Station Road, Whitworth to allow the land to be used for the purpose of residential development. Terms to be delegated to the Director of Economic Development in consultation with the Portfolio Holder.

Cabinet members were invited to comment on the report:

- This was a positive move to support the housing need for affordable housing.

**Resolved:**

1. Cabinet authorised the release of a restrictive covenant placed on land at Station Road, Whitworth to allow the land to be used for the purpose of residential development.
2. Terms were delegated to the Director of Economic Development in consultation with the portfolio holder

**Reason for Decision:**

The release of the restrictive covenant at £15,000 allows alternative future use (subject to planning permission being granted) of an advertised site owned by a local business. Any agreement to release would be on the basis that the works required by the EA are completed.

**Alternative Options Considered:**

None.

**11. RIPA POLICY**

The Leader of the Council and Portfolio Holder for Economic Development outlined the report which asked members to consider the recommendations of Overview and Scrutiny Committee and approve the updated RIPA policy 2021.

Cabinet members were invited to comment on the report:

- Use of RIPA was reported to O&S.

**Resolved:**

Cabinet considered the recommendations of Overview and Scrutiny Committee and approved the updated RIPA policy 2021.

**Reason for Decision:**

It is necessary for the Council to review and refresh policies to avoid legal challenge and ensure practice and procedures are in line with legislation, codes of practice and good practice.

**Alternative Options Considered:**

None.

**12. BACUP HERITAGE ACTION ZONE FUNDING UPLIFT APPLICATION**

The Portfolio Holder for Health and Leisure outlined the report which asked members to accept a grant uplift award of up to c.£189,720 and to authorise the Director of Economic Development in consultation with the Portfolio Holder to accept the award if approved and enter in to a grant funding agreement.

Cabinet members were invited to comment on the report:

- Thanks to be passed onto the team for securing the funding.

**Resolved:**

Cabinet members:

1. Accepted a grant uplift award of up to c.£189,720.
2. Authorised the Director of Economic Development in consultation with the Portfolio Holder to accept the award if approved and enter in to a grant funding agreement.

**Reason for Decision:**

The funding uplift application will uplift the High Street Heritage Action Zone scheme by c.£189,720 and uplift two buildings within the HS HAZ.

**Alternative Options Considered:**

None.

**13. FINANCIAL MONITORING REPORT Q1 2021/22**

The Leader of the Council outlined the report which asked members to note the contents of the Q1 2021/22 financial monitoring report.

Cabinet members were invited to comment on the report:

- Difficulty providing high quality services with reduced funding.
- A S106 agreement monitoring report would be presented at a future Cabinet meeting.
- The Finance team were thanked for their work.

Other members were invited to comment on the report:

- Thanks were expressed from the residents of Whitworth. The Council has to do more with less.

**Resolved:**

Cabinet noted the contents of the Q1 2021/22 financial monitoring report.

**Reason for Decision:**

Robust monitoring of the General Fund and MTFS is essential to control risks expressed in section 4 of the report and the Council continues to undertake this.

**Alternative Options Considered:**

None.

**The meeting concluded at 7.18pm**

\_\_\_\_\_ CHAIR \_\_\_\_\_ DATE

<b>Subject:</b>	Reactive Building Repairs Framework Tender	<b>Status:</b>	For Publication
<b>Report to:</b>	Cabinet	<b>Date:</b>	10 <sup>th</sup> November 2021
<b>Report of:</b>	Facilities Management Officer	<b>Portfolio Holder:</b>	Resources
<b>Key Decision:</b>	<input checked="" type="checkbox"/> Forward Plan <input checked="" type="checkbox"/> Y	<b>General Exception</b>	<input type="checkbox"/> <b>Special Urgency</b>
<b>Equality Impact Assessment:</b>	Required:	No	Attached: No
<b>Biodiversity Impact Assessment</b>	Required:	No	Attached: No
<b>Contact Officer:</b>	Lee Childs	<b>Telephone:</b>	01706 252527
<b>Email:</b>	Leechilds@rossendalebc.gov.uk		

<b>1.</b>	<b>RECOMMENDATIONS</b>
<b>1.1</b>	<b>That Cabinet authorises officers to proceed with the tender for the Reactive Building Repairs Framework.</b>
<b>1.2</b>	<b>That appointment of the successful tenderers be delegated to the Head of People and Policy in consultation with the Portfolio Holder.</b>

## 2. PURPOSE OF REPORT

- 2.1 To seek approval from Cabinet to proceed with the tendering process for Reactive Building Repairs Framework Tender and to request that the acceptance of tenders be delegated to the Head of People and Policy in consultation with the Portfolio Holder.

## 3. BACKGROUND

- 3.1 The council spend annually approximately £80k mainly funded from the repairs and maintenance budget on reactive building repairs which are not included in the annual Building Capital Repairs contract and planned work scheduled.
- 3.2 The works will be valued less than £10K and cover unplanned reactive repairs to the council's buildings and assets. The works will cover a range of repairs such as collapsed walls, making safe damaged buildings, repairing culverts, burst pipes, electrical works etc with the requirement for the works to be undertaken as a priority.
- 3.3 The Reactive Building Repairs Framework Tender is designed to obtain priced rates for all trades, including emergency call out rates, contractors percentage profit on materials and prices for equipment and machinery. These rates will be categorised in lots for each trade or discipline for example plumbing, roofing, ground works, electrical, stone walling. Officers have investigated the potential for joining an existing framework but this would not necessarily meet the needs of the council in terms of quality, speed of service, social value or cover all the trades required. It is therefore necessary to develop a framework that meets the specific needs of the service.
- 3.4 All types of contractors will be able to quote their prices for example sole traders who have only one trade would submit a price for one lot through to general builders who would have numerous trades, and could submit prices for several of the lots. This process will give equal opportunity to small local contractors. A Social Value option was considered within the tender however because of the small value of the works which will be delivered by a number of contractors this would be out of context with the tender.



- 3.5 The tender will give all sections of the council including Building Control, Environmental Health and Operations a list of contractors to use with costing for all trades and disciplines which they may call off the framework when required.
- 3.6 To be accepted onto the framework certain tender requirements must be complied with and the contractors will be required to provide insurances, indemnities, health and safety policies , references and the employer must pay employees foundation living wage.
- 3.7 Following the tender process and the subsequent evaluation of the contractors, formal letters will be sent to the successful contractors indicating they are now on the Rossendale framework though not guaranteed work and confirming terms of the framework agreement.
- 3.8 When works are required a council purchase order will be raised for each job where the purchase order standard terms and conditions will apply or stipulate that the contract will be subject to, for example, the JCT Minor Works Building Contract dependant on the works to be carried out
- 3.9 The proposed framework will be for a 4-year period.

**4. RISK**

- 4.1 Failure to ensure that the council has effective and reliable contractors in place to deal with any reactive repairs could result in a delay in the emergency repair works and have a detrimental impact on the delivery of effective services and danger to the public.

To develop a reactive building repairs framework will support officers across the council to undertake emergency repair works in an effective and timely manner.

**5. FINANCE**

- 5.1 The cost of these works will be contained within the annual revenue building maintenance budget.
- 5.2 The total value of these tender prices over a four-year period is expected £320k. It will be classed as a service tender therefore will be advertised through the Find a Tender (formerly) process as well as the council web site and the government Contracts Finder. The tender will also be advertised within the news local paper, The Free Press to encourage local traders.

**6. LEGAL**

- 6.1 The tender process will be in accordance with the council’s Contract Procedure Rules and procurement legislation and regulations. Cabinet approval is required for all contracts with a value of over £100k.

**7. POLICY AND EQUALITIES IMPLICATIONS**

- 7.1 The tender supports the council’s constitution contract procurement rules. There are no equalities implications.

**8. CONCLUSION**

- 8.1 For the Cabinet to consider the implications set out in the report and approve the tender process.

<b>Subject:</b>	Annual Air Quality Report 2021	<b>Status:</b>	For Publication
<b>Report to:</b>	Cabinet	<b>Date:</b>	10 <sup>th</sup> November 2021
<b>Report of:</b>	Public Protection Manager	<b>Portfolio Holder:</b>	Communities
<b>Key Decision:</b>	<input type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception <input type="checkbox"/>	Special Urgency <input type="checkbox"/>
<b>Equality Impact Assessment:</b>	Required: no	Attached:	no
<b>Biodiversity Impact Assessment</b>	Required: no	Attached:	no
<b>Contact Officer:</b>	Phil Morton	<b>Telephone:</b>	01706 252442
<b>Email:</b>	philmorton@rossendalebc.gov.uk		

<b>1.</b>	<b>RECOMMENDATION</b>
<b>1.1</b>	<b>That the content of the report be noted in relation to the Annual Air Quality report.</b>

## 2. PURPOSE OF REPORT

2.1 This report is to provide an update on air quality in the Rossendale Borough Council area for 2021 and actions being taken to improve the quality.

## 3. BACKGROUND

### Annual Air Quality Report

3.1 Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children, the elderly, and those with existing heart and lung conditions. There is also often a strong correlation with equalities issues because areas with poor air quality are also often less affluent areas.

3.2 The mortality burden of air pollution within the UK is equivalent to 28,000 to 36,000 deaths at typical ages, with a total estimated healthcare cost to the NHS and social care of £157 million in 2017.

Approximately 80% of a persons health and wellbeing is not determined by health interventions but by activities and circumstances in their home and community.

3.3 Public Health England (PHE) estimates that poor air quality contributes to around 4.4% of all deaths across Lancashire. However, air pollution is likely to contribute a small amount to the deaths of a larger number of exposed individuals rather than being solely responsible for the calculated figure of attributable deaths.<sup>1</sup>

3.4 The main air quality issue of concern in Rossendale continues to be Nitrogen Dioxide (NO<sub>2</sub>) caused by road vehicle emissions.

3.5 Local authorities have a central role in achieving improvements in air quality. District councils have responsibility for monitoring air quality. Where places are found that have pollution levels higher than the national air quality objectives the local authority must declare an Air Quality Management Area (AQMA) and then put together a plan to bring about improvements. In Rossendale, Borough Council Environmental Health staff in the Public Protection Unit carry out this work. However, the work to improve air quality is the responsibility of a wide range of services, organisations and individuals.

3.6 Whilst air quality has improved significantly in recent decades, and will continue to

improve due to national policy decisions, there are some areas where local action is needed to improve air quality further.

- 3.7 2020 showed a clear reduction in NO<sub>2</sub> overall due to the Covid lockdowns and reduced traffic movements. However, air quality readings at sites located on Grane Road Haslingden show the recorded level of NO<sub>2</sub> exceeded the Governments annual limit of 40 ug/m<sup>3</sup>.
- 3.8 Consequently, Rossendale Borough Council will be declaring an AQMA in this area of about twenty properties on Grane Road Haslingden in the near future.
- 3.9 3.9 Every year an Annual Status Report is submitted to the Department for Environment, Food and Rural Affairs (DEFRA) detailing the current position regarding air quality within the Borough.

A copy is attached as **Appendix 1**.

- 3.10 In summary, air quality is monitored in 20 locations within Rossendale. There are 2 areas where pollution from vehicles has been higher than the health based objective for nitrogen dioxide (NO<sub>2</sub>). These are:
- Manchester Road, Haslingden
  - Bacup Road, Rawtenstall

As a result AQMAs were declared in 2013 and action plans have been written to deal with the pollution.

However, significant reductions have been noted at both sites over the past couple of years and we will continue to monitor this with the hope that revocation will be imminent. However, as outlined above a further AQMA will be declared at the Grane Road site. Actions will then be explored to positively impact the air quality at this site.

### 3.11 **Actions taken by Rossendale Borough Council during 2020 in relation to air quality**

- The addition of traffic lights on Bacup Road Rawtenstall for the new bus station has led to a noticeable reduction in traffic flow along Bacup Road at the start of the year as it slows the route down and makes Bocholt Way the faster more preferred option for through traffic
- Tube 12 in 2019 was relocated for 2020 from Rose Mount Grane Road Haslingden which had low readings to 250 Grane Road Haslingden. This moved tube 12 closer to the tube 20 which was showing exceeded limits
- Tube 19 in 2019 was relocated for 2020 from 323 Grane Road Haslingden which had low readings to 256-8 Grane Road Haslingden closer to the exceeding tube 20
- On 28th Jan 2020 we held the first meeting of the council climate change steering group
- A public group Rossendale Climate Action Group met on 27th January 2020 at Futures Park
- Rossendale Borough Councils Climate Change strategy and Action Plan went to cabinet and was adopted in July 2020
- Promotion of National Clean Air Day on 8th October 2020 on social media
- Rossendale Borough Council signed up to the DEFRA Air Quality Hub and promoted it on the website
- Rossendale Borough Council participated in a DEFRA consultation titled 'Local air quality management call for evidence designation of relevant public authorities'

#### 4. RISK

4.1 All the issues raised and the recommendation(s) in this report involve risk considerations as set out below:

1. Local authority obligations may be enforced by the Secretary of State.
2. Where a District Council is preparing an action plan, county councils are required to submit measures related to their functions (i.e. local transport, highways and public health) to help meet air quality objectives in their local area. Any disagreements between district and county councils over action plan proposals can be referred by either council to the Secretary of State to decide.
3. Secretary of State can give directions to the local authority if it is not meeting air quality standards, if it is failing to discharge its duties under the Local Air Quality Management System (LAQM system), or if its actions under LAQM are inappropriate.
4. Continued joint working and cross authority cooperation will help mitigate the risks outlined.

#### 5. FINANCE

5.1 Any future financial implications arising will have to be assessed separately as part of the Council's budget setting and resource allocations.

#### 6. LEGAL

6.1 The Council must continue to work towards improvement of air quality to mitigate the risk of challenge or intervention although as outlined in previous years the risk of this is considered to be low.

#### 7. POLICY AND EQUALITIES IMPLICATIONS

7.1 Consultation with statutory officers.

#### 8. CONCLUSION

8.1 Work to identify air quality problems will continue to be a priority for the Council's Public Protection Unit. However, success in improving the air that we breathe relies on action by a wide range of organisations and individuals. The Climate Change Strategy that has been adopted by Council tackles many of these related issues such as promoting active transport and introducing electric vehicles.

Background Papers	
Document	Place of Inspection
Annual Air Quality Report 2021	Appendix 1 - attached



# 2021 Air Quality Annual Status Report (ASR)

In fulfilment of Part IV of the Environment Act 1995  
Local Air Quality Management

Date: September 2021

<b>Information</b>	<b>Rossendale Borough Council</b>
<b>Local Authority Officer</b>	Lorna Robinson
<b>Department</b>	Environmental Health
<b>Address</b>	Public Protection Unit Futures Park Newchurch Road Bacup OL13 0BB
<b>Telephone</b>	01706 252564
<b>E-mail</b>	lornarobinson@rossendalebc.gov.uk
<b>Report Reference Number</b>	ASR2021
<b>Date</b>	September 2021

# Executive Summary: Air Quality in Our Area

## Air Quality in Rossendale Borough Council

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children, the elderly, and those with existing heart and lung conditions. There is also often a strong correlation with equalities issues because areas with poor air quality are also often less affluent areas<sup>1,2</sup>.

The mortality burden of air pollution within the UK is equivalent to 28,000 to 36,000 deaths at typical ages<sup>3</sup>, with a total estimated healthcare cost to the NHS and social care of £157 million in 2017<sup>4</sup>.

Approximately 80% of a persons health and wellbeing is not determined by health interventions but by activities and circumstances in their home and community.

The main air quality issue of concern in Rossendale continues to be Nitrogen Dioxide (NO<sub>2</sub>) caused by road vehicle emissions.

2020 showed a clear reduction in NO<sub>2</sub> overall (see Table B.1) due to the Covid lockdowns and reduced traffic movements however two diffusion tubes locations still recorded NO<sub>2</sub> above the Governments annual limit of 40µg/m<sup>3</sup>. The tubes where tube 12 located at 250 Grane Road Haslingden which recorded 44.9 µg/m<sup>3</sup> and Tube 19 located at 256-8 Grane Road Haslingden which recorded 41.6 µg/m<sup>3</sup>. This is the first year they've been in this location after relocation at the start of 2020 to assist with getting a pattern of pollution in the area around tube 20 which had exceeded for the previous 2 years but didn't exceed this year.

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<sup>1</sup> Public Health England. Air Quality: A Briefing for Directors of Public Health, 2017

<sup>2</sup> Defra. Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

<sup>3</sup> Defra. Air quality appraisal: damage cost guidance, July 2020

<sup>4</sup> Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018

Rossendale Borough Council will be declaring an AQMA in this area of about twenty properties on Grane Road Haslingden in the near future.

We managed to obtain a full year of data during the pandemic as normal.

From an air quality perspective the pandemic seems to have made people more aware of their environment which will hopefully lead to continued behaviour change and for people to reflect and think about their lifestyle and how their lifestyle can have a negative impact on our environment. We need a significant reduction in miles travelled by cars with a move to more sustainable modes of transport such as active travel and public transport.

## **Actions to Improve Air Quality**

Whilst air quality has improved significantly in recent decades, and will continue to improve due to national policy decisions, there are some areas where local action is needed to improve air quality further.

The 2019 Clean Air Strategy<sup>5</sup> sets out the case for action, with goals even more ambitious than EU requirements to reduce exposure to harmful pollutants. The Road to Zero<sup>6</sup> sets out the approach to reduce exhaust emissions from road transport through a number of mechanisms; this is extremely important given that the majority of Air Quality Management Areas (AQMA) are designated due to elevated concentrations heavily influenced by transport emissions.

### **Actions taken by Rossendale Borough Council during 2020 in relation to air quality**

- The addition of traffic lights on Bacup Road Rawtenstall for the new bus station has led to a noticeable reduction in traffic flow along Bacup Road at the start of the year as it slows the route down and makes Bocholt Way the faster more preferred option for through traffic
- Tube 12 in 2019 was relocated for 2020 from Rose Mount Grane Road Haslingden which had low readings to 250 Grane Road Haslingden closer to the exceeding tube 20
- Tube 19 in 2019 was relocated for 2020 from 323 Grane Road Haslingden which had low readings to 256-8 Grane Road Haslingden closer to the exceeding tube 20

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<sup>5</sup> Defra. Clean Air Strategy, 2019

<sup>6</sup> DfT. The Road to Zero: Next steps towards cleaner road transport and delivering our Industrial Strategy, July 2018



- Officer attendance at County Hall for a meeting with Lancashire County Council Public Health around air quality monitoring and schools discussion which lead to the production of the Clean Air Lancashire Schools Toolkit
- Link to a pinch point Lancashire County Council bid for improvements to the gyratory which is adjacent to AQMA 2  
<http://www.rossendalenews.org.uk/statement-on-funding-proposals-for-st-marys-gyratory/>
- 28<sup>th</sup> Jan 2020 First meeting of the council climate change steering group
- A public group Rossendale Climate Action Group met on 27<sup>th</sup> January 2020 at St Marys Chambers
- Email from Highways England saying they no longer need to carry out further air quality work in Rossendale at the moment
- Attendance at Lancashire County Council County Hall Preston on 4/2/2020 for a demonstration on portable hand held videos linked to the work they're planning around schools, idling engines and number plate recognition etc
- NO<sub>2</sub> tubes Grane Road single traffic lights roadworks Jan –Feb 2020
- Rossendale Borough Councils Climate Change strategy went to cabinet in July 2020 with an action plan  
<https://www.rossendale.gov.uk/meetings/meeting/1211/cabinet> Air quality will continue to be dealt with separately
- New positions advertised at Rossendale Borough Council: **Commercial Project** Officer to tackle climate change and Environmental Education Officer to maximise the environmental, social and health benefits from waste minimisation, resource re-use and recycling.
- Internal climate change meeting held on 5/8/2020
- 31 July email from consultants that air quality monitoring will start for the Haweswater Viaduct
- Promotion of National Clean Air Day on 8<sup>th</sup> October 2020 on social media
- Rossendale Borough Council signed up to the DEFRA Air Quality Hub and promoted it on the website
- Rossendale Borough Council participated in a DEFRA consultation titled 'Local air quality management call for evidence designation of relevant public authorities'.
- Work on the East Lancashire cycleway continued
- <https://www.construction.co.uk/construction-news/74575/climate-change-schemes-in-rossendale-get-green-light>
- Tube 10 located in Edenfield which has consistently low levels of NO<sub>2</sub> will be relocated for 2020 to the pavement fronted property at 277 Grane Road Haslingden to assist with data collection in the area of concern
- The 2020-2030 Climate Change Strategy was published by Rossendale Borough Council and is available to view here  
[https://www.rossendale.gov.uk/downloads/file/16648/rossendale\\_council\\_climate\\_change\\_strategy](https://www.rossendale.gov.uk/downloads/file/16648/rossendale_council_climate_change_strategy) this is inextricably linked to air quality

## Lancashire County Council's Public Health Summary for Air Quality Annual Status Reports, 2021

In Lancashire the strongest evidence we have on the population health impacts of air pollution comes from Public Health England's Public Health Outcomes Framework. This Framework estimates ['the fraction of adult mortality attributable to particulate air pollution \(PM<sub>2.5</sub>\)'](#) each year. It shows that, while the overall mortality rate from particulate air pollution in Lancashire-12 (4.0%) is lower than the England average (5.1%), air pollution remains a significant public health issue for the county.

Working with district councils, Lancashire County Council (LCC) has an important role to play in taking action to reduce the health impacts of air pollution. Responsible for transport planning, network management, highway maintenance, public health and procuring local vehicle fleets, there are a number of ways LCC can support local and county wide efforts to improve air quality. In summary, the following activities are underway or in development:

## 1. Encouraging the use of sustainable forms of travel

- Lancashire's cycling and walking strategy, [Actively Moving Forward](#), sets out an ambitious plan for increasing the number of people walking and cycling in the county by 2028. By improving and increasing access to cycling and walking infrastructure, alongside training and promotional activities, it aims to significantly increase the amount of cycling and walking people do across the county. Information on the County Council's ongoing activities in this area can be found on the [Active Travel in Lancashire](#) website.
- As part of Lancashire's cycling and walking strategy, work has now commenced on developing Local Cycling and Walking Infrastructure Plans (LCWIPs) for the five Lancashire Highway and Transport Masterplan areas. The Plans will include a network plan for cycling and walking infrastructure and a prioritised list of schemes for delivery over short, medium and long term timeframes. These plans will be used to support future infrastructure decisions and to access new funding schemes as they become available.
- The Road Safety Team work with schools, workplaces and the community to encourage safe and sustainable modes of travel. Initiatives for schools are promoted through the [Safer Travel Moodle](#) and include: a series of cycling and walking safety training programmes; guidance and resources for teachers to encourage safe and active travel; and support for creating travel plans.

## 2. Supporting the transition to low emission vehicles

- The County Council is working with BP Chargemaster to deliver 150 electric vehicle charge points across the County. [The charging network](#) will be accessible to drivers from all over the country and will support local and national efforts to increase the number of drivers purchasing electric vehicles.
- The County Council is supporting six district councils with a low emission taxi infrastructure scheme. Funded by the Office for Low Emission Vehicles, the scheme will provide taxi drivers with access to 24 new rapid electric vehicle charge points across the six districts. This, alongside a series of promotional activities and suggested regulatory

changes, is designed to produce a transition towards more low emission taxi vehicles across Lancashire.

### **3. Creating cleaner, healthier road networks**

- Work to develop the next Local Transport Plan (LTP4) for Lancashire, Blackpool and Blackburn with Darwen is now underway. The Public Health team has submitted an evidence base to the process, highlighting transport related health challenges affecting the population of Lancashire and making recommendations about how local transport planning policy can make a contribution to addressing these. Air quality is one of the key themes of the evidence base and will be an identified priority in LTP4. The local [Highways and Transport Masterplans](#) will be refreshed to align with the priorities of LTP4. This will provide an opportunity to identify longer-term network solutions that address issues in AQMAs and have a positive impact on air quality generally.
- The Lancaster City Centre Movement Strategy is looking at how vehicular, public transport and pedestrian walking movements can be improved across the city. A key facet of the study is to examine what improvements can be implemented to prioritise public transport, reduce severance, improve air quality and effectively make the city centre a more welcoming environment for people. The intention is for a similar approach to be adopted as part of future Highways and Transport Masterplans.

### **4. Embedding air quality into policy**

- The County Council works with district planners to ensure air quality is a key consideration of Local Plans, alongside wider public health issues. It supports district councils in developing policies that seek to ensure new developments do not contribute to increasing levels of air pollutants and that requirements for appropriate mitigation are in place.
- The County Council, as part of its highways input into planning applications, actively encourages measures that aim to promote sustainable forms of travel. Working under the direction of the National Planning Policy Framework, the County Council seeks measures that facilitate cycling and walking, increase the use of public transport and provide access to electric vehicle charge points. The County Council also seeks funding from developers, through section 106 contributions, to support existing bus services or to provide new bus services suitable to serve development sites once their built.

### **5. Raising awareness and increasing engagement**

- The Lancashire Insight website provides information on the sources and health impacts of air pollution across the county. Webpages include a [Summary of Emissions Data](#), [Monitoring of Air Quality and Health Impacts](#) and an [Air Quality and Health Dashboard](#).

## Conclusions and Priorities

A priority for the Council will be to declare an AQMA along a small residential section of Grane Road, Haslingden due to ongoing exceedances and this will lead to an updated Air Quality Action Plan. The challenge in this area will be around improvements as it's a main road B6232 into and out of Rossendale at the west of the district which is currently used as a short cut by drivers to the M65 rather than using the A56. We need to make Grane Road 30mph all along it so it then becomes quicker for drivers to use the A56. This suggestion will need involvement from Lancashire County Council Highways.

All monitoring results within existing AQMAs where below the air quality objective in 2020 but we don't as yet have three years consistent data of them all being 10% below the objective in AQMA so we'll continue to monitor it with the hope that revocation will be imminent.

## Local Engagement and How to get Involved

Thinking about air pollution on a worldwide or even country scale can be daunting because as individuals we can often feel insignificant. Yet if we all reduce the amount of fuel we use and the number of chemicals used at home, we will improve the quality of the air that we breathe and help the global and local problem. We can all contribute to improving the air quality by:

- Using public transport more
- Reducing car use and doing more car sharing  
<https://liftshare.com/uk/community/sharedwheels>
- Changing to an electric vehicle see <https://www.gov.uk/plug-in-car-van-grants>
- Cycling and walking where possible
- Using less chemicals in the home to reduce the toxic load on your internal air quality
- Not having garden bonfires and only burning smokeless fuel on domestic stoves as the whole of Rossendale is a smoke control area (except for a few outlying rural properties) see <https://smokecontrol.defra.gov.uk/index.php>
- Working from home

There is no local air quality action group to the knowledge of the writer however there is an active Clean Air Parents Network public Facebook group.

Client Earth are activist lawyers committed to securing a healthy planet. Their website is <https://www.clientearth.org/>

Further information on air quality and air pollution forecasts can be found on the DEFRA website UK Air Quality Information Resource following this link <https://uk-air.defra.gov.uk/>

Choked Up Campaign is teenagers in London raising awareness of air pollution issues Living Street UK is a charity who want a nation where walking is the natural choice for everyday local journeys [www.livingstreets.org.uk](http://www.livingstreets.org.uk)

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# 1 Local Air Quality Management

This report provides an overview of air quality in Rossendale Borough Council during 2020. It fulfils the requirements of Local Air Quality Management (LAQM) as set out in Part IV of the Environment Act (1995) and the relevant Policy and Technical Guidance documents.

The LAQM process places an obligation on all local authorities to regularly review and assess air quality in their areas, and to determine whether or not the air quality objectives are likely to be achieved. Where an exceedance is considered likely the local authority must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out the measures it intends to put in place in pursuit of the objectives. This Annual Status Report (ASR) is an annual requirement showing the strategies employed by Rossendale Borough Council to improve air quality and any progress that has been made.

The statutory air quality objectives applicable to LAQM in England are presented in Table E.1.

## 2 Actions to Improve Air Quality

### Air Quality Management Areas

Air Quality Management Areas (AQMAs) are declared when there is an exceedance or likely exceedance of an air quality objective. After declaration, the authority should prepare an Air Quality Action Plan (AQAP) within 12 months setting out measures it intends to put in place in pursuit of compliance with the objectives.

A summary of AQMAs declared by Rossendale Borough Council can be found in Table 2.1. The table presents a description of the two AQMAs that are currently designated within Rossendale Borough Council. Appendix D: Map(s) of Monitoring Locations and AQMAs provides maps of AQMAs and also the air quality monitoring locations in relation to the AQMAs. The air quality objectives pertinent to the current AQMA designation(s) are as follows:

- NO<sub>2</sub> annual mean

We propose to declare a new AQMA in Grane Road Haslingden area due to exceedances of the NO<sub>2</sub> annual mean air quality objective (see monitoring/additional information section).

Exceedances in AQMA 1 have been 10% below the limit for the past three years and we just need another year of data for AQMA 2 then we propose to revoke AQMAs 1 and 2 at the same time.

**Table 2.1 – Declared Air Quality Management Areas**

AQMA Name	Date of Declaration	Pollutants and Air Quality Objectives	One Line Description	Is air quality in the AQMA influenced by roads controlled by Highways England?	Level of Exceedance: Declaration	Level of Exceedance: Current Year	Name and Date of AQAP Publication	Web Link to AQAP
AQMA 1 Haslingden	8 <sup>th</sup> May 2013	NO2 Annual Mean 40 µg/m <sup>3</sup>	An area comprising a number of residential properties on Haslingden Road	No	43 µg/m <sup>3</sup>	26.3 µg/m <sup>3</sup>	Air quality action plan July 2016	<a href="https://www.rossendale.gov.uk/downloads/file/14091/air_quality_action_plan">https://www.rossendale.gov.uk/downloads/file/14091/air_quality_action_plan</a>
AQMA 2 Rawtenstall	8 <sup>th</sup> May 2013	NO2 Annual Mean 40 µg/m <sup>3</sup>	An area comprising residential property on Bacup Road	No	43 µg/m <sup>3</sup>		Air quality action plan July 2016	<a href="https://www.rossendale.gov.uk/downloads/file/14091/air_quality_action_plan">https://www.rossendale.gov.uk/downloads/file/14091/air_quality_action_plan</a>

- Rossendale Borough Council confirm the information on UK-Air regarding their AQMA(s) is up to date.**
- Rossendale Borough Council confirm that all current AQAPs have been submitted to Defra.**

## **Progress and Impact of Measures to address Air Quality in Rossendale Borough Council**

Defra's appraisal of last year's ASR concluded the report was well structured, detailed and provides the information specified in the guidance. It advised concentrations are presented to 1 decimal place to ensure consistency and this has been done.

It recommended that Rossendale Borough Council declare an AQMA in the area around DT20 which we are planning to do.

It advised we wait until we have three years of data showing concentrations below  $36\mu\text{g}/\text{m}^3$  prior to applying for revocation of AQMAs and when we have that we will be in a position to apply for revocation of both AQMAs.

The AQAP will be renewed when the new AQMA is declared. No specific work on the action plans was taken in 2020.

Details of all measures completed are set out in Table 2.2.

More detail on these measures can be found in their respective Action Plans available on line here [https://www.rossendale.gov.uk/downloads/file/14091/air\\_quality\\_action\\_plan](https://www.rossendale.gov.uk/downloads/file/14091/air_quality_action_plan)

Key completed measures are the amended road signage which directs car drivers along Bocholt Way and not along Bacup Road.

Rossendale Borough Council's priorities for the coming year/s are declaration of an AQMA at Grane Road and revocation of the two existing AQMAs.

The principal challenges and barriers to implementation that Rossendale Borough Council anticipates facing are staffing capacity issues and reliance on Lancashire County Council Highways Authority to make changes to the road network.

**Table 2.2 – Progress on Measures to Improve Air Quality**

Measure No.	Measure	Category	Classification	Year Measure Introduced	Estimated / Actual Completion Year	Organisations Involved	Funding Source	Defra AQ Grant Funding	Funding Status	Estimated Cost of Measure	Measure Status	Reduction in Pollutant / Emission from Measure	Key Performance Indicator	Progress to Date	Comments / Barriers to Implementation
1	Limit Council fleet use of Bacup Road for non-essential access	Traffic management	Other	January 2019	January 2019	Local Authority Fleet Management	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Rossendale Borough Council fleet do not use Bacup Road unless servicing the properties	N/A
2	No through access to HGVs or LDVs along Bacup Road unless deliveries	Traffic Management	Other	N/A	N/A	Lancashire County Council Highways	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Not deemed enforceable so this option will not be pursued	Not deemed enforceable so this option will not be pursued
3	Road signage amended to reprioritise use of Bocholt Way and deprioritise Bocholt Way	Traffic Management	Other	2018	September 2018	Lancashire County Council Highways	N/A	N/A	N/A	Not known	Completed	Reduced vehicle emissions	N/A	Completed	Completed
4	School travel plans to encourage alternative modes	Promoting Travel Alternatives	School Travel Plans	N/A	N/A	Lancashire County Council Public Health	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Not pursued as the air quality in this area is again below actionable levels for another year
5	No through signage at road entry points to Haslingden	Traffic Management	Other	N/A	N/A	Lancashire County Council Highways	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Not pursued as the air quality in this area is again below actionable levels for another year
6	Apply Public Spaces Protection Orders to restrict idling on Manchester Road	Traffic Management	Anti-idling enforcement	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Not pursued as the air quality in this area is again below actionable levels for another year

## **PM<sub>2.5</sub> – Local Authority Approach to Reducing Emissions and/or Concentrations**

As detailed in Policy Guidance LAQM.PG16 (Chapter 7), local authorities are expected to work towards reducing emissions and/or concentrations of PM<sub>2.5</sub> (particulate matter with an aerodynamic diameter of 2.5µm or less). There is clear evidence that PM<sub>2.5</sub> has a significant impact on human health, including premature mortality, allergic reactions, and cardiovascular diseases.

Rossendale Borough Council doesn't currently measure for PM<sup>10</sup> or PM<sub>2.5</sub> as it's not currently a legal requirement. Using the DEFRA background mapping resource it shows PM<sub>2.5</sub> in Rossendale in 2020 to have a maximum background mean of 7.7µg/m<sup>3</sup>

The maximum in Rosendale in 2020 was lower compared to the Northern region which had a maximum background mean of 13.6 µg/m<sup>3</sup> and also lower than neighbouring authorities which had maximum background means of Hyndburn Borough Council 8.85 µg/m<sup>3</sup> Burnley Borough Council 8.84 µg/m<sup>3</sup>, Blackburn with Darwen Borough Council 8.09 µg/m<sup>3</sup>, Calderdale Borough Council 10.09 µg/m<sup>3</sup>.

Rossendale Borough Council is taking the following measures to address PM<sub>2.5</sub>:

- A no open burning condition on planning applications on demolition and construction sites
- Responding to complaints about domestic garden burning advising people that recycling garden waste is the most appropriate way and signposting them to the Council's garden waste collection service
- Investigation of smoky domestic chimney and dark smoke complaints under the Clean Air Act 1993.
- Partnership working with the Environment Agency and Environmental Enforcement colleagues in relation to complaints about trade and commercial waste burning/inappropriate disposal of trade waste

## 3 Air Quality Monitoring Data and Comparison with Air Quality Objectives and National Compliance

This section sets out the monitoring undertaken within 2020 by Rossendale Borough Council and how it compares with the relevant air quality objectives. In addition, monitoring results are presented for a five-year period between 2016 and 2020 to allow monitoring trends to be identified and discussed.

### Summary of Monitoring Undertaken

#### 3.1.1 Automatic Monitoring Sites

Rossendale Borough Council undertook no automatic (continuous) monitoring during 2020.

#### 3.1.2 Non-Automatic Monitoring Sites

Rossendale Borough Council undertook non-automatic (i.e. passive) monitoring of NO<sub>2</sub> at 20 sites during 2020. Table A. in Appendix A presents the details of the non-automatic sites.

Maps showing the location of the monitoring sites are provided in Appendix D. Further details on Quality Assurance/Quality Control (QA/QC) for the diffusion tubes, including bias adjustments and any other adjustments applied (e.g. annualisation and/or distance correction), are included in Appendix C.

### Individual Pollutants

The air quality monitoring results presented in this section are, where relevant, adjusted for bias, annualisation (where the annual mean data capture is below 75% and greater than 25%), and distance correction. Further details on adjustments are provided in Appendix C.

#### 3.1.3 Nitrogen Dioxide (NO<sub>2</sub>)

Table A.2 in Appendix A compares the ratified and adjusted monitored NO<sub>2</sub> annual mean concentrations for the past five years with the air quality objective of 40µg/m<sup>3</sup>. Note that

the concentration data presented represents the concentration at the location of the monitoring site, following the application of bias adjustment and annualisation, as required (i.e. the values are exclusive of any consideration to fall-off with distance adjustment).

For diffusion tubes, the full 2020 dataset of monthly mean values is provided in Appendix B. Note that the concentration data presented in Table B.1 includes distance corrected values, only where relevant.

2020 showed a clear reduction in NO<sub>2</sub> overall compared to previous years (see Table B.1) due to the Covid lockdowns and reduced traffic movements however two diffusion tubes locations still recorded NO<sub>2</sub> above the Governments annual limit of 40µg/m<sup>3</sup>. The tubes where tube 12 located at 250 Grane Road Haslingden which recorded 44.9 µg/m<sup>3</sup> and Tube 19 located at 256-8 Grane Road Haslingden which recorded 41.6 µg/m<sup>3</sup>. This is the first year they have been in this location after relocation at the start of 2020. The purpose of which was to assist with getting a pattern of pollution in the area around tube 20 which had exceeded for the previous 2 years but didn't exceed in 2020.

Rossendale Borough Council will be declaring an AQMA in this area of about 28 properties on Grane Road Haslingden in the near future.

The only proposed change to the monitoring network is for tube 10 located in Edenfield which has consistently been under the limit has been relocated to 277 Grane Road for 2021 onwards to assist with data collection in the area of concern.

#### **3.1.4 Particulate Matter (PM<sub>10</sub>)**

Rossendale Borough Council undertook no particulate matter (PM<sub>10</sub>) monitoring during 2020

#### **3.1.5 Particulate Matter (PM<sub>2.5</sub>)**

Rossendale Borough Council undertook no particulate matter (PM<sub>2.5</sub>) monitoring during 2020.

#### **3.1.6 Sulphur Dioxide (SO<sub>2</sub>)**

Rossendale Borough Council undertook no sulphur dioxide monitoring in 2020



## Appendix A: Monitoring Results

Table A.1 – Details of Non-Automatic Monitoring Sites

Diffusion Tube ID	Site Name	Site Type	X OS Grid Ref (Easting)	Y OS Grid Ref (Northing)	Pollutants Monitored	In AQMA? Which AQMA?	Distance to Relevant Exposure (m) <sup>(1)</sup>	Distance to kerb of nearest road (m) <sup>(2)</sup>	Tube Co-located with a Continuous Analyser?	Tube Height (m)
1	93-95 Bacup Road Rawtenstall	Roadside	381394	422756	NO2	2	5.0	1.0	No	1.8
2	235 Newchurch Road Stacksteads	Roadside	385579	421855	NO2		0.0	2.0	No	1.8
3	349 Manchester Road Haslingden	Roadside	379153	422234	NO2	1	0.0	3.0	No	1.8
4	83 Bacup Road Rawtenstall	Roadside	381325	422740	NO2	1	20.0	3.5	No	1.8
5	377 Manchester Road Haslingden	Roadside	379209	422171	NO2	1	0.0	3.0	No	1.8
6	359 Manchester Road Haslingden	Roadside	379175	422213	NO2	1	0.0	4.0	No	1.8
7	366 Manchester Road Haslingden	Roadside	379193	422210	NO2	1	0.0	2.0	No	1.8
8	5-7 Rawtenstall Road Haslingden	Roadside	379197	422213	NO2	1	4.0	2.0	No	1.8
9	363 Manchester Road, Haslingden	Roadside	379183	422200	NO2	1	0.0	4.0	No	1.8
10	2 Market Place Edenfield	Roadside	379983	419219	NO2		0.0	3.5	No	1.8

Diffusion Tube ID	Site Name	Site Type	X OS Grid Ref (Easting)	Y OS Grid Ref (Northing)	Pollutants Monitored	In AQMA? Which AQMA?	Distance to Relevant Exposure (m) <sup>(1)</sup>	Distance to kerb of nearest road (m) <sup>(2)</sup>	Tube Co-located with a Continuous Analyser?	Tube Height (m)
11	632 Bacup Road Waterfoot	Roadside	383506	421766	NO2		0.0	2.0	No	1.8
12	250 Grane Road, Haslingden	Roadside	377909	422488	NO2		0.0	2.0	No	1.8
13	30-32 Bacup Road Rawtenstall	Roadside	381377	422756	NO2	2	0.0	2.0	No	1.8
14	24-26 Bacup Road Rawtenstall	Roadside	381358	422754	NO2	2	0.0	2.0	No	1.8
15	22 Bacup Road Rawtenstall	Roadside	381350	422754	NO2	2	0.0	2.0	No	1.8
16	2A Bacup Road, Rawtenstall	Roadside	381161	422754	NO2	2	0.0	6.0	No	1.8
17	1 Bacup Road Rawtenstall	Roadside	381121	422725	NO2	2	8.0	2.0	No	1.8
18	222 Grane Road Haslingden	Roadside	378094	422560	NO2		0.0	3.0	No	1.8
19	256-258 Grane Road Haslingen	Roadside	377896	422488	NO2		0.0	2.0	No	1.8
20	264 Grane Road Haslingden	Roadside	377899	422488	NO2		0.0	2.0	No	1.8

**Notes:**

(1) 0m if the monitoring site is at a location of exposure (e.g. installed on the façade of a residential property).

(2) N/A if not applicable.

**Table A.2 – 5 year Annual Mean NO<sub>2</sub> Monitoring Results: Non-Automatic Monitoring (µg/m<sup>3</sup>)**

Diffusion Tube ID	X OS Grid Ref (Easting)	Y OS Grid Ref (Northing)	Site Type	Valid Data Capture for Monitoring Period (%) <sup>(1)</sup>	Valid Data Capture 2020 (%) <sup>(2)</sup>	2016	2017	2018	2019	2020
1	381394	422756	Roadside	100	100.0	32.9	36.9	33.3	32.3	23.8
2	385579	421855	Roadside	90.1	90.1	31.4	28.7	30.2	29.4	24.8
3	379153	422234	Roadside	100	100.0	35.2	34.9	31.9	27.3	22.0
4	381325	422740	Roadside	100	100.0	29.9	35.4	27.8	27.6	20.4
5	379209	422171	Roadside	84.8	84.8	31.8	38.6	31.8	28.7	22.1
6	379175	422213	Roadside	100	100.0	33.5	39.2	31.2	31.1	24.2
7	379193	422210	Roadside	100	100.0	33.5	<b>NA</b>	33.5	32.3	26.3
8	379197	422213	Roadside	100	100.0	27.1	31.4	27.6	25.6	20.4
9	379183	422200	Roadside	100	100.0	30.2	38.7	33.6	31.6	25.3
10	379983	419219	Roadside	100	100.0	<b>NA</b>	<b>NA</b>	24.5	25.6	20.6
11	383506	421766	Roadside	92.6	92.6	<b>NA</b>	<b>NA</b>	31.4	34.9	26.5
12	377909	422488	Roadside	100	100.0	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>44.9</b>
13	381377	422756	Roadside	92	92.0	<b>44.2</b>	<b>42.4</b>	<b>40.9</b>	32.2	28.4

Diffusion Tube ID	X OS Grid Ref (Easting)	Y OS Grid Ref (Northing)	Site Type	Valid Data Capture for Monitoring Period (%) <sup>(1)</sup>	Valid Data Capture 2020 (%) <sup>(2)</sup>	2016	2017	2018	2019	2020
14	381358	422754	Roadside	100	100.0	38.9	<b>41.5</b>	36.8	31.9	26.2
15	381350	422754	Roadside	92	92.0	<b>42.6</b>	<b>46.2</b>	39.7	32.2	28.8
16	381161	422754	Roadside	92	92.8	30.6	33.8	28.4	26.6	24.7
17	381121	422725	Roadside	82	82.6	30.6	<u>NA</u>	35.9	34.7	28.6
18	378094	422560	Roadside	100	100.0	<u>NA</u>	<u>NA</u>	<u>NA</u>	<u>NA</u>	20.4
19	377896	422488	Roadside	100	100.0	<u>NA</u>	<u>NA</u>	<u>NA</u>	<u>NA</u>	<b>41.6</b>
20	377899	422488	Roadside	100	100.0	<u>NA</u>	<u>NA</u>	<b>47.8</b>	<b>46.6</b>	34.8

Annualisation has been conducted where data capture is <75% and >25% in line with LAQM.TG16

Diffusion tube data has been bias adjusted

Reported concentrations are those at the location of the monitoring site (bias adjusted and annualised, as required), i.e. prior to any fall-off with distance correction

**Notes:**

The annual mean concentrations are presented as µg/m<sup>3</sup>.

Exceedances of the NO<sub>2</sub> annual mean objective of 40µg/m<sup>3</sup> are shown in **bold**.

NO<sub>2</sub> annual means exceeding 60µg/m<sup>3</sup>, indicating a potential exceedance of the NO<sub>2</sub> 1-hour mean objective are shown in **bold and underlined**.

Means for diffusion tubes have been corrected for bias. All means have been “annualised” as per LAQM.TG16 if valid data capture for the full calendar year is less than 75%. See Appendix C for details.

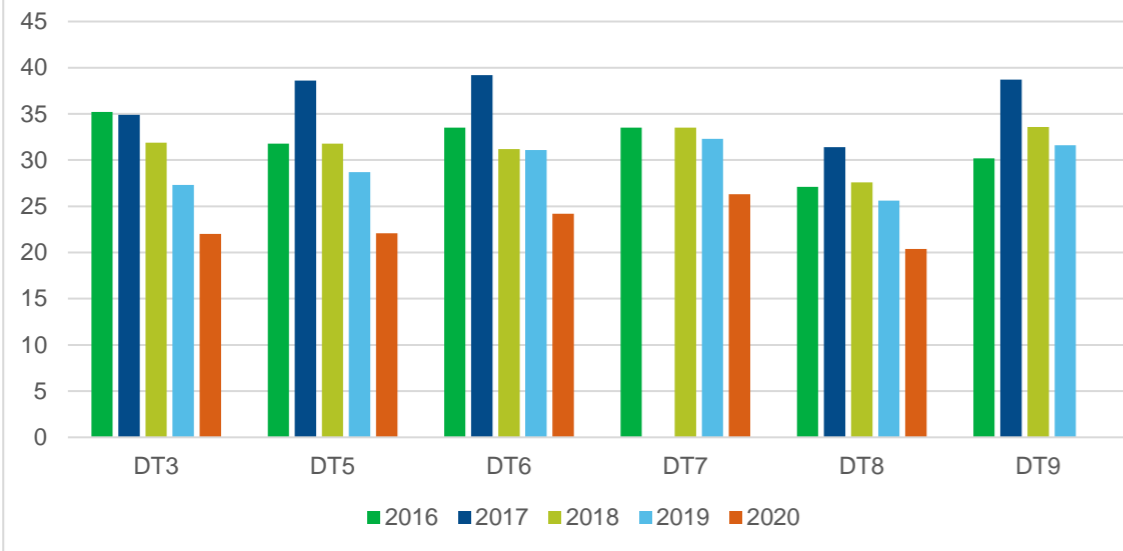
Concentrations are those at the location of monitoring and not those following any fall-off with distance adjustment.

(1) Data capture for the monitoring period, in cases where monitoring was only carried out for part of the year.

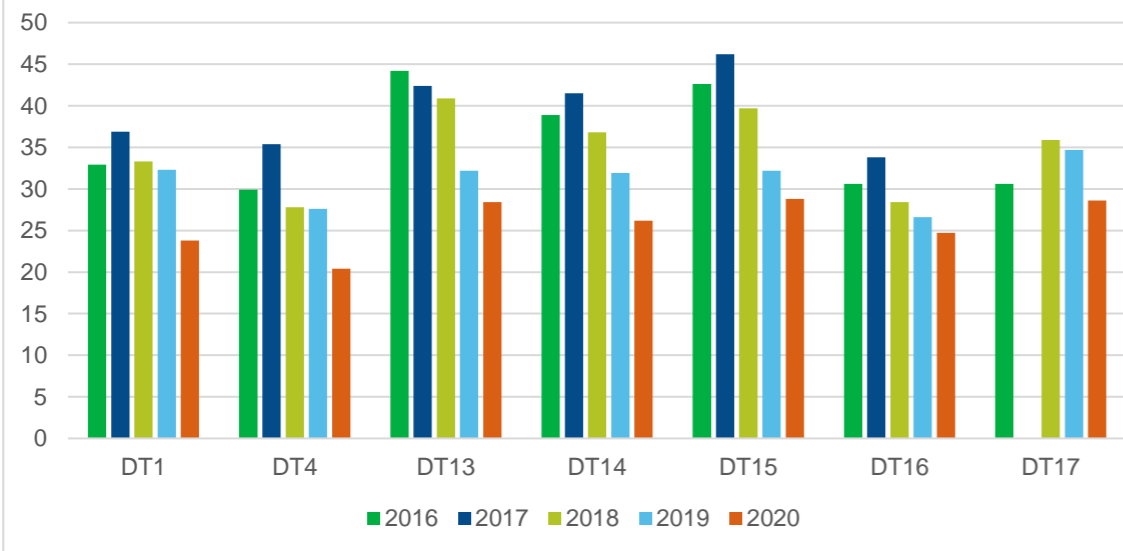
(2) Data capture for the full calendar year (e.g. if monitoring was carried out for 6 months, the maximum data capture for the full calendar year is 50%).

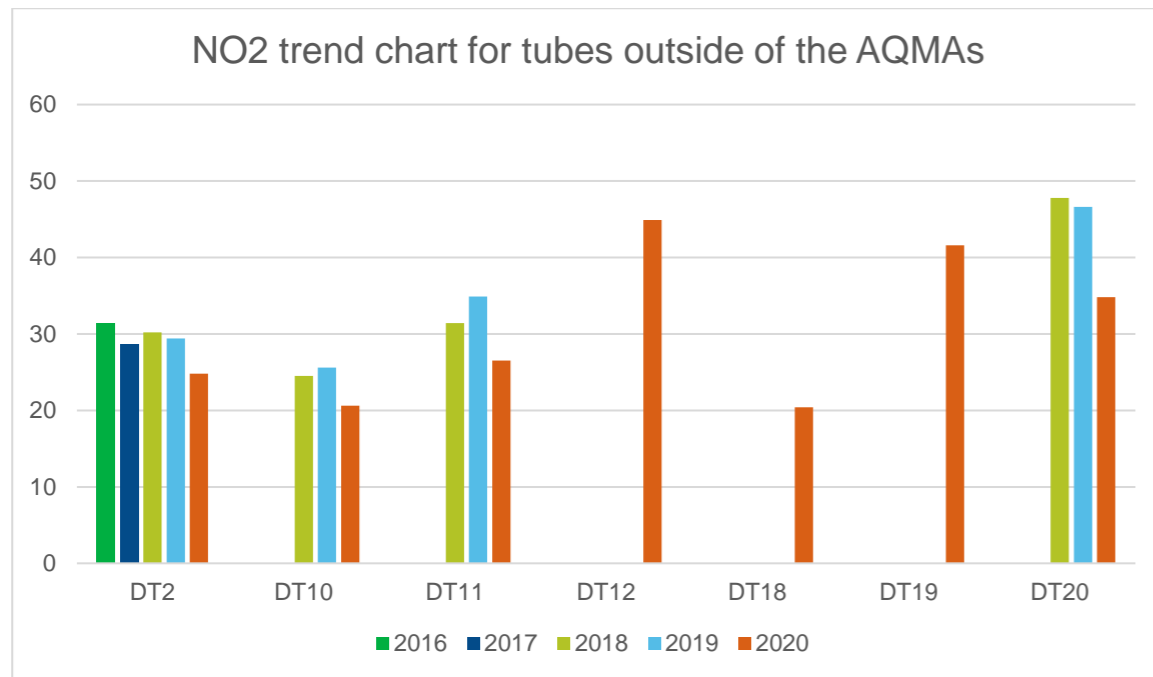
**Figure A.1 – Trends in Annual Mean NO<sub>2</sub> Concentrations**

AQMA 1 showing all the diffusion tubes are under the 40µg/m<sup>3</sup> limit for the previous 5 years



AQMA 2 showing the diffusion tubes results for the last five years





## Appendix B: Full Monthly Diffusion Tube Results for 2020

Table B.1 – NO<sub>2</sub> 2020 Diffusion Tube Results (µg/m<sup>3</sup>)

DT ID	X OS Grid Ref (Easting)	Y OS Grid Ref (Easting)	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Mean: Raw Data	Annual Mean: Annualised and Bias Adjusted 0.77	Annual Mean: Distance Corrected to Nearest Exposure	Comment
1	381394	422756	47.1	37.4	27.8	18.6	20.8	24.9	22.2	27.3	29.4	33.0	41.9	40.9	30.9	23.8	-	
2	385579	421855	34.5	29.3	29.9	24.6	27.5	34.3	28.3		36.0	34.9	32.6	42.2	32.2	24.8	-	
3	379153	422234	45.0	25.2	26.2	17.4	19.8	22.7	22.0	23.3	30.0	29.7	41.2	40.8	28.6	22.0	-	
4	381325	422740	40.9	34.3	26.8	14.7	13.7	19.3	18.3	21.3	24.8	29.3	39.8	34.0	26.4	20.4	-	
5	379209	422171		38.7	30.7	16.9	20.9		24.8	23.9	32.1	28.2	35.9	34.9	28.7	22.1	-	
6	379175	422213	45.4	37.7	29.2	20.2	20.2	25.6	25.6	28.3	33.3	32.8	39.9	39.3	31.5	24.2	-	
7	379193	422210	47.3	38.4	28.4	23.5	24.2	30.6	20.4	31.1	34.7	37.6	46.0	47.5	34.1	26.3	-	
8	379197	422213	43.5	30.2	24.5	15.2	15.5	21.1	18.4	22.7	27.8	24.2	38.1	36.5	26.5	20.4	-	
9	379183	422200	50.0	37.2	30.0	18.8	22.3	27.2	26.8	28.2	32.9	34.9	42.2	44.1	32.9	25.3	-	



DT ID	X OS Grid Ref (Easting)	Y OS Grid Ref (Easting)	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Mean: Raw Data	Annual Mean: Annualised and Bias Adjusted 0.77	Annual Mean: Distance Corrected to Nearest Exposure	Comment
10	379983	419219	42.2	29.6	25.0	15.1	21.6	17.1	22.2	27.6	21.9	38.3	34.0	25.8	26.7	20.6	-	
11	383506	421766	45.3	36.0	32.4	28.3	21.2		30.7	34.8	37.7	33.3	36.3	42.9	34.4	26.5	-	
12	377909	422488	78.9	52.4	57.8	35.2	44.6	55.6	53.4	57.4	62.9	59.4	62.4	80.5	58.4	<b>44.9</b>	-	
13	381377	422756	54.1		36.7	26.4	25.6	31.1	24.5	34.8	39.9	41.5	41.1	50.1	36.9	28.4	-	
14	381358	422754	47.6	38.5	31.1	23.9	18.6	26.9	25.6	30.6	39.1	34.7	42.5	49.1	34.0	26.2	-	
15	381350	422754	52.2		39.5	22.7	23.1	30.0	29.2	32.7	43.0	40.4	48.5	50.4	37.4	28.8	-	
16	381161	422754	55.2	43.6		16.7	18.8	20.8	25.5	24.4	33.0	30.2	42.1	43.1	32.1	24.7	-	
17	381121	422725	60.1	47.9	39.7	22.2	20.2	32.7	29.2	30.4	38.3			51.3	37.2	28.6	-	
18	378094	422560	33.7	29.9	26.3	19.1	20.2	24.9	17.2	26.0	27.6	19.7	33.4	40.4	26.5	20.4	-	
19	377896	422488	68.1	58.3	56.3	34.2	38.4	53.6	44.6	53.1	62.2	54.1	54.9	70.6	54.0	<b>41.6</b>	-	
20	377899	422488	63.6	45.1	44.0	28.4	29.1	38.0	38.2	39.2	46.2	46.9	62.5	60.6	45.2	34.8	-	

- All erroneous data has been removed from the NO<sub>2</sub> diffusion tube dataset presented in Table B.1
- Annualisation has been conducted where data capture is <75% and >25% in line with LAQM.TG16
- Local bias adjustment factor used
- National bias adjustment factor used
- Where applicable, data has been distance corrected for relevant exposure in the final column
- Rossendale Borough Council confirm that all 2020 diffusion tube data has been uploaded to the Diffusion Tube Data Entry System

**Notes:**

Exceedances of the NO<sub>2</sub> annual mean objective of 40µg/m<sup>3</sup> are shown in **bold**.

NO<sub>2</sub> annual means exceeding 60µg/m<sup>3</sup>, indicating a potential exceedance of the NO<sub>2</sub> 1-hour mean objective are shown in **bold and underlined**.

See Appendix C for details on bias adjustment and annualisation.

## **Appendix C: Supporting Technical Information / Air Quality Monitoring Data QA/QC**

### **New or Changed Sources Identified Within Rossendale Borough Council During 2020**

Rossendale Borough Council has not identified any new sources relating to air quality within the reporting year of 2020.

### **Additional Air Quality Works Undertaken by Rossendale Borough Council During 2020**

Rossendale Borough Council has not completed any additional works within the reporting year of 2020.

### **QA/QC of Diffusion Tube Monitoring**

The supplier used for diffusion tubes within 2020 is the same supplier as previous years SOCOTEC, Didcot

The samples have been analysed in accordance with SOCOTEC's standard operating procedure ANU/SOP/1015. This method meets the guidelines set out in DEFRA's 'Diffusion Tubes For Ambient NO<sub>2</sub> Monitoring: Practical Guidance.'

The tubes were prepared by spiking acetone:triethanolamine (50:50) onto the grids prior to the tubes being assembled. The tubes were desorbed with distilled water and the extract analysed using a segmented flow autoanalyser with ultraviolet detection. All samples were received in good condition, unless otherwise stated in the comments field of results table.

Please note:

(i) As set out in the practical guidance, the results were initially calculated assuming an ambient temperature of 11°C, the reported values have been adjusted to 20°C to allow for direct comparison with EU limits.

(ii) The reported results have not been bias adjusted

This analysis of diffusion tube samples to determine the amount of nitrogen dioxide present on the tube is within the scope of our UKAS schedule. Any further calculations and assessments requiring exposure details and conditions fall outside the scope of our accreditation. In the AIR PT intercomparison scheme for comparing spiked Nitrogen Dioxide diffusion tubes, SOCOTEC currently holds the highest rank of a **Satisfactory** laboratory.

The monitoring has been completed in adherence with the 2020 Diffusion Tube Monitoring Calendar.

### Diffusion Tube Annualisation

All diffusion tube monitoring locations within Rossendale Borough Council recorded data capture of 75% therefore it was not required to annualise any monitoring data. In addition, any sites with a data capture below 25% do not require annualisation.

### Diffusion Tube Bias Adjustment Factors

The diffusion tube data presented within the 2020 ASR have been corrected for bias using an adjustment factor. Bias represents the overall tendency of the diffusion tubes to under or over-read relative to the reference chemiluminescence analyser. LAQM.TG16 provides guidance with regard to the application of a bias adjustment factor to correct diffusion tube monitoring. Triplicate co-location studies can be used to determine a local bias factor based on the comparison of diffusion tube results with data taken from NO<sub>x</sub>/NO<sub>2</sub> continuous analysers. Alternatively, the national database of diffusion tube co-location surveys provides bias factors for the relevant laboratory and preparation method.

Rossendale Borough Council have applied a national bias adjustment factor of 0.77 to the 2020 monitoring data. A summary of bias adjustment factors used by Rossendale Borough Council over the past five years is presented in Table C.1.

**Table C.1 – Bias Adjustment Factor**

Year	Local or National	If National, Version of National Spreadsheet	Adjustment Factor
2020	National	03/21	0.77
2019	National	03/20	0.75
2018	National	06/19	0.75
2017	National	09/18	0.77

2016	National	06/17	0.78
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### **NO<sub>2</sub> Fall-off with Distance from the Road**

Wherever possible, local authorities should ensure that monitoring locations are representative of exposure. However, where this is not possible, the NO<sub>2</sub> concentration at the nearest location relevant for exposure should be estimated using the Diffusion Tube Data Processing Tool/NO<sub>2</sub> fall-off with distance calculator available on the LAQM Support website. Where appropriate, non-automatic annual mean NO<sub>2</sub> concentrations corrected for distance are presented in Table B.1.

No diffusion tube NO<sub>2</sub> monitoring locations within Rossendale Borough Council required distance correction during 2020.

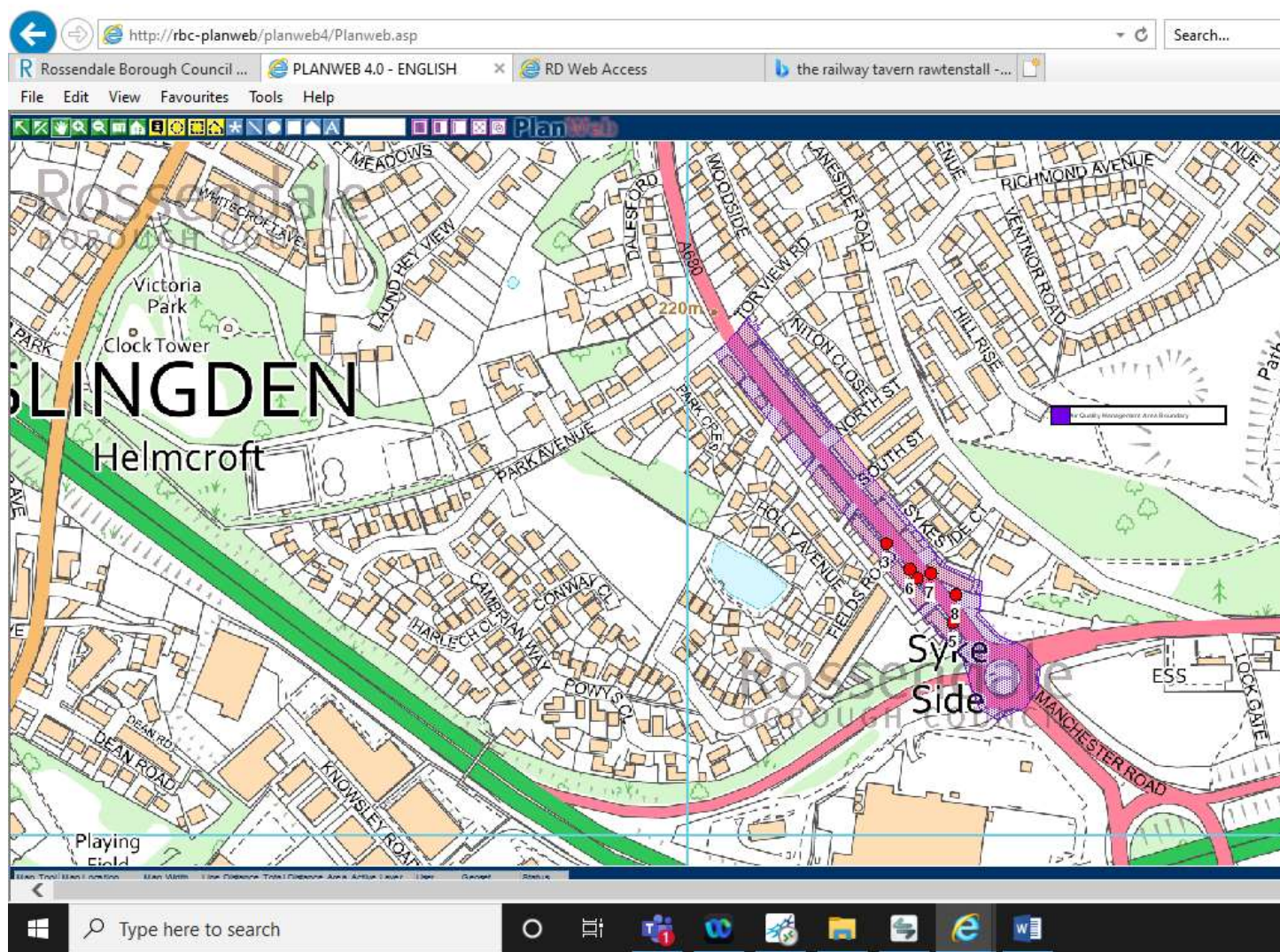
### **QA/QC of Automatic Monitoring**

Rossendale Borough Council do not carry out any automatic monitoring

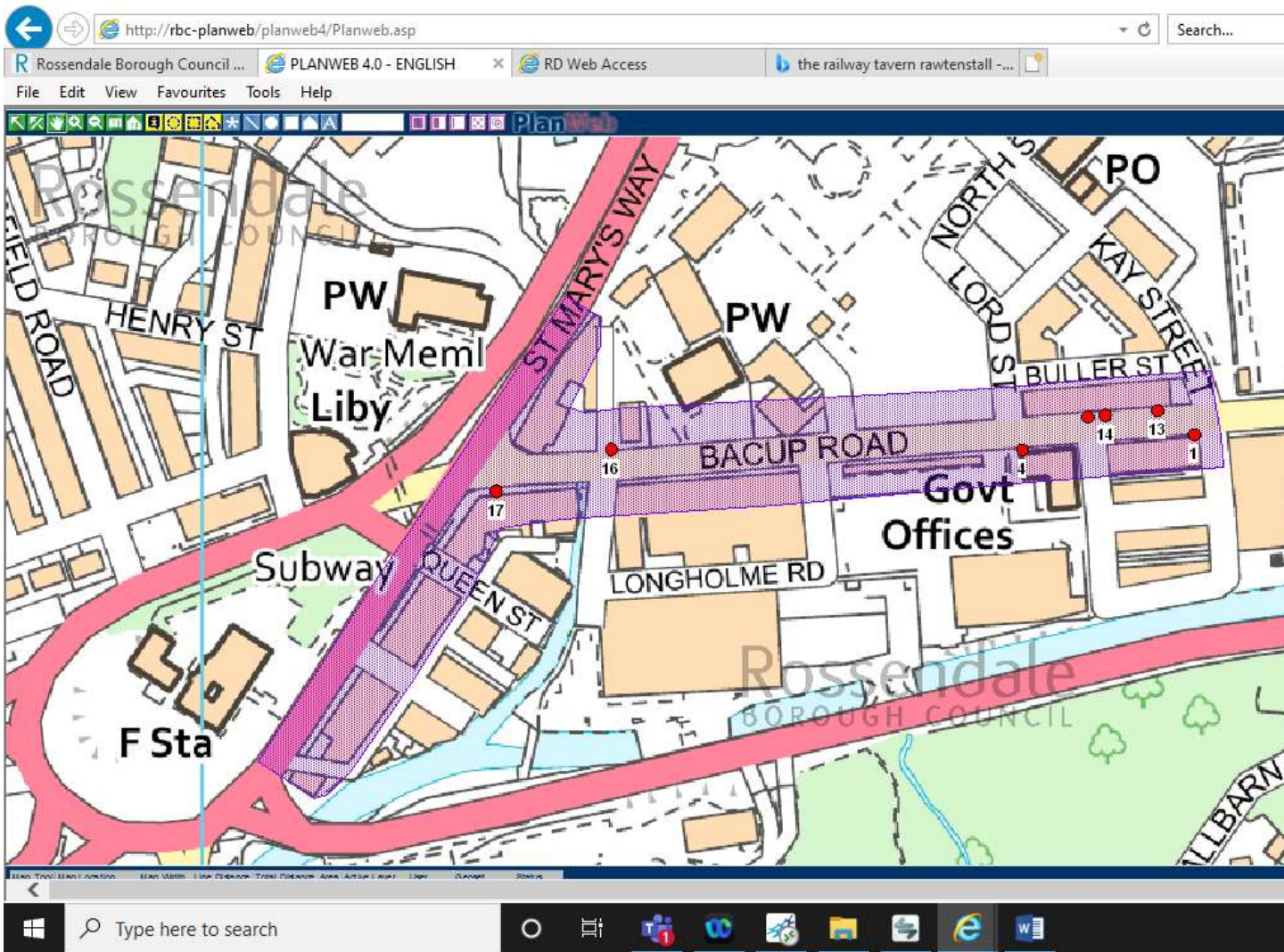
# Appendix D: Map(s) of Monitoring Locations and AQMAs

Figure D.1 – Maps of Non-Automatic Monitoring Sites

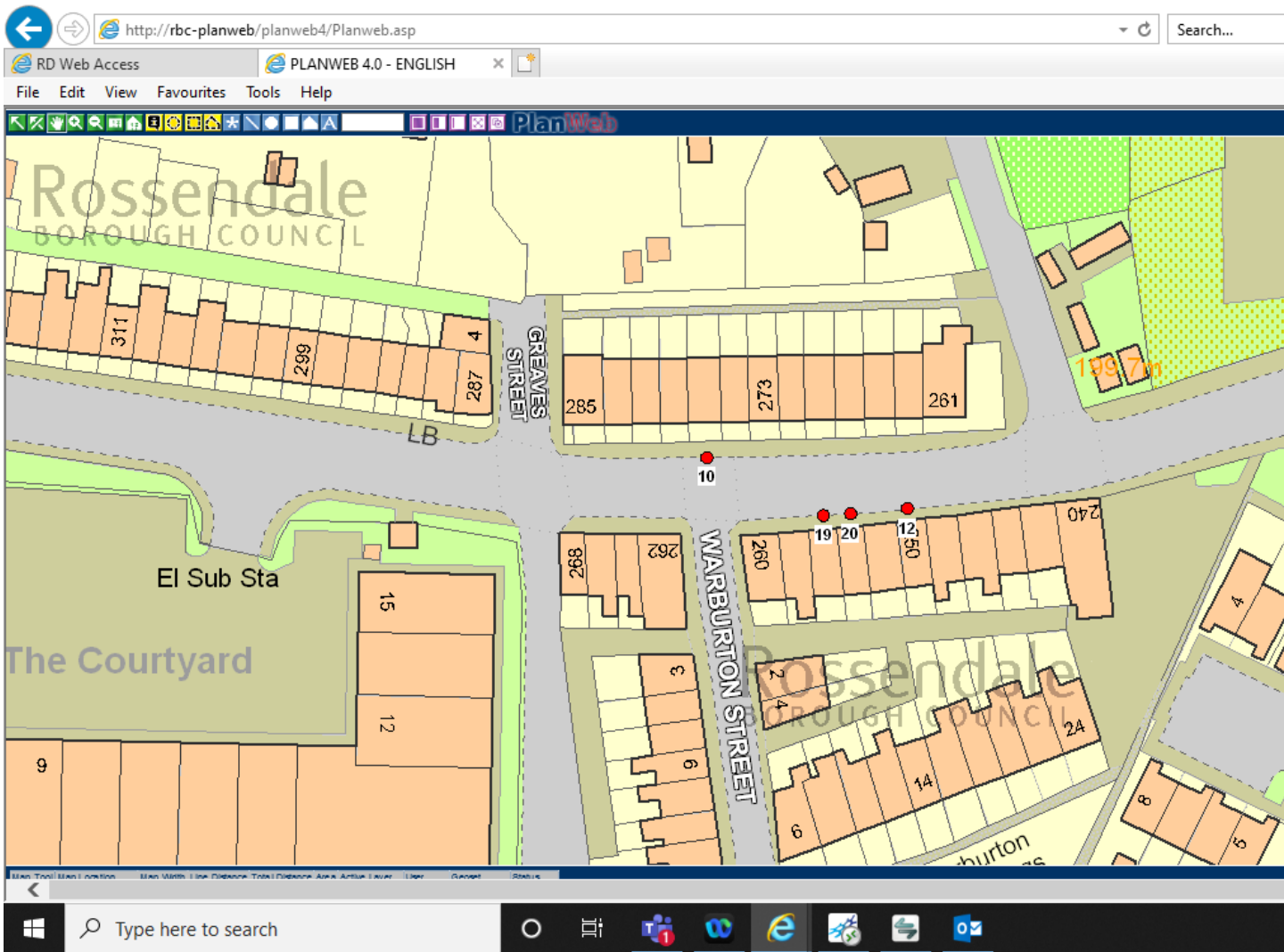
AQMA 1 Haslingden tubes 3, 5,6,7,8 and 9



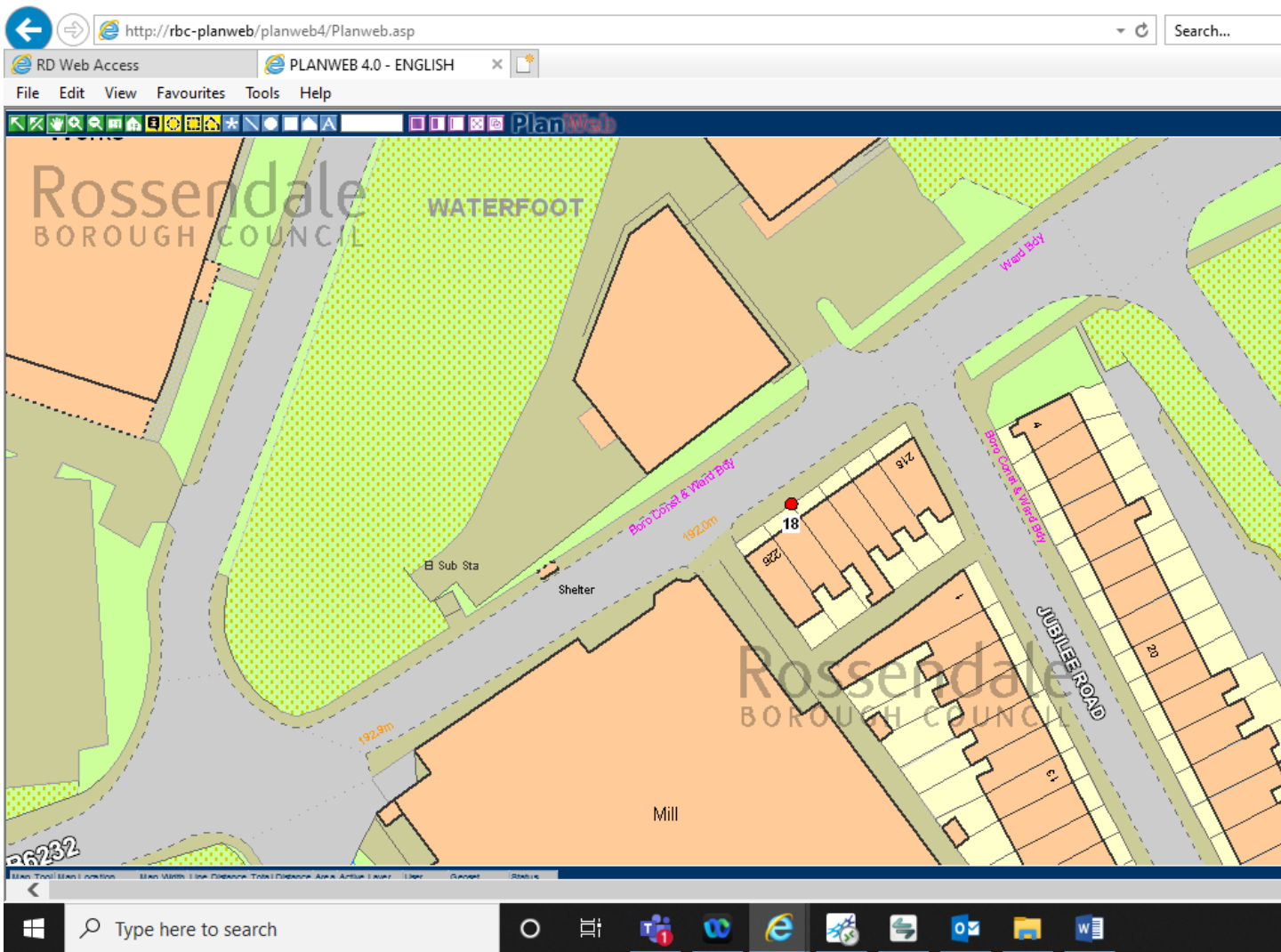
AQMA 2 Rawtenstall tubes 1,4,13,14,15 and 16



Tubes located in the new area of concern AQMAs10,12, 19 and 20

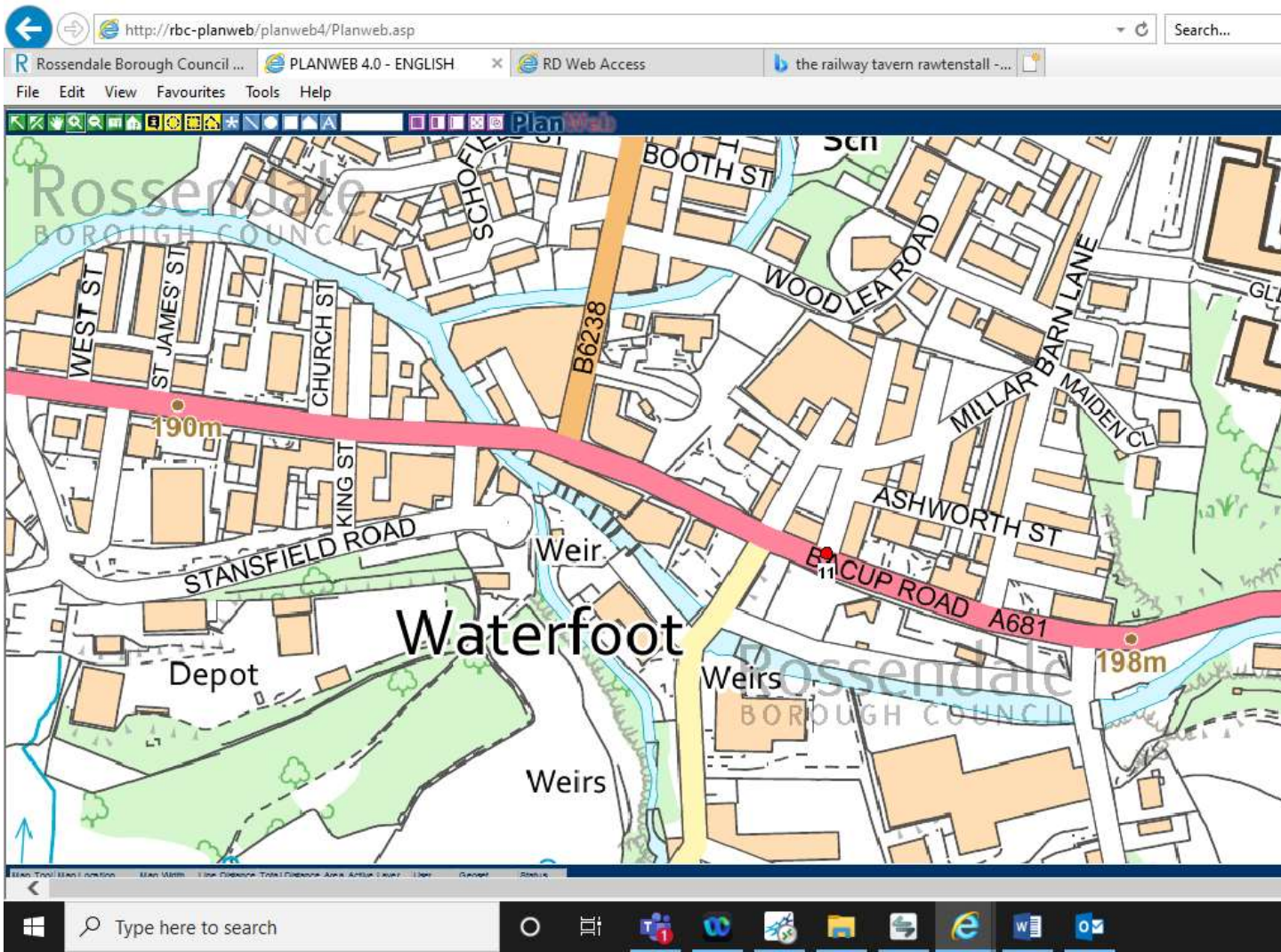


# Tube 18

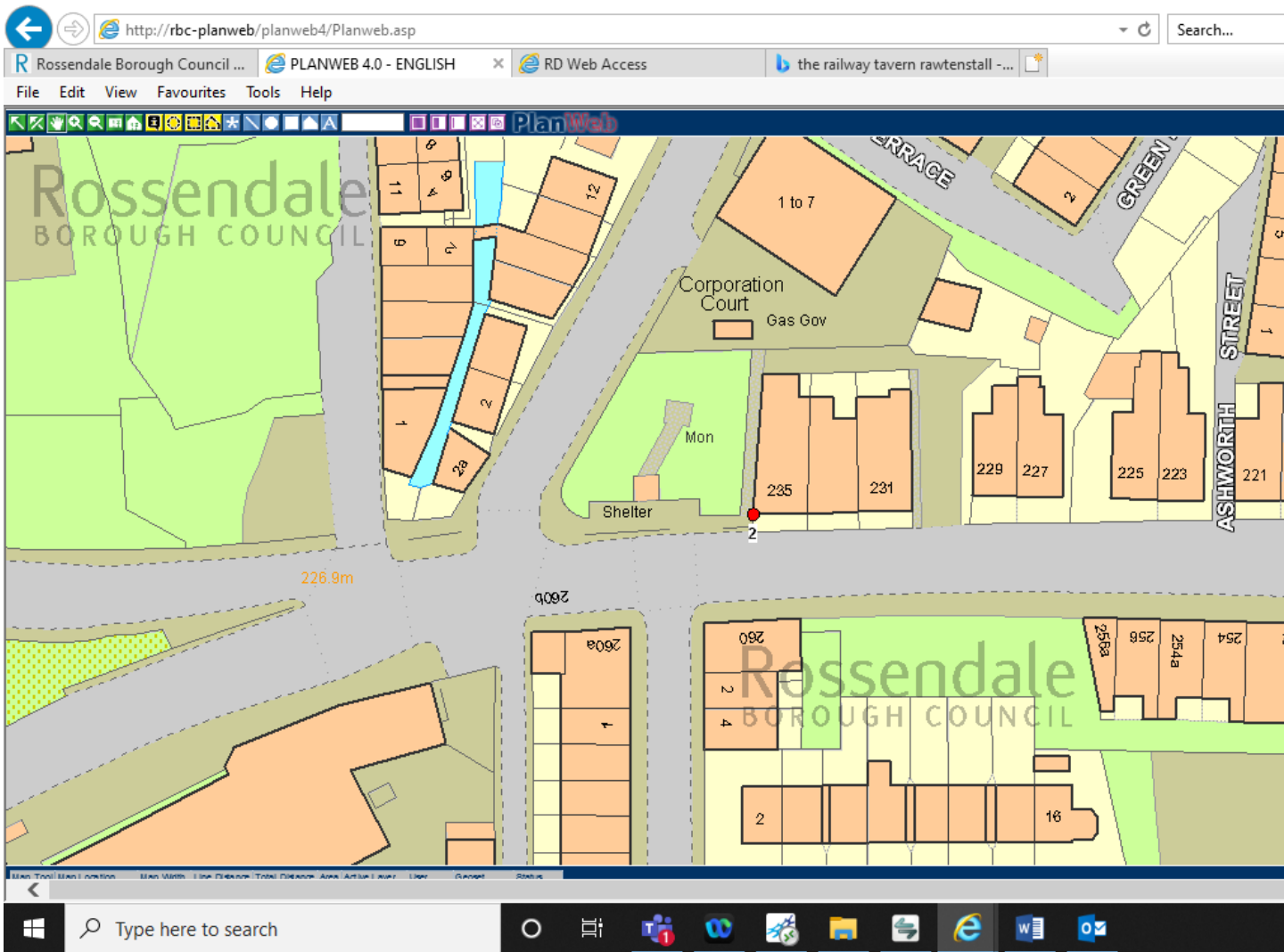


# Tube 11





Tube 2



## Appendix E: Summary of Air Quality Objectives in England

Table E.1 – Air Quality Objectives in England<sup>7</sup>

Pollutant	Air Quality Objective: Concentration	Air Quality Objective: Measured as
Nitrogen Dioxide (NO <sub>2</sub> )	200µg/m <sup>3</sup> not to be exceeded more than 18 times a year	1-hour mean
Nitrogen Dioxide (NO <sub>2</sub> )	40µg/m <sup>3</sup>	Annual mean
Particulate Matter (PM <sub>10</sub> )	50µg/m <sup>3</sup> , not to be exceeded more than 35 times a year	24-hour mean
Particulate Matter (PM <sub>10</sub> )	40µg/m <sup>3</sup>	Annual mean
Sulphur Dioxide (SO <sub>2</sub> )	350µg/m <sup>3</sup> , not to be exceeded more than 24 times a year	1-hour mean
Sulphur Dioxide (SO <sub>2</sub> )	125µg/m <sup>3</sup> , not to be exceeded more than 3 times a year	24-hour mean
Sulphur Dioxide (SO <sub>2</sub> )	266µg/m <sup>3</sup> , not to be exceeded more than 35 times a year	15-minute mean

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<sup>7</sup> The units are in microgrammes of pollutant per cubic metre of air (µg/m<sup>3</sup>).

## Appendix F: Impact of COVID-19 upon LAQM

COVID-19 has had a significant impact on society. Inevitably, COVID-19 has also had an impact on the environment, with implications to air quality at local, regional and national scales.

COVID-19 has presented various challenges for Local Authorities with respect to undertaking their statutory LAQM duties in the 2021 reporting year. Recognising this, Defra provided various advice updates throughout 2020 to English authorities, particularly concerning the potential disruption to air quality monitoring programmes, implementation of Air Quality Action Plans (AQAPs) and LAQM statutory reporting requirements. Defra has also issued supplementary guidance for LAQM reporting in 2021 to assist local authorities in preparing their 2021 ASR. Where applicable, this advice has been followed.

Despite the challenges that the pandemic has given rise to, the events of 2020 have also provided Local Authorities with an opportunity to quantify the air quality impacts associated with wide-scale and extreme intervention, most notably in relation to emissions of air pollutants arising from road traffic. The vast majority (>95%) of AQMAs declared within the UK are related to road traffic emissions, where attainment of the annual mean objective for nitrogen dioxide (NO<sub>2</sub>) is considered unlikely. On 23rd March 2020, the UK Government released official guidance advising all members of public to stay at home, with work-related travel only permitted when absolutely necessary. During this initial national lockdown (and to a lesser extent other national and regional lockdowns that followed), marked reductions in vehicle traffic were observed; Department for Transport (DfT) data<sup>8</sup> suggests reductions in vehicle traffic of up to 70% were experienced across the UK by mid-April, relative to pre COVID-19 levels.

This reduction in travel in turn gave rise to a change of air pollutant emissions associated with road traffic, i.e. nitrous oxides (NO<sub>x</sub>), and exhaust and non-exhaust particulates (PM). The Air Quality Expert Group (AQEG)<sup>9</sup> has estimated that during the initial lockdown period in 2020, within urbanised areas of the UK reductions in NO<sub>2</sub> annual mean concentrations were between 20 and 30% relative to pre-pandemic levels, which

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<sup>8</sup> Prime Minister's Office, COVID-19 briefing on the 31<sup>st</sup> of May 2020

<sup>9</sup> Air Quality Expert Group, Estimation of changes in air pollution emissions, concentrations and exposure during the COVID-19 outbreak in the UK, June 2020

represents an absolute reduction of between 10 to 20µg/m<sup>3</sup> if expressed relative to annual mean averages. During this period, changes in PM<sub>2.5</sub> concentrations were less marked than those of NO<sub>2</sub>. PM<sub>2.5</sub> concentrations are affected by both local sources and the transport of pollution from wider regions, often from well beyond the UK. Through analysis of AURN monitoring data for 2018-2020, AQEG have detailed that PM<sub>2.5</sub> concentrations during the initial lockdown period are of the order 2 to 5µg/m<sup>3</sup> lower relative to those that would be expected under business-as-usual conditions.

As restrictions are gradually lifted, the challenge is to understand how these air quality improvements can benefit the long-term health of the population.

## **Impacts of COVID-19 on Air Quality within Rossendale Borough Council**

Reductions of NO<sub>2</sub> concentrations were experienced at all roadside diffusion tube monitoring sites between April and June 2020. The reduction in NO<sub>2</sub> experienced within 2020 has allowed the Council to provide an evidence base in relation to the annual mean objective being achievable at the tubes with exceedances with reduced vehicle use and cleaner vehicles.

## **Opportunities Presented by COVID-19 upon LAQM within Rossendale Borough Council**

- Rossendale Borough Council widely promoted the economic offer available in Rossendale and promoted a 'Stay Safe: Shop Local' campaign to encourage residents to shop locally and reduce car journeys and minimise driving to other areas
- Agile/flexible working away from the office has proved to be a success for many staff from Rossendale Borough Council and something which will carry on into the future reducing the amount of car journeys and reducing air pollution.
- Rossendale in partnership with the Lancashire Resilience Forum promoted that open burning during a respiratory pandemic was not advisable and we asked residents to cease open burning.

- As Environmental Health Officers are classed as a key worker within the Government's definition of critical sector provision of Key Public Services and Local Government we continued to collect and swap the monthly diffusion tubes so there is a full year of data and no need to annualise any tubes.

## **Challenges and Constraints Imposed by COVID-19 upon LAQM within Rossendale Borough Council**

As with previous years, a national bias adjustment factor has been utilised to adjust the diffusion tube results for 2020. Within 2019 there were 25 co-location studies that were utilised to calculate the bias factor for the laboratory and preparation method used. For 2020, this number has reduced to only three studies. There is therefore the potential for there to be a greater degree of uncertainty associated with the resultant annual mean NO<sub>2</sub> concentrations in 2020 than in previous years. **Medium Impact**

The impact presented above is aligned with the criteria as defined in Table F 1, with professional judgement considered as part of their application.

**Table F 1 – Impact Matrix**

Category	Impact Rating: None	Impact Rating: Small	Impact Rating: Medium	Impact Rating: Large
Automatic Monitoring – Data Capture (%)	More than 75% data capture	50 to 75% data capture	25 to 50% data capture	Less than 25% data capture
Automatic Monitoring – QA/QC Regime	Adherence to requirements as defined in LAQM.TG16	Routine calibrations taken place frequently but not to normal regime. Audits undertaken alongside service and maintenance programmes	Routine calibrations taken place infrequently and service and maintenance regimes adhered to. No audit achieved	Routine calibrations not undertaken within extended period (e.g. 3 to 4 months). Interruption to service and maintenance regime and no audit achieved
Passive Monitoring – Data Capture (%)	More than 75% data capture	50 to 75% data capture	25 to 50% data capture	Less than 25% data capture
Passive Monitoring – Bias Adjustment Factor	Bias adjustment undertaken as normal	<25% impact on normal number of available bias adjustment colocation studies (2020 vs 2019)	25-50% impact on normal number of available bias adjustment studies (2020 vs 2019)	>50% impact on normal number of available bias adjustment studies (2020 vs 2019) and/or applied bias adjustment factor studies not considered representative of local regime
Passive Monitoring – Adherence to Changeover Dates	Defra diffusion tube exposure calendar adhered to	Tubes left out for two exposure periods	Tubes left out for three exposure periods	Tubes left out for more than three exposure periods
Passive Monitoring – Storage of Tubes	Tubes stored in accordance with laboratory guidance and analysed promptly.	Tubes stored for longer than normal but adhering to laboratory guidance	Tubes unable to be stored according to be laboratory guidance but analysed prior to expiry date	Tubes stored for so long that they were unable to be analysed prior to expiry date. Data unable to be used
AQAP – Measure Implementation	Unaffected	Short delay (<6 months) in development of a new AQAP, but is on-going	Long delay (>6 months) in development of a new AQAP, but is on-going	No progression in development of a new AQAP
AQAP – New AQAP Development	Unaffected	Short delay (<6 months) in development of a new AQAP, but is on-going	Long delay (>6 months) in development of a new AQAP, but is on-going	No progression in development of a new AQAP

## Glossary of Terms

Abbreviation	Description
AQAP	Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
ASR	Annual Status Report
Defra	Department for Environment, Food and Rural Affairs
DMRB	Design Manual for Roads and Bridges – Air quality screening tool produced by Highways England
EU	European Union
FDMS	Filter Dynamics Measurement System
LAQM	Local Air Quality Management
NO <sub>2</sub>	Nitrogen Dioxide
NO <sub>x</sub>	Nitrogen Oxides
PM <sub>10</sub>	Airborne particulate matter with an aerodynamic diameter of 10µm or less
PM <sub>2.5</sub>	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less
QA/QC	Quality Assurance and Quality Control
SO <sub>2</sub>	Sulphur Dioxide



## References

- Local Air Quality Management Technical Guidance LAQM.TG16. April 2021. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.
- Local Air Quality Management Policy Guidance LAQM.PG16. May 2016. Published by Defra in partnership with the Scottish Government, Welsh Assembly Government and Department of the Environment Northern Ireland.

<b>Subject:</b>	Council Tax, Non-Domestic Rate & Housing Benefit Overpayment Write Offs	<b>Status:</b>	For Publication
<b>Report to:</b>	Cabinet	<b>Date:</b>	10 <sup>th</sup> November 2021
<b>Report of:</b>	Head of Finance	<b>Portfolio Holder:</b>	Resources
<b>Key Decision:</b>	<input checked="" type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	<b>General Exception</b>	<input type="checkbox"/> <b>Special Urgency</b> <input type="checkbox"/>
<b>Equality Impact Assessment:</b>	Required:	No	Attached: No
<b>Biodiversity Impact Assessment</b>	Required:	No	Attached: No
<b>Contact Officer:</b>	Ian Walker	<b>Telephone:</b>	01706 252592
<b>Email:</b>	ianwalker@rossendalebc.gov.uk		

<b>1.</b>	<b>RECOMMENDATIONS</b>
<b>1.1</b>	<b>Members are recommended to approve the write off of £88,390.53 in respect of irrecoverable Non-Domestic Rate debt (NNDR). Direct cost to Rossendale BC is £35,356.21.</b>
<b>1.2</b>	<b>Members are recommended to approve the write off of £12,253.29 in respect of irrecoverable Council Tax debt. Direct cost to Rossendale BC is £1,715.16.</b>
<b>1.3</b>	<b>Members are recommended to approve the write off of £39,231.17 in respect of irrecoverable Housing Benefit Overpayments. Direct cost to Rossendale BC is nil.</b>

## 2. PURPOSE OF REPORT

2.1 The purpose of the report is to request member authority to write off bad debts of Non-Domestic Rates, Housing benefit Overpayment and Council Tax which are above the delegated limit of £5000 (see appendix).

## 3. BACKGROUND

- 3.1 It is prudent practice to clear any debts from the ledgers which are now deemed to be irrecoverable.
- 3.2 Write Off reports are usually brought before Cabinet biannually. Due to Covid, this is the first report write off report to be brought since March 2020. The values included, particularly in respect of NNDR cases, are higher than historic averages.
- 3.3 The sum of £88,390.53 is regarded as irrecoverable in respect of NNDR; the companies in question having variously gone into liquidation or absconded and the debts are therefore recommended for write off. The write off amount is the total unpaid tax, due to the tier split between central government, county council and district, Rossendale will bear 40% of this sum directly.
- 3.4 The sum of £12,253.29 is regarded as irrecoverable in respect of Council Tax; it relates to one bankrupt and one deceased individual. The write off amount is the total unpaid tax. Due to the split between precepts, Rossendale will bear approx. 14.5% of this sum directly.
- 3.5 The sum of £39,231.17 is regarded as irrecoverable in respect of Housing Benefit Overpayments; one case was due to local authority error and two relate to bankruptcy. The write off amount is the total overpayment. Due to subsidy arrangements, there is no direct cost to Rossendale.

3.6 Every effort is made is made to recover all debts before the final option of a write off is explored. The Covid pandemic resulted in all recovery action being suspended during 2020. The Rossendale recovery timetable is robust and detailed by activity, all efforts are made to recover any debts owed to the Council. The majority of the write offs are out of the control of the Council and include company liquidations and deceased debtors. A record of all debts written off is maintained and in the event that if there is an opportunity for future recovery, these debts can be written back on.

#### **4. RISK**

4.1 There are no specific risk issues for members to consider arising from this report.

#### **5. FINANCE**

5.1 Financial matters are noted in the report.

5.2 Each year the Council reviews its assessment of potential bad debts and sets aside sums for future recognition of uncollectable amounts.

5.3 The Council's share of the sums recommended for write-off are shown below:

- NNDR	£35,356.21 (40%)
- Council Tax	£1,715.16 (c 14.0%)
- Housing Benefit Overpayment	£0

5.4 The Council holds sufficient sums in the bad debt provisions for both NNDR and Council Tax to fund those amounts recommend for write-off.

#### **6. LEGAL**

6.1 There are no specific implications arising from the report as all means of recovery have presently been exhausted.

#### **7. POLICY AND EQUALITIES IMPLICATIONS**

7.1 The proposed write offs set out in this report are recommended in accordance with the Council's agreed write off policies and procedures.

All write-offs are considered with due regard on their own merit as required. This report is not proposing new services, policies, strategies, or plans (or significant changes to or reviews of them). It does not propose decisions about budget cuts or service changes/reductions. It is determined therefore, that this report is unlikely to have any adverse impacts under the Council's Equality Policy or associated equality duties, and has not been assessed for equalities impacts.

#### **8. CONCLUSION**

8.1 The write-offs are within the provisions available and recommendation to write off is made within the grounds of prudence before the financial year end.

No background papers.

**ROSSENDALE BOROUGH COUNCIL****NON RECOVERABLE NDR BAD DEBTS FOR WRITE OFF**

<b>Ref No</b>	<b>Name of Debtor</b>	<b>Address of Property</b>	<b>Period</b>	<b>Reason</b>	<b>Amount</b>	<b>Total</b>
*****75	Mercer House 1842	Bacup Leisure Hall Burnely Rd Bacup	2016/2017	Irrecoverable	7,278.83	7,278.83
*****81	Verdeolv Ltd	White Horse, Holcombe Road, Rossendale	2018/2019	Company dissolved	5008 5268.75	10,276.75
*****80	R. Soper Limited	Grane Road Mill, Grane Road, Haslingden	2019/20	Company in Administration	29557.93	29557.93
*****57	*****	23-27 Bacup Road, Rossendale	2009/10 2010/11 2011/12	Statute Barred	1,799.82 5,651.10 6,606.80	14,057.72
*****49	Rossendale United Holdings Ltd	Rossendale Supporters Club, Dark Lane	2013/14 2014/15 2015/16	Co Dissolved	1,349.00 3,422.20 1,673.64	6,444.84
*****81	Rossendale Inns Ltd	Jolly Sailor, Booth Road, Rossendale	2015/16 2016/17 2017/18	Co Dissolved	6,504.00 8,107.00 6,163.46	20,774.46

**Total amount over £5000 for write off****88,390.53**

**HB CASES FOR OVERPAYMENT WRITE OFF OVER £5,000.00**

<u>CLAIM</u>	<u>NAME</u>	<u>ADDRESS</u>	<u>O/P</u>	<u>PERIOD</u>	<u>DATE CREATED</u>	<u>REASON FOR WRITE OFF</u>
***02	*****	Whitworth	£9,615.87	17/17 - 07/0	06/07/2020	Repayment plan agreed and standing order set up but claimant passed away 31/12/2020 leaving no estate
***38	*****	Waterfoot	£7,922.97	14/18 - 01/0	30/11/2020	Claimant appealed successfully
***52	*****	Haslingden	£11,114.01	14/14 - 23/1	15/01/2019	Overpayment had been referred to the Dwp for deductions but an IVA was granted on the 13/12/2019
***18	*****	Stacksteads	£5,115.00	1/17 - 07/0	10/04/19 / 05/07/19	Claimant had set up a repayment plan but passed away 19/07/2020 leaving no estate
***18	*****	Bacup	£5,463.32	16/19 - 30/0	27/07/20 / 18/09/20	Claimant was in the process of appealing but passed away on the 18/01/2021
			<b>£39,231.17</b>			

**ROSSENDALE BOROUGH COUNCIL****NON RECOVERABLE COUNCIL TAX BAD DEBTS FOR WRITE OFF**

<b>Ref No</b>	<b>Name of Debtor</b>	<b>Address of Property</b>	<b>Period</b>	<b>Reason</b>	<b>Amount</b>	<b>Total</b>	
*****3 - 3	*****	*****	Edenfield	IVA	2009/10	102.82	
					2010/11	916.78	
					2011/12	888.89	
					2012/13	753.58	
					2013/14	907.73	
					2014/15	10.6	
					2015/16	1087.36	
					2016/17	1,287.98	5955.74
*****2 - 0	*****	*****	Waterfoot	IVA	2014/15	284.62	
					2015/16	602.65	
					2016/17	225.18	
					2017/18	285.19	
					2017/18	586.53	
					2018/19	301	
					2018/19	833.72	
					2019/20	231.72	
					2019/20	945.82	
					2020/21	981.1	
					2021/22	1020.02	6297.55
<b>Total amount for write off</b>						<b>12253.29</b>	

<b>Subject:</b>	Rossendale Youth Works	<b>Status:</b>	For publication
<b>Report to:</b>	Cabinet	<b>Date:</b>	10 November 2021
<b>Report of:</b>	Chief Executive	<b>Portfolio Holder:</b>	Leader of the Council and Portfolio Holder for Economic Development
<b>Key Decision:</b>	<input checked="" type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception <input type="checkbox"/>	Special Urgency <input type="checkbox"/>
<b>Equality Impact Assessment:</b>	Required:	No	Attached: No
<b>Biodiversity Impact Assessment</b>	Required:	No	Attached: No
<b>Contact Officer:</b>	Ian Stackhouse	<b>Telephone:</b>	01706 252480
<b>Email:</b>	ianstackhouse@rossendalebc.gov.uk		

## 1. RECOMMENDATIONS

- 1.1. Cabinet to support a Department of Work and Pensions Flexible Support Grant Funding bid of up to £72,000.
- 1.2. To authorise the Monitoring Officer, if successful, to accept the grant and enter into a grant funding agreement with the DWP and extension of the Service Level Agreement with Active Lancashire.

## 2. PURPOSE OF REPORT

- 2.1 To update members on the Rossendale Youth Works project and consider a funding proposal for approval to extend the project.

## 3. BACKGROUND

- 3.1. Rossendale Youth Works was established in November 2020 to boost employment provision in the borough. The funding for this project comes to an end at 31<sup>st</sup> October 2021. The project was initially set up at the request of the Department for Work & Pensions (DWP) due to the effects of Covid. 100% grant funding is being offered to the council to extend the project for 12 months but there are tight timescales to ensure continuity of provision for candidates and staff. The DWP have invited Rossendale Borough Council to apply for an extension to the project for 12 months only. Longer term there may be new opportunities to apply for further funding on a more suitable basis.
- 3.2. The project is a key part of the council delivering on a key objective in its Corporate Plan: Our Place, Our Plan: working with schools, colleges and businesses to match future business opportunities with the right skill provision, to boost the number of apprenticeships and ensure more local people can benefit from local job opportunities. Rossendale Youth Works is a key project to support the borough's recovery from the impact of Covid.
- 3.3 In October 2021 the Cabinet approved the extension of the Rossendale Works project to December 2023. Youth Works complements this approach.

## 4. ROSSENDALE YOUTH WORKS

- 4.1 Unemployment has risen sharply over the past 18 months as a result of the Covid restrictions. The whole country has seen a significant increase since March 2020 due to the Covid pandemic. Locally this has resulted in an increase in universal credit claimants, particularly amongst the 16-24 age group – the target age group for the project. In October 2021 there were 1,044 16-24 year olds claiming universal credit. This represents 17.1% of

all universal credit claimants. This is 2.1% higher than the North West average for the same age group and 3.1% above the Great Britain average (Source: DWP).

- 4.2 The Rossendale Youth Works projects complements the Local Economic Partnerships' Escalator delivery framework which links with other Lancashire projects to boost employment. DWP work coaches allocate candidates to each project based upon their individual circumstances and location. This ensures that Rossendale Youth Works is adding value, does not duplicate efforts and boosts the Rossendale employability provision.
- 4.3 The project commenced in November 2020 and has exceeded performance in terms of securing employment for participants. The table below shows how many people have been assisted by the initiative. This has resulted in 38 people moving into employment against a target of 20. The project tracks success by output monitoring and reporting to the DWP on a monthly basis. In additional project staff monitor those placed in employment for the first few weeks to identify and supply any additional support needs.

Output	Original Target	Achieved to Sept 21
Number of participants having been referred to the scheme by the DWP	110	100
Number of participants taking part in work placements	50	33
Number of participants moving into employment	20	<b>38</b>

- 4.4 Due to the success of the programme the council is seeking its extension in partnership with the DWP. The project will require no match funding from the council. A bid to extend the project has been developed with the input of the DWP. The additional funding requested is to enable delivery against an increase in the minimum requirements as required by the DWP. The outputs stipulated by the DWP have increased, detailed below:

Output	Target for new funding
Number of participants having been referred to the scheme by the DWP	100
Number of participants taking part in work placements	60
Number of participants moving into employment	30

The project is regular promoted through both Rossendale Borough Council and Active Lancashire. Both organisations use a variety of social media platforms. The project received recent publicity with the very successful Employability and Skills Fair plus the official launch of the Rossendale Works Youth Hub. Going forward the scheme will continue take advantage of marketing and PR opportunities.

- 4.5 These outputs have been agreed with our delivery partner Active Lancashire and have been used to inform the requested funding amount. The project will employ two project officers and will have some budget for associated employability activities: a package of support tailored to the participants of the scheme. These project officers will be employed and managed by Active Lancashire with supervision from the Economic Development Department. The continue to be the accountable body for the project.

## 5. FINANCE

- 5.1 The total cost of the project is £72,000, funded by DWP flexible support funding. There will be no additional financial implications to the Council.



## 6. RISK

### 6.1 DWP make no funding offer

The risk of this is low as we have been developing the bid in conjunction with the DWP partnership managers.

### DWP make a funding offer lower than anticipated

The risk of this is low as we have been developing the bid in conjunction with the DWP partnership managers.

### Partnership arrangement breaks down

The partnership with Active Lancashire is strong and has been operational with a service level agreement from April 2018. It is unlikely that this relationship will break down and the contract is managed through regular project group meetings where joint decisions are made.

### Lack of engagement from businesses

Businesses need to come forward with placement opportunities. They are made aware of the project through one to one meetings, forums, websites and social media. The project has proved to be popular with local SMEs in the previous years of operation and has a strong reputation, as such this risk is low.

### Lack of engagement from individuals

The Rossendale Youth Works Officer directly links with the job coaches in the youth hub who pass on referrals. Outreach activities take place across the borough and events held borough wide. This project has proved popular with residents over the previous years and the risk of lack of engagement is low.

### Failure to deliver target outputs

This risk is mitigated through the bid by having a proven delivery model with Active Lancashire.

## 7. LEGAL

7.1 The legal implications are covered in the body of the report. All necessary legal agreements will be prepared in accordance with the recommendations.

## 8. POLICY AND EQUALITIES IMPLICATIONS

8.1 The policy implications are outlined within the body of the report. The original EIA has been reviewed and there are no new emerging issues. Outputs relate to protected characteristics including females, young people, disabilities and BAME which has a positive impact on protected characteristic groups.

## 9. CONCLUSIONS

9.1 Rossendale Youth Works is one of the leading economic development projects being delivered by the council in partnership with Active Lancashire. This report will ensure its continuation for a further 12 months until October 2022 dependent on DWP funding. This will be used as a tool to get even more local unemployed people into work.

Background Papers	
Document	Place of Inspection
Rossendale Borough Council – Cabinet Report – 13 <sup>th</sup> October 2021	<a href="https://www.rossendale.gov.uk/download/meetings/id/10901/c3_rossendale_works_update">https://www.rossendale.gov.uk/download/meetings/id/10901/c3_rossendale_works_update</a>

<b>Subject:</b>	City Valley Link		<b>Status:</b>	For publication	
<b>Report to:</b>	Cabinet		<b>Date:</b>	10 <sup>th</sup> November	
<b>Report of:</b>	Chief Executive		<b>Portfolio Holder:</b>	Leader of the Council and Portfolio Holder for Economic Development	
<b>Key Decision:</b>	<input checked="" type="checkbox"/>	Forward Plan	<input checked="" type="checkbox"/>	General Exception	<input type="checkbox"/> Special Urgency <input type="checkbox"/>
<b>Equality Impact Assessment:</b>	Required:	No	Attached:	No	
<b>Biodiversity Impact Assessment</b>	Required:	No	Attached:	No	
<b>Contact Officer:</b>	Neil Shaw		<b>Telephone:</b>	01706 252480	
<b>Email:</b>	neilshaw@rossendalebc.gov.uk				

## 1. RECOMMENDATIONS

- 1.1. For Cabinet to note the progress on the project.
- 1.2. For Cabinet to accept £100,000 from Lancashire County Council and authorise the Monitoring Officer to enter into a grant funding agreement.
- 1.3. For Cabinet to accept the Restoring Your Railway grant of upto £50,000 (exact amount to be confirmed), and authorise the Monitoring Officer to enter into a grant funding agreement and release the required £16,666 council match funding from reserves.
- 1.4. To authorise a strategic outline business case study and tender up to £166,666 in partnership with Lancashire County Council and to delegate the subsequent award of contract to the Director of Economic Director and Portfolio Holder.

## 2. PURPOSE OF REPORT

- 2.1 To update Cabinet on the progress made with the City Valley Link project and approve the next stage to undertake a strategic outline business case.

## 3. BACKGROUND

- 3.1. The closure of the passenger railway to Rawtenstall was one of the last "Beeching" closures in the country. In doing so, it cut off Rawtenstall, Ewood Bridge (for Helmshore and Haslingden), Stubbins, Ramsbottom and Summerseat from the rail network. Rossendale was left as the only borough in Lancashire without a rail link. Collectively, these are some of the largest towns in the county without a rail station.
- 3.2. The East Lancashire Railway Trust reopened the route to heritage trains to Ramsbottom in 1987 and to Rawtenstall in 1991. Rossendale, Bury and Rochdale councils own the track bed with a long lease granted to the East Lancashire Light Railway Company to operate trains. The Trust is made up of four parties: Rossendale Council, Bury Council, Rochdale Council and the Company who are responsible for the strategy of the railway and maintenance of the infrastructure. The heritage railway has grown significantly in recent years and now attracts around 180,000 visitors per year. However, Covid restrictions have disrupted the operation and finances.

#### **4. THE CITY VALLEY LINK PROPOSAL**

- 4.1. Local businesses, residents and the council are keen to see the development of a passenger rail link between Rawtenstall and Bury, to interchange with the Metrolink, to provide a good quality journey into Manchester. The rail link is a critical part of both growing the local economy and enabling local people a much improved journey time into Manchester.
- 4.2. In 2020, the council commissioned CEBR (supported by Ricardo) to examine if this concept is realistic and viable. Ricardo are one the country's leading, signalling and technical consultants. The strategic case for the passenger connection can be found in the CEBR report (available as a background paper). The key messages include:
- Currently about 50% of Rossendale's resident workforce leave the borough for work each day, 55% of whom travel to Manchester. However, chronic road congestion, severely compromises the effectiveness of the current road transport system.
  - Better strategic transport links are vital if the corridor from East Lancashire through Bury and into Manchester is to achieve its potential as an integral part of the wider GM economy.
  - A range of options, using different transport modes, have been explored with rail based options offering the greatest strategic transport benefits.
- 4.3. The principle of the project has strong local support. A City Valley Link Steering Group has been set up. Support for Government funding of further development work has been obtained from local MPs, the Mayor for Greater Manchester, Lancashire County Council and Transport for Greater Manchester. There is strong local business support. The link could provide a boost to the local economy as well as enabling local commuters quicker access to Manchester.
- 4.4. The proposal is to create an integrated heritage and passenger railway that maintains the much-loved heritage offer whilst providing a frequent and reliable passenger solution. The rail service would meet the Metrolink network at a purpose built station at the junction of the two systems at Buckley Wells Interchange. A seamless connection will take place with customers leaving the link here to travel forward with Metrolink. More details of the proposal are contained in Appendix A and B.
- 4.5. Fit with the East Lancashire Railway  
The council values the existing ELR heritage line and operation. This is a significant asset for East Lancashire which we wish to see thrive and have a sound longer-term financial future. Change can be challenging but we believe the concept presents both opportunities for ELR, and reassurance for the long-term financial protection of the heritage operation. As such in developing the proposal will aim to achieve the following:
- Protect the existing heritage operation
  - Create an opportunity for a more financially sustainable ELR
  - Support for volunteers
- 4.6. Restoring Your Railway application  
The Government invited bids for the third round of this programme in Spring 2021. Sponsored by the MP for Rossendale, Jake Berry, and supported by the MP for Hyndburn, Sara Britcliffe, the council has submitted a "Restoring Your Railway 3" application to the

Department for Transport. It was announced in the Governments October 2021 Budget that the council has been successful and will receive grant funding of upto £50k (the actual amount has not yet been released), the council will be required to match fund an additional 25%.

4.7. Lancashire County Council – Transport Authority

Lancashire CC have identified this as a key project in their Transport Plan for the county and strongly support the project. They are partners in the “Restoring Your Railway” funding bid and provided a letter of support. They have confirmed that £100,000 is also being made available to support this projects next steps and will work in partnership with us on this proposal.

**5. THE STRATEGIC OUTLINE BUSINESS CASE**

5.1. The next stage of the project is to establish a strategic outline business case. This will explore and test the options and determine the benefits and costs. If proven, an outline, and then full business case, would follow along UK Treasury guidance to prepare the project for Government funding. The business case will examine the following areas:

- Strategic
- Economic
- Commercial
- Financial
- Management

5.2. This in-depth work will be tendered based upon an agreed scope of work with the Transport Authority, Lancashire CC, who will be providing expertise to the project. The make up of the funding for the business case will be known once the amount of Restoring Your Railway grant is announced. The bid being successful will enable a more detailed case to be produced. The scope for the tender will be designed to ensure we remain within the budget envelope.

5.3. The council would like to involve all organisations affected by the proposal to be involved in discussing the emerging outcomes in order to shape the final detail of the case. The council is working hard to engage transport bodies, ELR, local businesses and the community. Engaging in discussing the emerging findings will ensure the proposal is a good ‘fit’ with the needs of the business community, residents and the ELR, along the route of the line. Failure to engage in the process will close down opportunities for organisations to shape the final detail of the case.

**6. RISK**

6.1. The council carries a strategic risk in not undertaking the strategic business case. To do so would close down opportunities to grow the local economy and meet the needs of residents. The council has listened to local businesses and will commission new consultation to gain up to date resident views on the proposal and will embark on more extensive business and community engagement to explain the proposal.

6.2. There is a risk of the strategic outline business case generating a low benefit/cost ratio. A ratio of 1.5+:1 is required to meet the Department of Transport’s threshold to proceed. Failure to achieve this at strategic outline business case could delay the projects’ forward plan. This is mitigated by the positive early strategic case for investment by CEBR and recent refresh that show that the proposal could be credible.

6.3. The council is keen to protect the existing heritage line operation and to ensure the City Valley Link proposal adds value. The council is undertaking the business case to explore the very issue of viability, feasibility and an effective technical solution. The business case will provide an objective conclusion on these issues.

**7. FINANCE**

7.1 Capital funding for the design and construction of the infrastructure and alterations necessary to deliver the line will be sought ultimately from central Government. The cost of the strategic outline business case will be between £100k and £166k. The final cost of the activity will be determined by the outcome from the Restoring Your Railways bid. Lancashire CC have committed £100k to the project. This report seeks authority to accept the £100k from Lancashire County Council and authorise the Monitoring Officer to enter into a grant funding agreement.

7.2. This report further seeks authority to accept the Restoring Your Railway grant of up to £50k and to authorise the Monitoring Officer to enter into a grant funding agreement. The council is required to provide up to £16,666 of match funding as a requirement of the bid. This will be committed from the council's transitional reserve.

**8. LEGAL**

8.1 In compliance with the Consitution, Cabinet is required to authorise the acceptance of grants and give approval to officers to go out to tender for contracts for services over £100k. The contract value of the strategic outline business case will depend on the funding awarded and the specification will reflect the budget envelope. The tender will be carried out in compliance with Contract Procudure Rules and Public Contract Regulations as applicable. All grant funding agreements will be entered into once necessary approvals are in place.

**9. POLICY AND EQUALITIES IMPLICATIONS**

9.1 None.

**10. CONCLUSIONS**

10.1 Progressing the City Valley Rail Link provides a fantastic opportunity to both grow the local economy and enable thousands of local people who commute into Manchester, to improve their journey time significantly.

The proposal has strong support from local businesses and people. If the council progresses to this next stage it brings the prospect of reopening a commuter line a real step closer. Lancashire County Council have backed their commitment to improving infrastructure in Rossendale by providing funding to enable the project to progress. The council will work closely with its neighbouring authorities and their communities as the outcomes from the strategic business case emerge.

**Background Papers**

<b>Document</b>	<b>Place of Inspection</b>
Appendix A	CEBR 2021 update slides
Appendix B	City Valley Link Brochure
CEBR 2018 Early Strategic Case for Investment	<a href="https://www.rossendale.gov.uk/downloads/file/14965/cebr_report_-_rail_options_2018">https://www.rossendale.gov.uk/downloads/file/14965/cebr_report_-_rail_options_2018</a>



# The City – Valley Link

## Member briefing

February 2021



## Focus for the briefing

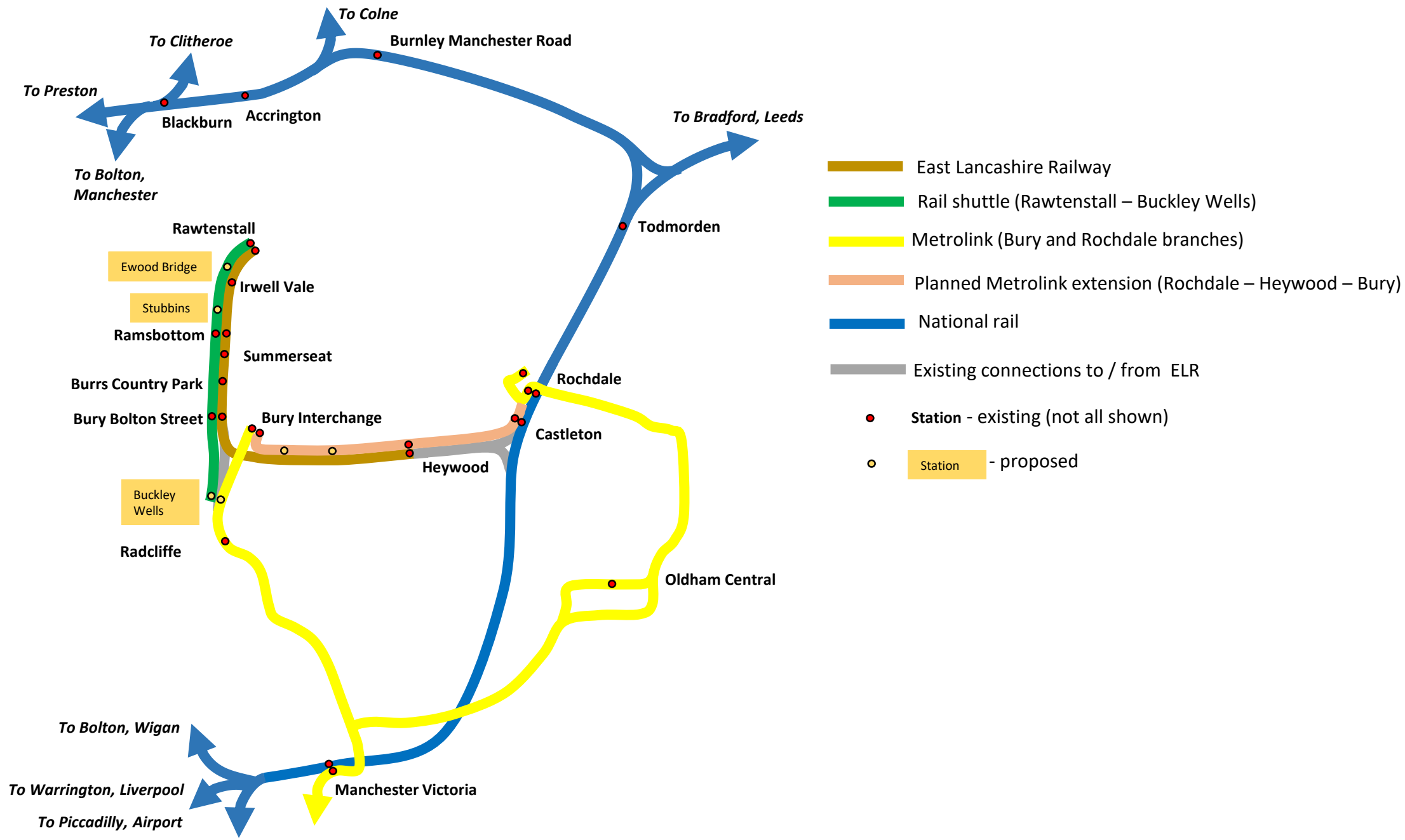
- Update on the City Valley rail link proposal
- Exploring what the refreshed proposal looks like
- Financial overview
- Getting the right stakeholders on board

## The refreshed concept

- A reliable journey time of under 1 hour between Rawtenstall and Manchester city centre that will compete with bus/car, by offering:
  - through ticketing
  - integrated timetabling with Metrolink to minimise connection times
  - hop on hop off type facility with potential for smart ticketing in future
- An hourly frequency during the day and evenings with higher frequencies at peak times, e.g. 2-3 trains per hr. is envisaged.
- Frequent Metrolink services provide convenient interchange for southbound trips
- The battery powered Vivarail Class 230 train provides a promising (high quality) rolling stock solution. These could be leased, are environmentally sustainable, and have lower operating costs than traditional alternatives
- Infrastructure improvements at Rawtenstall and Buckley Wells stations
- An option for a financially more sustainable future for the existing East Lancashire heritage railway



# Proposed route (and existing network)



## Benefits

- transforming the local manufacturing and small business economy, providing a step change in growth for the Rossendale Valley Corridor which will deliver 27 hectares of new employment land over the next 15 years
- a major contribution to levelling up the East Lancashire local economy with the rest of the country through better connectivity
- radically improving commuter journey times – making a 25-50% reduction in current car/bus journey times
- providing opportunities for Manchester based small businesses to relocate to lower cost business premises
- reducing carbon emissions by over 1 million road trips annually
- protecting the heritage character of the existing East Lancashire Railway as a major tourist attraction
- growing the visitor economy by at least 10-15% visitors annually – drawing up to a further 215,000 visitors each year
- expanding opportunities for growing the evening economy in Bury and Rawtenstall
- reducing road congestion – a modest 10% share of commuter flow into Manchester would create 1 million less annual road trips, with potential for much more

## Financial overview

- High level indication of costs
- Ballpark range for capital costs is around **£20m to £40m**
- Annual operating costs are likely to be within the **£2.5m to £5m** range – fares will recoup a proportion of these costs
- We have projected trip numbers for a range of assumptions about the share of the commuter market that rail can attract. For a 10% share we estimate approximately 1m annual rail trips on the line
- We have also estimated fare revenue, using an average £5 per passenger. In order to cover the estimated operating costs, we estimate between 0.5m and 1m passengers are needed per year, i.e. a 5%-10% share of the commuter market together with a commensurate volume of leisure and business trips

The service could be operated by the ELR. ELR would provide separate infrastructure management and public transport operating functions. An associated support package could help secure ELRs future and provide a funding source for development projects to help it achieve its long term vision, e.g. the extension to Castlefield.

Share of commuter flows	Total trips	Total revenue
5%	500,296	£ 2,501,482
10%	1,000,593	£ 5,002,964
15%	1,500,887	£ 7,504,436
20%	2,001,184	£ 10,005,918
25%	2,501,480	£ 12,507,400

## Potential role of East Lancashire Railway

- Option of an integrated approach to the overall operation and management of the ELR.
- ELR retain control of all operations on its infrastructure.
- A possible approach to setting up a new organisation is the co-operative model
- ELR change from a voluntary organisation to a professional rail infrastructure and operations organisation (dependent on leadership and resources) with a continuing volunteer element to operate the heritage train service.
- Financial support required to take on its more complex role.
- Heritage operations continuing largely as now, with a volunteer workforce operating the services etc.
- Long-term benefits for the ELR could include a funding deal to put it on a more sound long term financial footing

We envisage a future ELR with three integrated but distinct business units:

- an Infrastructure Manager, responsibility for maintaining the fixed assets and allocating capacity
- an Operator for the heritage trains, relying on a mainly voluntary workforce, as now;
- an Operator for the public passenger service, with a professional workforce.

## How might the timetable work?

- A consistent 'commuter' timetable throughout the year.
  - If a running time of 25 minutes between Buckley Wells and Rawtenstall can be achieved, an hourly service could be provided with a single train.
  - To provide additional capacity within existing infrastructure constraints, peak time services could be 'flighted' i.e. 2 or more trains following each other in the same direction at short headways
  - Weekends are key to ELR operation and services run all year, with two or three steam / diesel trains operating on the route throughout the day. Capacity is fully utilised on 3 train days and heavily constrained on 2 train days. Similarly capacity is more fully utilised on weekdays when there is an 'event day', of which there are around 4 per year. The rest of the time it appears possible to operate a regular passenger rail service with broadly the current level of operational capacity
- It appears that there is sufficient capacity to offer a regular passenger rail service on weekdays, with the exception of approximately four 'event' days per year, when well advertised, high quality bus substitutions could provide service continuity;
  - In order to offer regular passenger rail services 7 days a week, additional capacity would need to be created and the ELR weekend timetable would need to be recast.

## Journey time

- The current max line speed along the route is 25mph
- To achieve the end-to-end journey time of around 25 mins needed for a resilient service, more detailed study of the train performance in relation to the infrastructure will be needed
- This work would identify whether selective line speed increases are required e.g. work to increase the line speed between Bury and Ramsbottom to max 40 mph (if so, issues would need to be addressed, including hazard identification, risk assessment and mitigating measures, fencing and crossings, track and structure condition)

- Commuter trains, with rapid acceleration and deceleration, could achieve the following running times (omitting a stop at Summerseat):

Line speed	B Wells – Ramsbottom	Ramsbottom – Rawtenstall	Station Dwell Times	Overall
25mph	13-16 mins	12-13 mins	3 mins	28 – 32 mins
40 mph	9-10 mins	9-10 mins	3 mins	22 - 23 mins

## Infrastructure and signalling

- Infrastructure and signalling are expensive to upgrade and changes are difficult to reverse – where new trains are being procured, capacity improvement can be achieved through inherent speed and acceleration improvements
- ‘Agile’ trains are a preferable means of increasing capacity over complex infrastructure upgrades, where possible
- Infrastructure maintenance costs will increase with a more intense service and the time available for repairs will decrease
- Design, installation and maintenance of complex infrastructure or signalling must be considered in context of staff and skills available
- The ‘line sections’ between Bury, Ramsbottom and Rawtenstall are around 4 miles long and take 10-18 minutes to traverse. Only a single train is permitted in each section at a time.
- Rawtenstall station can only handle a single train with the current signalling arrangement.
- Limited crossing loop capacity is a key constraint e.g. 2 of 3 platform faces at Bury Bolton Street are regularly occupied by ELR services, platform faces at Ramsbottom are occupied with some service pattern, Rawtenstall cannot be used to cross trains in the absence of new signalling

**The preference is to provide the additional capacity needed to operate a reliable service through rolling stock capability and selective line speed improvements as far as possible. Some signalling enhancements, i.e. to enable Rawtenstall station to handle two trains simultaneously, are also required.**

## Proposed rolling stock solution

- A small fleet of leased Vivarail Class 230 trains
- This is a high quality, 'off the shelf' rolling stock solution that is capable of battery powered operation
- It uses 'upcycled' bodysells and bogey sets from recently retired London Underground District Line trains, providing a customer experience that is equivalent to a new train
- These trains offer good acceleration ("agile train capability") that will help minimise the need for infrastructure and signalling upgrades
- A environmentally sustainable option, with zero emissions from operation



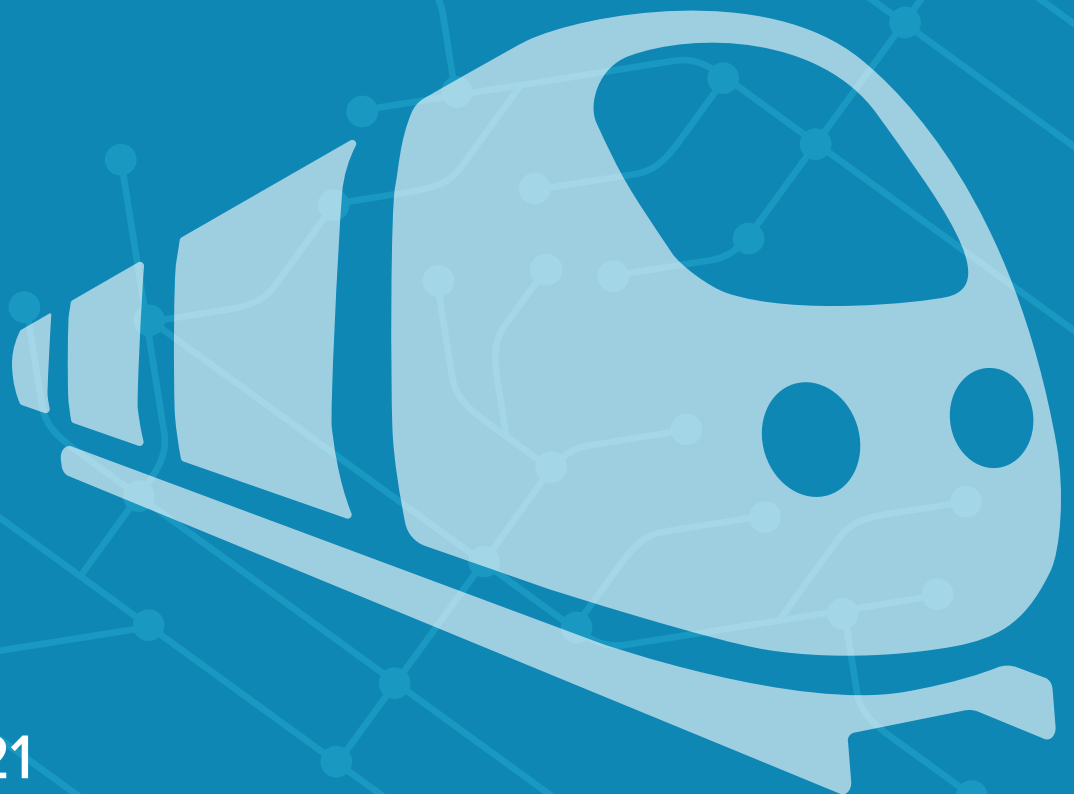


## Next steps

- Briefing and engagement with Rossendale members
- Briefing and engagement with MPs along the route
- Wider engagement with key stakeholders including:
  - Members from neighbouring authorities
  - Transport for Greater Manchester
  - Greater Manchester Mayor
  - Building the case with the public through a sustained media campaign
  - East Lancashire Railway
- The role of the Steering Group
- Prepare a 'Restoring Your Railway' bid to enable a Strategic Outline Business Case to be undertaken (deadline **5<sup>th</sup> March 2021**)
- In parallel, seek funding from LCC, LEP and Govt for a £100k feasibility study i.e. approach Govt direct

# A BETTER CONNECTED LOCAL ECONOMY

MAKING THE CASE FOR  
THE CITY VALLEY  
RAIL LINK



SPRING 2021

# EXECUTIVE SUMMARY

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We are making the case for restoring a commuter and visitor rail link between Rawtenstall in Lancashire and Manchester city centre. This document outlines the strategic rationale for the development of a detailed business case. It outlines the indicative economic impact on business growth and job opportunities, and boost to the Lancashire visitor economy.

# EXECUTIVE SUMMARY

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We have spent time exploring the rationale for a new City Valley Link which will operate a combined rail-tram link running the 17 miles through Rossendale – through a Metrolink interchange in Bury - and onwards into Manchester Victoria. **Here we outline the case.**



**9000** PEOPLE TRAVEL OUT OF ROSSENDALE INTO MANCHESTER EVERY DAY



**14,000** TO REDUCE CARBON FOOTPRINT OF CURRENTLY 14,000 ROSSENDALE COMMUTERS

The purpose of this is to provide an outline concept in relation to this investment proposal.

A brief overview of the concept, an assessment of its viability, and the case for initial feasibility funding to develop the concept into a HM Treasury 'Green Book' compliant business case.

East Lancashire has a thriving economy ripe for further expansion as the local economy changes in the twenty-first century.

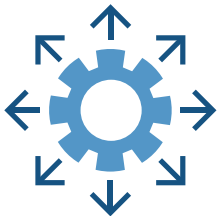
Rossendale is a vital commuter base for Manchester, with expanding numbers of residents overloading the M66 as a car and bus route into the city centre.

Currently 9,000 people travel out of Rossendale into Manchester every day and this is growing. In a post Covid world the changing nature of working patterns strengthens the case for shortening commuting times, improving opportunities for Manchester based businesses to relocate to East Lancashire and reduce the carbon footprint of currently 14,000 commuters travelling out of Rossendale every day.

# EXECUTIVE SUMMARY

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We have done much locally to grow the economy and are seeking a modest level of infrastructure support to make a step change in boosting the economy.

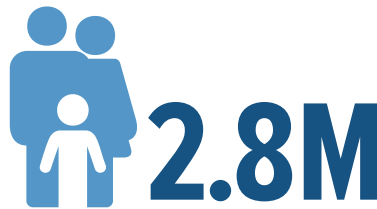


3,100 NEW OPPORTUNITIES FOR BUSINESSES

We estimate we can grow the local economy by at least 3,100 new jobs over the next 25 years by improving the rail infrastructure, opening up new opportunities for businesses in the Rossendale Valley Growth Corridor.

We propose to build on an existing rail infrastructure, lessening the cost and necessity of building a new line.

The visitor economy in Rossendale is currently underdeveloped and improvements in connectivity



VISITOR ECONOMY WITHIN EASY REACH

particularly at weekends will bring the visitor economy within easy reach of 2.8 million people living in Greater Manchester, benefiting the nationally recognised Whitaker Museum, unique East Lancashire heritage railway and enabling people to access world-class outdoor leisure opportunities.



ACCESS TO WORLD OUTDOOR LEISURE OPPORTUNITIES

We are backing this project as a major boost to businesses, commuters and helping to bring this part of Lancashire up to the levels of other faster growing parts of the UK economy.



# THE CONCEPT

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Our preferred option is for a combined train-tram service using the existing heritage line between Rawtenstall and a Metrolink interchange in Bury, which connects into Manchester Victoria. There are a number of potential solutions and we are keen to use feasibility funding to explore the specific cost benefit of each option.

## THE KEY ELEMENTS OF THE CONCEPT ARE:

- An end-to-end journey time of under 1 hour for Rawtenstall – Manchester city centre, significantly outperforming the current peak time bus/car journey of up to 2 hours
- An hourly service during the day and evening with higher frequency at peak times to benefit commuters
- Greater levels of current service at weekends to improve access for day visitors to the Rossendale valley
- Convenient interchange with Metrolink services into Manchester at Bury
- Smart ticketing for a seamless point-to-point journey
- Infrastructure improvements at Rawtenstall and Buckley Wells stations
- Use of high quality Vivarail Class 230 rolling stock for a high quality travelling experience
- An option for a financially more sustainable future for the existing East Lancashire heritage railway



# THE CONCEPT

Our preferred option is for a combined train-tram service using the existing heritage line between Rawtenstall and a Metrolink interchange in Bury





# THE BENEFITS

We have reviewed the level of commuting pressure along the M66, demand for a new rail service, the current growth of the local economy and future opportunities to tackle regional inequality.

## THE KEY BENEFITS OF THE NEW RAIL LINK INCLUDE:



LESS ANNUAL ROAD TRIPS, WITH POTENTIAL FOR MUCH MORE



**25-50%**

REDUCTION IN CURRENT  
CAR/BUS JOURNEY TIMES

- Transforming the local manufacturing and small business economy, providing a step change in growth for the Rossendale Valley Corridor which will deliver 27 hectares of new employment land over the next 15 years
- A major contribution to levelling up the East Lancashire local economy with the rest of the country through better connectivity
- Radically improving commuter journey times – making a 25-50% reduction in current car/bus journey times
- Providing opportunities for Manchester based small businesses to relocate to lower cost business premises
- Growing the visitor economy by at least 10-15% visitors annually – drawing up to a further 215,000 visitors each year
- Expanding opportunities for growing the evening economy in Bury and Rawtenstall
- Reducing road congestion – a modest 10% share of commuter flow into Manchester would create 1 million less annual road trips, with potential for much more
- Significantly reducing carbon emissions by over 1 million road trips annually
- Protecting the heritage character of the existing East Lancashire Railway as a major tourist attraction

# OUTLINE CONCEPT

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The introduction of a heavy rail shuttle between Rawtenstall and Buckley Wells with interchange at Metrolink in Bury form the core of the proposal. This will provide a rail journey time between Rawtenstall and central Manchester of around 55-60 minutes. To improve the effectiveness of the interchange at Bury, real time information and smart ticketing with connecting tram services will be considered.

# OUTLINE CONCEPT

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Utilising an existing rail line between Rawtenstall and Bury significantly lessens the cost of the overall project. It requires no significant overhaul or laying of new track and utilises existing train stations at Rawtenstall and Buckley Wells.

## TRACK

The proposal will utilise the existing Rawtenstall to Bury heavy rail track infrastructure. There would be operational independence from Metrolink, removing the risk of issues with existing infrastructure or operations transmitting performance problems onto the Metrolink network.

## INTERCHANGE WITH METROLINK

A new interchange will be required on the Bury Metrolink line south of Bury Interchange to be constructed. This will provide high quality interchange with Bury – Manchester Metrolink services (and possibly Metrolink services to Heywood, Rochdale and Oldham if the existing tram–train proposal proceeds).

## STATION IMPROVEMENTS

The proposal will require some improvements to stations and platforms along the route. This will focus on Rawtenstall, Buckley Wells and the Bury interchange.

There will be no wholesale rebuild, rather focused specific improvements to platforms, signage and ticketing facilities. The exact scale of these will be explored in the feasibility work

## ROLLING STOCK

This approach offers attractive rolling stock options that pose fewer infrastructure challenges than a tram- train option. The trains will be designed to fit in with the existing heritage character of the railway, based on the Vivarail Class 230. The customer experience is equivalent to a new train. It has high acceleration (“agile train”) capability that will help minimise the need for infrastructure and signalling upgrades. A compatibility assessment would be undertaken during the feasibility study

## TICKETING

We are keen there is a seamless point-to-point journey along the route. This is particularly important with a modal shift at Bury. The feasibility will explore the introduction of a smart ticketing approach.

## FIT WITH EAST LANCASHIRE RAILWAY

We value the existing East Lancashire Railway (ELR) heritage line and operation. This is a significant asset for East Lancashire which we wish to retain, see thrive and have a sound financial future. It is an integral part of the local visitor economy and attraction loved by many local people and visitors. The ELR will retain control of all operations on its infrastructure. To have a strong future the ELR will need to evolve. There is an opportunity with this proposal to expand its current role to also become a professional rail infrastructure and operations organisation with a continuing volunteer element to operate the heritage train service. To do this ELR will need financial support and we are keen to explore the details of how this can be achieved, including the possibility to set up a new co-operative model.



# ECONOMIC RATIONALE

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The Manchester economy continues to grow. Jobs in the city have increased from 381,000 in 2004 to over 435,000 by 2020 – an increase of over 14% - and its growth is projected to continue.

The Northern Gateway will see a £1bn investment over the next 20 years.

The Northern Gateway is of particular significance to Rossendale, bringing an indicative 2.5million m2 of industrial floor space and 9,500 new homes along the M62 corridor at its intersection with the M66 in Rochdale, Oldham and Bury.

Currently nearly 1 in 4 people of working age in Rossendale commute to Manchester each day.

Rossendale is a housing and business growth area. It is a housing destination of choice for thousands of people who work in Manchester.

A 2018 survey showed that currently 79% of these commuters travel by car and 16% use the bus to get into Manchester. The M66, which runs between Ramsbottom and Simister Island, north of Manchester, is particularly congested. This affects road journeys between central Manchester and Rossendale, most of Bury, and Heywood. Outside central Bury with its Metrolink connection there is no choice other than to use road for at least part of these journeys.

The rail link is a key part of the proposal to open up the Rossendale Growth Corridor. This will see the development of 4 key development sites along the Bury- Rawtenstall- Accrington corridor and be a key economic growth area for Lancashire. The rail link would directly serve sites at Ewood Bridge and New Hall Hey; with forward access by bus interchange to North Carr and Hud Hey.

We are gearing up for a post Covid business world. We anticipate that locations such as Rossendale will become more attractive to business professionals, who through home

working will only need to access city centre offices occasionally. This would generate even higher demand levels for the rail link as the number of residents needing to travel could increase.

We have commissioned the respected independent body the Centre for Economics and Business Research to analyse the economic case for opening the new rail link. Their detailed evidence base provides a strong backing for the concept and we are keen to build on this through a detailed feasibility study.

# FINANCIAL OVERVIEW

The final cost of the infrastructure project will depend on the option chosen and the scale of improvement works required. At this point we are providing a realistic tested indicative projected cost, subject to further more detailed feasibility work.

Indicative capital costs for improvements to the line and station improvement will be in the region of £20m to £40m - equivalent to only an annual £9 to £18 per head of population in Rossendale over the next 30 years.

## This includes:

- Upgraded Buckley Wells station based on a three platform interchange
- Upgraded Rawtenstall station to allow two trains to use it simultaneously
- Two new Park and Ride stations at Ewood Bridge and Stubbins, including some land acquisition at Stubbins
- Modest works to structures, track, fencing, level crossing upgrades, selective line speed upgrades and additional passing loops

We estimate annual operating costs in the region of £2.5m to £5m - a reasonable proportion of costs will be recovered through fare income.

## Revenue costs includes:

- Leasing of rolling stock
- Track and train maintenance costs
- Train fuel and maintenance costs
- Staffing costs based on 25 – 50 FTE staff ground and on-board staff

Viability work has identified that, using an average £5 fare per passenger, we estimate between 0.5m and 1m passengers are needed annually for the service to break even. This is only a modest 5%-10% share of the current commuter market together with a proportionate volume of leisure and business trips. This can be met from current demand and does not account for increased future demand which would further boost income.

Whilst we are providing an outline concept and indicative costing, it is essential that the proposal is based on a sound business case. We are seeking £100,000 of Government funding to develop the concept into a HM Treasury 'Green Book' compliant business case. Any additional costs associated with the feasibility work will be funded by the local authority partners supporting the project.



# NEXT STEPS

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We have provided the outline concept backed up by strong independent research. We are seeking **£100,000** of Government funding to develop the concept into a HM Treasury ‘Green Book’ compliant business case.

We will continue to explore existing funding streams including the Government’s Restoring Your Railway programme. However, we are keen to press the case for feasibility funding as a key part of East Lancashire’s economic recovery after Covid, as a major part of the areas’ attempts to translate the Government’s levelling up agenda into practical projects which deliver real sustained economic benefits.



Rossendale Borough Council  
The Business Centre  
Futures Park  
Bacup  
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**Rossendale**  
BOROUGH COUNCIL



<b>Subject:</b>	Medium Term Financial Strategy Update	<b>Status:</b>	For Publication
<b>Report to:</b>	Cabinet	<b>Date:</b>	10 November 2021
<b>Report of:</b>	Head of Finance	<b>Portfolio Holder:</b>	Resources
<b>Key Decision:</b>	<input checked="" type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	<b>General Exception</b>	<input type="checkbox"/> <b>Special Urgency</b> <input type="checkbox"/>
<b>Equality Impact Assessment:</b>	Required:	No	Attached: No
<b>Biodiversity Impact Assessment</b>	Required:	No	Attached: No
<b>Contact Officer:</b>	Karen Spencer	<b>Telephone:</b>	01706 252409
<b>Email:</b>	karens pencer@rossendalebc.gov.uk		

## RECOMMENDATION

1.1. Members note and consider the contents of the report.

## 2. PURPOSE OF REPORT

2.1 The purpose of the report is to update Members on any changes to the Council's Medium Term Financial Strategy (MTFS) assumptions and their impact over the medium term to the Council's forecast funding gap (ie annual financial resources compared to annual expenditure).

## 3. BACKGROUND

3.1 The Council last updated its MTFS in February 2021 as part of its budget setting process. That MTFS at that time indicated a future annual funding gap of c £400k pa and the use of £606k from the Local Business Rate Retention reserve to ensure a balanced budget for 2021/22.

3.2 The Covid pandemic has had a significant impact on the financial strategy for 2020/21 and 2021/22.

There have been several changes since February 2021, some of which were reported in the Quarter 1 2021/22 monitoring report to the last Cabinet. They are, amongst others as follows:

- Court Cost fee income budget shortfall
- Deferred loan repayments from Rossendale Leisure Trust (agreed by Council in February 2021)
- Continuing impact of Covid 19 in relation to grants received and service delivery
- Increase in electricity (+32.8%) and gas (+96.8%) costs from 1<sup>st</sup> October 2021
- 1.25% Increase in employers National Insurance contribution from 2022/23 onwards
- Ongoing impact of the Empty Homes Scheme
- Government has further delayed the Fair Funding Review and the Business Rate Reset.
- Unprotected Government Departments have been asked to identify at least 5% savings and efficiencies from their day-to-day budgets
- Government has indicated that it will issue a three year Financial Settlement covering 2022/23, 2023/24 and 2024/25.

3.3 The current base revenue budget/cost forecast for Council, together with anticipated funding

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is as follows:

Table 1

	2021-22 £000	2022-23 £000	2023-24 £000	2024-25 £000	2025-26 £000
Original Budget Estimates	9,087	9,267	9,322	9,487	9,764
<b>2021/22 agreed savings/Income plan</b>	<b>(184)</b>	<b>(152)</b>	<b>(106)</b>	<b>(7)</b>	-
<b>Budget Estimates</b>	<b>8,903</b>	<b>9,115</b>	<b>9,216</b>	<b>9,480</b>	<b>9,764</b>
Estimated Funding:					
Council Tax (+1.99%)	5,811	5,927	6,046	6,167	6,289
Council Tax - growth in base      0.5%	-	29	59	89	120
Collection Fund Surplus - Council Tax					
Lower Tier Services Grant	93	-	-	-	-
NNDR (Business rate: Base Line Funding)	2,180	2,180	2,224	2,268	2,313
New Homes Bonus	213	42	-	-	-
NNDR Retained / Pooling	606	390	200	200	200
<b>Resources</b>	<b>8,903</b>	<b>8,568</b>	<b>8,528</b>	<b>8,724</b>	<b>8,923</b>
<b>Surplus / (further savings required)</b>	<b>(0)</b>	<b>(547)</b>	<b>(688)</b>	<b>(756)</b>	<b>(841)</b>

The key changes to the base budget estimate of £8,903k (2020/21) to £9,115k (2022/23) are shown below:

Table 2

<b>2021/22 Base Budget</b>	<b>8,903</b>
Employment Costs	<b>278</b>
Inflation	<b>90</b>
Volume & Technical	<b>(4)</b>
Savings/Efficiencies agreed Feb 2021	<b>(152)</b>
<b>2022/23 Budget</b>	<b>9,115</b>

3.4 The Key assumptions (and/or changes) to this October 2021 forecast report are:

1. Budget estimates:

- Annual pay award 2.5% in 2022/23 and 2%pa from 2023/24 onwards
- Assumes an annual staff vacancy saving of £200k pa
- General price inflation – a freeze on all general revenue expenditure with the exception of pay, utility budgets and contractual increases
- Employers Pension Contribution – 17.6%
- Employer National Insurance Contributions – increased by 1.25% to 15.05%
- Council Tax increase – assumes 1.99% pa, this is the maximum the Government have indicated the Council Tax Principles will allow
- NNDR baseline – in previous years the baseline has increased by inflation (CPI) however in 2021/22 the baseline was not increased. The assumption is for the baseline to remain static in 2022/23 and increase by 2% from 2023/24 onwards
- Assumes a £390k pa pooling gain, based on current 2021/22 forecasts.

2. The statutory date for calculating the Council Tax base is 30<sup>th</sup> November – once calculated the estimated Council Tax income will be updated to reflect the revised base.

3.5 As at March 2022 the Transitional Reserve is forecast to total £2.981m. Whilst this will help support the budget gap in the short term this is not sustainable, efforts must continue to be made to close the gap between income and expenditure in order to ensure long term

sustainability for the Council.

3.6 The council continues to face a funding gap for the future. Therefore the council must continue to give consideration to:

- The future levels of Council Tax
- Maximising the returns from business rates revenue
- The council's ability to support non-statutory activities and partner/community organisations
- The future quality and standard of statutory service provision
- Any future efficiencies within services and ensuring support services are appropriate
- The council's ability to exploit new revenue generating opportunities
- Treasury management initiatives and maximising the strength of the council's balance sheet resources
- Ensuring any contract renewals are to the best advantage of the council

#### 4. RISK

In managing its budget the council is seeking to manage the following risks.

- 4.1 Financial monitoring of the MTFs and General Fund service departments focuses on the key risk areas of: employee costs, income, implementation of agreed budget savings, emerging issues and opportunities and in particular service department net expenditure
- 4.2 Budget setting and the implications for future years is now treated as an integral part of financial monitoring during the current year and the impact of variances being reported will be assessed when officers are considering the detailed 2022/23 budgets in the coming months and any further MTFs updates.
- 4.3 **Council Tax:** when setting the 2022/23 budget members should continue to plan and give due regard to the continued financial challenges over the medium term. In particular, members should be aware of the future implications for the council's financial resources of any council tax freeze or any increase below the Governments' referendum trigger of the higher of £5.00 or 1.99%.
- 4.4 **Reserves:** An ongoing reliance on reserves to manage the medium term budget is unsustainable and requires the council to seek future savings and income generation schemes which members will need to support.
- 4.5 **Funding gap:** This medium term financial forecast indicates an increased underlying deficit of c.£0.60m (subject to the assumptions noted above and before future savings initiatives). Members must continue to give due consideration as to how they are to bridge this annual deficit going forward, in order to produce legally balanced budgets for the future.
- 4.6 **NNDR:** As a result of the ongoing Covid pandemic the Government's planned introduction of a new national 75% retention scheme has been further deferred. It is currently anticipated that the arrangements for 2022/23 will remain the same as 2021/22. The council will remain a member of the Lancashire Business Rates Pool which means the council retains 40% of all business rates income and avoids the direct payment of a 50% levy on any end of year surplus. This is beneficial for the council's budget position and the council should continue to lobby for the retention of this model.

- 4.7 **Fair Funding Review:** Due to the Covid pandemic the Fair Funding Review has been further delayed. The implications for this Council are in the main the impact on our share of Business Rates and in particular the setting of tariffs and our baseline funding.
- 4.8 **Pay:** For 2022/23 and beyond the assumptions are set at 2% pa (plus increments), should the pay award exceed this amount it will place a further strain on the budget gap. The budget also assumes, as in previous years a saving as a result of natural staff turnover and the vacancy saving this creates. In previous years this has been set at £150k pa, this year this target was increased to £200k pa. Whilst this is a challenging target, it is achievable and will be closely monitored.
- 4.9 **Empty Homes Scheme:** The project continues to have a significant adverse impact on the council's financial position. In 2020/21 and 2021/22 the council has faced several legal claims which have led to the increased budget requirement. The project team continue to closely monitor the scheme, manage the project risks and challenge the claims where possible thereby reducing the scale of the liability, but the scale of this is very limited given the overall scale of both current works and the nature of the property leases. The scheme is due to end in December 2024.
- 4.10 **Covid-19:** Covid has placed additional challenges on the council's finances and this is anticipated to continue throughout 2021/22. The scale of these challenges are continuously shifting and therefore difficult to manage. Council Tax collection rates appear to have recovered to pre-pandemic levels, however Business rates remain challenging. The Government provided the council with a further £415k in 2021/22 to support continued delivery of services.
- 4.11 **Rossendale Leisure Trust:** Covid has had a significant impact on the leisure/culture sector, severely impacting the Leisure Trusts' financial position. The Trust received some business grants and financial support from the National Leisure Recovery fund and the Contain Outbreak Management Fund. The council also supported the Trust with a £100k contribution from the local authority support grant. Following the easing of restrictions the Trust has re-opened and whilst not yet at pre-pandemic levels, income streams are steadily increasing. The Trust and the council continue to work together to restrict the losses wherever possible. This is a risk for the council in that it provides the day-to-day cashflow for the Trust, and also in respect of the ongoing delivery of leisure services across the borough. It is critical that the Trust remains financially sustainable and financially independent of the council.
- 4.12 **Corporate Risk register:** The register already includes risks around the MTFs, the County Council Budget, Covid-19 and the Leisure Trust. Following the February 2021 MTFs this risk was updated to 'red'.

## 5. FINANCE

- 5.1 The key financial matters are dealt with throughout this report.
- 5.2 The council continues to face a funding gap challenge despite the savings and income generation work already completed in previous years. The council has a statutory duty to produce annually a balanced budget and it is legally bound to find a solution to the future funding gap. There are also some higher risk assumptions in the forecast. Ultimately the use of reserves to balance the funding gap, although legal, is both finite and financially not a sustainable approach to managing the budget in the long-term.

5.3 Given the continued financial gap council needs to continue to develop plans to reduce its net cost base in order to avoid reliance on limited reserves and to deal with the future resource deficit. The key messages for the medium term continue to be:

- Council must continue to increase Council Tax in line with the Government's maximum thresholds
- Council must give further consideration to either reduce costs or increase revenue
- The Governments 2022/23 financial settlement could materially impact negatively on the council's current share of annual business rates

## 6. LEGAL

6.1 There are no material legal or constitutional matters arising from the report.

## 7. POLICY AND EQUALITIES IMPLICATIONS

7.1 None.

## 8. CONCLUSION

8.1 There are a number of significant risks outside the council's control which remain a major concern: ongoing impact of Covid, the uncertainty of if/when the Fair Funding Review and the revised Business Rates scheme will be introduced, also the ongoing impact of the UK leaving the European Union. The council must remain focused on identifying and delivering further savings and income in order to ensure annual balanced budgets over the immediate and medium term. It must also ensure that all its budget resource allocations are directed to the core functions of the council and that the use of its resources drives the delivery of the council's Corporate Plan priorities. Failure to do this will result in an accelerated use of finite available reserves.

### Background Papers

Document	Place of Inspection
Previous updates to the MTFS	Rossendale Borough Council website