

Meeting of: Overview and Scrutiny Committee

Time: 6.30pm

Date: 9th September 2024

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



Supported by: Carolyn Sharples, Committee and Member Services Manager, Tel: 01706 252422 or email carolynsharples@rossendalebc.gov.uk

The meeting will also be live streamed at the following link:

<https://www.youtube.com/channel/UCrLsMDOP7AYxik5pNP0gTIA/streams>

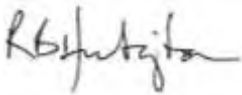
ITEM		Lead Member/Contact Officer
A.	BUSINESS MATTERS	
A1.	Apologies for Absence	
A2.	To approve and sign as a correct record the Minutes of the Overview and Scrutiny Meeting held on 24 th June 2024.	
A3.	<p>Declarations of Interest Members are advised to contact the Monitoring Officer in advance of the meeting to seek advice on interest issues if necessary.</p> <p>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.</p>	<p>Carolyn Sharples, Committee and Member Services Manager Tel: 01706 252422 Email: carolynsharples@rossendalebc.gov.uk</p>
A4.	<p>Urgent Items of Business To note any items which the Chair has agreed to add to the Agenda on the grounds of urgency.</p>	
B.	COMMUNITY ENGAGEMENT	
B1.	<p>Question Time Members of the public and councillors wanting to speak must be in attendance to participate.</p>	<p>Carolyn Sharples, Committee and Member Services Manager Tel: 01706 252422 Email: carolynsharples@rossendalebc.gov.uk</p>
C.	CHAIR'S UPDATE	
C1.	To receive any communications from the chair.	Councillor S.Barnes

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D.	ORDINARY BUSINESS	
D1.	Local Housing Allowance Safeguarding Policy	Angela Richmond, Service Assurance Officer angelarichmond@rossendalebc.gov.uk
D2.	Affordable Housing Supplementary Planning Document	Anne Storah, Principal Planner - Forward Planning annestorah@rossendalebc.gov.uk
D3.	Open Space and Outdoor Sports Supplementary Planning Document	Anne Storah, Principal Planner - Forward Planning annestorah@rossendalebc.gov.uk
D4.	Quarter 4 Performance Management Report (January, February & March) 2023/24	Clare Law, Head of People and Policy clarelaw@rossendalebc.gov.uk
D5.	Annual Council Feedback Review and Local Government Ombudsman (LGO) Enquiries	Clare Law, Head of People and Policy clarelaw@rossendalebc.gov.uk
D6.	Annual Equality Workforce Profile 2023/2024	Clare Law, Head of People and Policy clarelaw@rossendalebc.gov.uk
D7.	The Forward Plan Key decisions (forward plan) Rossendale Borough Council	Carolyn Sharples, Committee and Member Services Manager carolynsharples@rossendalebc.gov.uk



Rob Huntington
Chief Executive

Date published: 30th August 2024

MINUTES OF: OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting: 24th June 2024

Present: Councillor S.Barnes (Chair)
Councillors Ashworth, Belli, McMahon, Neal and S.Smith.

In attendance: Samantha Sandford, Chief Executive, Rossendale Leisure Trust
Rob Huntington, Chief Executive
Clare Law, Head of People and Policy
David Smurthwaite, Director of Economic Development
Carolyn Sharples, Committee and Member Services Manager

Also Present: Councillors A. Barnes and M.Smith
1 member of the public

1. Apologies for Absence

There were no apologies for absence.

2. Minutes

Resolved:

That the minutes of the meeting on 5th February 2024 be approved as a correct record.

3. Declarations of Interest

The following non-pecuniary interest were declared:

- Councillor S.Smith was a Rossendale Leisure Trust Board Member (minute 11).
- Councillor Belli's family members had Rossendale Leisure Trust membership passes (minute 11).
- Councillor S.Barnes volunteered at Park Run and ran one of the walks (minute 11).

4. Urgent Items of Business

There were no urgent items of business.

5. Question Time

Questions were asked regarding the Valley Plan Update and the Chair agreed to take these during the item. These related to housing number and net zero streets partnership funding.

6. Chair's Update

6.1 The 2024/25 Council Budget and Medium Term Financial Strategy and Capital Strategy and Capital Programme had been approved by full Council on 28th February following review at the Overview and Scrutiny Committee.

6.2 At the February meeting clarity had been sought regarding the missed bins system. It was clarified that:

- Missed bins were logged against the individual address, unless the resident states that the street was missed.
- If the crew report no access, it is logged against the street.
- Separate maps/tickets are produced in adverse weather for the catch up crews.
- If we are notified of a resident moving into a property we write to the resident(s) and include a map/calendar regarding bin collection.

ORDINARY BUSINESS

7. Valley Plan Update Report 2023-24 (Annual)

7.1 The Head of People and Policy introduced the Valley Plan update. This was the third update detailing the progress against the 2021/25 priorities and the final report would be going to Cabinet in July for approval.

7.2 In response to members' questions the following clarification was given:

- The annual report detailed the progress in delivering the priorities, the arrows and RAG rating system was included in the quarterly performance reporting to allow members to see the direction of travel.
- The Programme Board monitored the Council's key projects which were listed at 3.7 of the report. Relevant managers attended the meetings to provide updates on their projects, report on progress, track delivery and keep the projects on target. This was best practice and part of the governance arrangements and enabled risk management.
- Last year 66 economically inactive individuals were supported, compared with 110 this year.
- The Head of People and Policy would find out how the target was calculated.
- There had been due diligence with the appointment of the Haslingden market contractor, but issues had arisen since. No money had been paid in advance and the Council were satisfied with the works to date.
- In relation to the masterplan and feedback from the Chamber of Commerce, the Council would work with LCC to review all the compiled responses, which had been positive from most businesses. There was a need to be clear about how we can accommodate as many needs as possible.
- Most issues raised by the traders were regarding the level of works and the tight timescales which would cause business disruption.
- There was a need to work closely with LCC on the scheme.
- In relation to bringing buildings back into use, such as the former Yorkshire Bank, the list of buildings was not cast in stone. This used revenue funding from Historic England.
- The Council was still in touch with Sport England regarding the different Leisure challenges and the Council was keen to see the Leisure Strategy delivered.
- There were several layers to the strategy and it was good to see the football side of things moving forward.
- The housing figures looked short of the target but this was owing to the figure only including housing completions recorded by the Council's Building Control section and not all housing completions in the area. Actual figures had to be submitted to government in September and last year the Council had exceeded the target.

The Leader of the Council noted it was a good document demonstrating the activity and ambition of the Council. There had been a tremendous amount of work connected to the document and she thanked all those who had contributed.

Resolved:

The Overview and Scrutiny Committee noted the Council's Annual Valley Plan Update and associated achievements for 2023-24.

8. Overview and Scrutiny Annual Report and Work Programme

8.1 The committee were asked to consider the Annual Report for 2023/24 and draft Work Programme for 2024/25, which would be going to Council for approval in July.

- 8.2 In response to members' questions the following clarification was given:
- Information would be distributed as early as possible, however some reports might not be available until the day of publication owing to the tight timescales in relation to the reporting process for committees.

Resolved:

The Overview and Scrutiny Committee recommended Council to approve the Annual Report 2023/24 and Work Programme 2024/25.

9. Forward Plan

- 9.1 Members were updated on the Forward Plan and Overview and Scrutiny Work Programme. Members were encouraged to submit their questions in advance in relation to items on the next agenda and suggest services to attend future meetings in relation to the performance report which would be distributed when it had been published for Cabinet.

Resolved:

The Forward Plan and Overview and Scrutiny Work Programme items were noted.

10. Exclusion of Public and Press

Resolved:

That the public and press be excluded from the meeting during consideration of the following items of business on the grounds that it involves disclosure of exempt information relating to the financial or business affairs of any particular person (including the authority holding that information) under Part 1 Paragraph 3 of Schedule 12A to the Local Government Act 1972.

11. Rossendale Leisure Trust Annual Report and Annual Update

- 11.1 Members discussed the annual update from the Leisure Trust.

11.2 **Resolved:**

The committee noted the update.

The Chair thanked the Chief Executive of Rossendale Leisure Trust for providing the update. Members noted their appreciated of the data provided.

(The meeting commenced at 6.30pm and concluded at 7.55pm)

Signed.....

(Chair)

Date

Subject:	Local Housing Allowance Safeguarding Policy	Status:	For Publication
Report to:	Overview and Scrutiny	Date:	9 th September 2024
Report of:	Head of Customer Services & I.C.T.	Lead Member:	Communities, Housing and Health
Key Decision:	<input type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception	<input type="checkbox"/> Special Urgency <input type="checkbox"/>
Equality Impact Assessment:	Required: No	Attached:	No
Biodiversity Impact Assessment:	Required: No	Attached:	No
Contact Officer:	Angela Richmond	Telephone:	01706 252588
Email:	angelarichmond@rossendalebc.gov.uk		

1. RECOMMENDATION(S)

- 1.1 The Overview and Scrutiny Committee consider the draft Local Housing Allowance (LHA) Safeguarding Policy as set out in this report and make recommendations to Cabinet.

2. EXECUTIVE SUMMARY

- 2.1 LHA was introduced in April 2008 for private tenants claiming Housing Benefit.
- 2.2 To encourage personal responsibility and financial inclusion, Housing Benefit is paid to the customer rather than the landlord when a claim is assessed according to Local Housing Allowance rules. The provision for customers to choose to have their benefit paid to the landlord was removed when LHA was introduced.
- 2.3 It is accepted that some tenants may struggle with the responsibility of budgeting and paying their rent. To help safeguard those tenants, the Council has discretion to make payments of benefit directly to the landlord where necessary. The Safeguard Policy sets out guidelines for deciding when it is appropriate to do so.

3. BACKGROUND

- 3.1 When LHA was introduced in 2008 all housing costs for low income customers was met through Housing Benefit. This changed with the introduction of Universal Credit in 2018 meaning customers can only apply for Housing Benefit if they have reached state retirement age, live in supported accommodation or temporary accommodation. In all other instances they must make a claim for Universal Credit to meet their housing costs. Due to this restriction we only receive approximately 30 new claims for Housing Benefit each month.
- 3.2 At present 919 working age customers are in receipt of Housing Benefit. Unless the customer is living in supported or temporary accommodation they will be invited to make the move to Universal Credit in the next couple of months reducing the current caseload.
- 3.3 Restrictions on who can apply for Housing Benefit and the migration of our working age caseload means this policy will affect fewer customers moving forward. DWP estimate our working age caseload will reduce by 45% over the next six months.
- 3.4 At present 100 customers have their Housing Benefit paid directly to the landlord as a result of the LHA safeguarding policy, 79 of those are working age.
- 3.5 Universal Credit is paid directly to the tenant by default. Landlords can request direct payment if rent arrears accrue, this is known as an APA (alternative payment arrangement). So those

customers migrating to Universal Credit will automatically be paid the housing element unless the landlord requests direct payment.

- 3.6 The Council needs to maintain an LHA safeguarding policy for as long as Housing Benefit remains, but over time this will affect a diminishing number of customers. This policy may eventually become obsolete and it is unlikely that any new LHA legislation will be enacted that will require a review of local policy.
- 3.7 Local Housing Allowance payment regulations have not changed since its introduction in 2008. A light touch review has been regularly undertaken however the current policy has not been updated since December 2007. There are no significant changes to the existing policy other than format and presentation.
- 3.8 It is essential for Rossendale Borough Council to demonstrate that we make objective, reasonable, fair and consistent decisions based on the circumstances of each case.

4. DETAILS

- 4.1 This policy will act as a guide for staff. Decisions will be documented and an appropriate review date determined.
- 4.2 Having a current and relevant policy ensures the Council;
- Provides reassurance to tenants that payments can be made to the landlord if appropriate.
 - Help sustain tenancies by preventing rent arrears evictions.
 - Demonstrates a reasonable, fair and consistent decision making process.
 - Ensure the process is not used to supersede support that tenants are receiving to help them manage day-to-day budgeting or circumvent the aims of the LHA.

5. RISK

Not having policy may result in our most vulnerable residents being at risk of not being able to manage their tenancy effectively and the Council suffering reputational damage if decisions are not applied consistently.

6. FINANCE

There are no financial implications for the Council.

7. LEGAL

Each case must be considered on its own merits and this policy has been drafted for guidance, in order to ensure that the authority acts in a transparent and consistent manner.

8. POLICY AND EQUALITIES IMPLICATIONS

All policy implications are included within the body of the report. This policy will be applied in a fair and equitable manner.

9. REASON FOR DECISION

Councils have a duty to ensure payments of Local Housing Allowance are made appropriately to safeguard tenancies. This policy sets out the Councils commitment to this as laid down by The Housing Benefit Regulations 2006.

No background papers

Local Housing Allowance Safeguarding Policy

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Responsible Service	SAT and ICT	Version/Status	Final
Responsible Author	Angela Richmond	Date Agreed/ Agreed At	O&S: Date Cabinet: Date
Date last Amended	12/08/2024	Due for Review	Date

Local Housing Allowance Safeguarding Policy

1. Introduction

- 1.1 Local Housing Allowance (LHA) is a Housing Benefit scheme for private tenants on a low income.
- 1.2 Under LHA rules, Housing Benefit is paid to the tenant, who is then responsible for paying the rent to their landlord themselves unless the tenant satisfies the criteria to pay the landlord direct.
- 1.3 Tenants who apply for Housing Benefit after April 2008, or who change address and will therefore be paid under LHA rules can no longer request that Housing Benefit be paid directly to their landlord.
- 1.4 Some tenants may struggle with the responsibility of budgeting for and paying their rent. To help safeguard these tenants from rent arrears eviction, the Council has discretion to make payments of benefit directly to their landlord where it considers this necessary.
- 1.5 The Safeguard Policy sets out guidelines for deciding when it is appropriate to pay LHA directly to the landlord.

2. Aims of the Policy

- Identify customers who may need the safeguard provisions, thereby reducing the need to resort to the eight-week arrears rule
- Help to sustain tenancies by preventing rent arrears evictions
- Provide reassurance to people who are likely to satisfy the safeguarding criteria that their benefit can be paid to their landlord
- Provide reassurance to landlords that direct payments will be made when needed where tenants are likely to have difficulty managing their rental payments or are failing to pay over benefit payments
- Make reasonable, fair and consistent decisions
- Ensure a transparent process that is easy to understand
- Deal with each case on its merits and not operating blanket policies
- Ensure the process is not used to supersede support that tenants are receiving to help them manage day-to-day budgeting or circumvent the aims of the LHA

3. Tenants who may have difficulty managing their own financial affairs

- 3.1 Each case will be considered on its merits, as there are no specific circumstances to show that a person is unable to manage their own financial affairs. The following circumstances may indicate a tenant would have difficulty to plan, manage and organise their rent payments:
 - Fleeing or subject to domestic violence
 - Homeless, at risk of homelessness or history of homelessness
 - Language difficulties
 - Literacy issues

- Person with a physical and/or sensory disability
- Person affected by mental illness
- Person with a learning disability
- Person suffering a serious illness
- Person affect by addiction issues
- Prisoners and detainees
- Young people leaving care

3.2 This list is not exhaustive or prescriptive. A person may not automatically be unable to manage their own financial affairs if they can be identified from the list above. Relevant and appropriate support may be in place.

4. Tenants who are unlikely to pay their rent

4.1 Each case should be considered on its own merits. Whilst there are no prescriptive conditions to be met, there are some indicators that a tenant may be unlikely to pay their rent, although even when these do apply, many people in these circumstances will still pay their rent.

- Person with financial difficulties such as severe debt, IVA or bankruptcy
- Previously evicted due to failure to make rent payments
- Person is homeless
- Person has absconded from a property leaving rent arrears
- Person has a history of bad debts
- Person affect by addiction issues

4.2 The decision should be based upon the likelihood of the tenant using their Housing Benefit to pay their rent, and whether it is the tenant's best interest to pay Housing Benefit to the landlord.

This is not a definitive list.

5. Rent arrears and the 8 week rule

5.1 Housing Benefit will in most cases be paid to the landlord if a tenant has rent arrears equivalent to the total of 8 weeks rent or more, or in anticipation of rent arrears reaching this level.

5.2 The landlord will have to provide evidence of the rent arrears, showing when the rent was due and what payments have been made.

5.3 If this rule is satisfied, we will pay the landlord unless they fail to satisfy the "fit and proper landlord" test, or it is in the overriding interest of the tenant not to make payments to the landlord.

5.4 We encourage landlords to contact us as soon as possible when the tenant fails to pay their rent, and not to wait until after the arrears stand at 8 weeks or more.

5.5 Payment can be made to the landlord where the tenant is having deductions from other DWP benefits to pay off rent arrears.

6. Gathering information and evidence

- 6.1 Requests for direct payment can be submitted by the landlord, tenant or person acting on their behalf.
- 6.2 All requests will be considered on the information and evidence provided whenever possible. If additional information is required we will contact the tenant, or the person providing support. Usually one month will be permitted for additional information or evidence to be provided or collected from either party.
- 6.3 Evidence will be considered from a number of sources, but not all evidence will carry the same weight. Representations may be considered from the following:
- Social Services departments
 - Housing and Homelessness teams
 - Support or care workers
 - Probation or youth offending officers
 - GP, Hospital or Consultants
 - Advisory services, such as CAB, Welfare Rights, Age Concern
 - Solicitor or courts
 - Bank, Building Society or financial help groups
 - Family or friends supporting the tenant
 - Landlords and managing agents

This list is not exhaustive.

7. Making a decision

- 7.1 Decisions on whether to pay the landlord will be made by the Housing Benefit assessment team, and any reconsideration requested will be completed by a second assessment officer. In the event of this being escalated the Benefits Manager will make the final decision.
- 7.2 One of two decisions will be made:
- The tenant is vulnerable and payment of LHA will be made to the landlord
 - The tenant is not vulnerable and payment of LHA will be made to the tenant
- 7.3 A review date will be set when this decision will be looked at again. The date of review will depend upon the circumstances of the individual, taking into account whether the need for payment to the landlord is likely to be short or longer term. For example, less frequent contact with the customer may be appropriate if they have a chronic or age related condition. If the tenants circumstances are unlikely to change there will be no requirement to review the decision.

7.4 Decisions will be recorded on the claim notes and a diary reminder set where applicable.

8. Notifying affected parties

8.1 The authority will write to the tenant and / or their representative and advise them of the following:

- The decision and reasons for it
- If and when the decision will be reviewed
- Their appeal rights

8.2 The customer is likely to agree to direct payments to their landlord, if the alternative is losing their tenancy or not being able to secure a new tenancy. If the customer is against direct payments (for example, if the customer has not initiated the request), it is for the authority to make a decision that is in their best interests. The authority will write to the landlord and advise them of the following:

- If their tenant satisfies the safeguarding criteria
- Amount of benefit to be paid direct to the landlord
- If and when the decision will be reviewed
- Request bank details if not previously received
- The landlord's appeal rights against the decision

8.3 Both the tenant and landlord can appeal against the decision made by the assessment team. An appeal must be in writing and state the reasons for the appeal. The appeal must be submitted within one month of the date of the decision letter. Appeals are heard by an independent tribunal administered by the HM Courts and Tribunals Service (HMCTS).

9. Policy review

9.1 This Policy will be reviewed on a periodic basis in order to ensure it remains valid, effective and relevant. This will normally be every 3 years or when a change in legislation occurs.

Subject:	Affordable Housing SPD	Status:	For Publication
Report to:	Overview & Scrutiny	Date:	9 th September 2024
Report of:	Head of Planning	Lead Member:	Planning, Licensing and Enforcement
Key Decision:	<input type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception <input type="checkbox"/>	Special Urgency <input type="checkbox"/>
Equality Impact Assessment:	Required: Yes	Attached: Yes	
Biodiversity Impact Assessment:	Required: No	Attached: No	
Contact Officer:	Anne Storah / Jacob Landers	Telephone:	01706 252418 / 252412
Email:	annestorah@rossendalebc.gov.uk ; jacoblanders@rossendalebc.gov.uk		

1. RECOMMENDATION(S)

- 1.1. To consider and approve the Draft Affordable Housing Supplementary Planning Document (SPD) for a 4-week public consultation.
- 1.2. Minor amendments, including formatting changes, to the Draft Affordable Housing SPD to be delegated to the Head of Planning and Lead Member prior to consultation.
- 1.3. The final version of the Affordable Housing SPD to be considered by Cabinet for adoption following the public consultation exercise.

2. EXECUTIVE SUMMARY

- Rossendale Borough Council adopted its Local Plan in December 2021. This contains policy HS3 to ensure the delivery of appropriate Affordable Housing within the borough.
- Policy HS3 of the adopted Local Plan commits the Council to preparing an SPD to provide further details and guidance on Affordable Housing within the borough, specifically in relation to different affordability tenures.
- Detail is provided in this SPD about Eligibility Criteria, Local Connection Tests and Affordable Home Ownership tenure Price Caps.
- This SPD will be consulted on with various stakeholders prior to adoption as required by the relevant Regulations.
- It should be noted that the Government is currently consulting on a number of changes to the National Planning Policy Framework, including some which relate to housing, but which do not expect to affect this SPD.

3. BACKGROUND

- 3.1. As part of the preparation of the Local Plan the Council commissioned Lichfields to conduct a Strategic Housing Market Assessment (SHMA) in 2016, with an update produced in 2019. This SHMA shaped the Local Plan policies on Affordable Housing requirements and tenures and identified a “significant affordable housing need in Rossendale”.
- 3.2. A specific need for Social / Affordable rental properties was identified by this study (with 70% of all Affordable Housing needs being for rental properties), hence Policy HS3 of the Local Plan seeks a higher rate of Social / Affordable rent tenures than Affordable Home Ownership. As such the Policy requires at least 20% of dwellings on new housing developments to be for social / affordable rent and, in line with national policy, at least 10% of all dwellings to be built should be made available for Affordable Home Ownership.

3.3. This SPD is intended to provide further detail to accompany and support the implementation of Policy HS3: Affordable Housing of the Rossendale Local Plan 2019 to 2036. It provides the framework for the provision of Affordable Housing on new residential developments which is specific for Rossendale, for example using a local figure rather than the default national figure on maximum affordable sales caps.

4. DETAILS

4.1. The Affordable Housing SPD provides further detail to accompany and support the implementation of Policy HS3 of the adopted Local Plan. This detail should provide greater clarity to developers, Planning Agents, Planning Officers and the public as to what quantity and tenure type of Affordable Housing would be appropriate on a potential residential development site.

4.2. As the SPD states, Social and Affordable Rent dwellings should be the Council's preferred form of long-term affordable housing provision. This is in line with Policy HS3 of the Local Plan which requires two thirds of the total Affordable Dwellings on-site to be either Social or Affordable Rent. The other third of on-site Affordable Dwellings should be available for Affordable Home Ownership.

4.3. The Government has set maximum household income (£80,000) and house price (£250,000) caps on certain types of Affordable Home Ownership. These significantly exceed median household incomes (£39,368 using calculation found within Appendix Two) and median house prices (£164,950 in Sep. 2022) in Rossendale. It is considered that reducing these figures is appropriate for discount market housing schemes and will allow more people in affordable housing need in Rossendale to benefit.

4.4. The SPD sets out price caps to be applied to Discount Market Value homes. These price caps will be the maximum that these forms of Affordable Home Ownership can be sold for, and have been calculated using Office for National Statistics data¹ on median household incomes for Rossendale for the year 2022. The price cap will stand at £174,669 and the Affordable Home Ownership dwellings will only be available to those on a combined annual household income of no more than £52,500. These price caps are a reduction from the nationally set default price cap and give a more attainable maximum sale price for those seeking Affordable Homes in Rossendale.

4.5. Details regarding the Eligibility Criteria for the different tenures of Affordable Housing are also covered in this SPD. The Eligibility Criteria for a specific tenure of Affordable Housing must be met by any applicants for that dwelling to be considered eligible. This criteria should be used in the drafting of any s106 agreement which involves the on-site delivery of Affordable Housing. Eligibility Criteria may consist of the following, for example, applicants being in Housing Need for the applied for dwelling, falling within the annual combined household income restriction and passing any Local Connection Test. All Eligibility Criteria can be found in Appendix 1 of the SPD. The policy allows for open sale if the property has not been sold within a specified period of time.

4.6. The SPD also details how proposals for off-site Affordable Housing contributions will be considered. It sets out the process to be followed and any element of uplift that will need to be applied to any commuted sum payments to ensure a satisfactory amount of Affordable Housing contribution is achieved, taking account of factors specific to off-site payments.

¹ [House price to workplace-based earnings ratio](#) (March 2023)

- 4.7. Further guidance and legislation may be issued by other bodies that may have a bearing, for example, through the secondary legislation associated with the Levelling Up and Regeneration Act (2003), or changes to the National Planning Policy Framework (NPPF). The new Government has issued proposed changes to the NPPF, which is out for consultation until 24 September. Key changes include revising the standard method to calculate housing need and the introduction of 'grey belt' (brownfield land in the Green Belt and other parcels/areas that make a limited contribution to the Green Belt purposes). However, other changes are being mooted that will affect the delivery of affordable housing.
- 4.8. In the ongoing consultation on the changes proposed to the NPPF, the Government notes that it wishes to boost housing that is available for social rent and expects local authorities will prioritise this tenure in line with their local needs. Also, whilst acknowledging that home ownership should be boosted, the Government considers that the current system for 10% of all major housing schemes to be for affordable home ownership is too prescriptive. Similarly, the consultation on the NPPF notes that First Homes should remain a type of affordable housing, but it proposes to remove the current requirement for at least 25% of affordable housing units to be First Homes. The references to Starter Homes have been removed.
- 4.9. The draft version of the Affordable Housing SPD has been through internal consultations with various officers and departments. This included a 6-week internal consultation using Smart Survey alongside a draft version of the document which was circulated for comment to officers in Planning, Legal, Housing Options as well as the Heads of the aforementioned departments and also the Director of Economic Development. Advice has also been sought and received from external consultees such as Homes England and the Council's Viability Consultant. It should be noted that earlier drafts referred specifically to First Homes but in the light of the proposed changes to the NPPF these references have been removed.
- 4.10. The consultation version of the SPD will include a number of questions within the document, with a corresponding online survey, which is intended to direct consultees' attention to certain elements of the SPD that we are seeking specific representations on.

5. RISK

- 5.1. This SPD is intended to help developers comply with local policy in the adopted Local Plan when providing Affordable Housing. It provides additional details and guidance on how to address local and national policy requirements, so not having this SPD in place may result in the Council not delivering an appropriate level/form of Affordable Housing for Rossendale.
- 5.2. This SPD is open to challenge in the period immediately post adoption by the Council. Planning decisions that are made using this policy as a reason for refusal can be appealed and so this SPD could be scrutinised by Planning Inspectors. Nevertheless, the risk associated is minimal and outweighed by the need to issue further guidance.

6. FINANCE

- 6.1 Approving the recommendations in this report does not create any additional financial implications for the Council. Amending the process to calculate affordable housing commuted sum payments will help to secure higher financial contributions to assist the Council deliver affordable housing.

7. LEGAL

- 7.1 Legal implications are covered in the body of the report. Statutory consultation will be required for a period of at least four weeks prior to adoption of the Supplementary Planning Document.

8. POLICY AND EQUALITIES IMPLICATIONS

- 8.1 No policy implications.
- 8.2 An Equality Impact Assessment has been undertaken. This shows no adverse impacts.
- 8.3 A public consultation will be undertaken on the draft SPD.
- 8.4 Any equality implications related to this report will be given consideration in a relevant and proportionate manner.

9. REASON FOR DECISION

- 9.1. Adopting the Affordable Housing SPD will enable the Council to ensure that new residential developments that require Planning Permission will deliver an appropriate level and type of Affordable Housing in a manner that is appropriate to Rossendale.

Background Papers	
Document	Place of Inspection
Draft Affordable Housing SPD (March 2023)	Attached
Equalities Impact Assessment	Attached
Proposed reforms to the National Planning Policy Framework (July 2024)	Proposed reforms to the National Planning Policy Framework and other changes to the planning system - GOV.UK (www.gov.uk)

AFFORDABLE HOUSING

Supplementary Planning Document
(SPD)





If you have any queries regarding this SPD, please contact the Forward Planning Department using the below details.

E-mail:

forwardplanning@rossendalebc.gov.uk

Telephone:

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Please note; this is a draft version of the Affordable Housing SPD which includes specific questions which we are seeking feedback on. Questions can be found throughout the document in boxes of the same colour that this text is contained in. If you want to answer any of the questions then please use the online survey at the following link: **www.rossendale.gov.uk/XXXXXX**

AFFORDABLE HOUSING

Supplementary Planning Document (SPD)

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Affordable Housing

1. Introduction

- 1.1 Rossendale Borough Council is committed to delivering a wide range of housing, including affordable housing, to meet identified need. The Council's Strategic Housing Market Assessment (SHMA) 2016 and subsequent update in 2019 demonstrate that there is a considerable demand for affordable housing in Rossendale and that the issue must be addressed to prevent the problem from worsening. There is a particular need to provide for the growing elderly population as well as those with disabilities.
- 1.2 Affordable Dwellings should meet the requirements of those deemed in need of affordable housing, including a house price / rent set at an achievable level within the context of Rossendale.
- 1.3 This Affordable Housing Supplementary Planning Document (SPD) is intended to provide further detail to accompany and support the implementation of Policy HS3: Affordable Housing of the Rossendale Local Plan 2019 to 2036.
- 1.4 This document is a material planning consideration in the determination of planning applications and it should be utilised by potential applicants when proposing new residential developments of 10 or more dwellings (0.5 hectares or part thereof).



2. Context

2.1 National Planning Policy Framework

The delivery of affordable housing is a key objective of the National Planning Policy Framework (December 2023) (NPPF). The NPPF states that where a need for affordable housing has been identified, ‘...planning policies should specify the type of affordable housing required, and expect it to be met on site...’(1). This is what Policy HS3 aims to achieve, and this SPD will facilitate the implementation of said policy.

The Council uses the Government’s own definitions of Affordable Housing as set out in the NPPF, which defines Affordable Housing as “housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions”:

(1) NPPF December 2023 - Paragraph 64

Affordable Housing

Affordable Housing for Rent

“Affordable housing for rent meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (5) (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).”

Starter Homes

“Starter homes is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.”

Discounted Market Sales Housing

“Discounted market sales housing is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.”

Other affordable routes to home ownership

“Other affordable routes to home ownership is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.”

2.2 Rossendale Local Plan 2019 - 2036

Within the Rossendale Local Plan 2019 to 2036 (herein referred to as “Local Plan”), a requirement of 30% on-site affordable housing will be sought by the Council on applicable market housing schemes, subject to site and development considerations, such as financial viability.

Of the total number of homes to be provided, at least 10% should be available for affordable home ownership as part of the overall affordable housing requirement. This is the case apart from when the proposal provides solely for Build to Rent, specialist accommodation to meet specific needs, is self-build, or is exclusively for affordable housing, entry level exception sites or rural exception sites.

The remaining Affordable Dwellings (20% of the total number of dwellings on-site) must be of an affordable rental tenure, with the Council having a specific preference for either Social or Affordable rent.

Despite the high need for affordable housing in Rossendale, the SHMA recognises that there is a need to balance the delivery of affordable housing against viability of delivery. The requirement in terms of tenure will be based on the housing need at the time of submission of the planning application. Further details will be provided within this Supplementary Planning Document.

Affordable Housing

2.3 Strategic Housing Market Assessment (SHMA)

As part of the examination of the Local Plan the Council commissioned Lichfields to conduct a SHMA in 2016, with an update produced in 2019. This SHMA shaped the Local Plan policies on Affordable Housing requirements and tenures and identified a “significant affordable housing need in Rossendale”.

A specific need for Social / Affordable rental properties was identified (70% of Affordable Housing needs), hence why Policy HS3 of the Local Plan seeks a higher rate of Social / Affordable rent tenures than Affordable Home Ownership.

2.4 Housing Strategy

The primary aim of the Housing Strategy is to strengthen the housing framework in the Rossendale Borough. The strategy outlines how the Council is to get the best out of its resources and build on existing relationships, both internally and with partners. This will drive forward improvements in Rossendale’s housing market, and ultimately boost the options available to residents within the borough.

3. Affordable Housing provision in Rossendale

- 3.1 As illustrated above, Policy HS3 of the Local Plan sets out when Affordable Housing is required as part of new housing developments of 10 or more dwellings (0.5 ha or part thereof).
- 3.2 In an instance where the calculation of Affordable Housing provision results in a non-whole number the Council will always round-up the number and seek this number of Affordable Dwellings e.g. 30% of 21 homes is 6.3 homes, this should be rounded-up to 7 homes and this is what the Council will seek. In this example, if the Council were to round-down to 6 homes then Policy HS3 would not be satisfied and the onus would fall upon the applicant to demonstrate why rounding-up would not be feasible.
- 3.3 The majority of Affordable Housing in Rossendale is delivered via Planning Obligations as set out in section 106 of the Town and Country Planning Act (1990) (as amended), known as “s106 agreements”. s106 agreements allow the Council greater control and security in regard to the stable delivery of Affordable Housing.

4. When on-site provision cannot be provide

- 4.1 Policy HS3 of the Local Plan states that “In exceptional circumstances, off-site provision or financial contributions of a broadly equivalent value instead of on-site provision, will be acceptable where the site or location is unsustainable for affordable housing”.

Affordable Housing

- 4.2 Where it is agreed between the Applicant and the Council that on-site provision of Affordable Housing cannot be realistically achieved then the Council will seek appropriate off-site provision / contributions to deliver Affordable Housing elsewhere. It should be noted that this approach will only be taken in exceptional circumstances where robust evidence is provided to demonstrate that on-site Affordable Housing provision is not possible. The Council will expect the applicant to evidence this and cover any reasonable costs incurred by the Council in scrutinising any such evidence.
- 4.3 If it is satisfactorily evidenced that the development cannot realistically deliver Affordable Housing then the Council will require that an Overage Clause is entered into with the Council expecting that any reasonable costs incurred in the preparation of this to be covered by the applicant. This will be decided on a case by case basis:
- 4.4 Where it is agreed that an off-site provision / contribution is acceptable, the methodology below should be followed in order to calculate the level of appropriate contributions, including uplift:

1

The Council, in liaison with the developer, will determine what proportion of the different house types would be required to be affordable if the Council's affordable housing policy were to be met on-site. The key consideration will be meeting the overall provision of affordable units and the tenure split as set out in section 2(ii) above.

2

The applicant must provide details of the Open Market Value (OMV) of the identified affordable homes. This should be based on local evidence of similar schemes and be supported by a valuation prepared by a RICS Registered Valuer.

3

The applicant must submit evidence in the form of written communication from a Registered Provider (RP) active in Rossendale which sets out how much the RP would be prepared to pay for the Affordable Dwellings on the basis that they remain affordable in perpetuity. The applicant should calculate the 'cost to developer' if the Affordable Dwellings were to be provided on site. The cost should be equivalent to the difference between the OMV and the price that the RP would be prepared to pay. e.g. if a house is worth £200,000 on the OMV and a RP would purchase the property for £120,000 then the 'cost to developer' would be £80,000. In the absence of submitted evidence that has been endorsed by the RPs the Council will use its own evidence to determine the 'cost to developer'. This evidence is likely to be based on recent transactions across Rossendale.

4

Once the total 'cost to developer' is calculated for the scheme the Council will include uplift (see following) to the financial contribution to reflect the fact that if the affordable homes are provided off-site, the number of market homes on site increases.



Affordable Housing



Uplift

In calculating the uplift the Council will apply the following assumptions: **Total Scheme [TS] = Market Homes [MH] + Affordable Homes [AH]. $MH = 0.7 \times TS$.**

In a scheme where the Affordable Housing is provided on-site then TS is the known factor. E.g. in a scheme with 100 dwellings the following split between MH & AH will be required:

Total Dwellings = 100, No. of MH = 70 (0.7 (70%) of TS), No. of AH = 30 (0.3 (30%) of TS)

However, if the AH are to be provided off-site and the application site is wholly MH then the TS increases. Here the number of MH is the known factor. The formula: **$MH = 0.7 \times TS$ is re-written as $TS = MH / 0.7$.**

Therefore, in the same scheme as above the total scheme will increase as follows: **No. of MH = 100, Total Dwellings = 143 (100 / 0.7).** As we know: **$TS = MH + AH$.**

The number of Affordable Homes [AH] will therefore be the equivalent of 43 units (i.e. 30% of the total scheme). The financial contribution for off-site affordable housing will have to reflect this. This uplift calculation can be varied dependent on the number of Affordable Homes on site. If the applicant determines that the final financial contribution would make the scheme unviable they must demonstrate this via a viability statement to the satisfaction of the Local Planning Authority.

Q1. Do you have any comments to make regarding the proposed uplift calculation for off-site contributions?

5. Affordable Housing for Rossendale

- 5.1 This section will provide more detail on the different types of Affordable Housing outlined in the NPPF and Planning Practice Guidance (PPG), how each will function within Rossendale and what the Council will seek when determining Planning Applications.
- 5.2 There are three main forms of Affordable Housing; Affordable Rental (including Social Rent & Affordable Rent), Affordable Home Ownership (including Discount Market Value) and Intermediate Affordable Housing (including Shared Ownership).

Affordable Housing

5.3 Social Rent

Social Rent housing is owned and managed by Affordable Housing Providers and is for eligible households whose needs are not met by the open market, for which guideline target rents are determined through the national rent regime.

The Council is in partnership with B-with-us, this is Pennine Lancashire's method of allocating housing association properties for rent. More information on B-with-us, including how to use the service, can be found here: www.b-with-us.com.

Provision will be made, via s106 agreements, to ensure that Social Rent housing will remain as such in perpetuity. s106 agreements will also ensure the dwelling is available only for eligible persons as outlined above and that the property cannot be offered for sub-letting. Eligibility criteria for Social Rent dwellings can be found in [Appendix One](#).

The 2019 SHMA also identified a need within the Social Rented sector for wheelchair accessible homes (meeting Optional Standards M4(3) of the Building Regulations). Applicants will be encouraged to meet these standards on-site subject to site and development considerations.

Social and Affordable Rent dwellings are the Council's preferred form of Affordable Rental dwellings due to a specific need for these tenures (as demonstrated in the SHMA), their ability to provide long-term Affordable Housing provision, and the regulation that national government provides in terms of Registered Providers.

Government's policy statement on rents for social housing can be found [here](#).



5.4 Affordable Rent

Affordable Rented housing is owned and managed by Affordable Housing Providers and is for eligible households whose needs are not met by the open market. Affordable Rents must not exceed 80% of the local market rent, inclusive of service charges and must not exceed the Local Housing Allowance (LHA) for the relevant property type in the relevant location. This is to ensure that in high value areas the affordable homes can still be affordable to those on lower incomes and who may require financial assistance towards meeting the cost of their rent.

Affordable Rented housing should remain as such in perpetuity and this will be secured via s106 agreements.

Social and Affordable Rent dwellings are the Council's preferred form of Affordable Rental dwellings due to a specific need for these tenures (as demonstrated in the SHMA), their ability to provide long-term Affordable Housing provision, and the regulation that national government provides in terms of Registered Providers.

Affordable Housing

5.5 Build to Rent and Affordable Private Rent

Build to Rent schemes generally consist of 100% purpose built housing for rent. The NPPF states that Affordable Housing on such schemes should be provided by default in the form of Affordable Private Rent, a form of Affordable Housing which has been designed specifically for Build to Rent schemes. Both Affordable Private Rent and private market rent dwellings should be managed by a single Build to Rent landlord, this does not need to be a Registered Provider.

The PPG states that national affordable housing policy requires a minimum rent discount of 20% for Affordable Private Rent dwellings relative to local market rents. This discount should be calculated when a discounted home is rented out, or when the tenancy is renewed. The rent on the discounted homes should increase on the same basis as rent increases for longer-term (market) tenancies within the development.

Eligibility for occupying affordable private rented homes will be agreed between the Council and the scheme operator on a case by case basis.

The 2019 Strategic Housing Market Assessment stated that in Rossendale, it is likely that Build to Rent schemes could cater for needs in the private rented sector, particularly for those on low to middle incomes who may desire an alternative to traditional rental options. Research conducted as part of the 2019 SHMA concluded that there is expected to be a very modest growth in the number of young single person households (+339) and also the number of households with children (+347); suggesting that any Build to Rent schemes in Rossendale should be modest in scale, and should be split broadly equally between meeting the needs of families (i.e. larger housing) and also smaller housing suited to single person households.

However, as stated in the 2016 SHMA, Research published by EC Harris in November 2013 (Build to Rent – Pushing the Boundaries) identified Rossendale as an area whereby build to rent was not viable, even if delivery costs and unit sizes were reduced.

Social and Affordable Rent dwellings are preferred by the Council due to these tenures providing long-term Affordable Housing provision, and regulation that national government provides in terms of Registered Providers, something that Affordable Private Rent may not achieve. This, coupled with the identified un-viability of Build to Rent schemes within Rossendale, mean the Council will not actively pursue Build to Rent or Affordable Private Rent as an Affordable Housing tenure.



5.6 Starter Homes

Sections 2 & 3 of the [Housing and Planning Act 2016](#) specify what constitutes a Starter Home and reference to this is made within the NPPF.

However, the secondary legislation as mentioned within the NPPF has not been published and the Government no longer has a dedicated budget for the delivery of Starter Homes. As such, this form of Affordable Housing will not be actively pursued by the Council.

Given the lack of further guidance on Starter Homes the Council will not actively pursue this tenure.



5.8 Discounted Market Sales Housing

As defined in the NPPF, Discounted Market Sales Housing, also known as Discount Market Value (DMV), are dwellings sold at a discount which is at least 20% below the identified local market value of that property agreed with the Council. Eligibility for this form of housing in Rossendale is determined with regard to local house prices, incomes, a local connection test and the suitability of the property based on the number of bedrooms and household size. Further information regarding the eligibility criteria for DMV homes can be found in [Appendix One](#).

Provision will be made, via s106 agreements, to ensure that the dwelling remains at a discounted level for eligible persons in perpetuity. Additionally, via s106 agreements, the Council will seek to make sure that DMV Homes are the sole residence of any potential purchaser and are not offered for lease in the future.

DMV homes will only be available to purchasers with an annual combined household income of, at the most, £52,500.

DMV homes can also have a sale price cap lower than the national figure of £250,000. The house price cap for Rossendale is explained below. (4)

DMV Price Cap

A cap on the sale price of Discount Market Sales housing will be applied. Rossendale Borough Council will therefore set a cap on the price of a DMV dwelling lower than the national figure. This will be set to ensure that the sale price (with discount applied) is in reach of a typical household with median earnings in the Borough, as considered above. The cap is therefore set at £174,669 (for 2023-24), the amount (based on 2022 data) that the example median household could raise. This equates to an open market property valuation of £227,070, which is comfortably higher than the median property value in Rossendale of £164,950 (2022).

This level of discount and Affordable Housing tenure will be secured via a s106 agreement, as will ensuring that the discount remains in perpetuity.

Q4. Do you agree with the DMV Price Cap? If not, please explain why e.g. too low / high, should a different methodology be used?

(4) The working out of these price caps can be found [here](#).

Affordable Housing

When someone wishes to sell a DMV house they must inform the Council and confirm the date they intend to begin marketing the property. The vendor is responsible for obtaining a market valuation of the property which will be used by the Council as the basis for the discounted sale calculation.

It is the responsibility of the vendor to market the property and ensure that the buyer they agree to sell with is one deemed eligible to purchase the property by the Council. We therefore encourage prompt application to avoid delays and unnecessary complications.

Anyone who inherits a DMV property should inform the Council of the new ownership.

5.9 Rent to Buy

Rent to Buy is an affordable route to home ownership mentioned within the NPPF, acting as a form of intermediate rent. Under this scheme, tenants are helped to save for a deposit by offering dwellings at a discount, usually 20% below market rent. More information can be found at: www.gov.uk/rent-to-buy.

In order to be eligible for Rent to Buy applicants must be:

- in full or part time employment;
- a first-time buyer (5); and
- able to pay rent & save for a house deposit simultaneously.

Applicants can apply to rent a dwelling under this scheme, and if deemed eligible, the dwelling may be offered to the applicant. The initial tenancy will be for up to 2 years, however, if more time is required to save for a house deposit then the landlord may agree to extend the tenancy. Applicants can buy a dwelling, including those under an Affordable Home Ownership scheme, as soon as an adequate house deposit has been saved and a mortgage can be secured.

The Council does not have a preference for Rent to Buy and will not actively pursue such schemes over other affordable rent options, specifically Social and Affordable Rent. However, anyone interested in the scheme can still search for relevant dwellings here: [Search for a Rent to Buy home in the north](#).

5.10 Shared Ownership

Shared Ownership is a form of Intermediate Housing which allows people who cannot afford all of a house deposit and mortgage payment for a dwelling which meets their needs to buy said dwelling.

A share (between 10% & 75%) of a dwelling is bought by a prospective purchaser and rent is also paid to a landlord on the remaining shares. A deposit (usually 5 - 10%) is also needed for the share being purchased.

The Council will consider this form of intermediate housing when making up the affordable housing make-up of a scheme as Intermediate Housing is not only a way of assisting in meeting affordable housing needs, it is also an effective way of helping people who are able to afford private market rent but cannot afford a dwelling to meet their needs get on the housing ladder.

(5) Applicants may be eligible for Rent to Buy if returning to home ownership following a relationship breakdown.

Affordable Housing

More information regarding Shared Ownership is contained on the Government website: www.gov.uk/shared-ownership-scheme.

5.11 Rural Affordable Housing

PPG stresses the importance of housing supply and affordability issues in rural areas, and the SHMA highlights that a strong demand exists for rural housing within the borough. Local Plan Policy HS11: Rural Affordable Housing – Rural Exception Sites aims to satisfy these demands by allowing a limited number of dwellings that exclusively meet local needs for affordable housing adjoining the built form of existing settlements. So long as; a) there is no suitable site available within the Urban Boundary, and b) the scale and nature of the development would be in character with the existing settlement.

5.12 Specialist Housing / Older Persons Housing

There is an identified need for specialist supported housing in Rossendale, including a strong demand for housing for older people and those with mental health needs. The SHMA identified that the number of residents aged over 65 in Rossendale is projected to increase by 6,336 by 2034. Given the substantial projected increase in residents over 65, and the current insufficient supply of specialist housing for older people, it is a priority to increase the supply of good quality accommodation tailored specifically to this demographic. Policy HS5 of the Local Plan provides guidance on how to achieve appropriate housing standards and information on Optional Standards M4(2) of the Building Regulations. In line with Policy HS5, new housing developments of 5 or more dwellings will be required to provide at least 20% of dwellings which are specifically tailored to meet the needs of elderly or disabled residents, or be easily adaptable in line with the Optional Standards M4(2).

Local Plan Policy HS15: Specialist Housing seeks to address this issue by supporting proposals for specialist housing (including retirement, extra care and supported accommodation) provided that:

- The development is well located so that shops, public transport, community facilities and other infrastructure and services are accessible to those without a car, as appropriate to the needs and level of mobility of potential residents, as well as visitors and staff;
- The development contains appropriate external amenity space of an acceptable quantity and quality;
- Adequate provision is made for refuse and storage and disposal facilities;
- It would not have an unacceptable impact on the character of the area or the amenity of the occupiers of neighbouring properties; and
- The design and layout of the accommodation and its relation to its specific broader context fully meets the requirements of the residents of the specific type of accommodation proposed.

Affordable Housing

The Local Plan allocates three sites specifically for specialist accommodation:

- H19 – Former Bacup Health Centre
- H48 – Former Waterfoot Primary School
- H61 – Land behind Buxton Street, Whitworth

All three of the sites were built out as of 31st March 2022, collectively contributing 60 additional units to the existing stock of specialist accommodation in Rossendale.

5.13 Self-Build Housing

The Government is committed to increasing the supply of self-build and custom build homes. Evidence from the SHMA indicates that the level of demand for plots is low in Rossendale, and the Council's Self-build Register supports this evidence, with only 47 people being on the register as of the 31st March 2023.

Nevertheless, Local Plan Policy HS16: Self Build and Custom Built Homes is designed to support those who are interested in this form of housing. The Council will support said people by encouraging developers of schemes comprising 50 or more dwellings to make at least 10% of plots available for sale to small builders or individuals / groups who wish to custom build their own homes, where possible. This will be subject to the Council's self-build register and site viability.

Additionally, the Local Plan identifies three sites specifically for self-build and custom build housing:

- H5 – Land South of 1293 Burnley Road, Loveclough (5 dwellings)
- H53 – Land off Lea Bank (9 dwellings)
- H56 – Hareholme, Stag Hills (9 dwellings)

Self and custom-build housing can be delivered as Affordable Housing. Where this is possible the affordability parameters, occupancy and re-sale conditions will be controlled via a s106 agreement. Where on-site affordable housing is not feasible on an applicable self-build housing scheme then off-site provision / contribution will be sought.



6. Other

6.1 Outline Applications

It will be necessary to agree in principle the delivery of Affordable Housing at the Outline Application stage, if applicable. This will then be applied to any Reserved Matters Application received.

6.2 Larger Homes (the 0.5 hectare rule)

Where a Planning Application is submitted for nine or fewer dwellings but is on a site which is 0.5 hectares, Policy HS3 still applies and a requirement of at least 30% affordable dwellings will be sought. Such sites may not viably be able to provide on-site affordable dwellings, as such, off-site provision or a monetary contribution may be acceptable.

It is advised that prior to Planning Applications being submitted for said developments the developer should engage in Pre-Application discussions with both the Local Planning Authority and the Strategic Housing Team. This would allow the early determination of what off-site provision or monetary contribution should be provided. This can be achieved by utilising the Local Planning Authority's Pre-Application Advice & Guidance service.

6.3 Vacant Building Credit

The Government's PPG provides an incentive for the development of brownfield sites which contain vacant buildings in the form of 'vacant building credits'. These credits can be applied to developments where a vacant building is brought back into lawful use, or is demolished in order to make way for a new building.

Where the development proposes an increase in the amount of overall floorspace, the Council will calculate the amount of affordable housing contributions required in line with the existing policy in the Local Plan. However, a Vacant Building Credit should then be applied which is equivalent to the gross amount of floorspace bring brought back into use or created via a new building.

For example:

- A proposal is submitted to demolish a small vacant mill building which has a gross floorspace of 1000sqm and replace it with a new apartment building with a gross floorspace of 2000sqm and 40 apartments contained within.
- As the new gross floorspace is twice as much as the old gross floorspace, the affordable housing contribution should be half as much as what is asked for in the Local Plan after the Vacant Building Credit has been applied.
- This means that of the 40 apartments, the Council will only ask for an Affordable Housing contribution of 15%, equating to 6 affordable dwellings.

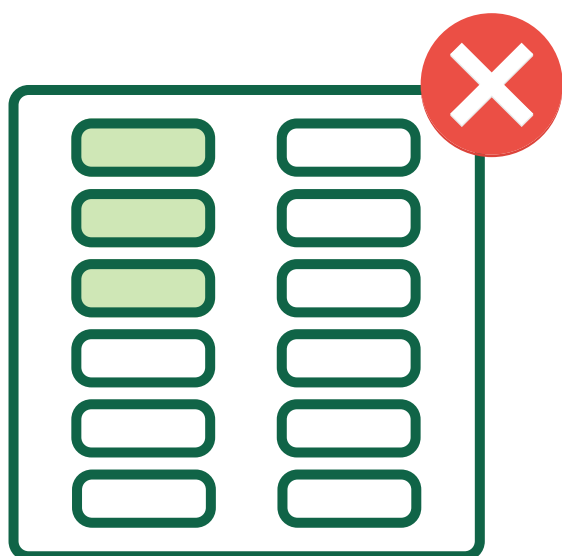
Affordable Housing

Vacant Building Credits do not apply where the building has been abandoned or been made vacant for the sole purpose of re-developing the site. Each proposal will be assessed on a case by case basis. In instances where buildings are demolished or removed on health and safety grounds it will be at the discretion of the Council whether or not to apply vacant building credit.

The Council's current policy is to protect and enhance existing employment sites. More information regarding this can be found in the Re-use and Re-development of Employment Land SPD.

6.4 Layout and Design

Policy HS3 of the Local Plan states that "Within larger housing developments, the affordable housing will be evenly distributed throughout the development". The concentration of all Affordable Dwellings in one section of a development will not be considered acceptable by the Council. Below is a simplified site layout demonstrating appropriate and inappropriate Affordable Dwelling distribution (green representing the Affordable Units).



Inappropriate distribution



Appropriate distribution



Appendix One - Eligibility Criteria

Detailed below is the eligibility criteria that applicants must meet to be able to fulfil in order to be considered for the type of affordable housing that they are applying for. These eligibility criteria should be used within the drafting of s106 agreements for applicable sites.

7.1 Social /Affordable Rent

An Approved Person must meet the following Eligibility Criteria for the Social / Affordable Rented Units:

- Applicants must be deemed to be in Housing Need;
- Applicants must be able to demonstrate a housing need for a property type;
- Applicants must have a local connection with the area in which they are seeking to live. For the avoidance of doubt please see the section below detailing the Local Connection Test for Social / Affordable Rented dwellings; and
- The Social / Affordable Rented Units must be the applicant's sole or principle home.
- Provided Always that notwithstanding the above the Council and Affordable Housing Provider may agree between themselves any amendment to the Eligibility Criteria where the Council shall deem it reasonable to do so and provided further that after such amendments are applied the applicant is able to demonstrate a housing need for a property type.
- Upon allocation of the Social / Affordable Rented Units for first lets and all subsequent lets the Affordable Housing Provider will confirm the details of each successful applicant detailing the criteria by which they qualify and the property address allocated to them and send this information to the Council.

Q5. Do you think that anything should be amended / removed / added to the Social / Affordable Rent Eligibility Criteria?

7.3 Shared Ownership / Discount Market Value

In order to be eligible for Shared Ownership / Discount Market Value dwellings applicants must:

- Be deemed to be in need of financial assistance to purchase a property on the open market;
- Be able to demonstrate a housing need for a property type;
- Pass the Local Connection Test with the area in which they are seeking to live. For the avoidance of doubt please see the section below detailing the Local Connection Test for Affordable Home Ownership; and
- The Affordable Housing Unit must be the applicant's sole or principal home.
- Applicants will only be authorised to proceed with the tenancy / lease (as applicable) after meeting the criteria above. Applicants will normally only be permitted to occupy Affordable Housing Units with an excess of one bedroom for their current housing need, however discretion may be showed where it is reasonable to expect a household's need increase.
- Provided Always that notwithstanding the above the Council and Affordable Housing Provider may agree between themselves any amendment to the eligibility criteria set out in this Schedule where the Council shall deem it reasonable to do so and provided further that after such amendments are applied the applicant is able to demonstrate a housing need for a property type. The applicants must use the accommodation as their main and principal residence.
- If after the Affordable Housing Units have been marketed for 6 months there is no interest from applicants who comply with paragraphs 1 and 2 applicants who are ordinarily resident within the Borough can be considered as well as applicants who can demonstrate a need for affordable housing.

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- In order to be eligible for Shared Ownership applicants must:
 -
 - Not have a household income over £80,000 a year;
 - Not be able to afford all of a house deposit and mortgage payments for a dwelling which meets their needs; and
 - One of the following must be true:
 - o you are a first-time buyer
 - o you used to be a homeowner but can no longer afford to buy a new one
 - o you are forming a new household (e.g. following relationship breakdowns)
 - o you are an existing shared owner and wish to move
 - o you are a homeowner but can't afford a new home that meets your current needs

Q7. Do you think that anything should be amended / removed / added to the Shared Ownership / DMV Eligibility Criteria?

7.4 Local Connection Test

A Local Connection Test is something that an applicant for some forms of Affordable Housing needs to pass in order to be deemed eligible for said housing. The Council will make use of one of two different Local Connection Tests dependent upon whether the Affordable Housing is for Affordable Rent or Affordable Home Ownership. Additionally, given their unique circumstances Armed Forces personnel, veterans and their spouses / civil partners are not required to comply with the following Local Connection Test so long as they can evidence that they meet the definition of an “Armed Forces Member”.⁽⁶⁾

The parameters of the Local Connection Test that need to be met to be deemed eligible for Social / Affordable Rental dwellings are detailed below:

- Applicants who, for a period of 6 months immediately prior to proposed occupation of an affordable dwelling, or 3 years out of the last 5, had their only or principal home in the Council's administrative area; or
- Applicants who, for a period of 12 months immediately prior to proposed occupation of an affordable dwelling, have had their only or principal place of employment within the Council's administrative area; or
- Applicants who have, immediately prior to the proposed occupation of an affordable dwelling, had a Close Supporting Family Connection, living within the Council's administrative area for a continuous period of 5 years.

The parameters of the Local Connection Test that need to be met to be deemed eligible for Affordable Home Ownership dwellings are detailed below.

(6) “Armed Forces Member”: a member of the Royal Navy, Royal Marines, British Army or Royal Air Force or a former member who was a member within the five years prior to the purchase of the Affordable Dwelling, a divorced or separated spouse or civil partner of a member or a spouse or civil partner of a deceased member or former member whose death was caused wholly or partly by their service

Affordable Housing

First preference shall be given to applicants who:

- for a period of 12 months immediately prior to proposed occupation of an affordable dwelling, or 3 years out of the last 5, had their only or principal home within the same ward as the application site; or
- for a period of 12 months immediately prior to proposed occupation of an affordable dwelling, have had their only or principal place of employment within the same ward as the application site; or
- have, immediately prior to the proposed occupation of an affordable dwelling, had a Close Family Connection, living within the same ward as the application site for a continuous period of 5 years.

If no person qualifies under paragraph 1 above, second preference shall be given to applicants who:

- for a period of 12 months immediately prior to proposed occupation of an affordable dwelling, or 3 years out of the last 5, had their only or principal home within a bordering ward to the ward the application site is within; or
- for a period of 12 months immediately prior to proposed occupation of an affordable dwelling, have had their only or principal place of employment within a bordering ward (within the Council's administrative area) to the ward the application site is within; or
- have, immediately prior to the proposed occupation of an affordable dwelling, had a Close Family Connection, living within a bordering ward to the ward the application site is within for a continuous period of 5 years.

If no person qualifies under paragraph 2 above, third preference shall be given to persons who:

- for a period of 12 months immediately prior to proposed occupation of an affordable dwelling, or 3 years out of the last 5, had their only or principal home within the Council's administrative area; or
- for a period of 12 months immediately prior to proposed occupation of an affordable dwelling, have had their only or principal place of employment within the Council's administrative area; or
- have, immediately prior to the proposed occupation of an affordable dwelling, had a Close Family Connection, living within the Council's administrative area for a continuous period of 5 years.

Before Qualifying Persons as described in paragraph 3 above shall become eligible for occupation, the Affordable Unit shall have been marketed for sale subject to the above categories 1 and 2 above for a period of at least 12 weeks, evidence of which shall be provided to the Council.

Q8. Do you think that the Local Connection Test is appropriate for Rossendale? Is there anything that you would change?

7.5 Close Family Connection

For the avoidance of doubt, the Council defines a Close Family Connection as one of following: spouse, civil partner, parent / guardian, children and siblings. We will also allow family associations through marriage and civil partnership e.g. stepparents, children. Other forms of Close Family Connection may be considered on a case by case basis.



Affordable Housing

Q9. Is there any other relationship you think should be classed as a “Close Family Connection”?

7.6 Household Size

Households who will fully occupy the discounted sale property, or have a defined housing need, will be given priority. If a suitably sized household cannot be found, then households who will under-occupy will become eligible, starting with those who would only under occupy by one room and going beyond that if no applications are received within a specified time frame.

Appendix Two - Price Cap Calculations

In order to calculate the Price Caps for Discount Market Value dwellings, the following methodology has been utilised. Using data from the Office for National Statistics also allows the Council the opportunity to annually update these figures.

Median annual earning in Rossendale	£26,245
Median annual earning p/ household in Rossendale	$£26,245 \times 1.5 =$ £39,368
Mortgage Multiplier	$£39,368 \times 4 =$ £157,472
+10%	$£157,472 \times (10/9) =$ £174,969
Total price that could be raised by a median household in Rossendale.	£174,969

Median house price in Rossendale is £164,950, lower than what can be raised by a median household in Rossendale using the above methodology.

The data used in this methodology was taken from the Office for National Statistics “[House price to workplace-based earnings ratio](#)” dataset published in March 2023.

Q10. Do you agree with this methodology? If there are any comments, please clearly state which part of the document you are referring to by using page numbers, headings and content numbers.



ROSSENDALE
BOROUGH
COUNCIL

www.rossendalebc.gov.uk

Rosendale Borough Council,
The Business Centre,
Futures Park, Bacup,
OL13 0BB.



Equality Impact Assessment

The council carry out Equality Impact Assessments (EIA) to analyse the effects of our decisions, policies or practices.

Throughout this document, policy refers to any policy, strategy, project, procedure, function, decision or delivery or service.

The EIA should be undertaken/started at the beginning of the policy development process before any decisions are made.

Policies are developed and reviewed using a consultative approach involving relevant internal and external stakeholders. Officers must consider what action needs to be taken to help overcome or minimise any disadvantages that people who share a protected characteristic will experience in compliance with the Equality Act 2010.

Name of policy:	Affordable Housing Supplementary Planning Document
Lead officer name	Jacob Landers
Job title	Senior Planning Officer (Forward Planning)
Service area	Planning
Telephone contact	01706 252412
Email contact	jacoblanders@rossendalebc.gov.uk
Date Assessment commenced	20/11/23
Date assessment completed	17/05/24

The main aims/objectives of this policy are:

The Affordable Housing SPD provides further detail to accompany and support the implementation of Policy HS3 of the adopted Local Plan. This detail should provide greater clarity to developers, Planning Agents, Planning Officers and the public as to what quantity and tenure type of Affordable Housing would be appropriate on a potential residential development site.

The SPD sets out the Council's preferred form of long-term affordable housing provision tenures, price & income caps for certain forms of affordable house ownership, uplift mechanisms and eligibility criteria for the different affordable dwelling tenures.

Indicate the status of the policy or decision

New/proposed Modified/adapted Existing

Indicate protected characteristics have been assessed

Age	<input checked="" type="checkbox"/>	Disability	<input checked="" type="checkbox"/>	Gender reassignment	<input checked="" type="checkbox"/>
Religion/belief	<input checked="" type="checkbox"/>	Sexual orientation	<input checked="" type="checkbox"/>	Sex	<input checked="" type="checkbox"/>
Pregnancy/maternity	<input checked="" type="checkbox"/>	Race	<input checked="" type="checkbox"/>	Marriage or civil partnership	<input checked="" type="checkbox"/>

1. State any positive or negative impact on the protected characteristic(s) (added additional rows if needed)

Protected characteristic	Positive/Negative	How does it impact?
Age	Neutral	The benefits of the document would be equal as they apply to the public generally
Disability	Neutral	The benefits of the document would be equal as they apply to the public generally.
Religion/belief	Neutral	The benefits of the document would be equal as they apply to the public generally.
Race	Neutral	The benefits of the document would be equal as they apply to the public generally.
Pregnancy/maternity	Neutral	The benefits of the document would be equal as they apply to the public generally.
Sexual orientation	Neutral	The benefits of the document would be equal as they apply to the public generally.
Gender reassignment	Neutral	The benefits of the document would be equal as they apply to the public generally.
Sex	Neutral	The benefits of the document would be equal as they apply to the public generally.
Marriage or civil partnership	Neutral	The benefits of the document would be equal as they apply to the public generally.

2. Explain and give examples of any evidence/data used (add additional rows if needed)

Evidence	How does this have an impact on the protected characteristic?
----------	---

Office for National Statistics “House price to workplace-based earnings ratio” dataset (March 2023)	N/A
---	-----

3. Outcome of EIA

What course of action does this EIA suggest you take?	Please indicate
Outcome 1- The EIA has not identified any potential for negative impact on the protected characteristics. Progress to EIA approval – section 5	<input checked="" type="checkbox"/>
Outcome 2- The EIA has identified a possibility for negative impact on the protected characteristics. An EIA Action Plan must be completed to mitigate the negative impact – section 4 before approval section 5	<input type="checkbox"/>

4. EIA action plan

Based on the above impact assessment, findings/evidence and outcomes identified, please complete the Action Plan below. The action plan should address:

- Any gaps in findings/evidence research including any consultation or engagement regarding the policy and its actual/potential impacts
- How you will address any gaps
- What practical changes/action that will help reduce any negative impacts identified
- What practical changes/action that will help enhance any positive contributions to equality

Negative impact identified	Action required	Lead officer	To be completed

Monitoring and reviewing the effect of the policy

Please state how you will monitor the impact and effect of this policy

The Affordable Housing SPD will be monitored for effectiveness as part of the annual Authority Monitoring Report (AMR), this will cover how many affordable dwellings have been approved / delivered in the monitoring period and what tenure they are.

The need for a review of the policy will be determined as part of the AMR process and also any future Local Plan review.

5. EIA approval (to be completed by the relevant Head of Service/Director)

- Outcome of EIA agreed/approved by Management Team: (date)

- Published on council website: (date)

Signed: (Head of Service/Director) (date)

BIODIVERSITY IMPACT ASSESSMENT

Name of Policy, Decision, Strategy, Service or Function, Other: (please indicate)	Draft Affordable Housing Supplementary Planning Document (SPD)	
Lead Officer Name(s) & Job Title(s) :	Anne Storaah – Principal Planning Officer Jacob Landers – Senior Planning Officer	
Department/Service Area:	Planning	
Telephone & E-mail Contact:	01706 252418 and 01706 252412	
Date Assessment:	Commenced: 21/05/2024	Completed: 20/08/2024

The Council has a duty to protect and enhance biodiversity under the Environment Act 2021. This assessment must be completed for all key decisions included in the Forward Plan to analyse the effects of our decisions, policies or practices.

Stage 1 This stage determines whether a full assessment is required

1.1 Description of the proposed decision

The policy will provide further details and guidance on Affordable Housing within the borough, specifically in relation to different affordability tenures. Detail is provided in this SPD about Eligibility Criteria, Local Connection Tests and Affordable Home Ownership tenure Price Caps. A new approach to calculating off-site commuted sum payments is included.

The policy itself will not have any implications as it will be a material consideration in the determination of planning applications relating to housing.

1.2 Will the proposed decision have any impacts on the type, area (or length) or conditions of natural habitats within the Borough?

Yes No

If no, proceed no further if yes continue to stage 2

Stage 2 This stage helps understand whether any impact on biodiversity is positive or negative.

2.1 Will the proposed decision have a positive or negative impact on biodiversity? (A positive impact would increase the range of

species or habitats or increase the protection of existing habitats, a negative impact would do the opposite.)

Positive Negative

2.2 **Describe the impact, in particular drawing attention to scale. Also please state if the impact will affect a [Habitat or Species of Principal Importance](#), [Irreplaceable Habitat](#) (it is possible to check for those on [PlanWeb](#) or [Magic](#) map) or if the project will affect a habitat or specie identified on Lancashire's Biodiversity Action Plans (please visit <https://www.lbap.org.uk/home.htm> for more information).**

2.3 If the impact is positive you need go no further.

Stage 3 This stage allows any negative impact to be balanced against the other positive benefits of the proposed decision using the framework created by the wellbeing power set out in the Local Government Act 2000

3.1 **Indicate the benefits which will be delivered by this decision under the following headings. As far as possible quantify benefits (eg by jobs created).**

**Economic
Environmental
Social**

3.2 **Are there steps which are planned or could be taken to mitigate the impact on biodiversity (eg relocating certain species during building work, improving a natural habitat somewhere else to offset the impact of this project).**

Stage 4 This stage sets out the balance between the negative impacts on biodiversity and the other positive impacts so that Councillors can make an informed decision.

Positive impacts
(eg X jobs created)

Negative Impacts
(eg acres of habitat lost)

Subject:	Consultation on Draft Open Space, Playing Pitch and Indoor Sport Facilities SPD and Adoption of Rosendale Indoor and Built Sport Facilities Assessment and Strategy	Status:	For Publication		
Report to:	Overview & Scrutiny	Date:	9 September 2024		
Report of:	Head of Planning	Lead Member:	Planning, Licensing and Enforcement		
Key Decision:	<input type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception	<input type="checkbox"/>	Special Urgency	<input type="checkbox"/>
Equality Impact Assessment:	Required:	Yes	Attached:	Yes	
Biodiversity Impact Assessment:	Required:	No	Attached:	No	
Contact Officer:	Anne Storah / Nat Davies	Telephone:	01706 252418 / 252415		
Email:	annestorah@rossendalebc.gov.uk ; nathaeledavies@rossendalebc.gov.uk				

1. RECOMMENDATION(S)

- 1.1 To consider and approve the Draft Open Space, Playing Pitch and Indoor Sport Facilities Supplementary Planning Document (SPD) for a 4-week public consultation.
- 1.2 Minor amendments, including formatting changes, to the Draft SPD to be delegated to the Head of Planning and Lead Member prior to consultation.
- 1.3 The final version of the SPD to be considered by Cabinet for adoption following the public consultation exercise.
- 1.4 To note the contents of the Indoor and Built Sports Facilities Assessment and Strategy for publication.

2. EXECUTIVE SUMMARY

- 2.1 The Council adopted the Open Space and Play Equipment Contributions SPD in September 2008. This includes contributions to playing pitches and is used to calculate developer contributions, with costs updated annually in line with inflation.
- 2.2 Policy HS6 of the adopted Local Plan commits the Council to updating this SPD, in line with the recommendations of the most recent Open Space Study to “establish a mechanism for calculating site specific open space requirements (on and off-site including maintenance) and open space design principles”. Similarly Policy HS7 requires contributions to improve existing playing pitches and provision of an all-weather pitch “where there is an identified local need or Borough wide importance”. Policy LT1 notes the Council’s intention to produce an Indoor Sports Strategy to ensure “any future decision on the provision of all sports facilities are based on robust and up-to-date evidence base.”
- 2.3 Draft Open Space, Playing Pitch and Indoor Sport Facilities Supplementary Planning Document (SPD)

- The [Rosendale Local Plan 2019 to 2036](#) Policy HS6 (Open Space Requirements in New Housing Developments) commits the Council to undertake an update to the [2008 Open Space and Play Equipment Contributions SPD](#);

- The draft SPD proposes a new approach to set out planning requirements for large residential schemes to provide or contribute to open space, playing pitch or indoor built sport facilities provision in the Borough;
- For open spaces, a site by site approach is proposed based on local quantity, accessibility and quality information based on the [Open Space Study \(2021\)](#) (rather than the current blanket approach for the whole Borough). There is an option to set out different standards but this will need to be justified;
- New requirements for indoor and built sport facilities are proposed to be introduced;
- To calculate contributions towards playing pitches and indoor sport facilities planning, the use of Sport England’s calculators is proposed.

2.4 The Council commissioned consultants to undertake a number of studies. The Open Space Study was required by the Local Plan Inspectors. The Playing Pitch and Outdoor Sports Study (approved by 2022) and the Indoor and Built Sports Facilities (not as yet published) were undertaken alongside the Open Space Study. All of the studies are informing the Draft SPD on Open Space, Playing Pitches and Indoor Sports Facilities.

2.5 Indoor and Built Sport Facilities Study

- The Indoor and Built Sport Facilities Assessment and Strategy was prepared to inform the Local Plan 2019 to 2036 policies.
- The assessment outlines the following:
 - Village Halls - two thirds of the population live more than 800m from a village hall;
 - Sports Halls - there is a lack of provision in Bacup and about half of the Borough’s population live within a 20 minute walk from a large sports hall;
 - Swimming Pools - Sport England’s Facilities Planning Model suggests a shortfall of a 6 lane 25m pool. Most residents use facilities in neighbouring authorities.
 - Health and Fitness Suites - Modelling suggests enough supply to meet demand;
 - Ski facilities - good quality facility, needs continued investment to maintain quality and attractiveness;
 - Gymnastics – a development plan is needed to develop the sport in the area;
 - Indoor Bowls – no sufficient demand for such a facility;
 - Squash – continue maintenance of 2 courts at Adrenaline Centre;
 - Martial Arts- all clubs have the capacity to accommodate further demand.
- The Strategy notes that the principal challenge for Rossendale “is to ensure that its stock of facilities continues to be fit for the future and viable”. It suggests a vision and 4 strategic objectives which are set out in the Background section of this report.

3. BACKGROUND

3.1 The Council adopted the Open Space and Play Equipment Contributions SPD in 2008. This also includes contributions to playing pitches. It is still used to calculate developer contributions, albeit costs have been updated in line with inflation. During the Local Plan Examination, the Planning Inspectors requested additional evidence specifically regarding the Borough’s open space, playing pitches and indoor built sport facilities provision.

3.2 The Council commissioned Knight Kavanagh and Page (KKP) to undertake these studies. The Open Space Study was prioritised to inform the site allocations and published as part of the Local Plan examination library 8. Sport England noted to the Planning Inspectors that the other two studies were proceeding well and “will be robust documents that inform and help deliver Local Plan policies”. Please note these were based on the old ward boundaries and it is not possible to update the Reports at this stage.

- 3.3 A statement of common ground between Sport England and Rossendale Borough Council (EL8.017.1), acknowledges a need to prepare an assessment of indoor built sports facilities but not to delay the progress of the Local Plan. At Sport England’s request wording was added to Policy LT1 for the Council to produce an Indoor Sports Strategy to ensure “any future decision on the provision of all sports facilities are based on robust and up-to-date evidence base”. As a result the Local Plan Examination was able to proceed without the finalisation of these two studies.
- 3.4 The Playing Pitch Study was adopted and published on the Council’s website in 2022. The study, focussing on indoor built sport facilities has not been published as it was agreed to delay publication until the SPD was drafted to explain how deficiencies would be addressed. The gaps in provision identified in the study and the importance of maintaining existing facilities justifies the introduction of indoor recreation facilities in the updated SPD.
- 3.5 Policies HS6 and HS7 of the Local Plan commit the Council to update a supplementary planning document to set out the requirements for open space and playing pitch provision in the Borough. Policy SD3 sets out that, where developments will create additional pressure on services or facilities such as sports and recreation facilities, the Council may seek a contribution to address this. It is intended to update the existing Open Space and Play Equipment Contributions SPD (2008) using the findings and recommendations from these studies. As Sport England advises not to use local quantity standards for identifying the requirement for playing pitches and recreation facilities, the draft SPD proposes to use the Sport England calculators to estimate the additional pressure on these facilities from a proposed development and then to calculate developer contributions to ease this by either maintaining or improving existing facilities or to pool resources to provide new facilities.
- 3.6 The draft SPD proposes to rely on the use of local quantity standards from the Open Space Study as well as on information regarding the quality and accessibility to these open spaces to calculate local planning requirements. There is an option to set out different standards upon which to base planning requirements (for example the Fields In Trust national guidance), however, a different approach would need to be justified. The draft SPD also sets out a methodology to seek either new provision on-site (e.g. amenity greenspace) or a financial contribution to maintain and improve existing spaces or to pool resources towards the creation of a new open space (e.g. allotments) depending on the scale of the development. Further information is provided in the details section.

4. DETAILS

- 4.1 The section below sets out the findings specifically from the Indoor and Built Sports Facilities Assessment and Strategy (IBSFS). It will then provide further details on the draft SPD. The study assessed the current provision for indoor sports in terms of quantity, quality and accessibility and considered whether existing provision meets the demand. Recommendations have been made in order to further improve the provision of built sport facilities in Rossendale, as discussed below.

Indoor and Built Sports Facilities Assessment

- 4.2 This study assessed the supply and demand for village/community halls, sports halls, swimming pools, health and fitness suites, ski facilities, gymnastics, indoor bowls, squash and other pools. It undertook an audit of the facilities and the findings are discussed below:

- **Village/ Community Halls**

- 18 Village Halls in the Borough, no provision in the rural areas to the west and south

- Further works needed to understand the quality and age of the halls with a view to establish a register
 - Two thirds of the population live more than 800m from a village hall
 - Availability dependent on the good will of volunteers
 - Need to support village halls to manage community spaces. Village Halls will enable the ageing population to access facilities close to where they live.
- **Sports Halls**
 - 20 sports halls providing 35 courts (sufficient in size for badminton court)
 - Lack of provision in Bacup
 - 7 sport halls of 3+ badminton size courts (which can accommodate major indoor team sports), 6 within schools/ academies and only 1 in use as a public leisure centre
 - About half of the Borough's population live within 20 mins' walk from a large sports hall and almost all of the population live within 20 mins' drive from a large sports hall.
 - Increasing the number of hours for community schools' facilities to be opened for the public should be explored for Haslingden High School, All Saints Catholic High School and Bacup & Rawtenstall Grammar School
 - Sport England's Facilities Planning Model suggests there is a balance between supply and demand, however KKP suggests growth is restricted by facility availability
 - Based on population projection there is likely to be a need for 0.8 additional badminton courts by 2034 (at a cost of approximately £475,000) which could be addressed by refurbishing and renewing existing facilities
- **Swimming pools**
 - 4 swimming pools at Marl Pits Leisure Centre and Whitworth Leisure Centre all rated as below average
 - Only one fifth of Rossendale's residents live within 20 mins' walk of a swimming pool however most residents live within 20 mins' drive from a pool. Rossendale is a net exporter of demand into neighbouring authorities.
 - Sport England Facilities Planning Model suggests a shortfall of a 6 lane 25m pool. The majority of residents use facilities in neighbouring authorities. The Facilities Calculator suggests the need for an additional 0.55 lanes based on projected increase population by 2034 at a cost at least £500,000.
 - The quality of both venues should be improved in the short term to ensure a reliable provision. In the long term, a larger facility at Marl Pits and a replacement facility at Whitworth Leisure would help meet the demand, or a new facility could be considered elsewhere together with investment and refurbishment at the existing venues.
- **Health and fitness suites**
 - 12 health and fitness gyms in Rossendale with 469 pieces of equipment but only 11 available to the public, the majority are rated above average;
 - Two thirds of the population live 20 mins' walk from a health and fitness studio and all of the population live within 20 mins' drive from such facility;
 - Modelling suggests enough supply to meet the demand although Marl Pits Leisure Centre is very busy at peak time;
 - There are 13 dance studios in the Borough most of them rating above average
- **Ski facilities**
 - 3 slopes ski centre at Ski Rossendale;
 - Good quality facility but continued investment needed to maintain quality and attractiveness;
 - It serves the need of 4 ski clubs

- **Gymnastics**

- There is no dedicated gymnastics venue in Rossendale although a trampoline club uses The Valley Leadership Academy;
- Rossendale is within a 20 mins' drive from neighbouring authorities facilities however there appears to be a gap in the centre of the Borough;
- A full gymnastics development plan is needed to develop the sports in the area. A demand assessment is also required to understand if a dedicated gymnastics facility is needed in the Borough.

- **Indoor bowls**

- There are no indoor bowls facilities but short mat bowls and carpet bowls is played in several village halls and at the Adrenaline centre in winter;
- Although the English Indoor Bowls Association would be keen for a purpose-built indoor facility based on the rising number of older residents, the audit did not find sufficient demand for a purpose-built facility as the projected increase in population and housebuilding is unlikely to generate sufficient demand.

- **Squash**

- 2 courts at the Adrenaline Centre rated above average;
- 58% of Rossendale's residents live within 20 mins' drive from the facility and there is no provision in the east of the Borough;
- Haslingden Squash Club is increasing its membership and reported that the facilities are full to capacity at various times;
- Continued maintenance is needed to maintain the 2 courts quality.

- **Other sports**

- There are several martial arts clubs in the Borough; these hire space from schools or use old mills;
- Quality varies and continued investment is needed to maintain quality;
- All residents live within a 20 mins' drive from martial art clubs;
- All clubs have the capacity to accommodate further demand.

Recommendations from the Indoor and Built Sport Facilities Strategy

4.3 The study notes the principal challenge for Rossendale "is to ensure that its stock of facilities continues to be fit for the future and viable". It should continue to cater for its core market of people already undertaking activities but should try to attract a more diverse and ageing population, including people living in areas of high deprivation. People living in rural areas and the east of the Borough should also be able to access sports facilities.

4.4 The study proposes the following vision for Rossendale:

"To create and maintain high quality, sustainable leisure and sports facilities which meet community need, increase participation, help tackle health and age issues and provide accessible, inclusive activities for Rossendale residents as part of an active lifestyle"

4.5 Alongside general strategic objectives for the short-term, medium-term and long-term, the study produced the following specific strategic objectives:

- Commission a feasibility study to assess the potential to replace Whitworth Leisure Centre with a new leisure and wellness centre in the East of the Borough. *[RBC will need to identify a site].*

- Commission a study to assess the feasibility of either extending/refurbishing existing swimming provision at Marl Pits Leisure Centre or locating a new swimming pool at the Adrenaline Centre. *[Trainer pool is not adequate, nor number of lanes for the population even with timetable changes etc].*
- Work with selected schools to increase the availability of their indoor sports facilities for community sport and physical activity use. *[In particular All Saints Catholic High School and Bacup and Rawtenstall Grammar School. LCC input needed too].*
- Increase participation in sport and physical activity from people living in areas of higher deprivation *[including payment options].*

4.6 An Action Plan should be prepared to deliver on the recommendations of the strategy and it should be monitored on an annual basis.

Draft Open Space, Playing Pitch and Indoor Sport Facilities Supplementary Planning Document

Overview

4.7 The draft SPD aims to update the current document, which was adopted in 2008, to incorporate the findings of the recent studies undertaken which assessed the provision for open space, playing pitches and indoor and built sport facilities in the Borough.

4.8 The draft SPD proposes a new methodology to calculate open space requirements for major residential schemes (10 dwellings or more) where:

- there is an existing quantity shortfall in the local area (based on local quantity standards derived from the Open Space Study),
- or if the development is located outside of an accessibility catchment,
- or there are poor quality open spaces within the accessibility catchment.

4.9 The local quantity standards for each category of open space (e.g. amenity green space, children play area, allotments, natural & semi natural space) are expressed in surface area per 1,000 inhabitants. To calculate the amount of open space needed for a new development, the quantity standards will be expressed in surface area per the extra population generated by the development (using average 2.3 person per household in Rossendale).

4.10 If the type of open space cannot be provided on-site, a planning contribution will be sought, to improve or maintain open space in the catchment/local area or to pool resources to create a new open space. The financial off-site contribution is calculated applying average costs for the creation or improvement of existing open spaces based on various sources described in Appendix 4 of the draft SPD.

4.11 Regarding playing pitches and indoor sport facilities planning requirements, in accordance with Sport England’s advice, the draft SPD will not use local quantity standards but instead the contributions will be calculated using the Sport England calculators, which will be populated with the latest information on the number of sports’ team in Rossendale.

4.12 The draft SPD also introduces the voluntary Urban Greening Factor index developed by Natural England to encourage green covering in urban areas. An Urban Greening Factor of 0.4 is recommended for residential areas and of 0.3 for commercial sites.

Internal Consultation

4.13 The Draft SPD was shared internally with officers from the Planning, Green Spaces and Communities teams. To facilitate the consultation, questions are embedded within the document. Three comments were received. One suggested to remove the reference to “Our

Place, Our Facilities, Our Plan Strategy” but it was decided to keep it in for now. Most other comments agreed with the proposed approach outlined in the document to calculate planning requirements and planning contributions for open space and sports facilities from new major residential schemes.

- 4.14 There were mixed views over the different options regarding the setting of local quantity standards for open spaces using either the Open Space study (Option A), the Fields In Trust Guidance (Option B) or the highest of the two (Option C). Due to the fact that these local quantity standards need to be fully justified, it is considered to use the standards developed by the recent Open Space Study. As such, only Option A has been retained in the Draft SPD for the next consultation stage.

Viability

- 4.15 The Local Plan economic viability assessment update (2021) considered the open space and playing pitch contributions based on a cost of £1,800 per dwelling for open space and £750 per dwelling for playing pitches (a total of £2,550). The draft SPD suggests a cost of £1,277 per dwelling where the development falls within a historic ward with a deficiency in the quantity of all categories of open space or where it is located outside of all catchment areas for open spaces or if the open spaces within the catchment are of poor quality. In addition, a contribution for playing pitches will be sought (£803 per dwelling in March 2024 as well as for indoor and built sport facilities (e.g. £504 for swimming pool contributions as of March 2024 and £460 for sports halls provision as of March 2024). As such the maximum amount that could be requested would be £3,044 which is slightly above the costs tested in the viability assessment of £2,550 and the current commuted sum payments being sought of £2,414 per dwelling¹ (based on the 2008 SPD index-linked costs).
- 4.16 In their report on the Local Plan Examination, the Planning Inspectors noted that Policy HS6 was sufficiently flexible as it made clear that “any planning obligations will take account of development viability”. As such, the draft SPD is considered to provide reasonable and viable planning requirements to reduce the pressure from new developments on open spaces and sport facilities.

5. RISK

- 5.1 Without the Indoor & Built Sports Facilities Assessment and Strategy being approved and the draft SPD being approved, the Council could miss out on opportunities to justify and seek developer contributions or to prioritise investment for indoor sports facilities in the Borough.

6. FINANCE

- 6.1 Approving the recommendations in this report does not create any additional financial implications for the Council. Amending the process to calculate affordable housing commuted sum payments will help to secure higher financial contributions to assist the Council deliver affordable housing.

7. LEGAL

- 7.1 Legal implications are covered in the body of the report. Statutory consultation will be required for a period of at least four weeks prior to adoption of the Supplementary Planning Document.

8. POLICY AND EQUALITIES IMPLICATIONS

- 8.1 No policy implications.

¹ Note on Commuted Sum Payments for Open Space and Playing Pitch Planning Contributions (April 2024). Available at: <https://www.rossendale.gov.uk/downloads/file/18021/note-on-updated-commuted-sum-payments-for-open-space-and-playing-pitch-planning-contributions-april-2024->

- 8.2 An Equality Impact Assessment has been undertaken. This shows no adverse impacts.
- 8.3 A public consultation will be undertaken on the draft SPD.
- 8.4 Any equality implications related to this report will be given consideration in a relevant and proportionate manner.

9. REASON FOR DECISION

This will enable consultation to commence and ultimately help the Council in the justification of planning contributions from developers to enhance existing provision or create new provision in order to meet the needs of the local community.

Approval of the Indoor & Built Sports Facilities studies will ensure that the documents can be used in the assessment of contributions arising from planning applications as well as a guide to prioritise works to be undertaken (including maintenance).

Approval of the draft Open Space, Playing Pitch and Indoor Sport Facilities SPD will enable the Council to request specific planning requirements for open spaces based on the context of the local area for major residential schemes in the Borough. Also, the draft SPD will allow the Council to seek planning obligations for indoor sport facilities in addition to contributions for playing pitches.

Background Papers	
Document	Place of Inspection
Rossendale Indoor & Built Sports Facilities Needs Assessment Report (April 2020)	Attached
Rossendale Indoor & Built Sports Facilities Strategy Draft Report (April 2020)	Attached
Draft Open Space, Playing Pitch and Indoor Sport Facilities Supplementary Planning Document (SPD) (including questions for public consultation)	Attached
Open Space and Play Equipment Contributions SPD (2008)	Open Space and Play Equipment Contributions Rossendale Borough Council
Open Space Study (2021)	
Playing Pitch and Outdoor Sport Strategy – Assessment and Action Plan (March 2022)	
Equality Impact Assessment	Attached
Biodiversity Impact Assessment	Attached

ROSSENDALE BOROUGH COUNCIL INDOOR & BUILT SPORTS FACILITIES



NEEDS ASSESSMENT - FINAL REPORT

APRIL 2020

QUALITY, INTEGRITY, PROFESSIONALISM

Knight, Kavanagh & Page Ltd
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SECTION 1: INTRODUCTION

1.1 Introduction

Knight, Kavanagh & Page Ltd (KKP) was appointed by Rossendale Borough Council (RBC) to undertake an assessment of all formal sport and leisure facilities across the authority to assist it to strategically plan for the future. The importance of the assessment in providing the evidence base for the new RBC Local Plan is fully recognised. The quality and robustness of the evidence with regard to the quality and quantity of open space and sports facilities needed is fundamental to the new Plan over the 15-year period to 2034 and will be vital in informing the Authority's policies on open spaces, playing pitches and built facilities.

The assessment is part of a wider series of inter-related documents for sport and recreation that also includes a Playing Pitch Strategy (PPS) and Open Space Assessment Report (OS). The inter-relationship between the portfolio of documents must be noted as some sports covered by the PPS also use indoor facilities for matches/training or use open space areas for informal use. Similarly, there may be forms of open space which feature a playing pitch or sporting facility.

This report is a detailed assessment of current provision of indoor and built sports facilities, identifying needs (demand) and gaps (deficiencies) in provision.

1.2: Scope of the project

The report provides detail as to what exists in the Authority, its condition, location, availability and overall quality. It considers demand for facilities based on population distribution, planned growth and takes into consideration health and economic deprivation. The facilities/sports covered include village/community halls, sports halls (and associated indoor sports), swimming pools, health and fitness, ski, squash, gymnastics and indoor bowls. In delivering this report KKP has:

- ◀ Individually audited identified sports halls (conventional i.e. 3+ court halls) swimming pools (minimum size 160m²), health and fitness facilities (including, within reason, dance studios) and the wider range of facilities identified above.
- ◀ Analysed supply and demand to identify facility gaps and opportunities for improved provision.
- ◀ Sought to ensure that delivery of leisure facilities is undertaken with full reference to the corporate strategies of the Council and other relevant strategic influences.
- ◀ Identified areas of good practice and opportunities for improved service in order to drive up participation levels.

This evidence-based report provides a quantitative and qualitative audit-based assessment of the facilities identified above. It is a robust, up-to-date assessment of need and identifies opportunities for new, enhanced and rationalised provision. Specific deficiencies and surpluses are identified to inform the provision required. The specific objectives of this audit and assessment are to:

- ◀ Identify local needs and quantify levels of demand.
- ◀ Audit existing facility provision.

This process follows that set out in Sport England's Assessment Needs and Opportunities Guidance (ANOG), the methodology for assessing indoor sports need, developed by Sport

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

England. The Indoor Sport Facilities Needs Assessment Report will also accord with relevant paragraphs of the most up-to-date version of the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG).

1.3: Background

Rossendale is a district with borough status in the county of Lancashire. It incorporates a number of smaller mill towns centred on the valley of the River Irwell combining modest size urban development with rural villages. It is located south of the districts of Burnley and Hyndburn, east of Blackburn with Darwen, west of Calderdale and to the north of Bury and Rochdale. Its population is distributed across the larger towns of Bacup, Haslingden, Rawtenstall and Whitworth and the smaller settlements of Crawshawbooth, Edenfield, Helmshore, Waterfoot and Whitworth amongst others.

The borough is linked by the motorway network to Manchester, Burnley and Blackburn via the A56/M65 and M66 motorways as identified below.

Figure 1.1 Map of Rossendale with main roads



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1.4: Report structure

The Royal Town Planning Institute (RTPI) in a report entitled '*Strategic Planning: Effective Co-operation for Planning Across Boundaries (2015)*' puts the case for strategic planning based on six general principles:

- ◀ Have focus.
- ◀ Be genuinely strategic.
- ◀ Be spatial.
- ◀ Be collaborative.
- ◀ Have strong leadership and
- ◀ Be accountable to local electorates.

In the preparation of this report, KKP has paid due regard to these strategic principles and it is, as a consequence, structured as follows:

- ◀ Section 2 - review of background policy documentation (national/regional/local) and a profile of the population and socio-demographic characteristics of the Borough.
- ◀ Section 3 - description of methodology employed to assess indoor provision.
- ◀ Section 4 - assessment of village hall provision.
- ◀ Section 5 - assessment of sports hall provision.
- ◀ Section 6 - assessment of swimming pool provision.
- ◀ Section 7 - assessment of health and fitness provision.
- ◀ Section 8 - assessment of ski facilities.
- ◀ Section 9 - assessment of gymnastics.
- ◀ Section 10 - assessment of indoor bowls.
- ◀ Section 11 – assessment of squash.
- ◀ Section 12 - membership analysis.
- ◀ Section 13 - strategic recommendations.

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SECTION 2: Background

2.1: National context

Sport England aims to ensure positive planning for sport, enabling the right facilities to be provided in the right places, based on up to date assessment of needs for all levels of sport and all sectors of the community. This assessment report has been produced for RBC applying the principles and tools identified in the Sport England Guide Assessing Needs and Opportunities for Indoor and Outdoor Sports Facilities (ANOG).

Figure 2.1: ANOG model



As illustrated, Sport England regards an assessment of need as core to the planning for sporting provision. This report reviews indoor and built sporting facility needs in Rossendale and provides a basis for future strategic planning.

‘Sporting Future: A New Strategy for an Active Nation’

This Government strategy for sport was released in December 2015. It confirms the recognition and understanding that sport makes a positive difference through broader means and it will help the sector to deliver fundamental outcomes: physical wellbeing, mental wellbeing, individual development, social and community development and economic development. It has identified the following outputs.

- ◀ Maximising international and domestic sporting success and the impact of major events.
- ◀ More people from every background regularly and meaningfully taking part in sport and physical activity, volunteering and experiencing live sport.
- ◀ A more productive, sustainable and responsible sport sector.

It further identifies the following actions will need to occur that:

- ◀ Meet the needs of the elite and professional system and deliver successful major sporting events.
- ◀ Meet the needs of the customer and enable them to engage in sport and physical activity.
- ◀ Strengthen the sport sector and make it more effective and resilient.

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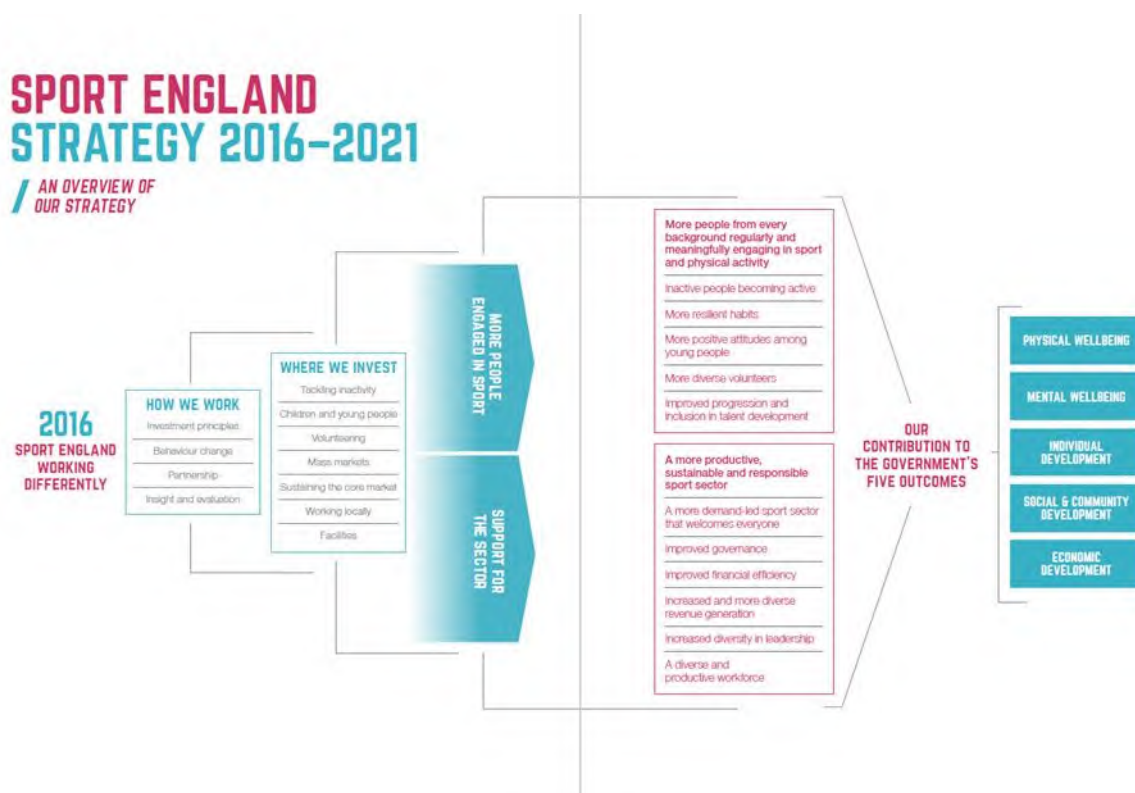
Sport England: Towards an Active Nation (2016-2021)

In its strategy, Sport England has identified that it will invest in:

- ✦ Tackling inactivity.
- ✦ Children and young people.
- ✦ Volunteering – a dual benefit.
- ✦ Taking sport and activity into the mass market.
- ✦ Supporting sport's core market.
- ✦ Local delivery.
- ✦ Facilities.

These seven investment programmes are underpinned by a new Workforce Strategy and a new Coaching Plan.

Figure 2.2: Sport England Strategy 2016-2021



Sport England is looking to invest in projects, programmes and individuals that make sure everybody can experience the many benefits of sport and activity. Its seven investment principles include:

- ✦ Ensuring a clear line of sight to the objectives in Sporting Future, thereby making a wider impact on people's lives in terms of physical wellbeing, mental wellbeing, individual development, social and community development and economic development, rather than simply driving numbers.
- ✦ Prioritising demographic groups which are currently under-represented; this includes women, older people, disabled people and people from lower socio-economic backgrounds.

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- ◀ Using the behaviour change model to guide its decisions focusing on three main challenges: tackling inactivity, creating regular activity habits and helping those with a habit to stay that way.
- ◀ Getting maximum value from all its resources which may mean contributing advice and insight or broker a collaboration rather than a cash injection.
- ◀ Expanding the supply chain, wanting to strike a balance between 'bankers' and 'innovators' to make sure it is investing in projects that deliver the outcomes while still investing in other areas that test new approaches.
- ◀ Reviewing its investment portfolio regularly, it could invest more in anything going particularly well and stop investment if a project is failing and cannot be rescue.
- ◀ Encourage increased efficiency by encouraging the sport and activity sector to diversify its funding from both private and other public sector sources.

Sport England's Strategic Facilities Fund is not a stand-alone funding stream, it is part of a portfolio of support and tools designed to strategically support the sector (local authority provision in particular). The Fund has been re-positioned within Sport England's new strategy in order to help the sector to be effective in their investment decision making. Creating a focus and vision on local outcomes, informed by customer insight and delivering interventions (capital and revenue) which effect behaviour change in the target audience and ultimately outcome delivery.

The 'Strategic Outcomes Model' (Figure 2.3) illustrates the process which Sport England would expect a local authority to follow as part of a local strategic planning process in partnership with key stakeholders and other sectors.

Figure 2.3 Sport England's Strategic Outcomes Model (vision)



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Revised National Planning Policy Framework 2019

The NPPF sets out planning policies for England. It details how these changes are expected to be applied to the planning system. It also provides a framework for local people and their councils to produce distinct local and neighbourhood plans, reflecting the needs and priorities of local communities. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It identifies the need to focus on three themes of economic, social, environmentally sustainable development:

A presumption in favour of sustainable development is a key aspect for any plan-making and decision-taking processes. In relation to plan-making, the NPPF states that local plans should meet objectively assessed needs. It is clear about sport's role delivering sustainable communities through promoting health and well-being. Sport England, working within the provisions of the NPPF, wishes to see local planning policy protect, enhance and provide for sports facilities based on robust and up-to-date assessments of need, as well as helping to realise the wider benefits that participation in sport can bring.

The *Promoting healthy and safe communities* chapter (in particular paragraphs 96-97) identifies that planning policies should be based on robust, up-to-date assessment of need for open space, sports and recreation facilities and opportunities for new provision. Specific needs, quantitative/qualitative deficiencies and surpluses should be identified and used to inform provision requirements in an area.

Economic value of sport to the nation

Sport, leisure, recreation and culture are all important economic drivers. In November 2015, sport and sport-related activity contributed £20.3 billion to the English economy. The contribution to employment is even greater with sport and sport-related activity estimated to support over 450,000 full-time equivalent jobs. Volunteering in sport, and the health benefits derived, also have an impact on the economy. The estimated economic value of sport-related volunteering is £6.9 billion. The annual value of health benefits from people taking part in sport is estimated at £21 billion.

Benefits of sport include the well-being/happiness of individuals taking part, improved health and education, reduced youth crime, environmental benefits, regeneration and community development, and to the individual and wider society through volunteering. Consumption of sport benefits includes the well-being/happiness of spectators and the national pride/feel good factor derived from sporting success/achievement.

Participation in sport contributes to reducing crime and anti-social behaviour, particularly among young people. It also has a net impact on the environment; where, for example, more people walk, and cycle, emissions and congestion can reduce. In summary, it can provide a range of economic and health benefits to Rossendale and its population as well as helping to provide jobs and opportunities to spectate and participate in physical activity.

Public Health England: Everybody Active, Everyday

In October 2014, Public Health England (PHE) produced its plan to tackle low activity levels across the country. Along with making the case for physical activity, this identifies four areas where measures need to be taken at a national and local level:

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- ◀ *Active society*: creating a social movement, shifting social norms so that physical activity becomes a routine part of daily life.
- ◀ *Moving professionals*: activating networks of expertise. Making every contact with the health sector count to push the 'active' message and to deliver the message through other sectors including education, sports and leisure, transport and planning.
- ◀ *Active environments*: creating the right spaces. Making available and accessible appropriate environments that encourage people to be active every day.
- ◀ *Moving at scale*: scaling up interventions that make us active. Maximising existing assets that enable communities to be active.

Investment in school sport

The Government 2013 Primary PE and Sport Premium fund of £150 million per annum provided two years of investment in school sport. Supported by the Government's Education, Health and DCMS departments, funds went directly to primary school head teachers for them to spend on sport. Its four objectives were to:

- ◀ Improve the quality of existing PE teaching through continuing professional learning in PE for generalists, so that all primary pupils improve their health, skills and physical literacy and have a broader exposure to a range of sports.
- ◀ Increase participation levels in competitive sports and healthy activity of pupils and maintain these into adolescence.
- ◀ Increase the quality of initial teacher training in PE and sport, and to promote PE specialisation in primary level workforce.
- ◀ Ensure that schools understand and value the benefits of high-quality PE and sport, including its use as a tool for whole school improvement.

Under this phase of the programme, schools with 16 or fewer eligible pupils received £1,000 per pupil while those with 17 or more received £16,000 plus a payment of £10 per head. In 2017, the amount allocated doubled and Government ministers have confirmed that funding from a tax on sugary soft drinks will continue to be ring-fenced for school sports until 2020.

Evaluation of this investment has highlighted the need for clearer guidance to schools on how best to use this resource and the importance of good specialist PE knowledge for teachers of the subject. While this may cease in its present form Sport England is, in its Strategy, committed both to further investment in young people and to improving the skills of secondary school teachers, particularly in respect of physical literacy.

Chief Medical Officer Physical Activity Guidelines 2019

This report presents an update to the 2011 physical activity guidelines issued by the four Chief Medical Officers (CMOs) of England, Scotland, Wales and Northern Ireland. The UK CMOs draw upon global evidence to present guidelines for different age groups, covering the volume, duration, frequency and type of physical activity required across the life course to achieve health benefits.

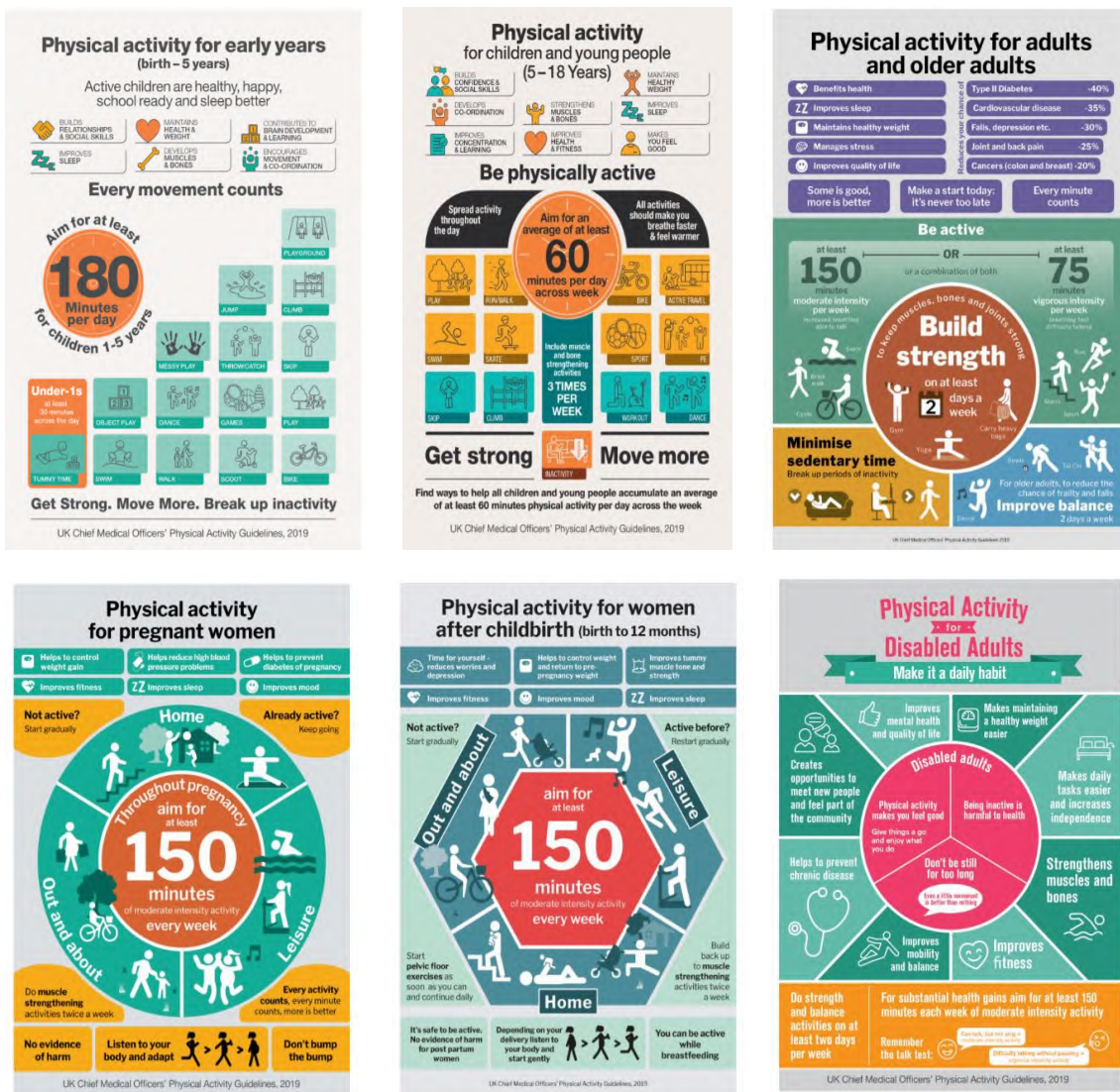
Since 2011, the evidence to support the health benefits of regular physical activity for all groups has become more compelling. In children and young people, regular physical activity is associated with improved learning and attainment, better mental health and cardiovascular fitness, also contributing to healthy weight status. In adults, there is strong evidence to demonstrate the protective effect on physical activity on a range of many chronic conditions including coronary heart disease, obesity and type 2 diabetes, mental health problems and

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social isolation. Regular physical activity can deliver cost savings for the health and care system and has wider social benefits for individuals and communities.

The report emphasises the importance of regular activity for people of all ages, and for the first time presents additional guidance on being active during pregnancy, after giving birth, and for disabled adults. The new guidelines are broadly consistent with previous ones, while also introducing some new elements and allowing for more flexibility in achieving the recommended levels of physical activity for each age group.

Figure 2.4: Physical activity guidelines



Summary of national context

Engaging all residents in physical activity is a high priority. It is acknowledged that regular sport and recreational activity plays a key role in facilitating improved health and wellbeing. Sport and physical activity also contribute significantly to the national and local economy. Ensuring an adequate supply of suitable facilities to meet local need is a requirement of the planning system in line with national policy recommendations.

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2.2: Local context

Rossendale Borough Council Corporate Strategy (2017-2021)

This is a Council wide document which pulls together wider Council plans and strategies so that everyone is working to a vision and priorities that will benefit individuals and Rossendale as a whole. It underlines a commitment to gain investment and ensure sustainable growth in Rossendale, as well as maintaining high quality, value for money services. The vision is: 'Rossendale, a place where people want to live, visit, work and invest'. Its stated values include:

- ◀ Customers matter.
- ◀ Listening and communicating.
- ◀ Loyalty.
- ◀ Management of performance.
- ◀ Celebrating success.

Its three key priorities are:

- ◀ A clean and green Rossendale.
- ◀ A connected and successful Rossendale that welcomes sustainable growth.
- ◀ A proud, healthy and vibrant Rossendale.

The Rossendale Council Core Strategy Development Plan (2011-2026)

This document was adopted in November 2011 and sets out its policies on development and land use. This commits to ensuring that the Borough is a healthy, vibrant place to live and visit. It notes that to achieve this it will need to work with partners to improve the health and wellbeing of its residents, particularly through sport, leisure within its stock of parks and open spaces.

An emerging Local Plan for Rossendale (to 2034) will replace the Core Strategy once adopted.

Emerging Rossendale Local Plan 2019-2034

This is currently at Examination (as of April 2020); once adopted, it will replace the 2011 Core Strategy. It contains policies seeking to protect existing playing pitches, open space and sport and recreation facilities, as well as setting out requirements for new open space and sport provision.

The Rossendale 2019 Infrastructure Delivery Plan (IDP) update

This was produced in support of the emerging Local Plan and provides an update to the 2018 IDP. The purpose of the IDP is to provide an up-to-date evidence base document to demonstrate that the necessary infrastructure is either in place or is planned to support delivery of Local Plan growth proposals, including those relating to education and health.

Town Centre, Retail Leisure and Tourism Study 2017

A key purpose of this Study is to provide an assessment of retail, leisure and tourism needs and capacity in the period to 2034, and to review the current performance of Rawtenstall town centre, Bacup and Haslingden district centres as well as six further local and neighbourhood centres across the Borough.

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The key findings for indoor sports or health and fitness are that the Borough's sports offer is extensive and appropriately distributed in its key settlements (reflecting consumer demand). The report determines that from a quantitative and qualitative perspective it can be said that Rossendale is relatively well provided for in terms of indoor health and fitness facilities. Whilst there does not appear to be a pressing need to allocate additional land for such leisure uses, it is considered that proposals for new indoor sports, health and fitness provision should be considered positively, provided that they are in accordance with the provisions of the development plan and national planning policy.

Economic Development Strategy for Rossendale 2018-2033

This has been prepared to deliver the economic elements of the three corporate priorities and specifically the priority for 'A connected and successful Rossendale that welcomes sustainable growth.' The vision is that, by 2033, the Rossendale economy will show strong and sustainable growth, with improved connectivity as a 'bridge' into Lancashire from Greater Manchester and West Yorkshire. The *Invest in Rossendale* brand will be firmly established within the business community, attracting growth sector businesses to employment sites with access to a skilled labour supply, creating well paid jobs for local residents.

Rossendale will be known in the sub-region and beyond for its Adrenaline Valley offer and cultural experiences. Residents will have improved life chances and achieve greater economic success via provision of enhanced employment, skills and educational opportunities. Rawtenstall, Bacup and Haslingden will be renowned regionally for their unique offers and be strong destinations for shoppers and visitors. This strategy aims for Rossendale to:

- ◀ Generate private sector investment within town centres, from employment sites and residential development worth £550m.
- ◀ Attract over £200m public sector investment required in rail and road infrastructure.
- ◀ Create 1,600 new jobs, with more than 800 of these in growth sectors.
- ◀ Achieve greater prosperity for all by raising income levels.
- ◀ Increase the business rate base on undeveloped and under-utilised sites.

Other key strategy documents include:

- ◀ Lancashire Ecological Network Approach and Analysis (2015).
- ◀ Open Space Review for Rossendale: Revision B - June 2006 (currently being updated).
- ◀ Open Space Strategy for Rossendale: Revision C - July 2008 (currently being updated).
- ◀ Open Space and Play Equipment Contributions SPD (2008)
- ◀ Playing Pitch Strategy 2016 (currently being updated).
- ◀ Rossendale Borough Environmental Network Study (2017)
- ◀ Rossendale Local Football Facility Plan (2019)

Active Lancashire

Active partnerships are locally based strategic organisations which recognise that activity levels are affected by a complex system of influences and no single organisation or programme creates sustainable change at scale. Via adoption of a collaborative whole system approach, they seek to make active lifestyles the social norm for everyone and address levels of inactivity in society. Active Lancashire's three areas of focus are to:

- ◀ Engage in sport – facilitate projects which allow for all Lancashire residents from a variety of backgrounds to have access to sport and physical activities.

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- ◀ Improve health – create opportunities for people to take responsibility for their own health, achieve their full potential and via being physically active, enjoy economically active lives.
- ◀ Inspire Communities – encourage and support people to develop and sustain more cohesive and inclusive communities.

Active Lives and Healthy Weight Service for The Lancashire Pathway

The Active Lives and Healthy Weight Service was funded by Lancashire County Council until 31st March 2020 comprised of obesity prevention, opportunities for physical activity and weight management, focusing on dietary change and behavioural components. It will provide a coordinated information, assessment and support programme to the people of Lancashire who meet the eligibility criteria as outlined in the Active Lives and Healthy Weight Service for Lancashire Pathway Overview. This service is currently being redesigned with funding support from Sport England for a year (2020-2021) through the Local Delivery Pilot (Together an Active Future).

Provision of leisure facilities in Rossendale

Rossendale Leisure Trust (RLT), which is a non-profit social enterprise working on behalf of RBC, operates the main sports facilities in the Borough. It also collaborates with the Community Leisure Association Whitworth (CLAW) to deliver services in in Whitworth. Established in 2004, it aspires to promote an active and healthy community within Rossendale. As a charitable trust, it has no financial shareholders and re-invests profits back into the services and facilities it provides. The Trust vision is that everyone deserves *health, fun and happiness* and it is committed to offering this through its three main leisure facilities which are:

- ◀ Adrenaline Centre, which provides family activities including Grip & Go, Laser Tag, Roller Skating, Gym as well as health and wellbeing facilities such as a ladies' only work out area, indoor and outdoor sports facilities and group exercise studios.
- ◀ Marl Pits Leisure Centre, which includes a fitness gym, studios, swimming pool and learner/teaching pool as well as outdoor sports facilities.
- ◀ Pioneer Community Health Studio, which has a fitness gym with an indoor running track, group exercise studio and dedicated spin studio.

RLT also delivers a community programme which includes school-based sport and activity provision, as well as delivering 100+ primary school sports competitions and outreach sessions within the community. It reportedly attracts more than 500,000 customer visits a year to its facilities plus another 500,000 through its in-school, community outreach and coaching programmes. In addition, it supports CLAW to operate Whitworth Leisure Centre.

Community Leisure Association Whitworth (CLAW)

CLAW's principal objective is provision of sustainable leisure facilities for the community in and around Whitworth. It manages Whitworth Leisure Centre and Whitworth Riverside. In recent years financial pressure brought about by increasing costs and austerity have caused its trustees to reflect on the best way to ensure that these venues remain sustainably available to the public now and in the future. With this objective in mind, CLAW trustees approached RLT to set up a formal partnership, combining the skills and expertise of each organisation. This commenced in March 2019.

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

Summary of local context

The key messages emerging from local policies are primarily focused on improving the quality lives of residents through healthy, vibrant, clean, green, sustainable places. Residents' health and wellbeing is influenced positively by increases in physical activity and sport. There is a strong emphasis on healthy active residents using both built facilities and the natural environment. There is a recognition that partnership work is key to delivering wellbeing outcomes and creating a well-connected vibrant place to live. This sits alongside the strong desire to achieve greater economic success via provision of enhanced employment, skills and educational opportunities across the Borough.

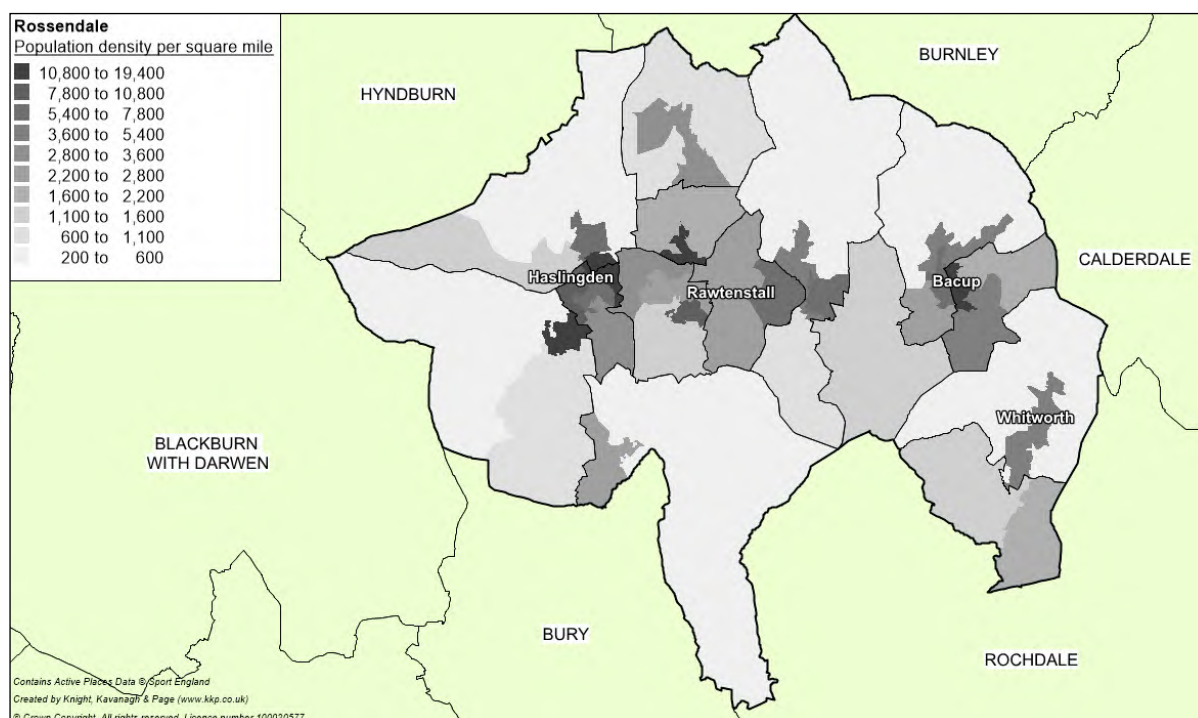
2.3: Demographic profile

The following is an overview of Rossendale based on data taken from nationally recognised sources. It reflects the most up to date information presently available although it should be noted that new data is published regularly, often at different intervals. The information is used to help determine how best sport and leisure facilities and opportunities and interventions can support the local population.

Population and distribution (Mid-Year Estimates – ONS 2018)

The total population of Rossendale Borough is 70,895 (34,934 males and 35,961 females). It has a lower proportion of 20-34-year olds (17.0%) than the North West (19.8%). There are, however, more people aged 40-74 (45.5% compared to 42.0% in the North West). The age and make-up of the population is a key factor to consider when developing and implementing the sports and physical activity offer.

Figure 2.5: Population density 2018 MYE: Rossendale lower super output areas (LSOA)

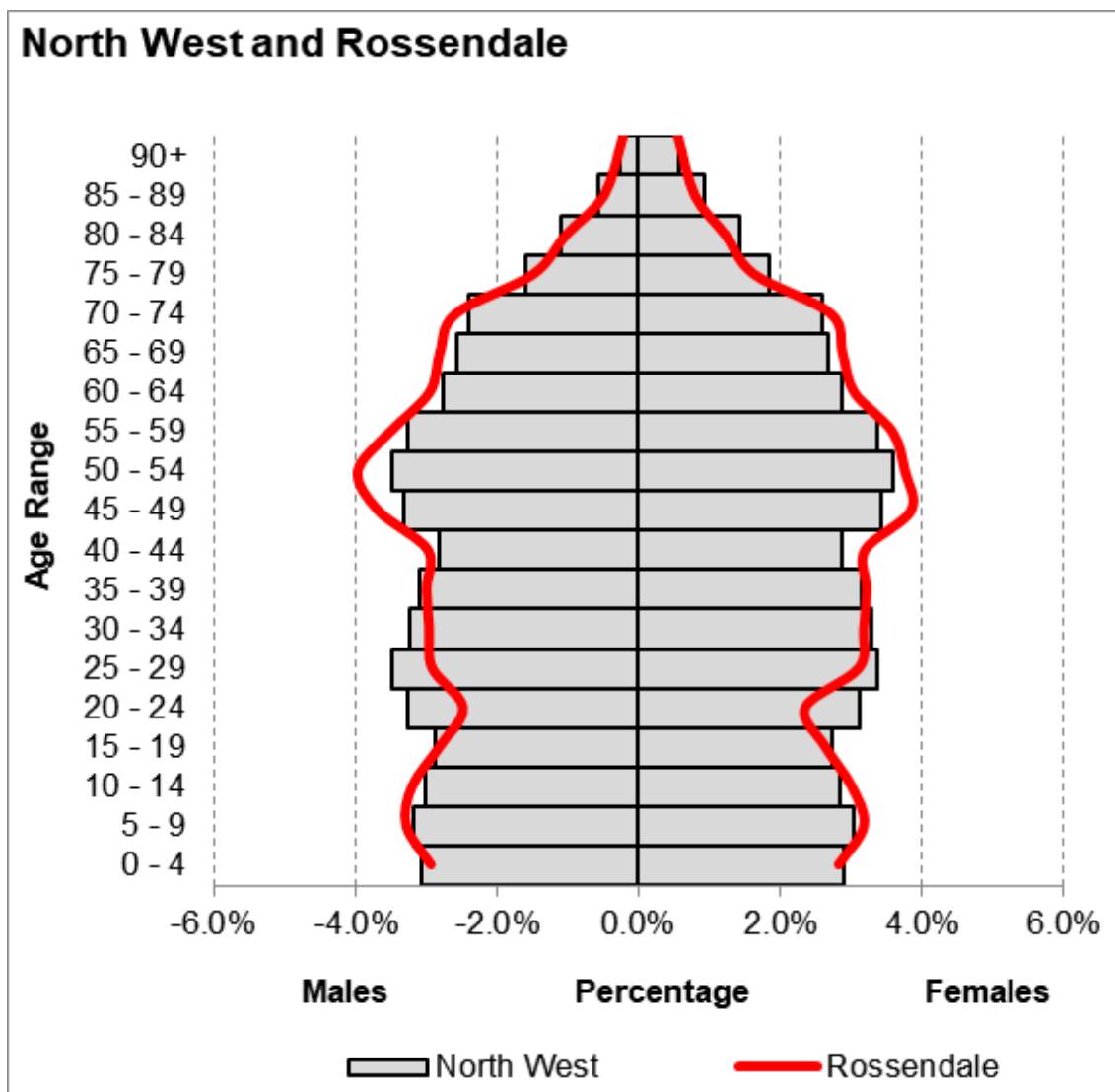


The majority of Rossendale's population is located along the central band of the Borough with the main settlements. This central band is surrounded by large swathes of rural areas.

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Ethnicity (Data source: 2011 census of population, ONS) - in broad terms, Rossendale's ethnic composition reflects that of England as a whole. According to the 2011 Census of population, the largest proportion (93.8%) of the local population classified their ethnicity as White; this is significantly higher than the comparative England rate of 85.4%. The next largest population group (by self-classification) is Asian, at 5.0% which is lower than the national equivalent (7.8%).

Figure 2.6: Comparative age/sex pyramid for Rossendale and the North West (2018 ONS)



Crime (Data source: 2019 Recorded Crime, Home Office) - during the 12 months to June 2019 the rate for recorded crimes per 1,000 persons in Rossendale was 109.5; this is markedly lower the equivalent rate for England and Wales as a whole which was 114.2. In both instances the number of recorded crimes has risen since June 2018, by around 7.1% for Rossendale and 0.7% for England and Wales.

Income and benefits dependency (Data source: NOMIS (2017)) - the median figure for full-time earnings (2019) in Rossendale is £26,666; the comparative rate for the North West is £28,902 (+8.4%) and for Great Britain is £30,524 (+14.5%). In December 2019 there were

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1,390 people in Rossendale claiming out of work benefits¹; this represents an increase of 70.5% when compared to December 2014 (815).

Deprivation (Data source: 2019 indices of deprivation, Ministry of Housing, Communities & Local Government) - relative to other parts of the country Rossendale experiences high levels of deprivation; 43.0% of the Borough's population lives within areas covered by the country's three most deprived cohorts compared to a national average of c.30.0%. Conversely, 17.3% live in the three least deprived groupings; compared to a 'norm' of c.30.0%. A similar pattern, to that seen for multiple-deprivation, is seen in relation to health – yet more so. Almost half of Rossendale's population (49.2%) falls within the areas covered by the three most deprived cohorts, this compares while just 11.3% live in the three least deprived groupings.

Figure 2.7: IMD and health domain comparisons – Rossendale and England.

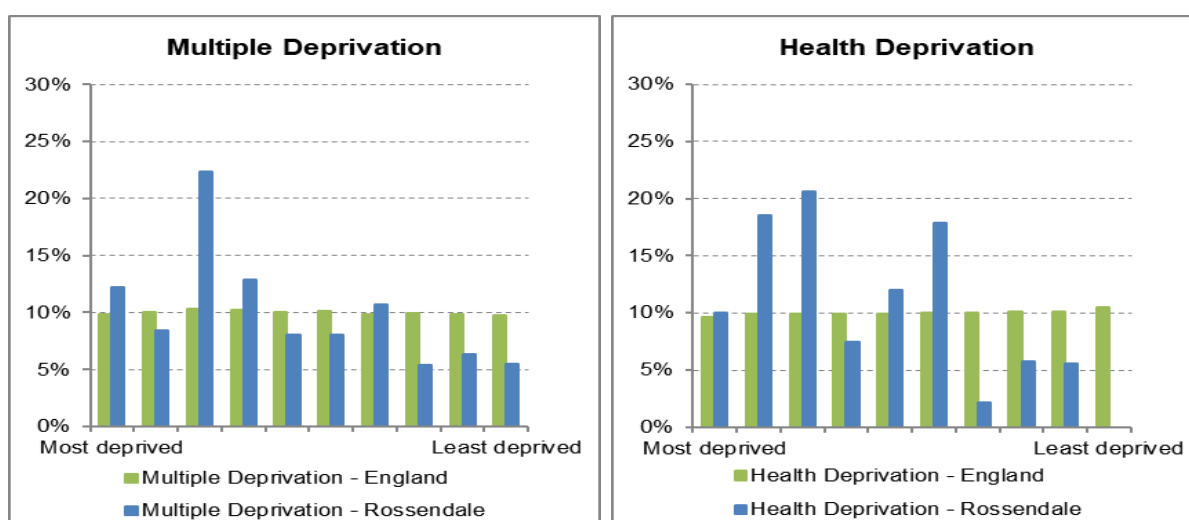


Table 2.1: Index of Multiple Deprivation (IMD) and health deprivation in Rossendale

IMD cumulative norm		Multiple deprivation			Health deprivation		
		Population in band	Percent of population		Population in band	Percent of population	
Most deprived	10.0	8,473	12.2%	12.2%	6,969	10.0%	10.0%
	20.0	5,830	8.4%	20.6%	12,893	18.6%	28.6%
	30.0	15,550	22.4%	43.0%	14,311	20.6%	49.2%
	40.0	8,923	12.9%	55.9%	5,165	7.4%	56.7%
	50.0	5,623	8.1%	64.0%	8,332	12.0%	68.7%
	60.0	5,590	8.1%	72.0%	12,425	17.9%	86.6%
	70.0	7,444	10.7%	82.7%	1,480	2.1%	88.7%
Least deprived	80.0	3,751	5.4%	88.1%	3,992	5.8%	94.5%
	90.0	4,383	6.3%	94.5%	3,851	5.5%	100.0%
	100.0	3,851	5.5%	100.0%	0	0.0%	100.0%

¹ This includes both Job Seekers Allowance (JSA) and Universal Credit. Universal credit also includes other benefits including employment and support allowance (ESA) and child tax credits.

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Health data (Data sources: ONS births and deaths, NCMP² and NOO³) - in keeping with patterns seen alongside higher levels of health deprivation, life expectancy in Rossendale is lower than the national figure; the male rate is currently 77.7 compared to 79.6 for England, and the female equivalent is 82.4 compared to 83.2 nationally.⁴

Figure 2.8: Index of multiple deprivation

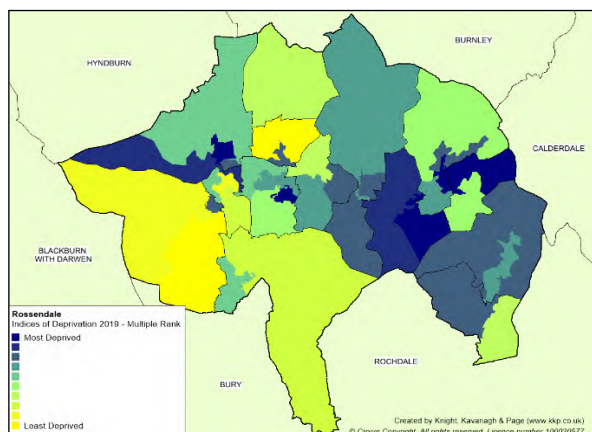
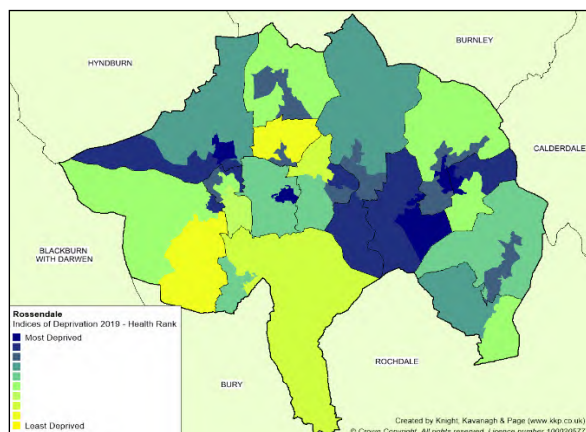
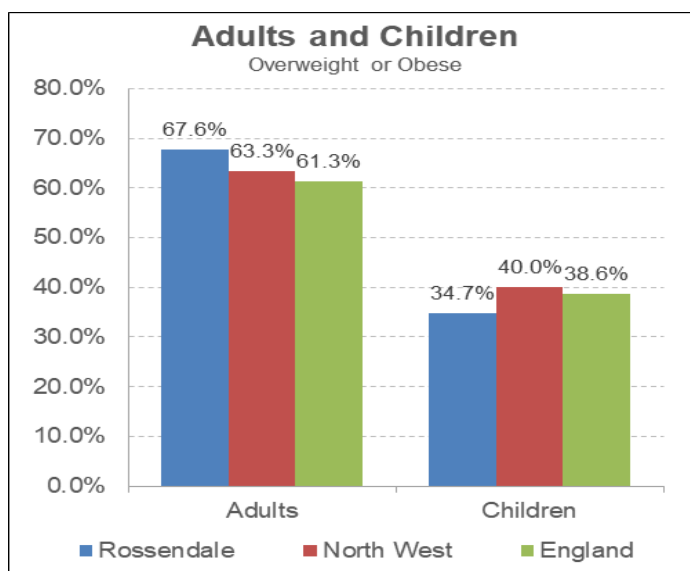


Figure 2.9: IMD Health domain



Weight and obesity - Obesity is widely recognised to be associated with health problems such as type 2 diabetes, cardiovascular disease and cancer. At a national level, the resulting NHS costs attributable to overweight and obesity⁵ are projected to reach £9.7 billion by 2050, with wider costs to society estimated to reach £49.9 billion per year. These factors combine to make the prevention of obesity a major public health challenge.

Figure 2.10: Adult and child obesity rates



Adult obesity rates in Rossendale are above the national and regional averages.

Conversely, child rates are lower as identified in Figure 2.10.

² National Child Measurement Program

³ National Obesity Observatory

⁴ Office of National Statistics: Life Expectancy at Birth by local areas in the United Kingdom, 2013.

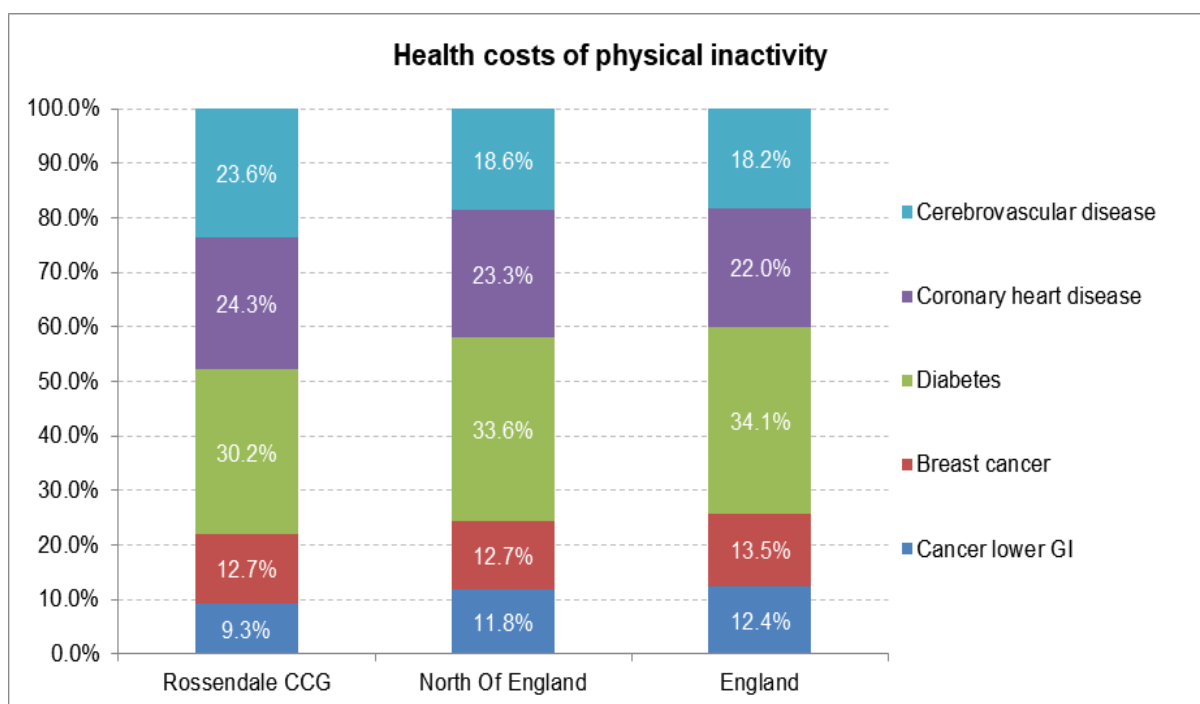
⁵ Adult Weight Data was released in June 2015 for 2012-2014. The child data is for the period 2015-2016

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Health costs of physical inactivity

The British Heart Foundation (BHF) Promotion Research Group has reviewed the costs of avoidable ill health that it considers to be attributable to physical inactivity. Initially produced for the DoH report Be Active Be Healthy (2009) the data has subsequently been reworked for Sport England and was updated in 2014/15 by Public Health England. Illnesses that the BHF research relates to include cancers such as bowel cancer, breast cancer, type 2 diabetes, coronary heart disease and cerebrovascular disease e.g., stroke. The data indicates a similar breakdown between these illnesses regionally and nationally.

Figure 2.11: Health costs of physical inactivity



Rossendale is in the NHS East Lancashire Clinical Commissioning Group (CCG) which also covers the Ribble Valley, Burnley, Hyndburn and Pendle). Rossendale's population accounts for 18.6% of NHS East Lancashire CCG. The annual cost to the NHS of physical inactivity for the CCG within which Rossendale falls is estimated at £3,441,429.

When compared to regional and national costs per 100,000, CCG costs (at £925,153) are 13.2% above the national average (£817,274) and 4.7% above the regional average (£883,672). It should also be noted that in addition to the NHS costs there are also significant costs to industry in terms of days of productivity lost due to back pain etc. These have also been costed in CBI reports and are of similar magnitude to NHS costs.

Active Lives Survey 2017/18

Sport England's Active Lives Survey (ALS) May 2018-19 is based on 16+ year olds taking part in walking, cycling, fitness, dance and other sporting activity. As identified in Table 2.2, a higher percentage of the Rossendale population is inactive compared to England and the North West and a similar percentage is considered to be active.

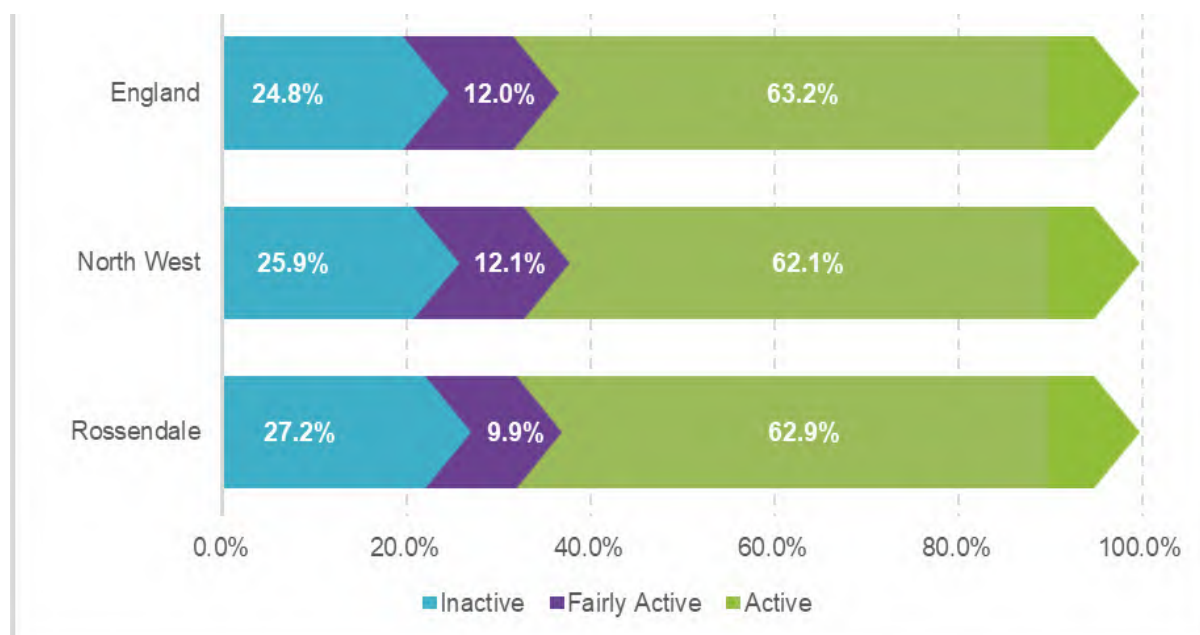
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Table 2.2: Active Lives Survey results May 2018/19

	Inactive (<30 minutes per week)		Fairly Active (30-149 minutes per week)		Active (150+ minutes per week)	
England	11,217,600	24.8%	5,446,000	12.0%	28,565,100	63.2%
North West	1,524,200	25.9%	713,700	12.1%	3,659,200	62.1%
Rossendale	15,500	27.2%	5,600	9.9%	35,800	62.9%

Rate/population totals for sport & physical activity levels (excluding gardening) of adults (16+) in English LAs.

Figure 2.12: Levels of activity



The most popular sports

A further aspect of the ALS is that it makes it possible to identify the top sports within Rossendale. As with many other areas (and excluding walking), structured programme classes and athletics are among the most popular activities and are known to cut across age groups and gender; in Rossendale 15% of adults take part in classes, on average, at least once a month. The next most popular activity is athletics which 14.6% of adults do on a relatively regular basis. Levels of activity in both of these are below national and regional averages for participation levels.

Table 2.3: Most popular sports in Rossendale (Source: SE Active Lives Survey Nov 16/17)

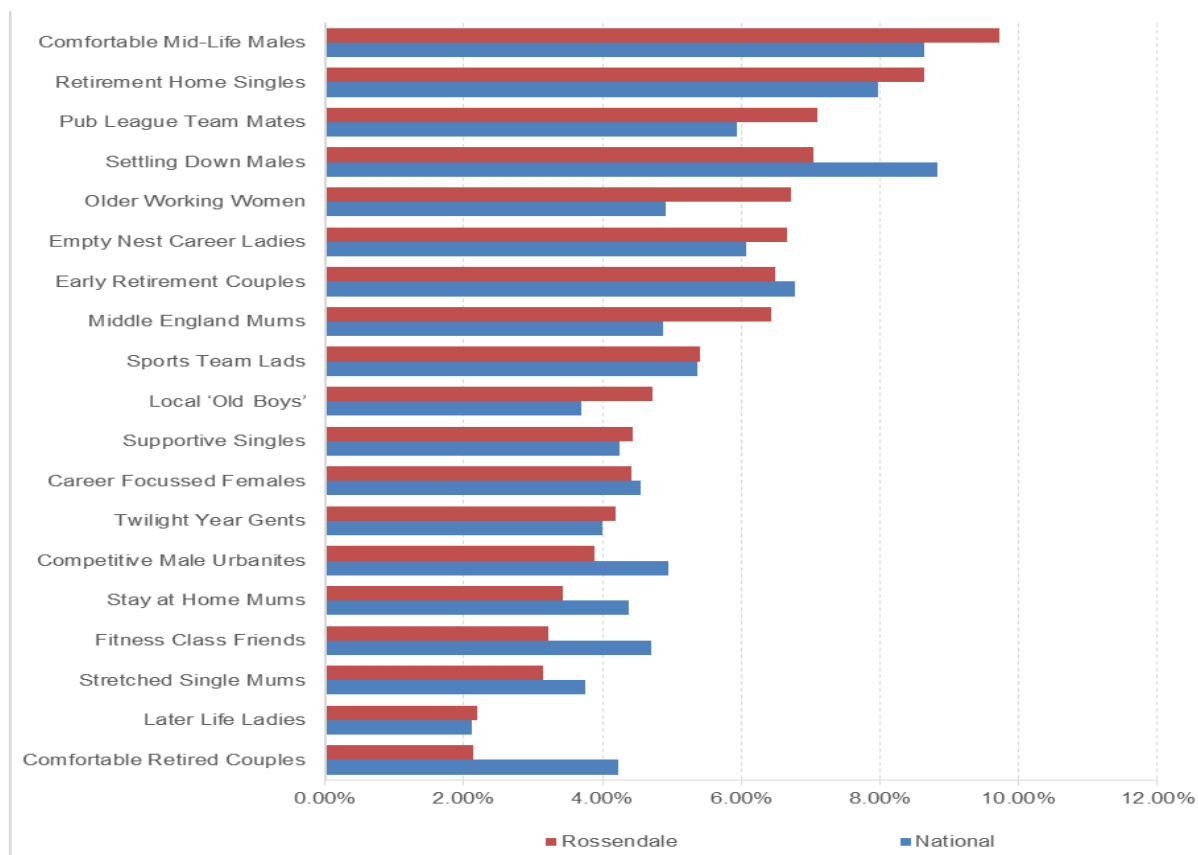
Sport	Rossendale		North West		England	
	No.	Rate	No.	Rate	No.	Rate
Structured Programme Class	8,500	15.0%	1,040,800	17.8%	7,938,000	17.7%
Athletics	8,200	14.6%	897,400	15.3%	7,266,300	16.2%
Cycling	5,800	10.3%	889,700	15.2%	7,498,900	16.8%
Fitness	4,900	8.7%	753,700	12.9%	5,727,600	12.8%
Swimming	4,500	8.0%	624,700	10.7%	4,651,100	10.4%

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Sporting segmentation *(Data source: Market segmentation, Sport England)*

Sport England has classified the adult population via a series of 19 market segments which provide an insight into the sporting behaviours of individuals throughout the country. Profiles cover a wide range of characteristics, from gender and age to the sports in which people take part, other interests, the newspapers that they read etc.

Figure 2.13: Sport England segmentation – Rossendale compared to England



The segment profile for Rossendale indicates that 'Comfortable Mid-Life Males' is the largest segment of the adult population at 9.7% (4,991) compared to a national average of 8.7%. This is closely followed by 'Retirement Home Singles' (8.6%) and 'Pub League Teammates' (7.1%). At the other end of the spectrum, there are fewest 'Comfortable Retired Couples' (2.1% - below the national average), 'Later Life Ladies' (2.2%) and 'Stretched Single Mums' (3.2%).

Mosaic *(Data source: 2019 Mosaic analysis, Experian)*

Mosaic 2019 is a similar consumer segmentation product. It classifies all 25.2 million households into 15 groups, 66 household types and 238 segments to paint a picture of UK consumers in terms of social-demographics, lifestyles, culture and behaviour. Table 2.4 shows the top five Mosaic classifications in Rossendale compared to the country as a whole. The dominance of these can be seen inasmuch as they represent 64.1% of the population compared to a national equivalent rate of 36.7%. The largest segment profiled for Rossendale at 20.1% of the population is Transient Renters at three times the national rate (5.9%).

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Figure 2.14: Mosaic segmentation in Rossendale

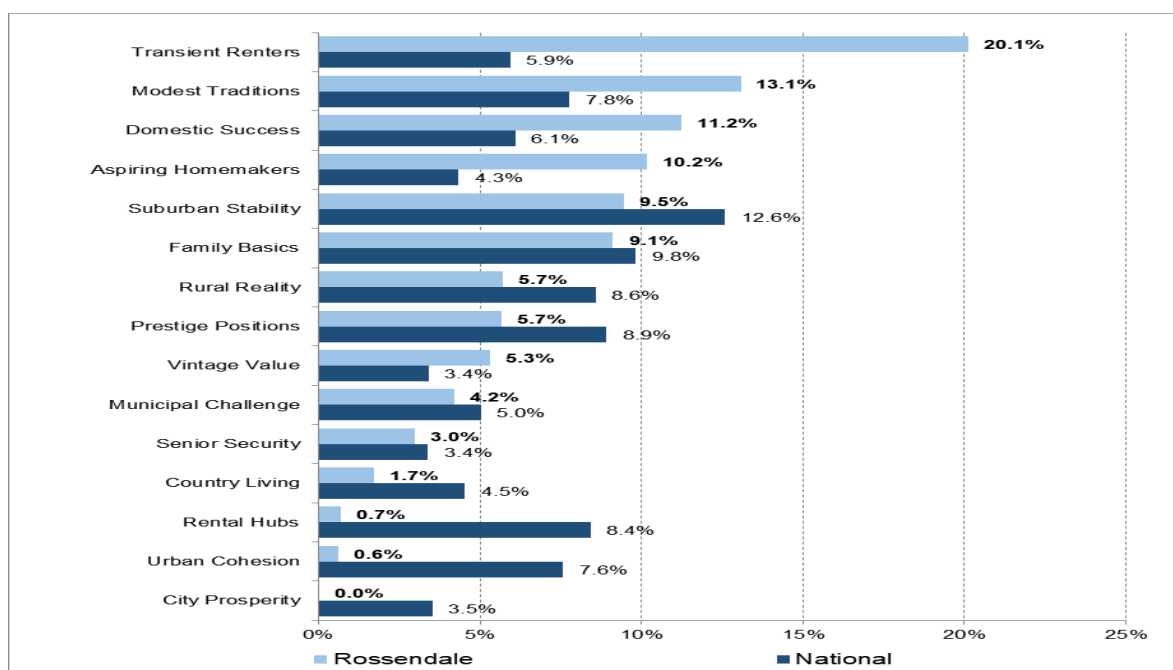





Table 2.4: Mosaic – main population segments in Rossendale

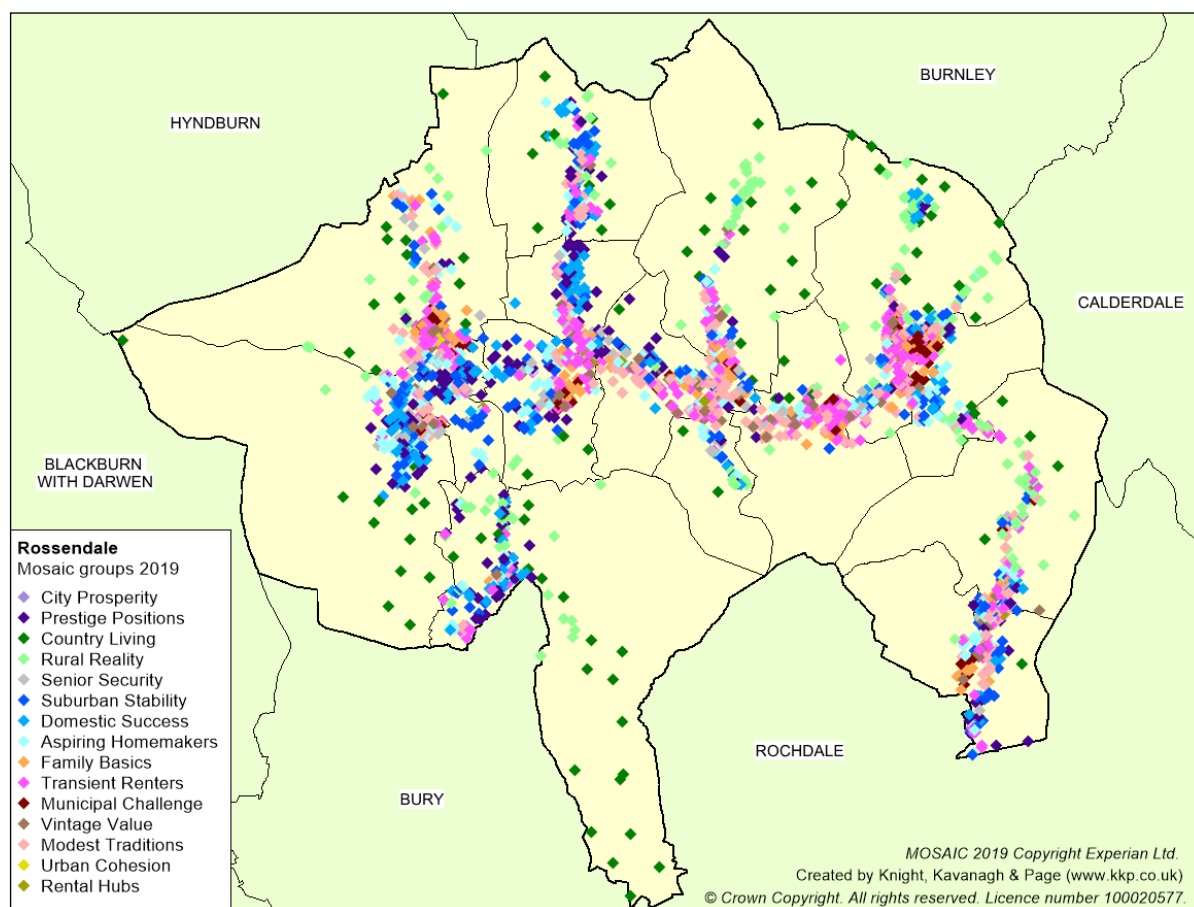
Mosaic group description	Rossendale		National %
	#	%	
1 - Transient Renters	14,362	20.1%	5.9%
2 - Modest Traditions	9,330	13.1%	7.8%
3 - Domestic Success	8,013	11.2%	6.1%
4 - Aspiring Homemakers	7,260	10.2%	4.3%
5- Suburban Stability	6,753	9.5%	12.6%

Table 2.5: Dominant Mosaic profiles in Rossendale

Transient Renters		Single people who pay modest rents for low cost homes. Mainly younger people, they are highly transient, often living in a property for only a short length of time before moving on.
Modest Traditions		Older people living in inexpensive homes that they own, often with the mortgage nearly paid off. Both incomes and qualifications are modest, but most enjoy a reasonable standard of living. They are long-settled residents having lived in their neighbourhoods for many years.
Domestic Success		High-earning families who live affluent lifestyles in upmarket homes situated in sought after residential neighbourhoods. Their busy lives revolve around their children and successful careers in higher managerial and professional roles.

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Figure 2.15: Distribution of Mosaic segments in Rossendale*



*See Appendix 1 for settlement view

Population projections

Strategic planning: Change over 16 years (2018 to 2034⁶)

The most recent ONS projections indicate a rise of 13.2% in Rossendale's population (+2,847) over the 16 years from 2018 to 2034. Over this extended timeframe there are fluctuations across the majority of age groups. Several key points for Rossendale are outlined below:

- ◀ There is a predicted decline in the number of 45-54-year olds; by 13.3% in the first period (-1,440) followed by growth back to 9.9% (-1,067) in the second period.
- ◀ There is a continuous increase in the numbers of persons aged 65+. This represents an increase of +17.6% (+2,206) in the first period continuing to rise to +39.4% (+4,948) between 2018 and 2034. While this age group represented 18.6% of Rossendale's population in 2018 it is projected to be 24.6% of the total by 2034.

⁶ Office for National Statistics 2016-based population projections (data released May 2018)

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Figure 2.16: Projected population change (2018 -2034)

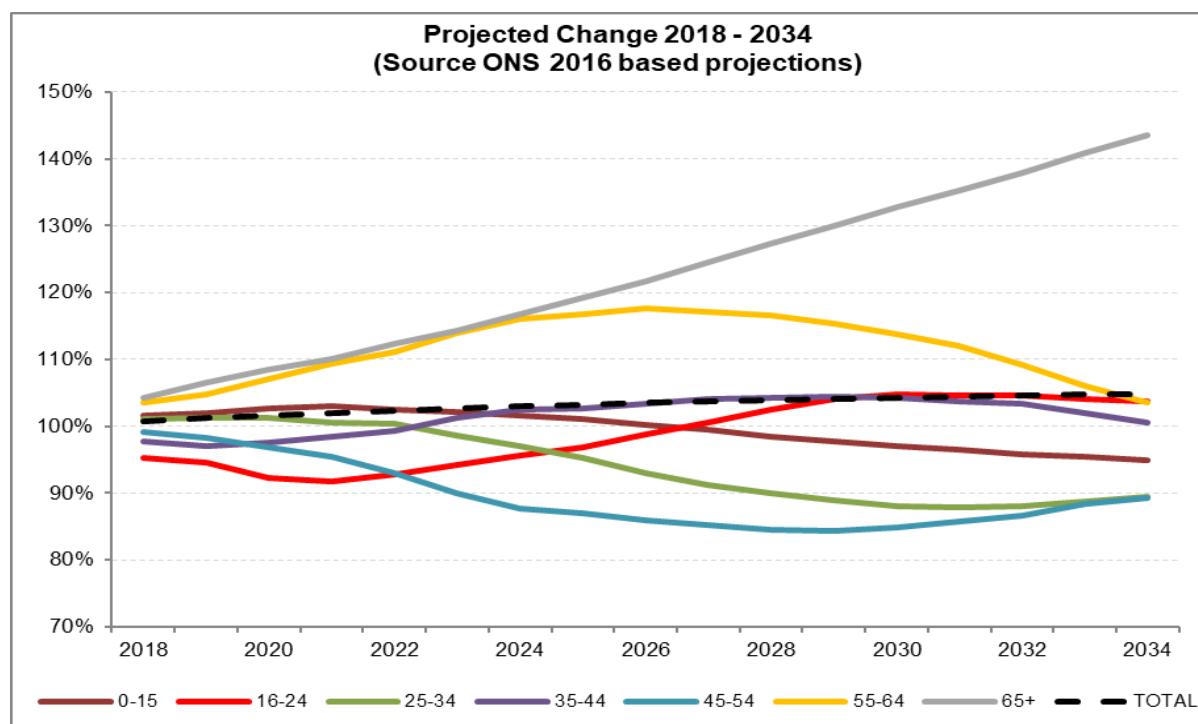


Table 2.6: Rossendale - ONS projected population (2018 to 2034)

Age (years)	Number			Age structure %			Change 2018 – 2034		
	2018	2026	2034	2018	2026	2034	2018	2026	2034
0-15	13,906	13,733	13,008	19.8%	19.0%	17.8%	101.5%	100.3%	95.0%
16-24	6,248	6,486	6,811	8.9%	9.0%	9.3%	95.2%	98.8%	103.8%
25-34	8,461	7,791	7,497	12.0%	10.8%	10.2%	101.0%	93.0%	89.5%
35-44	8,663	9,170	8,919	12.3%	12.7%	12.2%	97.7%	103.4%	100.5%
45-54	10,708	9,268	9,641	15.2%	12.8%	13.2%	99.2%	85.8%	89.3%
55-64	9,245	10,503	9,255	13.1%	14.5%	12.6%	103.5%	117.6%	103.6%
65+	13,083	15,289	18,031	18.6%	21.2%	24.6%	104.2%	121.8%	143.6%
Total	70,314	72,241	73,161	100.0%	100.0%	100.0%	100.8%	103.5%	104.8%

5 Year Housing Land Supply Report (2018/2019-2022/2023)

The Core Strategy is to be replaced by the Emerging Local Plan which sets out a housing requirement of 212 dwellings per annum (dpa) or 3,180 over the 15-year Plan period (2019-2034). This figure reflects the proposed standard methodology available at the time when the draft Plan was prepared. However, as it has not yet been through the Examination, it cannot be confirmed as the housing requirement to be used to assess the five-year supply.

Strategic Housing Market Assessment Update 2019 (SHMA)

This is an update to the 2016 report in light of new demographic evidence that has emerged in the intervening period, and in particular, publication of the revised NPPF and the updated Planning Practice Guidance (PPG), in 2018. It identifies need for the period 2020-2040.

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The Local Housing Need (LHN) as generated by the standard method in the Framework and PPG generates a figure of 204 dpa. This is slightly lower than the 212 dpa figure in the Council's emerging Local Plan as it relates to a different time frame in the 2014-based SNHP which generates a slightly lower level of household growth.

Affordable Housing Need is in the range between 102 and 170 affordable homes per annum between 2019 and 2014. This is a significant proportion of the locally assessed need (based on the standard methodology).

Summary of the demographic profile and population projections

The projected rise in the Rossendale population is, in itself, unlikely to lead to major increases in the number of people wishing to take part in sport and physical activity (potential customers of leisure facilities). Housing growth in Rossendale is predicted to be modest in scale and will not significantly increase current demand. The main issue is the ageing population and how it chooses to use its leisure time; this may lead to changes in the levels of demand for different activities, and the times of day at which they choose to access facilities. The availability of facilities will be explored in further detail within each facility type section.

The importance of ensuring that the proportion of the population which is currently active remains active and that those that are currently inactive becomes active (sustaining and improving the general health of the local population) will become increasingly relevant. Indoor and built facilities, and programmes of activity therein, need to change to be capable of adapting to any changing demands and needs associated with any demographic change.

2.4: Local health and wellbeing activities

Consultation with a range of agencies indicates that a number of local health and wellbeing programmes are in place in Rossendale. Improving health and wellbeing via partnership work is a key focus. As identified in the local context, the key local challenges are reaching residents in more rural areas, improving health and wellbeing and ensuring that facilities and programming meet the needs of communities.

As noted earlier, most leisure facilities in the Borough are operated by RLT. It also runs a range of outreach programmes, health and fitness in the community (which are easy to access with a view to helping people to get fitter and improve health). They include:

Up and Active is the East Lancashire Consortium led by a partnership of four trusts and one local authority, formed in 2015 to deliver the Lancashire County Council Public Health agenda-Active Lives and Healthy Weight (ALHW) across the five districts of Burnley, Pendle, Rossendale, Hyndburn, and Ribble Valley.

It includes a whole population approach and comprises obesity prevention, opportunities for physical activity and weight management, focusing on dietary change and behavioural components. It delivers coordinated information, assessment and support programmes to people in Lancashire who meet the eligibility criteria as outlined in the Active Lives and Healthy Weight Service for The Lancashire Pathway Overview, as well as early intervention and mass participation events and activities.

This service identifies, engages and supports people who are inactive and/or are overweight helping them to adopt a healthier lifestyle with a programme designed by the community on the basis of local need and sustainable behaviour change. There is a unique, web based,

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single point of access and monitoring system which also provides a comprehensive list of activities and services across East Lancashire for service users and partners.

The programme appears to have been successful with 2,986,958 recorded interventions which is significantly above the target of 599,024.

Total TARGETS	Target	Actual interventions			
		2016-17	2017-18	2018-19	2019-20
Early intervention Community Activities					
One off attendances and events	37,439	59,070	160,334	155,056	176,123
Targeted Community Weight Management 12 week Programme					
Started 12 week programme	37,439	5,340	27,996	13,272	9,420
Children and Young People or schools work				5,628	4,644
Digital Interventions and Hits					
Individual hits, likes, tweets, press releases and marketing	37,439	227,792	517,817	768,898	683,056
Targeted Physical Activity 12 week program					
Started 12 week programme	37,439	21,348	54,396	44,604	38,100
Cardiac Rehabilitation					
Started new starters referred from Cardiac team		3,360	4,092	3,312	3,300
Total Number of interventions	149,756	316,910	764,635	990,770	914,643
Total Number of interventions for all 4 years	599,024	2,986,958			

Sport England has committed to funding an adaptation of the scheme for 2020, for a further 12 months.

Together an Active Future (The Pennine Lancashire Sport England Local Delivery Pilot (LDP) Pennine Lancashire (Blackburn with Darwen, Burnley, Hyndburn, Ribble Valley, Pendle and Rossendale) is one of twelve areas selected by Sport England and is led by RLT. The project is exploring and better understanding the challenge of physical inactivity. Its target audience is the inactive population (c.106,000) particularly those with/at risk of mental wellbeing challenges, due to life events. Its three main themes are:

- ✦ Reaching people.
- ✦ Outdoor space.
- ✦ East Lancashire Active Lifestyle Service.

Sport England reports some of the outcomes for the pilot are to:

- ✦ Increase awareness and benefits of physical activity.
- ✦ Active lifestyles to be seen as normal.
- ✦ Understand and reflect how life events impact on mental wellbeing and physical activity.
- ✦ Change how partners work together in sharing ideas and resources.
- ✦ Ensure the public has a greater voice with regard to what is needed from the public sector (and wider partners).
- ✦ Ensure people are involved, engaged and are part of the co-production of future provision.
- ✦ Create a 'Pennine Movement' for more physical activity.
- ✦ Improve workforce wellbeing.
- ✦ Reduce the volume and costs of prescribed drugs.
- ✦ Reduce the volume/costs of Employment Support Allowance (re mental wellbeing).

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- ◀ Support educational attainment and employment opportunities.
- ◀ Embed a system that is willing to adapt working practices to ensure the removal of barriers.
- ◀ Learn from engagement and to create blueprints for future developments.
- ◀ Ensure innovation, developments and projects are sustainable.

This project is still in the planning phase. In partnership with Lancaster University an insight and engagement plan has been designed and is being implemented. 25 neighbourhood engagement sessions have been delivered, exploring the perceived barriers and facilitators to physical activity from a placed-based perspective. The anticipated completion date for the Delivery and Evaluation Phase is March 2021.

Summary of health and wellbeing projects

Several key projects are operating within Rossendale which are targeting people who are less active or inactive. In general, this takes significantly more resource than trying to get active people to be more active. It is essential that all indoor and built sports facilities are developed and programmed to encourage increases in participation from harder to reach groups.

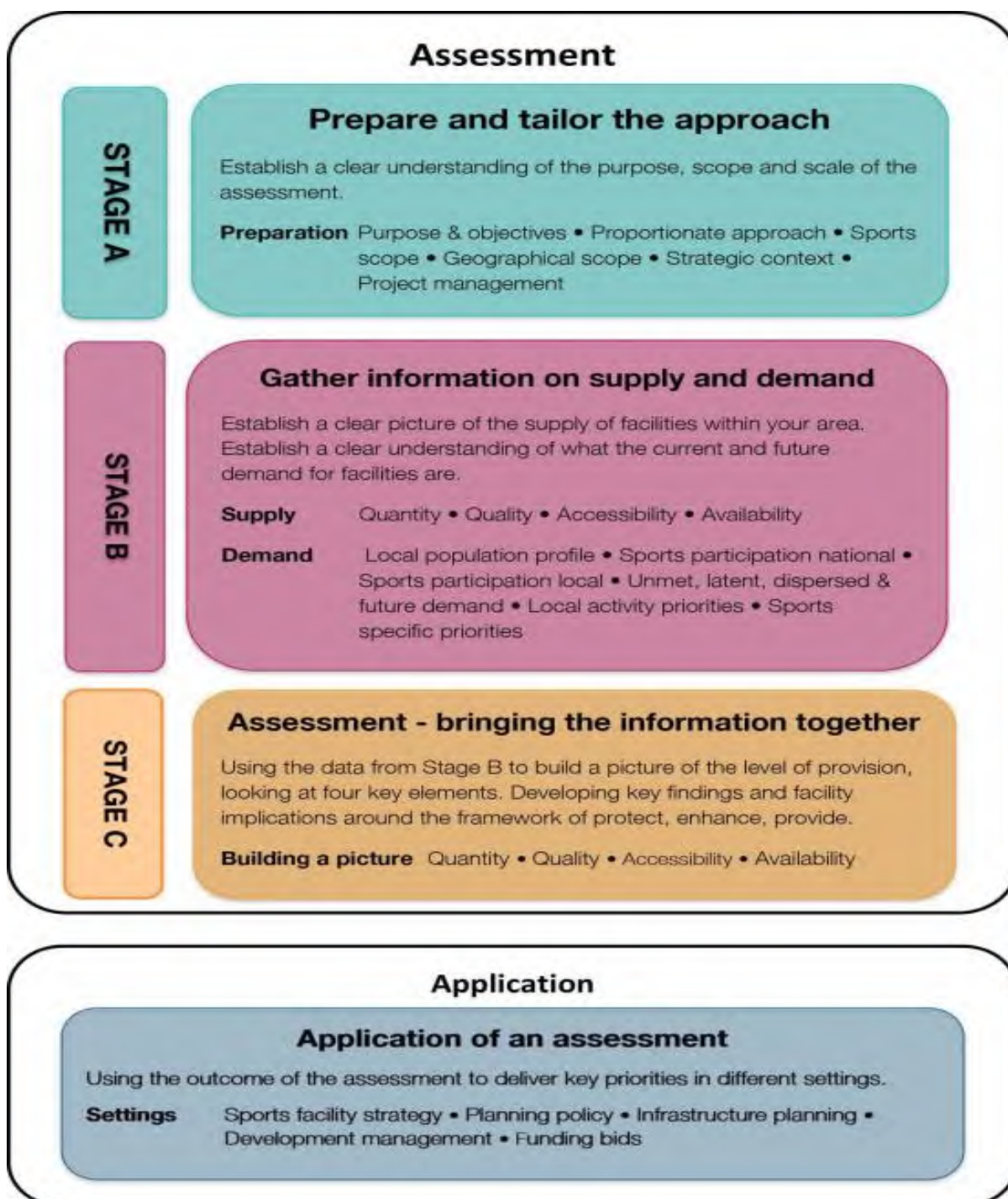
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SECTION 3: INDOOR SPORTS FACILITIES ASSESSMENT

3.1: Methodology

The assessment of provision is based on the Sport England Assessing Needs and Opportunities Guide (ANOG) for Indoor and Outdoor Sports Facilities.

Figure 3.1: Recommended approach



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This provides a recommended approach to undertaking a robust assessment of need for indoor and outdoor sports facilities. It has primarily been produced to help (local authorities) meet the requirements of the Government's NPPF, which states that:

'Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.' (NPPF, Paragraph 96).

Provision assessment involves analysis of quality, quantity, accessibility and availability for the identified facility types (e.g. sports halls and swimming pools). Each venue is considered on a 'like for like' basis within its own facility type, to enable it to be assessed for adequacy.

Demand background, data and consultation is variable, depending upon the level of consultation garnered. In some instances, national data is available whilst in others, it has been possible to drill down and get some very detailed local information. This is evident within the demand section.

The report considers the distribution of and interrelationship between facility types in the Borough and provides a clear indication of areas of high demand. It will identify where there is potential to provide improved and/or additional facilities to meet this demand and to, where appropriate, protect or rationalise the current stock.

3.2: Site visits

Active Places Power is used to provide baseline data to identify facilities in the study area. Where possible, assessments were undertaken in the presence of facility staff. This tends to add value as it enables access to be gained to more areas within venues and more detailed *in-situ* discussion of issues such as customer perspectives, quality, maintenance etc. Where possible it adds value to the audit (which is a 'snapshot' visit) enhancing the accuracy of insight gathered about the general user experience.

Site visits to key indoor facilities, those operated by other partners and the voluntary sector have been undertaken. Via the audit and via informal interviews with facility managers this report identifies 'relevance' and 'condition' and describes (e.g.):

- ◀ Facility and scale.
- ◀ Usage/local market.
- ◀ Ownership, management and access arrangements (plus, where available, facility owner aspirations).
- ◀ Management, programming, catchments, user groups, gaps.
- ◀ Location (urban/rural), access and accessibility.
- ◀ Condition, maintenance, existing improvement plans, facility 'investment status' (lifespan in the short, medium and long term).
- ◀ Existing/ planned adjacent facilities.

The assessment form utilised captures quantity and quality data on a site by site basis and feeds directly into the main database allowing information to be stored and analysed. Quality assessments undertaken are rated in the following categories. These ratings are applied throughout the report, regardless of facility type.

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Table 3.1: Quality ratings of indoor sports facilities using ANOG

Quality rating	Description
Good	Facility is assessed as being new or recently invested, up to date, well maintained, clean and well-presented and generally no older than ten years. Fixtures, fittings, equipment and sports surfaces are new or relatively new with little if any wear and tear. The facility is well lit with a modern feel. Ancillary facilities are welcoming, new or well maintained, fit for purpose, modern and attractive to use.
Above average	Facility is in reasonable condition and is well maintained and presented. May be older but it is fit for purpose and safe. Fixtures, fittings, equipment and sports surfaces are in an acceptable condition but may show some signs of wear and tear. Ancillary facilities are good quality, but potentially showing signs of age and some wear and tear.
Below average	Facility is older and showing signs of age and poor quality. Fixtures, fittings, equipment and sports surfaces are showing signs of wear and tear. The facility is usable, but quality could be improved. The facility is not as attractive to customers and does not meet current expectations. Ancillary facilities are deteriorating, reasonable quality, but usable.
Poor	The facility is old and outdated. Fixtures, fittings, equipment and sports surfaces are aged, worn and/or damaged. The facility is barely usable and at times may have to be taken out of commission. The facility is unattractive to customers and does not meet basic expectations. Ancillary facilities are low quality and unattractive to use.

Ratings are based on non-technical visual assessments. These consider facility age and condition. Surfaces, tiles and walls, line markings and safety equipment are considered and problem areas such as mould, damage, leaks etc. are noted. Condition of fixtures, fittings and equipment is recorded. Maintenance and facility 'wear and tear' is considered as is compliant with the Equality Act, although this is not studied in detail for the purposes of this report. When all data is collated, key facility elements receive an overall quality rating.

Catchment areas

Applying catchments areas for different provision types enables identification of areas currently not served by existing indoor sports facilities. It is recognised that these can vary from person to person, day to day, hour to hour. This problem is overcome by accepting the concept of 'effective catchment', defined as the distance travelled by around 75-80% of users (used in the Sport England Facilities Planning Model - FPM). Sport England data indicates that most people will travel up to 20 minutes to access sports facilities.

Table 3.2: Facility catchment areas

Facility type	Identified catchment area by urban/rural
Village halls/community centres	10-minute walk / 800m
Sport halls	20-minute walk/ 20 minutes' drive
Health and fitness	20-minute walk/ 20 minutes' drive
Swimming pools	20-minute walk/ 20 minutes' drive
Squash courts	20 minutes' drive
Indoor bowls centre	30-minute drive
Dedicated gymnastics centre	20 minutes' drive

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This, coupled with KKP's experience of working with leisure facilities and use of local data enables identification of catchment areas for sports facilities as above in table 3.2:

It is understood that village halls and community centres generally cater for a much more local population. With that in mind, catchment areas for village halls are identified as 800m which is considered to reflect a 10-minute walk time.

3.3: Facilities Planning Model overview

Sport England's Facilities Planning Model (FPM) helps to assess the strategic provision of community sports facilities. It has been developed as a means of:

- ◀ Assessing requirements for different types of community sports facilities on a local, regional or national scale.
- ◀ Helping local authorities determine an adequate level of sports facility provision to meet local need.
- ◀ Testing 'what if' scenarios with regard to provision and changes in demand, this includes testing the impact of opening, relocating and closing facilities and the impact population changes may have on need for sports facilities.

In its simplest form it seeks to assess whether the capacity of existing facilities for a particular sport are capable of meeting local demand considering how far people are prepared to travel to a facility (using the integrated transport network). To estimate the level of sports facility provision in an area, the model compares the number of facilities (supply) with the demand for that facility (demand) that the local population will generate.

The FPM is prescriptive and not predictive in that it does not provide precise estimates of the use of proposed facilities. Rather, it prescribes an appropriate level of provision for any defined area in relation to demand and which reflects national expectations and policies.

It is used to test scenarios by predicting the impact of creating a new facility or closing an existing venue, to the overall level of facility provision. It can also take account and model the impact of changes in population, for example, from major housing development.

For this assessment, we have used FPM data from the Strategic Assessment of Provision for Sports Halls Provision in Rossendale Report National Run Report 2018. It is based on current provision of sports halls and swimming. Findings are compared directly with the audit and assessment carried out by KKP.

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SECTION 4: VILLAGE/COMMUNITY HALLS

4.1: Supply of village/community halls

Village halls and community centres are important recreational facilities, especially in rural areas that, in some instances, may lack access to purpose-built sport facilities. They are usually multi-functional, providing places for meetings, to socialise and for sports and recreation clubs and activities. In some parishes, a church hall or a sports pavilion can also serve a range of functions depending on its size. Rossendale has 20 village halls, community centres and church halls distributed throughout the Borough which accommodate physical activity for the community. There may be other village/community halls which also offer physical activity opportunities but were not at the time of audit. They are mainly located in settlements of higher population density with a few in more rural areas. Large areas in the south and the west of the borough do not have access to a village/community hall facility.

Figure 4.1: Village/community halls in Rossendale with 800m radial catchment

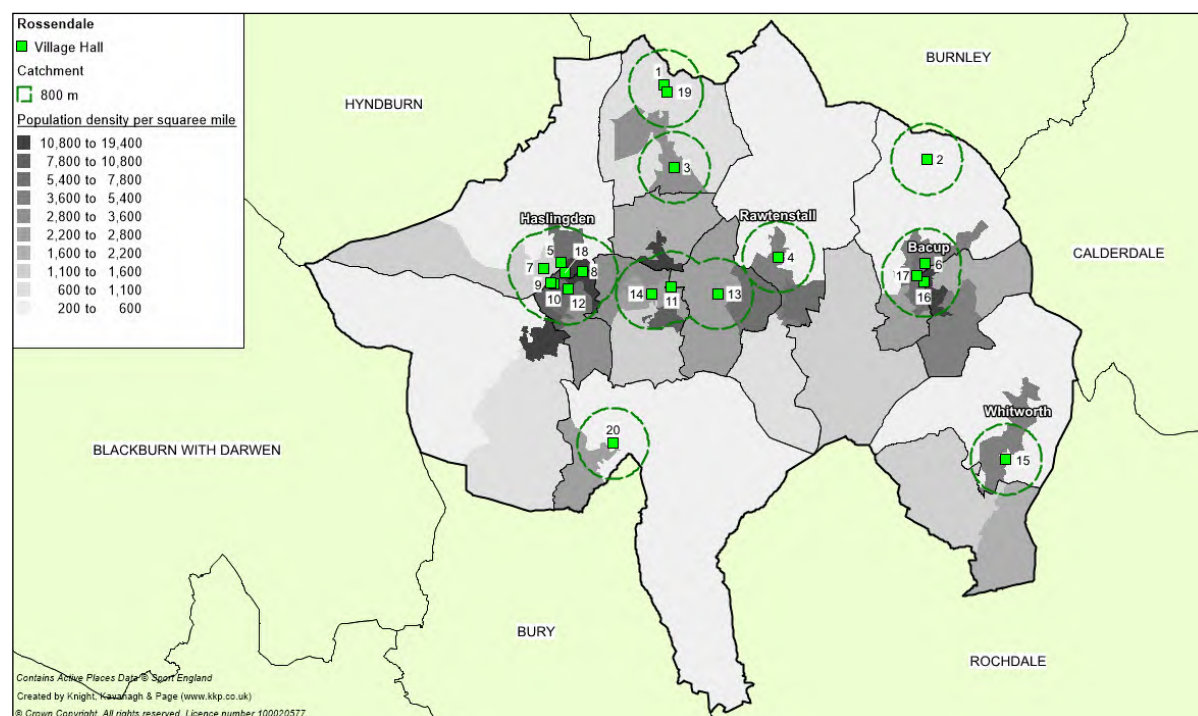


Table 4.1: Village/community halls in Rossendale

Map ID	Site	Map ID	Site
1	CPA Social Club	11	Longholme Methodist Church
2	Doals Gate Community Centre (Weir Baptist Church)	12	St. Peters Community Centre, Haslingden
3	Crawshawbooth Village Centre	13	The Warren Scout Hut
4	Whitewell Bottom Community Centre	14	Rossendale Masonic Hall
5	The Mary Hindle Resource Centre	15	The Riverside, Whitworth

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6	Bacup Cricket Club	16	Maden Centre
7	St Marys Community Sports Club	17	AB & D Centre
8	Haslingden Masonic Hall Co Ltd	18	Haslingden Community Link
9	Haslingden Bowling Club	19	The Top Club
10	St Thomas Church Hall, Haslingden	20	Edenfield Community Centre

Radial catchment modelling estimates that approximately 34% of Rossendale’s population is within 800m of such facility. This equates to approximately 24,000 people out of a population of just over 70,895 (MYE 2018). It should be noted that the catchment is based on 800m (10-minute walk) many users travel by car to venues and parking is still an important requirement. Located throughout the borough and in areas of both higher population density and some of the more rural areas, these facilities have potential to offer different types of physical activity relevant to the local communities which they serve.

Figure 4.2: Village/community halls with 20 minutes drive time catchment

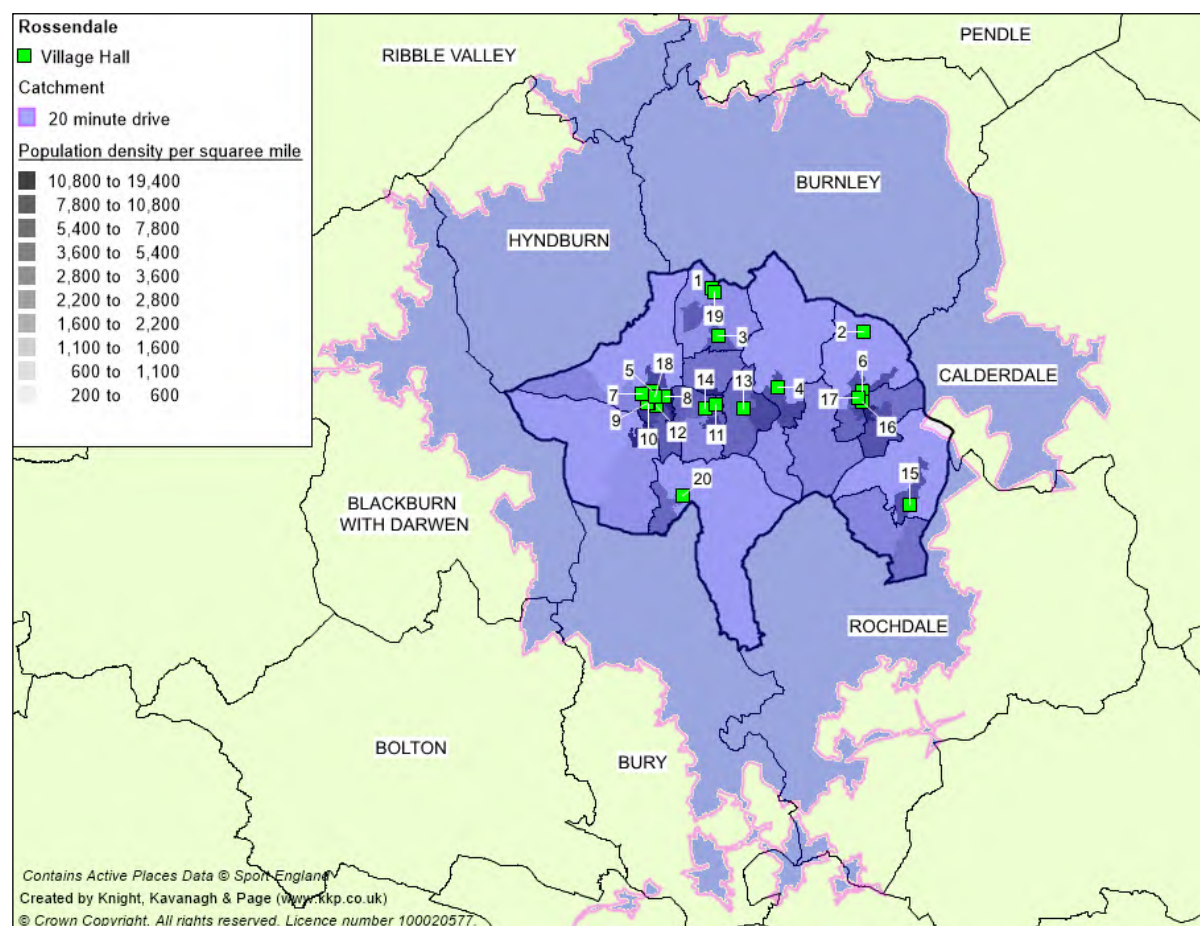


Figure 4.2, indicates almost all (over 99%) of Rossendale’s population is located within 20-minutes’ drive of village/community hall.

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Availability

Most village halls rely on volunteers to operate them and service the local community. Many offer facilities to the local community at the times needed i.e. daytime and evening. Activities tend to reflect the needs of the local community with the different types including:

Table 4.2: Sports and physical activities in community centres / village halls

Dance	Fitness	Physical activity	Sport
Ballroom Latin Modern tap Street dance Ballet (adult and children) Line dancing Dancercise Dance aerobics Salsa Sequence dancing Tea dance Dance and drama Nia dance class Fusion dance & fitness	Zumba Pilates Boot camp Yoga Mini Fit Mini massage Weight Watchers Chair-based exercise Chair-based yoga Functional fitness Keep Fit Dru yoga	Aerobics Keep fit Tai chi Over 60s classes Keep fit for Over 55's Fit 'n' 50+ Slimming World Up & Active Health Walks Mature moves Jo Jingles	Table tennis Badminton Martial Arts (karate, kick boxing, Black Star Aikido.) Short mat bowls Gymnastics (KOSSMIC) Basketball Cheerleading Indoor cricket Volleyball 5 a side football

4.2 Demand

Desktop research undertaken for the audit suggests that demand for village hall and community centre space is high. This highlights the importance of these sites in ensuring that a good range of local sport and physical activity is provided for Rossendale residents.

They also reportedly play an important role in ensuring that older people or people living in some of the Authority's more rural areas have access to facilities and can also contribute to getting the inactive active or retaining those already involved. Further analysis is required to understand how, and the extent to which, activities in these facilities can further meet the needs of what is an ageing local population.

4.3 Summary of key facts and issues

Facility type	Village halls	
Elements	Assessment findings	Specific facility needs
Quantity	There are 18 village and community halls distributed across the central band of Authority. More rural areas to the west and south have no local access to a village/community hall.	No specific facility needs identified
Quality	No site visits were undertaken, however, it is understood that facilities generally deteriorate with age, unless sufficient maintenance, resources and investment are forthcoming.	RBC and partners need to fully understand the age and quality of its village halls/ community centres with a view to establishing a register of quality and need.
Accessibility	Just over one third of the local population lives within 800m of a community	

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Facility type	Village halls	
Elements	Assessment findings	Specific facility needs
	centre/village hall; two thirds of the resident population do not. More rural areas do not necessarily have access to village/community halls.	
Availability (Management and usage)	Management varies between village hall committees, and individuals. All management regimes in place rely to some degree on the goodwill of volunteers. The range of activities varies between each hall and is considered to broadly reflect interpreted local need.	Support the work of hall management to secure external funding, improve volunteer skills and enhance the quality and effectiveness of facility management, programming, and finance.
Summary	There is a need to support village hall and town council committees to offer, coordinate and publicise community spaces which contribute positively to the very local physical activity and health and wellbeing agenda. Village halls will be of increasing importance to the older (ageing) population in the context of enabling them to access facilities within close proximity to where they reside especially during the daytime.	

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SECTION 5: SPORTS HALLS

Indoor multi-purpose sports halls are one of the prime sports facilities for community sport. They provide venues suitable to allow a range of sport and recreational activities to be played. The standard methodology for measuring sports halls is the number of badminton courts contained within the floor area.

Sports halls are generally considered to be of greatest value if they are of at least 3+ badminton court size with sufficient height to allow games such as badminton to be played. It should be noted, however, that a 4-court sports hall provides greater flexibility as it can accommodate major indoor team sports such as football (5-a-side and training), basketball and netball. It also has sufficient length to accommodate indoor cricket nets and indoor athletics; as such they tend to offer greater sports development flexibility than the 3-court counterpart.

Larger halls, for example those with six or eight courts, can accommodate higher level training and/or competition as well as meeting day to day need. They may also provide an option for more than one pitch/court increasing flexibility for both training and competition and hosting of indoor central venue leagues for sports such as netball. This assessment considers all 3+ court facilities in Rossendale. Halls that function as specialist venues, such as dance studios are excluded from this section but dealt with elsewhere.

5.1: Supply

Figure 5.1 and Table 5.1 identify all sports halls in Rossendale regardless of size. There are 20 sports halls providing 35 courts. These are generally located in areas of higher population density (mainly in the centre of the Borough). Of these, 13 have two or fewer badminton courts. While often appropriate for mat sports, exercise to music and similar provision, their scale inevitably limits the range and scale of recreational and sporting activity that larger halls can enable. Some venues have more than one activity/sports hall on site.

Quantity

Table 5.1: All Rossendale sports halls and activity halls

ID	Site	Cts	ID	Site	Cts
1	Adrenaline Centre	4	19	The Valley Leadership Academy	2
1	Adrenaline Centre	0	22	Haslingden High School	4
2	Alder Grange School	4	22	Haslingden High School	0
2	Alder Grange School	1	22	Haslingden High School	0
3	All Saints Catholic High School	4	26	Kay Street Baptist Church	0
3	All Saints Catholic High School	1	48	St Johns Stonefold C Of E	1
4	Bacup & Rawtenstall Grammar	4	52	St Philip's Church Hall	0
9	Balladen Community Primary School	0	64	Whitworth Community High	4
19	The Valley Leadership Academy	4	64	Whitworth Community High	1
19	The Valley Leadership Academy	0	64	Whitworth Community High	1
	Total	22		Total	13

(0 court halls identified in Sport England Active Places database but not considered large enough to accommodate 1 badminton court).

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Figure 5.1: All sports / activity halls in Rossendale by population density

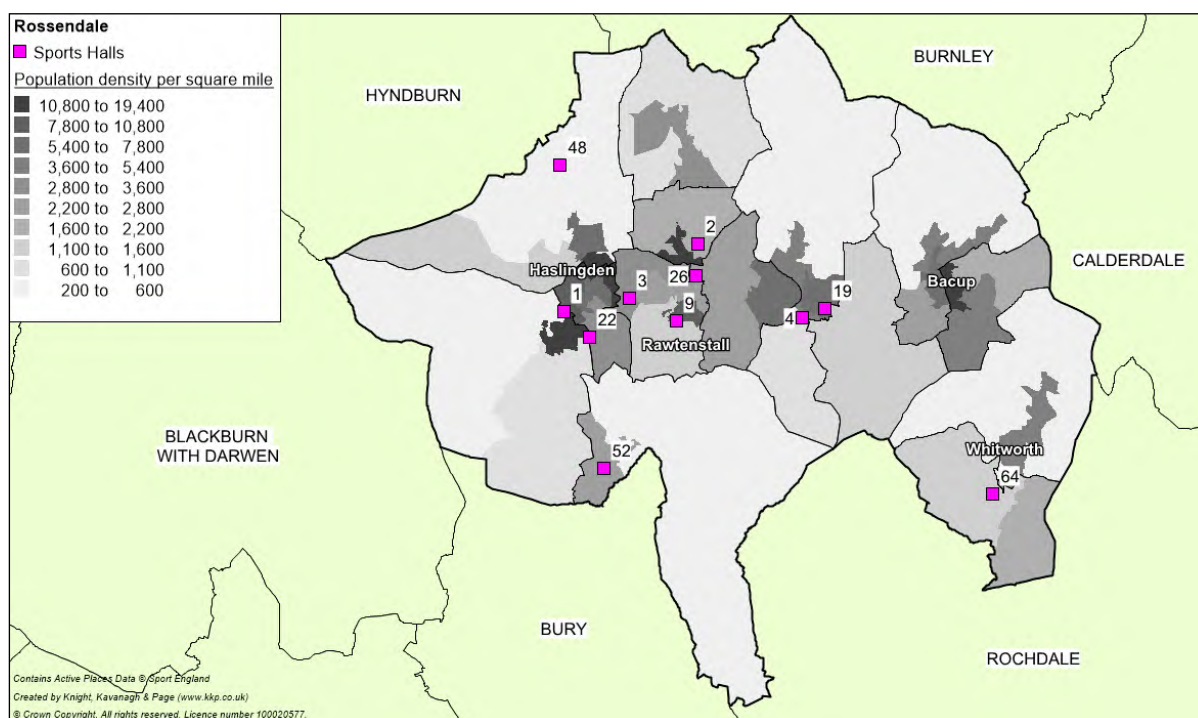


Figure 5.1 illustrates that the majority of sports halls are located in the centre and west of the authority with no provision in the large settlement area to the east of the borough (Bacup).

Table 5.2: Sports halls excluded from the assessed supply because of size

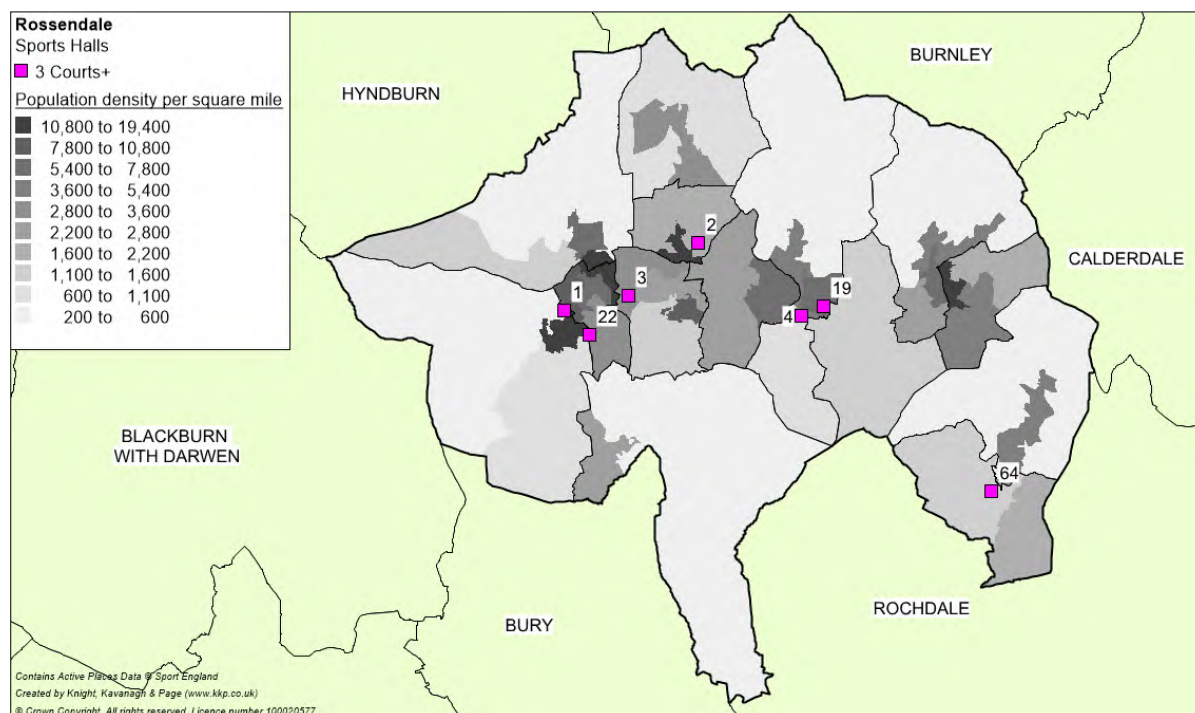
Map ID	Site	Courts
6	Adrenaline Centre	0
2	Alder Grange School	1
3	All Saints Catholic High School	1
9	Balladen Community Primary School	0
19	The Valley Leadership Academy	0
19	The Valley Leadership Academy	2
22	Haslingden High School	0
22	Haslingden High School	0
26	Kay Street Baptist Church	0
48	St Johns Stonefold C of E Primary School	1
52	St Philip's Church Hall	0
64	Whitworth Community High School	1
64	Whitworth Community High School	1
Total		7

The seven remaining sports hall sites; those with 3+ badminton courts (28 badminton courts of available space) are identified in Figure 5.3. All of these are 4-court sports halls.

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Figure 5.2: Distribution of sports halls with 3+ courts across Rossendale



The majority are located in the more densely populated north areas to the west of the borough. Spatially, it appears that the more rural east of the Borough is not as well served, Bacup is the only densely populated area without a sports hall with three or more courts.

Quality of facilities

All 3+ court sports halls were subjected to a non-technical assessment to ascertain quality, details of which are shown in Figure 5.3 and Table 5.3. The exception was the facility at Bacup & Rawtenstall Grammar School, where access was declined.

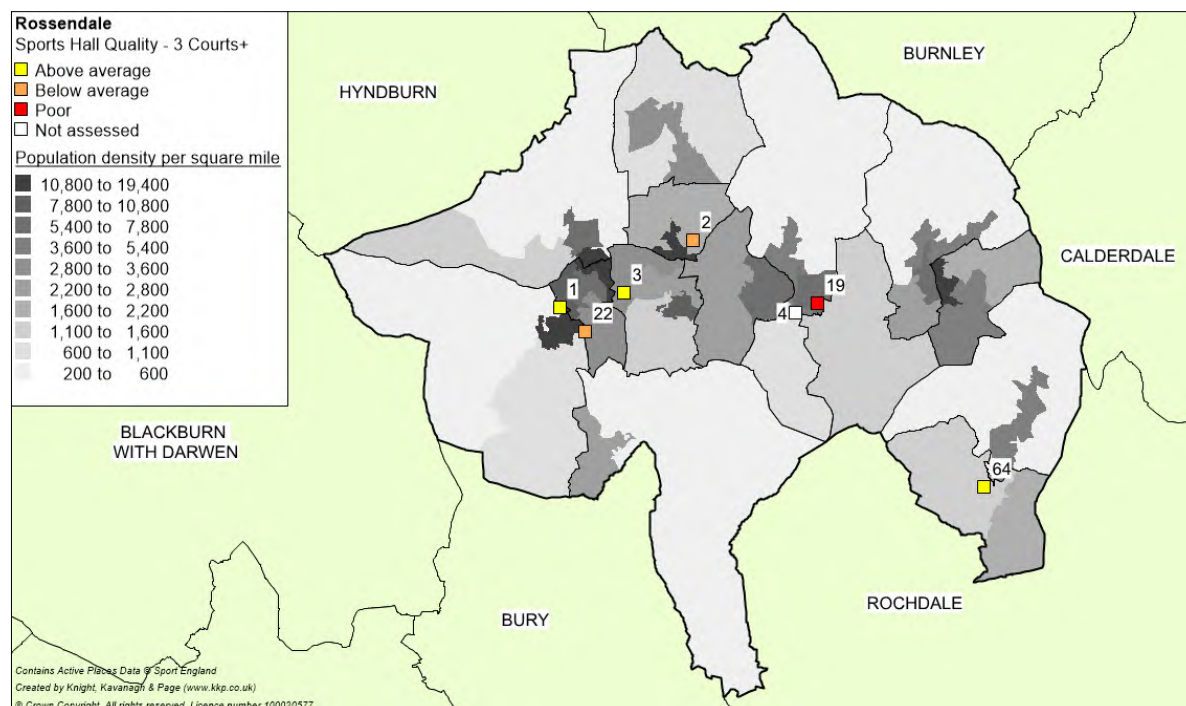
Table 5.3: Quality of sports halls in Rossendale

Map ID	Site	Courts	Assessment condition	
			Court	Changing
1	Adrenaline Centre	4	Above average	Good
2	Alder Grange School	4	Below average	Below average
3	All Saints Catholic High School	4	Above average	Below average
4	Bacup & Rawtenstall Grammar	4	Not assessed	Not assessed
19	The Valley Leadership Academy	4	Poor	Below average
22	Haslingden High School	4	Below average	Below average
64	Whitworth Community High School	4	Above average	Above average

The 'central belt' of the borough appears to be well serviced by 3+ court sports halls. The quality of the sports hall at the Valley Leadership Academy which looks to service the east of the authority is rated poor and Whitworth Community High School has an above average facility. This suggests that residents in the east and west of the borough are serviced by better quality facilities in the middle of the authority.

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Figure 5.3: Sports halls with 3+ courts in Rossendale by population density



The non-technical assessment identified:

- Three above average sports halls (Adrenaline Centre, All Saints Catholic High School and Whitworth Community High School).
- Two below average halls (Alder Grange School and Haslingden High School).
- One site was classed as poor quality (The Valley Leadership Academy).
- One site remains unassessed (Bacup & Rawtenstall Grammar School).

Table 5.4: Site specific findings

Site	Audit findings
Adrenaline Centre	Originally a 6-court hall, it was reduced to 4 courts to accommodate clip 'n' climb. It is extensively used and is at full capacity.
Alder Grange School	Line markings are wearing out. It requires re-lining.
All Saints Catholic HS	10-year old relatively modern facility.
The Valley Leadership Academy	Flooring requires replacement as it is very worn with holes. Sections of lighting are not working. Heating is not fully functional leaving the hall cold at all times The roof leaks in several places. Some of the inside walls have holes require fixing. Sports hall white walls are not conducive for sports such as badminton.
Haslingden High School	This sports hall has a key structural issue in that the block work is poor and lets rain into the activity hall. It has been checked and is considered safe for use. Sports hall and activity hall condition is deteriorating, and line markings are fading. The floor was last re-sealed and lined in 2000.
Whitworth Community High School	This is of a good size with appropriate court run-offs. It has good lighting, and the sports hall floor is in good condition.

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The oldest sports hall in the area is the Adrenaline Centre, which opened in 1974, with the newest being All Saints Catholic High School (opened 2010). As Table 5.5 shows, most facilities have either been built or refurbished during the last 20 years with the exception of The Valley Leadership Academy (29 years).

Table 5.5: Year of construction and refurbishment of sports halls

Site	Year built	Year refurbished	Age since opened / refurbishment
Adrenaline Centre	1974	2008	11
Alder Grange School	2006		14
All Saints Catholic High School	2010	-	10
Bacup and Rawtenstall Grammar	2005	-	15
The Valley Leadership Academy	1991	-	29
Haslingden High School	1960	2000	20
Whitworth Community High School	2006	-	14

Six of the seven sports halls are located at education sites, only one (Adrenaline Centre) is a public leisure centre and can be accessed at all times, others are restricted to time when not in use by the school / academy.

Accessibility

Sports hall accessibility is influenced by how far people are willing and able to travel to and from them. Appropriate walk and drive-time catchments are applied to facilities to determine accessibility of facilities to different communities. The normal acceptable (industry) standard is a 20-minute walk time (one-mile radial catchment) for an urban area and a 20-minute drive time for a rural area. Bacup & Rawtenstall Grammar School has been removed from the analysis due to it being unavailable to the community.

Table 5.6 and Figure 5.4 identify the one-mile radial catchments of sports halls in Rossendale. Analysis confirms that 49.9% (34,618) of the population lives within a 20 minutes' walk (one mile) of a 3+ court sports hall. Residents who do not, tend to reside in the borough's more rural, less densely populated areas.

As identified above, Rossendale has a large number of residents living in areas of higher deprivation (29,853 residents: 43.0% of RBC's population). Of these, over half (55% or 16,618) live within 20 minutes' walk time of a sports hall. Research identifies that residents from more deprived areas are less likely to participate in sport than more affluent areas. The reasons for this include, for example, cost and access. Having facilities within a suitable distance (20-minutes' walk time) is important to ensure that all residents have access. In Rossendale, it is reported that 20.8% of the population do not have access to a car.

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Figure 5.4: Community available sports halls by condition on IMD with 1-mile walk time

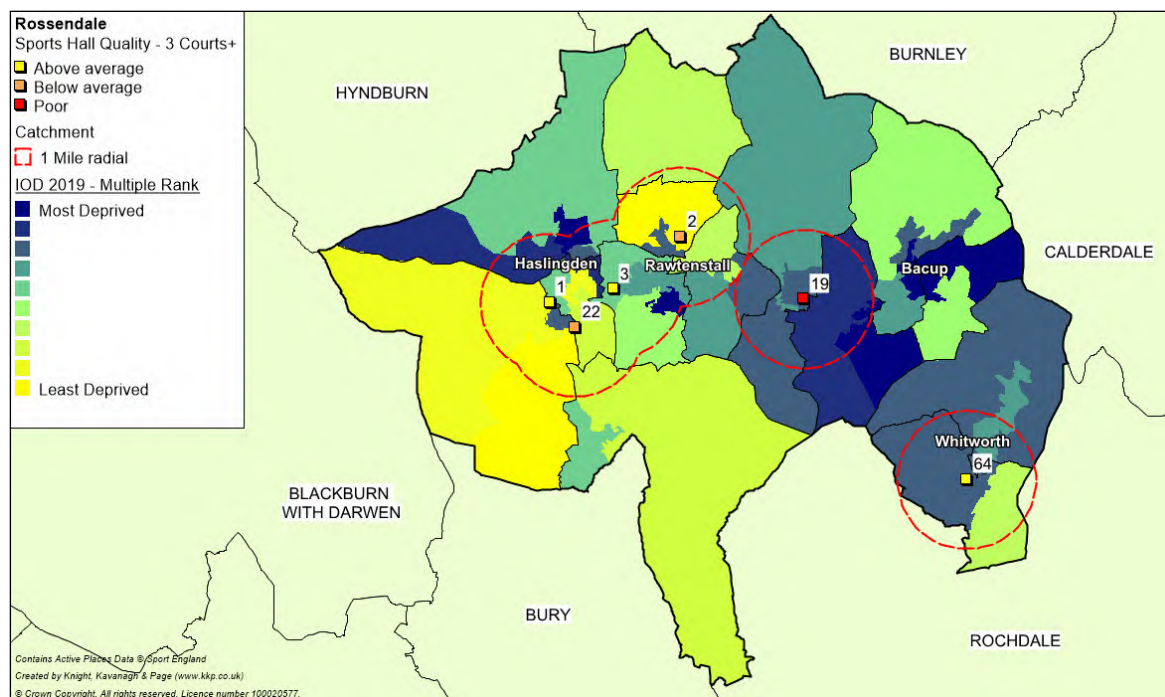


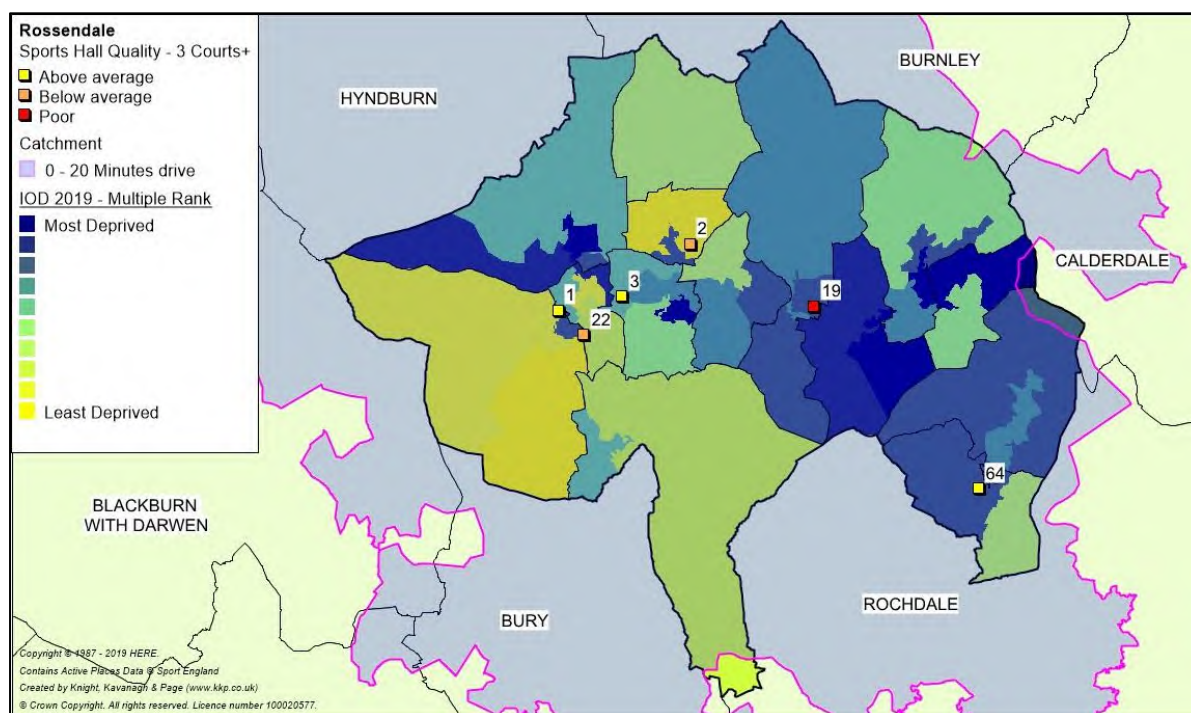
Table 5.6: Community available sports halls with 3+ courts, 1-mile radial

IMD 10% bands	Rossendale		Sports halls minimum 3 courts+ catchment populations by IMD			
	Persons	Population %	Persons inside catchment	Population inside (%)	Persons outside catchment	Population outside (%)
0 - 10	8,473	12.2%	2,020	2.9%	6,453	9.3%
10.1 - 20	5,830	8.4%	3,526	5.1%	2,304	3.3%
20.1 - 30	15,550	22.4%	11,072	15.9%	4,478	6.5%
30.1 - 40	8,923	12.9%	3,755	5.4%	5,168	7.4%
40.1 - 50	5,623	8.1%	2,804	4.0%	2,819	4.1%
50.1 - 60	5,590	8.1%	856	1.2%	4,734	6.8%
60.1 - 70	7,444	10.7%	3,246	4.7%	4,198	6.0%
70.1 - 80	3,751	5.4%	1,577	2.3%	2,174	3.1%
80.1 - 90	4,383	6.3%	3,093	4.5%	1,290	1.9%
90.1 - 100	3,851	5.5%	2,669	3.8%	1,182	1.7%
Total	69,418	100.0%	34,618	49.9%	34,800	50.1%

Figure 5.5, overleaf, indicates almost all (over 99%) of Rossendale's population is located within 20-minutes' drive of a publicly available sports hall with 3+ badminton courts, or a hall of equivalent dimensions.

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Figure 5.5: All Sports halls 3+ courts on IMD with a 20-minute drive time



Availability and facility management

The majority of sports halls are managed by schools themselves, using in-house staff/teams.

Table 5.7: Ownership and management of sports hall facilities

Site	Ownership	Management
Adrenaline Centre	Local authority	Trust
Alder Grange School	Community School	School (in house)
All Saints Catholic High School	Voluntary Aided School	School (in house)
Bacup & Rawtenstall Grammar School	Academy	School (in house)
The Valley Leadership Academy	Community School	Third party operator (School Lettings Solutions)
Haslingden High School	Community School	Third party operator (School Lettings Solutions)
Whitworth Community High School	Community School	Third party operator (School Lettings Solutions)

The Adrenaline Centre is the only facility available to the wider community during the daytime. All six other facilities are based on education sites. Consequently, the majority of sports hall provision is not available during the daytime in term time. Table 5.8 indicates the level of community use available in sports halls across Rossendale. Quite clearly, there is limited scope to increase community use due to the constraints on education sites.

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The Adrenaline Centre is also the only sports hall available for pay and play access, education facilities are limited in the number of hours they are available due to school use and after school are only available via block bookings through sports clubs/community groups.

Of the sites offering community use, All Saints Catholic High School offers the fewest hours to the community (15.5). Increasing the number of hours available should be explored at this and other sites subject to demand.

Table 5.8: Opening hours and activities in sports halls with courts in Rossendale

Community use hours		KKP Ref	Site	Total courts	Main sports played
None		4	Bacup & Rawtenstall Grammar School	4	No community use
1 - 40	15.5	3	All Saints Catholic High School	4 + 1	Fitness classes, cricket, football, netball, tennis
	20.0	22	Haslingden High School	4	Cricket, football
	26.0	64	Whitworth Community High School	4 + 1+1	Badminton, football, cricket
	30	2	Alder Grange School	4 + 1	Basketball (every night)
40+	97.5	1	Adrenaline Centre	4 + 0	Mat bowls, football, badminton, netball, rollerskating, mini tennis
	41.0	19	The Valley Leadership Academy	4+2	Dance, trampolining, climbing

Used capacity

Non-technical site audits identified the used capacity of each sports hall. Used capacity is assessed as a percentage of available community use hours used. Table 5.9 summarises the used capacity identified via consultation. For example, of the 15.5 hours available at All Saints Catholic High School, it is used for more than 80% of the time; whereas The Valley Leadership Academy suggests that it is available for 41 hours per week but it is used for just 28% of this time. This is reportedly (by the Academy) due to lack of demand, due to its poor condition. Bacup & Rawtenstall Grammar School is not made available to the community.

Table 5.9: Used capacity of sports halls

Used capacity	%	Site
0-20%	0%	Bacup & Rawtenstall Grammar School
21-40%	28%	The Valley Leadership Academy
41-60%	43%	Haslingden High School
61-80%*	70%	Whitworth Community High School
81-100%	90%	All Saints Catholic High School
	98%	Adrenaline Centre
	100%	Alder Grange School

(*80% -Sport England's guidance threshold which is considered to be a "comfortably full" sports hall)

Consultation indicates that the Adrenaline Centre has the highest number of hours available for community use and is operating at almost 100% (only three hours available on a Saturday lunchtime). It is operating above the Sport England 80% comfortably full threshold. Its hall is

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also very busy during the day; short mat bowls training and matches are played on four days per week until 14.00/15.00. On the other weekday, other multisport activities take place. This occupancy level reduces in summer months when many bowlers typically play outdoors. Programmes at the Adrenaline Centre indicate that the facility is virtually booked fully with sport clubs and groups, consequently, although it is identified as a pay and play venue, casual use is very limited.

The possibility of extending the hours available for community use at sites that offer fewer community hours should be explored to increase availability and capacity should demand and need arise. These include Bacup & Rawtenstall Grammar School, All Saints Catholic High School and Haslingden High School.

Neighbouring facilities

Accessibility is influenced by facilities located outside Rossendale.

Eleven sports halls are located within two miles (indicative of how far people may travel) of RBC's boundary. They offer 52 courts and are primarily located to the south of the Borough (eight facilities) with three located to the north of the Borough. Three of these venues offer pay and play with the others available via a sports club/community association. Castle Leisure Centre, Bury has a 10-court sports hall, Falinge Park High School and Oulder Hill Leisure Complex have 5-court sports halls, the remainder are 4-court halls.

Figure 5.6: Sports halls with 3+ courts on population density within 2 miles of Rossendale

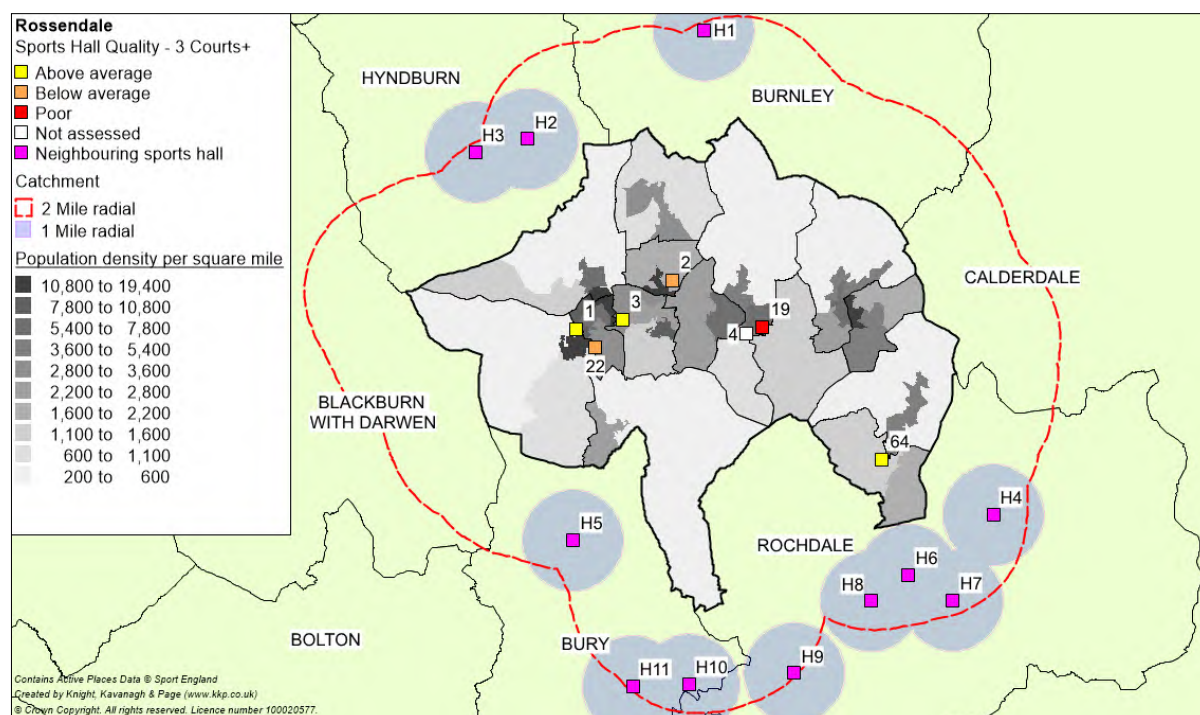


Table 5.10: Community available sports halls – minimum 3 court

Map ID	Site	Courts	Access type	Local authority
H1	Hameldon Community College	4	Sports Club/ CA	Burnley
H2	Accrington and Rossendale College	4	Sports Club/ CA	Hyndburn

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Map ID	Site	Courts	Access type	Local authority
H3	Mount Carmel RC School	4	Sports Club/ CA	Hyndburn
H4	Wardle Academy	4	Sports Club/ CA	Rochdale
H5	Woodhey High School	4	Sports Club/ CA	Bury
H6	Falinge Park High School	5	Sports Club/ CA	Rochdale
H7	Rochdale Leisure Centre	4	Pay & Play	Rochdale
H8	Oulder Hill Leisure Complex	5	Sports Club/ CA	Rochdale
H9	Heywood Sports Village	4	Pay & Play	Rochdale
H10	Hazelwood High School	4	Sports Club/ CA	Bury
H11	Castle Leisure Centre	10	Pay & Play	Bury

Source: Active Places Power 10/03/2020

NB: Sports Club / CA = Sports Club / Community Association use

Facilities planning model (FPM)

As noted earlier, the FPM report provides an overview of current levels of provision of sports halls in Rossendale; based on data from the National Run Report 2018, Strategic Assessment of Need for Sports Hall Facility Planning Model. Its findings with regard to supply are:

- ◀ There are nine sports halls across five sites and 30 badminton courts in total.
- ◀ There are 20 courts available for community hire at peak times.
- ◀ It identifies 4.3 courts per 10,000 people in Rossendale.

The KKP audit differs from the FPM in that Alder Grange High School was excluded from the FPM. Consultation indicated it is used extensively by Rossendale Raptors Basketball Club. The FPM also refers to Fearn Sports & Leisure the name of which has now changed to The Valley Leadership Academy.

The audit found that, in theory, the Adrenaline Centre is the only facility available for pay and play availability at peak times. Due to the high use of block bookings by clubs and groups, there is very limited (if any) free time available for casual use at peak times.

Future developments

No known sports hall developments are planned in the area at the time of audit. RLT indicated an aspiration to provide more indoor space at the Adrenaline Centre, which could be in the form of an additional sports hall or frame and fabric build/air hall. At the time of this audit, there are no plans in place, nor is funding allocated for this.

5.2: Demand

In the context of current demand for sports halls, Sport England's FPM 2018 National Run report, comparing the number of badminton courts at sites available for community use with the demand for sports halls by Rossendale residents, suggests that there is a supply demand balance; in other words the current demand for sports halls is met by the current supply (equilibrium). Simplistic analysis of FPM assessment of overall supply and demand in Rossendale is that the resident population generated demand for a minimum of 19.8 courts compared with a current available supply of 20.2 courts, giving a slight positive supply/demand balance of 0.4 courts. The FPM considers hall space to include the equivalent of all the main and ancillary/secondary halls available.

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To provide realistic/comfortable provision, supply must be greater than demand. If supply only matches demand, all halls need to be full all of the time in order to meet all demand. It should also be noted that the supply demand measure only provides a 'global' view of provision and does not take account of the location, nature and quality of facilities in relation to demand; how accessible facilities are to a resident population (by car and foot); nor does it take account of facilities in adjoining local authorities.

Table 5.11: Demand findings from the FPM

Element	FPM 2018
Satisfied demand (%)	90.0%
Satisfied demand retained within Rossendale	76.1%
Satisfied demand exported	23.9%
Levels of unmet demand	10.0%
% of unmet demand due to residents living outside catchment of a hall (as opposed to no capacity).	94.7%
Used capacity	64.5%

Table 5.11 indicates that 90.0% of demand is satisfied. The level of satisfied demand is lower than the regional average of 93.4% and the national rate of 91.3%.

The used capacity according to the FPM is calculated globally across sites to be 64.5% used which is 15.5% below the threshold where a facility is deemed to be comfortably full. The notion of a 'comfort factor' is applied within the model. For Sports halls 80%, of its theoretical capacity is considered as being the limit where the facility starts to become uncomfortably busy. The audit found the three sites (All Saints Catholic High School, Adrenaline Centre and Alder Grange School) operating significantly above than this, one operating at the benchmark and two facilities below. The Valley Leadership Academy is at 28% and Haslingden High at 43%. The reason cited for the low used capacity at The Valley Leadership Academy is the poor quality.

The FPM identifies the following with regard to demand for sports halls:

- ◀ The level of satisfied demand retained is high at 76.1%, this indicates that site and catchment areas of the sports hall sites and the location of Rossendale demand for sports halls are very well correlated. However, this is the lowest level of retained demand across comparable authorities. (Blackburn with Darwen 89.1%, Burnley 77.9%, Hyndburn 76.5%, Pendle 84.3%)
- ◀ Rossendale is a net exporter (335 visits in the weekly peak period) to facilities outside of the Borough. The model estimates that approximately 23.0% of satisfied demand is met via demand exported to adjoining local authorities.
- ◀ The majority of unmet demand is due to residents living outside the catchment area of a sports hall and not having a car, not due to the lack of sports hall capacity.
- ◀ Overall, the sports halls are 64.5% utilised. (This is higher than the county rate of 62.0% but slightly below the national rate of 67.0%). It is below the Sport England benchmark measure of 80.0% of capacity used in the weekly peak period which indicates that there is scope to absorb additional demand to use sports hall provision within the Borough (subject to schools having the ability to achieve this).
- ◀ 83.4% of all visits are done by car, 9.3% on foot and 7.3% using public transport.
- ◀ Total unmet demand is equivalent to two badminton courts. There is potential to increase the opening hours of existing facilities as globally across the sites there is theoretically 16.0% spare capacity before the Sport England comfort capacity of 80.0% is reached.

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- ◀ Some facilities appear to be operating above the benchmark and others well below which could be due to limited availability at certain sites and also to the age and attractiveness of the older local authority owned facilities and the limited availability of education sites.
- ◀ Broadly speaking, facilities are located in appropriate locations. However, RBC's facilities are nearing the end of their lifespan. As they age, maintenance and running costs are likely to increase and the user experience will further deteriorate. RBC should consider refurbishing and renewing facilities while retaining the same locations and scale of venues.

NGB consultation

Badminton

Badminton England (BE) is the national governing body of sport (NGB) for badminton. Its strategy, Discover Badminton 2017-2025 presents a vision for the sport to become one of the nation's most popular and to consistently win medals at world, Olympic and Paralympic levels. To achieve this, it has identified three key objectives:

- ◀ Grow grassroots participation.
- ◀ Create a system that identifies and develops player potential to deliver consistent world class performers.
- ◀ Built financial resilience to become a well governed organisation and demonstrate compliance with the UK governance code.

Badminton Facilities Strategy Model 2020 – 2030 – Rossendale overview

Rossendale has significantly fewer active adult badminton players in general but a higher than average badminton participation rate. Only 40.0% of courts in the borough meet the BE quality threshold (which is one of the lowest ratios in the country). There are six clubs with 52 affiliated members suggesting a relatively strong infrastructure. There is insufficient capacity within existing facilities to accommodate current demand (one of the highest in the country). Consultation with BE indicates that badminton activity in the wider area is also relatively strong with four affiliated clubs within four miles and a further 13 clubs within 10 miles. Likewise, there are two affiliated adult badminton leagues.

- ◀ Rossendale Badminton League - with 11 clubs and two divisions.
- ◀ Blackburn and District Badminton League - with 10 clubs and two divisions.

A number of the clubs have junior sections and there are two junior leagues; Blackburn Junior League and M65 Junior League which has strong representation from East Lancashire.

The majority of clubs rely on leisure and school facilities. Three out of the four clubs in Rossendale play at the Adrenaline Centre. (Transport, Edenfield, and Goodshaw) and Alpha Badminton Club plays at Whitworth Community High School. Other clubs access facilities outside of the Borough, including Hyndburn Leisure Centre, Darwen Leisure Centre and Accrington Academy.

The four clubs listed above are all relatively small in terms of membership. Edenfield Badminton Club is the largest with 17 adults and five junior members. They are all mainly competitive clubs playing league badminton, rather than 'key clubs' that drive participation.

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BE indicates that there is potential for clubs to grow and diversify their membership offer by targeting a different audience e.g. junior sections, No Strings, social club nights, adult beginner / targeted women only sessions for example. BE has funding available to support such initiatives however, they need to be club led to ensure sustainability.

There is also potential to work with RLT to increase badminton provision and encourage more No Strings pay and play sessions and more Racket Pack junior sessions to increase the badminton profile at their sites. In the future, should new facilities be developed, or existing venues refurbished there would be a requirement for it/them to meet a higher badminton-related specification for league badminton.

Edenfield Badminton Club

Based at Haslingden Sports Centre, the Club has mixed gender teams competing in three local leagues in the East Lancashire area. It typically hosts two sessions per week, one for a club night (training) and one for matches.

It reports wishing to increase its junior offer however, it requires additional coaches (and does not have the funds to pay for this) plus support for the costs of courts until the session is sustainable.

The Club reports facing challenges with court availability (timings) as it can only hire them late in the evening and its players wish to train and play earlier. It also reports that on occasions, there is insufficient times for matches should play continue on until 22.00 when the centre closes. It also cannot expand sessions and increase capacity at the Sports Centre due to the lack of availability of courts.

It also reports that recently neighbouring facilities have raised prices; this has affected clubs in the area and at least one has folded since the increase. It is concerned that if other facilities increase their prices, other clubs could also become unviable and fold.

Netball

England Netball's latest strategy, Your Game, Your Way, aims to establish it as a top performing, financially sustainable NGB that promotes 'Netball for Life' and develops more world class athletes. The four key stated priorities are:

- ❖ Grow participation in the game by an average of 10,000 participants per annum.
- ❖ Deliver a 1st class member and participant experience.
- ❖ Establish England as the number one team in the world by winning the World Netball Championships.
- ❖ Lead an effective and progressive infrastructure enabling all involved in the netball experience to collaborate as one team aligned behind one dream.

England Netball reports the sport to be growing fast nationally. A YouGov report it commissioned reported that the 2019 World Cup inspired 160,000 adult women to take up the sport and there was a 1000% increase in visits to its online netball session finder from the end of the World Cup, compared to the two weeks prior. In addition, 71% of clubs report that more people have shown an interest in playing netball than before the tournament started.

For outdoor provision please refer to the Playing Pitch Strategy 2016. Current indoor provision in the RBC area is as follows.

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Rossendale Ladies Netball League

Netball is popular in the borough with one indoor league operating in the area – it has 11 teams playing in two divisions. The League plays indoors at both the Adrenaline Centre and the Valley Leadership Academy. Teams for the winter league include:

Winter 2019/2020 teams:		
◀ Doctech	◀ Dabs	◀ Station Slammers
◀ St Andrews	◀ BRGS	◀ CJM
◀ RTC	◀ Railway Reds	◀ Kelda
◀ Alder Grange	◀ Vipers	

Consultation with Rossendale Ladies Netball League indicates it has two divisions in both the winter and summer. It typically has between four and 12 teams per division dependent upon team entrants. It reports it is hindered by the lack of availability of facilities and has already reduced match times to accommodate an increased number of games for the time allocated. It has aspirations to grow to 20 teams, however, this will not be achievable without available facilities.

Its players are aged 13 years + and has demand for juniors; this, however, is not currently accommodated due to facilities and workforce.

The League reports that there has been a reduction in the number of courts in the area and this has negatively impacted the sport. (There used to be three outdoor courts at the Adrenaline Centre, when it was re-laid the number of marked courts was reduced to two). It also used to be able to access outdoor courts at Haslingden High School and Marl Pits Car Park however these have also been lost. The Playing Pitch Strategy Report 2020 covers outdoor netball provision in more detail.

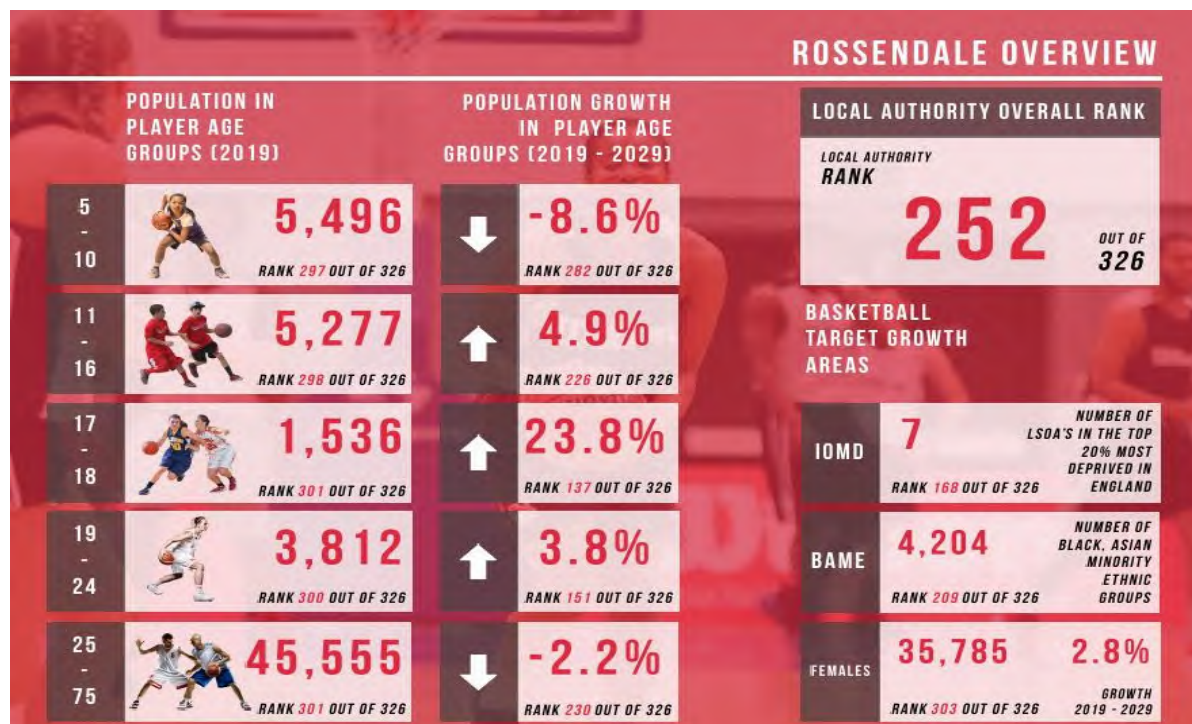
Basketball

Basketball England (BBE) is the national governing body (NGB) for the sport in England. Its latest strategy, Transforming Basketball in Britain Together (2016 - 2028) aims to improve basketball from grassroots to GB teams, by adopting a whole sport approach and working closely with the basketball community. Its related key objectives are to:

- ◀ Develop successful GB teams.
- ◀ Build high-quality men's and women's leagues and teams.
- ◀ Support talented players, officials and coaches and coach development pathways.
- ◀ Drive increased awareness and profile of the sport.
- ◀ Increase opportunities to play the game at every level.
- ◀ Transform the leadership and culture of the sport.

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Figure 5.7: Basketball England local authority overview



To increase the opportunities to play the game at every level, BBE’s facilities strategy aims to create community hubs including, where appropriate, arenas that sit at the heart of communities and are homes for the leading British Basketball League, Women’s British Basketball League and community clubs.

The stated intent is that as part of its facilities strategy implementation, BBE will regularly monitor provision in schools, colleges, universities, clubs and at local authority sites and identify any gaps, looking to improve connections between these organisations to increase the availability and affordability of facilities of the right quality.

BBE reports Rossendale Raptors to be the only club in the area. It has both male and female teams both based at Alder Grange High School. It has c. 30 affiliated club members living within the authority; approximately 15 of whom are female. The men play in the Hyndburn & District Basketball League and the women in the Women’s Premier Division of the Manchester Area Basketball League. BBE projected demand calculations estimate that demand will be generated for an additional team by 2029. BBE reports an undersupply of 1.8 sports halls (4 courts) both in 2019 and in 2029.

The audit found Lancashire Spinners Rossendale based at Alder Grange High School. It has three junior male teams (under 14s, under 16s and under 18s) and c.60 members.

Consultation with Rossendale Raptors indicates its members come from a wide catchment including Bury, Bolton, Accrington and as far as Stockport. It has capacity to accommodate increased demand. The Club has a long-standing arrangement with Alder Grange School and has key holder access with the School. It reports that the facilities meet the needs of the Club and this remains the case if team performance improves.

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Longer term, there may be a requirement for improved facilities if the current junior team retains National League status in the future as seniors as there is a requirement for improved competition standard facilities (spectator seating and a larger hall).

Roller skating

Weekly recreational roller-skating sessions take place at the Adrenaline Centre it also delivers roller skating parties.

Outdoor sports

A number of outdoor sports hire sports halls over the winter period, including athletics (juniors), indoor cricket and football teams.

Unmet and latent demand

Consultation indicates that there is unmet demand from the clubs and as identified by RLT there is unmet demand from the public for casual use. Current provision does not meet the current demands of users.

The FPM identifies unmet demand equivalent to two badminton courts, the model states theoretically increasing opening hours at sites would address this however, the audit found there is no appetite from the sites to increase provision.

Displaced demand

The FPM identified that 23% of satisfied demand is met by facilities in neighbouring authorities. The reason for this is unknown and requires further investigation. Potential reasons could be due to the quality of facilities (users choosing to travel to better quality facilities), or that users are choosing to use facilities closer to the workplace rather than at home.

Summary of current demand

While there is an FPM modelled supply demand balance of sports halls, the KKP audit indicates that key sports have scope to grow but are restricted by facility availability. Sports halls in the area are not as available to the community as data in the FPM modelling would suggest. Badminton, basketball and netball would all be able to grow were more sports hall time (at the right times) to be available – increasing levels of participation in those sports.

5.3: Future demand and Sports Facilities Calculator (SFC)

The SFC assists planning authorities to quantify additional demand for community sports facilities generated by new growth populations, development and regeneration areas. It can be used to estimate facility needs for whole area (district) populations but should not be applied for strategic gap analysis as it has no spatial dimension and does not take account of:

- ◀ Facility location compared to demand.
- ◀ Capacity and availability of facilities – opening hours.
- ◀ Cross boundary movement of demand.
- ◀ Travel networks and topography.
- ◀ Attractiveness of facilities.

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Table 5.12: Sport England: Sports Facilities Calculator – sports halls

	Population 2018: ONS	Population estimate: 2034*ONS
ONS population projections	70,314	73,161
Population increase	-	2,847
Facilities to meet additional demand	-	+0.79 courts or 0.2 sports halls
Estimated cost	-	£476,498

Calculations assume that the current sports hall stock remains available for community use and the quality remains the same. It appears that the projected increase in population will lead to a small increase in demand for sports hall space.

Based on ONS population estimates, the SFC would suggest a need for an additional 0.79 (badminton) courts, up to 2034; the cost of this is estimated to be £476,498. The audit identifies that current use of sport hall stock is high but that there is capacity within sports halls to enable clubs to expand subject to schools' willingness and ability to increase the number of hours available to the community. Should ONS population estimates be realised there will be a need for 0.8 additional badminton courts. This requirement could be catered for via quality improvement to current facilities which could underpin increased local participation.

5.4: Supply and demand analysis

Based on the assessment of current, future demand and availability there is a need to increase the capacity of sports halls (or increase facility attractiveness). If this is not feasible additional sports hall space is needed to enable sport and physical activity to expand and accommodate demand. There is also the potential to significantly increase the number of hours available to the community at:

- ◀ Bacup & Rawtenstall Grammar School.
- ◀ All Saints Catholic High School.
- ◀ Haslingden High School.

Improving facility quality at the Valley Leadership Academy will improve its attractiveness.

5.5: Summary of key facts and issues

Facility type	Sports halls	
Elements	Assessment findings	Specific facility needs
Quantity	There are: <ul style="list-style-type: none"> ◀ 20 sports halls (35 badminton courts) ◀ Seven 4-court halls at seven sites totalling 38 badminton courts. 	<ul style="list-style-type: none"> ◀ The FPM identifies a supply and demand are balanced. Local Plan review population estimates may create some additional demand, however, this does not warrant new provision but improvements to existing may be required to accommodate additional demand. ◀ The audit identifies that current use of sport hall stock is high but that there is capacity to enable clubs to expand subject to schools' willingness and ability to

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Facility type	Sports halls	
Elements	Assessment findings	Specific facility needs
		increase community availability. This requirement could be catered for via quality improvement to current facilities which could underpin increased local participation.
Quality	<ul style="list-style-type: none"> ◀ Three are rated above average, two below average and one is poor quality. ◀ The sports hall at Bacup & Rawtenstall Grammar School is unassessed. ◀ The Adrenaline Centre Sports hall is the oldest in the area (46 years old). ◀ The majority of sports halls have received investment in the last 20 years. 	<ul style="list-style-type: none"> ◀ There is a requirement to improve the standard of the poor quality and below average sports halls, whilst maintaining the quality of those which are presently above average. This should lead to increased attractiveness and capacity of the sports halls.
Accessibility	<ul style="list-style-type: none"> ◀ 99% of RBC's population lives within 20 minutes' drive of a sports hall. Half live within 20 minutes' walk. ◀ 55% of residents living in areas of higher deprivation live more than 20 minutes' walk from a sports hall. ◀ 11 sports halls are located within two miles of the Authority - they appear to service exported demand of c.350 visits per week. 	<ul style="list-style-type: none"> ◀ Main population settlements are all serviced by sports hall facilities with the exception of Bacup. ◀ People living in areas of higher deprivation may find it more difficult to use facilities due to the limited public transport in the area.
Availability (management and usage)	<ul style="list-style-type: none"> ◀ All sports halls, apart from Bacup & Rawtenstall Grammar School offer some level of community availability. ◀ There is scope to increase the number of hours made available at some sports halls in the area - to increase capacity. ◀ Used capacity at some sites is significantly higher than others. (Valley Leadership Academy 28%, Alder Grange 100%). ◀ The Adrenaline Centre is the only sports hall available during the day - all others are located on education sites. ◀ Key sports indicate potential for their clubs to grow and diversify membership offers targeting different/extended audiences. BE actually has funding available to support this. 	<ul style="list-style-type: none"> ◀ Maintaining the good relationships between schools and clubs is necessary to ensure continued use by current clubs and underpin moves to encourage increased use of school sites. ◀ Explore which school facilities could extend community availability. ◀ Consider the fact that access to facilities/activities during the day will be of increasing importance as the numbers of older people rise. ◀ Support Badminton England and local clubs to extend club use to accommodate demand.
Strategic summary	<ul style="list-style-type: none"> ◀ Improve the condition of poor and below average quality sports halls. ◀ Continue to support and develop good relationships with schools to maintain high levels of community use. ◀ Where possible extend the community use availability of education sites. 	

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Facility type	Sports halls	
Elements	Assessment findings	Specific facility needs
	<ul style="list-style-type: none"> <li data-bbox="416 367 1364 427">◀ Keep a watching brief on provision in adjoining authorities to ensure that the needs of Rossendale residents continue to be met. <li data-bbox="416 434 1364 521">◀ If/when investing in facilities be cognisant of the high demand for badminton and basketball in the area and look to meet NGB sports hall specification for league badminton and basketball. 	

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SECTION 6: SWIMMING POOLS

A swimming pool is defined as an “enclosed area of water, specifically maintained for all forms of water-based sport and recreation”. It includes indoor and outdoor pools, freeform leisure pools and specific diving tanks used for general swimming, teaching, training and diving. Many small pools are used solely for recreational swimming and do not necessarily need to strictly reflect NGB guidelines. It is, however, generally recommended that standard dimensions are used to allow appropriate levels of competition and training and to help meet safety standards. Relatively few pools need to be designed to full competition standards or include spectator facilities.

Training for competition, low-level synchronised swimming, and water polo can all take place in a 25m pool. With modest spectator seating, pools can also accommodate competitive events in these activities. Diving from boards, advanced synchronised swimming and more advanced sub-aqua training require deeper water. These can all be accommodated in one pool tank, which ideally should be in addition to the main pool.

The NGB responsible for administering diving, swimming, synchronised swimming and water polo in England is Swim England.

The 2019 State of the UK Swimming Industry Report reveals that the UK swimming industry has not changed significantly in the previous 12 months although. 26 swimming pool sites have opened and 27 have closed. Nuffield and GLL remain the UK’s leading private and public operators (by number of sites with a pool). GLL has 146 swimming centres, while Nuffield has 111 clubs with a swimming pool. The 2019 report shows that 84% of the UK population live within two miles of one of the 3,170 swimming pool sites.

6.1: Supply

This assessment is mostly concerned with larger pools available for community use (no restrictions to accessing the pool as a result of membership criteria). As such, those smaller than 160m² (e.g. 20m x 4 lanes) water space and/or located at private member clubs are deemed to offer limited value in relation to community use and delivery of outcomes related to health and deprivation. It is recognised that smaller pools do offer learning/teaching sessions, but they are, for modelling/needs assessment purposes, deemed unable to offer a full swim programme and, thus, eliminated from the supply evaluation, when considering accessibility and availability later in this section. As there are no smaller/private members clubs in Rossendale, all swimming pools are considered in this report.

Quantity

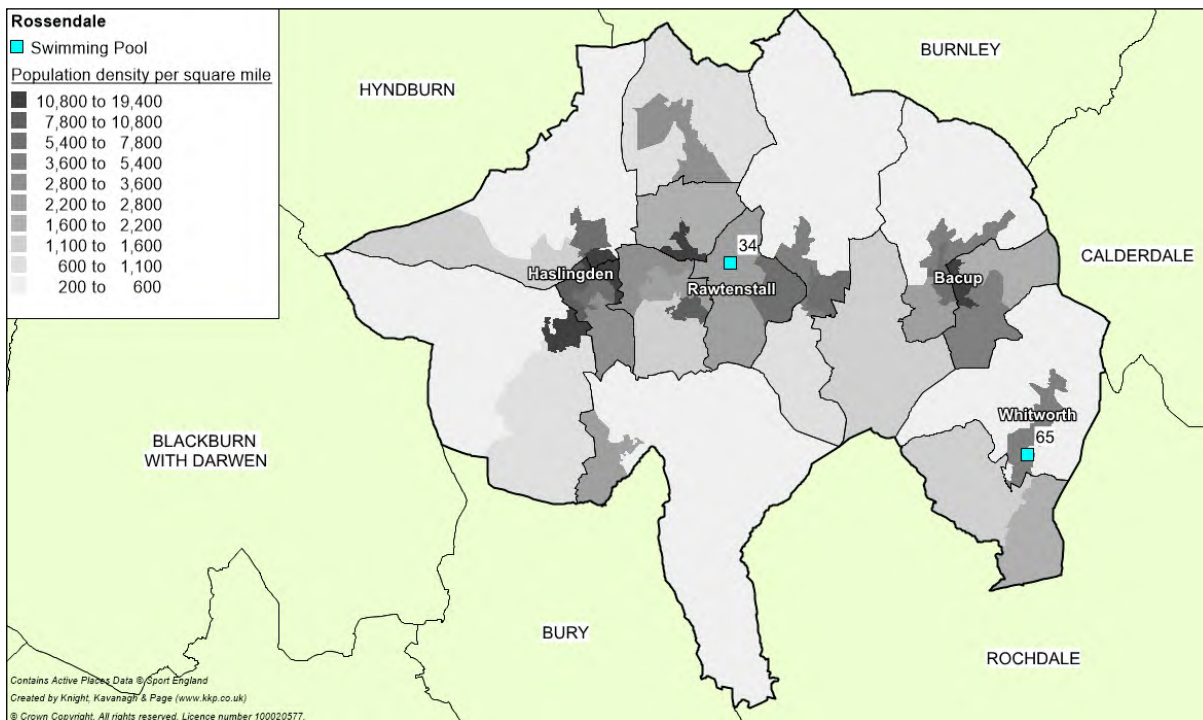
The audit identifies four swimming pools at two sites. There are two swimming facilities in the authority, one in the centre (Marl Pits and one to the East of the authority in Whitworth). There is no provision in Bacup, Helmshore or Haslingden.

Table 6.1: All swimming pools in Rossendale

Map ID	Site	Facility type	Lanes	Length (m)	Area m ²
34	Marls Pits Leisure Centre	Main/general	4	25	225
34	Marls Pits Leisure Centre	Learner/ Teaching	0	9	45
65	Whitworth Leisure Centre	Main/general	4	25	250
65	Whitworth Leisure Centre	Learner/ Teaching	0	8.2	37.72

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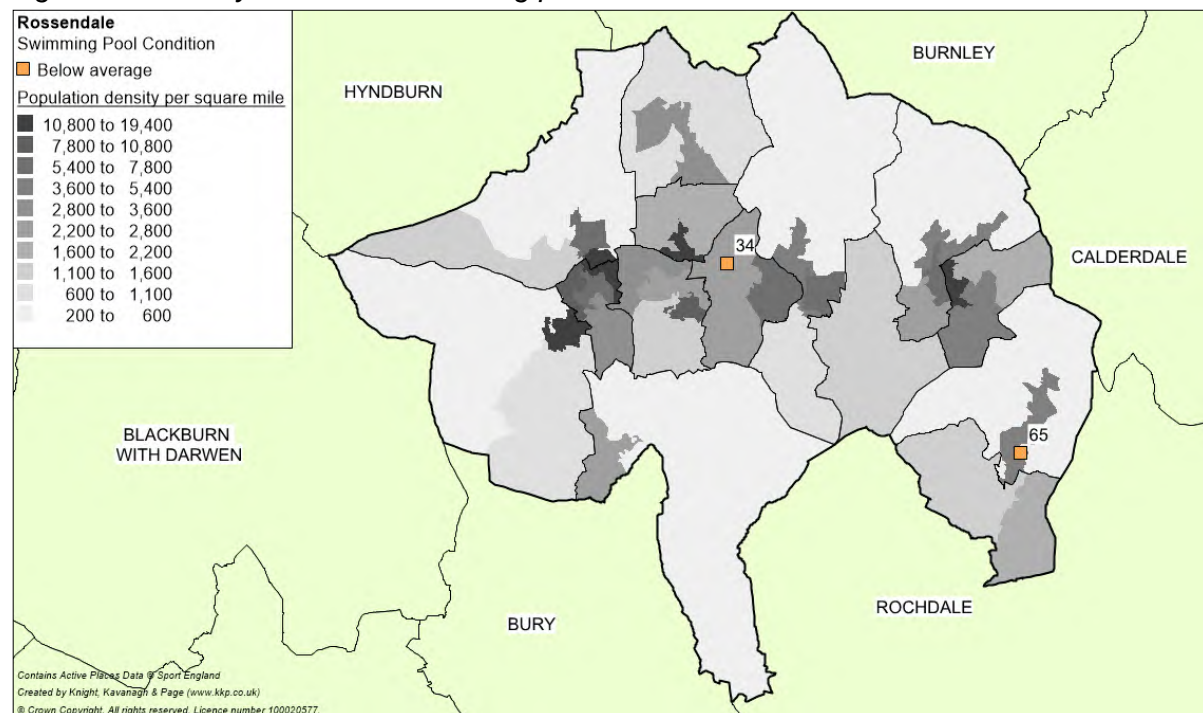
Figure 6.1: All swimming pools in Rossendale based on population density



Quality

KKP has visited the Borough’s swimming pools and completed non-technical visual assessments of pools and changing provision (as they also play a significant role in influencing and attracting users). Quality is assessed as previously described in Section 3.2.

Figure 6.2: Quality of 160m²+ swimming pools in Rossendale



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Table 6.2: Quality of swimming pools in Rossendale

Map ID	Site	Lanes x length (m)	Condition	
			Pool	Changing
34	Marls Pits Leisure Centre	4x25m	Below average	Above average
34	Marls Pits Leisure Centre	0x9m	Below average	Above average
65	Whitworth Leisure Centre	4x10m	Below average	Below average
65	Whitworth Leisure Centre	0x4.6m	Below average	Below average

The pools at both Marls Pits Leisure Centre and the two pools at Whitworth Leisure Centre are considered to be in below average condition. Changing provision at Whitworth Leisure Centre is commensurate with the pool condition while changing at Marl Pits is rated above average. The key finding is that borough residents only have access to below average facilities. The learner pool at Marl Pits Leisure Centre is a freeform and is, thus, not the most effective shape for teaching swimming lessons. Investment is reportedly required in the short term in the air handling units (AHU) at Marl Pits.

Figure 6.3: Photo of teaching/learner pool at Marl Pits (Source unknown)



Table 6.3: Age of swimming pools and refurbishment dates (where applicable)

Site name	Year built	Refurbishment	Age (years) since refurbishment
Marls Pits Leisure Centre	1974	1999	21
Whitworth Leisure Centre	1972	2002	18

Whitworth Leisure Centre is the oldest pool (opened in 1972). Both venues were built in the 1970's, with refurbishment taking place at Whitworth Leisure Centre 18 years ago and Marl Pits 21 years ago.

Planned investments

In March 2020 it was announced that £110,000 is to be allocated from capital resources for the replacement of the boilers and air handling unit at Whitworth Leisure Centre following

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recent failures in the equipment. This will enable the facility to remain operational however, it will not improve the general quality nor appearance of the facility.

Accessibility

Swimming pool accessibility is influenced by physical environment (i.e. built). Appropriate walk and drive-time catchments are applied to determine accessibility to communities. The normal acceptable standard is a 20-minute walk time (1-mile radial catchment) for an urban area and a 20-minute drive time for a rural area. This enables analysis of the adequacy of coverage and helps to identify areas currently not serviced by existing provision. Figure 6.4 and Table 4.5 illustrate the walk-time based accessibility of all swimming pools in Rossendale.

Figure 6.4: All pools by quality on IMD with 1-mile catchment

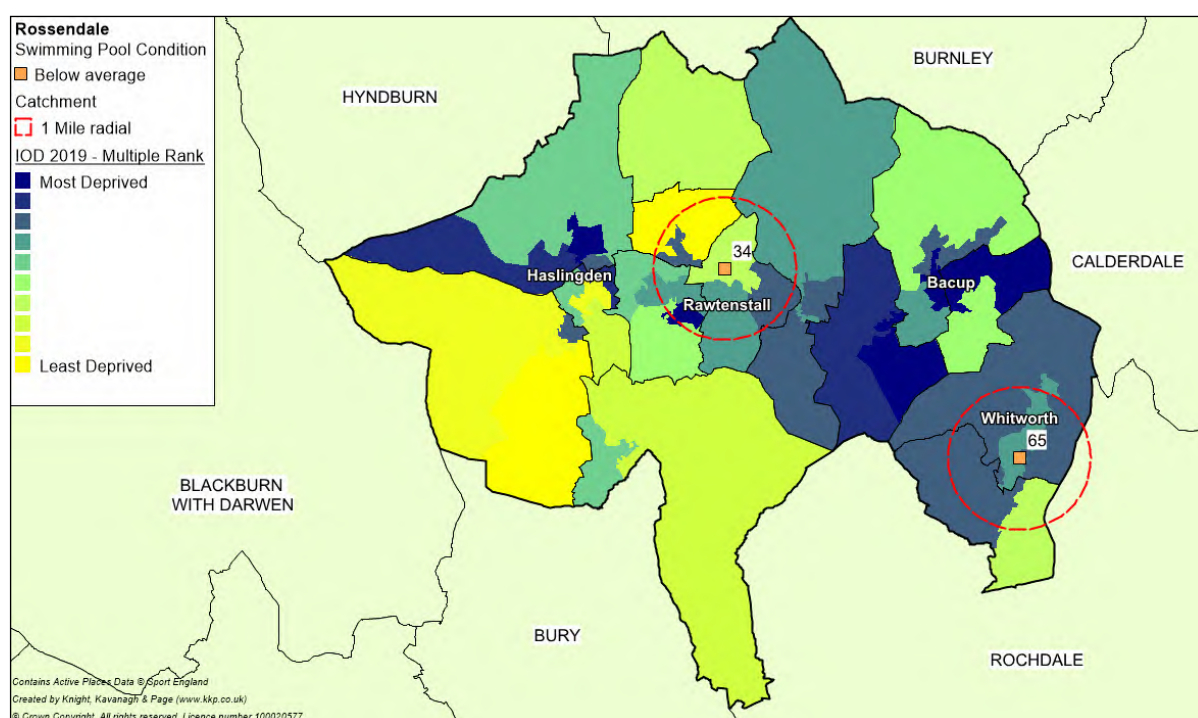


Table 6.5: Accessibility of swimming pools in Rossendale

IMD 10% bands	Rossendale		Swimming pools minimum 160 m ² catchment populations by IMD			
	Persons	Population	Persons inside catchment	Population inside	Persons outside catchment	Population outside
0 - 10	8,473	12.2%	1,031	1.5%	7,442	10.7%
10.1 - 20	5,830	8.4%	0	0.0%	5,830	8.4%
20.1 - 30	15,550	22.4%	5,464	7.9%	10,086	14.5%
30.1 - 40	8,923	12.9%	4,257	6.1%	4,666	6.7%
40.1 - 50	5,623	8.1%	294	0.4%	5,329	7.7%
50.1 - 60	5,590	8.1%	64	0.1%	5,526	8.0%
60.1 - 70	7,444	10.7%	2,295	3.3%	5,149	7.4%
70.1 - 80	3,751	5.4%	0	0.0%	3,751	5.4%
80.1 - 90	4,383	6.3%	0	0.0%	4,383	6.3%

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90.1 - 100	3,851	5.5%	1,172	1.7%	2,679	3.9%
Total	69,418	100.0%	14,577	21.0%	54,841	79.0%

One fifth (21%) of Rossendale's population resides within 20-minutes' walk of a swimming pool; 14,577 residents from a population of 69,418 (2018 MYE). Many residents live in areas of higher deprivation. Of these, 9.4% (6,495 people) live within 20 minutes' walk time of a swimming pool. Approximately 94% of the population lives within 20 minutes' drive of a swimming pool. In Rossendale, it is reported that 20.8% of the population do not have access to a car meaning that a fifth of Rossendale's population is reliant on limited public transport or walking to a swimming pool.

Facilities in neighbouring authorities

Accessibility is also influenced by facilities within easy reach of the local authority. Figure 6.5 and Table 6.7 detail swimming pools located within two miles of the RBC boundary. Five of these offer pay and play availability; the others require membership of a sports club/association. They are all located to the south of the Borough.

Figure 6.5: Swimming pools within two miles of the RBC's boundary

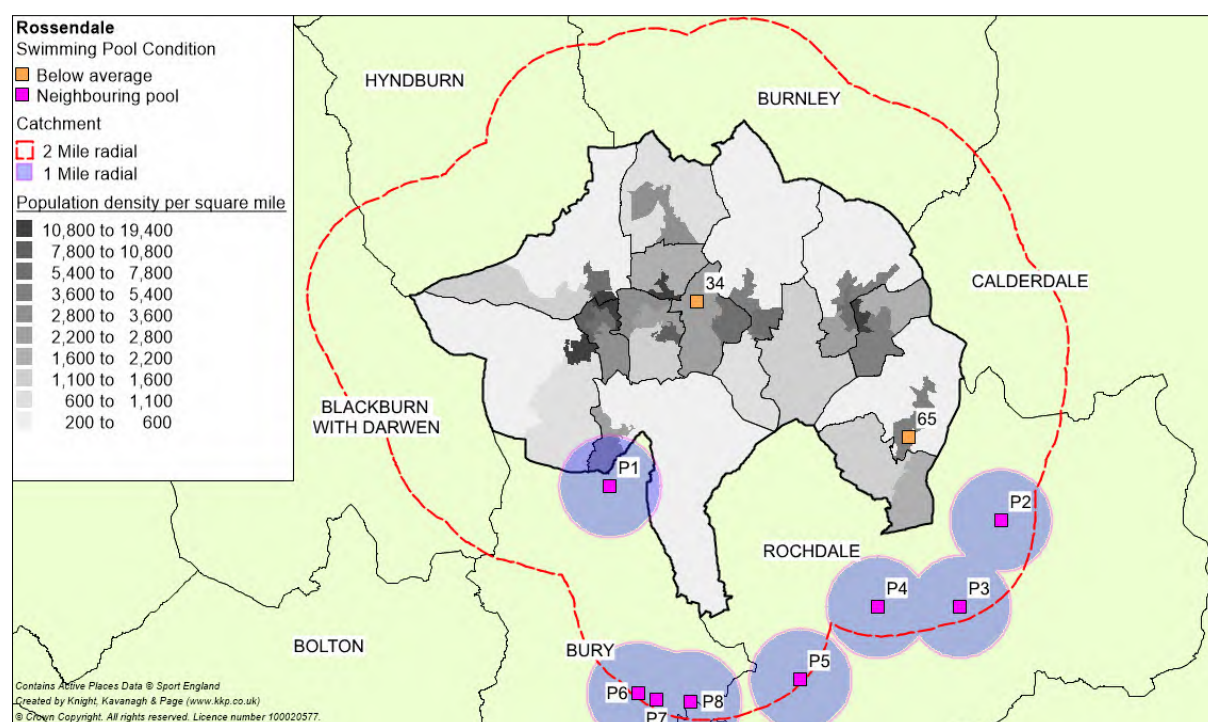


Table 6.7: Swimming pools within two miles of RBC's boundary

ID	Site	Lanes / length	Access type	Authority
P1	Ramsbottom Pool & Fitness Centre	4 x 25m	Pay & Play	Bury
P2	Wardle Academy	4 x 20m	Sports Club/CA	Rochdale
P3	Rochdale Leisure Centre	8 x 25m	Pay & Play	Rochdale
P4	Oulder Hill Leisure Complex	5 x 25m	Pay & Play	Rochdale
P5	Heywood Sports Village	6 x 25m	Pay & Play	Rochdale
P6	Castle Leisure Centre	6 x 25m	Pay & Play	Bury
P7	DW Sports Fitness (Bury)	1 x 20m	Reg.Membership	Bury

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

ID	Site	Lanes / length	Access type	Authority
P8	Village Gym	3 x 25m	Reg.Membership	Rochdale

Source: Active Places Power 10/03/2020

NB: Sports Club / CA = Sports Club / Community Association use

Availability of swimming pools

Swimming pool availability differs dependent upon ownership and/or management. Facilities audited all offer swimming lessons to the public. There are no private use swimming pools in Rossendale. Both Marl Pits and Whitworth leisure centres are available to the community during the day. In addition, no membership is required as both offer pay and play access.

RL Trust consultation

The operator indicates that the swimming pools at Marl Pits are full to capacity. It has on average a six-month waiting list for swimming lessons and public swimming sessions are full. Lane swimming sessions attract an average of 30 swimmers per session. It would like to offer more public swimming sessions; however, it is unable to do so due to the demand for swimming lessons and the need to accommodate club swimming. A larger pool and a rectangular shaped learner pool would enable the programme to better accommodate the needs of a wider array of users.

The current timetable is as follows:



MAIN POOL		SMALL POOL																																																																																																																																																			
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- Public Swimming
- Laned Swimming
- Adults Only
- Clubs
- School Swimming
- Aquafit
- Fun Sessions
- Senior Swimming

Analysis of the programme indicates that a variety of sessions is offered to accommodate a range of users, however it is restricted by session capacity. Larger main pools and the

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INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

installation of an appropriately configured teaching/learner pool would enable a more vibrant programme and increased participation.

With respect to Whitworth Pool no information was received from the operator about the capacity of the pool but the FPM Used Capacity analysis indicates the pool is operating at 36% which indicates it may be able to accommodate more usage.

6.2: Sport England Facilities Planning Model (FPM)

Sport England's FPM report provides an overview of current levels of provision of swimming pools in Rossendale; based on data from the Facility Planning National Run; October 2018. The FPM findings are:

Supply

- There are four swimming pools at two sites.
- The Marl Pits swimming pools opened in 1974 and were refurbished in 1999. It has an attractiveness rating of 38%.
- Whitworth Leisure Centre opened in 1972 and was refurbished in 2002. It has an attractiveness rating of 41%.
- Based on water space per 1,000 population, Rossendale supply is 8m² per 1,000 population. This is lower than neighbouring authorities and below the regional and national rate of 12m².
- 21% of residents in Rossendale do not have access to a car (based on the 2011 census). This figure is lower than the county average (21.9%) and the national average of 24.9%.

Demand

- The resident population of Rossendale in 2018 generates demand for 747m² of water. This is compared to the available supply of 442 m² of water. This suggests there is an undersupply of 305m² of water which equates to the equivalent of a 6 lane 25m pool.
- Rossendale has the highest shortfall of all its neighbouring comparator authorities – it should be noted that this does not take into account the location, the nature and quality of facilities in relation to demand.
- In terms of satisfied demand, 88.8% of the total demand for swimming is met.
- The majority of demand (83.0%) is met by people travelling by car to a swimming pool.
- In 2018, 46.0% of the total 88.0% demand is met/satisfied is retained demand within the authority. This means that, in effect, the majority of Rossendale residents are using pools in neighbouring authorities.
- The total unmet demand is 11.2% of total demand, almost all (99.1%) is located outside the catchment area of a pool.
- The total unmet demand in Rossendale is higher than neighbouring comparator authorities and above county (8.8%) and national (9%) levels.
- There are no demand hotspots which specifically justify new provision in one area.

Capacity

- Globally, the pools are operating at 53% used capacity. Therefore, there is 16.6% spare capacity before the Sport England threshold of 70.0%, where a pool is deemed comfortably full.
- Marl Pits is operating at full capacity. It has not been updated since 1999 and it is the only facility within the walking/drivetime catchment of the majority of the population.
- Whitworth Leisure Centre is operating at 36% capacity (primarily due to its location).

Other key FPM findings:

- Both swimming pool facilities are reaching the end of their effective lifespan and are likely to be less efficient than new facilities with higher maintenance costs generally.
- Rossendale is a net exporter of visits (1,953 visits per week).

ROSSENDALE BOROUGH COUNCIL

INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

- ◀ As part of a renewal programme, it is advised that further modelling take place to assess the impact of smaller newer pools in the locations could be more effective, particularly in the case of Whitworth Leisure Centre.

It is important to note that the FPM is a quantitative, accessibility and spatial assessment of the supply, demand and access to swimming pools. There are wider considerations in the overall provision of swimming pools and the role they play in meeting RBC's objectives.

6.3: Demand

Swim England's latest strategy, *Towards a Nation Swimming: a Strategic Plan for Swimming in England 2017-21*, has the stated aims to create a happier, healthier and more successful nation through swimming. To achieve this, several strategic objectives are set to:

- ◀ Provide strong leadership and be the recognised authority for swimming.
- ◀ Substantially increase the number of people able to swim.
- ◀ Significantly grow the number and diversity of people enjoying and benefitting from regular swimming.
- ◀ Create a world leading talent system for all disciplines.
- ◀ Deliver a high quality, diverse and motivated workforce within swimming.
- ◀ Strengthening organisational sustainability for future generations.

Consultation with Swim England confirms that in relation to UK wide participation all local authorities are important but areas with swimming pool water deficits are the highest priority. It indicates that whilst there is a small deficit, there are limited options for facilities to offer a diverse range of activities, due the sites only having main pools (no additional learner pools). It recommends that future developments consider options for a learner pool to enhance the programme offer. It also highlights the need for pools refurbishment due to the age of the stock. In terms of participation nationally, participation levels are steadily increasing; a reversal of the position over the previous decade.

Club consultation: Rossendale Rays Special Needs Sports Club

Rossendale Rays is a cycling and swimming club for people with special needs and disabilities (families participate also). The swimming element operates all year round and the cycling in spring and summer only (on the track at Marl Pits). Consultation indicates that it has demand for additional waterspace but that there is no availability to accommodate this. This includes demand in after school periods and during school holidays. The Club provides for over 250 families (c.1,000 people) and confirmed how invaluable the sessions are to its members.

It reports that the swimming pool (at Marl Pits) often closes for maintenance reasons which results in last minute cancellations. This is particularly challenging for the Club and its members. It also reports inadequate hoist and changing provision. It does, however, report having a very positive relationship with RLT which is found to be accommodating and helpful.

Unmet and latent demand

Consultation indicates that there is unmet demand from the swim club and RLT identified unmet demand from the public for general swimming. Current provision does not meet the demands of users.

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Displaced demand

The FPM identified that 88% of swimming demand is satisfied, 46% of this is met by facilities within Rossendale, 42% is met by facilities in neighbouring authorities. The reason for this is unknown and requires further investigation. Reasons could be due to the quality of facilities (users choosing to travel to better quality facilities) or that users are choosing to use facilities closer to the workplace rather than at home.

6.5: Sport England’s Facilities Calculator (SFC)

This assists local planning authorities to quantify additional demand for community sports facilities generated by new growth populations, development and regeneration areas. It can be used to estimate facility needs for whole area (district) populations but should not be applied for strategic gap analysis as it has no spatial dimension and does not take account of:

- ◀ Facility location compared to demand.
- ◀ Capacity and availability of facilities – opening hours.
- ◀ Cross boundary movement of demand.
- ◀ Travel networks and topography.
- ◀ Attractiveness of facilities.

Table 6.11: Sport England Sports facilities calculator – swimming pools

Factor	Population 2016	Population estimate 2034
ONS population projections	70,314	73,161
Population increase	-	2,847
Facilities to meet additional demand	-	0.55 lanes or 0.14 swimming pools
Cost	-	£505,733

Calculations assume that the current pool stock remains available for community use and the quality remains the same. It appears that projected increase in population will lead to a small increase in demand for pools. The SFC indicates that there will be a need for an additional 0.55 swimming lanes, up to 2034: at an estimated cost of £505,733. This is, however, on top of the already high demand for pools and water space in the area.

Analysis of supply/demand balance

Based on the assessment of current, future demand and availability there is a need to increase the amount of waterspace in the Borough.

Further research is required to determine whether the additional demand can be met through improvement to existing pools (and increasing the size of Marl Pits swimming pool) or whether there is still a requirement for additional waterspace that can only be accommodated through the provision of an additional swimming pool.

Given the existing swimming pools are nearing the end of their effective lifespan a long-term plan should be devised.

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6.6: Summary of key facts and issues

In summary, the above consultation and analysis indicates that Rossendale is in the following position with regards to its swimming pool provision:

Facility type	Swimming pools	
Elements	Assessment findings	Specific facility needs
Quantity	<ul style="list-style-type: none"> There are four pools (two main/two teaching) on two sites in Rossendale - in Rawtenstall in the centre of the Authority and Whitworth in the south east of the Borough. 	<ul style="list-style-type: none"> The FPM indicates an undersupply of water space equivalent to a 6 lane 25m pool.
Quality	<ul style="list-style-type: none"> Facilities are below average quality and need immediate and medium-term investment. Planned investment at Whitworth Pool will not improve its attractiveness but should improve reliability. Both pools venues are near the end of their effective lifespan, are less efficient than new facilities and incur high maintenance costs 	<ul style="list-style-type: none"> All swimming pools require investment in the short term. Planned investment at Whitworth is essential to ensure the pool remains operational. There is a need to improve the efficiency of all swimming pools.
Accessibility	<ul style="list-style-type: none"> Virtually the whole population (94%) lives within 20 minutes' drive of a swimming pool. One fifth of the population lives within 20-minutes' walk of a pay and play pool Rossendale is a net exporter of demand, some residents choose to use facilities in neighbouring authorities (c. 2,000 visits per week). 	<ul style="list-style-type: none"> There is a need to increase availability and accessibility, either by investment in current facilities or the development of a new pool(s) in the Borough.
Availability (Management and usage)	<ul style="list-style-type: none"> The FPM identifies significant export of swimming demand to facilities in neighbouring authorities. The learner pool at Marl Pits is freeform shaped and not conducive for effective swimming lessons. The current facility not large enough to accommodate demand from the public, clubs and lessons. Altering current programmes will still not accommodate current and projected increased demand for swimming. 	<ul style="list-style-type: none"> A larger swimming pool and learner teaching pool is required at Marl Pits to enable a full programme to be delivered to meet the demand.
Summary	<ul style="list-style-type: none"> There is an undersupply in Rossendale equivalent to a 6-lane 25m swimming pool. This situation is likely to worsen slightly based upon projected population increases. In the short term there is a need to invest in both pool venues to ensure that they remain fit for purpose – and reflect the quality expected in the 21st century. There is also a need for a fully costed repair and maintenance plan to enable them to survive as long as possible. The longer-term option to consider is to plan for an increase in the size of swimming pool at Marl Pits and for a replacement facility at Whitworth Leisure Centre. Alternatively, a new swimming facility could be considered elsewhere in the Borough in addition to significant investment and refurbishment at Marl Pits and Whitworth Leisure Centre. A more detailed analysis of the data and a Feasibility Study would need to be undertaken to establish what the viable options are. 	

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SECTION 7: HEALTH AND FITNESS SUITES

For the purposes of assessment health and fitness suites are normally defined as venues with 20 stations or more. A station is a piece of static fitness equipment; larger health and fitness centres with more stations can generally make a more attractive offer to members and casual users. They can be a valuable way to assist people of all ages, ethnicities and abilities to introduce physical exercise into their daily lives with the concomitant wellbeing benefits.

The current state of the UK fitness industry is complex with a variety of providers including the private sector (ranging from low cost operators to the high-end market), trusts, schools and local authority operators. Within the UK private fitness market has continued to grow steadily over the last 12 months with an estimated increase of 4.7% in the number of members, 2.9% in the number of facilities and 4.2% in market value. The growth is higher than last year across public and private sectors: which saw increases of over 4% in both members and market value.

According to the State of the UK Fitness Industry Report (2018) there are 7,200 fitness facilities in the UK, up from 7,038. Total industry membership is up 4.7% to 10.4 million (one in seven people in the UK is now a gym member). The total market value is estimated at £5.1 billion and the UK penetration rate has passed 15% for the first time. It reports that 215 new public and private fitness facilities opened in 2019, up from 275 in 2018. Pure Gym and GLL have strengthened their positions. Pure Gym became the first operator to reach 200 clubs and GLL now has 203. (No figures are available to indicate the number of gyms which have closed).

7.1: Supply

Quantity

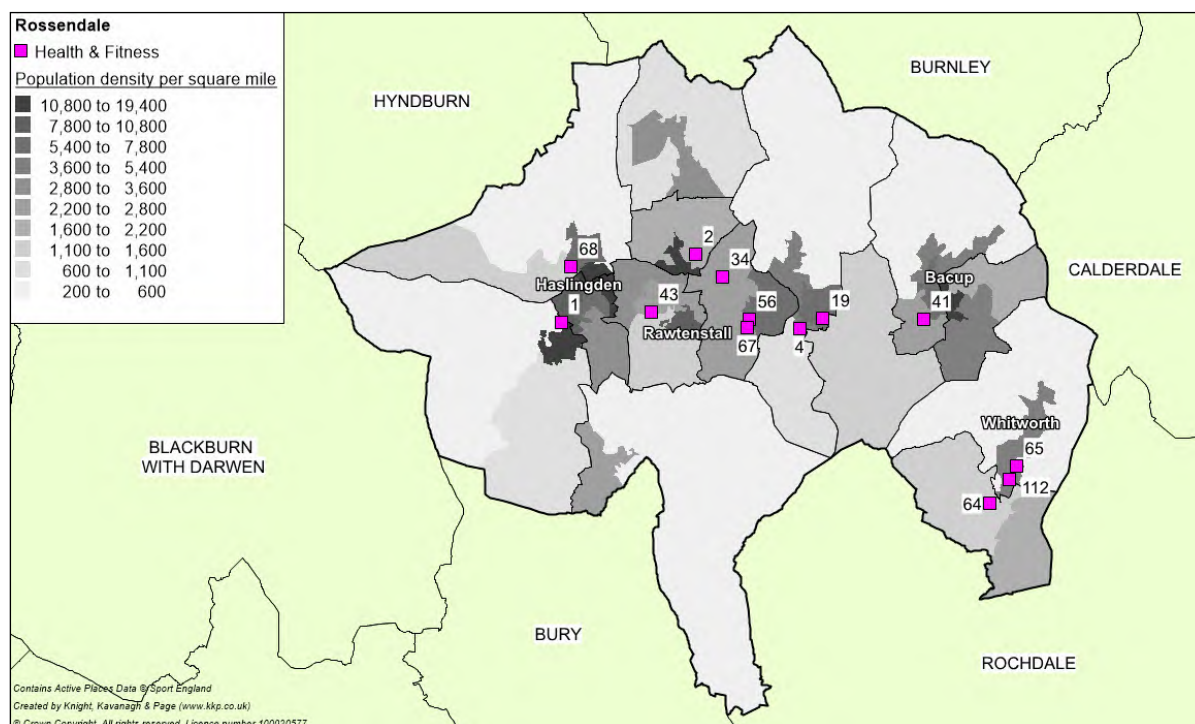
As is illustrated below, there are 13 health and fitness gyms in Rossendale with 486 stations. Generally, these are located in more densely populated areas. Fitness facilities containing fewer than 20 stations are typically not considered within the assessment although they can be available and service small sections of the community; where this is considered to be the case they are included. In general, however, they are discounted because of their scale.

Table 7.1: All health and fitness gyms

Map ID	Site	Stations
1	Adrenaline Centre	60
2	Alder Grange School	24
4	Bacup & Rawtenstall Grammar School	9
19	The Valley Leadership Academy	26
34	Marl Pits Leisure Centre	45
41	Pioneer Community Health Studio	70
43	Riverside Health Club	28
56	Station 22	38
64	Whitworth Community High School	25
65	Whitworth Leisure Centre	25
67	Fit4Life	80
68	Reps N Sets Gym	39
112	Metcon Fitness	26
Total		486

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Figure 7.1: All health and fitness facilities in Rossendale based on population density



The gym at Bacup and Rawtenstall Grammar School has only nine stations and is private use only. The number of community available health and fitness sites available in the Authority thus reduces to 11 with 460 stations.

Quality

All community available health and fitness sites received a non-technical quality assessment. Seven of the 11 fitness gyms are rated above average and four are below average in quality.

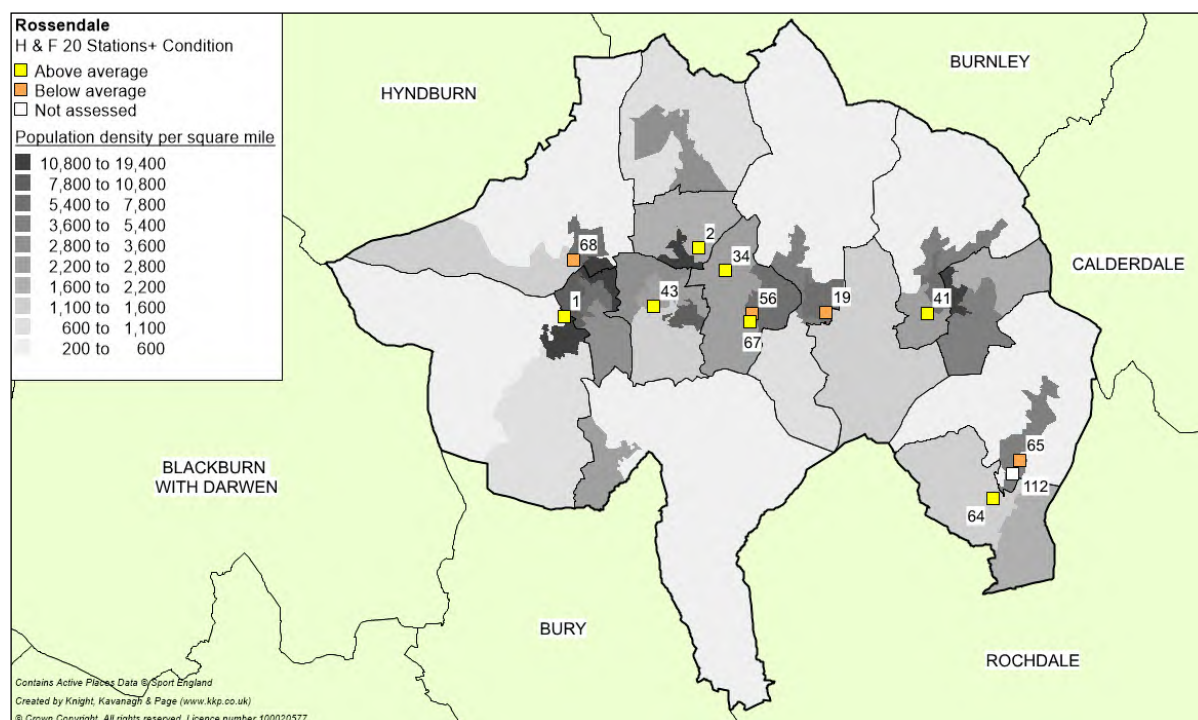
Table 7.2: Health & fitness suites with 20+ stations on population density by condition

Map ID	Site	Stations	Condition
1	Adrenaline Centre	60	Above average
2	Alder Grange School	24	Above average
19	The Valley Leadership Academy	26	Below average
34	Marl Pits Leisure Centre	45	Above average
41	Pioneer Community Health Studio	70	Above average
43	Riverside Health Club	28	Above average
56	Station 22	38	Below average
64	Whitworth Community High School	25	Above average
65	Whitworth Leisure Centre	25	Below average
67	Fit4Life	80	Above average
68	Reps N Sets Gym	39	Below average

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Map ID	Site	Stations	Condition
112	Metcon Gym	26	Unassessed
Total		486	

Figure 7.2: Health and fitness suites with 20+ stations on population density by condition



All health and fitness sites reported capacity to accommodate additional members. Consultation with RLT indicated that Marl Pits is very busy and whilst it will continue to accept members it is busy at peak times and the member experience is affected.

Accessibility

The Sport England classification of access type defines registered membership use facilities as being publicly available. For health and fitness suites, this generally means a monthly membership fee which can vary considerably. Private operators do not have a contractual obligation to, for example, offer exercise referral nor do they necessarily actively target hard to reach groups.

It is also acknowledged that some memberships available are considered expensive while others are cheaper than those offered by public sector managed venues. There is little doubt that the various private operators can take pressure off the more available public facilities.

As with swimming pools and sports halls, appropriate walk and drive-time accessibility standards are applied to health and fitness suites to determine provision deficiencies or surpluses. The normal acceptable standard is a 20-minute drive time.

Table 7.3 indicates that just over two thirds (68.6%) of RBC's population lives within 20 minutes' walk of a health and fitness facility with 20+ stations. Consequently, one third of the

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population are likely to need to use a car or public transport to access health and fitness facilities. The whole population lives within 20 minutes' drive time. It also identifies that 23,236 (77.8%) of the population which lives in areas of higher deprivation (ie IMD bands 0%-30%) reside within one mile of a health and fitness facility 6,617 (22.2%) are not.

Figure 7.3: Health and fitness suites with 20 minutes' walk time catchment on IMD

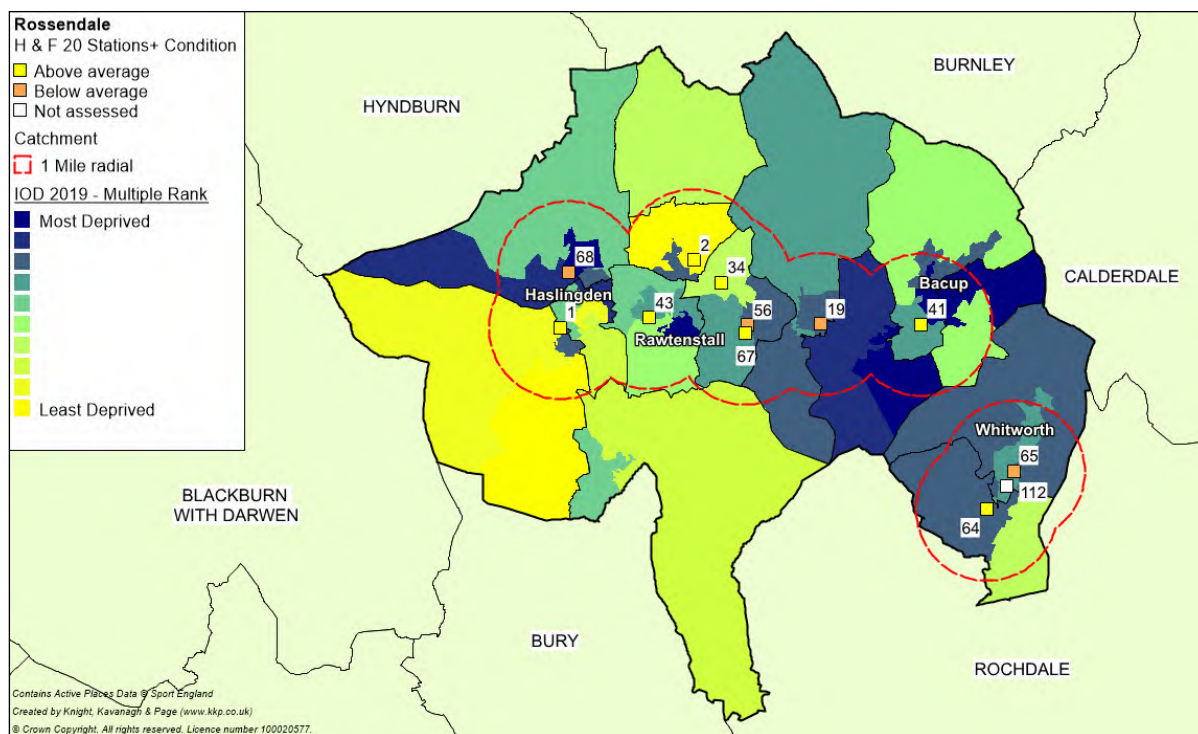


Table 7.3: IMD populations: health and fitness 20+ stations with 1 mile radial

IMD 10% bands	Rossendale		Health & Fitness minimum 20 stations catchment populations by IMD			
	Persons	Population %	Persons inside catchment	Population inside (%)	Persons outside catchment	Population outside (%)
0 - 10	8,473	12.2%	6,846	9.9%	1,627	2.3%
10.1 - 20	5,830	8.4%	3,668	5.3%	2,162	3.1%
20.1 - 30	15,550	22.4%	12,722	18.3%	2,828	4.1%
30.1 - 40	8,923	12.9%	7,287	10.5%	1,636	2.4%
40.1 - 50	5,623	8.1%	3,221	4.6%	2,402	3.5%
50.1 - 60	5,590	8.1%	3,494	5.0%	2,096	3.0%
60.1 - 70	7,444	10.7%	3,251	4.7%	4,193	6.0%
70.1 - 80	3,751	5.4%	1,485	2.1%	2,266	3.3%
80.1 - 90	4,383	6.3%	3,093	4.5%	1,290	1.9%
90.1 - 100	3,851	5.5%	2,549	3.7%	1,302	1.9%
Total	69,418	100.0%	47,616	68.6%	21,802	31.4%

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Neighbouring facilities

Users of health and fitness facilities do not just use venues within their own local authority, consequently those with two miles of the border are considered – of which there are 16. Two in Hyndburn, one in Calderdale, five in Rochdale and the remainder in Bury. Seven of the larger facilities (100+ stations) are likely to attract use from further afield and penetrate further into the south of the borough.

Two of these offer pay and play availability while the others require some level of membership.

Figure 7.4: Community accessible health and fitness gyms within 2-mile boundary of RBC

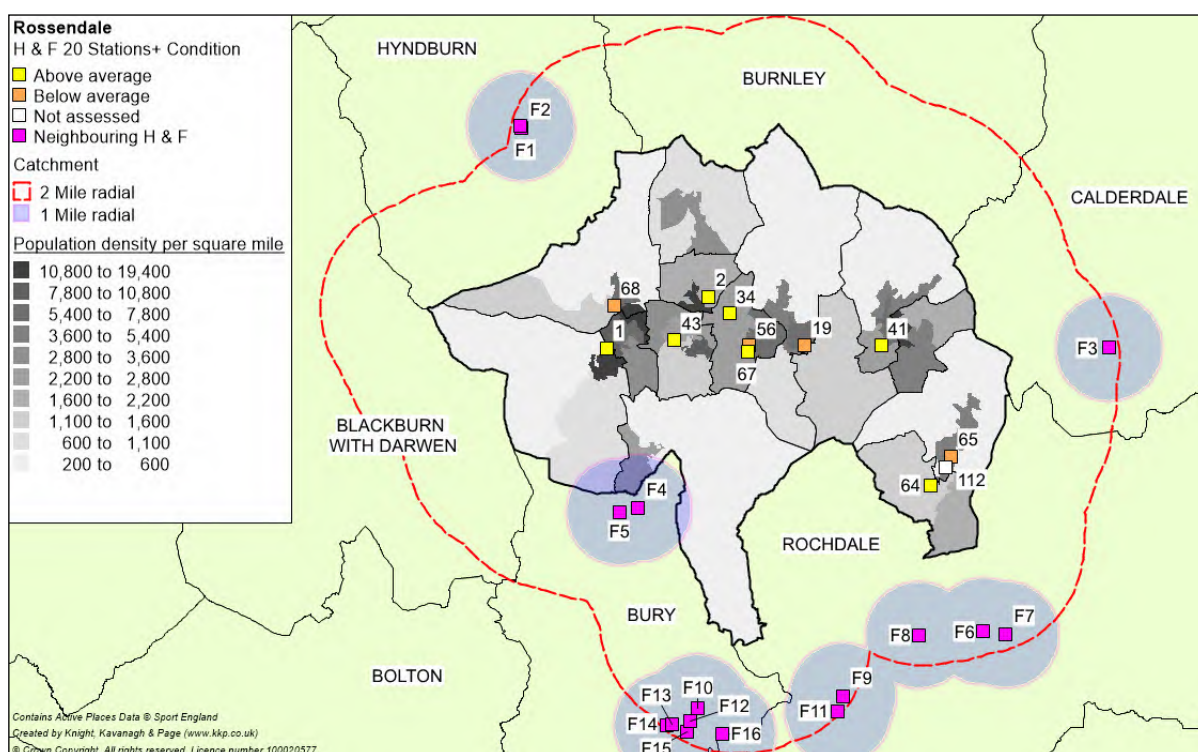


Table 7.4: Community available health and fitness (20+ stations) within 2 miles of boundary

ID	Site	Stations	Access type	Authority
F1	Jetts Accrington	20	Reg. membership	Hyndburn
F2	Central Fitness Centre	50	Reg. membership	Hyndburn
F3	Physique Gym	45	Reg. membership	Calderdale
F4	Ramsbottom Pool & Fitness Centre	41	Pay and play	Bury
F5	The Old Mill Hotel & Leisure Club	32	Reg. membership	Bury
F6	JD Gyms	220	Reg. membership	Rochdale
F7	Rochdale Leisure Centre	120	Pay and play	Rochdale
F8	Oulder Hill Leisure Complex	40	Reg. membership	Rochdale
F9	Body Matters Gym	100	Reg. membership	Rochdale
F10	Vibe Personal Training Studio	25	Reg. membership	Bury
F11	Heywood Sports Village	100	Pay and play	Rochdale
F12	Pure Gym	220	Reg. membership	Bury

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ID	Site	Stations	Access type	Authority
F13	Silver's Gym	54	Reg. membership	Bury
F14	Castle Leisure Centre	51	Reg. membership	Bury
F15	DW Sports Fitness	120	Reg. membership	Bury
F16	Village Gym (Bury)	100	Reg. membership	Bury
Total		1,338		

Source: Active Places Power 10/03/2020

Availability and programming

Sport England's classification of access type defines registered membership use facilities as publicly available. This generally means a monthly membership fee, the cost of which can vary considerably. It is acknowledged that memberships which might be considered expensive offer access to different market segments and can ease pressure on more available facilities (i.e. those with cheaper membership options).

Table 7.5: All health and fitness facilities in Rossendale

Map ID	Site name	Stations	Access type
1	Adrenaline Centre	60	Pay & play
2	Alder Grange School	24	Private use
19	The Valley Leadership Academy	26	Registered membership
34	Marls Pits Leisure Centre	45	Pay & play
41	Pioneer Community Health Studio	70	Pay & play
43	Riverside Health Club	28	Registered membership
56	Station 22	38	Registered membership
64	Whitworth Community High School	25	Registered membership
65	Whitworth Leisure Centre	25	Pay and Play
67	Fit4life	80	Registered membership
68	Reps N Sets Gym	39	Registered membership
112	Metcon Gym	26	Registered membership

The four pay and play available facilities in Rossendale are all operated by RLT although its pay and play option is not promoted or advertised, it must be accessed via an online provider only. Generally, a membership is required to access the facilities across the whole borough.

Table 7.6: Pricing structure of health and fitness facilities in Rossendale

Site name	Pay & play	Annual	12 months (DD)	Notes
Adrenaline Centre*	£5.50	£330.00	Adult DD – £33.00 p/m 12-month contract	Includes multi-site access, classes, swimming and squash
Valley Leadership Academy			£7.99 pcm with no joining fee/contracts	
Marl Pits Leisure Centre*	£5.50		Monthly fee £37.80 per month.	Membership includes multi-site access, classes and swimming
Pioneer Community Health Studio*	7 Day Pass – £12.00	£330	Adult – £33.00 + £15.00 joining fee Freedom – £36.00 Corporate – £28.00	Membership includes multi-site access and classes,

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Site name	Pay & play	Annual	12 months (DD)	Notes
Riverside Health Club	£7.00		Memberships start from £15.00	Weekly, monthly and annual options available.
Station 22			£25.00 pcm. Gym + classes is £35.00 pcm	Other options for sauna access are available.
Whitworth Leisure Centre	£5.50	£250.00	£25.00	Complementary swimming/aqua-fit classes with membership
Fit4life		£285.00	£28.50 pcm	£33.50 no contract membership, no upfront fees, no contract
Reps N Sets Gym	£5.00	£200.00	£20.00 pcm	No contract
Metcon Gym			£25 pcm	Fitness gym only

Table 7.6 shows that the costs of adult single usage vary from £5.00 for a day pass at the local gym; Reps N Sets to £37.80 per month at Marl Pits Leisure Centre for adult standard anytime use. This includes multi-site access across RLT sites. The cheapest monthly membership is £7.99 at The Valley Leadership Academy.

Membership at the public leisure centres offer multi activity options (e.g. swimming and fitness classes) and multiple site usage. It is recognised that well run health and fitness facilities with studios can offset the costs and enhance the financial viability of other venue elements such as swimming pools and in many instances are used to cross subsidise such facilities.

Future developments

No known new health and fitness gyms are planned for the area. There are, however, aspirations to extend the fitness room at Marl Pits. It presently has double the membership of Adrenaline Centre and half the number of stations. There are also plans to invest in the changing facilities and fitness gym at Whitworth Leisure Centre.

7.2: Demand

Health and fitness via exercising in a gym or class environment is a highly popular form of exercise, appealing to men and women across a range of age groups. To identify the adequacy of provision quantity a demand calculation based upon the assumption that the number of people with gym membership ('UK penetration rate'⁷) will increase slightly in the future is applied. Population increases are also factored in to enable a calculation of whether current supply will meet future demand.

Table 7.8: UK penetration rates; health/fitness in Rossendale (ONS Data)

	Curent (2016)	Future (2034)
Adult population (16+ years)	56,408	60,153
UK penetration rate	16.0%	17.0%
Number of potential members	9,025	10,226
Number of visits per week (1.75/member)	15,794	17,896
% of visits in peak time	65	65
No. of visits in peak time (equated to no. of stations required i.e. no. of visits/39 weeks*65%)	263	298
Number of stations (with 50% comfort factor applied)	395	447

⁷ Based on UK Fitness Industry Report

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The model identifies 1.75 visits per week by members and 65% usage during 39 weeks of the year. (All figures rounded up/down)

Based upon UK penetration rates there is a current need for 395 stations across Rossendale. This is expected to grow to 447 by 2034 taking account of the 50% comfort factor (particularly at peak times).

When comparing the number of community available stations currently available (486) and accounting for the comfort factor, there is a near supply demand balance of facilities to service the adult population. This does not take into consideration facilities in adjoining authorities in which there a considerable number of health and fitness suites (many of which are national chains and of significant size) are available. It is legitimate to assume that some of these attract and cater for Rossendale residents. There is also a need to consider the rural nature and linear travel required by residents.

Consultation suggests that specific facilities, Marl Pits in particular, are very busy at specific peak times. So, whilst modelling suggests that sufficient facilities are currently available in Rossendale to meet overall demand, there is an identified need to expand this local offer.

Supply and demand analysis

Rossendale has a near supply demand balance of health and fitness facilities across the Borough. With c. 60 fitness stations at The Adrenaline Centre in Haslingden, 45 at Marl Pits, 70 at Bacup and 25 in Whitworth, provision is not equally distributed. Consultation suggests and membership analysis) suggests that there is a high demand at Marl Pits, this is not replicated at Bacup or Haslingden based on current demand. In order to satisfy current and future demand there is a need to expand the health and fitness offer at Marl Pits to meet the needs of the residents.

Travel between facilities (Bacup, Marl Pits and Adrenaline) is very limited due to the geography of the area and lack of public transport. Whilst Rossendale has a near supply demand balance across the borough, users of Marl Pits (extremely busy at peak times) are likely to either stop going or find another time to use the facilities rather than travel to another site. Consequently, there is a local need to increase capacity and / facilities at Marl Pits.

As noted earlier, health and fitness facilities are an important facet of leisure provision and have been a successful addition to sports centres over the past three decades. Income derived can help to offset the cost/underpin the viability of other aspects of leisure provision, especially swimming and targeted physical activity programmes such as Exercise on Referral.

For RBC, the challenge is to provide opportunity for people from areas of higher deprivation and rural areas who are less likely to be able to afford or choose to access health and fitness opportunity and do not have the transport to access the facilities. In the more rural areas, use of greenspace and flexible community spaces for fitness / physical activity is likely to be of key importance.

7.3: Dance studios

Dance studios are an important element of the wider health, fitness and conditioning market.

They vary in size, shape, quality of environment, access to sprung wooden floors and quality of ancillary facilities. There has been an increase in the number of people accessing fitness classes as identified in increased UK penetration rates. Activity types offered also vary from

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low impact classes such as Pilates and yoga to dance, step, boxercise and Zumba. It is worth noting that dance classes/clubs are key users of studio spaces throughout the country.

The audit found 13 studios, 11 of which were subject to a non-technical assessment. Dance studios, generally, are in above average condition. Approximately half of the studios are available via Pay and Play.

Figure 7.5: Dance studios in Rossendale

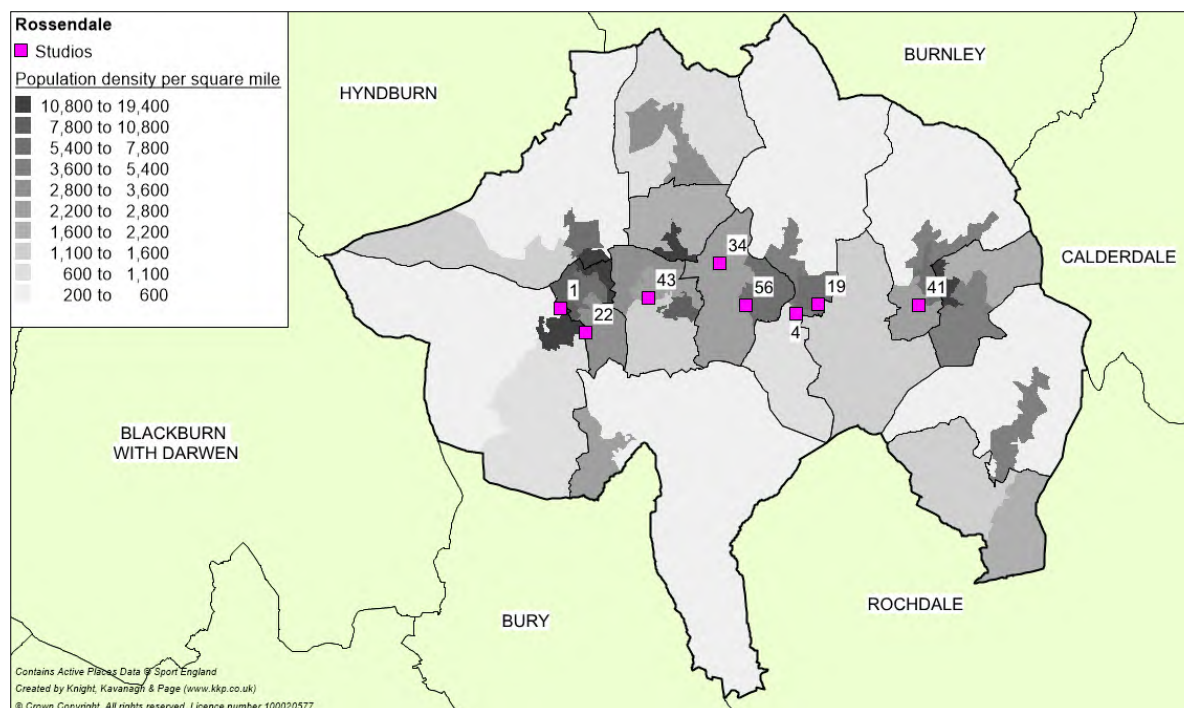


Table 7.9: List of Rossendale studios

ID	Site	Access	Condition
1	Adrenaline Centre	Pay and play	Above average
1	Adrenaline Centre	Pay and play	Below average
1	Adrenaline Centre	Pay and play	Above average
4	Bacup & Rawtenstall Grammar School	Private use	Not assessed
19	The Valley Leadership Academy	Sports club/CA	Not assessed
22	Haslingden High School	Private use	Below average
34	Marl Pits Leisure Centre	Pay and play	Above average
41	Pioneer Community Health Studio	Pay and play	Above average
41	Pioneer Community Health Studio	Pay and play	Above average
43	Riverside Health Club	Reg. membership	Above average
43	Riverside Health Club	Reg. membership	Above average
56	Station 22	Reg. membership	Below average
56	Station 22	Reg. membership	Below average

NB: Sports club / CA = Sports club / community association

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7.4: Summary of key facts and issues

Facility type	Health & fitness	
Elements	Assessment findings	Specific facility needs
Quantity	<p>There are 13 health and fitness facilities (12 with 20+ stations) providing a total of 486 stations in Rossendale.</p> <p>There are 16 health and fitness suites in neighbouring authorities, two available on a pay and play basis. Seven of these are 100+ stations and likely to attract people from a wider area.</p> <p>There are 13 studios in the Borough</p>	<p>There is, in pure modelling terms, not a need for additional health and fitness provision at present or to 2034. However, consultation indicated high demand and a need to expand provision at Marl Pits Leisure Centre to accommodate current demand.</p>
Quality	<p>Seven health and fitness facilities are above average and four are below average.</p> <p>There are plans to improve the health and fitness facilities and changing provision at Whitworth Leisure Centre.</p>	<p>There is a need to maintain quality and where possible improve the condition of the average/below average rated gyms and studios.</p>
Accessibility	<p>All main population areas have health and fitness facilities.</p> <p>68% of the population lives within one mile of a health and fitness facility and all RBC residents live within 20 minutes' drive of one</p> <p>78% of the population which lives in areas of higher deprivation are within one mile of a health and fitness facility</p>	<p>There is a need to ensure that residents living in the more rural areas and people with specific health needs and harder to reach groups can access facilities.</p>
Availability (Management and usage)	<p>There are four publicly available pay and play health and fitness facilities (with 20+ stations) in RBC.</p> <p>All other gyms require a membership.</p>	<p>The key need is to ensure that fitness facilities cater fully for the full range of market segments in the RBC community.</p> <p>There is a need to increase provision at Marl Pits to accommodate existing demand.</p>
Strategic Summary	<ul style="list-style-type: none"> ◀ Globally, there is a theoretical sufficient supply of health and fitness facilities in Rossendale now and projected forward to 2034. ◀ Locally, there is specific need for additional provision at Marl Pits. ◀ RLT has plans to invest in health and fitness facilities at both Marl Pits and Whitworth Leisure Centre. ◀ The importance of the financial contribution made by health and fitness provision needs to be taken into account. ◀ In addition, along with studio space they have the potential to contribute to driving increases in levels of physical activity in the wider population. ◀ The significant number of facilities in adjoining authorities of significant size is highly likely to be catering for some of the fitness demand in the area. 	

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SECTION 8: SKI FACILITIES

A dry ski slope or artificial ski slope is one that mimics the attributes of snow using materials that are stable at room temperature, to enable people to ski, snowboard or snow tube in places where natural, snow-covered slopes are inconvenient or unavailable. Although commonly known as "dry ski slopes", many are lubricated using a mist or jet system to increase speed and prevent damage to equipment from friction heat build-up. As a general rule, they are found predominantly in the United Kingdom and the Netherlands.

8.1: Supply

Figure 8.1: Location of Rossendale Ski Centre with 30 minutes' drive time

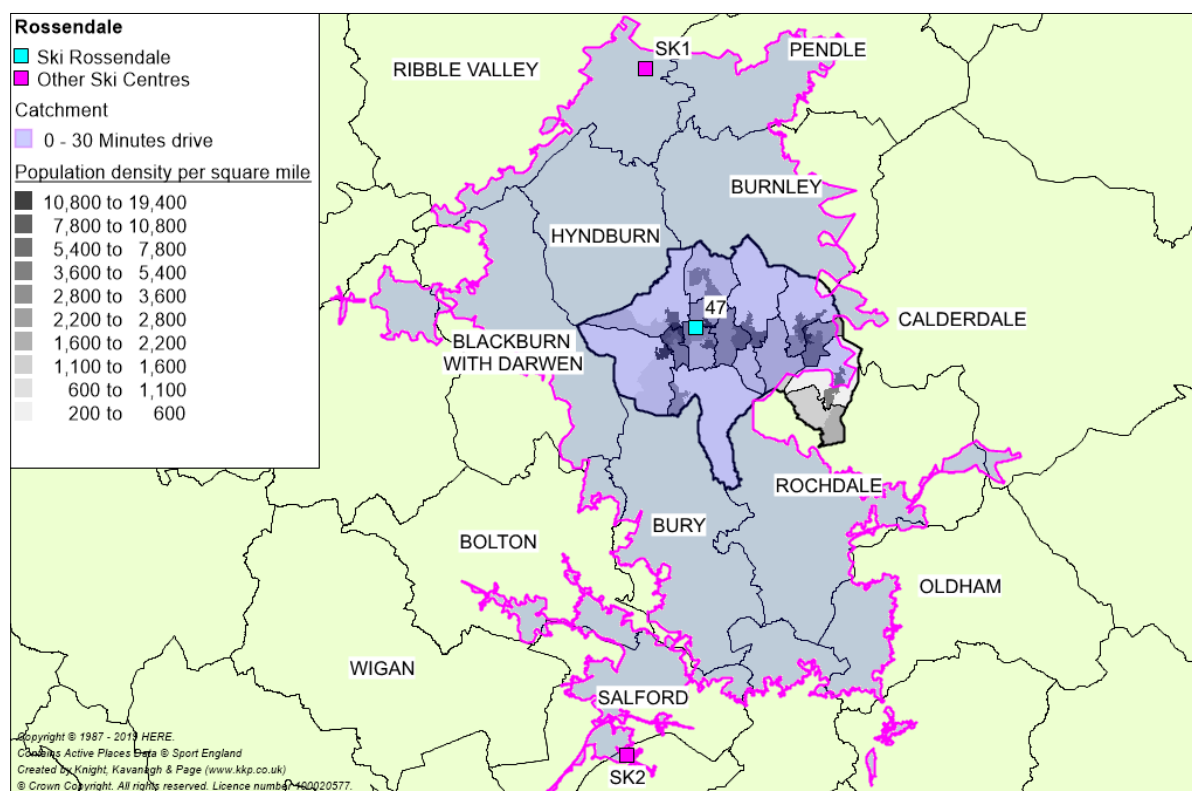


Table 10.1: Ski centres within 30 minutes' drive time of Rossendale

Map ID	Site	Slope	Opened (refurbished)	Notes
47	Ski Rossendale	Nursery 55m	1973 (2000)	Floodlit
		Intermediate 75m	1973 (2005)	
		Advanced 180m	1973 (2012)	
SK1	Pendle Ski Club	Nursery 40m	1965 (2004)	Floodlit
		Intermediate	No slope	
		Advanced 155m	1965 (2010)	
SK2	Chill Factor	Nursery	2007	Indoor facility
		Intermediate	2007	

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The Ski Rossendale Centre is local authority owned and operated commercially. It has three slopes, a 180m advanced dry slope, a 75m intermediate slope and a smaller nursery slope with freestyle jumps. It is the only facility within 30 minutes' catchment with three slopes. In addition to the freestyle slope there is a Snowflex (softer landing) fun park. This is currently not operational and requires replacement.

In 2016, significant investment (c. £640,000) was made in the facilities. The beginner and intermediate slopes were re-laid and improved. In 2018 phase two investment was made into the indoor facilities with a new lift, changing areas, café and function space and increasing accessibility to the facility generally.

The majority of the Rossendale population (90%) is within a 30 minutes' drive of the Rossendale Ski Centre. Pendle Ski Club is the only other facility within 30 minutes' drive of Ski Rossendale. Chill Factor in Trafford, is just outside this catchment and is included for illustrative purposes.

8.2: Demand

The Centre is open all year round and can be accessed on a pay and play basis or through club membership. It offers skill development courses for learning and improving skills. Other events and opportunities available at the Centre include:

- ◀ Ski races.
- ◀ Ski Camps in school holidays.
- ◀ Snowboarding.
- ◀ Birthday parties and snow tube opportunities.

A number of Ski clubs using the facilities including:

- ◀ Rossendale Race Club (50 members)
- ◀ Rossendale Special Ski Club (30 members)
- ◀ 2k Performance Club (45 members)
- ◀ Griffin Ski Club (25 members)

Consultation indicates clubs are satisfied with session times and all are reported to have capacity to expand should there be an increase in demand.

Ski Rossendale also runs its own ski club which attracts c.100 participants every week (c.175 members) alongside a linked ladies social club.

The Ski Centre is keen to develop the ski areas (non-teaching areas), make changes to the main hill with 0.5 Dendix (matting) and 0.5 Snowflex (matting) as well as installing additional travellators (100m) to enable a dedicated tubing track. This will enable it to offer skiing and snowboarding and to expand the number of lessons delivered.

There is also an aspiration to link the two slopes by creating a more adventurous terrain between the two. It will still feature Snowflex, rails and bumps. This would require the tow being relocated but would open up the whole slope. This has an estimated cost of approximately £1.3m.

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Ski Rossendale also reports being keen to develop its summer offer to ensure financial viability and has added a new attraction for Spring 2020 - an Airsoft shooting range which runs adjacent to the slope.

8.3: Summary

Facility type	Ski Centre	
Elements	Assessment findings	Specific facility needs
Quantity	The ski centre has three slopes.	
Quality	Facilities have been and continue to be being invested in and are of good quality.	Continued maintenance and investment are needed to maintain quality and attractiveness.
Accessibility	Pendle Ski Club is within 30 minutes' drive of Rossendale and the Chill Factor indoor facility sits just outside the 30 minutes' drive time.	
Availability (Management & usage)	The Centre can be accessed both on a pay and play and on a membership basis. This is an important facility for a number of ski clubs. There is capacity within existing clubs to meet current and future demand.	
Summary	Continued investment into the facility, marketing and promotion will ensure that the venue remains high quality, attractive and therefore financially viable. (We are unaware of any competing indoor facilities being developed in the wider region). It is unlikely that additional housing or the projected population growth in the area will lead to an increase in demand for additional ski facilities.	

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SECTION 9: GYMNASTICS

The British Gymnastics (BG) Strategic Framework 2017-2021 identifies three key priorities, to:

- ✦ Diversify sources of revenue to develop and grow the provision of gymnastics.
- ✦ Build the capacity and grow the demand in gymnastics.
- ✦ Raise the profile and increase the appeal of gymnastics.

Its facility development priorities (for the period 2017 - 2021) are to:

- ✦ Support increased capacity within gymnastics through clubs, leisure providers and other delivery providers.
- ✦ Guide funding investment through the United Kingdom from BG, home country sports councils, local authorities and other potential funders.
- ✦ Maintain/improve the quality of facilities and equipment within existing delivery partners.
- ✦ Develop insight, understanding and direction of how facility developments can contribute towards other BG strategic priorities.

Participation in gymnastics is reportedly increasing rapidly. BG membership increased by c. 12% per year between 2013-17 reaching 390,500 in 2017. The emphasis for this strategy period is on gymnastics as a foundation sport for 5 to 11-year olds. Across the country, BG reports extensive demand for opportunity and many clubs report having long waiting lists.

One million people are estimated to be on waiting lists for gymnastics (Freshminds Latent Demand Research, 2017). This also suggests that a further 1.9 million would like to participate but are not on a list. A key part of BG's strategy to increase participation is to support clubs moving into their own dedicated facility, offering more time and space for classes. There is a definite trend for gymnastics clubs to do this. There are also gymnastics-based initiatives for older people funded by Sport England, such as, Love to Move focused on dementia patients.

9.1: Supply

There is no dedicated gymnastics venue in Rossendale. Fearn's Trampoline Club is located at The Valley Leadership Academy.

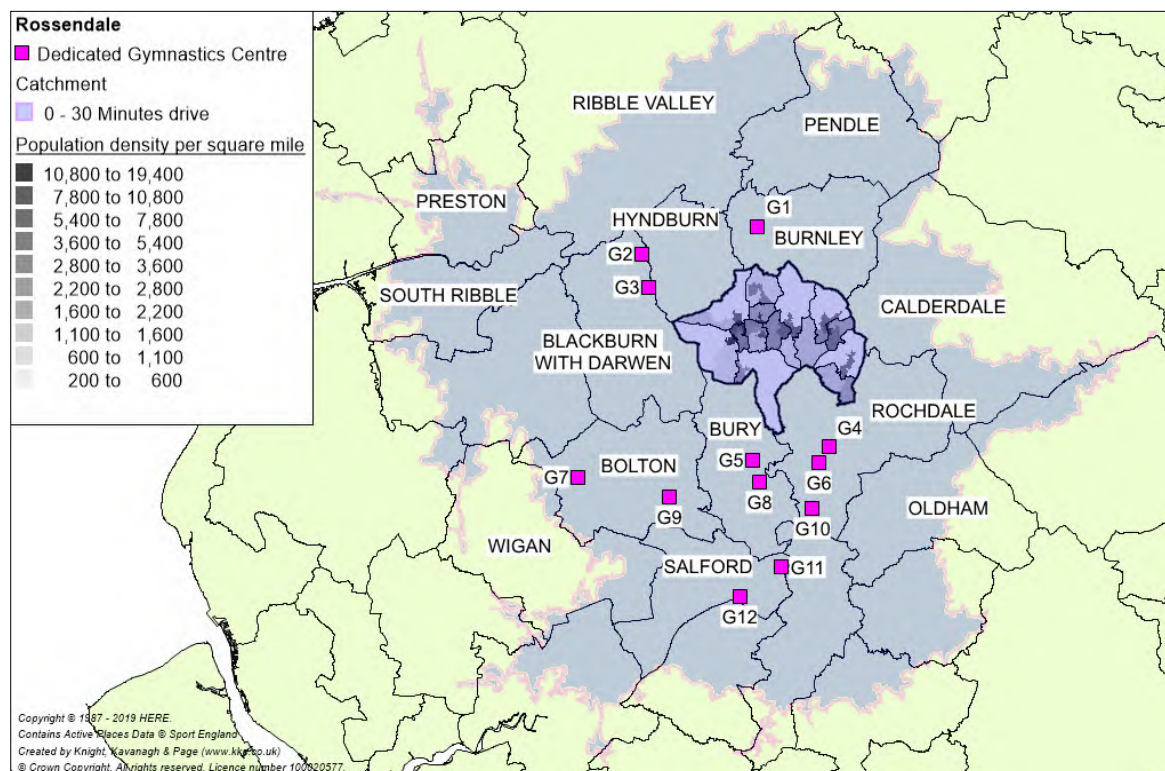
There are several dedicated centres in neighbouring authorities. Figure 9.1, overleaf, shows their location with a 20 minutes' drive time from each site. The whole of Rossendale is within 20 minutes' drive time of a dedicated gymnastics facility in a neighbouring authority. This is not to suggest that Rossendale could not have such a facility as there appears to be a 'gymnastics gap' in the centre of the authority which could present a potential opportunity.

Table 9.1: Gymnastics dedicated centres within 20 minutes' drive time of RBC

ID	Site	ID	Site
G1	Burnley Gymnastics Club	G7	Bolton Arena Gymnastics Club
G2	Ribble Valley Acrobatic Academy	G8	Bury Gymnastics Club
G3	Blackburn with Darwen Acro Gym Club	G9	Bolton Gymnastics Club
G4	Rochdale Olympic Gym Club	G10	Middleton Gymnastics Club
G5	Bury Trampoline Club	G11	City of Salford Trampoline Club
G6	Heywood Sparks Gymnastics Academy	G12	Manchester Academy of Gymnastics

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Figure 9.1: Dedicated gymnastics centres within 20 min drive time of RBC



9.2: Demand

BG reports that there is a demand for gymnastics provision in the area were confirmed via consultation with RLT. A key part of BG's strategy to increase participation is to support clubs, leisure providers and other partners moving into their own dedicated facilities, offering more time and space for classes. BG provides a range of products and programmes and expert assistance to support local delivery; gymnastic activities which are successfully driving membership growth and retention across the country.

A number of consultation requests were sent to Fearn's Trampoline Club however, no response has been received to date. RLT is reported to be exploring the opportunity of providing recreational gymnastics in the area.

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9.3: Summary

Facility type	Gymnastics	
Elements	Assessment findings	Specific facility needs
Quantity	One trampoline club operates in the authority at the Valley Leadership Academy. There is no dedicated gymnastics facility in Rossendale.	Explore options to provide recreational gymnastics in the authority.
Quality	The activity hall at The Valley Leadership Academy is rated as below average.	
Accessibility	Gymnastics is not accessible to Rossendale residents within the authority. They are required to travel to an adjoining authority to access provision.	
Availability (Management & usage)	There is opportunity to grow participation in gymnastics in Rossendale. There will be a need to develop the coaching and volunteer workforce in order to increase participation in gymnastics.	Facility management reports a need to increase the coaching and volunteer workforce to develop the sport in the area in order for it to offer recreational gymnastics.
Strategic summary	A full gymnastics development plan will be required to develop the sport in the area, including the need for coaches and volunteers. Following the development of recreational gymnastics partners should look to assess whether there is sufficient demand for a dedicated gymnastics facility in the longer term.	

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SECTION 10: INDOOR BOWLS

There is currently no indoor bowls centre located in Rossendale. Research suggests that a limited amount of short mat bowls and carpet bowls is played in village and community halls plus the Adrenaline Centre during winter months. This currently meets residents' needs. The English Indoor Bowls Association is keen to explore ways to enable a purpose-built indoor bowls facility to be built locally. The rationale relates to population analysis and the number of "older" people projected within the timescale of the Local Plan. The EIBA recognises that this is primarily an outdoor crown green area and that a robust business plan is needed to justify a 12 month a year purpose-built site. EIBA would like the following options to be considered:

- ◀ Compliant Indoor bowls green(s) in a leisure centre with at least four rinks.
- ◀ Indoor bowls added to an existing outdoor bowls club which has full ancillary services (catering, bar, toilets, changing provision) and has the land to build on.
- ◀ Indoor bowls added to an existing outdoor sports club which has full ancillary provision and the land to build on.
- ◀ Indoor bowls within a building that could accommodate it with an appropriate lease.

10.1: Supply

Figure 10.1: Dedicated indoor bowls centres within 30 minutes' drive time of RBC

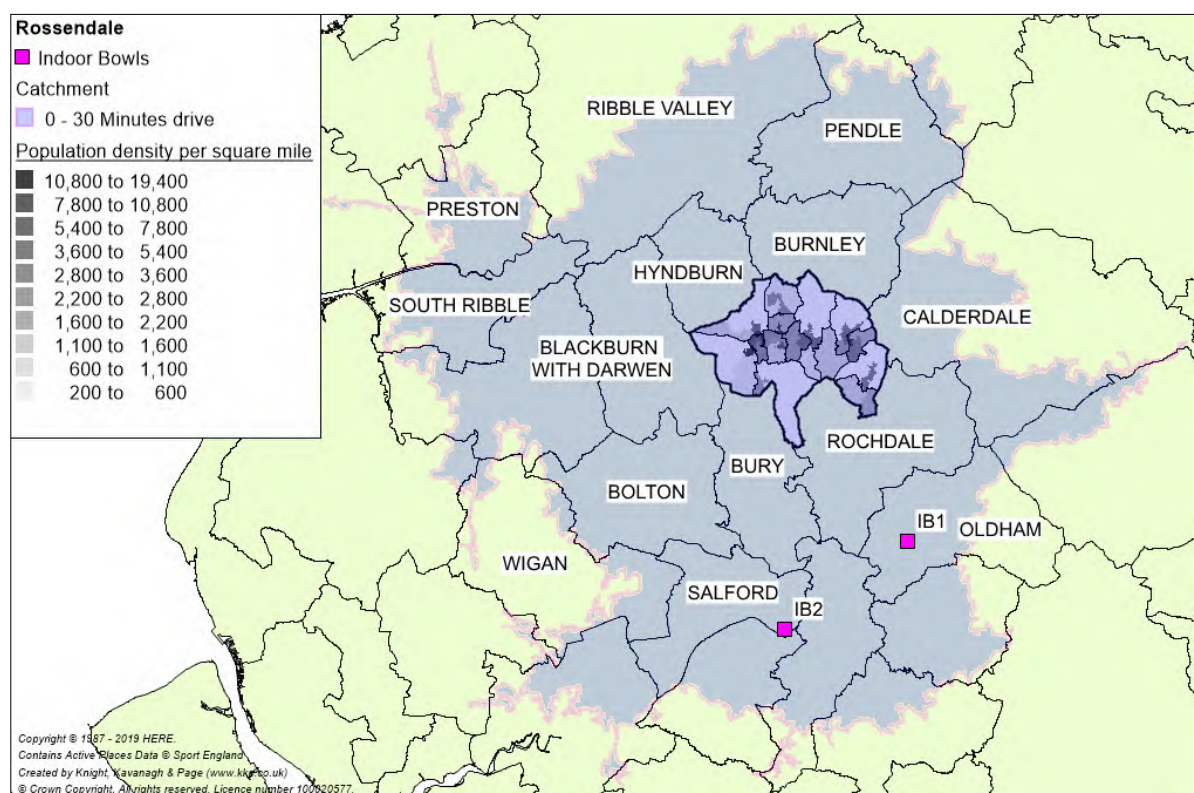


Table 10.1: Indoor bowls centres in neighbouring authorities

Map ID	Site	Rinks	Access type	Local authority
IB1	Oldham Leisure Centre	4	Pay and Play	Oldham
IB2	Ordsall Leisure Centre	2	Registered Membership	Salford

Source: Active Places Power 10/03/2020

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The two indoor bowls facilities within 30 minutes' drive time catchment of Rossendale's local authority boundary are located to the south of the borough and offer six indoor rinks. Oldham Leisure Centre offers pay and play access while Ordsall requires membership.

10.2: Demand

The audit did not identify any demand in the area for indoor bowls, further exploration and consultation with outdoor bowls is required. This is being covered in the Playing Pitch and Outdoor Sport Strategy needs assessment. Other formats of the game are being played in halls e.g. short mat bowls (see Section 4 and Section 5).

10.3: Summary

Facility type	Indoor Bowls	
Elements	Assessment findings	Specific facility needs
Quantity	There is no indoor bowls centre in Rossendale.	The EIBA is keen to see whether a purpose-built indoor bowls facility could be built locally given the rising number/proportion of older residents.
Quality		
Accessibility	There are two operational centres within 30 minutes' drive time of Rossendale.	
Availability (Management & usage)	The nearest pay and play venue is located in Oldham. Access to the other centre is via a sports club/community association membership.	
Strategic summary	The audit did not find sufficient latent demand for an indoor bowls facility. Other formats of the game are being played in halls e.g. short mat bowls (see Section 4 and 5). The projected increase in population and housebuilding is also unlikely to generate sufficient demand for a purpose-built facility.	

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SECTION 11: SQUASH

Squash is now on a new strategic path, implementing a rebrand and undergoing a major restructure. England Squash has achieved core strategic goals agreed with Sport England one of which was to arrest the decline in participation. It is committed to supporting the traditional infrastructure of county associations, clubs, coaches and officials to grow the game through key programmes (e.g., Squash101) and campaigns (e.g., Squash Girls Can) but will need to apportion resources in a significantly different manner.

Table 11.1: England Squash Strategic aims:

Element	Aim
Governance	Adhere to the highest standards of organisational governance.
Membership	Provide a membership model that caters to and provides benefits for anyone interested in playing and coaching squash irrespective of their ability.
Programmes	Enabling and supporting partners to be at the forefront of adult and player recruitment and retention.
Talent & high performance	Provide a support and development programme that identifies, develops and delivers world leading individuals and teams.
Commercial	Create a diversified and effective revenue model that minimises risk and reduces dependency on funding.

Enhancing Squash (2017-2021) outlines the vision, principles and strategic pillars for England Squash. Its vision is *to make squash the #1 racket sport in England*. Its Mission is to create a thriving squash community by redefining and enhancing the experience for players, coaches, officials and volunteers - enabling England Squash to sustain the sport, maximise revenue potential and develop world leading teams and individuals. The 2017-2021 strategy aims to:

- ◀ Continue to build a model sport NGB that enables participation and enjoyment of squash whilst delivering a robust talent pathway and successful performance programme.
- ◀ Deliver a membership scheme that caters to and encourages players/coaches at all levels.
- ◀ Form a progressive organisation with an enhanced international reputation.

11.1 Supply

There are two squash courts located at the Adrenaline Centre in the Borough. They are above average condition and are available on the basis of pay and play access.

Approximately 58% of Rossendale's population lives within a 20-minutes' drive of the squash courts at the Adrenaline Centre. The east of the authority is not serviced by a squash court.

There are 11 courts across four sites located within two miles of the local authority boundary. five of these courts (two sites) offer pay and play access, and two courts require a membership to access and four courts (one site) are accessible via a sports club/community association. All of these courts are located to the south of the Borough and residents in the north and east of the Authority do not have access to squash courts.

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Figure 11.1: Squash courts on population density with 20 minutes' drive-time showing courts in neighbouring areas that are within 2 miles of the Authority.

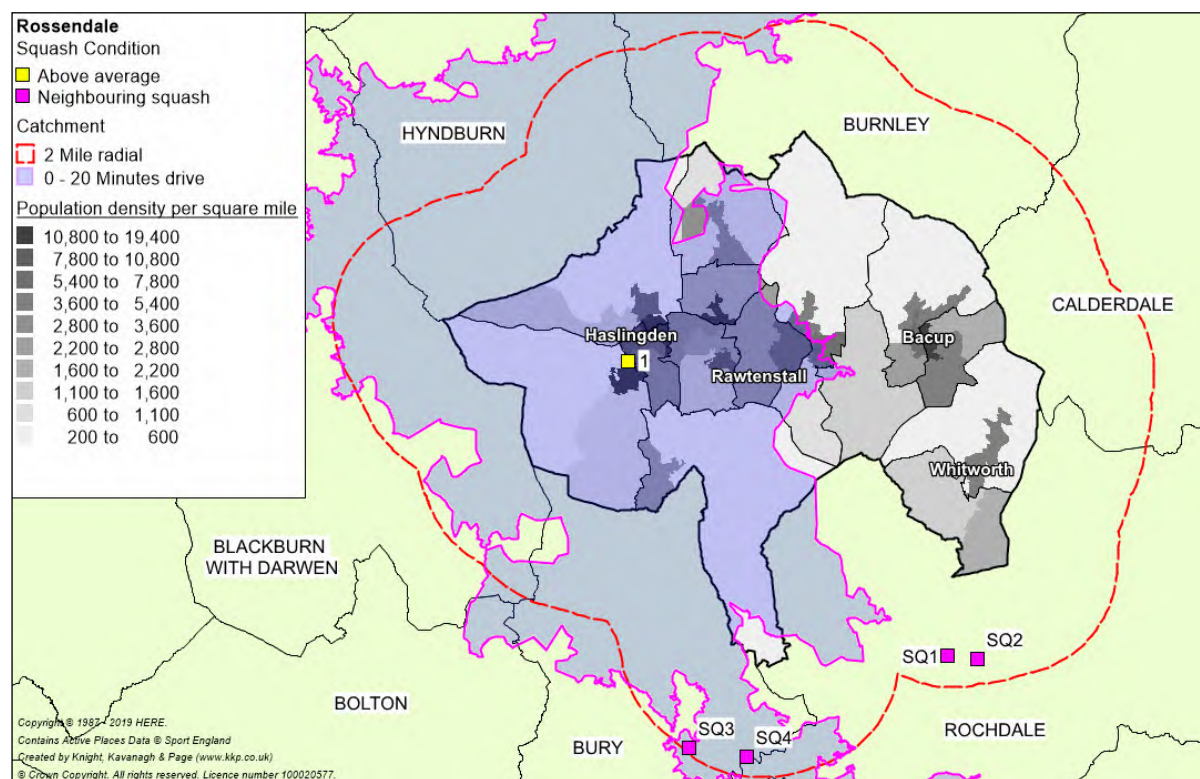


Table 11.1: Squash courts in Rossendale

Map ID	Site	Courts			Condition
		Normal	Glass backed	Total	
1	Adrenaline Centre	2	0	2	Above average

Table 11.2: Squash facilities in neighbouring authorities

Map ID	Site	Courts		Access type	Local authority
		Number	Facility		
SQ1	Oulder Hill Leisure Complex	2	Normal	Pay and Play	Rochdale
SQ2	Rochdale Cricket Lacrosse & Squash Club	3	Normal	Sports Club / CA	Rochdale
		1	Glass Backed		Rochdale
SQ3	Castle Leisure Centre	3	Normal	Pay and Play	Bury
SQ4	Village Gym (Bury)	2	Glass Backed	Registered Membership	Bury

Source: Active Places Power 10/03/2020

NB: Sports Club / CA = Sports Club / Community Association use

11.2: Demand

Consultation with Haslingden Squash Club, which is based at the Adrenaline Centre (two courts) indicates that it is a community-based squash club - the only one in Rossendale. Its

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members range in age from 5 to 75 years and it has c. 80 adult members, playing across four teams in the North West Counties League.

The Junior Squash Club section runs on Saturday morning. This has 45-50 members with an age range from 5-17 years. It also hosts ladies only sessions and is actively seeking to increase its number of female participants. In addition, the club is trying to increase the number of BAME members – a process that has been successful with the juniors. It reports attracting participants from outside the Authority and has a good size workforce with approximately seven active coaches.

The Club reports experiencing availability issues for courts at peak times and is currently full to capacity due to limited court numbers.

The courts were refurbished 10 years ago but the condition has deteriorated, and they require further maintenance. The Club aspires to be a centre of excellence for Squash. This will necessitate it hosting events. The current facility is not conducive for this as there is no spectator seating or any food service available, which is also a requirement.

It is keen to focus on junior development to provide a pathway for members as they get older so is currently working with 14-30-year olds. It is also keen to target people with health issues and engage them in participating in Target Ball (this is specifically for people with mental health, obesity or any other disabilities).

11.3: Summary of key facts and issues

Facility type	Squash	
Elements	Assessment findings	Specific facility needs
Quantity	There are two squash courts in Rossendale, neither of which is glass backed.	
Quality	They are above average in quality.	Continued maintenance/investment is needed to maintain court quality.
Accessibility	58% of RBC residents currently reside within 20 minutes' drive of a squash court. Based on 20 minutes' drive time, the east of the borough does not have access to a squash court.	
Availability	11 courts across 4 sites are located within two miles of the Authority boundary. Five of these (at two sites) offer pay and play access.	
Strategic summary	Squash is relatively well catered for in the west of the authority but not in the east. Haslingden Squash Club is increasing its membership, has a strong volunteer and coach workforce and indicates that the facilities are full to capacity at various times. Improved maintenance is required to ensure that the two courts at the Adrenaline Centre remain fit for purpose.	

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SECTION 12: OTHER SPORTS

12.1: Martial arts

A number of martial art disciplines are being delivered across the borough in a range of venues. Some clubs use dedicated sports facilities, others operate out of village, community and church halls plus some disused mills and primary schools. A number of martial arts clubs across Rossendale replied to consultation requests.

Valley Shorai Karate Club

It caters for people aged four years and above grouped according to skill level. It presently has more female members than males. It is located in a disused mill and leases the facility. The mill is in need of refurbishment and presents challenges for the club as it is not accessible for those with physical disabilities. In the past, it was based in the local sports centre however, it could not afford the facility hire costs hence to move to the mill. It currently operates four evenings a week running sessions for both children and adults.

It indicates having some capacity to accommodate an increase in demand it is at c.80% capacity, however it can only expand sessions later in the evening and not earlier due to there being an office located below the unit.

Enso Martial Arts Club

This UK wide club delivers sessions across the UK and has a number of classes taking place in Rossendale. Currently sessions are being delivered at:

- ◀ Whitewell Bottom Community Centre
- ◀ Waterfoot Primary School
- ◀ St. Johns School in Cliviger (Burnley)

Consultation indicates that the facilities meets the needs of the Club and that it has capacity to accommodate an increase in demand.

Rossendale Shotokan Karate Club

Established over 30 years ago, it operates four days per week, has c.40 members and is operating close to capacity at a number of its sessions. It hires a number of facilities in the area including:

- ◀ The Adrenaline Centre
- ◀ Haslingden Primary School
- ◀ Shawforth Methodist Hall
- ◀ Bacup AB&D

It delivers kindergarten classes (4-7 years), and main classes for seven year olds and older. It follows the KUGB grading syllabus.

Its main challenge is the cost of facility hire. It has aspirations to develop its own dojo but recognises the significant costs involved with this and the fact that it is not currently possible. It actively advertises its sessions and pays for promotion in the local newspaper to promote its activities.

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It reports its Bacup sessions being the biggest challenge to fill and has devised its own club payment system to make it affordable for as many people as possible.

Alf's Black Belt Academy

Established in 1991, this specialises in teaching freestyle karate, Jujitsu, and kickboxing at a refurbished facility in Tollbar Business Park (old mill). It operates five evenings a week and its members compete in competitions at weekends. It has 100+ members with ages ranging from 4 years to 60 years including inclusive sessions for those with disabilities. The facility has a lift and wheelchair access.

It reports having members who compete in the World Championships which adds significant costs. Its main ongoing challenge is the cost of rent, electricity and equipment to sustain the facility.

The Club delivers sessions to schools in the afternoons and also offers a school collection service (using its own minibus) to collect children from schools in Bacup and returns them to school after sessions have finished. Schools with which it works include:

- ◀ Northern Primary School
- ◀ St Saviours Community Primary
- ◀ Bacup Thorn Primary School

It has a second minibus available to enhance the offer however, it requires funding to recruit a second driver and at present this is not viable.

Facility type	Martial arts	
Elements	Assessment findings	Specific facility needs
Quantity	There is a wide range of martial arts clubs operating in the borough delivering a range of disciplines. The majority hire facilities.	
Quality	Facility quality varies. Clubs with dedicated facilities report investment being required to improve quality (e.g. converted mills).	Continued maintenance/ investment is needed to maintain quality.
Accessibility	All residents currently live within 20 minutes' drive of a martial arts club session.	
Availability	All clubs responding to consultation have the capacity to accommodate an increase in demand.	
Strategic summary	<p>Martial arts is relatively well catered for in Rossendale with sessions taking place throughout the borough (including the more rural areas) in a range of facilities settings.</p> <p>Improved maintenance is required to ensure that existing facilities utilised remain fit for purpose.</p> <p>Clubs are pro-active and keen to increase participation.</p> <p>The opportunity to support this type of physical activity directly and via the RLT should not be underestimated as it can contribute significantly to increasing physical activity across the borough.</p>	

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12.2: Sailing and watersports

Introduction

This section covers both sailing and waterskiing. The Royal Yachting Association (RYA) is the national body for all forms of boating, including dinghy and yacht racing, motor and sail cruising, RIBs and sports boats, powerboat racing, windsurfing, canal and river boat cruising, and personal watercraft. Within its Strategic Plan 2017-2021, it has identified that it will invest in the following activities with an aim of getting more people involved:



The RYA strategies for increasing participation are as follows:

Strategy	Enablers	Measures
Broader Delivery Network Clubs, commercial providers and marinas Develop robust multi-sport offer “Pay and Play” ownership alternatives	Consumer insight data and market intelligence	Diversity of participant profile Number of providers, sessions and regulars by programme
Regional Participation Plans Tailored, local plans supporting core activity Trial opportunities with local clubs Focus on conversion to regular participation Integrated RYA teams Local communications		
Promote and market boating to all Demolish perception of “elitism” Build awareness and connection via shows, digital, advertising, press Create, support or leverage mass participation events Ensure retention of existing core participants Encourage lapsed boaters to return to the sport	Collaboration with sports and charity partners	

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Strategy	Enablers	Measures
Strengthen routes into boating Direct work with schools and youth groups Holiday to club links Friends & Family core introduction programme Closer liaison with sailors leaving the squad pathway	Enhanced digital & physical communications	Club participation in core programmes and providing regular data
Targeted diversity More Black, Asian & Minority Ethnic role models Differentiated marketing <i>Sailability</i> tailored by impairment group Charity partners		Engagement with Start Boating site and digital campaigns

Current RYA programmes include:

- ◀ OnBoard programme - which introduces young people into the sport by teaching them new skills in a safe controlled environment.
- ◀ Push the Boat Out (PTBO) programme - PTBO is about getting out on the water and discovering sailing and windsurfing. Clubs are encouraged to open their doors, during a specific week of the year, to the public to allow people to try either sailing or windsurfing.
- ◀ Active Marina programme is designed to build competence and confidence in marina berth holders. The programme engages with a large number of people who sail recreationally to develop their skills and confidence and give them opportunities to sail more frequently.
- ◀ Sailability programme which supports disabled people to sail through specialist provision at Sailability Foundation sites.
- ◀ Promote adult sailing opportunities through RYA Affiliated Clubs and RYA Recognised Training Centres through participation pathway activities.
- ◀ Provide Try Sailing opportunities for new or returning sailors
- ◀ Encouraging more female participation through the promotion This Girl Can. Sailing clubs are actively encouraged to promote women only sailing programme. Certain clubs have adopted the Women on Water (WOW) programme to encourage more female participation.

Marine Federation Code of Practice guidance is prepared by the British Marine Federation (BMF) and RYA provides planning authorities with supporting information and sample policies to safeguard and enable marine businesses and voluntarily run clubs to be developed. The aim is for such organisations and individuals to adapt and increase recreational boating facilities across the UK's inland and coastal waters on a planned and sustainable basis. It is acknowledged throughout that although the primary audience is policy makers within planning authorities and regional assemblies, the advice is also relevant to a wide range of policy and decision makers that develop management plans, including Sport England.

British Water Ski & Wakeboard

BWSW is the national governing body for water ski and wakeboarding. Its main role is acting on behalf of the interests of water skiers and wakeboarders to develop and serve the sport. It is a non-profit making organisation with all of our income invested in developing and protecting water skiing across the UK from the grassroots level through to top athletes. The organisation consists of a diverse network of circa 150 affiliated members clubs, cable sites, commercial

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pay and play ski centres and activity centres. The majority of our clubs are voluntary clubs (circa 85 clubs) and in a typical year the organisation has c.11,000 members.

Corporate strategy 2012 – 2020

BWSW's vision is to ensure that:

Water skiing and wakeboarding is a dynamic, exciting and successful sport for everyone.

Vision and aims to deliver this vision are to:

- ▶ Grow and retain participation.
- ▶ Achieve success and beat the world.
- ▶ Support a skilled and valued workforce.
- ▶ Raise awareness and profile of the sport in the UK.
- ▶ Run the sport effectively.

12.2.1: Supply

There is one sailing club, and one water ski centre within the borough of Rossendale. A location map of the centre is identified in figure 12.2.1

Figure 12.2.1: Location map of sailing and waterski centres in Rossendale

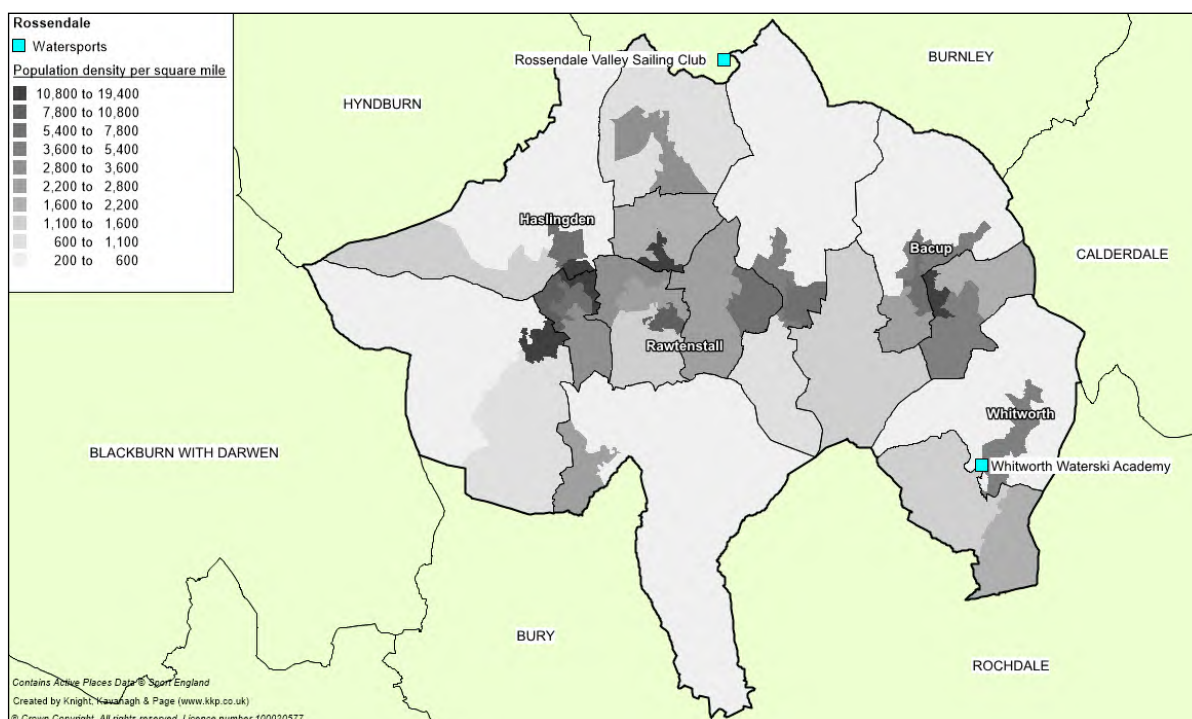


Table 12.2.1: Sailing and water ski centres in Rossendale

Centre name
Rossendale Valley Sailing Club
Whitworth Waterski Academy

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Accessibility- All of Rossendale's ONS MYE 2017 population of 100,252 is within a 20-minute drive of Cransley Sailing Centre or Waterski centre.

Quality -Rossendale Valley Sailing club is based at Clowbridge Reservoir, the 400m wide and 600m long reservoir. It is an emergency drinking reservoir which means the water is very safe, clean and rarely drained, so is considered good quality.

12.2.2: Demand

Rossendale Valley Sailing Club

Rossendale Valley Sailing Club was established in 1965 and its facilities were completely redeveloped in 2000 following Sport England funding being secured. The new clubhouse opened in 2002 with ample car parking grass rigging area and on-site boat park.

The Club is a recognised RYA training centre, providing a wide range of courses to its members. The Club has a selection of boats, kit and equipment for members and beginners to hire and use. Racing is a key part of the club and members are encouraged to get involved.

It has a junior section "Ops n Tops" which operates over the summer months to develop junior talent. It has a fleet of dinghies and facilities to learn the skills of the sport from a young age.

The Club also makes arrangements for course fishing to take place and issues day tickets and annual membership.

Activities on offer at the centre are:

- ◀ Sailing taster sessions
- ◀ Dinghy Sailing
- ◀ Windsurfing
- ◀ Racing
- ◀ Kid's Club
- ◀ Paddle Boarding

As a RYA training centre it offers the following courses:

- ◀ Dinghy Sailing
- ◀ RYA Levels 1, 2, 3 and Seamanship courses.
- ◀ Youth scheme stages 1-3
- ◀ Powerboat Levels 1 and 2
- ◀ Windsurfing courses
- ◀ RYA instructor courses
- ◀ Open days – Push the boat out
- ◀ Discover sailing

The club did not respond to consultation requests therefore demand information could not be ascertained.

Whitworth Waterski Academy (WWA)

WWA is a Voluntary, Social Enterprise with Community Interest Company status offering Waterski and boarding activities. The Centre is run by qualified instructors and drivers and is

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open 7 days a week from April to October (by appointment through the off season). Non-members are also welcome. It gives concessionary rates to Under 18's, Over 60's, full time students and registered disabled.

The Club has a selection of boats, kit and equipment for members and beginners to hire and use.

Courses on offer at the centre are:

- ◆ BWSW Ski Boat Driver (SBD 1,2 & 3).
- ◆ UKCC Level 2 & 3 Coaching Qualifications.
- ◆ Sport Specific First Aid Training
- ◆ Safeguarding courses.
- ◆ Training seminars for Judges and Officials in all divisions of the sport

The Club's facilities include a Victorian stone-built clubhouse with lounge/eating area. There are changing rooms with showers and toilets for the disabled. The kitchen facilities are able to provide for hot and cold snacks, barbecues and picnic areas.

Its equipment includes well maintained Malibu Tournament Boats from Hazelwoods Ski World and a full range of equipment including skis, boards, wetsuits, helmets, impact jackets, water toys etc.

The club did not respond to consultation requests therefore demand information could not be ascertained.

12.2.3: Summary of sailing and watersports

Facility type	Sailing and water sports	
Elements	Assessment findings	Specific facility needs
Quantity	There is one sailing centre and one waterski centre in Rossendale.	
Quality	Both facilities are well maintained and meet the needs of its users.	There is a need to maintain quality of both sites.
Accessibility	All of Rossendale's population lives within 20 minutes' drive of Rossendale Valley Sailing Club and Whitworth Waterski Academy.	No specific needs
Availability (Management and usage)	Rossendale Valley Sailing Club is a RYA training centre. Both the sailing and waterski centres offer development and learning programmes which are progressive.	Retain access to the sites for the Sailing Club and Waterski Academy, and other potential users (angling).
Strategic Summary	There is a need to maintain quality and access to the facilities.	

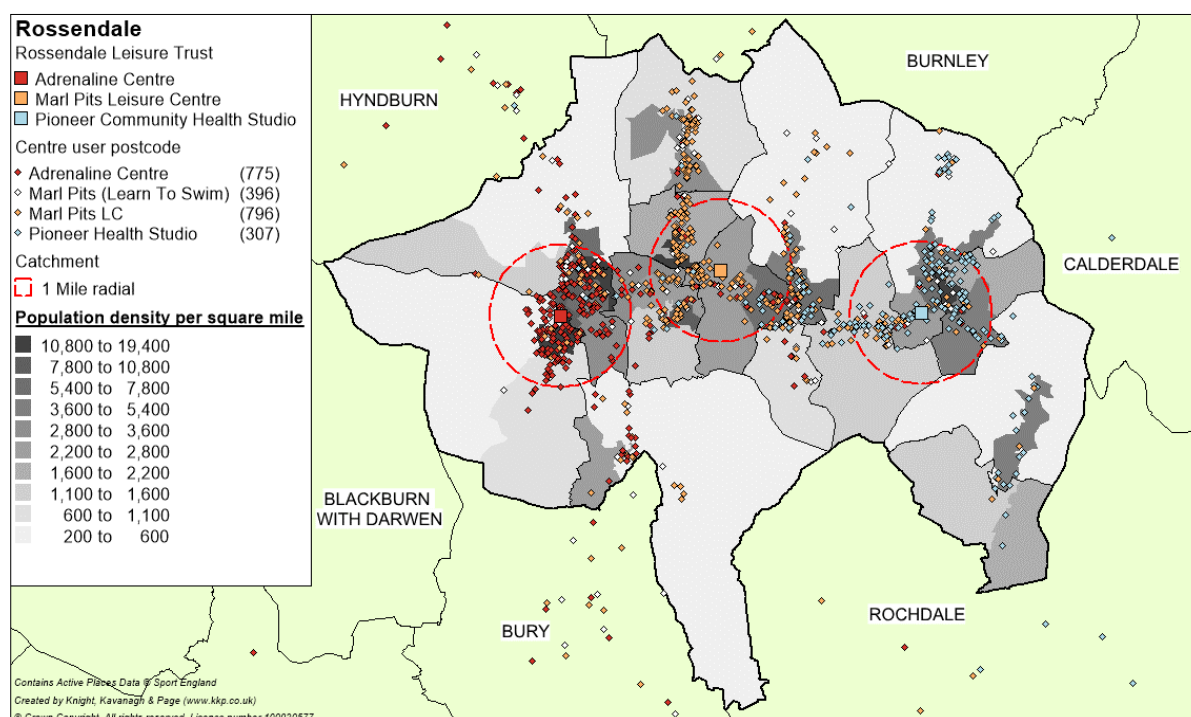
ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

SECTION 13: MEMBERSHIP ANALYSIS – RL Trust

KKP requested current membership data from RLT in order to analyse where current members reside in relation to the centre they attend. A total of 2,274 postcode records were provided on 18/2/2020. These identify members active over the last three months. The data provided the following:

- 2,218 (97.54%) had correct and valid postcodes for mapping
- 56 postcodes were incorrectly formatted, missing or invalid.
- 2,099 (92.30%) of the mapped postcodes are within the Rossendale local authority area.
- 175 (7.70%) of mapped postcodes are outwith the Rossendale local authority area or have location unknown.

Figure 13.1. Rossendale Leisure Trust membership by distribution by centre MYE 2017



The data is allocated to the following centres:

- Adrenaline Centre (775)
- Marl Pits (swim lessons) (396)
- Marl Pits Leisure Centre (796)
- Pioneer (307)

Figure 13.1 indicates where members live in relation to the leisure centre they subscribe to. It shows that a significant proportion of members of each of RLT's centres travel more than one mile to visit. Both the Adrenaline Centre and Marl Pits attract members from adjoining authorities. Marl Pits attracts members from a wider catchment area than the other centres.

Members rely heavily on transport to access the centre they attend. The data indicates that the majority (92.3%) reside within Rossendale, with a small number coming from Bury (1.45%) and Hyndburn (1.54%) mainly to use the Adrenaline Centre and Marl Pits.

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

Table 13.2: RL Trust members distribution IMD 2019

IMD 2019 10% bands	Rossendale		Adrenaline Centre		Marl Pits Leisure Centre		Pioneer Health Studios	
	Persons	Pop %	Total #	Total %	Total #	Total %	Total #	Total %
0 - 10	8,473	12.2%	19	2.7%	57	7.6%	72	25.5%
10.1 - 20	5,830	8.4%	60	8.5%	39	5.2%	33	11.7%
20.1 - 30	15,550	22.4%	93	13.2%	170	22.6%	54	19.1%
30.1 - 40	8,923	12.9%	24	3.4%	114	15.2%	41	14.5%
40.1 - 50	5,623	8.1%	109	15.4%	49	6.5%	3	1.1%
50.1 - 60	5,590	8.1%	16	2.3%	52	6.9%	69	24.5%
60.1 - 70	7,444	10.7%	31	4.4%	159	21.1%	8	2.8%
70.1 - 80	3,751	5.4%	64	9.1%	17	2.3%	0	0.0%
80.1 - 90	4,383	6.3%	204	28.9%	22	2.9%	1	0.4%
90.1 - 100	3,851	5.5%	86	12.2%	73	9.7%	1	0.4%
Total	69,418	100.0%	706	100.0%	752	100.0%	282	100.0%

Of the current membership, Table 13.2 indicates that over half (56.3%) of Pioneer Health Studio members reside within areas of higher deprivation (as identified above), Marl Pits has over one third (35.4%) and the Adrenaline Centre (24.4%). Further information can be found in Appendix 3.

Age analysis

The majority (79%) of RL Trust members visiting sites within the last three months are aged 21-60 years with the most popular age band 31-40 years (28%). 89 members (4%) across all sites that are under the age of 20. There is also 44 (2%) of members who are over the age of 70 years.

Summary

RL Trust members are well distributed across the borough with a significant number travelling more than one mile to access facilities. Its site also attracts some members from neighbouring authorities. Marl Pits generally attracts members from a wider catchment area than other facilities. RLT attracts only 2.41% of the Rossendale population which lives in areas of higher deprivation. It may be that some residents access sites casually on a *pay as you go* basis, however, this service it is not promoted and only available via an online platform, which is likely to impact negatively on those on lower incomes. Over half (56.3%) of members at Pioneer Health Studios are from an area of higher deprivation. The majority (79%) of RLT members are 21-60 years old, fewer than 4% are under 20 and 2% are over 70 years in age.

ROSSENDALE BOROUGH COUNCIL

INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

SECTION 14: DEVELOPING THE STRATEGY

The strategy which follows will need to take into account the findings of this Needs Assessment, the Borough's demographic make-up and the Council's vision. There is a clear requirement for investment in indoor and built sports facilities in Rossendale in order to ensure that they are fit for purpose for the 21st Century (e.g. welcoming, clean, attractive, flexible spaces, wide programme offer, ability to learn to swim cost-effective to manage and operate etc). This should lead to increased participation and a more active borough.

There is an overarching requirement for RBC to determine its long-term approach to the replacement of facilities. They are currently operating beyond their reasonable life expectancy, are inefficient (albeit well used and in high demand) and require investment to remain operational. Despite the best efforts of RLT (and CLAW) the Authority is faced with the operational challenges that appertain to the management and programming of older facilities.

A clear direction of travel for the future with careful planning could result in modern facilities that are designed to meet the expectations of 21st century users as well as being more efficient and environmentally friendly to operate. Given developments in modern leisure facilities it is highly likely that new facilities will be more viable and sustainable.

Strategy recommendations are likely to be predicated upon the following:

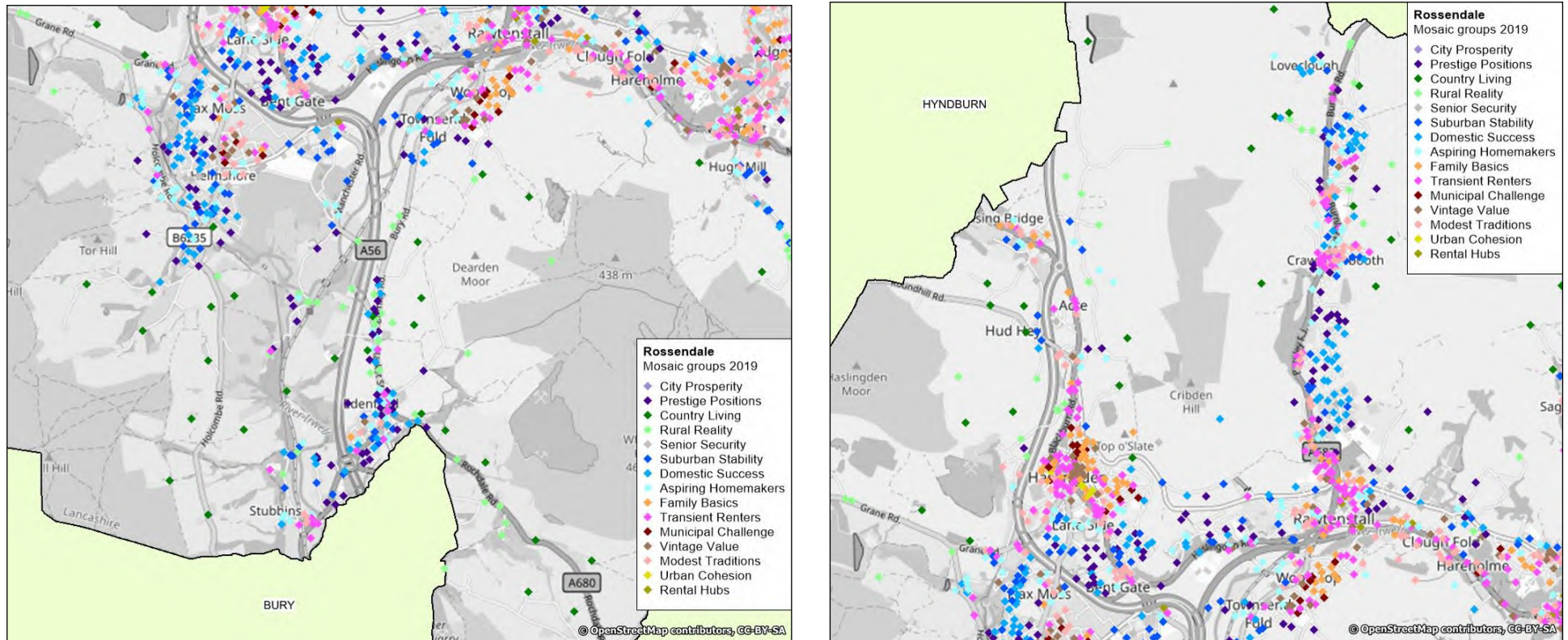
- ◀ The age of all RBC facilities and the extent to which they all, to a greater or lesser degree, require investment/ replacement.
- ◀ The undersupply of water space in the Borough and the swimming pools in the Authority that need either replacement or refurbishment.
- ◀ The need to increase capacity in existing school sports halls as well as improving quality – to enable key sports to thrive, grow and support/drive increased participation.
- ◀ The under-provision of introductory/recreational gymnastics opportunity.
- ◀ The need to ensure that settlement sports facilities/community and village halls are, and remain, accessible to those living in rural communities and older people.
- ◀ How greater impact can be made on the health and wellbeing of those living in areas of higher deprivation via better analyse and utilisation of user/membership to ascertain who is/is not currently using facilities. (The needs analysis would suggest that Rossendale's most deprived residents are both *per se* and proportionately making very limited use of Borough sport/leisure facilities).
- ◀ The need for access to sport and leisure facilities during the day to meet the needs of the growing older population – and the current/future importance of RLT run activity programmes to this segment of the population.
- ◀ Being ready to take the opportunity to support other developments (via planning, developer contributions and officer expertise) geared to improving sport and physical provision and activity in the wider community.
- ◀ How programming and pricing of facilities (in particular, the ability to access on a casual basis) can be made to be more relevant to those living in areas of higher deprivation and the Borough's more rural areas.
- ◀ How to drive increases in participation (challenging itself to innovate) by delivering high quality, varied programmes.

At this stage we would also envisage the strategy incorporating some form of specification related to how RBC should go about taking forward its overall stock. And provide an initial specification in respect of the more detailed feasibility work required to determine how best to cater for the finely balanced needs of residents across the borough going forward.

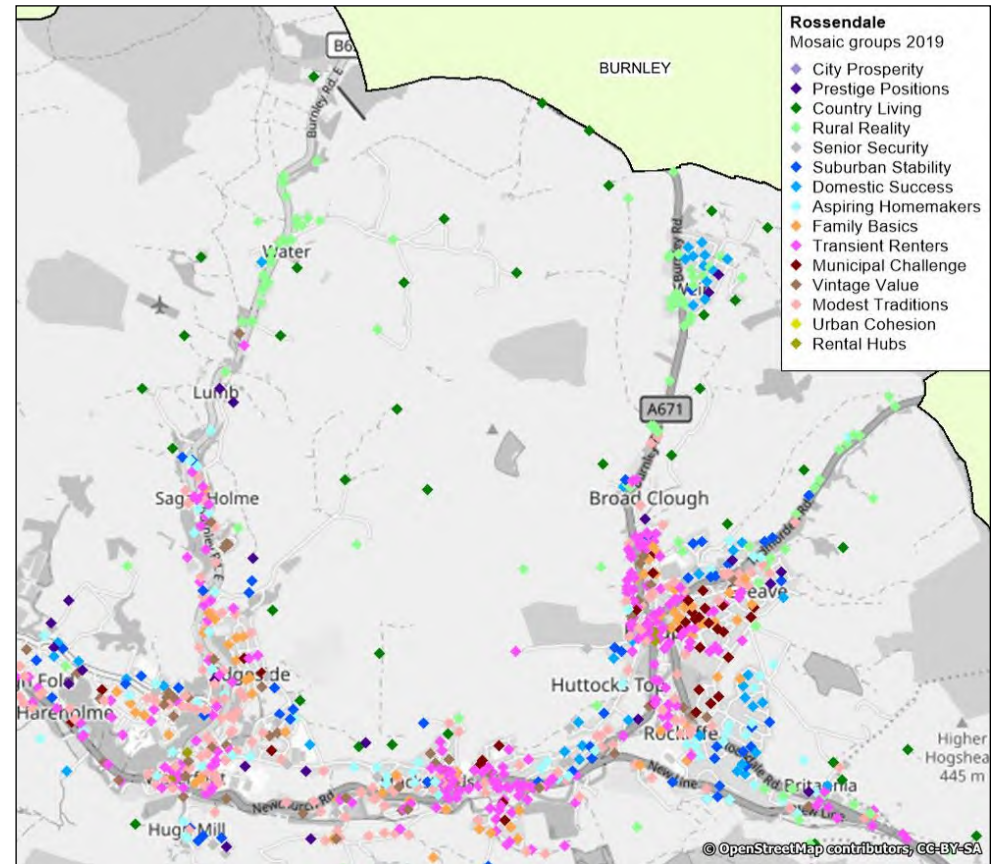
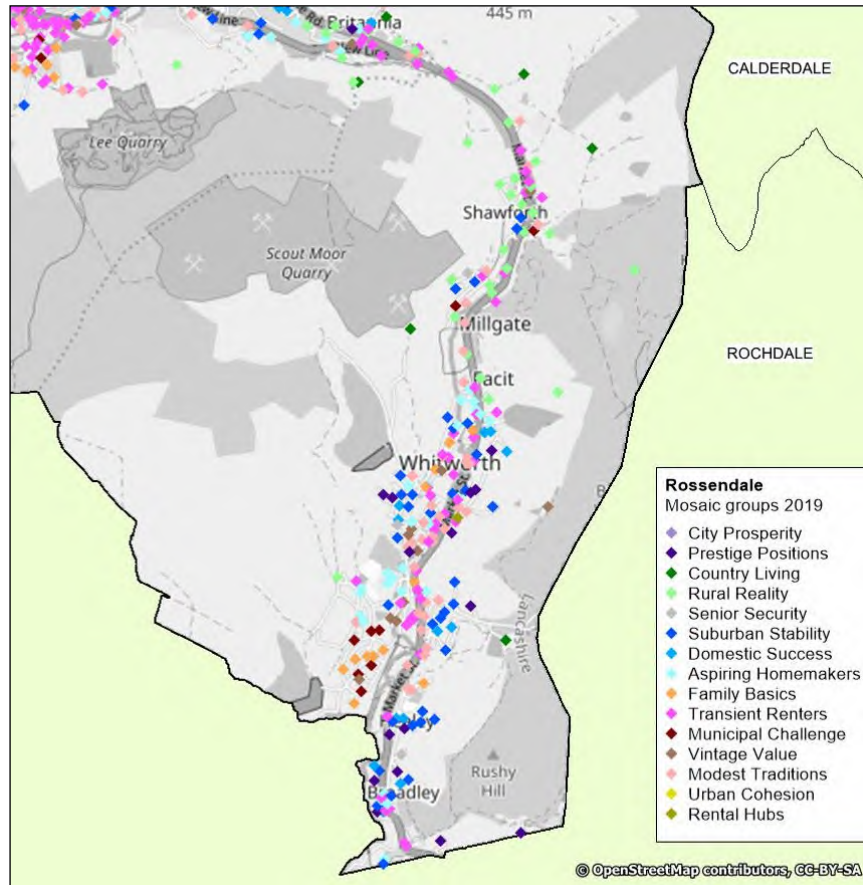
ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

APPENDIX 1: Figures and maps

Figure 2.15: Distribution of Mosaic segments in Rossendale

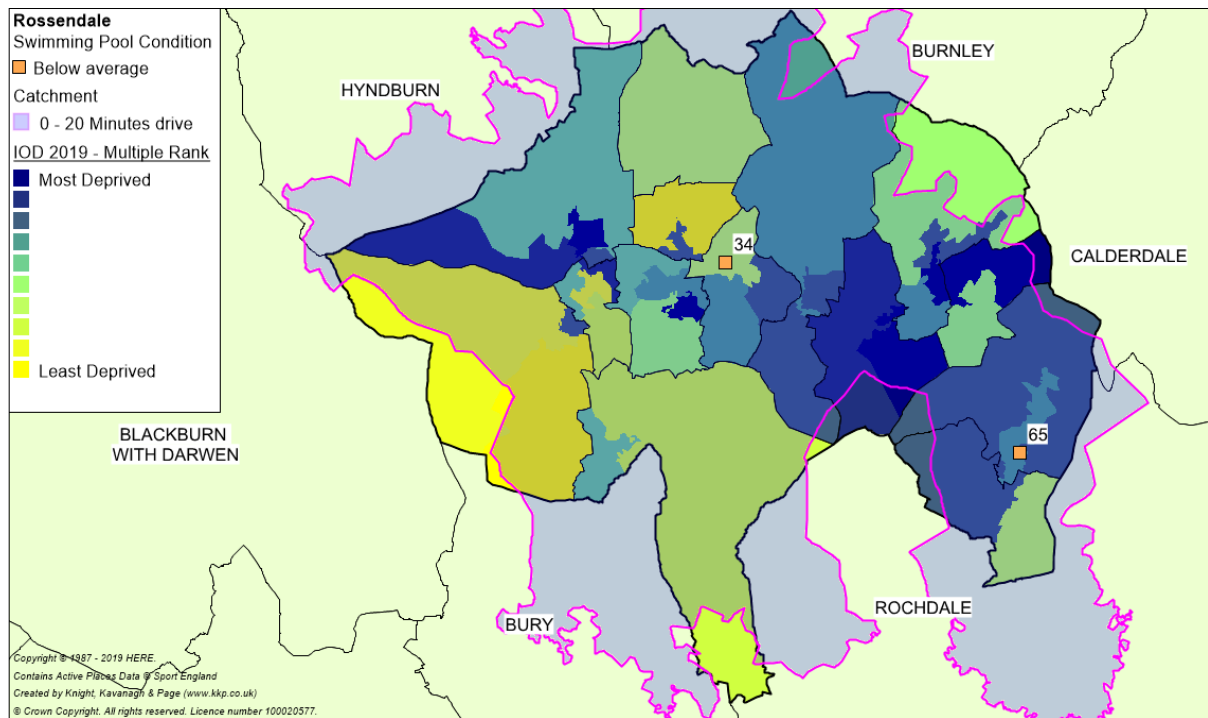


ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT



ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

Figure 6.4: All main pools with a 20 minutes' drive time



ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

APPENDIX 2: RL Trust membership distribution by local authority

Local Authority	Adrenaline Centre	Marl Pits (Learn to Swim)	Marl Pits LC	Pioneer Health Studio	Grand Total
Blackburn With Darwen	5	1	2		8
Bolton	2				2
Burnley	1	3	5	2	11
Bury	9	14	10		33
Calderdale				2	2
Chorley	1				1
Doncaster			1		1
Hyndburn	20	8	6	1	35
Manchester				1	1
Oldham		2			2
Pendle	1			1	2
Ribble Valley	2				2
Rochdale	1	2	3	7	13
Rossendale	706	359	752	282	2,099
Salford	2				2
South Lakeland			1		1
South Ribble			2		2
Wyre	1				1
Unknown	24	7	14	11	56
Grand Total	775	396	796	307	2,274

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

APPENDIX 3: RL Trust membership analysis IMD 2019

Table 13.3: Adrenaline Centre Rossendale postcodes IMD 2019

IMD 2019 10% bands	Rossendale		Adrenaline Centre					
	Persons	Population %	Total #	Total %	Persons within 1 mile	Population within 1 mile (%)	Persons outside 1 mile	Population outside 1 mile (%)
0 - 10	8,473	12.2%	19	2.7%	6	1.2%	13	6.6%
10.1 - 20	5,830	8.4%	60	8.5%	56	11.0%	4	2.0%
20.1 - 30	15,550	22.4%	93	13.2%	59	11.6%	34	17.3%
30.1 - 40	8,923	12.9%	24	3.4%	0	0.0%	24	12.2%
40.1 - 50	5,623	8.1%	109	15.4%	75	14.7%	34	17.3%
50.1 - 60	5,590	8.1%	16	2.3%	0	0.0%	16	8.2%
60.1 - 70	7,444	10.7%	31	4.4%	0	0.0%	31	15.8%
70.1 - 80	3,751	5.4%	64	9.1%	47	9.2%	17	8.7%
80.1 - 90	4,383	6.3%	204	28.9%	204	40.0%	0	0.0%
90.1 - 100	3,851	5.5%	86	12.2%	63	12.4%	23	11.7%
Total	69,418	100.0%	706	100.0%	510	100.0%	196	100.0%

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

Table 13.4: Marl Pits Leisure Centre Rossendale postcodes IMD 2019

IMD 2019 10% bands	Rossendale		Marl Pits Leisure Centre					
	Persons	Population %	Total #	Total %	Persons within 1 mile	Population within 1 mile (%)	Persons outside 1 mile	Population outside 1 mile (%)
0 - 10	8,473	12.2%	57	7.6%	14	5.1%	43	9.0%
10.1 - 20	5,830	8.4%	39	5.2%	0	0.0%	39	8.2%
20.1 - 30	15,550	22.4%	170	22.6%	71	25.8%	99	20.8%
30.1 - 40	8,923	12.9%	114	15.2%	47	17.1%	67	14.0%
40.1 - 50	5,623	8.1%	49	6.5%	21	7.6%	28	5.9%
50.1 - 60	5,590	8.1%	52	6.9%	1	0.4%	51	10.7%
60.1 - 70	7,444	10.7%	159	21.1%	78	28.4%	81	17.0%
70.1 - 80	3,751	5.4%	17	2.3%	0	0.0%	17	3.6%
80.1 - 90	4,383	6.3%	22	2.9%	0	0.0%	22	4.6%
90.1 - 100	3,851	5.5%	73	9.7%	43	15.6%	30	6.3%
Total	69,418	100.0%	752	100.0%	275	100.0%	477	100.0%

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

Table 13.5: Pioneer Health Studios Rossendale postcodes IMD 2019

IMD 2019 10% bands	Rossendale		Pioneer Health Studios					
	Persons	Population %	Total #	Total %	Persons within 1 mile	Population within 1 mile (%)	Persons outside 1 mile	Population outside 1 mile (%)
0 - 10	8,473	12.2%	72	25.5%	61	38.1%	11	9.0%
10.1 - 20	5,830	8.4%	33	11.7%	18	11.3%	15	12.3%
20.1 - 30	15,550	22.4%	54	19.1%	23	14.4%	31	25.4%
30.1 - 40	8,923	12.9%	41	14.5%	17	10.6%	24	19.7%
40.1 - 50	5,623	8.1%	3	1.1%	0	0.0%	3	2.5%
50.1 - 60	5,590	8.1%	69	24.5%	41	25.6%	28	23.0%
60.1 - 70	7,444	10.7%	8	2.8%	0	0.0%	8	6.6%
70.1 - 80	3,751	5.4%	0	0.0%	0	0.0%	0	0.0%
80.1 - 90	4,383	6.3%	1	0.4%	0	0.0%	1	0.8%
90.1 - 100	3,851	5.5%	1	0.4%	0	0.0%	1	0.8%
Total	69,418	100.0%	282	100.0%	160	100.0%	122	100.0%

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

APPENDIX 4: RL Trust age analysis

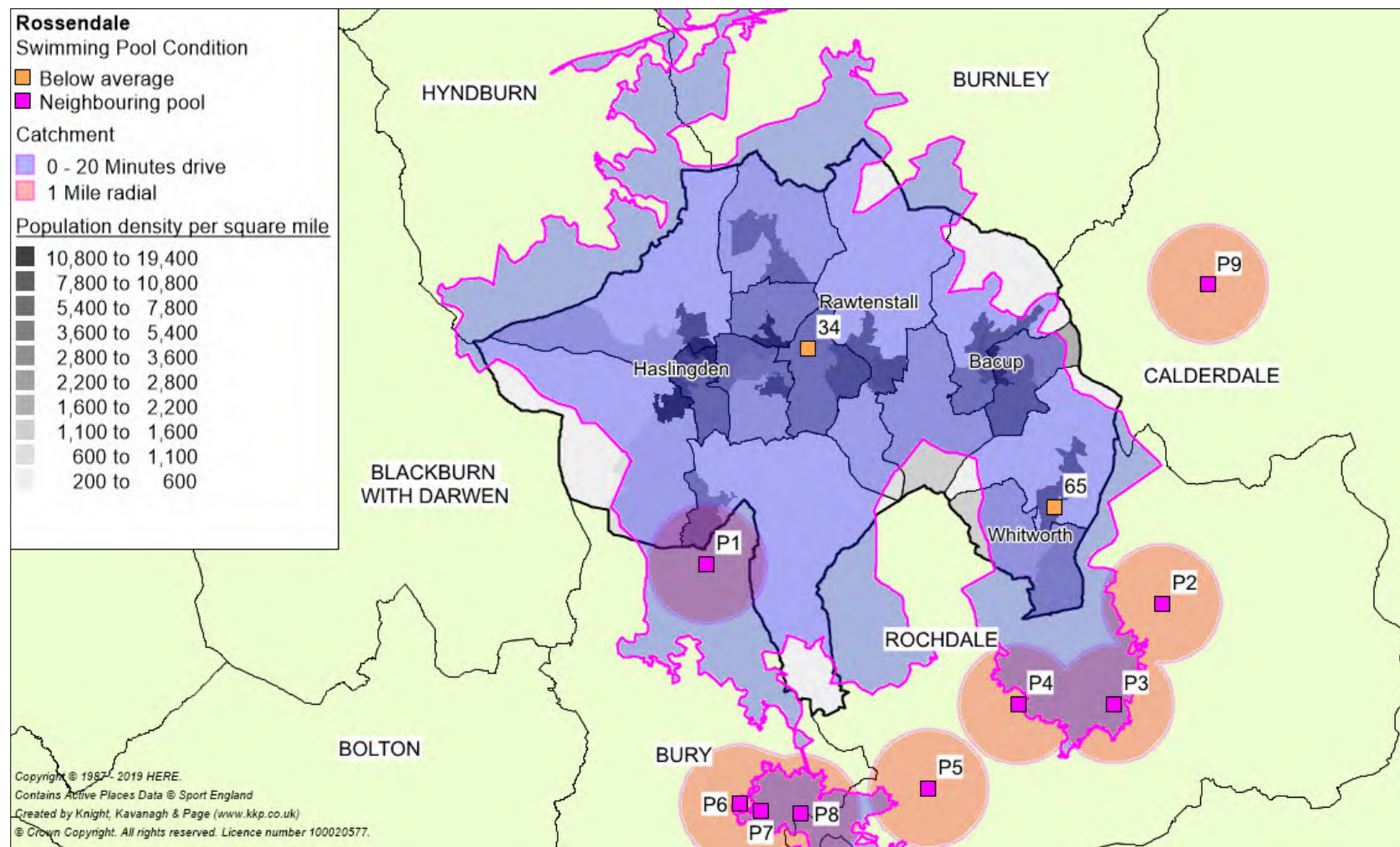
Table 13.6: All Rossendale users age group analysis by centre

Rossendale	0 - 10	11 - 20	21 - 30	31 - 40	41 - 50	51 - 60	61 - 70	71 - 80	81+	Unspecified	Total
Adrenaline Centre	0	44	140	137	132	98	31	17	0	176	775
Marl Pits (Learn to Swim)	0	0	57	210	98	20	10	1	0		396
Marl Pits LC	0	29	158	215	160	116	66	19	0	33	796
Pioneer Health centre	0	16	93	80	62	31	18	5	2		307
Total	0	89	448	642	452	265	125	42	2	209	2,274

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES DRAFT NEEDS ASSESSMENT

APPENDIX 5: ADDITIONAL MAPS

Rossendale swimming pools, a 20 minute drive time and swimming pools located within neighbouring authorities



ROSSENDALE BOROUGH COUNCIL

INDOOR & BUILT SPORTS FACILITIES STRATEGY FINAL REPORT

APRIL 2020

QUALITY, INTEGRITY, PROFESSIONALISM

Knight, Kavanagh & Page Ltd
Company No: 9145032 (England)

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PART 1: INTRODUCTION

This is the Rossendale Indoor & Built Facilities Strategy (IBF) for the period 2020 – 2034. Recommendations are drawn from the Needs Assessment Report 2020, researched and prepared between January – March 2020 by specialist sport and leisure consultancy, Knight Kavanagh and Page Ltd (KKP). The Assessment Report and Strategy have been prepared in accordance with Sport England’s ANOG (Assessing Needs and Opportunities Guidance - for Indoor and Outdoor Sports Facilities) and in consultation with Rossendale Borough Council (RBC), Sport England, national governing bodies of sport (NGBs), local sports clubs and key stakeholders.

1.1 Purpose

The overall aim of the indoor sports strategy is for RBC to make informed decisions to ensure sports and physical activity facilities are located in the right places to ensure that the maximum number of local people take part in regular, meaningful physical activity. RBC has an aspiration and need to consider its facilities planning, particularly in the context of its growing population and the changing economic (post Covid-19 pandemic) and demographic profile (rise in older population) of the area.

The focus of this Strategy is to provide clear direction to all partners so that together they can plan and develop the more modern, efficient and sustainable range of community-based leisure, physical activity and sport facilities that Rossendale residents require.

It provides a concise, robust, comprehensive and up-to-date evidence base in line with the emerging Local Plan and sets out a strategic, action plan-based approach to the enhancement of existing, and creation of new, sporting provision.

This will ensure that residents have the option to be physically active and healthier, and where appropriate develop their physical, sporting, health and wellbeing ambitions within their local community. This report is one component of a wider suite which includes a Playing Pitch and Outdoor Sport Strategy and an Open Spaces assessment.

1.2 National strategic context

Sporting Future: A new strategy for an active nation (December 2015)

The Government’s strategy for sport confirms its recognition and understanding that sport makes a positive difference and states its intention that the sector will deliver five simple but fundamental outcomes: physical health, mental health, individual development, social and community development and economic development.

Sport England: Towards an Active Nation (2016)

In Sport England’s strategic response to the Government it states that it will invest in:

- ◀ Tackling inactivity.
- ◀ Children and young people.
- ◀ Volunteering – a dual benefit.
- ◀ Taking sport and activity into the mass market
- ◀ Supporting sport’s core market.
- ◀ Local delivery.
- ◀ Facilities.

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES: FINAL STRATEGY

Increasing participation in sport and physical activity and the health and wellbeing benefits delivered are key drivers for Sport England. It (and partners) place particular emphasis on getting the inactive active and targeting interventions at under-represented groups.

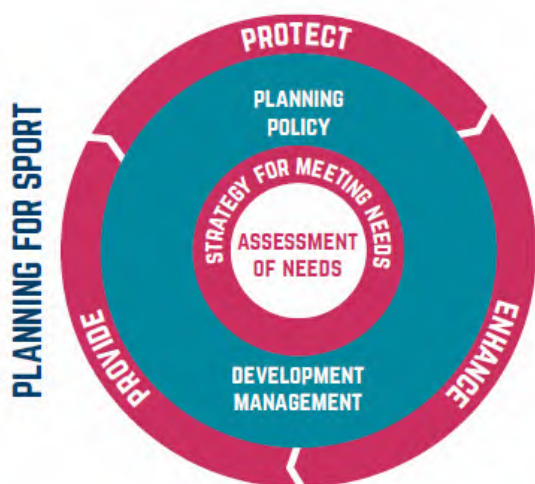
Sport England's planning aim

Sport England's aim in working with the planning system is to help provide active environments that maximise opportunities for sport and physical activity for all, enabling the already active to be more so and the inactive to become active. This is supported by the planning objectives of Protect, Enhance, Provide:

Table 1.1: Sport England Planning objectives

Protect	Enhance	Provide
To protect the right opportunities in the right places.	To enhance opportunities through better use of existing provision	To provide new opportunities to meet the needs of current and future generations.
Existing provision should be protected unless an assessment has demonstrated there is an excess of the provision and the specific buildings or land are surplus to requirements; or the loss would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the former or current use.	The use of existing provision should be optimised, for example, through quality, access and management improvements supported by appropriate ancillary facilities.	Appropriate new provision that meets needs and encourages people to play sport and be physically active should be provided by adapting existing places and through new development.

Figure 1.1: The Sport England Planning for Sport Model



It is supported by 12 planning-for-sport principles. They are geared to helping the planning system contribute to sustainable development by fulfilling the key role the National Planning Policy Framework (NPPF) highlights that it must play - in creating strong, vibrant and healthy communities.

Applying them will ensure that the planning system plans positively to enable and support healthy lifestyles, delivers community and cultural facilities and services to meet local needs, and provides opportunities for all to experience the benefits that taking part in sport and physical activity brings.

These principles are applicable to all areas of the planning system at all levels, for example strategic, local authority and neighbourhood planning levels. As such they are of relevance to all involved in, or looking to engage with, the planning system.

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES: FINAL STRATEGY

Figure 1.2: Sport England's 12 Planning Principles



PART 2: LOCAL AREA CONTEXT

2.1 Local strategic context

RBC is committed to improving the health and wellbeing of its residents and understands the relationship between physical activity and health and wellbeing. It underpins this commitment in its Corporate and Local plans. It also recognises the importance of working in partnership with other agencies to deliver opportunity given the geographic and access issues encountered across the borough.

Rossendale Borough Council Corporate Strategy (2017-2021)

This pulls together wider Council plans and strategies to ensure that everyone is working to a common vision and priorities that will benefit individuals and Rossendale as a whole. It underlines a commitment to gain investment and ensure sustainable growth in Rossendale, as well as maintaining high quality, value for money services. The stated vision is: 'Rossendale, a place where people want to live, visit, work and invest'. The key priorities are:

- ◀ A clean and green Rossendale.
- ◀ A connected and successful Rossendale that welcomes sustainable growth.
- ◀ A proud, healthy and vibrant Rossendale.

The Rossendale Council Core Strategy Development Plan (2011-2026)

This was adopted in November 2011 and sets out its policies on development and land use. It commits to ensuring that the Borough is a healthy, vibrant place to live and visit and notes that to achieve this it will need to work with partners to improve the health and wellbeing of its residents, particularly through sport, leisure within its stock of parks and open spaces.

The Emerging Rossendale Local Plan 2019-2034 is currently at Examination (as of April 2020); once adopted, it will replace the 2011 Core Strategy. It contains policies seeking to protect existing playing pitches, open space and sport and recreation facilities, as well as setting out requirements for new open space and sport provision.

The Rossendale 2019 Infrastructure Delivery Plan (IDP) update

This was produced in to support the emerging Local Plan and provides an update to the 2018 IDP. The purpose is to provide an up-to-date evidence base document to demonstrate that the necessary infrastructure is either in place or is planned to support delivery of Local Plan growth proposals, including those related to education and health.

Town Centre, Retail Leisure and Tourism Study 2017

A key purpose of this Study is to provide an assessment of retail, leisure and tourism needs and capacity in the period to 2034, and to review the current performance of Rawtenstall town centre, Bacup and Haslingden district centres plus six further local and neighbourhood centres across the Borough.

The key findings for indoor sports or health and fitness are that the Borough's sports offer is extensive and appropriately distributed in its key settlements (reflecting consumer demand).

ROSSENDALE BOROUGH COUNCIL

INDOOR SPORTS FACILITIES: FINAL STRATEGY

The report determines that from a quantitative and qualitative perspective it can be said that Rossendale is relatively well provided for in terms of indoor health and fitness facilities.

Whilst there does not appear to be a pressing need to allocate additional land for such leisure uses, it is considered that proposals for new indoor sports, health and fitness provision should be considered positively, provided that they are in accordance with the provisions of the development plan and national planning policy.

Economic Development Strategy for Rossendale 2018-2033

This has been prepared to deliver the economic elements of the three corporate priorities and specifically the priority for 'A connected and successful Rossendale that welcomes sustainable growth.' The vision is that, by 2033, the Rossendale economy will show strong and sustainable growth, with improved connectivity as a 'bridge' into Lancashire from Greater Manchester and West Yorkshire. The *Invest in Rossendale* brand will be firmly established within the business community, attracting growth sector businesses to employment sites with access to a skilled labour supply, creating well paid jobs for local residents.

Rossendale will be known in the sub-region and beyond for its Adrenaline Valley offer and cultural experiences. Residents will have improved life chances and achieve greater economic success via provision of enhanced employment, skills and educational opportunities. Rawtenstall, Bacup and Haslingden will be renowned regionally for their unique offers and be strong destinations for shoppers and visitors.

Other key strategy documents include:

- ◀ Lancashire Ecological Network Approach and Analysis (2015).
- ◀ Open Space Review for Rossendale: Revision B - June 2006 (currently being updated).
- ◀ Open Space Strategy for Rossendale: Revision C - July 2008 (currently being updated).
- ◀ Open Space and Play Equipment Contributions SPD (2008)
- ◀ Playing Pitch Strategy 2016 (currently being updated).
- ◀ Rossendale Borough Environmental Network Study (2017)
- ◀ Rossendale Local Football Facility Plan (2019)

Active Lancashire

Active partnerships are locally based strategic organisations which recognise that activity levels are affected by a complex system of influences and no single organisation or programme creates sustainable change at scale. Via adoption of a collaborative whole system approach, they seek to make active lifestyles the social norm for everyone and address levels of inactivity in society. Active Lancashire's three areas of focus are to:

- ◀ Engage in sport – facilitate projects which allow for all Lancashire residents from a variety of backgrounds to have access to sport and physical activities.
- ◀ Improve health – create opportunities for people to take responsibility for their own health, achieve their full potential and via being physically active, enjoy economically active lives.
- ◀ Inspire Communities – encourage and support people to develop and sustain more cohesive and inclusive communities.

Active Lives and Healthy Weight Service for The Lancashire Pathway

The Active Lives and Healthy Weight Service, funded by Lancashire County Council until 31 March 2020, comprised obesity prevention, opportunities for physical activity and weight management, focusing on dietary change and behavioural components. It provided a coordinated information, assessment and support programme to the people of Lancashire who meet the eligibility criteria as outlined in the Active Lives and Healthy Weight Service for Lancashire Pathway Overview. This service is currently being redesigned with funding support from Sport England for a further year (2020-2021) via the Local Delivery Pilot (Together an Active Future).

Provision of leisure facilities in Rossendale

Rossendale Leisure Trust (RLT) operates the main sports facilities in the Borough on behalf of RBC. It also collaborates with the Community Leisure Association Whitworth (CLAW) to deliver services in Whitworth. Its aspiration is to promote an active and healthy community within Rossendale. RLT's stated vision is that everyone deserves *health, fun and happiness* and it is committed to offering this at/via its three main leisure facilities which are:

- ◀ *Adrenaline Centre, Haslingden*, which provides family activities including Grip & Go, Laser Tag, Roller Skating, Gym as well as health and wellbeing facilities such as a ladies' only work out area, indoor and outdoor sports facilities and group exercise studios.
- ◀ *Marl Pits Leisure Centre, Rawtenstall*, which includes a fitness gym, studios, swimming pool and learner/teaching pool as well as outdoor sports facilities.
- ◀ *Pioneer Community Health Studio, Bacup*, which has a fitness gym with an indoor running track, group exercise studio and dedicated spin studio.

RLT also delivers a programme which includes school-based sport and activity provision, as well as delivering 100+ primary school sports competitions and outreach sessions within the community. Reportedly, it attracts more than 500,000 customer visits a year to its facilities plus another 500,000 through its in-school, community outreach and coaching programmes. In addition, it supports CLAW to operate Whitworth Leisure Centre.

Community Leisure Association Whitworth (CLAW)

CLAW's principal objective is provision of sustainable leisure facilities for the community in and around Whitworth. It manages Whitworth Leisure Centre and Whitworth Riverside. Recent financial pressures and ongoing austerity measures led to CLAW trustees approaching RLT to set up a formal partnership, combining the skills and expertise of each organisation, in order to make the sporting offer more financially viable. This partnership commenced in March 2019.

Summary of local context

The key messages emerging from local policies are primarily focused on improving the quality lives of residents through healthy, vibrant, clean, green, sustainable places. Residents' health and wellbeing is influenced positively by increases in physical activity and sport. There is a strong emphasis on healthy active residents using both built facilities and the natural environment. There is a recognition that partnership work is key to delivering wellbeing outcomes and creating a well-connected vibrant place to live. This sits alongside the strong desire to achieve greater economic success via provision of enhanced employment, skills and educational opportunities across the Borough.

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2.2 About Rossendale

Rossendale is a district with borough status in the county of Lancashire. It incorporates a number of smaller mill towns centred on the valley of the River Irwell combining modest size urban development with rural villages. It is located south of the districts of Burnley and Hyndburn, east of Blackburn with Darwen, west of Calderdale and north of Bury. Its population is distributed across the larger towns of Bacup, Haslingden, Rawtenstall and Whitworth and the smaller settlements of Crawshawbooth, Edenfield, Helmshore, and Waterfoot amongst others.

The borough is linked by the motorway network to Manchester, Burnley and Blackburn via the A56/M65 and M66 motorways as identified below.

Figure 1.1 Map of Rossendale with main roads



Population and distribution (Mid-Year Estimates – ONS 2018). The total population of Rossendale Borough is 70,895 of which 34,934 are males and 35,961 are females. It has a lower proportion of 20-34-year olds (17.0%) than the North West (19.8%). There are, however, more people aged 40-74 (45.5% compared to 42.0% in the North West). The age and make-up of the population is a key factor to consider when developing and implementing the sports and physical activity offer.

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Deprivation (Data source: 2019 indices of deprivation, Ministry of Housing, Communities & Local Government) - relative to other parts of the country Rossendale experiences high levels of deprivation with 43.0% of the Borough's population living within areas covered by the country's three most deprived cohorts (multiple deprivation) compared to a national average of c.30.0%. Conversely, 17.3% live in the three least deprived groupings; compared to a 'norm' of c.30.0%. A similar pattern, to that seen for multiple deprivation, is seen in relation to health. Almost half of Rossendale's population (49.2%) falls within the areas covered by the three most health deprived cohorts, this compares while just 11.3% live in the three least deprived groupings.

Health data (Data sources: ONS births and deaths, NCMP¹ and NOO²) - in keeping with patterns seen alongside higher levels of health deprivation, life expectancy in Rossendale is lower than the national figure; the male rate is currently 77.7 compared to 79.6 for England, and the female equivalent is 82.4 compared to 83.2 nationally.³

Weight and obesity - Obesity is widely recognised to be associated with health problems such as type 2 diabetes, cardiovascular disease and cancer. At a national level, the resulting NHS costs attributable to overweight and obesity⁴ are projected to reach £9.7 billion by 2050, with wider costs to society estimated to reach £49.9 billion per year. These factors combine to make the prevention of obesity a major public health challenge.

Adult obesity rates in Rossendale are above national and regional averages. Conversely, child rates are lower than the regional and national rates.

	Adult	Child
Rossendale	67.6%	34.7%
North west	63.3%	40%
England	61.3%	38.6%

Active Lives Survey (ALS) 2017/2018 - The latest ALS data is based on 16+ year olds taking part in walking, cycling, fitness, dance and other sporting activity (excluding gardening). It indicates that in Rossendale a higher percentage of the population is inactive than is the case in England and the North West and a similar percentage is active.

Population projections

Strategic planning: Change over 16 years (2018 to 2034⁵)

The most recent ONS projections indicate a rise of 13.2% in Rossendale's population (+2,847) over the 16 years from 2018 to 2034. Over this extended timeframe there are fluctuations across the majority of age groups. Several key points for Rossendale are outlined below:

- ◀ There is a predicted decline in the number of 45-54-year olds by 9.9% (1,067) up to 2034.

¹ National Child Measurement Program

² National Obesity Observatory

³ Office of National Statistics: Life Expectancy at Birth by local areas in the United Kingdom, 2013.

⁴ Adult Weight Data was released in June 2015 for 2012-2014. The child data is for the period 2015-2016

⁵ Office for National Statistics 2016-based population projections (data released May 2018)

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- ◀ There is a continuous increase in the numbers of persons aged 65+. This represents an increase of 39.4% (+4,948) between 2018 and 2034. While this age group represented 18.6% of Rossendale's population in 2018 it is projected to be 24.6% of the total by 2034.

2.3: House building

5 Year Housing Land Supply Report (2018/2019-2022/2023).

The Core Strategy is to be replaced by the Emerging Local Plan which sets out a housing requirement of 212 dwellings per annum (dpa) or 3,180 over the 15-year Plan period (2019-2034). This figure reflects the proposed standard methodology available at the time when the draft Plan was prepared. However, as it has not yet been through the Examination, it cannot be confirmed as the housing requirement to be used to assess the five-year supply.

Summary of the demographic profile

The projected rise in the Rossendale population is, in itself, unlikely to lead to major increases in the number of people wishing to take part in sport and physical activity (potential customers of leisure facilities). Housing growth in Rossendale is predicted to be modest in scale and will not significantly increase current demand. The main issue is the ageing population and how it chooses to use its leisure time; this may lead to changes in the levels of demand for different activities, and the times of day at which they wish to access facilities.

The importance of ensuring that the proportion of the population which is currently active remains active and that those that are currently inactive becomes active (sustaining and improving the general health of the local population) will become increasingly relevant. Indoor and built facilities, and programmes of activity therein, need to change to be capable of adapting to any changing demands and needs associated with any demographic change.

2.4 Planning policy

National Planning Policy Framework 2019

The National Planning Policy Framework (Feb 2019) (NPPF) sets out the planning policies for England. It details how these are expected to be applied to the planning system and provides a framework to produce distinct local and neighbourhood plans, reflecting the needs and priorities of local communities.

It states that the purpose of the planning system is to contribute to the achievement of sustainable development (paragraphs 7-9). It establishes that the planning system needs to focus on three themes of sustainable development: economic, social, and environmental. A presumption in favour of sustainable development is a key aspect for any plan-making and decision-taking processes. In relation to plan-making the NPPF sets out that Local Plans should meet objectively assessed needs.

Paragraph 96 of the NPPF establishes that access to a network of high-quality open spaces and opportunities for sport and physical activity is important for health and well-being. It states that planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. Specific needs and quantitative and qualitative deficiencies and surpluses in local areas should also be identified. This information should be used to inform what provision is required in an area.

As a prerequisite paragraph 97 of the NPPF states existing open space, sports and recreation sites, including playing fields, should not be built on unless:

- ◀ An assessment has been undertaken, which has clearly shown the site to be surplus to requirements; or
- ◀ The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- ◀ The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

It is, essential that RBC, as the local planning authority, retains oversight of all potential facility developments. This includes policies and potential supplementary planning documents setting out the approach to securing sport and recreational facilities through new housing development. It also includes the Council's approach to ensuring that community use of new facilities is agreed at the outset to ensure that they contribute to its wider sport and physical activity aspirations and those of its partners. The approach taken to this is pivotal to strategy delivery over coming years.

National Planning Practice Guidance (MHCLG)

National Planning Practice Guidance (NPPG) is a web-based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and adds further context to the [National Planning Policy Framework](#) (NPPF). It is intended that the two documents should be read together.

When considering how local planning authorities and developers assess the needs for sports and recreation facilities the guidance states that authorities and developers may refer to Sport England guidance.

PART 3: NEEDS ASSESSMENT FINDINGS

3.1 General findings

Rossendale recognises the importance of its leisure facility stock to physical activity, health and wellbeing and is committed to its retention via the presumption (in Planning Policy) against any net loss of active sport and leisure facilities in the Borough. There is also recognition that the Council will be operating within a climate of financial constraints (probably increasingly so, following the Covid-19 lockdown).

As noted above, there is a modest projected increase in the size of the population in the Borough of 13.2% by 2034. Further, there is a predicted continuous rise in the number of persons aged 65+. This group will represent one quarter (24.6%) of the population by 2034. The key issue is, therefore, likely to be how an increasingly ageing population chooses to use its leisure time, which may lead to changes in demand for different activities.

The importance of ensuring that the proportion of the population which is currently active remains so and that more of the currently inactive become active (sustaining and improving the general health of the local population) will become increasingly relevant. Indoor and built facilities, and programmes of activity therein, need to be capable of adapting to changing demand and need associated with demographic change.

The principal opportunity/challenge for Rossendale Borough is to ensure that its stock of facilities continues to be fit for the future and viable. There is a need to balance the requirements of the core market of people already taking part in sport and physical activity, whilst ensuring that the growth of existing or new activities meets the needs of a more diverse and ageing population. It is also important to ensure that residents in the more rural areas and the east of the Borough are able to access sports facilities.

The facility stock is generally found to be in need of investment and is not meeting the current demands of residents. There is a need for a review of water space and sports hall access and quality across the Borough.

3.2: What do we know about facilities and activities in Rossendale

Village and community halls

Rossendale has 20 village halls, community centres and church halls which offer physical activity to the community. They are mainly located in settlements of higher population density with a few in more rural areas. Large areas in the south and the west of the borough do not have access to a village/community hall facility.

Activities tend to reflect local community needs. Research undertaken for the audit suggests that demand for village hall and community centre space is high. This highlights their importance in ensuring that a good range of local sport and physical activity is provided for residents. They also play an important role ensuring that people/older people in more rural areas have access to facilities and can contribute to getting the inactive active or retaining those already involved. Further analysis is required to gauge whether, and the extent to which, activities in these facilities can further meet the needs of what is an ageing local population.

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Sports halls

In total, there are 20 sports halls providing 35 badminton courts across Rossendale. This, however, reduces to seven which have 3+ badminton courts. These are the main focus of this report. Those with two or fewer courts are limited as to the range and scale of recreational and sporting activity that larger sports halls can enable. Bacup, in the east of the Borough, is the only main population settlement not presently serviced by a 3+ court sports hall facility.

The seven sports halls are all 4-court halls. Three are in above average condition (Adrenaline Centre, All Saints Catholic High School and Whitworth Community High School), two are below average (Alder Grange School and Haslingden High School) one is poor quality (Valley Leadership Academy). One (Bacup & Rawtenstall Grammar School) was not assessed.

Six of the seven are located at schools or academies. The Adrenaline Centre is the exception and provides daytime availability with no restrictions on community use. It is the only sports hall in the Borough where casual use is permitted, however, it is full to capacity, so this is very limited. Community availability on education sites varies significantly on a site by site basis. Consultation suggests that increasing community availability is unlikely on these sites, due to them being comfortable with existing arrangements and a lack of financial resources to support additional use.

Badminton, basketball and netball are popular sports in Rossendale, consultation with NGBs and clubs indicates that there is potential for each of them to grow and expand. However, they are all restricted by the lack of availability of appropriate facilities – at appropriate times.

Swimming pools

There are four swimming pools at two sites in Rossendale. These include Marl Pits, located centrally and Whitworth in the east of the authority. There is no provision in Bacup, or Haslingden. Both sites have a 4-lane 25m main swimming pool and a learner/teaching pool. They were built in the early 1970s and are nearing the end of their effective life. They are less energy and cost-efficient than new facilities and incur high maintenance costs.

Both pool venues are of below average quality and the standard of the changing rooms at Whitworth Leisure Centre is commensurate with that of the pool. Changing facilities at Marl Pits Leisure Centre are in above average condition. The key finding is that borough residents have access to below average swimming facilities. The learner pool at Marl Pits is a freeform pool and is, thus, not the most effective shape for teaching lessons; this has an impact upon the number of lessons delivered and the potential to increase revenue generation.

Investment is planned in the plant room at Whitworth Leisure Centre, following recent failures in equipment. This will enable the facility to remain operational, however, it will not improve the general quality or appearance of the facility.

Consultation indicates the swimming pools are full to capacity and current demand cannot be met within the existing facilities.

Sport England's Facilities Planning Model (FPM) identifies an undersupply of water space in Rossendale, which is equivalent to a 6 lane 25m pool. A larger swimming pool and rectangular teaching pool is required to enable a full programme to be delivered. Altering current programmes will not accommodate current and projected demand for swimming. This situation

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will worsen slightly based upon projected population increases. This is discussed in further detail in section 4.1.

Health and fitness suites

There are 13 health and fitness suites in Rossendale with 494 stations. 12 gyms are available to the community (one is a private use gym at Bacup & Rawtenstall Grammar School). They are distributed across the borough in its more densely populated areas. Seven of these facilities are rated above average in quality, four below average and one (Metcon Fitness) is unassessed.

There is strong competition from health and fitness venues in neighbouring authorities; 16 are located within two miles of the Authority. Seven of these have 100+ stations and are considered likely to be attracting use from further afield including, in particular, from the south of the borough.

Membership is required to access health and fitness facilities across the whole borough. RLT suggests that it offers pay and play availability at its four facilities across Rossendale but, in reality, this method of availability is neither promoted nor advertised and is available via an online provider only.

There are plans to invest in the changing facilities fitness gym at Whitworth Leisure Centre. There are also aspirations to extend the fitness room at Marl Pits. It currently has double the number of active members of the Adrenaline Centre with half the number of stations.

Consultation suggests that specific facilities, Marl Pitts in particular, are very busy at specific peak times. So, whilst modelling suggests that sufficient facilities are available in Rossendale to meet overall demand, there is an identified need to expand this local offer.

The audit found 13 studios, 11 of which were subject to a non-technical assessment. Dance studios, generally, are in above average condition. Approximately half are available via pay and play.

Ski facilities

Rossendale Ski Centre is local authority owned and commercially operated. It has three floodlit slopes, an advanced (180m slope) an intermediate slope (75m) and a nursery slope (55m). There is also a freestyle slope and fun park. In 2016, significant investment (c. £640,000) was made in it. Beginner and intermediate slopes were re-laid and improved. In 2018 phase two investment was made into indoor facilities with a new lift, changing areas, café and function space and improving accessibility to the facility generally.

The centre is home to four ski clubs plus its own ski club with over 100 participants every week alongside a linked ladies social club. Management is keen to further enhance the facility and develop its summer offer to ensure financial viability.

Gymnastics

There is no dedicated gymnastics venue in Rossendale, however, Fearn's Trampoline Club is located at The Valley Leadership Academy. There is also no recreational/leisure centre

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provision in the borough. The whole of Rossendale is within 20 minutes' drive time of a dedicated gymnastics facility in a neighbouring authority. This is not to suggest that Rossendale could not have such a facility as there appears to be a 'gymnastics gap' in the centre of the authority which could present a potential opportunity.

British Gymnastics and consultation reports there is a demand for gymnastics provision in the area, however, in addition to determining a suitable venue, there will be a need to develop a coaching and volunteer workforce to develop the sport leading to increased participation.

Indoor bowls

There is no indoor bowls centre in Rossendale. The audit did not find sufficient latent demand for an indoor bowls facility. Other formats of the game are being played at the Adrenaline Centre sports hall and in small community/village halls. The projected increase in population and housebuilding is also unlikely to generate sufficient demand for a purpose-built facility.

Squash courts

There are two squash courts in Rossendale, located at the Adrenaline Centre. They are in above average condition and are available on a pay and play basis. The north and east of the authority is not serviced by a squash court. Haslingden Squash Club, based at the Adrenaline Centre, is a thriving club and is increasing its membership. It is suggested that the facilities are full to capacity at various times. It has a strong volunteer and coach workforce and reports demand for additional courts.

Martial arts

Martial arts is relatively well catered for in Rossendale with sessions taking place throughout the borough (including the more rural areas) in a range of facilities settings. A wide range of martial arts clubs operate in the borough delivering a range of disciplines. The majority hire facilities. The quality of facilities varies. Clubs with dedicated facilities report investment being required to improve quality (e.g. for those located in converted mills). All clubs responding to consultation indicate having capacity to accommodate an increase in demand.

Sailing and watersports

There is one sailing centre, Rossendale Valley Sailing Centre and one Waterski centre, Whitworth Waterski Academy. Both the sailing and waterski centres offer development and learning programmes which are progressive. Both facilities are well maintained and meet the needs of their users.

Summary and strategic recommendations

The Borough's population is distributed across the larger towns of Bacup, Haslingden, Rawtenstall and Whitworth and the smaller settlements of Crawshawbooth, Edenfield, Helmshore and Waterfoot amongst others. None of the key settlements is sufficiently large enough or central enough to be a suitable location to develop leisure facilities designed to service the whole borough.

As a consequence, there is a need to determine where facilities will make the greatest contribution to most residents. The Borough is short of water space equating to a 6 lane 25m pool and a 4-court sports hall (even if schools open up for additional community use).

PART 4: VISION AND STRATEGIC RECOMMENDATIONS ACTION PLAN

This is Rossendale's vision for sport and leisure provision in the area for the period 2020 - 2034. It builds upon the conclusions identified in the Built Facilities Needs Assessment Report. There is a clear requirement for investment in indoor and built sports facilities in Rossendale to ensure that they are fit for purpose for the 21st Century (e.g. modern, welcoming, clean, attractive, flexible, enable a wide programme offer, ability to offer a good quality learn to swim programme and cost-effective to operate). This should lead to increased participation and a more active borough. Rossendale's vision is:

"To create and maintain high quality, sustainable leisure and sports facilities which meet community need, increase participation, help tackle health and age issues and provide accessible, inclusive activities for Rossendale residents as part of an active lifestyle."

4.1 General strategic objectives

There is an overarching requirement for RBC to determine its long-term approach to the replacement of facilities. The majority are currently operating beyond their realistic life expectancy, are inefficient (albeit well used and in high demand) and require investment to remain operational. Despite the best efforts of RLT (and CLAW) the Authority is faced with the operational challenges that appertain to the management and programming of older facilities.

A clear direction of travel for the future with careful planning could result in modern facilities designed to meet the expectations of 21st century users as well as being more efficient and environmentally friendly to operate. Given developments in modern leisure facilities it is highly likely that new facilities will be more viable and sustainable. Key strategic determinants are thus identified as:

Short term: Whitworth Leisure Centre has recently received investment but is beyond its economic life cycle. There is a need to replace the pool with something of equivalent size in the east of the Borough. There is a requirement to undertake a feasibility study to consider the best location for this and to consider adding other sporting provision, such as a sports hall, health and fitness facilities and potentially squash courts. Key locations to consider are Whitworth or Bacup. In the first instance, there is a need to understand if land is available in Bacup; if so, this option should be considered. If, however, there are no suitable sites, Whitworth should undergo significant refurbishment with expansion of the fitness offer considered.

Medium term: The swimming pool at Marl Pits is in better condition than Whitworth Leisure Centre so has a longer life expectancy. The two options to be considered are whether to extend/increase the scale of swimming facilities at Marl Pits (as it is a popular destination with a sports village feel) or to develop a new swimming facility in Haslingden and leave Marl Pits the same size. Concurrent consideration of the ancillary facilities needed in Haslingden will also be needed.

Longer term: The Adrenaline Centre, located in Haslingden, has been adapted and refurbished over the years. It offers a range of indoor and outdoor sport and leisure amenities. It is, however, full to capacity and requires significant investment due to the fact that it is in below average condition. It is unable to meet the demands of borough residents which is inhibiting the growth of participation in sport and physical activity.

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Depending upon the outcomes of the short and medium actions identified above, consideration should be given to developing an additional sports hall at a venue which could also incorporate a swimming pool (depending upon the findings of the proposed feasibility studies).

In addition to the above, RBC needs to:

- ◀ Increase community availability of sports hall provision in the current educational stock.
- ◀ Address the under-provision of introductory/recreational gymnastics opportunity.
- ◀ Ensure that settlement sports facilities/community and village halls are, and remain, accessible to those living in rural communities and older people.
- ◀ Consider how greater impact can be made on the health and wellbeing of those living in areas of higher deprivation via better collection and analysis of user/membership insight to ascertain who is/is not using facilities. (Currently available evidence would suggest that residents of Rossendale's more deprived areas are substantively under-represented in the context of usage of Borough sport/leisure facilities).
- ◀ In addressing the above, take full account of the need to make sport and leisure facilities and opportunity available during the day to meet the needs of the growing over 65 population. This may need to be accompanied by new and redesigned activity programmes to drive and cater for increases in participation among older people.
- ◀ Gear its planning processes to support other developments (via planning, developer contributions and officer expertise) to improve sport and physical activity facility provision in the wider community.
- ◀ Address how programming and pricing of facilities (in particular, the ability to access venues on a casual basis) can be made more available *per se* and with a particular focus on those living in areas of higher deprivation and the Borough's more rural areas.
- ◀ Look at how it and its key providers can work effectively together to drive increases in participation (challenging themselves to innovate) via the delivery of high quality, varied activity programmes.

4.2 Specific strategic objectives

4.2.1 Commission a feasibility study to assess the potential to replace Whitworth Leisure Centre with a new leisure and wellness centre in the East of the Borough.

Consider the best location (taking into account land availability) at which to invest in a modern fit for purpose environmentally and economically viable venue, with integrated services providing economies of scale and enabling cross fertilisation of activities and events - to service the needs of the local community. Taking account of the lack of water and sports hall space in the east of the Authority and overall, this study should inform the required facility mix. Based on the audit findings to date it should include/consider the following mix of facilities:

- ◀ (Minimum) 4 lane 25m swimming pool.
- ◀ Teaching /learner pool.
- ◀ 4 court sports hall.
- ◀ Fitness gym (c.45 stations).
- ◀ Studio(s).
- ◀ Squash courts.
- ◀ Wet and dry changing provision.
- ◀ Walking, running and cycling routes emanating from the centre.
- ◀ Car parking plus appropriate cycle parking provision.
- ◀ Changing place and disability access provision.

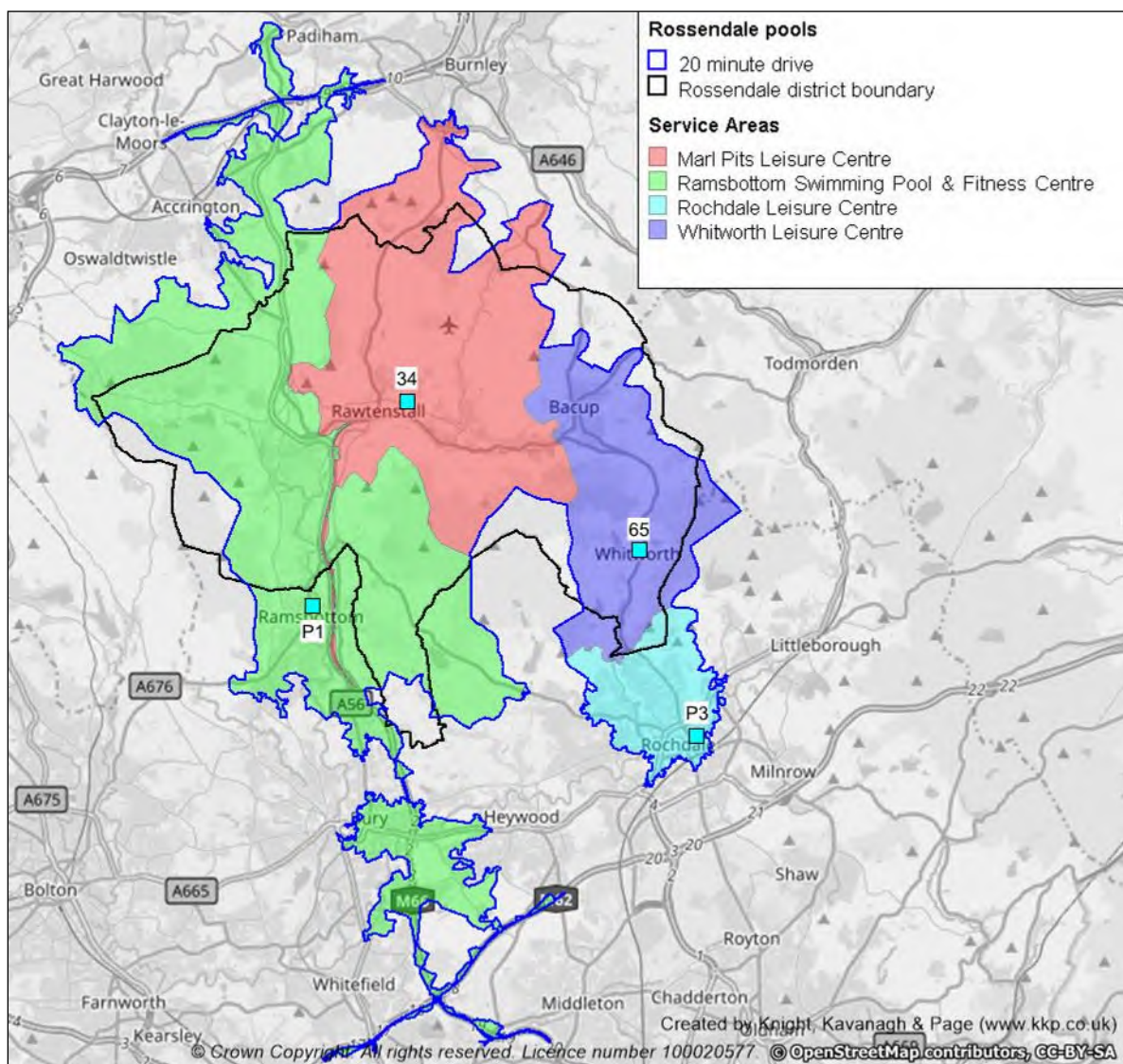
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Service area mapping

One of many tools available, service area mapping is a starting point from which further detailed data and analysis is required. It shows the likely place people will travel to based on the current road network.

Within the 20-minute drive time (industry standard) of Whitworth Leisure Centre and Marl Pits i.e. the current supply of water in Rossendale, there are two swimming pools: Ramsbottom Swimming and Fitness Centre (P1) and Rochdale Leisure Centre (P3). Self-evidently the catchment areas of all sites shown overlap. Figure 4.1 identifies the facility to which people are more likely to travel, taking account of road networks and all other things being equal.

Figure 4.1: Pay & play pools within 20 minutes' drive time pools in Rossendale



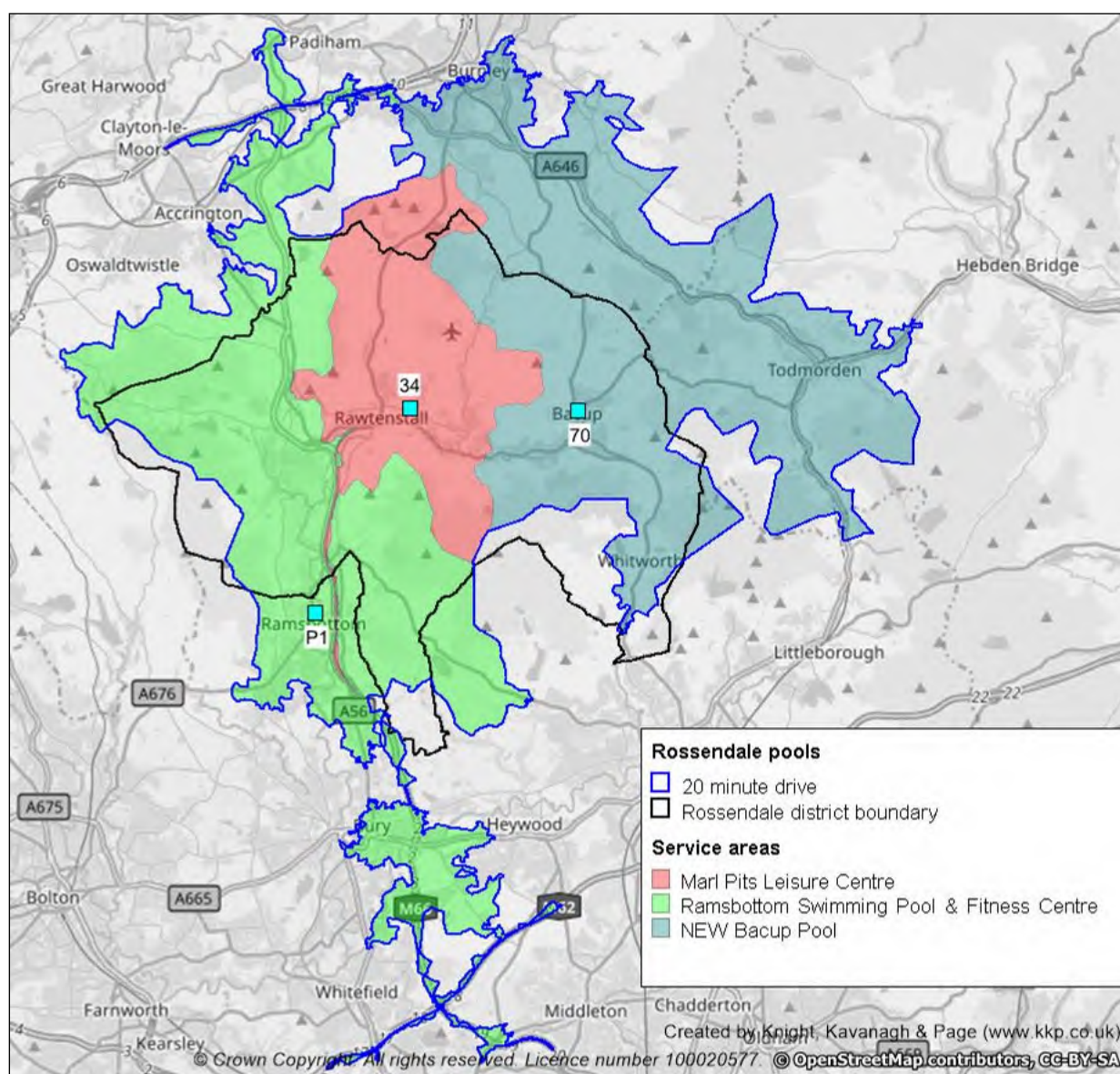
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Table 4.1: Pay & play pools within 20 minutes' drive time of swimming pools in Rosendale

Map ID	Site	Population (MYE 2018)
34	Marl Pits Leisure Centre	29,114
65	Whitworth Leisure Centre	16,358
P1	Ramsbottom Swimming Pool & Fitness Centre	52,163
P3	Rochdale Leisure Centre	36,115

Using the same 20 minutes' drive time catchment mapping and assuming that Whitworth Leisure Centre closes and a new pool is located in Bacup, Figure 4.2 and Table 4.2 assess where people will travel to, using the same criteria as used above i.e. key travel routes.

Figure 4.2: Pay & play pools within 20 minutes' drive time of swimming pools in Rosendale



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Table 4.2 Service area map with a pool in Bacup as opposed to Whitworth

Map ID	Site	MYE 2018 population
34	Marl Pits Leisure Centre	23,777
P1	Ramsbottom Swimming Pool & Fitness Centre	52,241
70	NEW Bacup Pool	47,592

This modelling would suggest that providing a new swimming pool in Bacup (presuming the closure of Whitworth) will lead to reduction in the number of people identifying Marl Pits as their primary swimming pool. Given that it is operating near capacity, this would be of value. The key difference between locating in Whitworth and Bacup is that, at 47,592, the number of people within 20 minutes' drive is significantly higher in Bacup than Whitworth which has 16,358 people within its service area. This is a generalised overview and provides the starting point from which further, more detailed analysis is required. This confirms that a feasibility which addresses the issue of location is warranted.

4.2.2 Commission a study to assess the feasibility of either extending/refurbishing existing swimming provision at Marl Pits Leisure Centre or locating a new swimming pool at the Adrenaline Centre.

Assuming that the replacement for Whitworth Swimming Pool (whether located in Whitworth or Bacup), is a like for like development, there will still be an undersupply of water-space in the Authority equivalent to a 6-lane swimming pool. There is, thus, still a need to consider and assess the demand to create an additional swimming pool in Haslingden relative to the benefits of extending swimming provision and programmes at Marl Pits. Any investigation will need to determine the impact that a new facility in Haslingden will have on Marl Pits (i.e., the potential displacement of swimmers) which is likely to affect its overall performance.

Service area mapping

This service area mapping considers the potential markets for developing a new facility in Haslingden or extending the facility at Marl Pits. Again, 20-minutes' drive time catchments are applied (industry standard) and facilities within this catchment are taken into account.

The inclusion of a swimming pool at Haslingden increases the 20 minutes' drive time catchment population coverage significantly as seen in Table 3 below and Figure 4.3 overleaf.

Table 4.3 Service area projections which includes a swimming facility in Haslingden

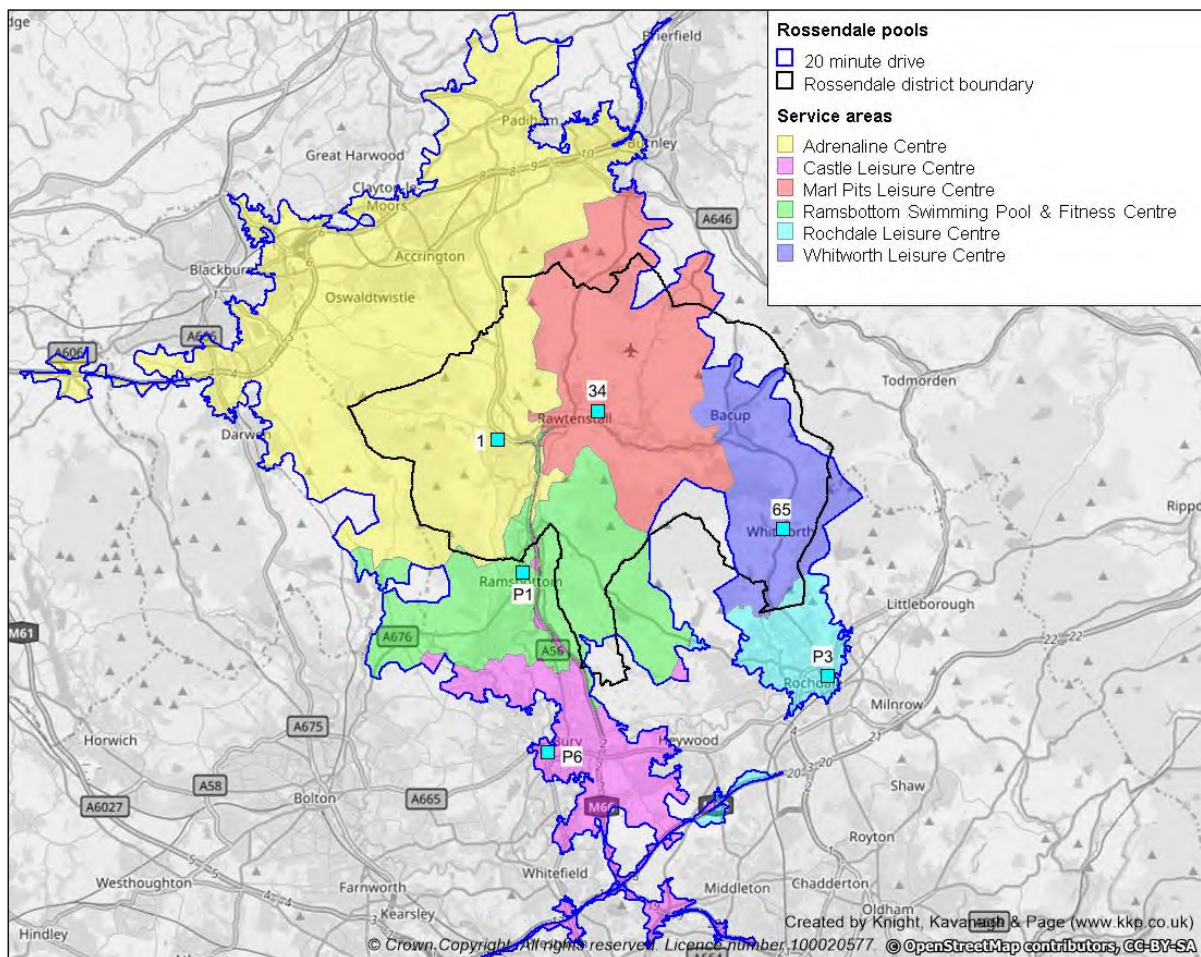
Map ID	Site	Population (MYE 2018)
1	Adrenaline Centre	130,912
34	Marl Pits Leisure Centre	26,369
65	Whitworth Leisure Centre	16,360
P1	Ramsbottom Swimming Pool & Fitness Centre	20,699
P3	Rochdale Leisure Centre	36,443
P6	Castle Leisure Centre	40,317

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The service area for a swimming pool in Haslingden will extend beyond the local authority boundary and could possibly draw in swimmers from near Blackburn. There would be a small impact on Marl Pits reducing its service area from c. 29,000 to c.26,300 which, as mentioned above might simply ease some of the programming pressures it faces.

Based on the initial high-level analysis (further detailed analysis is required), the data suggests the better option will be to have an additional swimming pool in Haslingden rather than extend the swimming pool at Marl Pits. It should be noted however, that more detailed analysis will be required.

Figure 4.2: Service area projections which includes a swimming facility in Haslingden



It is, therefore, recommended that a full feasibility is completed on this option. This will need to take account of the future of the Adrenaline Centre (built in 1974). Although it has been adapted and refurbished over the years, it is inefficient, requires significant investment, restricting the development of certain sports to grow and limiting opportunity for casual participation. The feasibility study should take account of the existing range of amenities offered and include a new (additional) sports hall. The needs assessment findings suggest the following mix of facilities should be considered as a starting point for the study:

- ◆ 4 lane 25m swimming pool.
- ◆ Teaching /learner pool.

ROSSENDALE BOROUGH COUNCIL

INDOOR SPORTS FACILITIES: FINAL STRATEGY

- ◀ 4 court sports hall (possibly an air hall/frame and fabric facility).
- ◀ Fitness gym (c.100 stations).
- ◀ 3 studios (one permanent matted for combat sports and two health and fitness).
- ◀ Squash courts (consider increase from 2 to 4 – also contingent on Bacup/Whitworth)
- ◀ Clip n Climb
- ◀ Café area and party rooms
- ◀ Laser Tag
- ◀ Wet and dry changing provision.
- ◀ Walking, running and cycling routes emanating from the centre.
- ◀ Car parking plus appropriate cycle parking provision.
- ◀ Changing place and disability access provision.

Feasibility and master planning

It is recognised that in order to deliver any of the above developments the Council will need to undertake a borough master planning exercise (a borough-wide feasibility) to ensure that all its strategic objectives are met. RBC and partners will not start with a blank canvas and this needs to be taken into account within each development. Each will need to encompass a review of:

- ◀ Changing local and strategic need.
- ◀ Current community infrastructure within the area.
- ◀ Anticipated changes in demographics and population growth.
- ◀ Opportunity and site suitability for co-location.
- ◀ The ability to link indoor and outdoor active places.
- ◀ The capital cost of developments.
- ◀ The revenue implications of the proposed infrastructure.
- ◀ RBC's financial challenges: in effect utilising capital investment to reduce/eliminate revenue subsidy and build in capacity to cater for the hard to reach and inactive.
- ◀ The potential to secure external funding.
- ◀ The affordability and business case for the development.

Both require extensive review and input from a range of partners in order to determine the most appropriate solution. However, the key driver for the Strategy is to ensure that the Council does not just consider re-provision of leisure facilities in isolation and the potential to include a wider range of community amenities is considered. Paramount are links between physical activity and health and assessing how these two key community services could potentially co-locate to improve services and interventions for priority groups within the community.

4.2.3 Work with selected schools to increase the availability of their indoor sports facilities for community sport and physical activity use.

Leisure management, RLT, Lancashire County Council and Active Lancashire (with other partners) should continue to work in partnership to maintain (and in a limited number of cases) increase the availability and community use of key schools which do not provide as much access to their sports facilities as could be made available.

The key institutions identified in this context include All Saints Catholic High School which currently offers some community use; and Bacup and Rawtenstall Grammar School which presently does not appear to offer any community use of its indoor sports facilities.

4.2.4 Increase participation in sport and physical activity from people living in areas of higher deprivation

RBC working closely with RLT should review its discretionary pricing system specifically considering the needs of and how to better target and cater for harder to reach groups – enabling their access to all available provision options; instructed classes (including swimming lessons, in particular). There is also a need to improve the availability of pay and play access to all venues in particular health and fitness facilities. Some form of budgetary allocation is needed to underpin/encourage/require the Council and RLT to adopt a wider focus on health inequalities and both broaden and increase levels of use made of Borough public facilities.

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES – FINAL STRATEGY

4.3 Indoor built facilities action plan

Taking into account the needs assessments related to specific facilities and sports, the demographic make-up, current vision of the Council and associated organisations, plus Sport England’s Planning for Sport guidance which encourages Protection, Enhancement and Provision of new facilities, RBC should take account of the following strategic recommendations. Actions relative to each of Rossendale’s key facilities are identified below:

4.3.1: Management and programming

Strategic objective	Recommendation	Action	Timescale	Responsibility	Importance
Maintain/increase community use of education facilities (sport halls) Enhance	Market and promote the availability of the current stock of sports halls to more sections of the community.	Continue to work with schools which offer good levels of community use to ensure complementary programming across the Authority. Develop a site by site engagement action plan for schools with limited or no current community use.	Medium	Schools, RBC	High
Major facility investment Protect/Enhance Provide	See site by site recommendations below	See Feasibility options above	Short	RBC	High
Increase participation from hard to reach groups in line RBC’s Corporate Strategy	RLT to drive up participation from hard to reach groups. Actively support RBC to focus on health inequalities	Identify a budget to carry out the recommendation. Consider implementing discretionary pricing system specifically aimed at targeting harder to reach groups into instructed sessions.	Short	RBC	High
Incorporate village halls/ community centres into broader activity portfolio Protect/Enhance	Improve understanding of the role of community centres and village halls with regard to the physical activity offer.	Review village halls to see which have capacity to offer increased activity - considering scale, existing commitments, configuration and management. Consider their fit in the wider programming offer.	Medium	Various community groups, private facilities, RBC	Medium
Planning Protect/Enhance Provide	Recognise the importance of this study; ensure that recommendations are acted upon.	To adopt the Strategy as an Evidence Base document supporting the Local Plan and development management decisions.	Medium	Planning & Leisure Team	High

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES – FINAL STRATEGY

Strategic objective	Recommendation	Action	Timescale	Responsibility	Importance
Monitor and review	Keep this Facilities Strategy relevant and up to date.	Complete a light touch annual strategy review. Deliver a complete review within 5 years of adoption.	Medium	RBC	High

4.3.1: Facility specific actions

Facility	Management	Overview	Action	Lead agency	Timescale (S/M/L)	Priority (H/M/L)
Adrenaline Centre	Rossendale Leisure Trust	It has a 4-court hall, 2 squash courts, 3 studios, a refurbished 60 station gym, laser tag, clip 'n' climb Above average quality sports hall at capacity (day/evening). Key activities: indoor bowls and tennis (winter). Badminton and netball at peak times. Squash is popular and one studio is used as a permanently matted area. More indoor hall space needed to cater for current demand, enhance programming and casual use	There is a requirement to improve the below average facilities and maintain the quality of the above average facilities. Explore feasibility of adding indoor sports hall space at the venue Strategy required to determine long-term future of the centre with a refurbishment/replacement plan.	RBC, RL Trust	Short Medium Long	Medium
Marl Pits Leisure Centre	Rossendale Leisure Trust	Built in 1974 and refurbished in 1999, this facility, main pool (25m x 4 lanes) and learner pool, are considered to be below average in quality. The learner pool is freeform shaped and not conducive for swimming lessons. The fitness gym (45 stations) and studio is above average quality and very popular.	Investment required in pool air handling units (AHU). Undertake feasibility to consider extending water space and increase the health and fitness to accommodate current and future demand.	RL Trust, RBC	Medium	High

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES – FINAL STRATEGY

Facility	Management	Overview	Action	Lead agency	Timescale (S/M/L)	Priority (H/M/L)
Whitworth Leisure Centre	Rossendale Leisure Trust	Built in 1972 and refurbished in 2002, this is the oldest facility in the area. The main and learner pools are in below average condition. The 25-station gym is of below average quality. Recent investment is enabling the facility to remain operational, but it will not improve its general quality or appearance. There is a need to increase facility availability and accessibility in this part of the Authority.	Carry out planned investment at Whitworth LC as it is essential to the pool remaining operational in the short-medium term. Undertake a feasibility study to assess the volume of water required and where it should be located in the east of the Borough.	RBC, CLAW, RL Trust	Short	High
Pioneer Studio	Rossendale Leisure Trust	It had a 70-station gym and two studios, all above average in quality. This popular facility attracts residents living in areas of higher deprivation.	Maintain and improve the quality of the facility.	RLT, Owner	Long	Medium
Alder Grange School	School (in house)	This below average 4-court sports hall is a key facility for basketball. It is booked full to capacity. The 24-station gym is used privately by the school	Continue to invest in facilities to maintain/improve quality; re-line the sports hall to ensure the community can continue to use the facility.	Alder Grange School	Short	High
All Saints CHS	School (in house)	This 4-court sports hall and 1-court activity hall is average quality. Available to the community for 15.5 hours per week it is full to capacity.	Explore the potential to increase the number of weekly hours available to the community to accommodate demand.	All Saints CHS	Medium	Medium
Bacup & Rawtenstall GS	School (private use)	The 4-court sports hall is used privately by the school and is not available to the community.	Work with the School to identify times that could be used by the wider community	Bacup & Rawtenstall GS, RBC	Long	Low
Haslingden High School	Third party operator (SLS)	This has a 4-court hall, two activity halls and a studio. It below average in quality. The sports hall requires urgent maintenance to address structural issues. There is potential to increase the hours available to the community.	Requires urgent investment to tackle structural issues, re-seal the floor and re-line floor markings.	Haslingden High School	Short	High

ROSSENDALE BOROUGH COUNCIL INDOOR SPORTS FACILITIES – FINAL STRATEGY

Facility	Management	Overview	Action	Lead agency	Timescale (S/M/L)	Priority (H/M/L)
The Valley Leadership Academy	Third party operator (SLS)	This has a 4-court hall, 2-court hall and a practice hall. The 4-court hall is poor quality and requires urgent maintenance. The 2-court hall is a key trampolining facility. The 26-station gym rates above average. Access to this requires a membership.	There is a need to improve the quality of the 4-court sports hall. This will improve the attractiveness of, and increase levels of demand for, this venue.	The Valley Leadership Academy	Short	High
Whitworth Community High School	Third party operator (SLS)	The sports hall (4 courts) is above average in quality. There are also two 1x court halls. The 25-station gym is rated above average and is available to the community via membership.	Continue to invest in the facilities to improve and maintain the quality	Whitworth Community High School	Long	Low
Ski Rossendale	Commercial (The Hill)	This has three slopes (advanced, intermediate and nursery). Recent investment has improved accessibility and facility quality. It can be accessed both on a pay and play and a membership basis. It is an important facility for a number of ski clubs and as a local tourist attraction.	Continued investment in the facility and in marketing and promotion will ensure that it remains high quality, attractive and financially viable. Drive participation from hard to reach groups as well as those that can currently afford to use the facility. When finance is available continue to invest in enhancing the offer.	The Hill, RBC	Medium	Medium
Other commercial fitness gyms	Commercial	There are a number of commercially operated facilities in the area.	Continue to monitor use and assess the extent to which these facilities complement each other and other activity in the borough. Ensure that facility developments complement and do not compete with RBC owned/managed venues.	RBC	Long	Low

PART 5: MONITORING AND REVIEW

This Strategy identifies the investment and actions required to deliver and maintain a high-quality built facilities infrastructure for Rossendale for the period up until 2034.

It is important that the Strategy is (and is treated as) a live document and is used in a practical manner to prioritise investment, develop key work programmes and partnerships, guide planning gain investment and ensure that built sports facilities are a vital component contributing to the quality of life of Rossendale residents.

Strategy production is just the start of the process and there is a requirement for all partners to engage in ongoing dialogue and review in order to ensure that a considered perspective and approach is maintained throughout its life.

It will be important for Rossendale and its partners to adopt a 3-5 year action plan based around the Strategy and for the delivery of this to be monitored and reviewed on an annual basis. It is recommended that an annual monitoring report be produced for the Indoor and Built Facilities, the Playing Pitch Strategy and the Open Spaces report as a holistic approach.

The process should not only review progress against the action plan, but identify actual/potential changes in supply and demand. This is on the basis that the Strategy is as much about how facilities are used as it is about ensuring that local infrastructure is of a good quality.

In particular the annual review process should include:

- ◀ Review of annual progress on recommendations made in the 3-5 year action plan; taking account of any changes required to the priority of each action (e.g. the relevance of some may increase/decrease following implementation of others).
- ◀ Learning and sharing lessons learnt throughout the period.
- ◀ Taking account of any other new facilities which come on stream (in or which will impact residents of the borough).
- ◀ Review of any specific changes in the use of key sites (e.g. sport specific specialisms, changes in number of community available hours, opening times etc.).
- ◀ Any specific changes in demand at particular facilities and/or from clubs in the area (e.g. reduction or increase in club numbers, reaction to new housing growth etc.).
- ◀ Giving consideration to new sports/activities and/or formats of traditional sports that may emerge.
- ◀ Any other new or emerging issues and opportunities.

The outcome of the review will be to develop a new annual and medium-term action plan for indoor and built sports facilities in and across the Borough.

OPEN SPACE, PLAYING PITCH AND INDOOR SPORT FACILITIES

Supplementary Planning Document (SPD)



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OPEN SPACE, PLAYING PITCH AND INDOOR SPORTS FACILITIES

Supplementary Planning Document (SPD)

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1. Introduction

- 1.1 The provision of good quality and easily accessible open space, children's play facilities, outdoor and indoor sport facilities is paramount to the establishment of sustainable communities. Such spaces and facilities contribute to a good quality of life, enhancing the health and well-being of the local community by providing opportunities to be physically active and socialise. Open spaces in particular, can also enhance the quality of the natural environment, including biodiversity, and are important for a place to adapt to and mitigate further climate change. In addition, open spaces also have an important role in the character of a place, providing a setting to the built environment.
- 1.2 New housing development can generate additional need for open spaces, outdoors and indoor sports facilities in the borough. The planning system has tools to enable those additional needs to be met by requesting additional provision on development site or by securing planning contributions to deliver new provision off-site or to improve the quality of existing spaces or facilities.
- 1.3 This document aims to:
- Summarise the current provision and any gaps in supply in terms of open space and outdoor and indoor sport facilities in the Borough drawing on the findings from three evidence base studies: the **Open Space Assessment Report (2021)**, the **Playing Pitch and Outdoor Sports Strategy Assessment Report (2020)**, **Strategy and Action Plan (2021)** (prepared in 2020) and the Indoor & Built Sport Facilities Assessment and Strategy (prepared in April 2020);
 - Set out a methodology for the implementation of policies HS6 (open spaces provision), HS7 (playing pitches provision) and SD3 (sports and recreational facilities provision) of the **Rossendale Local Plan 2019 - 2036**, including the calculation of planning contributions;
 - Provide design guidelines for new open spaces provision inspired from the **Introduction to the Green Infrastructure Framework - Principles and Standards for England**.



2. Policy and Legal Context

This section outlines the national and local policy context at the time of writing, including the current framework for seeking planning contributions.

2.2 National Policy

2.2.1 The National Planning Policy Framework (December 2023) (NPPF) states in paragraph 96 that Local Planning Authorities should make policies and decisions that encourage and contribute to healthy lifestyles. This includes the provision of green infrastructure such as open spaces, as well as recreational and sport facilities.

Provision of such infrastructure is important to meet the social and recreational needs of local communities and therefore contribute to the retention and creation of sustainable places and communities, as outlined in paragraph 97. In addition, paragraph 102 expands on the importance of open spaces, not only in terms of the benefit to health and well-being, but also in relation to positive impacts for nature and to help adapt to climate change and mitigate future worsening of climate change.

2.3 Local Policies in Rossendale

Our Place, Our Plan

2.3.1 The Council Valley Plan 2021-2025 (Our Place, Our Plan) for Rossendale Borough Council identifies four strategic priority areas:



Thriving Local Economy
Our Future



High Quality Environment
Our Valley



Healthy and Proud Communities
Our People



Effective and Efficient Council
Our Hearts

2.3.2 The Plan sets out that the delivery of a high quality environment includes outcomes such as ensuring clean and attractive green spaces, creating a new Rossendale Forest and improving parks that local people are proud to visit. In addition, achieving healthy and proud communities will be delivered by providing better access to and encouraging the take-up of health and wellbeing activities including improving leisure facilities.

Rossendale Local Plan 2019 to 2036

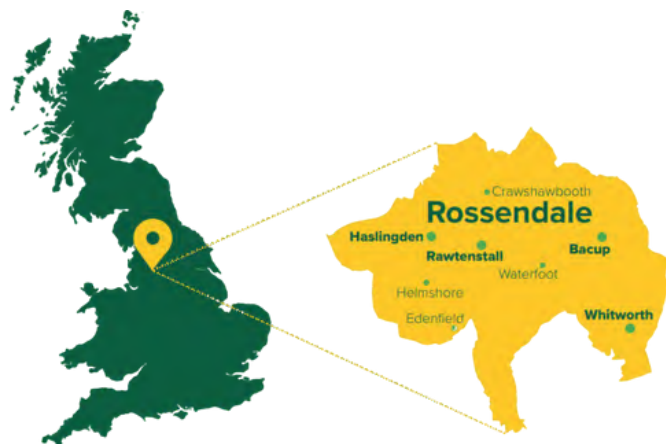
2.3.3 The Rossendale Local Plan 2019 to 2036 adopted in December 2021 designates land and buildings for future uses to meet the Borough's needs and sets out how new development should look like and how it should fit with its surrounding. Policy SD3 in particular, outlines the need for planning obligations/contributions where developments will create additional demand for infrastructure or will exacerbate shortfalls in existing provision. Such contributions may include public open space, sports and recreation facilities and should be sought in accordance with the Community Infrastructure Levy 2010 regulations (as amended) or any updated regulations.

2.3.4 In addition, Policy HS6 and Policy HS7 set out the requirement for new residential developments to ensure an appropriate level of open space and playing pitch provision in the Borough. This apply to housing developments of 10 or more dwellings (0.5 hectare or part thereof) that should provide or contribute to the provision of new open spaces and playing pitches or that should contribute to the improvement of existing ones. In particular, on-site open space provision will be required where there is a local deficiency in the quantity of open space and/or where a proposed residential scheme has not good access to existing open spaces, unless it is demonstrated that it is not appropriate or feasible to do so. In those instances, financial compensation will be sought for either a new open-space off-site or to improve the quality of existing open spaces nearby.

2.3.5 Recent evidence on local deficiencies in the quantity of open spaces, as well as on their quality and accessibility is provided in the **Open Space Study (2021)**. Likewise, the **Playing Pitch and Outdoor Sport Assessment Report, Strategy and Action Plan (approved in 2022)** draw findings on the current outdoorsports provision, identify any gaps in meeting current and future demand and set out specific recommendations. Also, the Indoor & Built Sports Facilities Needs Assessment Report and Strategy (prepared in 2020) provide key facts on the current provision of such facilities in the Borough. The findings of these studies are summarised in section 3 and have informed the process to require additional provision or contributions to new or existing provision set out in this document.

Our Place, Our Facilities, Our Plan

2.3.6 This **strategy** agreed during the Council's meeting of December 2022 sets out a long term vision to have three enhanced local activity hubs: Marl Pits in Rawtenstall, the Adrenaline Centre at Haslingden and another hub in the east of the Borough. This strategy is currently being reviewed and therefore could change in the near future.



Our Place, Our Wellbeing, Our Plan

2.3.7 Prepared by Rossendale Connected, a partnership of community groups and health partners, this **strategy** identifies “physical activity and healthy weight” as a priority for the Borough.

2.4 Community Infrastructure Levy Regulations 2010 (as amended)

2.4.1 Regulation 122(2) of the Community Infrastructure Levy Regulations 2010 (as amended) sets out limitations on the use of planning obligations that can be sought when a planning permission is being granted. These limitations are that planning obligations should be:

- “(a) necessary to make the development acceptable in planning terms”; If the proposed development is likely to create additional demand for open spaces, outdoor or indoor sport facilities or exacerbate existing deficiencies then it is considered reasonable to request planning obligations to compensate for these impacts on the local community.
- “(b) directly related to the development; and”; Planning contributions will be sought if future residents of the new development will not have access to an appropriate amount and quality of open spaces, outdoor and indoor sport facilities as expected by local standards set out in this document.
- “(c) fairly and reasonably related in scale and kind to the development”; Planning contributions will be sought for major residential developments and the amount required will be based on the number of dwellings proposed. It will therefore be proportionate to the scale of development.

3. Evidence Base of Open Spaces, Playing Pitch and Indoor and Build Sport Facilities Provision in Rossendale

In this section, the findings of the studies will be summarised, including information about the level and quality of existing provision, any deficiencies in meeting current demand and likely shortfalls in meeting future demand based on the housing growth in the Local Plan.

3.1 Open Space Study

3.1.1 The 2021 Open Space Study (OSS) assessed the quantity, quality and accessibility of public open spaces within the Borough. The study categorised open spaces into eight typologies:

Parks and gardens

Urban parks and formal gardens open to the public;

Natural and semi-natural greenspaces

Local Nature Reserve and other sites supporting wildlife or environmental education including expansive sites and reservoirs;

Urban greenspaces

Amenity grassland as well as urban woodland areas;

Provision for children and young people

Local Area of Play (LAP), Locally Equipped Area of Play (LEAP), Neighbourly Equipped Area of Play (NEAP), Multi-Use Games Areas (MUGAs), skate parks;

Allotments

Areas to grow vegetables and fruits;

Cemeteries, churchyards and other burial grounds

Which also provides a place of quiet contemplation and supports biodiversity;

Open Space, Playing Pitch and Indoor Sports Facilities

Civic space

Civic and market square and other spaces which provides a setting to buildings and place for public gatherings and community events;

Green corridors

Routes providing walking, cycling or horse riding opportunities which can also provide corridors for wildlife in the urban environment.

3.1.2 Based on these typologies, the study provided an assessment of the existing provision across the Borough, per analysis area and to some extent for each ward. The quantity assessment (i.e. the surface area of public open spaces available per 1,000 inhabitants) enables the identification of the current level of provision across the borough, and feeds into the setting of local standards. Once the local standards are set, this enables the identification of areas where deficiencies or surpluses exist. The quality assessment of the spaces, including their value for the local community, enables the identification of those sites that are in need of further investment. Thirdly, gaps identification in terms of accessibility to green spaces, using maps showing areas not located within standard accessible distances defined in guidance from the Field in Trust or Natural England, can assist in the planning decision-making process. It is to be noted that a local area might have a sufficient quantity of public open spaces per population, but if all are concentrated in one or few locations then there could still be accessibility gaps where a new residential development is being proposed.

3.1.3 In total, 260 open spaces were assessed covering 580 ha, most of these are categorised as natural or semi-natural greenspace (368 ha). The study also revealed that 51% of the sites achieved a high quality score, with 84% achieving a good value score reflecting their importance for the local community.

3.1.4 The study defines local standards in terms of quantity, quality and accessibility for public open spaces in the Borough (Table 1). This is the baseline against which requirements for open space provision from new residential developments will be assessed against.

Table 1 - Rossendale Leisure Standards for Open Space Study (2020) and comparison with Field in Trust Quantity Standard. *Quality local standards open spaces per dwelling are based on 2.3 people per household in Rossendale (Census 2021 Household Size Data).

Open Spaces	Quantity Local Standards (hectares per 1,000 population)	Quantity Local Standards (square meters per dwelling)	Accessibility Local Standards	Quality Local Standards	Field in Trust guidance (hectares per 1,000 population)
Parks and Garden	0.44	10	710m (9 min walk)	High	0.8
Natural and Semi-Natural	5.19	120	Accessible Natural Greenspace Standard (variable please see paragraph 3.1.5)	High	1.8
Urban Greenspace	2.10	48	480m (6 min walk)	High	0.6
Provision for children and young people	0.07	2	LAP - 100m (1 min walk) LEAP - 400m (5 min walk) NEAP - 1,000m (12 1/2 min walk) Other provision (MUGA, Skate Park - 400m 9min walk)	High	0.25
Allotments	00.6	1	N/A	High	National Allotment Society: 20 plots (of 250sqm) or 0.5

3.1.5 The Natural England's Accessible Natural Greenspace Standard used in the study are defined as follows:

- An accessible natural greenspace of at least two hectares in size, no more than 300 metres (5 min walk) from home;
- At least one accessible 20 hectare site within two kilometres from home;
- One accessible 100 hectare site within five kilometres of home;
- One accessible 500 hectare site within ten kilometres of home.

3.1.6 In addition, the provision for children and young people has been assessed in more details looking at:

Local Area of Play (LAP)

Usually a small landscaped area designed for young children;

Locally Equipped Area of Play (LEAP)

Designed for unsupervised play and a wider age range of users, with various equipment types;

Neighbourhood Equipped Area of Play (NEAP)

Caters for all age group and can include MUGA, skate parks, pump track etc.

3.1.7 The study summarised the current provision in open spaces in six analysis areas of the Borough which is reported below.

Bacup and Stacksteads area

Significant shortfall of natural and semi-natural spaces and some accessibility gaps for parks and gardens to the east. The majority of urban greenspaces have a low quality value. The study recommends the area to focus on improving the quality of parks, urban greenspace and play provision with the potential to rationalise some poor quality provision of urban greenspaces in areas of sufficient coverage.

Eden area

Significant shortfall in parks and gardens but a sufficient level of accessibility and quality. It is the only area without any allotments provision. The study recommends to focus on enhancing the quality of natural and urban greenspaces in this area.

Haslingden area

There is a shortfall in urban greenspace and to a lesser extent in parks and gardens. There are no major gaps in accessibility except in the south east for access to parks and gardens. The focus of the area should be on enhancing the quality of urban greenspaces and play provision.

Rawtenstall area

There is a significant shortfall in urban greenspaces. There are also some gaps in terms of accessibility to urban greenspaces and parks and gardens. The area should focus on enhancing the quality of urban greenspaces and play provision. The rationalisation of some poor urban greenspace provision in areas with a good coverage could be explored.

Open Space, Playing Pitch and Indoor Sports Facilities

Waterfoot area

There is a shortfall in natural and semi-natural spaces. There is also an accessibility gap to parks and gardens, natural and semi-natural greenspaces and play provision. To some extent urban greenspaces can help fill these gaps but many are of low quality. The focus should be on enhancing the quality of urban greenspaces, exploring opportunities for enhancement so that they can help meet gaps in other types of provision.

Whitworth area

There is a shortfall in natural and semi-natural spaces as well as in parks and gardens. There are also gaps in accessibility for parks and gardens, natural and semi-natural greenspaces and play provision. Opportunities to enhance urban greenspaces so that they can help meet shortfall and accessibility gaps in other types of provision should be explored.



3.1.8 Finally, the open space study makes three recommendations.

Recommendation 1

Sites that help or have the potential to help meet accessibility gaps for other types of provision should be prioritised for enhancement. The study identifies 57 such sites. (1)

Recommendation 2

Low quality/value sites that can help meet gaps in accessibility should be prioritised for enhancement. The study identified 33 such sites. (2)

Recommendation 3

Recognise low quality and value sites and explore how they can meet other needs.

Q1. Do you have any comments on the use of local standards from the Open Space Study to set out requirements for open space provision?

(1) See Table 12.5.1 of the Open Space Study. (2) See Table 12.5.2 of the Open Space Study

3.2 Playing pitch and Outdoor Sport Strategy, Assessment and Action Plan

3.2.1 The Playing Pitch and Outdoor Sport Assessment, Strategy and Action Plan have been prepared in late 2020 and approved by the Council in early 2022. The assessment report identifies current shortfalls in football grass pitches for adult in the eastern part of the Borough and for youth in the western part of the Borough. In addition, there are also shortfalls in current provision of third generation artificial football pitches in the western and eastern areas of the Borough, with provision in the central area at capacity. Also, there is a current shortfall in terms of senior rugby union facilities in the central area of the Borough. The full summary is provided in **Appendix 1**.

3.2.2 The Playing Pitch and Outdoor Sport Action Plan sets out recommended actions for a number of sites. The ones that have been attributed a high priority are summarised in **Appendix 2**.



3.3 Indoor and Built Sport Facilities Assessment and Strategy

3.3.1 The Indoor & Built Sports Facilities Needs Assessment Report and Strategy provide key facts on the current provision for village and community halls, sports halls, swimming pools, health and fitness suites, ski facilities, gymnastics, indoor bowls and squash in the Borough. The study assessed the supply and demand for these facilities and also undertook an audit of the facilities.

3.3.2 It reports that two thirds of the population live further away than 800m from a village hall. Also, there is a lack of provision for sports hall in Bacup and a shortfall of a six-lane 25m swimming pool in the Borough. The study notes the principal challenge for Rossendale “is to ensure that its stock of facilities continues to be fit for the future and viable”. It should also continue to cater for its core market of people already undertaking activities but should expend to attract a more diverse and ageing population, including people living in areas of high deprivation. People living in rural areas and the east of the Borough should also be able to access sports facilities.



3.3.3 The study proposes the following vision for Rossendale: *“To create and maintain high quality, sustainable leisure and sports facilities which meet community need, increase participation, help tackle health and age issues and provide accessible, inclusive activities for Rossendale residents as part of an active lifestyle”.*

4. Determining Open Space and Sports Provision from New Residential Development

In this section the process to assess whether provision for open space, playing pitches and/or indoor built sport facilities should be required for the proposed development is set out. This could take the form of providing or contributing to new provision (either on the development site or off-site) or contributing to the maintenance/improvement of existing sites/facilities.

4.1 Open Space

4.1.1 The approach to determine the requirement for open space from new major residential development comprises 5 steps and is set out below.

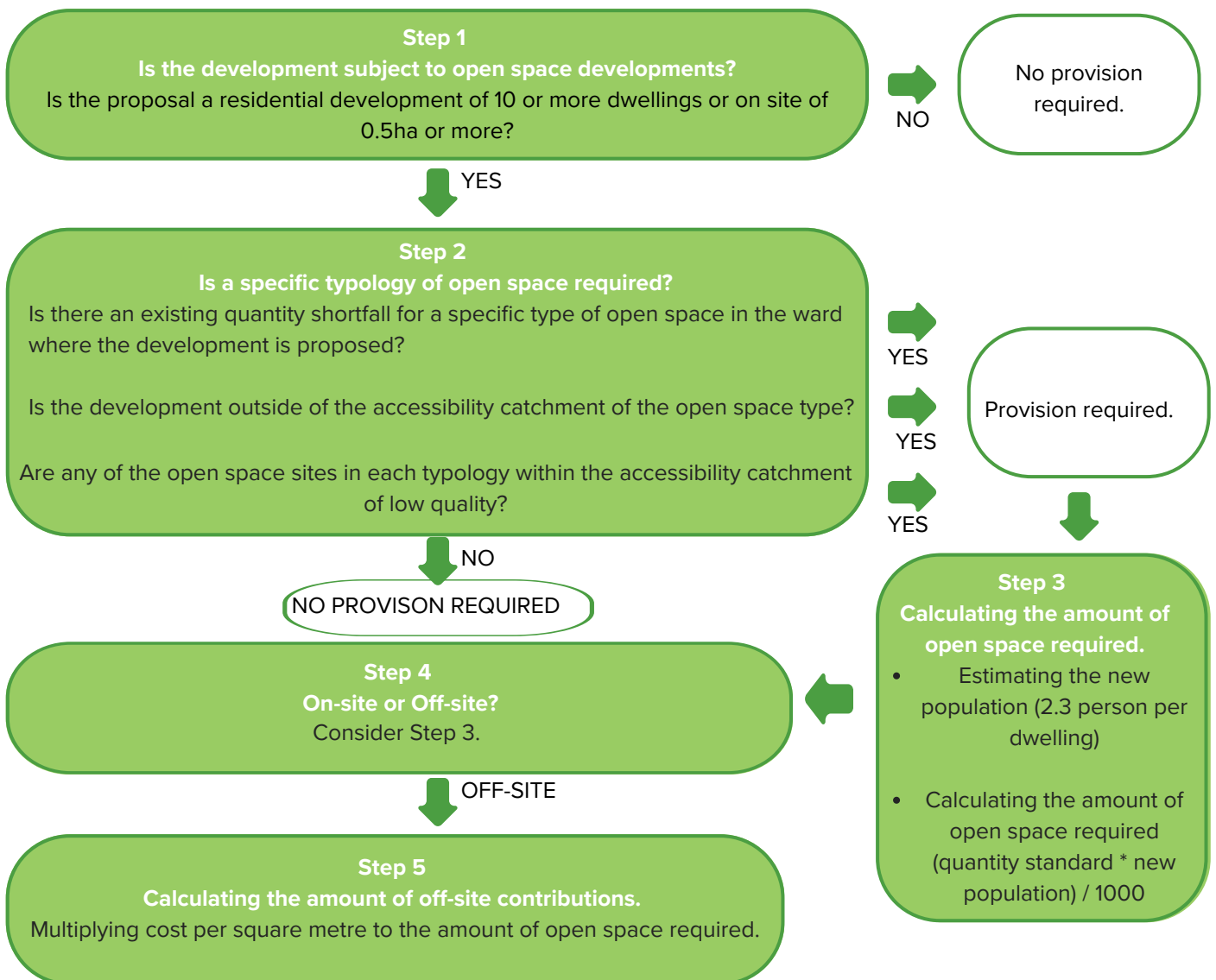


Figure 1 - Flow chart to Access the Need for and Determine the Level of Open Space Provision.

Step 1

Is the provision required?

4.1.2 The Rossendale Local Plan 2019 to 2036 requires development of 10 dwellings or more (0.50 hectares or part thereof) to provide open space provision for new residential development. This is set out in Policy HS6. Private gardens provided as part of new housing developments will not count towards the provision of public open space as these spaces will not be accessible to the public.

4.1.3 However, the Council encourages new residential development of less than 10 dwellings to provide amenity land within the red edge of the development according to the local standard of 48 sqm per dwelling. Such green space may also be able to contribute to the 10% biodiversity net gain requirement if managed as species-rich grassland, wetland or if planted with native tree species (including fruit tree) or shrub species.

Q2. Policy HS6 only requires open space provision for site of 10 or more new dwellings (0.5 hectares of part thereof). Do you think it is suitable to encourage developers to provide amenity greenspace on smaller development?

This could also contribute to the biodiversity net gain requirement if that green space is managed to increase biodiversity.

Step 2

What type of open space is required?

4.1.4 The type of open space required will be assessed on a site specific basis based on:

- Existing quantity provision at the ward level; the Open Space Study assessed the current provision in open spaces against local standards for parks and gardens, natural and semi-natural spaces, urban greenspaces, allotments and play provision. The findings are provided in **Appendix 3**. Where there are existing shortfalls in quantity provision or when the future demand from the development will create a shortfall, open spaces provision will be required.
- Any gaps in accessibility according to the standards in Table 1 and; the Open Space Study has mapped the standard accessibility distance or catchment around existing open spaces. Where a development proposal falls within an existing gap, open space provision will be required.
- The quality of existing provision within the accessibility catchment; the Open Space study assessed the quality of each open space against a set of criteria and provided a scoring for the value of the space to the local community. If the proposal is within an accepted distance from an existing open space, contributions to maintain or improve the quality of existing spaces (in particular those of low quality) will be sought.



Q3. Do you have any comments on Step 2?

Step 3

Calculating the amount of open space required.

4.1.5 The additional pressure on open spaces arising from demand from new development will be calculated according to the following two steps.

a) First, the new population arising from the proposed development should be estimated:

**2.3 people per household x no. of dwellings
= estimated population**

For example, a development of 40 dwellings is expected to result in a population of 92 people (2.3 * 40 dwellings).

b) Then, the amount of open space required for each typology should be calculated based on the quantity standards (local standards are set out in Table 1):

(Quantity standard of the open space typology x estimated population from new development) / 1000 = amount of open space needed

For example, a development of 40 dwellings will require a minimum of 230 sqm of LEAP (or 0.023ha) based on the local quantity standard of 0.25: $((0.25 \times 92)/1000)$.

Q4. Do you have any comments on Step 3?

Some authorities have different requirements based on the number of bedrooms per new dwellings, do you think there is a need for this approach in Rossendale?

Open Space, Playing Pitch and Indoor Sports Facilities

Step 4

On-site or Off-site?

4.1.6 The Council's requirements for children and young people provision on new residential development is set out in Table 2. These have been inspired from the Fields in Trust recommended quantity benchmark for equipped and designated play space but tailored to the local context based on the Rossendale Local Plan 2019 to 2036 and guidance from its evidence base studies.

Table 2 - Rossendale Guidelines inspired from Fields in Trust for Equipped/Designated Play Space Requirements.

Scale of Development	Local Area for Play (LAP)	Locally Equipped Area for Play (LEAP)	Neighbourhood Equipped Area for Play (NEAP), including Multi-Use Games Area (MUGA)
10-200 dwellings	On-site	On-site or Contribution	Contribution
201-500 dwellings	On-site	On-site	Contribution
501+ dwellings	On-site	On-site	Contribution

Q5. Do you have any comments on Table 2?

4.1.7 In terms of informal outdoor space, urban greenspace/amenity grassland will be required on-site for major residential development (based on the local standard of 48 sqm per dwelling).

4.1.8 The Council will also seek planning contributions for other types of open spaces that are difficult to deliver on-site such as parks and gardens, natural and semi-natural spaces (e.g. wooded areas, wetlands) and allotments where necessary.

4.1.9 Development schemes for the elderly can be exempted from providing children play areas. However, contribution for other category of open spaces can be requested.

Q6. Do you have any comments on Step 4?

Open Space, Playing Pitch and Indoor Sports Facilities

Step 5

Calculating the amount of off-site contributions.

4.1.10 It is considered that on-site provision of certain category of open space such as new parks and gardens or allotments is unlikely to be appropriate for most proposed residential schemes in Rossendale. For example, based on the local quantity standard for allotments, 1 sqm of such space is required per dwelling. This means that the need for a new allotment of 10 plots would arise from a 1,250 dwellings development (based on 125 sqm plot). As such any requirement for these typologies will be sought via planning contributions in order to maintain and improve the quality of existing provisions or to pool funding to create new provision. Please note that contributions for allotments in Rossendale are based on plots of 125 sqm.

4.1.11 In order to calculate off-site provision, average costs for each open space category have been provided per dwellings in Table 3. These costs are based on various sources including the costs of new children's provision built in Rossendale in the recent years, information from the Council's Capital Programme 2022/23– 2026/27 and Capital Strategy 2023/24, a Woodland Management Item at the Cabinet meeting on 18th October 2023 and Sport England's Facility Cost Guidance for the third quarter of 2022. Further information about costs are set out in [Appendix 4](#).

Table 3 - Planning Contributions for Open Spaces

Open Space Technology	Average cost per sqm	Cost per dwelling
Parks and Garden	£1.65	£16
Natural and Semi-Natural	£1.20	£144
Urban Greenspaces (based on a biodiverse modified grassland management for 30 years.)	£14	£672
Provision for Children and Young People	£214	LEAP: £476 NEAP: £380 Average: £428
Allotments	£16	£16
Total Open Space	£243.45	£1,277

4.2 Playing Pitches

4.2.1 This draft SPD proposes the use of Sport England Playing Pitch Calculator to calculate planning contributions for playing pitches in accordance with Policy HS7 of the Local Plan. The calculator estimates the demand arising from a proposed development and calculates the costs of providing the required amount of pitches to meet the demand. It considers demand for football, rugby, hockey and cricket but excludes demand for tennis court and bowling greens. Using the data from the Playing Pitch Strategy (2020), the calculator estimates capital cost for grass and artificial pitches, lifecycle cost and ancillary facilities costs such as changing rooms.

This would be a simpler approach which harvests the findings from the assessment report built onto the calculator and would not need to be reviewed yearly based on inflation due to the calculator being updated by Sport England based on their facility cost guidance.

Once a planning application is received, the demand based on the number of dwellings proposed will be entered onto the calculator to estimate the level of contributions.

Open Space, Playing Pitch and Indoor Sports Facilities

The new population arising from the proposed development will be estimated based on the number of dwellings proposed multiplied by the average of 2.3 person per dwelling.

4.2.2 For information, in March 2024, the calculator reported an average cost of £803 per dwelling (please see Table 4 for further information). There will be no need to review annually this figure for inflation as the calculator considers facility costs which are updated every quarter by Sport England.

Table 4 - Example of Sport England Pitch Calculator (March 2024)

Sport England Playing Pitch Calculator	Number of dwellings proposed	Estimated new population (2.3 per dwelling)	Total costs (grass and artificial pitches, lifecycle costs, changing rooms)	Total cost per dwelling
Example 1	10	23	£8,043	£804.30
Example 2	20	46	£15,993	£799.65
Example 3	30	69	£24,122	£804.07
Example 4	40	92	£32,115	£802.88
Example 5	50	115	£40,158	£803.16
Example 6	100	230	£80,334	£803.34
Average				£803

Q7. Do you agree with the use of Sport England's Playing Pitch Calculator to estimate contributions for playing pitches?

4.3 Indoor and Built Sports Facilities

4.3.1 The Indoor and Built Sports Facilities study reports a lack of sports hall provision in Bacup and a need for a 6-lane 25m swimming pool across Rossendale.

4.3.2 The Sport England Built Sport Facilities Calculator will be used to calculate development contributions to either combined resources for the provision of a new swimming pool, or for the maintenance or improvements of existing facilities in the Borough. In addition, within Bacup and Britannia & Lee Mill wards the Sport England Calculator can also be used to calculate contributions for the improvements/maintenance of existing facilities in those wards or towards a new sports hall facility.

As for the Playing Pitch Calculator above, once a planning application is received, the new demand based on the number of dwellings proposed will be entered onto the calculator to estimate the contributions.

Open Space, Playing Pitch and Indoor Sports Facilities

4.3.3 The new population is estimated based on the number of dwellings proposed multiplied by the average of 2.3 person per dwelling. As for the Playing Pitch Calculator, there will be no need to review annually this figure for inflation as the calculator considers facility costs which are updated every quarter by SportEngland.

4.3.4 For information, in March 2024, the calculator reported an average cost of £504 per dwelling for swimming pool contributions across the Borough (please see Table 5).

Table 5 - Sport England Built Sport Facilities for Swimming Pool (March 2024)

Sport England Built Sports and Facilities Calculator	Number of dwellings proposed	Estimated new population (2.3 per dwelling)	Swimming pool contributions	Total cost per dwelling
Example 1	10	23	£5,040	£504
Example 2	20	46	£10,080	£504
Example 3	30	69	£15,120	£504
Example 4	40	92	£20,160	£504
Example 5	50	115	£25,199	£504
Example 6	100	230	£50,399	£504
Average				£504

4.3.5 Within Bacup and Britannia & Lee Mill wards, an additional contribution will be sought to limit the exacerbation of the current shortfall in sports hall provision in this area. In March 2024, the estimated contribution for Sport Halls was an additional £460 per dwelling (Table 6). As such within those wards, the total contributions for indoor and built sport facilities amount to £964.

Table 6 - Sport England Sport Facilities Calculator for Sport Halls (March 2024)

Sport England Built Sports and Facilities Calculator	Number of dwellings proposed	Estimated new population (2.3 per dwelling)	Sports Halls Cost	Total cost per dwelling
Example 1	10	23	£4,598	£460
Example 2	20	46	£9,195	£460
Example 3	30	69	£13,793	£460
Example 4	40	92	£18,391	£460
Example 5	50	115	£22,988	£460
Example 6	100	230	£45,977	£460
Average				£460

Q8. Do you agree with the use of Sport England's Built Sports Facilities Calculator to estimate contributions for sport halls and swimming pools?

5. Design Principles and Stewardship

5.1 Design Principles

5.1.1 The **National Design Guide** provides useful guidance on well-designed natural environment and public spaces. For example, it sets out that well-designed places for nature:

- Integrate existing, and incorporate new natural features into a multifunctional network that supports quality of place, biodiversity and water management, and addresses climate change mitigation and resilience;
- Prioritise nature so that diverse ecosystems can flourish to ensure a healthy natural environment that supports and enhances biodiversity;
- Provide attractive open spaces in locations that are easy to access, with activities for all to enjoy, such as play, food production, recreation and sport, so as to encourage physical activity and promote health, well-being and social inclusion.

Also, well-designated public spaces:

- Include well-located public spaces that support a wide variety of activities and encourage social interaction, to promote health, well-being, social and civic inclusion;
- Have a hierarchy of spaces that range from large and strategic to small and local spaces, including parks, squares, greens and pocket parks;
- Have public spaces that feel safe, secure and attractive for all to use; and
- Have trees and other planting within public spaces for people to enjoy, whilst also providing shading, and air quality and climate change mitigation.

Natural England Green Infrastructure Framework includes a **Green Infrastructure Planning and Design Guide** with guidance on the building block of Green Infrastructure including green spaces and how to design these spaces to derive multiple functions or benefits and on how to apply the Green Infrastructure standards in various area types.

Open Space, Playing Pitch and Indoor Sports Facilities

5.1.2 In addition, an Urban Greening Factor has also been developed by Natural England. This is a voluntary tool which aims to enhance the delivery of green infrastructure and improve the amount of greening in towns. The tool sets out a target score for a minimum proportion of greening for a particular site. In general a factor of 0.4 is recommended for residential sites and a factor of 0.3 is advised for commercial sites. The calculation attributes different weights to different types of surface cover.

5.1.3 The **UGF User Manual** provides further information on the description of certain types of surface cover and weight to be assigned to each one. The use of the UGF to demonstrate that a proposed development can achieve a factor of 0.4 (for major residential schemes) or a factor of 0.3 (for major commercial development) is supported by the Council.

$$\text{Urban Green Factor Score} = \frac{\text{Sum of each Service Area type (m}^2\text{)} \text{ (Surface Area A x Factor A + Surface Area B x Factor B, etc)}}{\text{Total Site Area (m}^2\text{)}}$$

Q9. Do you support the voluntary use of the Urban Greening Factor for new developments?

5.2 Stewardship

5.2.1 New open spaces provided onsite should be maintained throughout their lifetime. The entity who will be maintaining the assets and its revenue sources should be identified at the earliest stage and agreed through a S106 Agreement. The Council will not be able to take on the maintenance of any new open spaces created. A long term maintenance and management plan can be requested where required as part of the planning application or alongside a S106 Agreement.

Q10. Do you have any additional requirements regarding the stewardship for the maintenance of new public open space?

6. Monitoring

6.1 The monitoring of new open space and playing pitches provision and the financial contributions to existing open spaces and outdoor sports provision will be reported in the Infrastructure Funding Statements and Authority Monitoring Reports.

Appendix 1 - Findings from the Playing Pitch and Outdoor Sport Assessment

Sport	Analysis area	Current demand (2019)		Future demand (2034)
		Pitch type	Current capacity total in MES ¹⁵	Future capacity total in MES
Football (grass pitches)	Rossendale Central	Adult	At capacity	Shortfall of 1
		Youth 11v11	At capacity	At capacity
		Youth 9v9	Spare capacity of 0.5	Spare capacity of 0.5
		Mini 7v7	Spare capacity of 1.5	Spare capacity of 1.5
		Mini 5v5	Spare capacity of 2	Spare capacity of 0.5
	Rossendale East	Adult	Shortfall of 0.5	Shortfall of 1
		Youth 11v11	At capacity	Shortfall of 1
		Youth 9v9	At capacity	Shortfall of 1
		Mini 7v7	At capacity	At capacity
		Mini 5v5	At capacity	Shortfall of 0.5
	Rossendale West	Adult	Spare capacity of 0.5	Shortfall of 1.5
		Youth 11v11	Shortfall of 3.5	Shortfall of 4.5
		Youth 9v9	Shortfall of 3.5	Shortfall of 3.5
		Mini 7v7	At capacity	Shortfall of 0.5
		Mini 5v5	At capacity	At capacity
Football (3G pitches) ¹⁶	Rossendale Central	Full size, floodlit	At capacity	At capacity
	Rossendale East	Full size, floodlit	Shortfall of 1 full size floodlit pitch equivalent	Shortfall of 1 full size floodlit pitch equivalent

(15) - MES - match equivalent session per week (per season for cricket)

(16) - Based on accommodating 38 teams on one full size pitch

Open Space, Playing Pitch and Indoor Sports Facilities

Sport	Analysis area	Current demand (2019)		Future demand (2034)
		Pitch type	Current capacity total in MES ¹⁵	Future capacity total in MES
	Rossendale West	Full size, floodlit	Shortfall of 1 full size floodlit pitch equivalent	Shortfall of 1 full size floodlit pitch equivalent
Cricket	Rossendale Central	Senior	Spare capacity of 12	Spare capacity of 4
	Rossendale East	Senior	Spare capacity of 12	Spare capacity of 12
	Rossendale West	Senior	Spare capacity of 24	Spare capacity of 24
Rugby union	Rossendale Central	Senior	Shortfall of 2.75	Shortfall of 5.25
	Rossendale East	Senior	At capacity	At capacity
	Rossendale West	Senior	At capacity	At capacity
Athletics	Rossendale	Athletics Track	Sufficient supply to meet current demand	Sufficient supply to meet future demand on the basis quality improvements are undertaken
Hockey (sand AGPs)	Rossendale	Small sided	Sufficient supply to meet current demand	Sufficient supply to meet future demand
Tennis	Rossendale	Courts	Sufficient supply to meet current demand	Sufficient supply to meet future demand
Bowls	Rossendale	Greens	Sufficient supply to meet current demand	Sufficient supply to meet future demand
Netball	Rossendale	Courts	Sufficient supply to meet current demand	Potential shortfall related to identified latent demand for outdoor courts

Appendix 2 - High priority actions from the Playing Pitch and Outdoor Sport Action Plan and 2024 RBC Update

Site	Recommended actions	2024 RBC Update	Time-scales	Cost
Adrenaline Centre	Development of a 3G in Rossendale West. Work to develop a full size 3G project on site (or others within an appropriate geographical proximity) to support midweek training demand from local clubs.	A new playzone and refurbishment of the MUGA is also considered	M	H
Valley Leadership Academy	Ensure pitch quality improvements are made as soon as feasibly possible to prevent the pitch becoming unusable and current shortfalls being exacerbated.	A replacement 3G pitch is required	S	H
Haslingden CC	Sustain quality of pitch by upholding the current maintenance regime. All demand identified on the site (current and future) can be accommodated on its natural turf cricket square so supports the development and loss of playing field on the basis the capital receipt is suitably reinvested into its ancillary offer which is identified as being poor quality. Further to this, a mitigation of loss of the junior wicket should be sought and be re-provided at nearby Haslingden High School to support on-going youth development between the Club and School.		S-M	H
Marl Pits	Work to grant Rossendale RUFC a long term lease on the two junior pitches which are owned by RBC to secure tenure. Work with Rossendale RUFC to improve the quality of pitches across the site, particularly the two junior pitches which are unplayable. Explore the feasibility of providing additional floodlighting on site to enable training demand to be better distributed across the site. Secure funding opportunities to improve the kitchen and changing facilities on site.	The long term lease has been granted Rossendale Sports has received funding for its clubhouse bar /kitchen	S	M
	Support Rossendale Harriers AC in its aspiration to resurface the track and develop additional athletics facilities on site.		M	H

Open Space, Playing Pitch and Indoor Sports Facilities

Site	Recommended actions	2024 RBC Update	Time-scales	Cost
Whitworth Community High School	Use the rebuild opportunity to ensure that there is a suitable facility stock for local community sport. Utilise the PPS and LFFP to support the development of a small sided (9v9) 3G pitch is developed to support curricular demand and Whitworth Valley FC. Link any new facility to a secure community use arrangement.	No progress to date	M-L	H
Rosendale FC – Dark Lane	There is a need to formalise a dedicated task and finish group with National Governing Bodies of Sport, the Council, Sport England and RLT to determine the best use of the agreed S106 amount. Priority actions identified above in this action plan should be first considered for use of the S106 amount.		S	-

Appendix 3 – Current open space provision against local standards

Location (Wards within Analysis Area)	Parks and gardens		Natural & Semi-natural		Urban greenspace		Allotments		Play	
	0.44		Rosendale Local 5.19		Standards (Hectares per 1000 population) 2.1		0.06		0.07	
	Current provision	Surplus or shortfall against local standard (0.44)	Current provision	Surplus or shortfall against local standard (5.19)	Current provision	Surplus or shortfall against local standard (2.1)	Current provision	Surplus or shortfall against local standard (0.06)	Current provision	Surplus or shortfall against local standard (0.07)
Greensclough	1.51	1.07	0	-5.19	2.48	0.38	0.09	0.03	0.24	0.17
Irwell	0.01	-0.43	0.65	-4.54	1.99	-0.11	-	-0.06	0.04	-0.03
Stacksteads	0.19	-0.25	10.76	5.57	2.81	0.71	0.02	-0.04	0.06	-0.01
Bacup and Stacksteads		+		-		+		-		+
Eden	-	-0.44	28.84	23.65	2.06	-0.04	-	-0.06	0.12	0.05
Greenfield	0.77	0.33	-	-5.19	0.79	-1.31	-	-0.06	0.11	0.04
Helmshore	-	-0.44	21.25	16.06	3.22	1.12	0.15	0.09	0.02	-0.05
Worsley	0.13	-0.31	4.71	-0.48	1.21	-0.89	0.1	0.04	0.03	-0.04
Haslingden		-		+		-		+		-
Cribden	-	-0.44	-	-5.19	1.09	-1.01	0.04	-0.02	0.01	-0.06
Goodshaw	-	-0.44	-	-5.19	1.11	-0.99	0.13	0.07	0.12	0.05
Longholme	1.37	0.93	-	-5.19	0.53	-1.57	0.01	-0.05	0.05	-0.02
Rawtenstall		+		-		-		Level		-
Whitewell	0.78	0.34	6.67	1.54	1.64	-0.46	0.24	0.18	0.1	0.03
Hareholme	0.29	-0.15	-	-5.19	5.81	3.71	0.02	-0.04	0.04	-0.03
Waterfoot		+		-		+		+		Level
Healey and Whitworth	-	-0.44	1.07	-4.12	2.85	0.75	-	-0.06	0.04	-0.03
Facit and Shawforth	0.1	-0.34	4.25	-0.94	1.54	-0.56	-	-0.06	0.02	-0.05
Whitworth		-		-		+		-		-

Appendix 4 - Draft Schedule of Costs

Open Space Typology	Average Costs	Cost	Source
Children's Play Area	£116,042	£214 per sqm	Children's Play Areas improvements delivered in recent years (Green Spaces Team)
Allotments	£60,000 for 30 plots (plots of 125sqm)	£16 per sqm	Central Lancashire Authorities
Urban Greenspace (creation and maintenance of a biodiverse modified grassland for 30 years)		£14 per sqm	Biodiversity Net Gain Study (2024)
Park and Gardens (improvements)	£97,500	£1.65 per sqm	Parks Improvements in Council's Capital Programme
Natural & semi-natural (woodland management for 30 years)	£1,200,000	£1.2 per sqm	Woodland Management Item to 18th October Cabinet 2023

Q11. Do you have any comments regarding the proposed schedule of costs?



ROSSENDALE
BOROUGH
COUNCIL

www.rossendalebc.gov.uk

Rosendale Borough Council,
The Business Centre,
Futures Park, Bacup,
OL13 0BB.



[To be completed by Lead Officer]

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2. Equality Impact

Using the table below please indicate whether the policy/strategy/decision has a positive, negative or no impact **from an equalities perspective** on any of the protected equality groups listed below. **Please also give consideration to wider equality of opportunity and community cohesion impacts within and between the groups identified. If you have identified any negative impact and mitigating actions are not sufficient, you will need to complete a Full Equality Impact Assessment.**

Equality		Positive Impact (It could benefit)	Negative Impact (It could disadvantage)	Reason and any mitigating actions already in place (to reduce any adverse /negative impacts <u>or</u> reasons why it will be of positive benefit or contribution)	No Impact
Age	Older people	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The policy aims to improve the provision of open space and sports activities within the Borough which could benefit older people.	<input type="checkbox"/>
	Younger people and children	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The policy aims to improve the provision of open space and sports activities within the Borough which can benefit younger people and children.	<input type="checkbox"/>
Disability	Physical/learning/mental health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The policy aims to improve the provision of open space and sports activities within the Borough.	<input type="checkbox"/>
Gender Reassignment	Transsexual people	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to have any impact on transsexual people.	<input checked="" type="checkbox"/>
Pregnancy and Maternity		<input type="checkbox"/>	<input type="checkbox"/>	The policy aims to improve the provision of open space which could benefit the physical and mental health of pregnant women.	<input checked="" type="checkbox"/>
Race (Ethnicity or Nationality)	Asian or Asian British people	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this protected characteristic.	<input checked="" type="checkbox"/>
	Black or black British people	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this protected characteristic.	<input checked="" type="checkbox"/>
	Irish people	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this protected characteristic.	<input checked="" type="checkbox"/>
	White British	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this protected characteristic.	<input checked="" type="checkbox"/>
	Chinese people	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this protected characteristic.	<input checked="" type="checkbox"/>
	Gypsies & Travellers	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this protected characteristic.	<input checked="" type="checkbox"/>
	Other minority communities not listed above (please state)	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this protected characteristic.	<input checked="" type="checkbox"/>
Belief or Religion		<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to affect this	<input checked="" type="checkbox"/>

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Equality		Positive Impact (It could benefit)	Negative Impact (It could disadvantage)	Reason and any mitigating actions already in place (to reduce any adverse /negative impacts or reasons why it will be of positive benefit or contribution)	No Impact
				protected characteristic.	
Sex	Women	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to have any impacts on women in particular.	<input checked="" type="checkbox"/>
	Men	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to have any impacts on women in particular.	<input checked="" type="checkbox"/>
Sexual Orientation	Gay men, gay women / lesbians and bisexual people	<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to have any impacts on people of a particular sexual orientation.	<input checked="" type="checkbox"/>
Marriage and Civil Partnership (employment only)		<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to have any impacts on this protected characteristic.	<input checked="" type="checkbox"/>
Contribution to equality of opportunity		<input checked="" type="checkbox"/>	<input type="checkbox"/>	The policy aims to meet the demand for open space and sport facilities across the Borough.	<input checked="" type="checkbox"/>
Contribution to fostering good relations between different groups (people getting on well together – valuing one another, respect and understanding)		<input checked="" type="checkbox"/>	<input type="checkbox"/>	The policy aims to provide good quality open spaces and sports facilities where people from different groups can meet and interact.	<input type="checkbox"/>
Human Rights http://intranet/site/scripts/documents_info.php?categoryID=86&documentID=251		<input type="checkbox"/>	<input type="checkbox"/>	The policy is not considered to have any impacts on human rights.	<input checked="" type="checkbox"/>

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BIODIVERSITY IMPACT ASSESSMENT

Name of Policy, Decision, Strategy, Service or Function, Other: (please indicate)	Draft Open Space, Playing Pitch and Indoor Sport Facilities Supplementary Planning Document	
Lead Officer Name(s) & Job Title(s) :	Anne Storah – Principal Planning Officer Nat Davies – Senior Planning Officer	
Department/Service Area:	Planning	
Telephone & E-mail Contact:	01706 252418 and 01706 252415	
Date Assessment:	Commenced: 21/05/2024	Completed: 21/05/2024

The Council has a duty to protect and enhance biodiversity under the Environment Act 2021. This assessment must be completed for all key decisions included in the Forward Plan to analyse the effects of our decisions, policies or practices.

Stage 1 This stage determines whether a full assessment is required

1.1 Description of the proposed decision

The policy proposes to set out a new approach for to calculate the need for open space, playing pitches and sports facilities provision generated by new major housing schemes in Rosendale.

1.2 Will the proposed decision have any impacts on the type, area (or length) or conditions of natural habitats within the Borough?

Yes No

If no, proceed no further if yes continue to stage 2

Stage 2 This stage helps understand whether any impact on biodiversity is positive or negative.

2.1 Will the proposed decision have a positive or negative impact on biodiversity? (A positive impact would increase the range of species or habitats or increase the protection of existing habitats, a negative impact would do the opposite.)

 Positive Negative

2.2 Describe the impact, in particular drawing attention to scale. Also please state if the impact will affect a [Habitat or Species of Principal](#)

Importance, Irreplaceable Habitat (it is possible to check for those on PlanWeb or Magic map) or if the project will affect a habitat or specie identified on Lancashire's Biodiversity Action Plans (please visit <https://www.lbap.org.uk/home.htm> for more information).

The policy can have a positive impact on biodiversity where the provision of a new open space or improvement / maintenance of an existing space will be required (e.g. amenity greenspace, natural and semi-natural spaces. Allotments). However, in cases where new outdoor or indoor sport facilities will be required there could be a negative impact on biodiversity. This can be addressed as part of the planning application process, as planning applications for new developments (unless exempted) need to provide a 10% biodiversity net gain.

2.3 If the impact is positive you need go no further.

Stage 3 This stage allows any negative impact to be balanced against the other positive benefits of the proposed decision using the framework created by the wellbeing power set out in the Local Government Act 2000

3.1 **Indicate the benefits which will be delivered by this decision under the following headings. As far as possible quantify benefits (eg by jobs created).**

Economic There will be a potential economic benefits for managers of sport facilities where planning contributions can be directed to improve current facilities.

Environmental There will be a positive environmental impact in terms of the provision of new green spaces or in the improvement in the quality of existing green spaces.

Social Positive impacts in terms of access to green spaces and sports facilities.

3.2 **Are there steps which are planned or could be taken to mitigate the impact on biodiversity (eg relocating certain species during building work, improving a natural habitat somewhere else to offset the impact of this project).**

The policy refers to design principles from the National Design Guide regarding well-designed natural environment and public spaces including the integration of natural features and the enhancement of biodiversity.

Stage 4 This stage sets out the balance between the negative impacts on biodiversity and the other positive impacts so that Councillors can make an informed decision.

Positive impacts
(eg X jobs created)

Negative Impacts
(eg acres of habitat lost)

It is not possible to assign specific impacts to the policy but overall it is considered that the impact on biodiversity will be positive as it will facilitate the creation of new green spaces or improve the quality of existing green spaces. Any adverse impact on biodiversity that could arise from the expansion of an existing sport facility or the creation of a new sport facility will be considered through the planning assessment and off-set through the new biodiversity net gain approach in planning.

Subject:	Quarter 4 Performance Management Report (January, February and March) 2024.	Status:	For Publication
Report to:	Overview and Scrutiny	Date:	9 th September 2024
Report of:	Head of People and Policy	Lead Member:	Environment and Corporate Services
Key Decision:	<input type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception	<input type="checkbox"/> Special Urgency <input type="checkbox"/>
Equality Impact Assessment:	Required: No	Attached:	No
Biodiversity Impact Assessment:	Required: No	Attached:	No
Contact Officer:	Clare Law	Telephone:	01706 252557
Email:	clarelaw@rossendalebc.gov.uk		

1. RECOMMENDATION

- 1.1 Overview and Scrutiny to note the Council's performance detailed in the attached report and make recommendations to Cabinet.

2. EXECUTIVE SUMMARY

- 2.1
- The Q4 Performance Management Report details the Council's performance in relation to the [Valley Plan 2021-25 \(Our Place, Our Plan\)](#) during the months January, February and March 2024.
 - The report provides an update in relation to the Council's performance measures, performance summary and actions for improvement, compliments and complaints, and corporate risks.
 - The report concludes 8 performance measures reported as 'red' and 2 corporate risks reported as 'red' on the RAG status.
 - During Q4, the Council received 20 compliments, 31 complaints and 0 Local Government Ombudsman enquiries.

3. BACKGROUND

- 3.1 This report aims to summarise the Council's performance during Q4 2023/24 for Cabinet. Cabinet play a strong role in scrutinising the Council's performance to highlight issues that may require further action.
- 3.2 The Performance Management Report was reviewed at the start of 2023/24, with significant changes made. The format and objectives of the report focus on performance measures, performance summary and actions for improvement relating to the 4 priorities within the Valley Plan 2021-25 – Our Place, Our Plan. The Council has reviewed its performance measures to effectively evaluate the impact of the delivered actions to meet the Council's priorities.
- 3.3 The Council continues to use the Red, Amber, Green (RAG) rating status to monitor performance. An arrow rating status has been introduced to demonstrate the performance trend in comparison to previous outturns. Where applicable, the report will provide a wider

comparison to the ‘National Local Authority’ (NLA) average and the Council’s comparable authorities - ‘Family Group’ (FG) average. The comparable information is drawn from the LG Inform Platform, which provides the most up to date and accessible information in relation to local authority performance measures.

- 3.4 The identified performance measures have been split down into two tiers. Tier 1 measures are high-level strategic targets that constitute the Valley Plan 2021-25 – Our Place, Our Plan. Tier 2 measures are targets addressing performance within service areas at an operational level.
- 3.5 A ‘Higher or Lower’ column has been included to indicate whether the performance should be operating either higher or lower than the target to increase/improve the Council’s performance.
- 3.6 The Q4 Performance Management Report is attached as Appendix 1.

4. DETAILS

- 4.1 The Council’s performance is assessed against the performance measures set at the beginning of the year, along with a performance summary update. The performance measures, performance summary and actions for improvement are referred to in more detail in the Q4 Performance Management Report, pages 3-14.
- 4.2 The below provides a summary of the performance measures reported under each priority.

RAG	Green	Amber	Red	N/A
Thriving Local Economy	2	1	1	-
A High Quality Environment	16	-	1	-
Healthy and Proud Communities	-	1	2	-
Effective and Efficient Council	12	7	4	1

*N/A – performance measures reported within a specific quarter/annually, or no information available during the quarter.

4.3 **Priority 1 – A Thriving Local Economy**

The Council has continued to deliver regeneration projects across Rossendale. Powered by external funding, including Levelling Up Funding and UK Shared Prosperity Funding, ongoing projects have continued to be successfully delivered in Bacup, Haslingden and Rawtenstall.

Additional works have been delivered to support Rossendale’s thriving local economy, this includes the improvement works to the junction at Futures Park, ongoing business support and delivery of the Rossendale Works Programme.

- 4.4 During Q4, 2 performance measures were reported within the ‘green’ RAG status and 1 performance measure was reported within the ‘red’ RAG status.

4.5 **Priority 2 – A High Quality Environment**

The Council has continued to identify efficiencies within its operational services to maintain and improve the cleanliness of Rossendale. Further efforts have focused on developing the borough’s parks and open green spaces to provide a higher quality environment for residents.

The aim of reducing Rossendale’s carbon footprint has been addressed through the delivery of multiple projects and initiatives. The delivery of the Council’s Climate Change Strategy will continue throughout 2024-25 to progress a net-zero Rossendale.

4.6 During Q4, 16 performance measures were reported within the ‘green’ RAG status and 1 performance measure was reported within the ‘red’ RAG status.

4.7 **Priority 3 – Healthy and Proud Communities**

Delivery of new homes across Rossendale remains a key priority and is monitored through multiple sources. Furthermore, the Council has focused on developing existing houses through the newly agreed Housing Assistance Policy to enable residents to remain within their own home.

Continued support is provided to residents to help improve the quality of life within the borough. The Council has developed its relationships with health, leisure, and wellbeing partners to identify opportunities for improvement and expand local support.

4.8 During Q4, 2 performance measure were reported within the ‘red’ RAG status.

4.9 **Priority 4 – Effective and Efficient Council**

The Council aims to be both effective and efficient within its service delivery. Income generation and saving opportunities are regularly reviewed and discussed by service managers to ensure the priority remains at the forefront without effecting service delivery.

Staff have been provided with regular internal updates and a training matrix has been introduced to ensure all staff are completing mandatory training. Externally, the Council has been recognised and nominated for two Local Government Chronicle awards; The ‘Check before you Chuck’ campaign and the Rossendale Works programme.

4.10 During Q4, 12 performance measures were reported within the ‘green’ RAG status and 4 performance measures were reported within the ‘red’ RAG status.

4.11 **Compliments and Complaints**

Compliments and complaints are also referred to in the Q4 Performance Management Report, page 15.

	Q4 2022/23	Q3 2023/24	Q4 2023/24
Number of Compliments	23	17	20
Highest nature of Compliments	74% (17) Staff member/Team	59% (10) Staff member/team	80% (16) Staff member/Team
Highest Service Area with Compliments	Operations - 12	Operations - 17	Operations - 11

The number of compliments has increased by 3 in Q4 when compared with the previous quarter, but is lower when compared to Q4 last year. The top nature of compliments received were in relation to ‘Staff member/Team.’

During Q4, compliments relate to a wide range of service areas including: Economic Development, Environmental Health, Housing, Operations, People and Policy, Planning and Property Services.

4.13 Examples of compliments received during Q4:

- “Massive thank you to the waste collection driver who emptied our bins in Rawtenstall this afternoon. He entertained my Jack Russell with the biggest smile and was literally waving to him for ages! He thoroughly enjoyed watching them work very hard.”
- “Collection of prescription for vulnerable lady by Communities.”
- “Thank you to Public Protection Manager for providing me with excellent advice for a resident.”

	Q4 2022/23	Q3 2023/24	Q4 2023/24
Number of Complaints	31	27	31
Highest nature of Complaints	26% (8) – Bins/Bin Collection 26% (8) – Council Tax Charges/Decision	19% (5) – Bin/Bin Collection	16% (5) – Council Tax Charges/Decision
Highest Service Area with Complaints	Capita – 12	Operations – 7 Capita – 7	Capita – 10

The number of complaints received in Q4 has increased by 4 when compared with the previous quarter, and is the same when compared to Q4 last year.

4.15 **Local Government Ombudsman (LGO) Enquiries**

During Q4, no new enquiries were received from the LGO. One enquiry, received during Q3, will remain open until the recommended action is completed.

4.16 **Corporate Risk Register**

The Council continues to review and monitor the Corporate Risk Register. 2 Corporate Risks were reported within the ‘red’ RAG status during Q4.

- Corporate Risk 1 – Sustainability of the Medium-Term Financial Strategy
- Corporate Risk 9 – Financial Sustainability of Council Owned Leisure Assets.

5. RISK

5.1 The Council’s Corporate Risk Register continues to be monitored by the Corporate Management Team on a regular basis and is referred to within the Q4 Performance Management Report, pages 16-25.

6. FINANCE

6.1 Financial implications and risks arising are identified within this report.

7. LEGAL

7.1 There are no immediate legal considerations attached to the recommendations within this report.

8. POLICY AND EQUALITIES IMPLICATIONS

8.1 Effective performance management is important to the Council, and the Council is committed to improving its services. In completing this report, consultation has been undertaken with the Corporate Management Team and Portfolio Holder for Resources.

9. REASON FOR DECISION

9.1 Monitoring the Council's performance will enable Overview and Scrutiny to identify and consider any actions, projects, performance measures or corporate risks they may wish to escalate to the Cabinet for further action.

Background Papers	
Q4 Performance Management Report	Appendix 1

**VALLEY
PLAN
2021-25**

**PERFORMANCE
MANAGEMENT REPORT
QUARTER 4 – 2023-24**

Performance Management Report – Quarter 4 2023/24

Rossendale Borough Council (the Council) has four priorities within the Valley Plan 2021-25 – Our Place, Our Plan. These priorities represent the Council’s main aims to achieve the Council’s overarching vision.



This report captures the Council’s performance in relation to the outlined priorities and includes; Performance Measures, Performance Summary and Actions for Improvement, Compliments and Complaints and Corporate Risks. To deliver the outlined priorities, the Council revised the objectives within the Council’s annual action plan at the start of 2023/24. The information included within this report relates to Quarter 4 (Q4) 2023/24 – **January, February and March 2024**.

A strong and robust approach to performance management and data quality processes will deliver a high quality service and drive service improvements. This report compiles information from the Council’s different service areas and ensures the information included is accurate, reliable and provided in a timely manner. The Council reviews its performance measures on an annual basis to ensure the targets are appropriate. A Red, Amber, and Green (RAG) rating status is used to monitor overall performance, and an arrow rating status has been introduced to demonstrate the performance trend in comparison to previous outturns.

To provide a clear understanding of how the Council is performing, the performance measures are split into Tier 1 and Tier 2 measures and where available will be compared to the ‘National Local Authority’ (NLA) average and the Council’s comparable authorities - ‘Family Group’ (FG) average. The comparable information is drawn directly from the LG Inform Platform (LGA- id), which provides the most up to date and accessible information in relation to local authority performance measures.

Performance RAG Rating Status		Performance Trend Status	
Indicator	Status	Indicator	Status
GREEN	On track, no substantial issues or risks which require action from the Council.		Performance has increased.
AMBER	Some issues or risks which require action from the Council.		Performance has decreased.
RED	Serious issues or risks needing urgent action.		Performance has continued with no increase or decrease / cannot be measured.
ANNUAL/ UNKNOWN	The status cannot be calculated.		

Tier 1 – A set of high-level strategic measures and targets that constitute the Valley Plan 2021-25 – Our Place, Our Plan.

Tier 2 – A set of performance measures and targets to address key priority areas of performance within Directorates/ Service Areas linked to the business planning process and the Valley Plan 2021-25 – Our Place, Our Plan.

Higher or Lower – Indicating whether the reported performance should be operating either higher or lower than the target to increase/improve the Council’s performance.

Priority 1 - A Thriving Local Economy

Outcomes

- To support Bacup, Haslingden and Rawtenstall town centres as better places to provide their unique offers and a destination for local shoppers and visitors.
- To have secured inward investment in the borough creating a sustainable economy, matching local skills provision with future job and career opportunities.
- Having a thriving visitor economy which is more widely known with enhanced attractions and a much improved accommodation offer.

Performance Measures	2022-23 Outturn	Higher or Lower	2023-24 Target	Q1	Q2	Q3	Q4	Trend	Comparative Performance
Tier 1									
Percentage of empty shops across the borough per annum, cumulative figure	New	Lower	14%	19.5%	19.5%	21.9%	22.1%	RED ↓	N/A
Vibrancy of Rossendale's town centres rated highly per annum, reported during Q3	New	Higher	75%	-	-	37%	-	-	N/A
Productivity of local businesses measured through the revenue generated by each employee per annum, reported during Q1 (measured through ONS)	New	Higher	£54,500	£45,685	-	-	-	-	N/A
Number of people supported into employment, education and training through the Rossendale Works Programme per annum, cumulative figure	66	Higher	60	19	75	92	110	GREEN ↑	N/A
Reduce the unemployment rate (claimant count aged 16-64) quarterly figure (LGA – id:5472)	4%	Lower	3%	3.9%	3.8%	3.8%	4%	AMBER ↓	4th QUARTILE FG – 3.1% (Q4) NLA – 2.9% (Q4)
Tier 2									
Number of business support referrals per annum, cumulative figure	New	Higher	120	71	121	135	147	GREEN ↑	N/A

Performance Summary

- The Bacup High Street Heritage Action Zone project, delivered in partnership with Historic England, has been fully delivered. The project has refurbished 14 town centre buildings and has redeveloped the Hempstead Memorial gardens on Burnley Road. Publicised through press releases and social media posts, a closing site visit and a celebration event were held during Q4 to commemorate the project's success.
- The demolition of the old Barclays Bank (12 Market Street) commenced January 2024 and is expected to be completed early 2024/25. Public consultations in relation to the proposed concept designs for the new market have been carried out online and at two 'drop-in' sessions on 26th and 28th February 2024. The

collated feedback will be incorporated into the design details for the market and Union Street.

- Year 2 of the Haslindgen Big Lamp project has been delivered, including the full refurbishment of 51 and 53 Deardengate, preparatory works for the refurbishment of 41 and 18 Deardengate and the development of relationships with building owners and businesses. Following the additional £729k public realm funding secured, design changes have been requested and will be finalised during 2024-25.
- Following a tender exercise, Aura Heritage Ltd has been appointed as the contractor for Haslingden Market with works starting 25th March 2024. Advertisements via social media posts have also been shared to engage businesses and gather interest for new market traders.
- The initial concept designs for Rawtenstall gyratory have been approved and will be developed in detail during 2024-25. Public consultations in relation to the Rawtenstall Masterplan have been carried out through online surveys and two 'drop-in' sessions, attended by over 300 residents. An additional, consultation session was held with the Chamber of Commerce. All collated information will feed into the Masterplan's development in preparation for formal approval.
- Redevelopment plans for Rawtenstall Market have been designed and consulted in partnership with market traders and Rawtenstall Market's management company. The initial plans have been approved by Cabinet and will be developed in further detail in preparation for planning submission.
- The development of the Waterfoot Masterplan is still within its preparatory stages however, quotations have been obtained from three consultants. Once a consultant has been appointed, an appraisal of the proposed conservation area will be carried out and fed into the Masterplan development.
- The junction improvement works at Futures Park began 29th January 2024 and will be finalised early 2024-25. The works will have installed a new controlled crossing, an uncontrolled crossing, upgraded bus stop and new signage.
- To further progress the Council's ongoing business support, an event organised in partnership with Innovate UK was held on 7th February 2024 to provide businesses with grant funding and alternative finance advice.
- Valley Heritage has secured funding and are proposing a joint three-year project to facilitate a review of Rossendale's derelict buildings and develop action plans to bring the buildings forward. The partnership with Valley Heritage will continue to progress the project's scope.
- The Rossendale Works programme continues to deliver a weekly activity programme and support sessions in partnership with the Department of Working Pensions, National Careers, Lancashire County Council and Citizens Advice to support economically inactive residents into work.
- Support to local organisations and community groups continues with the aim of enhancing Rossendale's events and attractions. Support has been provided in preparation for Easter events across the valley, it is noted that the Bacup Now Easter Event was a huge success and more than tripled Bacup's footfall on the day.

Actions for Improvement

- The number of empty shops has slightly increased during Q4. Liaison with businesses highlights multiple reasons for the increase in vacancies including; financial pressures, increased rent payments, changes to lease terms and conditions and increased energy bills. Rawtenstall continues to have the lowest vacancy rate at 4.3%. However, the percentage of empty shops in Bacup (23%), Waterfoot (39%) and Haslingden (21.8%) is impacting on the overall figure for Rossendale. Communication with local businesses will continue to monitor the vacancy rates and provide available support to mitigate these challenges.

Priority 2 - A High Quality Environment

Outcomes

- A high quality 'clean and green' local environment where people feel proud to live.
- Reduced our carbon footprint.
- Improved waste recycling rate across the borough.

Performance Indicator	2022-23 Outturn	Higher or Lower	2023-24 Target	Q1	Q2	Q3	Q4	Trend	Comparative Performance
Tier 1									
Increase the household waste recycling rate per quarter (LGA id: 46)	30.8%	Higher	38%	34.6%	33.7%	29.4%	32.32%	RED ↑	4th QUARTILE FG – 38.14% (2022/23) NLA – 43.18% (2022/23)
Residual household waste collection rate per annum, cumulative figure (LGA id: 45)	516.72kg	Lower	540kg per household	118.5 kg	234.87 kg	353.3kg	510.62 kg	GREEN ↓	3rd QUARTILE FG – 491kg (2022/23) NLA – 439.2kg (2022/23)
Average removal time of fly-tipping per quarter	5 days	Lower	5 days	4.67 days	3.5 days	3.8 days	4.3 days	GREEN ↓	N/A
Initial investigation of fly-tipping per quarter	New	Lower	5 days	3 days	3 days	3 days	4 days	GREEN ↓	N/A
Initial investigation of abandoned vehicles per quarter	New	Lower	5 days	2 days	2 days	3 days	4 days	GREEN ↓	N/A
Initial investigation of trade waste issues per quarter	New	Lower	5 days	4 days	3 days	4 days	4 days	GREEN ↓	N/A
Tier 2									
Percentage of general waste bins collected as per schedule per quarter	99.88%	Higher	98%	99.9%	99.9%	99.8%	99.4%	GREEN ↓	N/A
Percentage of trade waste bins collected as per schedule per quarter	99.19%	Higher	98%	99.2%	99.4%	99.5%	99.1%	GREEN ↓	N/A
Percentage of public litter bins emptied as per schedule per quarter	99.1%	Higher	98%	97%	99.9%	99.6%	99.3%	GREEN ↓	N/A
Install additional/replacement bin per annum, cumulative figure	47 bins	Higher	60 bins	21 bins	48 bins	62 bins	80 bins	GREEN ↑	N/A
Percentage of main roads swept as per schedule per quarter	New	Higher	95%	89%	100%	100%	98%	GREEN ↓	N/A

Percentage of side roads swept as per schedule per quarter	New	Higher	95%	90%	79%	89%	100%	GREEN ↑	N/A
Percentage of amenity grass cut as per schedule per quarter	New	Higher	95%	94%	89%	100%	100%	GREEN █	N/A
Percentage of park grass cut as per schedule per quarter	New	Higher	95%	100%	90%	100%	100%	GREEN █	N/A
Percentage of bowling green, football pitches and memorial gardens cut as per schedule per quarter	New	Higher	95%	90%	85%	100%	100%	GREEN █	N/A
Percentage of play areas inspected as per schedule per quarter	New	Higher	80%	100%	100%	100%	100%	GREEN █	N/A
Percentage of cemeteries inspected as per schedule per quarter	New	Higher	80%	100%	100%	100%	100%	GREEN █	N/A

Performance Summary

- Preparation to roll out of the Council’s new back-office system, Bartec, has concentrated on the IT integration and system management. The new system has been introduced to the waste and recycling crews and ongoing meetings have been held with Bartec to ensure the system is launched early 2024-25.
- Proactive enforcement against fly-tipping offenders has resulted in a total of 8 fixed penalty notices, 18 community protection warnings and 4 community protection notices issued during Q4. During 2024-25, focus is required to increase the awareness of prosecutions and fly-tipping reporting to deter offenders.
- Action plans have been developed in support of Civic Pride Rossendale’s ‘Green Flag’ submission for Rawtenstall Library Memorial Gardens and Bacup Pride’s Britain in Bloom submission for Stubbylee and Moorlands Park.
- Consultation to improve Whitaker Park’s play area has been completed and will be fed into the designs for external funding BIDs to secure project funding. Further work to improve Whitaker Park’s defective land drainage and resurfacing has commenced and following completion, a further assessment will be carried out to identify the next priority area within the park.
- Lancashire Environment Funding has been secured to improve the wheeled sports provision in Victoria Park, Haslingden. The existing area will be refurbished and additional equipment will be installed to ensure the area is safe and addresses the shortfall of high-quality facilities in the west of the borough. A further external funding BID has been successful. The FCC Community Action Funding will be used to improve Edgeside Park’s wheeled sports provision and Masterplan.
- As part of the Climate Change Strategy, £171k On-Street Residential Charge-Point Scheme funding has been secured to develop Rossendale’s electric vehicle infrastructure. Four electric vehicle charge points have been installed at Futures Park and Henrietta Street Depot and further electric vehicle charge points will be installed across Council-owned carpark during 2024-25.

- Following the community engagement for the Net-Zero Terraced Streets project, demonstrators have been commissioned to pilot the Net-Zero Terrace solution on three demonstrator houses to identify suitable solutions to decarbonise terraced streets across Rossendale.
- The Rossendale Forest project has now been completed. The target of planting 16,000 trees, one for each child in the borough, has been achieved. Next steps will focus on promoting the project's success through multiple communication channels.

Actions for Improvement

- Liaison with Lancashire County Council and other district councils will continue in preparation for the introduction of food waste collections for commercial properties in March 2025 and residential properties in March 2026. The introduction of food waste collections will support the Councils aim of increasing the borough's recycling rate. Although the Council has received new burdens funding, concerns persists as predicted costs will not be covered by the funding. The Council will await further funding information from Central Government.

Priority 3 – Healthy and Proud Communities

Outcomes

- To have delivered more new homes and a good mix of housing tenures.
- Improved the health of residents through access to better leisure facilities and health services.
- A more joined up approach to physical and mental wellbeing which is more rapidly reducing health inequalities.
- Residents share a sense of pride in their immediate community and the wider borough.

Performance Indicator	2022-23 Outturn	Higher or Lower	2023-24 Target	Q1	Q2	Q3	Q4	Trend	Comparative Performance
Tier 1									
Reduce the number of homeless presentations requiring relief duty per annum, cumulative figure (2022/23 - 15% reduction)	13.5%	Lower	11.82%	14.9%	10.8%	4.54%	13%	AMBER ↓	N/A
Percentage of Disables Facilities Grants completed within 12 months per quarter	New	Higher	95%	96%	100%	88%	96%	GREEN ↑	N/A
Deliver 'new homes' within the Local Plan per annum, cumulative figure	75	Higher	180	32	61	71	85	RED ↑	N/A
Deliver 'affordable new homes' within the Local Plan per annum, cumulative figure	60	Higher	25	11	21	26	26	GREEN █	N/A
Determine major planning applications within 13 weeks per quarter (LGA id: 17482)	N/A	Higher	60%	N/A	100%	100%	100%	GREEN █	1st QUARTILE FG – 87% (Q3) NLA – 86% (Q3)
Determine minor and other planning applications within 8 weeks per quarter (LGA id: 17487)	85%	Higher	75%	92%	92%	91%	98%	GREEN ↑	2nd QUARTILE FG – 88% (Q3) NLA – 87% (Q3)
Initial response to housing complaints per quarter	New	Lower	5 days	3 days	4 days	3 days	4 days	GREEN ↓	N/A
Initial response to food hygiene complaints per quarter	New	Lower	10 days	7 days	5 days	7 days	6 days	GREEN ↑	N/A
Prevalence of overweight (including obesity) year 6 children per annum, reported in Q1.	New	Lower	37%	38.1%	-	-	-	-	N/A
Tier 2									
Number of Disabled Facilities Grants awarded per annum, cumulative figure	74	Higher	80	24	55	93	126	GREEN ↑	N/A
Processing of Disabled Facilities Grants – Referral to Approval days per quarter	New	Lower	110 days	139 days	72 days	70 days	51 days	GREEN ↑	N/A

Processing of Disabled Facilities Grants - Approval to Completion days per quarter	New	Lower	80 days	182 days	190 days	190 days	131 days	RED ↓	N/A
Number of Food Standards Agency food inspections per annum, cumulative figure	New	Higher	240	48	96	146	246	GREEN ↑	N/A

Performance Summary

- A second property has been purchased, using the section 106 monies, to support Rossendale’s temporary accommodation offer. The two purchased properties have been refurbished and are ready for use. Following the announcement of additional Local Authority Housing Funding, work has commenced to review and allocate this funding to achieve best value.
- Following approval from Cabinet, the new Housing Assistance Policy has been introduced to deliver the first home improvement grants. A communications campaign will be developed and rolled out during 2024-25 to further promote the service and policy changes.
- To support Rossendale Leisure Trust, a community asset feasibility study has been completed and discussions with Sport England have been held to develop a football pitch investment plan for Rossendale.
- Monthly physical activity networking sessions have been held to consult residents and local organisations in order to develop a physical activity strategy for Rossendale.
- Targeting Rossendale’s older demographic, an ‘Age of Inspiration’ event was held at the Ashcroft to promote the ‘Five Ways to Wellbeing’, the event was successful with 90 older residents in attendance.
- A healthy weight audit has been completed to develop a new Healthy Weight Programme for Rossendale. The Programme has been commissioned by Lancashire County Council and has secured a £250k investment over five years.
- Organised in partnership with the Rossendale Family Hub, Primary Care Network, and Rossendale Connected, a Health and Wellbeing Day was held in Haslingden, on 14th March 2024, to heighten residents’ awareness of local support services.
- Following the community research conducted in Stacksteads and Worsley wards, 2 new community groups have been formed to address the identified gaps in health awareness and support, with specific focus on improving the signposting process for vulnerable residents.
- At the end of Q4, 78 out of the 95 Ukraine guests have been moved into their own homes, 17 guests remain with hosts. The Council has been notified of a possible 14 arrivals early 2024-25. Rossendale’s Ukraine Support group continues to meet regularly and support the community.

Actions for Improvement

- The data in relation to the number of new homes in Rossendale is derived from various sources, making it challenging to provide an accurate measure. Collaboration with developers, partners, and stakeholders will continue to finalise the overall figure for 'new' and 'affordable' housing in Rossendale. To improve the Council's accuracy in measuring performance, an alternative performance measure will be introduced during 2024-25.
- Although performance has improved from Q3, the processing of Disabled Facilities Grants remains below target due to the complexities involved within cases. There has been a 238% increase in major adaptations. The introduction of the new Housing Assistance Policy should work to mitigate this issue however, if the increase continues a review of the performance measure will be required to accurately measure the Council's performance.

Priority 4 – Effective and Efficient Council

Outcome

- Provide good quality and responsive services embracing new technologies.
- Be a financially sustainable Council with a commercial outlook whilst always considering social value.
- Provide sound governance to enable key decisions and major projects to be progressed in an efficient and professional way.
- Have a skilled and happy workforce, where we are able to retain and attract good staff.

Performance Indicator	2022-23 Outturn	Higher or Lower	2023-24 Target	Q1	Q2	Q3	Q4	Trend	Comparative Performance
Tier 1									
Time taken to process Housing Benefit new claims per quarter (LGA id: 299)	14.9 days	Lower	17 days	16.8 days	11.7 days	11 days	11 days	GREEN ■	1st QUARTILE FG – 17 days (Q3) NLA – 17 days (Q3)
Time taken to process Housing Benefit change in circumstances per quarter (LGA id: 300)	2 days	Lower	4 days	4 days	2.7 days	2.8 days	1.7 days	GREEN ↑	1st QUARTILE FG – 6 days (Q3) NLA – 7 days (Q3)
Time taken to process Council Tax benefit new claims per quarter	14.3 days	Lower	15 days	15.3 days	15.7 days	N/A	N/A	N/A	N/A
Time taken to process Council Tax benefit change in circumstances per quarter	2.4 days	Lower	4 days	3.4 days	2.5 days	2.9 days	2.4 days	GREEN ↑	N/A
Payment of undisputed invoices within 30 days per quarter	85%	Higher	90%	94%	88%	92%	87%	AMBER ↓	N/A
Number of Ombudsman Enquiries upheld per annum, cumulative figure	0	Lower	0	0	0	0	0	GREEN ■	N/A
Number of employee leavers in line with the national average, 15% per annum (7 employee leavers per quarter)	New	Lower	7	5	6	6	6	GREEN ■	N/A
Number of days lost due to sickness absence per full time equivalent employee per annum, cumulative figure	9.76 days	Lower	8 days	2.34 days	7.02 days	10.38 days	13.27 days	RED ↓	N/A
Percentage of staff who have completed an annual appraisal per annum, cumulative figure.	92.2%	Higher	100%	27%	93%	95%	95%	AMBER ■	N/A
Percentage of staff who have completed mandatory training per quarter	New	Higher	100%	N/A	N/A	N/A	91%	AMBER ↑	N/A
RIDDOR reportable accidents and incidents per annum, cumulative figure	3	Lower	< 5	2	3	3	3	GREEN ■	N/A

Tier 2									
Percentage of Council Tax collected per annum, cumulative figure (LGA id: 199)	95.79%	Higher	96.1%	28.21%	54.92%	81.5%	95.8%	AMBER ↑	4 th QUARTILE FG – 97.12% (2022/23) NLA – 97.11% (2022/23)
Percentage of NNDR collected per annum, cumulative figure	New	Higher	98.25%	28.51%	58.11%	81.93%	98.6%	GREEN ↑	N/A
Percentage of accurate processing of a Housing Benefit claim per annum, cumulative figure	New	Higher	95%	94.67%	98%	95.33%	95.3%	GREEN ▬	N/A
Secured garden waste subscribers per annum, cumulative figure	7257	Higher	7000	6938	7174	7203	7203	GREEN ▬	N/A
Secured commercial waste subscribers per quarter, cumulative figure	430	Higher	440	421	403	408	409	AMBER ↑	N/A
Increase the number of electronic service request forms completed by residents by 15% per annum, reported in Q4	8250	Higher	9500	-	-	-	10,114	GREEN ↑	N/A
Distribute 12 positive new stories per quarter	New	Higher	12	12	18	11	20	GREEN ↑	N/A
Increase the number of LinkedIn followers by 4% per annum, cumulative figure	New	Higher	210	287	396	597	889	GREEN ↑	N/A
Percentage of FOIs responded to within 20 days per quarter	New	Higher	95%	86.9%	93%	90%	90%	AMBER ▬	N/A
Percentage of complaints responded to within 10 working days per quarter	New	Higher	95%	79.3%	78%	61%	65%	RED ↑	N/A
Percentage of Member enquiries responded to within 10 working days per quarter	New	Higher	95%	66.7%	25%	None received	75%	RED ↑	N/A
Percentage of MP enquiries responded to within 10 working days per quarter	New	Higher	95%	70%	78%	68%	70%	RED ↑	N/A
Number of Health and Safety reports received per annum, cumulative figure	99	Lower	90	26	44	63	87	AMBER ↓	N/A

Performance Summary

- Improvements to the Council's Civica financials and purchasing system and payroll system have been implemented to create digital efficiencies and compliance with data security regulations. Public Sector Network internal and external cyber security testing has also been conducted to further improve the Council's compliance and approach to cyber security.
- The Council's previous Programme Board, held 12th March 2024, identified two programmes within the 'red' RAG status. The Capital Regeneration programme was reported as 'red' due to ongoing communication issues with Lancashire County Council and the Properties programme was reported as 'red' due to staff

shortages. Mitigations for both projects were discussed at the Programme Board and fed back to programme managers.

- Preparation for the Council's annual Health and Wellbeing Day has commenced, staff have been requested to share their thoughts and ideas to improve the day. Walk leader training has been scheduled to train nominated Health and Wellbeing champions in order to introduce staff walking groups.
- An all staff training matrix has been developed and consists of monthly bitesize training modules for all staff to complete. Cyber security training and appraisal training have been rolled out to all staff, the next training within the matrix will cover safeguarding and internal safeguarding processes. Periodic reminders are sent to staff to ensure 100% completion of all mandatory training.
- The Council has been nominated for two Local Government Chronicle
- awards. The 'Check before you Chuck' campaign and the Rossendale Works programme were nominated and relevant officers were requested to prepare a presentation to provide the panel with further details. The results for the awards will be announced during Q1, 2024/25.

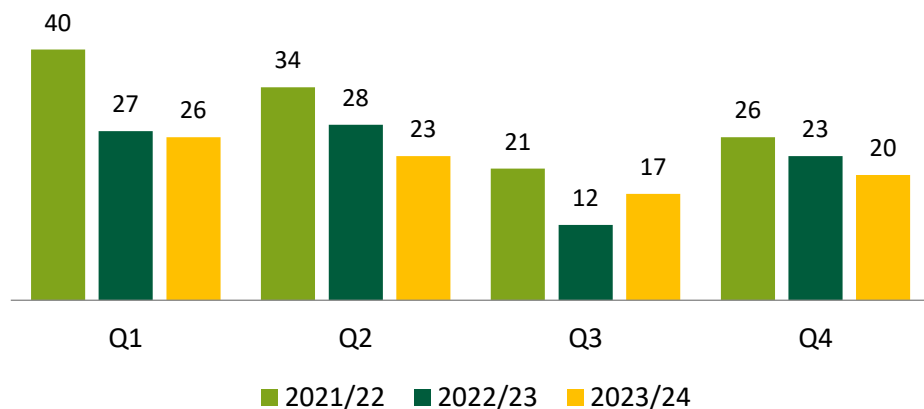
Actions for Improvement

- 91% of staff have completed the annual cyber security training, further reminders will be sent to ensure 100% of staff complete the mandatory training. Phishing emails will be sent randomly to raise staff's awareness of cyber security within the workplace.
- The Council's asset review has deviated from the outlined timescale due to a lack of staffing resource within the Properties team. Both Properties and People and Policy have worked together to review the requirements needed to deliver the programme however, recruitment remains unsuccessful. During 2024/25, recruitment efforts will continue recruit to the team's vacant posts. With the current resource, the team will focus on reviewing the identified assets within Facit and Shawforth and identify assets within Greensclough.
- Finance have focused on balancing the Council's bank reconciliation and year-end requirements. As a result, there has been a slight decrease in the number of invoiced paid within 30 days. This is expected to increase as business as usual resumes.
- The level of sickness absence remains high but has improved in comparison to Q3. At the end of Q4, 5 staff remained on long-term absence. The most common reason for sickness absence remains as 'other musculo skeletal', closely followed by 'back and neck problems'. To address this, the Corporate Management Team has agreed to provide physio sessions to support a faster return to work for long term employees with 'musculo skeletal absences'. Short-term sickness absence has reduced compared to Q3 (1.35 days per full-time equivalent). The main reason for short term sickness absence (5.08 per full-time equivalent) continues to be 'infections, colds, flu' (0.18 days per FTE were Covid-19 cases although, government advice is not to test therefore more absence could be attributed to Covid-19).
- The response timeline to complaints, Member enquires and MP enquiries is below target. Work is ongoing to support officers to respond within the 10-working day deadline including weekly reminders sent to officers and service managers. Officers are encouraged to use request exemptions if possible and are requested to upload information to the Council website for frequent requests.

Compliments and Complaints

Compliments

Compliment Trend	Q1	Q2	Q3	Q4
2021-23	40	34	21	26
2022-23	27	28	12	23
2023-24	26	23	17	20
Number of Compliments	Compliment Detail			
3	Bins/bin collection			
1	Quality of service			
16	Staff member/team			



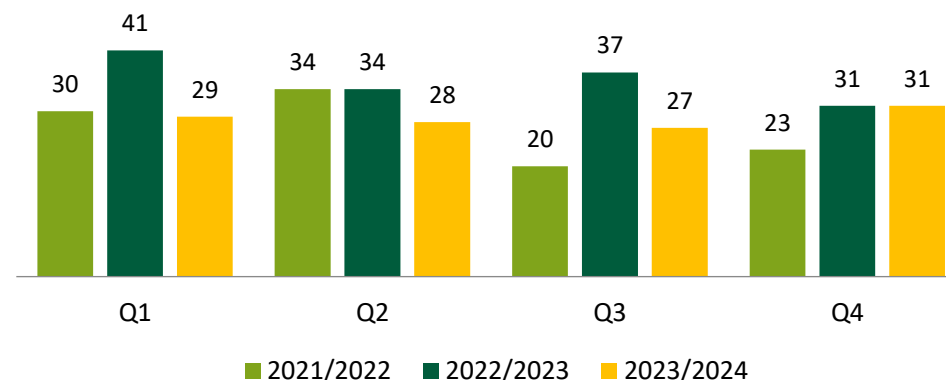
Ombudsman Enquiry

Ombudsman Enquiry	Q1	Q2	Q3	Q4
2021-23	0	3	2	1
2022-23	2	3	0	0
2023-24	2	0	1	0

During Q4, no Ombudsman Enquiries were received. It is noted that the Council isn't notified of all enquiries/decisions, the above relates to the notified enquiries.

Complaints

Complaints Trend	Q1	Q2	Q3	Q4
2021-23	30	34	20	23
2022-23	41	34	37	31
2023-24	29	28	27	31
Number of Complaints	Complaint Detail			
3	Action/response/communication			
1	Anti-social behaviour			
1	Bailiff charges/action			
3	Bins/bin collection			
4	Council Decision			
1	Council policy/procedure			
5	Council Tax charges/decision			
1	Footpaths			
1	Housing/Landlord			
1	Other			
1	Quality of Service			
4	Property/land			
1	Recovery/Payment of Council Tax			
2	Staff member/team			
2	Trees			



Corporate Risk Register

Risks are those things which might present a barrier to us delivering the things we have undertaken to achieve. Each year the Council reviews the potential risks it is facing and looks at what it might do to minimise the occurrence of such risks. This information is then regularly monitored and reviewed.

We profile our risks using a matrix (shown below) which is based on our making two judgments about each potential risk faced by the Council. The definition of the likelihood and impact can be found in the Council's Risk Management Strategy 2016.

The Council's Risk Matrix

Likelihood	A					
	B					
	C					
	D					
	E					
	F					
	Impact	5	4	3	2	1

Likelihood

How likely is it that the risk may occur (rated A-F, A being the most likely)

Impact

How serious might the consequences of the impact be (rated 1-5, 1 being the highest consequence).

Therefore, a risk rated A1 is the highest risk rating and a risk of F5 is the lowest risk rating.

Risk RAG (Red, Amber and Green) rating status indicators	
Risk Status	Status description
GREEN	The likelihood and impact of the risk is low
AMBER	The likelihood and impact of the risk is medium
RED	The likelihood and impact of the risk is high

Risk 1 – Sustainability of the Medium Term Financial Strategy

Responsible Officer - Karen Spencer

Description

The Council's latest Medium Term Financial Strategy update published February 2022 indicates an underlying funding gap of c£600k per annum from 2023/24 onwards. The Council must take appropriate action in order to balance its annual expenditure against its available annual income and other revenue resources. The Council has a legal obligation to publish an annual balanced budget; this means its budget expenditure must equal its available income and any available reserves. Council reserves are limited and equate to only circa 3 years given the anticipated funding gap. Therefore additional income must be identified or annual costs reduced in future years. The current cost of living crisis may also add to the pressure on the Medium Term Financial Strategy through pay award, utility costs, contract inflation and Council Tax/NNDR collection rates.

Risk Consequence

If the Council is not able to prepare a balanced budget there would be legal ramifications, but would ultimately impact on the level of services the council is able to deliver to Rossendale residents and would result in major reputational damage.

Initial risk assessment RAG status (without mitigation)	Likelihood	Impact	Overall Risk	Status
	B	2	B2	RED

Mitigation

The Medium Term Financial Strategy does not indicate a significant narrowing of the gap in the next four years. New income generating opportunities will need to be identified to generate additional revenue, along with improved efficiency and effectiveness of service delivery. Departments across the council will need to be challenged to become more effective.

Risk assessment RAG status (after mitigation)	Likelihood	Impact	Overall Risk	Status
	C	2	C2	AMBER

Q4 Update

The Council's 2022/23 outturn performed better than the estimated position detailed within the February 2023 Medium-Term Financial Strategy. This has slightly improved the Council's reserve balances however, based on the February 2024 Medium-Term Financial Strategy significant savings/income generation are required for the Council to maintain the minimum level of reserves by the end of the current forecast. Officers continue to maximise savings/efficiencies wherever possible, although further saving opportunities without affecting service delivery are minimal.

The Council has a continued a freeze on non-essential expenditure and officers continue to review and maximise income generation opportunities. All vacant posts are evaluated by the Corporate Management Team prior to recruitment.

The Empty Homes scheme continues to have an adverse impact on the Council's Medium-Term Financial Strategy and officers have continued to deliver and manage the scheme closely.

Q4 risk assessment RAG status (current)	Likelihood	Impact	Overall Risk	Status
	B	1	B1	RED

Risk 2 – Major Disaster affecting the Delivery of Council Services

Responsible Officer - Clare Law

Description

The Council has statutory duties under the Civil Contingencies Act (2004) and to carry out emergency planning and business continuity management activities to minimise the impact of a civil emergency or business interruption on people living, working and visiting the borough.

Risk Consequence

Failure to have robust contingency plans in place could result in the failure to deliver Council services, such as, the collection of residential and trade waste, burial services and payment of suppliers and benefits.

Initial risk assessment RAG status (without mitigation)

Likelihood	Impact	Overall Risk	Status
C	1	C1	AMBER

Mitigation

A robust Council Emergency and Business Continuity Plan is in place. Service continuity plans are updated and tested regularly through a quarterly Emergency Planning meeting. The plans are embedded with the Corporate Management Team as critical working documents to support the continued delivery of essential council services. All managers have a copy of the overall plan and their service plan and keep them under review. The Council is a member of Lancashire County Council Local Resilience Forum. Officers attend meetings and undertake regular training exercises. The council plans are available on the Resilience Direct website. Mutual aid agreements are in place with all Local Authorities across Lancashire.

Risk assessment RAG status (after mitigation)

Likelihood	Impact	Overall Risk	Status
C	2	C2	AMBER

Q4 Update

The Council's Local Flood Plan has been refreshed to ensure it is up to date and officers have continued to work with Lancashire County Council to update the Lancashire Flood Plan.

The streamlined out of hours' emergency contact process has been reviewed and is working well. Arrangements with Lancashire County Council and the Local Resilience Forum are kept up to date and accessible. Work remains ongoing with the Lancashire County Council Emergency Planning Team to update Rest Centre information and contacts. Emergency Planning Team meetings continue to be held quarterly. Officers continue to attend Local Resilience Forum meetings with other Agencies to ensure the Lancashire response to major incidents is robust. Work has been undertaken with East Lancashire's Counter-terrorism Officer to update the Rossendale risk register and Officers are also working with Lancashire County Council to strengthen emergency communication mechanisms. Officers continue to attend training to ensure they are up to date with arrangements for emergency response across Lancashire.

Q4 risk assessment RAG status (current)

Likelihood	Impact	Overall Risk	Status
C	2	C2	AMBER

Risk 3 – Incident resulting in Death or Serious Injury or HSE Investigation

Responsible Officer - Clare Law

Description

Under the Health and Safety at Work Act (1974), the Council has a duty of care towards the health, safety and wellbeing of its employees and others who may be affected by our work. In the event of a RIDDOR reportable accident, there is a risk of a Health and Safety Executive investigation and potential for a civil claim for damages.

Risk Consequence

Failure to comply with current legislation and demonstrate compliance may result in harm to staff and others, financial loss and enforcement action.

Initial risk assessment RAG status (without mitigation)

Likelihood	Impact	Overall Risk	Status
D	2	D2	AMBER

Mitigation

A robust Council Emergency and Business Continuity Plan is in place. Service continuity plans are updated and tested regularly through a quarterly Emergency Planning meeting. The plans are embedded with the Corporate Management Team as critical working documents to support the continued delivery of essential Council services. All managers have a copy of the overall plan and their service plan and keep them under review. The council is a member of Lancashire County Council Local Resilience Forum. Officers attend meetings and undertake regular training exercises. The Council plans are available on the Resilience Direct website. Mutual aid agreements are in place with all Local Authorities across Lancashire.

Risk assessment RAG status (after mitigation)

Likelihood	Impact	Overall Risk	Status
E	2	E2	GREEN

Q4 Update

Work has continued to implement the Health and Safety Action Plan, with a focus on premises safety. The safety compliance requirements for premises have been formalised and are being effectively monitored. The programme of workplace inspections for 2023/24 has been completed, with a further 3 inspections carried out during Q4. Health and safety risk management remains behind schedule as it is dependent on the Risk Management Strategy being agreed.

No further contact has been made from the Health and Safety Executive regarding the two reported cases of Hand Arm Vibration Syndrome and the ongoing management of vibration in Operations continues and aims to progressively reduce risks to staff. 24 health and safety reports were received during Q4, none of which were reportable under the RIDDOR Regulations. Incidents are reported via JCC and within Operations there is a focus on the discussion of incidents, action taken and lessons learned at the regular Health & Safety Committee meetings.

Q4 risk assessment RAG status (current)

Likelihood	Impact	Overall Risk	Status
E	2	E2	GREEN

Risk 4 – Changes to Government policy on the delivery of the Council’s services**Responsible Officer - Rob Huntington****Description**

Like all local authorities the Council is a statutory body that is subject to changes being consulted upon and or implemented by central government that might affect how we operate and serve our residents/businesses.

Risk Consequence

The risk that the Council fails to react and be prepared for any changes being proposed or implemented by central government.

Initial risk assessment RAG status (without mitigation)

Likelihood	Impact	Overall Risk	Status
E	2	E2	GREEN

Mitigation

The Council is a member of the Local Government Association and District Councils Network who keep us informed of government policy and consultations and lobby on behalf of councils to mitigate the impact of any change. The Council is also signed up to receive daily emails from Local Government Information Unit who provide daily government news and other Local Government Information Unit policy briefings. The Chief Executive and Leader of the Council meets regularly with our two MPs. The Council’s Corporate Management Team monitor and assess government’s position on funding to be distributed to local authorities and other Government announcements that impact funding.

Risk assessment RAG status (after mitigation)

Likelihood	Impact	Overall Risk	Status
E	2	E2	GREEN

Q4 Update

The Council continues to be a member of the Local Government Association and District Councils Networks. The Chief Executive regularly attends the North West Chief Executive, and Lancashire Chief Executive meetings, both having representation from the Local Government Association.

‘Horizon Scanning and Policy’ is an agenda item on the Corporate Management Team’s weekly meeting and promotes ongoing discussions in relation to recent policy announcements, funding opportunities and other relevant information from government departments to determine any appropriate action required.

Q4 risk assessment RAG status (current)

Likelihood	Impact	Overall Risk	Status
E	2	E2	GREEN

Risk 5 – Sustainable Workforce

Responsible Officer - Clare Law

Description

There is a requirement to have a sustainable workforce to deliver the Council services to residents and customers.

Risk Consequence

Failure to have a fully resourced, trained staff could result in the failure to deliver statutory and non-statutory service in a safe and professional manner to residents and customers.

Initial risk assessment RAG status (without mitigation)

Likelihood	Impact	Overall Risk	Status
D	3	D3	AMBER

Mitigation

The Council has robust HR policies and procedures, an agreed Authorised Establishment, performance management framework and Service Area Business Continuity Plans in place to mitigate any staffing challenges such as loss of staff due to the impact of an epidemic or pandemic. HR will work with managers to develop workforce succession planning. The Council provides an attractive benefit package including final pension scheme, flexible working, generous annual leave, a purchase leave scheme, free onsite parking, family friendly policies, discounted gym memberships and a cycle scheme to attract and retain staff.

Risk assessment RAG status (after mitigation)

Likelihood	Impact	Overall Risk	Status
E	3	E3	GREEN

Q4 Update

The number of employee leavers remains within our performance measure target. All vacant posts have successfully been recruited, with the exception of the HGV Technician and Programme Manager (in Property Services).

The level of sickness absence remains high but has improved in comparison to Q3. At the end of Q4, 5 staff remained on long-term absence. The most common reason for sickness absence remains as 'other musculo skeletal', closely followed by 'back and neck problems'. To address this, the Corporate Management Team has agreed to provide physio sessions to support a faster return to work for long term employees with 'musculo skeletal absences'. Short-term sickness absence has reduced compared to Q3 (1.35 days per full-time equivalent). The main reason for short term sickness absence (5.08 per full-time equivalent) continues to be 'infections, colds, flu' (0.18 days per FTE were Covid-19 cases although, government advice is not to test therefore more absence could be attributed to Covid-19).

Q4 risk assessment RAG status (current)

Likelihood	Impact	Overall Risk	Status
E	3	E3	GREEN

Risk 6 – Insufficient data and cyber security

Responsible Officer - Andrew Buckle

Description

Cyber security presents one of the most challenging areas for both the public and private sectors. With the proliferation and severity of attacks constantly increasing this represents a major threat.

Risk Consequence

Cyber-attack resulting in a complete loss of all systems coupled with malware being spread across the entire network. Data breach resulting in information loss causing reputational damage and resulting in a financial penalty due to non-compliance with statutory requirements such as General Data Protection Regulation, Payment Card Industry Data Security.

Initial risk assessment RAG status (without mitigation)

Likelihood	Impact	Overall Risk	Status
C	1	C1	AMBER

Mitigation

To protect against a data breach the Council, host all council data in Tier 3 Data Centres located in different geographical regions and are backed up daily. The Council's Data Centres hold the following accreditations: ISO27001:2013 and the Payment Card Industry Data Security. The Council adopts a Risk Insight approach to determine the treat Landscape and more importantly its evolution. The Council has received notification of meeting the Public Services Network which means the Councils' infrastructure met all the security requirements to allow connection to the Public Services Network. A cyber security training is to be provided for all staff.

Risk assessment RAG status (after mitigation)

Likelihood	Impact	Overall Risk	Status
D	1	D1	AMBER

Q4 Update

As part of the ongoing compliance and audit regulations Penetration Testing was successfully conducted in December and January 2023-24. This is required as part of the yearly Public Services Network compliance audit and forms part of the Rossendale Defence in Depth and ongoing approach to data and cyber security. The Council has met and satisfied all of the requirements set out by the Public Services Network and have been awarded security compliance.

As part of the Memorandum of Understanding with the Department of Working Pensions a review of all data sources and an assessment around legal gateways has been carried out. The documentation will be passed to the Monitoring Officer for checking, approval and signature.

Cyber security training and phishing email exercises have been sent to all network users to provide key information around security and how to deal with any potential email security threats.

Q4 risk assessment RAG status (current)

Likelihood	Impact	Overall Risk	Status
D	1	D1	AMBER

Risk 7 – Poor communications and public relations

Responsible Officer - Clare Law

Description

Good communication and public relations is essential to inform, maintain and develop relationships with residents, customers and partners to provide effective and efficient Council services.

Risk Consequence

Failure to communicate and respond to issues as they develop and inadequately or inappropriately communicating could lead to a major loss of reputation for the Council on a local, regional and national level. A loss of reputation can damage staff morale, trust between the Council and residents and impair the relationship between the Council and its partners meaning projects and services delivery is damaged.

Initial risk assessment RAG status (without mitigation)

Likelihood	Impact	Overall Risk	Status
B	1	B1	RED

Mitigation

Communication methods are in place to support face to face, mail or electronic communications with a developed website and social media channels to provide 24/7 communication service. The Council has an experienced public relation and communications function to support officers to deal with communications in a timely manner and promote the work of the Council.

Risk assessment RAG status (after mitigation)

Likelihood	Impact	Overall Risk	Status
D	1	D1	AMBER

Q4 Update

Viva PR has continued to deliver the agreed communications including updates to the Council's website. The Corporate Management Team receive a weekly update, which includes horizon scanning and a monthly in person update to CMT.

A quarterly newsletter has been developed and will be available to residents, staff and members via the website. The newsletter will also encourage people to subscribe as a way of capturing data and increasing the Council's communion channels.

The Council has been nominated for 2 Local Government Chronicle awards for the 'Check before you Chuck' campaign and the Rossendale Works programme. 20 positive press releases, including stories on the regeneration work, have resulted in over 100 pieces of media coverage helping to promote the Council externally. Viva PR continue to act as first point of contact for the media and always respond in a timely manner ensuring good working relationships with local and regional media.

Q4 risk assessment RAG status (current)

Likelihood	Impact	Overall Risk	Status
E	1	E1	GREEN

Risk 8 – Non – Delivery of Corporate Programmes

Responsible Officer - Rob Huntington

Description

The Council has agreed the 6 corporate programmes for 2023/24 to support the delivery of Corporate Plan.

Risk Consequence

Failure to deliver the corporate programmes would have a detrimental impact on the delivery of the Council’s Valley Plan 2021-25, Our Place, Our Plan, and result in a reputational risk to the Council’s commitment to the residents. The failure to deliver the corporate programmes could potentially have a negative impact on the council’s revenue budgets (by failure to deliver income generating projects) and delivery of the medium term financial strategy, and the associated economic and social benefits may not be realised.

Initial risk assessment RAG status (without mitigation)

Likelihood	Impact	Overall Risk	Status
C	2	C2	AMBER

Mitigation

Each corporate project has a Project Sponsor (member of the Corporate Management Team), a Project Manager and Finance Officer. Each corporate programme will have a robust project plan and live risk register. The Programme Sponsor will be responsible for the strategic overview of the corporate programme, and the Programme Manager will be responsible for the day-to-day management of the corporate programme. The Council’s Programme Board meets quarterly to review the progress of the corporate programmes. The Programme Sponsor will be responsible for highlighting any concerns to the Corporate Management Team throughout the life of the corporate programme.

Risk assessment RAG status (after mitigation)

Likelihood	Impact	Overall Risk	Status
E	2	E2	GREEN

Q4 Update

A revised programme to support the delivery of the Valley Plan 2021-25 (Our Place, Our Plan) has been implemented, with appropriate governance and programme sponsorship in place.

The Programme Board now reports on the Council’s overarching Programmes, rather than individual projects. Projects are monitored at an operational level.

The previous Programme Board meeting was 12th May 2024. Within the meeting, two programmes were reported within the ‘red’ RAG status. The Capital Regeneration programme was reported as ‘red’ due to ongoing communication issues with Lancashire County Council and the Properties programme was reported as ‘red’ due to staff shortages. Mitigations for both projects were discussed at the Programme Board and fed back to programme managers.

Q4 risk assessment RAG status (current)

Likelihood	Impact	Overall Risk	Status
E	2	E2	GREEN

Risk 9 – Financial Sustainability of Council Owned Leisure Assets

Responsible Officer – Rob Huntington

Description

National lockdowns due to Covid-19 resulted in Council owned leisure facilities closing for extended periods. During closure no income was received and outside of lockdown periods, income was significantly reduced. The cost of living crisis will have a significant negative impact on utility and salary costs for the Trust. This has impacted the financial sustainability of the Trust.

Risk Consequence

If the Council owned leisure assets are to be sustained in the longer term, the operators of the facilities have little recourse to additional funding to survive other than through the Council. This financial impact was managed in 2021/22 through additional government grants and Council support, however the real impact is likely to be felt in 2022/23 and continue through 2023/24.

Initial risk assessment RAG status (without mitigation)	Likelihood	Impact	Overall Risk	Status
	A	2	A2	RED

Mitigation

A report on the impact of all facilities has been produced by KKP and recommendations to minimise impact have been implemented. Senior Council officers are attending the Trust Board to ensure we work together to minimise costs and an intensive monitoring process is in place. Funding through a Covid-19 specific Sport England Fund has been received though this is limited in its amount and did not cover retrospective losses. Constant monitoring of future business plans and work in partnership to maximise income and reduce costs continues.

Risk assessment RAG status (after mitigation)	Likelihood	Impact	Overall Risk	Status
	A	2	A2	RED

Q4 Update

An external assessment has been carried out on the financial sustainability of Council-owned leisure assets by Grant Thornton.

The assessment made a number of recommendations that were agreed by Full Council in May 2023. This is now a focus of action. An established cross party working group monitors the delivery of the recommendations and associated action.

Q4 risk assessment RAG status (current)	Likelihood	Impact	Overall Risk	Status
	A	2	A2	RED

Subject:	Annual Council Feedback Review and Local Government Ombudsman (LGO) Enquiries	Status:	For Publication
Report to:	Overview and Scrutiny Committee	Date:	9 th September 2024
Report of:	Head of People and Policy	Portfolio Holder:	Environment and Corporate Services
Key Decision:	<input type="checkbox"/> Forward Plan <input type="checkbox"/>	General Exception	<input type="checkbox"/> Special Urgency <input type="checkbox"/>
Equality Impact Assessment:	Required: Yes/No	Attached:	Yes/No
Biodiversity Impact Assessment:	Required: Yes/No	Attached:	Yes/No
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1. RECOMMENDATION(S)

- 1.1 That Overview and Scrutiny Committee note the different types of feedback received by the Council, in addition to the Local Government Ombudsman (LGO) enquiries and complaints for the period 1st April 2023 to 31st March 2024.
- 1.2 Overview and Scrutiny Committee is invited to comment on the report and provide feedback to Council's Corporate Management Team.

2. EXECUTIVE SUMMARY

- The report updates committee members on the following types of feedback for the period 1st April 2023 to 31st March 2024:
 - Compliments
 - Formal complaints
 - LGO enquiries and complaints
- There were 87 compliments with the highest number of compliments being about a staff member or a team.
- There were 114 formal complaints with the highest number being about bins or bin collections.
- There were 6 LGO enquiries and 2 LGO decisions.

3. BACKGROUND

The terms of reference of the Overview and Scrutiny committee require the committee to monitor complaint handling, monitor LGO complaints as well the Council's performance.

4. DETAILS

- 4.1 Feedback made to the Council in the form of compliments and formal complaints (as well as LGO enquiries) is a quarterly agenda item at Corporate Management Team meetings. Reports are provided to ensure managers are aware of any outstanding complaints that require action within their service area. Weekly reminders on all live complaints are also sent to the relevant officers and managers for action.

The Overview and Scrutiny Committee also receive regular updates through the Quarterly Performance Management Monitoring Reports throughout the year.

Each year the LGO details the number of enquiries and complaints received and the decisions made. The LGO complaints and enquiries during 2023/24 are detailed at sections 4.9 - 4.14 with further details in Appendix 1.

All the information included in this report should be considered in the context of the amount of contact the Council receives each year from its customers (via the Customer Services Hub, telephone and website).

4.2 Compliments

4.3 In the 2023/24 period the Council received 87 compliments and a breakdown of the last 3 years' figures can be found below:

	2021/22	2022/23	2023/24
4.4	123	89	87

An analysis of the compliments for 2023/24 can be found below:

Compliment about:	
Action/response/communication	2
Other	3
Bins/bin collection	7
Litter/debris/fly tipping	1
Property/land	1
Grass cutting	1
Quality of service	2
Staff member/team	70
Total	87

Staff member/team was the highest compliment category. The compliments received within this category are for the following:

Staff member/team:

Capita – 2
 Corporate Support – 9
 Economic Development – 5
 Environmental Health - 1
 Housing - 2
 Legal and Democratic Services (includes Elections and Land Charges) - 3
 Operations - 38
 People and Policy (includes Facilities) – 1
 Planning – 2
 Public Protection Unit (PPU) – 5
 Property Services – 2

4.5 Formal Complaints

The Council deals with a significant amount of contact on a daily basis and each department has their own system for dealing with customer contact. The majority of this contact is in relation to service requests, rather than formal complaints. Formal complaints are classed as a serious expression of dissatisfaction and usually occur when a customer has reported something, but they are not happy with the response, the outcome or action.

Formal complaints received by the Council are recorded and responded to by the relevant department. Officers and managers are asked to deal with customer complaints within the customer service standard of 10 working days: this is classed as a stage 1 response. Where it is not possible to send a full response within 10 working days, a holding response is sent.

Once a complaint has been responded to, the customer has the opportunity to request a review if they are not satisfied with the response: this is classed as stage 2 of the complaints process. The stage 2 review will be undertaken by a Head of Service or Director. Once a stage 2 response has been sent, if the customer still does not feel they are satisfied with the response, they can take their complaint to the LGO for consideration.

In the period 2023/24, 114 formal complaints were received by the Council. An analysis of the complaints over the last 3 years is detailed within Appendix 2.

The areas of most complaint during 2023/24 were in relation to bins/bin collection and council tax charges/decision.

In relation to the 20 bins/bin collection complaints, these were all dealt with by Operations as follows:

- 8 issues with missed bin collections
- 1 issue with collection point next to property
- 1 issues with wagon reversing down street
- 2 missed assisted collections
- 1 relating to non-delivery of a new bin
- 1 issue with a bulky collection
- 1 Damage to property
- 1 Brown bin issues
- 1 Cannot afford to pay for green general waste bin
- 1 Assistance with moving bins from previous occupier
- 1 Wheelie bins being left on pavements and damage to grass verge
- 1 Noise when emptying bins before 8am

4.6 Learning and improvements

In relation to lessons learned and further improvements being made as a result of customer feedback, the Council is constantly reviewing how to improve service, including the following during the 2023/24 period:

- To improve partnership working with Lancashire County Council to improve public information to support a reduction in the number of complaints to the Council and customers know who to contact for help and support if needed.
- Undertaken comprehensive consultation to manage residents' expectations.
- The Operations Team delivers services that impact the residents of Rossendale on a daily basis and occasionally things do not go to plan, these are rectified in a timely manner and the team review all complaints each month to ensure that they learn from them and continually modify systems and procedures to ensure maximise productivity. The Operations Team received 39 Complaints and 51 Compliments during the year, the largest proportion of Complaints (12) related to missed bin

collections, overall the Waste Services Team collected 99.8% of bins on time which is in excess of their target of 98%. In the last 12 months we have started work in implementing a new back office system to monitor service performance and provide live data to both the Public and our colleagues in Corporate Support, we hope that this system will not only improve our day to day performance (reducing the number of missed bins) but also improving our communications with residents. Our second highest area of complaints related to the maintenance of open spaces (Weed control and Grass cutting), we received 7 complaints in this area. 96% of our amenity grass was cut as per schedule which is in excess of our target of 95% but we strive to increase this figure - unfortunately Grass cutting is very much effected by the weather conditions. Our new back office system will cover this area of work and we expect it to go live in Q4 2024/25, again the system will give us much more accurate real time monitoring data and will assist us in the rescheduling of mowing rounds whilst providing better feedback to residents.

- On a positive note, it is encouraging to see the compliments received to the Operations Team, the trend throughout these is of a caring staff team who go above and beyond their daily duties to support the residents of Rossendale in the best way that they can, this is reflected across our Waste, Town Centre Caretakers and Green Spaces Teams and is a credit to all involved.
- We responded to the complainant immediately to explain that the bulletin contains information sent to the team by local groups. We have no control over which group sends us information about their event. However since the complaint we have asked our community partnership members in Whitworth and Bacup to remember to send through information about any event in their town that they would like publicised.

4.7 During 2023/24 the average number of working days taken to deal with complaints was 10 days, which is within the expected customer service standard of 10 working days.

4.8 97 complaints of the 114 complaints received in 2023/24 were resolved at stage 1. There were 17 complaints progressed to stage 2 reviews, 13 were resolved and 3 were referred on to the LGO by the complainant.

4.9 LGO Enquiries and Complaints

The LGO provides an Annual Summary of complaints they have received against the Council each year. Members must note that the LGO does not normally notify the Council of all contact (such as when advice is given, or if it is something at the pre-enquiry stage). In the majority of cases the Council finds out about a case once a decision has been made or if the LGO requests additional information as part of the investigation.

The LGO categorises complaints and enquiries as detailed below:

- **Invalid or incomplete** - not given enough information to consider the issue.
- **Advice given** - provided early advice or explained where to go for the right help.
- **Referred back for local resolution** - found the complaint was brought too early because the organisation involved was not given the chance to consider it first.
- **Closed after initial enquiries** - assessed the complaint but decided against completing a full investigation. This might be because the law says LGO are not allowed to investigate it, or because it would not be an effective use of public funds if investigated.
- **Upheld** - completed a detailed investigation and found evidence of fault, or found the organisation accepted fault early on.
- **Not upheld** - completed a detailed investigation but did not find evidence of fault.

4.10 The LGO Liaison Officer provides regular updates to the Council’s manager on open investigations. When investigations are opened, regular updates are provided to the Council’s Monitoring Officer to discuss deadlines and any issues which may arise.

4.11 A quarterly report is also provided to Corporate Management Team meetings for the Chief Executive, Directors and Heads of Service to monitor. LGO complaints are also recorded on the Council’s quarterly performance management monitoring reports, which are scrutinised by the Overview and Scrutiny Committee.

4.12 During 2023/24 the Ombudsman received 6 enquiries/complaints about this Council of which:

- 2 were referred back to the Council (to go through the Council complaints process). The Council is not aware of any referrals coming back through the complaints system, because the Ombudsman does not notify the Council of referrals. It is also up to the complainant to decide whether they wish to continue to pursue their complaint following receiving advice from the LGO enquiry service.
- 1 was closed after initial enquiries because there was no injustice/service failure.
- 1 incomplete – invalid.
- 2 were investigated and has since been closed as detailed in section 4.12.

The LGO made the Council aware of 3 of the 6 complaints they received in 2023/24 (50%)

4.13 The LGO made decisions on 6 complaints during 2023/24 as detailed below:

- 2 were referred back to the authority (to go through the Council complaints process).
- 1 was closed after initial enquiries because there was no injustice/service failure
- 1 incomplete – invalid.
- 2 complaints were investigated and were upheld as the Council was at fault.

The LGO made the Council aware of 3 of the 6 decisions made in 2023/24 (50%).

4.14 There were 2 investigations on which decisions were made in 2023/2024, relating to Benefits & Tax and Housing.

The LGO upholds complaints where fault is found in an organisations actions. They also uphold complaints where the organisation accepts fault before their involvement. There are 2 cases for 2023/2024.

4.15 Comparisons with 2023/24 LGO complaints and enquiries are as follows:

Ombudsman Complaints and Enquiries:	2021/22	2022/23	2023/24
Received	13	5	6
Decisions made	13	6	6

Complaint received category:	2021/22	2022/23	2023/24
Benefits and Tax	5	2	2
Corporate and other services	2	0	0
Environmental Services & Public Protection & Regulation	2	1	1
Highways and Transport	1	0	0
Other	1	0	
Planning & Development	2	2	2
Housing	0	0	1
Total	13	5	6

Decisions made:	2021/22	2022/23	2023/24
Referred back for local resolution	5	1	2
Closed after initial enquiries	4	4	1
Incomplete/invalid	0	0	1
Advice given	1	0	0
Investigated: Upheld	3	0	2
Investigated: Non Upheld	0	1	0
Total	13	6	6

The LGO has provided the information at Appendix 1 which shows the breakdown of complaints received and the decisions made. This additional information provides details concerning the number of cases and reference numbers, and assists the Council in matching up the cases that the LGO has informed the Council of. The Council is appreciative of this information which enables the data to be analysed.

The number of enquires received and decisions issued by the Ombudsman remains low.

No public interest reports were issued during this period and there are no upheld complaints, especially bearing in mind the amount of contact the Council has with its customers on an annual basis.

4.16 The Council welcomes customer feedback in order to make continuous improvements to its services. Services are also improved through reviewing formal complaints and identifying learning outcomes. Corporate Management Team regularly reviews this information in order to further develop and shape Council services.

4.17 It is important to consider these figures in the context of the number of contacts from customers and services delivered in any 12 month period. For example, over the last year:

- the Council has 32,795 Council Tax accounts, 2806 NNDR accounts and 5,074 benefit claimants.
- the Council received 69,896 telephone calls and 13,376 completed web forms in addition to other forms of contact.
- 858,950 domestic paper and cardboard collections, which allowed 1795 tons of material to be recycled.
- 858,950 domestic glass, tins, cans and plastic collections which allowed 3564 tons of material to be recycled.
- 898,339 domestic general waste collections and 15558 tons of waste was sent to landfill.
- 132,137 domestic garden waste collections, which allowed 1837 tons of garden waste to be recycled.
- The Council collects waste from 403 commercial organisations with 249 of these businesses having a separate recycling collection, the frequency of collection is to suit the customer and ranges from twice a week to fortnightly.
- The Council completed 3,107 bulky waste requests from customers including diverting 103 tons of POPs (Sofa, Chairs etc) from landfill.
- The Council delivered/removed 5,244 bins of which 3,655 were for recycling.
- The Council empties over 790 litter bins either twice a week or daily.
- The Council has attended 1178 reports of fly tipping.
- The council sweeps approx. 284 km of adopted road and 362 km of adopted footpaths and the main roads/footpaths are swept every two weeks and the other roads/footpaths every 9 weeks. Towards the end of the autumn period there are also dedicated routes to deal with the leaf fall. 1255 tons of street detritus and leaves diverted from Landfill.

- Investigated 207 fly tipping incidents where some evidence found of possible offenders
- Issued 31 Fixed Penalty Notices for fly tipping and related offences
- Prosecuted 3 offenders for fly-tipping offences resulting a fine and costs of £1600 for one matter; a suspended prison sentence of 18 months ordered to do 10 days rehabilitation and 150 hours unpaid work on top for the second matter and an 8 months prison sentence suspended for 18 months for the third matter.
- Dealt with 319 reports of abandoned vehicles

4.18 The number of LGO Investigations remain low during 2023/24

5. RISK

All the issues raised and the recommendations in this report involve risk considerations as set out below:

- There is a risk of damage to the Council's reputation if complaints are not responded to in a timely manner. Complainants and the LGO are kept up to date if there are extenuating circumstances, or if a complaint is so complex that it requires more time than usual to respond.
- Not monitoring complaints would create a risk of not learning from experiences. Complaints are regularly reviewed via Corporate Management Team and by service area managers.
- There is risk of financial penalty should the LGO find maladministration against the Council.

6. FINANCE

The Council faces the risk of financial penalty should the LGO find maladministration against the Council in any existing or future complaints. The Council made a payment of £950.00 in response to a complaint resolution.

7. LEGAL

The legal implications have been included within the report. In addition to LGO investigations, the Monitoring Officer has statutory responsibility to consider and, where necessary, investigate illegality, maladministration or statutory breaches which may, in turn, also be reported to the Council.

8. POLICY AND EQUALITIES IMPLICATIONS

There are no policy or equalities implications.

9. REASON FOR DECISION

To monitor formal complaints and LGO enquiries to enable the Council to make continuous improvements to its services.

Background Papers

Document	Place of Inspection
2020/21 Report item D5:	https://www.rossendale.gov.uk/meetings/meeting/1275/overview_and_scrutiny_committee
2021/22 Report item D4:	https://www.rossendale.gov.uk/meetings/meeting/1328/overview_and_scrutiny_committee

Received

Reference	Category	Received
23001627	Planning & Development	04/05/2023
23001651	Benefits & Tax	09/05/2023
23005508	Benefits & Tax	12/07/2023
23012367	Housing	10/11/2023
23015019	Environmental Services & Public Protection & Regulation	20/12/2023
23019153	Planning & Development	28/02/2024

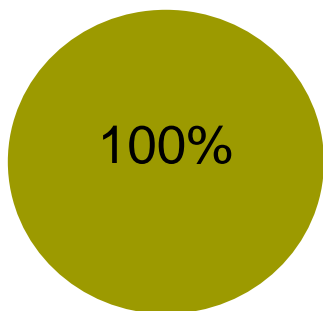
Decided

Reference	Category	Decided	Decision	Decision Reason	Remedy	Service improvement recommendations
23001627	Planning & Development	24/05/2023	Closed after initial enquiries	Not warranted by alleged injustice		
23001651	Benefits & Tax	20/09/2023	Upheld	fault no injustice		
23005508	Benefits & Tax	12/07/2023	Incomplete/Invalid	Insufficient information to proceed and PA advised		
23012367	Housing	15/03/2024	Upheld	fault & injustice	Financial redress: Avoidable distress/time and trouble	
23015019	Environmental Services & Public Protection & Regulation	20/12/2023	Referred back for local resolution	Premature Decision - advice given		
23019153	Planning & Development	28/02/2024	Referred back for local resolution	Premature Decision - advice given		

Compliance

Reference	Category	Decided	Remedy	Remedy Target Date	Remedy Achieved Date	Satisfaction with Compliance
23012367	Housing	15/03/2024	Financial redress: Avoidable distress/time and trouble	12/04/2024	28/03/2024	Remedy complete and satisfied

Complaints upheld



100% of complaints we investigated were upheld.

This compares to an average of **63%** in similar organisations.

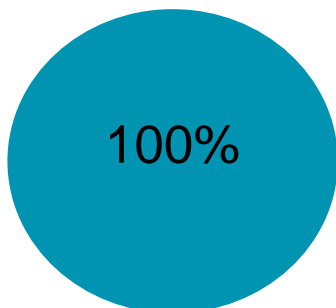
2
upheld decisions

This is 2.8 upheld decisions per 100,000 residents.

The average for authorities of this type is 1.2 upheld decisions per 100,000 residents.

Statistics are based on a total of **2** investigations for the period between 1 April 2023 to 31 March 2024

Compliance with Ombudsman recommendations



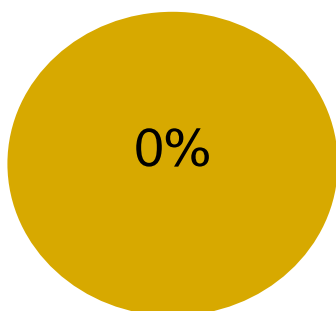
In **100%** of cases we were satisfied the organisation had successfully implemented our recommendations.

This compares to an average of **99%** in similar organisations.

Statistics are based on a total of **1** compliance outcome for the period between 1 April 2023 to 31 March 2024

- Failure to comply with our recommendations is rare. An organisation with a compliance rate below 100% should scrutinise those complaints where it failed to comply and identify any learning.

Satisfactory remedy provided by the organisation



In **0%** of upheld cases we found the organisation had provided a satisfactory remedy before the complaint reached the Ombudsman.

This compares to an average of **21%** in similar organisations.

0
satisfactory remedy decisions

Statistics are based on a total of **2** upheld decisions for the period between 1 April 2023 to 31 March 2024

Complaints received from 2021-22 – 2023-24

Complaint about:	2021/22		2022/23		2023/24	
	No. of complaints	% of total	No. of complaints	% of total	No. of complaints	% of total
Action/response/communication	13	12.04	20	14.1	14	12.3
Advice/information given	1	0.93	0	0	0	0
Anti-social behaviour	0	0	2	1.41	2	1.75
Application processing	1	0.93	1	0.70	1	0.90
Bailiff charges/action	1	0.93	3	2.11	2	1.75
Benefits processing	3	2.77	6	4.23	3	2.65
Bins/bin collection	26	24.07	39	27.5	20	17.55
Council decision	5	4.63	3	2.11	5	4.39
Council policy/procedure	2	1.85	5	3.52	3	2.63
Council Tax charges/ decision	14	12.96	32	22.53	14	12.29
Customer service	0	0	1	0.70	1	0.88
Footpaths	1	0.93	0	0	5	4.39
Grant Funding	4	3.70	2	1.41	0	0
Grass cutting	1	0.93	1	0.70	3	2.63
Housing/landlord	0	0	1	0.70	2	1.75
Litter/ debris/ fly tipping	3	2.77	1	0.70	2	1.75
Noise nuisance	0	0	1	0.70	0	0
Other	6	5.56	0	0	4	3.51
Property/ land	4	3.70	5	3.52	9	7.90
Quality of service	7	6.48	5	3.52	4	3.51
Recovery/payment Council Tax	2	1.85	0	0	2	1.75
Staff member/ team	12	11.11	11	7.74	8	7.02
Time taken	1	0.93	1	0.70	4	3.51
Trees	1	0.93	0	0	3	2.63
Weeds	0	0	1	0.70	2	1.75
Flooding/Drainage	0	0	1	0.70	0	0
Total	108		142		114	

Subject:	Annual Equality Workforce Profile 2023/2024	Status:	For Publication
Report to:	Overview and Scrutiny Committee	Date:	09/09/2024
Report of:	Head of People and Policy	Portfolio Holder:	Environment and Corporate Services
Key Decision:	<input type="checkbox"/> Forward Plan <input type="checkbox"/>	General Exception	<input type="checkbox"/> Special Urgency <input type="checkbox"/>
Equality Impact Assessment:	Required:	No	Attached: No
Biodiversity Impact Assessment:	Required:	No	Attached: No
Contact Officer:	Clare Law	Telephone:	01706 252457
Email:	clarelaw@rossendalebc.gov.uk		

1. RECOMMENDATION(S)

- 1.1 That Overview and Scrutiny considers the content of the Council's Annual Equality Workforce Profile for 2023/24 attached at Appendix 1, and agree any specific actions or issues that need to be taken forward arising from the content of the report.
- 1.2 That Overview and Scrutiny continues to monitor the Council's progress on equality and sufficient publication of equality information in line with current legislative and best practice requirements to ensure that the Council is operating fairly and equitably.

2. EXECUTIVE SUMMARY

- The Annual Equality Workforce Profile covers April 2023 to March 2024.
- The report provides an annual summary of the profile of the workforce by its protected characteristics as defined under the Equality Act 2010 compared where possible to the 2021 Census (not all the information is currently available on the ONS website from the 2021 Census)

3. BACKGROUND

- 3.1 Rossendale Borough Council is committed to ensuring that it is operating fairly and equitably in both its employment practices and service delivery, in line with, current legislation and codes of practice.
- 3.2 The Public Sector Equality Duty requires the Council is to publish equality information on at least an annual basis.
- 3.3 The Councils Equality Policy was reviewed in 2021 and outlines how equality, diversity and inclusion for all staff and communities in Rossendale will be supported.

4. DETAILS

- 4.1 The Annual Equality Workforce Profile 2023-24 set out in Appendix 1 presents the Council's key workforce equality data.

Elected Member monitoring information is not included in this report, however it is available from Member Services on request.

4.2 Due to the Council's size, much of the data we actively collect in relation to our workforce relates to small numbers of people. The data we collect is monitored, wherever possible, against the Rossendale profile, this is based on the 2021 Census, not all 2021 Census information has been published to the ONS website. However, the Council is committed to work towards achieving a workforce that reflects the Rossendale profile and develop an organisation that champions a diverse workforce.

Although Equality Impact Assessments are not a legal requirement, the Council has embedded an Equality Impact Assessment process to assess the impact of our policies, practices and decision making on equality. Using good quality information and analysis can help identify practical steps to mitigate or eliminate any negative impacts or discrimination within the Council's policy development and decision making processes.

The Council has undertaken a number of public consultation exercises on community base projects including the Haslingden Market consultation.

Equality Impact Assessments are published with the relevant Council or Committee reports.

From 2017, any organisation that employs 250 or more staff must publish and report specific figures about their gender pay gap. The Council do not meet the requirements to report the gender pay gap to HMRC. However, the Council can report it does not have a gender pay gap.

4.3 The Council's Equality Policy has been reviewed this year as part of the policy periodic review process and it is proposed the Council's equality objectives are:

- To enhance understanding of and promote equality and diversity at all levels within the Council.
- To have a diverse workforce that aims to be representative of the borough and to ensure that all staff are treated fairly.
- To assess, consult and evaluate the equality impact of our policies and decisions and to change where reasonably possible what we do to mitigate or eliminate any inequality.
- To ensure that our staff and Councillors engage and communicate with members of the community in an accessible and inclusive way.

4.4 The Council is committed to continue to work with our partners, residents, customers and communities to promote equality, diversity and inclusion, and to tackle discrimination and harassment regarding our employees, residents and service users in all operations of the organisation and services it provides.

5. RISK

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

Non-compliance with the Equality Act 2010 and associated Equality Duties. This includes potential legal challenge and possible associated financial and reputational costs if equality duties are not complied with.

Possible investigation by the Equality and Human Rights Commission if equality information published is not considered sufficient.

6. FINANCE

6.1 As noted in the report, the progress made in this area assists the Council in mitigating the risk of legal challenge and therefore the associated financial risks.

7. LEGAL

7.1 No additional comments to be made in relation to this report.

8. POLICY AND EQUALITIES IMPLICATIONS

8.1 The Equality Act 2010 requires the Council to have due regard in the exercising of its functions in relation to the three aims of the Equality Duty, for the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- Advanced equality of opportunity between people who share a relevant protected characteristic and people who do not share it.
- Foster good relations between people who share a relevant protected characteristic and those who do not share it.

8.2 The amount of regard that is “due” is set out in the Act and will depend on the circumstances of the case. Under the general equality duty there is a requirement to engage with people with protected characteristics and to have an adequate evidence base for Council decision-making. The duty to inform, consult or involve requires that the Council must involve communities and those directly affected at the most appropriate and proportionate level in ‘routine functions, in addition to one-off decisions.’ The Council is required to consult representatives of a wide range of local people; this should include local voluntary and community organisations and small businesses in such consultation.

8.3 Consultation has been undertaken with the Council’s Corporate Management Team, Portfolio Holder and Member Equalities Champion in relation to Annual Equality Workforce Profile 2023/24.

9.0 REASON FOR DECISION

9.1 The Council continues to ensure it is working to achieve positive outcomes for its communities and has maintained strong and clear leadership on the importance of equality as a core part of Council business, reflected in its the decision making processes, progress and activity across the Council.

Background Papers	
Document	Place of Inspection
Annual Equality Workforce Profile 2023/24	Attached as Appendix 1



Annual Equality Workforce Profile

2023-24

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Responsible Service	People and Policy	Version/Status	Final
Responsible Author	Head of People and Policy	Date Agreed/Agreed At	
Date last Amended	July 2024	Due for Review	July 2025

Rossendale Borough Council is committed to encouraging equality, diversity and inclusion to eliminate unlawful discrimination. To support this other formats of this document are available upon request. Please contact PeopleandPolicy@rossendalebc.gov.uk.

1. Introduction

- 1.1 Rossendale Borough Council is committed to developing an inclusive culture where all individuals are respected and treated fairly, where diversity is celebrated and everyone regardless of background can reach their full potential.

2. The Equality Act 2010

- 2.1 The Equality Act 2010 states that everyone has the right to be treated fairly and equally.
- 2.2 The Act places a general equality duty on all public sector organisations to have due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- 2.3 The equality duty is supported by two main specific duties which require public bodies to:
- Set and publish equality objectives at least every four years
 - Publish equality information at least annually.
- 2.4 **Protected Characteristics (or protected groups)**

The Council aims to ensure that no one receives less favourable treatment for reasons relating to all recognised protected characteristics covered by the Act.

The protected characteristics covered by the Act are as follows:

- Age
- Disability
- Gender Reassignment
- Marriage and Civil Partnership
- Pregnancy and maternity
- Race
- Religion or belief
- Sex (gender)
- Sexual Orientation

2.5 Equality Impact Assessment

The Public Sector Equality Duty contained in section 149 of the Equality Act 2010 requires public authorities to have due regard to a number of equality considerations when exercising their functions.

An equality impact assessment is an evidence-based approach designed to help organisations ensure that their policies, practices, events and decision-making processes are fair and do not present barriers to participation or disadvantage any protected groups from participation.

- 2.3 The Council recognises its statutory equality duties under legislation in terms of employment and service provision and is committed to meet them though its objectives set out in the Council's Equality Policy 2021:
- To enhance understanding of and promote equality and diversity at all levels within the Council.
 - To have a diverse workforce that aims to be representative of the borough and to ensure that all staff are treated fairly.
 - To assess, consult and evaluate the equality impact of our policies and decisions and to change where reasonably possible what we do to mitigate or eliminate any inequality.
 - To ensure that our staff and councillors engage and communicate with members of the community in an accessible and inclusive way.
 - To continue working with our partners, where appropriate, to reduce inequality in all of our communities.

3. Annual Equality Workforce Profile 2023-24

- 3.1 All public sector employers, including local authorities, have a statutory duty under the Act to publish the equality profile data it holds for its directly employed workforce at least annually to demonstrate compliance with the Public Sector Equality Duty.
- 3.2 This data underpins the Council's commitment to ensuring that its employment practices are free from discrimination and fulfil the core statutory duty placed on all public sector employers.
- 3.3 The workforce equality profile is based on headcount of the workforce as at 31st March 2024. Elected Member monitoring information is not included in this report, if required the information is available from Member Services.
- 3.4 The Council is committed to work towards achieving a workforce that reflects the community profile and develop an organisation that champions a diverse workforce.
- 3.5 This annual report provides information about the composition of the workforce, the people we have recruited, the use of discipline, grievance and other procedures and information about employees who leave the authority.
- 3.6 Census figures have been used for comparison where they have been available on the Office for National Statistics website.

4. Population

- 4.1 In Rossendale, the population size has increased by 4.1%, from around 68,000 in 2011 to 70,800 in 2021. This is lower than the overall increase for England (6.6%), where the population grew by nearly 3.5 million to 56,489,800.
- 4.2 Analysis of our Workforce Profile data showed that 53% of staff live in the borough, 32% in BB4 postcode and 21% in OL13 postcode areas.

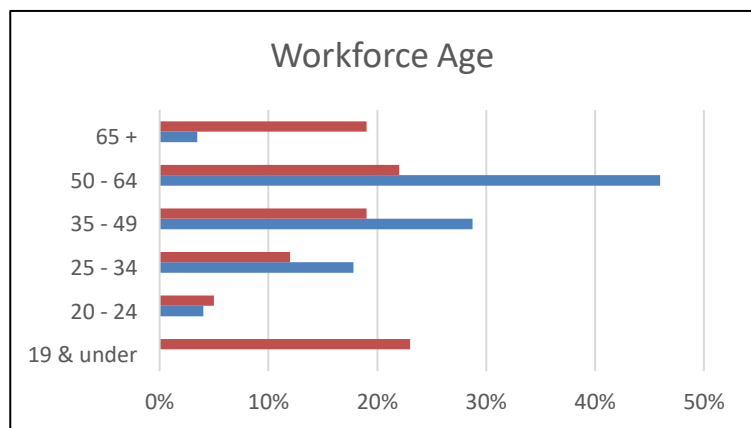
5. Workforce Profile

5.1 At 31st March 2024 the establishment was made up of 176.9 FTE posts, 14 of which were vacant. The Council employed 174 staff (162.9 full time equivalent). The headcount of 174 was made up of 151 full time, 20 part time employees and 3 casual employees. 154 employees are employed on permanent contracts, 17 employees are employed on temporary contracts and 3 employees are employed on a casual basis.

5.2 Employees are requested to inform People and Policy if any of their monitoring details change, however, updating details is voluntary so the information is not always accurate.

5.3 Age

	RBC	Rossendale
19 & under	0%	23%
20 - 24	4%	5%
25 - 34	18%	12%
35 - 49	29%	19%
50 - 64	46%	22%
65 +	3%	19%



As at 31st March 2024 the largest age group employed by the Council was staff aged 50 to 64 at 46%, the 2021 Census confirms that the largest working age group within the borough is 50 to 64 years. Compared to Council figures for 2022-23 the percentage of staff employed 50+ has increased from 47% to 49% and staff employed aged 40+ has increased from 68% to 78%.

A total of 36% of the workforce are aged 55 or over. As more of the workforce moves into the 55 and over age range there is an increased importance on ensuring that in addition to retention initiatives to retain older workers, robust succession planning and management development training is embedded into service planning to ensure business continuity and effective managers for the future. Development training provided in 23/24 included level 5 coaching qualification for 6 managers and the rising stars development programme for 7 internal staff.

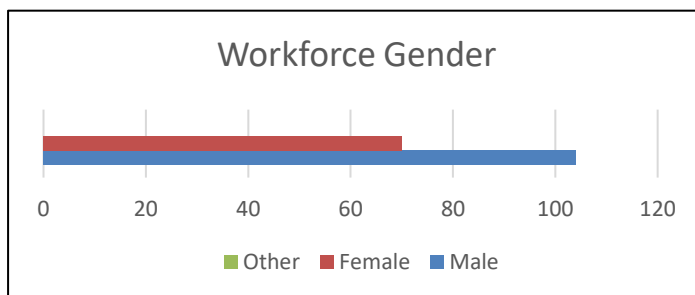
The percentage of staff aged 19 to 24 has decreased from 5% to 4%. To address this, the Council have introduced a number of apprenticeship roles to attract and develop a younger workforce. Vacant roles are reviewed on an ongoing basis to determine if they are suitable for an apprenticeship opportunity, especially those posts which are difficult to recruit to.

5.4 Gender

During the period 2023-24 the Council employed 60% males and 40% females indicating only a slight change from figures in the 2022-23 report. The higher percentage of males can be attributed to a predominantly male workforce within Operational Services which accounts for 40% of the workforce.

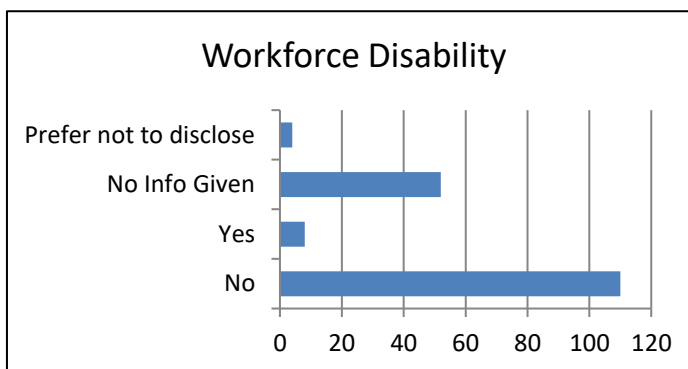
There were no members of staff identifying as other.

	No.	%
Male	104	60%
Female	70	40%
Other	0	0%
	174	100%



5.5 Disability

	No.	%
No	110	63%
Yes	8	5%
No Info Given	52	30%
Prefer not to disclose	4	2%
	174	100%

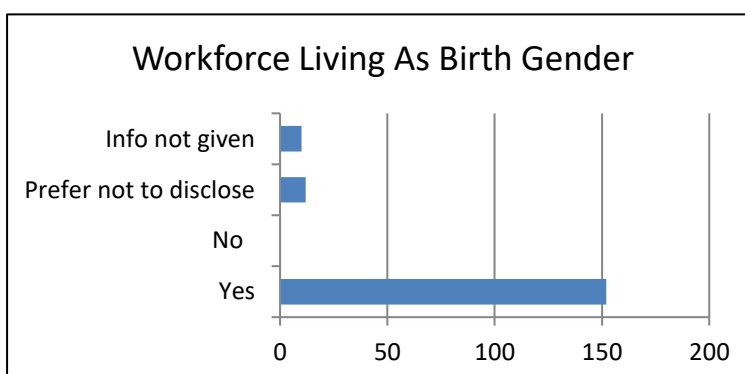


The data shows that 8 employees have declared a disability. In 2018 the Council gained the Disability Confident Employer (Level 2) accreditation by committing to inclusive and accessible recruitment this included, offering an interview to applicants with a disability if they meet the minimum criteria for the role. The Council was re-awarded the accreditation in February 2022.

We will continue to support existing employees who have or develop a disability by providing reasonable adjustments, referrals to Occupational Health and accessing external support such as Access to Work (a government scheme which can contribute to the costs of any extra support required to help employees stay in work) and Able Futures (a government funded scheme which offers a 9 month programme of mental health support to help employees stay in work).

5.6 Gender Reassignment (Employees living as birth gender)

	No.	%
Yes	152	87%
No	0	0%
Prefer not to disclose	12	7%
Info not given	10	6%
	174	100%



5.7 Marriage and Civil Partnership

The Council does not record data on marriage and civil partnership relating to the workforce.

5.8 Pregnancy and Maternity

During the period 2023-24 four members of staff took maternity leave. As at 31st March 2024 two have returned back to work and two are still on maternity leave.

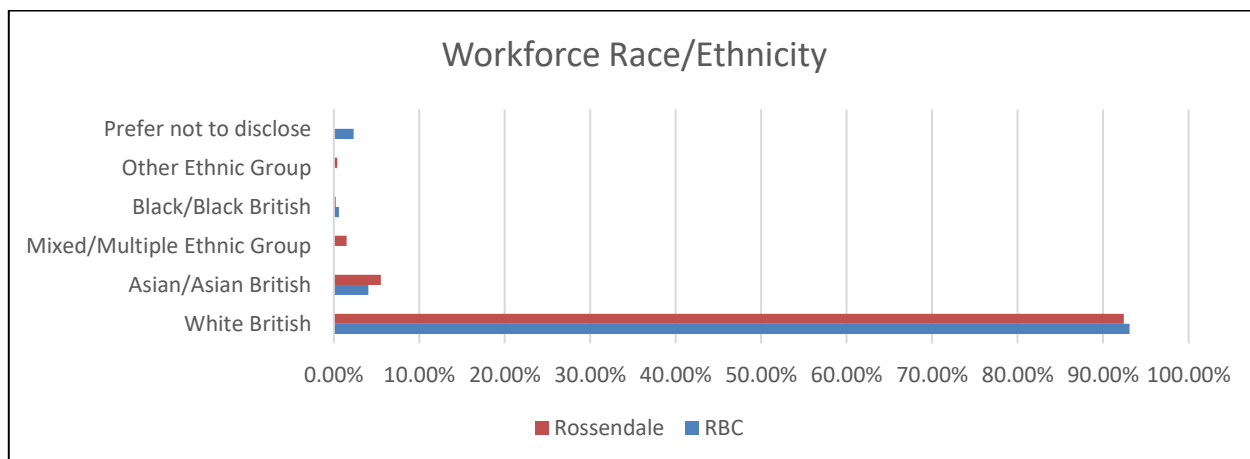
The Council aims to positively support employees during their maternity leave and when they return to work. We understand the importance of supporting employees to achieve a successful work life balance and are committed to exploring flexible working options.

5.9 Race and Ethnicity

The percentage of White British was 93.1% and non-white minorities in employment overall at RBC for 2023-24 was 4.59%. The figure of 4.59% represents 8 members of staff. According to the 2021 Census the population in Rossendale indicates that 6% of Rossendale's total population were from minority ethnic communities.

We will continue to work with recruiting managers to ensure fair and inclusive interview practices across the Council and provide Equality Awareness training to all staff. We will review our recruitment practices on an ongoing basis to ensure that our selection processes are equitable for all and do not create any barriers for applicants.

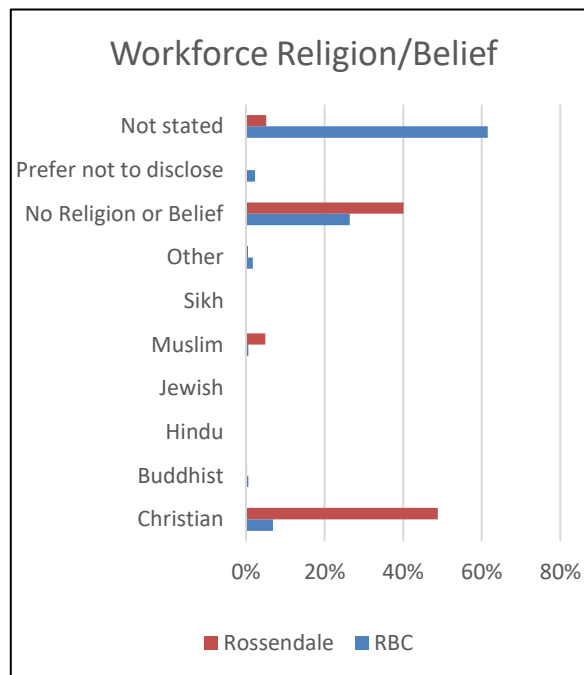
	RBC	Rossendale
White British	93.10%	92.40%
Asian/Asian British	4.02%	5.50%
Mixed/Multiple Ethnic Group	0.00%	1.50%
Black/Black British	0.57%	0.20%
Other Ethnic Group	0.00%	0.40%
Prefer not to disclose	2.30%	0.00%
Totals	100%	100%



5.10 Religion and Belief

Data as at 31st March 2024 is shown in the table below, this has been compared to the figures of the Rossendale community (Census 2021).

	RBC	Rossendale
Christian	6.90%	48.80%
Buddhist	0.57%	0.30%
Hindu	0.00%	0.10%
Jewish	0.00%	0.10%
Muslim	0.57%	4.90%
Sikh	0.00%	0.00%
Other	1.72%	0.50%
No Religion or Belief	26.44%	40.10%
Prefer not to disclose	2.30%	0.00%
Not stated	61.49%	5.20%
	100%	100%



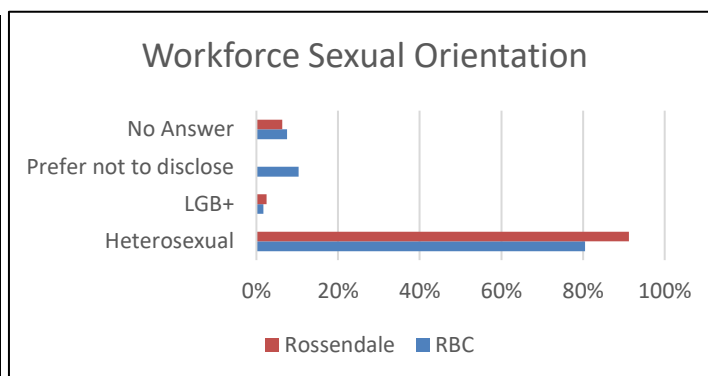
The Council is committed to the adoption of the International Holocaust Remembrance Alliance (IHRA) definition of anti-Semitism.

The Council supports people of all different religion and beliefs, and promotes the use of a room for prayer. We also encourage and support flexible working options during religious observance and festivals.

5.11 Sexual Orientation

Data as at 31st March 2024 show the following information on sexual orientation.

	RBC	Rossendale
Heterosexual	80%	91%
LGB+	2%	3%
Prefer not to disclose	10%	0%
No Answer	7%	6%
	100%	100%



The lesbian, gay, bisexual, transgender, queer (or sometimes questioning), and others community (LGBTQ+) were officially recognised in the 2021 Census for the first time in its 220 year history. The 2021 Census shows that in Rossendale 3% of people over the age of 16 identify as lesbian, gay, bisexual or other (LGB+).

5.12 Gender Pay Gap Reporting

From 2017, any organisation that has 250 or more employees must publish and report specific figures about their gender pay gap.

The gender pay gap is the difference between the average earnings of men and women, expressed relative to men's earnings.

The Council do not meet the requirements to report the gender pay gap to HMRC however for the purpose of this report we have calculated as below:

Mean male hourly rate of pay £16.26

Mean female hourly rate of pay £17.18

Overall mean hourly rate of pay £16.63

The data shows that the mean female hourly rate is actually higher than the mean male hourly rate of pay. Accordingly to the ONS survey in 2023, the gender pay gap stood at 7.7%, our figures show that the mean female hourly rate is 5.6% higher than the mean male hourly rate of pay.

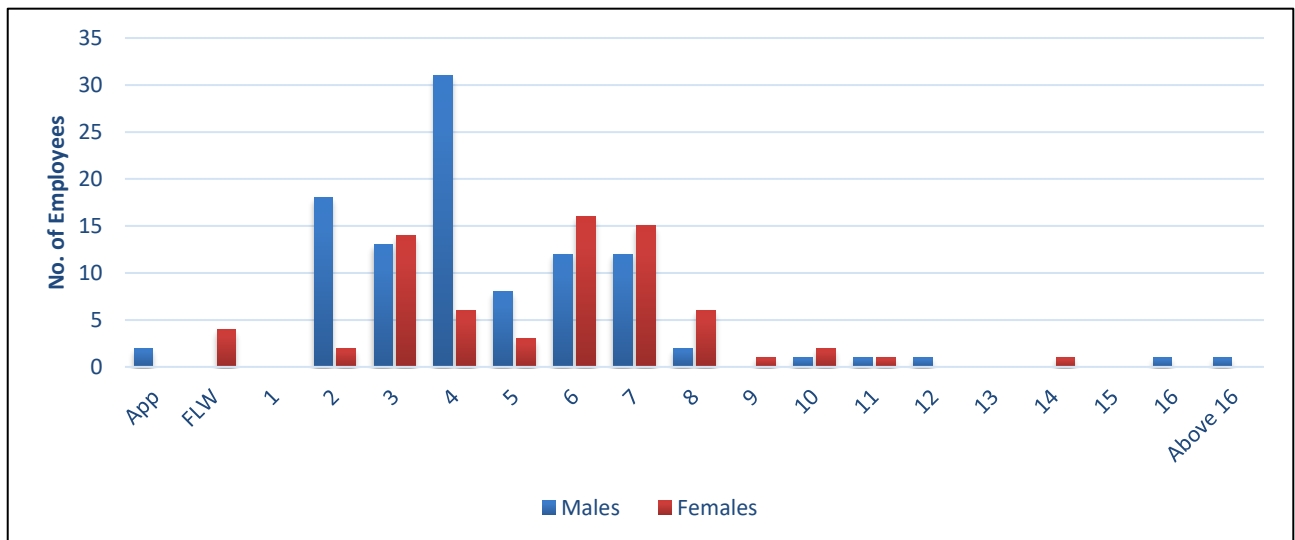
[Gender pay gap in the UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk)

5.13 Pay

Comparison of the distribution of male and female employees at each salary grade shows that men are highly over represented at grades 2 and 4. The roles of staff paid at Grade 2 and 4 are predominantly male orientated roles, such as Waste Operative and LGV Driver.

6. Distribution of male and female employees at each salary grade

6.1



6.2 The Council is committed to paying a Real Living Wage because we believe that staff deserve a wage that meets their everyday needs and is in line with the cost of living. The Living Wage Rate is reviewed every year and is higher than the statutory National Minimum Wage and the National Living Wage.

7. Workforce Disciplinary and Grievance Cases

7.1 The following tables show equality monitoring of any employee disciplinary and grievance cases that have been managed under the formal process of the Disciplinary Policy, Grievance Policy and Dignity at Work Incorporating Bullying and Harassment Policy.

7.2 Age

	No.
16-18	
19-24	
25-39	1
40-49	
50-59	
60+	1
	2

7.3 Gender

	Disciplinary	Harassment	Grievance
Male	2		
Female			
	2		

7.4 Disability

	Disciplinary	Harassment	Grievance
Disabled			
Not Disabled	2		
	2		

7.5 Race and Ethnicity

	Disciplinary	Harassment	Grievance
White	2		
Non-white Minorities			
	2		

7.6 Religion and Belief

	No.
No belief	
Prefer not to disclose	2
	2

7.7 Sexual Orientation

	No.
Heterosexual	
Prefer not to disclose	2
	2

7.8 We will continue to provide support to managers to ensure that all employees are treated fairly and in line with existing policies that support the Councils values.

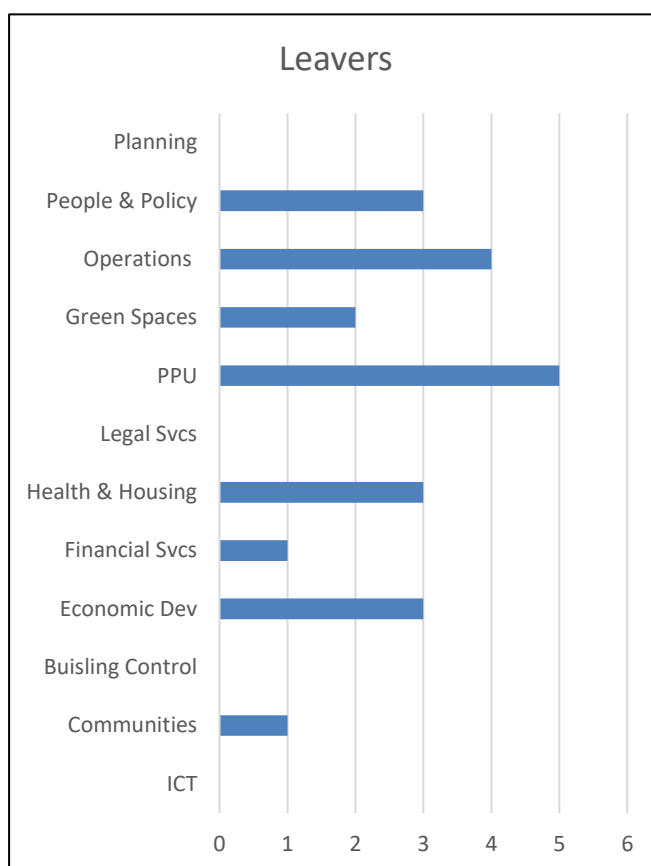
7.9 Training will be provided periodically for Managers on dealing with disciplinary and grievance matters.

8. Leaving the Council

8.1 Chartered Institute of Personnel Development (CIPD) advises the average national turnover percentage to be 15%. The Council's staff turnover for 2023-24 was 12.87% with 22 leavers overall.

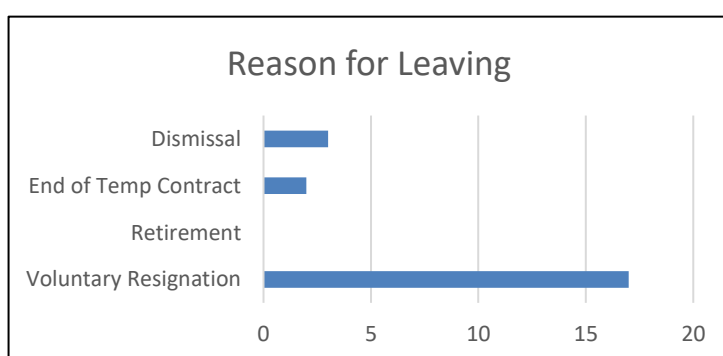
The following table breaks down the leavers by service.

Service	No. of Leavers
Chief Executive	0
ICT	0
Communities	1
Buisling Control	0
Economic Dev	3
Financial Svcs	1
Health & Housing	3
Legal Svcs	0
PPU	5
Green Spaces	2
Operations	4
People & Policy	3
Planning	0
	22



8.2 A total of 77% of leavers left or retired voluntarily from the Council in 2023-24.

Reason For Leaving	No.
Voluntary Resignation	17
Retirement	0
End of Temp Contract	2
Dismissal	3
	22



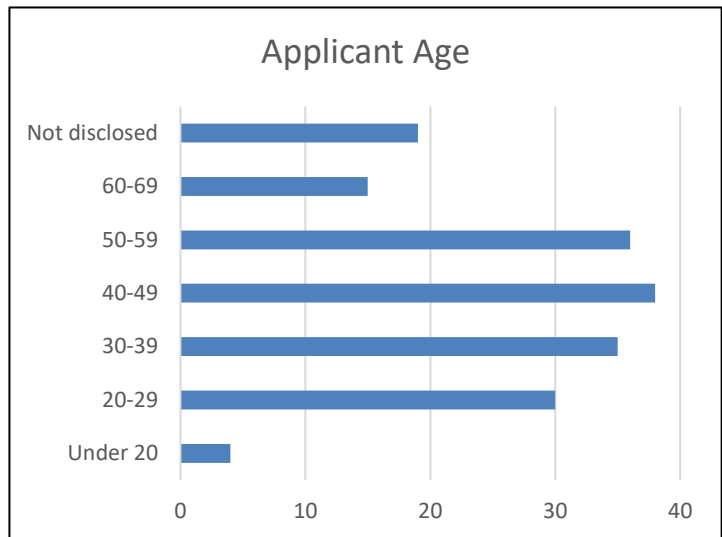
8.3 The exit interview process has been reviewed in July 2023 and a member of Policy & Performance now meets with employees who leave to assist in identifying any key problems or trends which need to be addressed to help retain the workforce.

9. Job Applicants Profile

9.1 As part of the recruitment process equality monitoring of applicants is undertaken. It is not compulsory for applicants to disclose this information.

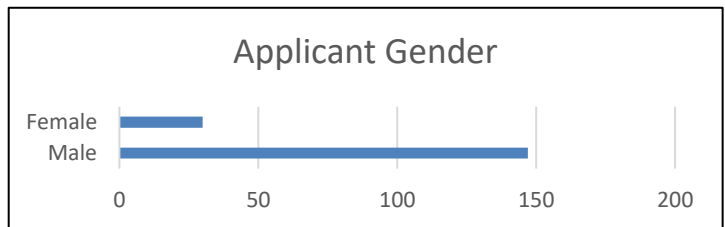
9.2 Age

	No.	%
Under 20	4	2%
20-29	30	17%
30-39	35	20%
40-49	38	21%
50-59	36	20%
60-69	15	8%
Not disclosed	19	11%
	177	100%



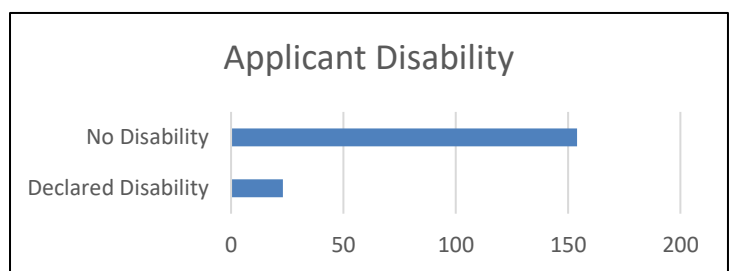
9.3 Gender

	No.	%
Male	147	83%
Female	30	17%
	177	100%



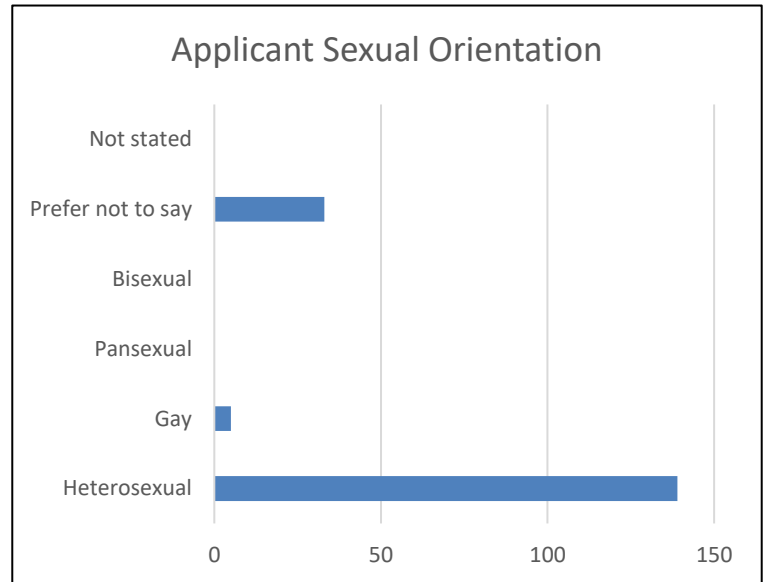
9.4 Disability

	No.	%
Declared Disability	23	13%
No Disability	154	87%
	177	100%



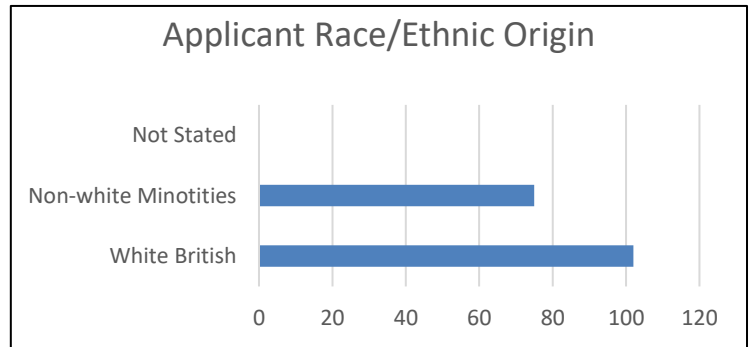
9.5 Sexual Orientation

	No.	%
Heterosexual	139	79%
Gay	5	3%
Pansexual	0	0%
Bisexual	0	0%
Prefer not to say	33	19%
Not stated	0	0%
	177	100%



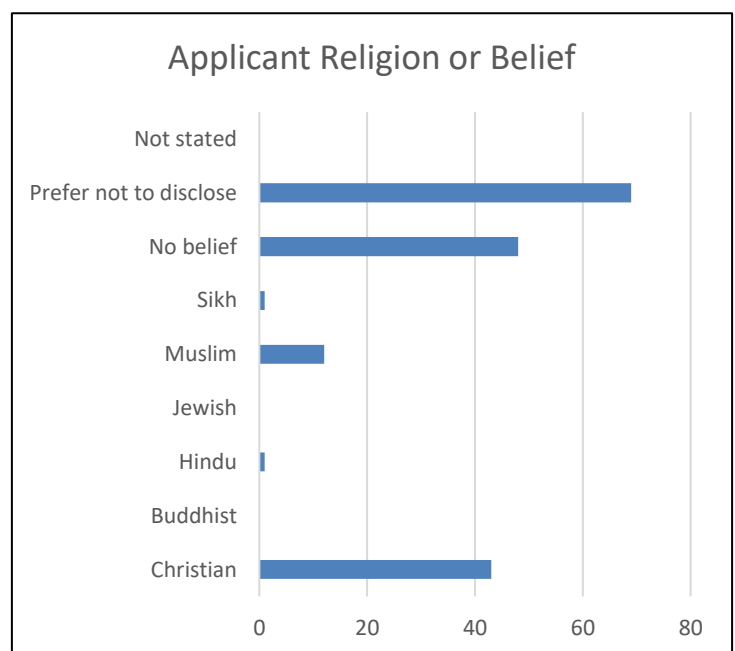
9.6 Race and Ethnicity

	No.	%
White British	102	58%
Non-white Minorities	75	42%
Not Stated	0	0%
	177	100%



9.7 Religion and Belief

	No.	%
Christian	43	25%
Buddhist	0	0%
Hindu	1	1%
Jewish	0	0%
Muslim	12	7%
Sikh	1	1%
No belief	48	28%
Prefer not to disclose	69	40%
Not stated	0	0%
	174	100%



10. Complaints and Discrimination

- 10.1 No complaints have been made against the Council or its staff on the grounds of prohibitive conduct (discrimination, harassment (including sexual harassment) and abuse of authority).

11. Trade Unions

- 11.1 The Council works with Unison and GMB unions.
- 11.2 The Trade Union (Facility Time Publication Requirements) Regulations 2017 came into force on 1st April 2017, which put in place the provisions in the Trade Union Act 2016 requiring relevant public sector employers to publish specified information related to facility time provided to trade union officials.
- 11.3 This information is published on the Council's website.

12. Awareness Raising/Training and Development

- 12.1 The Council recognise that it is critical for our staff to have the skills and knowledge to help eliminate unlawful discrimination, promote equal opportunities and value diversity. Staff are required to undertake periodic equality, diversity and inclusion training on an annual basis.
- 12.2 The Equality Duty (section 149 of the Act) came into force on 5 April 2011 requiring the Council to have an adequate evidence base for its decision-making. Rossendale Borough Council engages and consults with local residents to help us understand more about how our policies affect (or will affect) the different groups who use our services. This information is used to inform and improve decision making throughout the Council. Examples of engagement and consultation during 2022-23 include online and face to face sessions in relation to the changes at Haslingden Market.
- 12.3 The Council also consults and engages with staff through team meetings that contain key corporate messages, staff surveys, annual staff engagements sessions, wellbeing champions, Joint Consultative Committee, Operations Health and Safety Committee and the Chief Executive Huddle.

13. Engagement and Consultation

- 13.1 The Equality Duty (section 149 of the Act) came into force on 5 April 2011 requiring the Council to have an adequate evidence base for its decision-making. Rossendale Borough Council engages and consults with local residents to help us understand more about how our policies affect (or will affect) the different groups who use our services. This information is used to inform and improve decision making throughout the Council. Examples of engagement and consultation during 2022-23 include online and face to face sessions in relation to the changes at Haslingden Market.
- 13.2 The Council also consults and engages with staff through team meetings that contain key corporate messages, staff surveys, annual staff engagements sessions, wellbeing

champions, Joint Consultative Committee, Operations Health and Safety Committee and the Chief Executive Huddle.

14. Hate Crime/Incidents and Domestic Abuse Reporting

- 14.1 Hate crimes and incidents can have a serious impact on victims and their quality of life and can damage community cohesion. The Council is committed to working with individuals, communities, health and law enforcement services in order to tackle incidents and crimes motivated by prejudice and hate. The Council is a member of Lancashire Hate Crime and Cohesion Partnership Group and also has a Hate Crime Action Plan.
- 14.2 The Council has invested Domestic Abuse funding from Lancashire County Council to develop an in-house domestic abuse housing service. This is delivered locally, and will continue to look at ways it can best support partner domestic abuse support services, in future. The Council is White Ribbon accredited.

15. Conclusion

The Council is committed to delivering services based on the principles of fairness and equality. These principles underpin our core priorities in The Valley Plan – Our Plan, Our Place.

- Thriving Local Economy
- High Quality Environment
- Healthy and Proud Communities
- Effective and Efficient Council

These priorities are for the benefit of all of those who live, work and visit Rossendale and the Council will be unable to achieve these priorities if the services it provides are unfair or unequal.

The Council's Equality Policy was reviewed in 2021 and outlines how we will continue to promote equality, diversity and inclusion for our staff and communities in Rossendale.

The most current Workforce Profile Report is made available to Council employees through the Council's Intranet.

ROSSENDALE BOROUGH COUNCIL FORWARD PLAN

The Forward Plan sets out the details of the key decisions which the Cabinet or Officers expect to take. The Plan is updated 28 days prior to each Cabinet meeting and is available on the website. All items will be for publication, unless otherwise stated.

Publication dates for 2024/25 Municipal Year are as follows:

- 7th May 2024
- 17th June 2024
- 20th August 2024
- 17th September 2024
- 22nd October 2024
- 14th January 2025
- 18th February 2025

Definition of a Key Decision

1. A Key Decision means an executive decision which is likely:
 - a) to result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the budget for the service or function to which the decision relates, or
 - b) to be significant in terms of its effects on communities living or working in an area comprising of two or more Wards in the Borough.
2. For the avoidance of doubt, the Council would regard any of the following as 'significant':
 - Any decision by the Cabinet in the course of developing proposals to the full Council to amend the policy framework.
 - Any single item of in-budget expenditure or savings in excess of £100,000.
 - Any decision which is likely to have a permanent or long term (more than 5 years) effect on the Council and the Borough.

Cabinet Membership

- Councillor Alyson Barnes – Leader of the Council and Lead Member for Economic Development
- Councillor Michelle Smith – Deputy Leader of the Council and Lead Member for Planning, Licensing and Enforcement
- Councillor Adrian Lythgoe – Lead Member for Environment and Corporate Services
- Councillor Liz McInnes – Lead Member for Communities, Housing and Health
- Councillor Andrew Walmsley – Lead Member for Resources

Chief Executive Directorate managed by the Chief Executive – Rob Huntington

- Executive Office
- Housing, Health & Communities
- Public Protection Unit
- ICT, SAT & Customer Services
- Operations
- Rossendale Leisure Trust
- Oversees the services listed below.

Economic Development Directorate managed by the Director of Economic Development – David Smurthwaite

- Planning and Building Control
- Economic Development
- Business Development
- Tourism
- Property Services/Surveying (Estates)
- Strategic Housing
- Housing Options
- Private Sector Housing

Legal Services managed by the Head of Legal (Monitoring Officer), Clare Birtwistle

- Legal Services
- Committee and Member Services
- Elections
- Land Charges

Interim Director of Resources (Section 151 Officer), Damon Lawrenson

- Finance & Audit
- Revenues and Benefits
- Risk Management & Procurement
- Asset Register
- Rossendale Leisure Trust (Accounting and Project Appraisals)

HR managed by the Head of People & Policy, Clare Law

- People and Policy
- Corporate Support
- Communications

Responsible Section/Team	Committee and Member Services	Page	2 of 7
Responsible Author	Committee & Member Services Officer	Version	Aug02
Date last published	28/08/2024	Next publication date	17/09/2024

- Safeguarding
- Emergency Planning/Health and Safety
- Facilities Management

Anyone wishing to make representations about any of the matters listed in the Forward Plan, or obtain copies of the documents listed (subject to disclosure restrictions), may do so by contacting the relevant officer listed against each key decision.

Under the Access to Information Procedure rules set out in the Council's Constitution, a key decision may not be taken, unless:

- It is published in the Forward Plan
- 28 clear days have lapsed since the publication of the Forward Plan; and
- if the decision is to be taken at a meeting of the Cabinet, 5 clear days' notice of the meeting has been given

The law and the Council's Constitution provide an exception that allows urgent key decisions to be made, even though they have not been included in the Forward Plan. This is provided for in Rule 15 (General Exception) and Rule 16 (Special Urgency) of the Access to Information Procedure Rules.

The Forward Plan also contains details of significant decisions which will be considered by the Cabinet with recommendations to Full Council.

Copies of the following documents may be inspected at the Rossendale Borough Council Offices or accessed from the Council's website https://www.rossendale.gov.uk/info/210159/about_the_council/10526/how_decisions_are_made

- The Council's Constitution
- The Forward Plan
- Reports on the key decisions to be taken
- The minutes or decision notice for each key decision, which will normally be published 4 working days after having been made.

Members of the public are welcome to attend meetings of the Cabinet and the dates and times of the meetings are published on the Council's website www.rossendale.gov.uk/meetings or you may contact the Committee and Member Services Section on telephone number 01706 252422 or email democracy@rossendalebc.gov.uk for further details.

Responsible Section/Team	Committee and Member Services	Page	3 of 7
Responsible Author	Committee & Member Services Officer	Version	Aug02
Date last published	28/08/2024	Next publication date	17/09/2024

Details of the decision to be taken	Decision to be taken by	Expected Date of Decision	Relevant Lead Member	Documents to be considered by the decision taker	Representations may be made to the following officer
Local Housing Allowance Safeguarding Policy	Overview & Scrutiny Cabinet	9 th September 2024 16 th October 2024	Resources	Report	Angela Richmond, Service Assurance Officer – Benefits Lead 01706 252588 angelarichmond@rossendalebc.gov.uk
Affordable Housing Supplementary Planning Document	Overview & Scrutiny Cabinet	9 th September 2024 20 th November 2024	Planning, Licensing and Enforcement	Report	Anne Storah, Principal Planner (Forward Planning) 01706 252418 annestorah@rossendalebc.gov.uk
Open Space and Outdoor Sports Supplementary Planning Document	Overview & Scrutiny Cabinet	9 th September 2024 20 th November 2024	Planning, Licensing and Enforcement	Report	Anne Storah, Principal Planner (Forward Planning) 01706 252418 annestorah@rossendalebc.gov.uk
Funding contribution for Woodhill viaduct	Cabinet	18 th September 2024	Economic Development	Report	David Smurthwaite Director of Economic Development 01706 252429 davidsmurthwaite@rossendalebc.gov.uk
Improvements to Victoria Park Wheeled Sports facilities	Cabinet	18 th September 2024	Environment and Corporate Services	Report	David McChesney, Service Manager – Green Spaces 01706 252584 davidmccchesney@rossendalebc.gov.uk
Masterplan/Phasing & Implementation Strategy/Design Codes for Site Allocation reference H66 of the Adopted Rossendale Local Plan	Cabinet	18 th September 2024	Planning, Licensing and Enforcement	Report	Michael Atherton, Head of Planning 01706 252420 michaelatherton@rossendalebc.gov.uk

Responsible Section/Team	Committee and Member Services	Page	4 of 7
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Date last published	28/08/2024	Next publication date	17/09/2024

Details of the decision to be taken	Decision to be taken by	Expected Date of Decision	Relevant Lead Member	Documents to be considered by the decision taker	Representations may be made to the following officer
Approval of updated Validation Checklist document for use when validating applications	Cabinet	18 th September 2024	Planning, Licensing and Enforcement	Report	Michael Atherton, Head of Planning 01706 252420 michaelatherton@rossendalebc.gov.uk
Swimming Pool Support Fund and Marl Pits Air Handling Unit (Marl Pits Air Handling Unit)	Cabinet	18 th September 2024	Resources	Report	Kwabena Poku, Climate Change Officer 01706 2525 kwabenapoku@rossendalebc.gov.uk
Climate Change Strategy Update – yearly item	Council	2 nd October 2024	Environment and Corporate Services	Report	David Smurthwaite, Director of Economic Development 01706 252429 davidsmurthwaite@rossendalebc.gov.uk
Town Board Investment Plan	Cabinet	16 th October 2024	Economic Development	Report	Megan Eastwood Head of Housing and Regeneration 01706 252480 meganeastwood@rossendalebc.gov.uk
Council Tax, Non-Domestic Rate & Housing Benefit Overpayment Write-offs – yearly item	Cabinet	16 th October 2024	Resources	Report	Ian Walker, Service Assurance Team Leader 01706 252592 ianwalker@rossendalebc.gov.uk
Annual Air Quality Report – yearly item	Cabinet	20 th November 2024	Planning, Licensing and Enforcement	Report	Andy Taylor, Head of Environmental Services 01706 252519 andrewtaylor@rossendalebc.gov.uk

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Date last published	28/08/2024	Next publication date	17/09/2024

Details of the decision to be taken	Decision to be taken by	Expected Date of Decision	Relevant Lead Member	Documents to be considered by the decision taker	Representations may be made to the following officer
Medium Term Financial Strategy (MTFS) Update – yearly item	Cabinet	20 th November 2024	Resources	Report	Damon Lawrenson, Interim S151 Officer damonlawrenson@rossendalebc.gov.uk
Authority Monitoring Report for 2023 to 2024 – yearly item	Cabinet	20 th November 2024	Planning, Licensing and Enforcement	Report	Anne Storah, Principal Planner (Forward Planning) 01706 252418 annestorah@rossendalebc.gov.uk
Constitution Review	Council	4 th December 2024 To be taken to each meeting unless no changes identified.	Environment and Corporate Services	Report	Clare Birtwistle Head of Legal (Monitoring Officer) 01706 252438 clarebirtwistle@rossendalebc.gov.uk
Review of Public Space Protection Orders for Alcohol, Nitrous Oxide and Off Road Bikes	Council	4 th December 2024	Environment and Corporate Services	Report	Susan Chadwick, Public Protection Manager 01706 238648 susanchadwick@rossendalebc.gov.uk
Corporate Priorities, Budget, Council Tax and the Medium Term Financial Strategy – yearly item	Overview & Scrutiny Cabinet Council	10 th February 2025 12 th February 2025 5 th March 2025	Resources	Report	Damon Lawrenson, Interim S151 Officer damonlawrenson@rossendalebc.gov.uk
Capital Strategy and Capital Programme – yearly item	Overview & Scrutiny Cabinet Council	10 th February 2025 12 th February 2025 5 th March 2025	Resources	Report	Damon Lawrenson, Interim S151 Officer damonlawrenson@rossendalebc.gov.uk

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Details of the decision to be taken	Decision to be taken by	Expected Date of Decision	Relevant Lead Member	Documents to be considered by the decision taker	Representations may be made to the following officer
Treasury Management Strategy & Treasury Management Practises – yearly item	Cabinet Council	12 th February 2025 5 th March 2025	Resources	Report	Damon Lawrenson, Interim S151 Officer damonlawrenson@rossendalebc.gov.uk
Pay Policy Statement – yearly item	Council	5 th March 2025	Environment and Corporate Services	Report	Clare Law, Head of People and Policy 01706 252457 clarelaw@rossendalebc.gov.uk
Council Tax Support Scheme 2025/26 – yearly item	Council	5 th March 2025	Resources	Report	Ian Walker, Service Assurance Team Leader 01706 252592 ianwalker@rossendalebc.gov.uk
Food Law Service Plan 2023/24 (Food Standards Agency Annual Report) - yearly item	Council	2 nd April 2025	Planning, Licensing and Enforcement	Report	Andy Taylor, Head of Environmental Services 01706 252519 andrewtaylor@rossendalebc.gov.uk
Productivity Plan 2025/26 – yearly item	Cabinet	July 2025	Economic Development	Report	David Smurthwaite Director of Economic Development 01706 252429 davidsmurthwaite@rossendalebc.gov.uk

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