

# Public Document Pack

## Executive Board

Thursday, 10 February 2022

Time: 6.00 pm

Venue: Meeting Room A

Address: Blackburn Town Hall

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### AGENDA

**Information may be provided by each Executive Member relating to their area of responsibility**

1. **Welcome and Apologies**
2. **Minutes of the Previous Meeting**  
**Executive Board Minutes Jan 2022** 4 - 8
3. **Declarations of Interest**  
**DECLARATIONS OF INTEREST FORM** 9
4. **Equality Implications**  
The Chair will ask Members to confirm that they have considered and understood any Equality Impact Assessments associated with reports on this agenda ahead of making any decisions.
5. **Public Forum**  
To receive written questions or statements submitted by members of the public no later than 4pm on the day prior to the meeting.
6. **Questions by Non-Executive Members**  
To receive written questions submitted by Non-Executive Members no later than 4pm on the day prior to the meeting.
7. **Youth MPs Update**  
To receive an update from the Youth MPs along with any issues they would like to raise.
8. **Executive Member Reports**  
Verbal updates may be given by each Executive Member.

**Leader**

**Adult Services & Prevention**

**Children, Young People & Education**

**Environmental Services**

**Public Health & Wellbeing**

**Digital & Customer Services**

**Growth & Development**

**Finance & Governance**

8.1	<b>Corporate Revenue Budget Monitoring Report Quarter 3 2021/22</b>	
	RevenueMonitoringReport	10 - 20
	Appendix 1 - Revenue	
	Appendix 2 - Revenue	
	Appendix 3 - Revenue	
8.2	<b>Corporate Capital Budget Monitoring Report - Quarter 3 2021/22</b>	
	Capital Monitoring Report	21 - 33
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9.	<b>Corporate Issues</b>	
10.1	<b>Safer Roads Strategy 2022-2026</b>	
	Safer Roads	34 - 151
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	Appendix 5 Safer Roads	
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10.2	<b>St John's Refurbishment</b>	
	EB Executive Board St Johns Refurbishment	152 -
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11.	<b>Matters referred to the Executive Board</b>	

**PART 2 – THE PRESS AND PUBLIC MAY BE EXCLUDED DURING CONSIDERATION OF THE FOLLOWING ITEMS**

11.1	<b>St John's Refurbishment</b>	
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Date Published: Wednesday, 02 February 2022  
Denise Park, Chief Executive

# Agenda Item 2

## EXECUTIVE BOARD

### Thursday 13<sup>th</sup> January 2022

#### **PRESENT**

##### **COUNCILLOR:**

Councillor Mohammed Khan CBE  
Councillor Mustafa Desai  
Councillor Julie Gunn  
Councillor Jim Smith  
Councillor Phil Riley  
Councillor Damian Talbot  
Councillor Quesir Mahmood

##### **PORTFOLIO:**

Leader of the Council  
Adult Services and Prevention  
Children, Young People and Education  
Environmental Services  
Growth and Development  
Public Health and Wellbeing  
Digital and Customer Services

##### **EXECUTIVE MEMBER**

Councillor John Slater

##### **NON PORTFOLIO**

Leader of the Conservative Group

##### **ALSO IN ATTENDANCE:**

Muhammed Bapu

Deputy Youth MP

	Item	Action
1	<b><u>Welcome and Apologies</u></b>  The Leader of the Council, Councillor Mohammed Khan, welcomed all to the meeting. Apologies were received from Councillor Vicky McGurk, the Youth MP Zara Hyaat and Deputy Youth MP Zainab Dassu.	
2	<b><u>Minutes of the Previous Meeting</u></b>  The Minutes of the Meeting held on 9 <sup>th</sup> December 2021 were agreed as a correct record.	Agreed
3	<b><u>Declarations of Interest</u></b>  There were no Declarations of Interest submitted.	
4	<b><u>Equality Implications</u></b>  The Chair asked Members to confirm that they had considered and understood any Equality Impact Assessments associated with reports on the agenda ahead of making any decisions.	Confirmed
5	<b><u>Public Forum</u></b>  No questions had been submitted by members of the public.	
6	<b><u>Questions by Non-Executive Members</u></b>  In accordance with Part 4 of the Executive Board Procedure Rules for questions/statements by Non-Executive Members, the following questions/statements had been received, details of which are set out below:-	



	Item	Action
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Name of Non-Executive Member asking the Question	Subject Area	Executive Member and Portfolio
Councillor Jacquie Slater	Summer Fest car parking	Councillor Damian Talbot, Public Health & Wellbeing
Councillor Neil Slater	Local Plan Consultation – radioactive waste West Pennine Ward	Councillor Phil Riley, Growth & Development

Councillor Talbot responded to the question and supplementary question from Councillor Slater, giving details of the arrangements in place, including car parking, park and ride and taxi arrangements.

Councillor Phil Riley gave a detailed response to the question from Councillor Neil Slater, and supplementary arising, outlining the results of a preliminary risk assessment and also that the old mineshaft where there had been historic disposal of radioactive wastes was actually in Hyndburn and over 1km away from the proposed development site.

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### **Youth MPs Update**

The Deputy Youth MPs verbally reported on recent events and activities including :

- Promoting of the importance of vaccination and continuous lateral flow testing, especially for young people returning to educational settings.
- The Youth Elections process would begin on 24<sup>th</sup> January and if re-elected as Youth MP, Muhammed would be focussing on tackling Food Poverty and also focussing on Mental Health of young people.
- Finalising the Young Inspectors Framework and planning the associated residential, which it was hoped would take place in February, with training following in March.

Executive Board Members reflected on the excellent work of the Youth MPs and Youth Forum.

### **Executive Member Reports.**

**Noted**

	Item	Action
	<p><b><u>Leader's Update</u></b></p> <p>Councillor Khan gave a verbal Covid update, referring in particular to the new drive-in testing facility at Ewood Park, which would be on site up to the 22<sup>nd</sup> January.</p>	<b>Noted</b>
<b>8.1</b>	<p><b><u>Local Plan Reg 19 Public Consultation</u></b></p> <p>Members received a report and associated appendices, and were reminded that planning regulations introduced in 2017 required local authorities to review Local Plans at least every five years from the date of their adoption. In response to the new regulations, an assessment of the two adopted local plan documents was undertaken. The Council approved a new Local Development Scheme (LDS) in February 2018 confirming its intention to develop a single new Local Plan.</p> <p>The Council was preparing a new Local Plan for the Borough to cover the period 2021-2037. It would replace the existing two-part Local Plan made up of the Core Strategy (adopted 2011) and Local Plan Part 2: Site Allocations and Development Management Policies (adopted 2015). A number of key consultations on the new Local Plan had already taken place.</p> <p>The Council had now prepared its final pre-submission Regulation 19<sup>1</sup> 'Publication' version of the new Local Plan ready for public consultation. Consultation on the 'Publication' version was the final opportunity for people and organisations to comment before submission of the Plan to the Government's Planning Inspectorate for independent Examination in Public.</p> <p>The Council would now undertake a statutory public consultation for a period of six weeks.</p> <p>The Government had urged Councils to continue at pace and have in place an 'up to date' Plan by the end of 2023 or risk intervention. The Council's Local Development Scheme anticipated the new Plan to be adopted by summer 2023.</p> <p>Councillor John Slater advised that he was voting against the recommendations in the report and felt that the consultation period should be postponed for another 6-12 months due to the situation relating to Covid-19.</p> <p>Councillor Phil Riley advised that the Government expected Councils to consult in accordance with set timescales and ultimately if no Local Plan was in place it would mean Government intervention and a lack of control for the Council, so he was not in favour of postponing the consultation.</p> <p><b>RESOLVED –</b></p>	

	Item	Action
	<p>That the Executive Board:</p> <ol style="list-style-type: none"> <li>1. Agree that the Regulation 19 'Publication' Local Plan, and its evidence base (including the Climate Impacts Framework) should be approved for consultation; and</li> <li>2. Delegate to the Strategic Director for Place (in consultation with the Executive Member for Growth and Development) any editorial amendments to the Consultation Documents prior to their final publication for consultation.</li> </ol>	<p><b>Approved</b></p> <p><b>Approved</b></p>
8.2	<p><b><u>Development of the General Fund Revenue Budget 2022/23 (including details of the provisional Local Government Finance Settlement 2022/23)</u></b></p> <p>A report was submitted which provided an update on the development of the Council's budget for 2022/23. In particular, an update was provided on the outcome of the provisional Local Government Finance Settlement and what this meant for the Council's Medium Term Financial Plan.</p> <p><b>RESOLVED</b> - That the Executive Board:</p> <p>It is recommended that Executive Board:-</p> <ol style="list-style-type: none"> <li>a) note the outcome of the provisional Local Government Finance Settlement for 2022/23 as set out in the report;</li> <li>b) note the response to the provisional Local Government Finance Settlement for 2022/23 as set out at Appendix A;</li> <li>c) note that further work is required to determine the estimate of Business Rates Retained for 2022/23 which will reflect the Council's local knowledge/circumstances and that this work has begun following the release of guidance from Government on this matter;</li> <li>d) acknowledge that the estimates of Council Tax income presented in the report are subject to decision by Finance Council on 28<sup>th</sup> February 2022 and are, therefore, indicative at this stage;</li> <li>e) note the updated Medium Term Financial Plan 2022/25 and this will be further updated once decisions on the Council's budget are taken at Finance Council on 28<sup>th</sup> February 2022.</li> </ol>	<p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p> <p><b>Noted</b></p>
8.3	<p><b><u>Business Rates Covid-19 Discretionary Relief Charges for 2021/22 and 2022/23</u></b></p> <p>Members received a report which advised that since 2019/20 the government has provided significant support via targeted discounts and reliefs to the Retail, Leisure and Hospitality sectors. The budget in October 2021 provided further details of the new measures for 2021/22 and 2022/23.</p> <p>Included in the new measures was a new COVID 19 Additional Relief Fund (CARF) for businesses not entitled to previous covid reliefs but who had been adversely affected by the pandemic. For those eligible, this relief would seek to reduce the business rate bills for the 2021/22 financial year.</p>	

	Item	Action
	<p>In addition, the Retail, Hospitality and Leisure discount had been replaced with a discretionary relief for the 2022/23 financial year at the reduced rate of 50%.</p> <p>A further new relief has also been announced that would extend the current transitional relief scheme and the supporting small business scheme for one year to the end of the current revaluation cycle.</p> <p>To ensure that the changes could be implemented quickly, the Government was not changing the legislation governing reliefs, instead the council has been asked to formulate policies from the issued guidance and use its discretionary relief powers under section 47 of the Local Government Finance Act 1988 (as amended) to grant the reliefs.</p> <p><b>RESOLVED-</b> That the Executive Board:</p> <p>That the Executive Board:</p> <ul style="list-style-type: none"> <li>▪ approves the COVID 19 Additional Relief Fund (CARF) policy for 2021/22;</li> <li>▪ notes and approves the amendments to the Retail, Hospitality and Leisure relief scheme for businesses for the 2022/23 financial year, and;</li> <li>▪ approves the Extension of Transitional Relief and Supporting Small Business Relief policy.</li> </ul> <p style="text-align: center;">Signed at a meeting of the</p> <p style="text-align: center;">Board on 10<sup>th</sup> February 2022</p> <p style="text-align: center;">(being the ensuing meeting on the Board)</p> <p style="text-align: center;">Chair of the meeting at which the Minutes were confirmed</p>	<p></p> <p></p> <p></p> <p><b>Approved</b></p> <p><b>Noted</b></p> <p><b>Approved</b></p> <p></p> <p></p> <p></p> <p></p> <p></p> <p></p>

## DECLARATIONS OF INTEREST IN ITEMS ON THIS AGENDA

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

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

MEETING: EXECUTIVE BOARD

DATE: 10<sup>th</sup> FEBRUARY 2022

AGENDA ITEM NO.:

DESCRIPTION (BRIEF):

NATURE OF INTEREST:

DISCLOSABLE PECUNIARY/OTHER (delete as appropriate)

SIGNED :

PRINT NAME:

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

## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Finance and Governance
<b>LEAD OFFICERS:</b>	Director of Finance
<b>DATE:</b>	10th February 2022

**PORTFOLIO/S AFFECTED:** All

**WARD/S AFFECTED:** All

**KEY DECISION:** YES ☒ NO ☐

**SUBJECT: CORPORATE REVENUE BUDGET MONITORING REPORT QUARTER 3 - 2021/22**

### 1. EXECUTIVE SUMMARY

To report the overall revenue financial position of the Council, highlighting any significant issues and explaining variations in the second quarter of the financial year.

### 2. RECOMMENDATIONS

The Executive Board is asked to approve:

- the portfolio cash limit adjustments outlined in Appendix 1
- the budget summary provided in Appendix 2
- the Earmarked reserves position shown in Appendix 3

### 3. BACKGROUND

All portfolios are required to examine their revenue budget position on a monthly basis. Regular reports are submitted to Executive Board for review along with a final report, detailing the financial outturn position.

### 4. KEY ISSUES & RISKS

a) Actual revenue expenditure at 31<sup>st</sup> December 2021 in relation to controllable budgets across all portfolios was £87.501 million, which is 70.35% of the current budget. Further details relating to the financial position of each portfolio are outlined in Section 6.

b) Based on the information currently available, Earmarked Reserves available for discretionary use within the Council are £50.788 million at 31<sup>st</sup> December 2021 compared with a balance of £47.665 million at 31<sup>st</sup> March 2021, with a further £13.078 million of 'Other Reserves' held mainly in relation to schools.

## 5. POLICY IMPLICATIONS

The information contained within the report accords with the three year budget forecast within the Medium Term Financial Strategy 2021-24, as approved at Finance Council on 1<sup>st</sup> March 2021.

## 6. FINANCIAL IMPLICATIONS

### 6.1 CASH LIMITS AND REVENUE EXPENDITURE

#### 6.1.1 Revenue Budget Overview

The 2021/22 Budget and MTFS 2021-2024 approved by Finance Council in March 2021 set a balanced budget for the year based on the assumptions made at that time. The Covid-19 pandemic continues to create a significant shock to the economy and result in unplanned expenditure and income losses for the Council, as set out in previous reports to the Executive Board and Council Forum.

Work will continue over the coming months to monitor and forecast the costs and savings associated with both the pandemic and any other emerging budget pressures. In the meantime, arrangements are continuing to scrutinise all existing expenditure plans and Executive Members and their Directors are working to develop potential savings options for consideration.

#### 6.1.2 Performance Against Controllable Budgets

Appendix 1 details the portfolio controllable budgets approved by the Executive Board in September 2021 together with the details of the adjustments recommended to the Board for approval in this report. These include:

- transfers (budget virements) between portfolios
- transfers from Unallocated reserves to support budget pressures
- transfers from contingencies
- transfers from Earmarked reserves in respect of grants / contributions and other budgets approved for carry forward from 2020/21

The principle issues at the end of the second quarter of the year are summarised below and provided in detail at Appendix 2:

#### Summary

	Original Budget 2021/22 £000	Variations £000	Working Budget 2021/22 £000	Forecast Outturn £000	Variation £000
<b>Portfolio Expenditure</b>	119,949	3,487	123,436	127,359	3,923
<b>Corporate Income and Expenditure</b>	(7,798)	(11,625)	(19,423)	(19,423)	0
Contribution to/(from) Reserves	(4,463)	7,587	3,124	3,124	0
General Fund Working Balance	53	551	604	(3,319)	(3,923)
<b>Net Expenditure</b>	<b>107,741</b>	<b>0</b>	<b>107,741</b>	<b>107,741</b>	<b>0</b>
<b>Total Income</b>	<b>(107,741)</b>	<b>0</b>	<b>(107,741)</b>	<b>(107,741)</b>	<b>0</b>

## **Covid-19**

As stated above, the Covid-19 pandemic has resulted in significant unplanned expenditure and income losses, which are being monitored and reported by portfolios. The Government's Sales, Fees and Charges support scheme finished at the end of June 2021 and all subsequent losses will need to be covered by Council resources.

With regard to economic activity and the potential ongoing impact, the government's own data indicates activity is not expected to return to pre-Covid-19 levels until 2023. The impact of the pandemic led to a 10% fall in economic output over 2020 which is only expected to recover by 4% this year and 7% in 2022/23.

As noted in the last quarterly report an amount of £5.149m has been allocated for response and recovery activity across the portfolios, to manage increased demand and to provide capacity to deal with outstanding backlogs as we move to business as usual. This expenditure is being monitored closely and will be incurred across the financial years 2021-22 and 2022-23.

### **Portfolio positions**

The underlying budget issues for each portfolio at the end of the first quarter of the year are as follows:

#### **Adult Services & Prevention**

At the end of December monitoring, based on current levels of demand and information presently available, net spend for the portfolio for 2021/22 is predicted to underspend by £525k.

The pandemic continues to impact on demand for services resulting in one off savings in financial year 21/22, however as a result of changes to discharge and joint funding pathways and care package costs reverting back to Local Authority funding demand and cost are expected to rise in the coming months. Hospital discharge trackers continue to be monitored to estimate care costs coming back to Social Care to take into consideration the impact of Covid-19 and hospital discharge wherever possible and it should be recognised that this may result in further escalating costs in 2022/23 which will require funding from Covid-19 grants carried forward.

Neighbourhood and Prevention Services is forecasting to break even.

#### **Public Health & Wellbeing**

Leisure, Heritage & Cultural Services:

On the basis of the current position following the reopening of leisure facilities and information presently available, net spend for the portfolio for 2021/22 is predicted to be an overspend of £615k. This is a significantly improved position from a predicted overspend of £1.725m in Quarter 1 and reflects the positive uptake of Leisure services and hence increasing income following the re-opening of sites.

Whilst income generation in leisure is improving, membership numbers are showing slower signs of recovery at Blackburn Sports and Leisure Centre and Witton Park Arena which is impacting on their income levels. Leisure recovery will need careful monitoring throughout the year.

The impact of the extended service closures during the Covid restrictions will continue throughout this financial year and the portfolio will require further support to offset its ongoing income losses.

Public Health:

The currently predicted forecast in respect of Public Health assumes a break even position for the year.



## Children, Young People & Education

The current forecast is an estimated overspend against budget of £2.028m at financial year end.

The portfolio continues to feel the ongoing financial impact of the Covid-19 pandemic, and this is likely to continue into the foreseeable future.

The main areas facing significant budget pressures are Special Guardianship Orders, Education Transport, Fostering and Commissioned Placements.

### Dedicated Schools Grant / Schools Block

Services in Schools & Education (DSG) are currently forecast to spend the funding available in 2021/22 through the DSG and Pupil Premium.

Schools and Education funding from DSG is monitored by the Schools Forum and reports are considered on a regular basis.

### Environmental Services

The portfolio is currently predicting an overspend of £602k. This predicted overspend is a result of COVID impacted income losses from taxi licensing and parking services in particular. Waste disposal budgets continue to be monitored closely for pressures that may arise as the year progresses.

### Growth & Development

The portfolio is currently forecasting an overspend of £251k which is mainly in respect of commercial income losses as the current trading position remains impacted by the pandemic and additional COVID related expenditure. These are partially offset by savings on the planning and property budgets.

### Digital & Customer Services

The portfolio is currently predicted breakeven; income across Registrars and Customer Services which was impacted by COVID 19 in 2020-21 is now returning to pre-pandemic levels.

### Finance & Governance

The portfolio is forecasting an overspend of £952k due to Covid-19 losses arising from reduced commercial and traded service income. The significant losses included within this forecast are income losses from commercial rents including the Council's income share from the Mall.

## 6.2 General Fund Unallocated Reserves

Summary of movement	£million
Balance on Unallocated General Fund reserves at 30 September 2021	8.818
Savings in interest earned on investments and paid in relation to short term debt	0.242
Contribution to Local Enterprise Partnership (LEP) running costs	(0.083)
Balance on Unallocated General Fund reserves at 31 December 2021	8.977

## 6.3 Earmarked reserves

Taking account of the adjustments highlighted at Appendix 3, the level of Earmarked reserves held for discretionary use by the Council at 31<sup>st</sup> December 2021 will be £50.788 million compared with a balance of £47.665 million as at 31<sup>st</sup> March 2021.

Summary of movement	£million
Balance on Earmarked reserves at 30 September 2021	46.206

Transfer developer's contributions received to date into the S106 reserve	2.285
Transfer capital financing back into the S106 reserve – due to slippage of capital expenditure into 2022/23	1.955
Funding for the Council's growth strategy	(0.308)
Funding to be carried forward into 2022/23 (see Appendices 1 and 3)	0.417
Utilise Invest to Save reserve to fund	(0.050)
Utilise Support for future redundancy costs reserve	(0.025)
<b>Balance on Earmarked reserves at 31 December 2021</b>	<b>50.480</b>

## 6.4 Collection Fund

### Business Rates

As reported previously, the government has introduced a scheme of enhanced rates reliefs applying to occupied retail, leisure and hospitality properties in the year 2021/22. The discounts are 100% for the period April to June reducing to 66% from July, and are currently estimated to reduce 2021/22 business rates income by £7.7 million. In addition, on 25 March 2021, the Government announced plans to provide an additional business rates support package, worth £1.5 billion, to support businesses in England affected by COVID-19 but not eligible for existing support linked to business rates. Guidance on this support package, the COVID-19 Additional Relief Fund (CARF), was issued in mid-December 2021 and the Council received an allocation of £3.7 million, the majority of which will be applied by the end of the financial year, reducing business rates income further.

Funds to fully reimburse local authorities for the local share of these enhanced reliefs are once again being paid on account using a grant under section 31 of the Local Government Act 2003, with a full reconciliation to be carried out at year-end. The relevant proportion of this grant income, which is credited to the Council's General Fund, will be held in earmarked reserves, and used to offset the business rates deficit carried forward as a pressure on 2022/23 budgets.

The current projected year end position for the Business Rates Collection Fund is a deficit carried forward into 2022/2 of £14 million, comprising:

	Business Rates Collection Fund Total £m	Blackburn with Darwen Share £m
Impact of extended reliefs - compensated by s31 grant	11.2	5.5
Deficit deferred from 2020/21 in line with 3 year deficit spreading arrangements	0.7	0.3
Net reduction in collection	2.1	1.1
<b>Total projected deficit</b>	<b>14.0</b>	<b>6.9</b>

The Council's share of Business Rates Collection Fund deficit, together with funding from s31 grants currently held within earmarked reserves, have been reflected within the 2022/23 budget and Medium Term Financial Plan (MTFP) for 2022-25.

### Council Tax

The Council Tax collection rate outturn for December of 77.80% is slightly ahead of the target but still 0.4% behind the previous financial year. The billing and recovery process is still being adversely affected by residents returning to work and increases in hours worked. These changes in circumstance have a knock effect to the Council Tax Support awards, and ultimately result in the recalculation of bills and a delay in the collection of outstanding council tax. We will continue to maximise the recovery options available to the council.

Taking all these factors into account, the current projected year end position for the Council Tax Collection Fund is a surplus of £0.9 million, comprising:

	Council Tax Collection Fund Total £m	Blackburn with Darwen Share £m
Deficit deferred from 2020/21 in line with 3 year deficit spreading arrangements	0.6	0.5
In year surplus	(1.5)	(1.2)
<b>Total projected surplus</b>	<b>(0.9)</b>	<b>(0.7)</b>

The Council's share of Council Tax Collection Fund surplus has been reflected within the 2022/23 budget and Medium Term Financial Plan (MTFP) for 2022-25.

## 7. LEGAL IMPLICATIONS

The Council has a duty to ensure it can deliver a balanced budget. The Local Government Act 2003 imposes a duty on an authority to monitor its budgets during the year and consider what action to take if a potential deterioration is identified.

## 8. RESOURCE IMPLICATIONS

None.

## 9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 ☒ Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 ☐ In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 ☐ In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

## 10. CONSULTATIONS

Not applicable.

**11. STATEMENT OF COMPLIANCE**

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

**12. DECLARATION OF INTEREST**

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

<b>VERSION:</b>	<b>V2</b>
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<b>CONTACT OFFICER:</b>	<b>Julie Jewson</b> <b>Senior Finance Manager</b> <b>Tel 01254 585893</b>
<b>DATE:</b>	1 <sup>st</sup> February 2022
<b>BACKGROUND PAPER:</b>	N/A

	Adult Services and Prevention	Public Health & Wellbeing	Children, Young People & Education	Environmental Services	Growth & Development	Digital & Customer Services	Finance & Governance	Schools & Education (DSG)	TOTAL
	£	£	£	£	£	£	£	£	£
<b>Controllable Budget approved at Executive Board November 2021</b>	<b>57,629,569</b>	<b>3,561,014</b>	<b>32,009,755</b>	<b>9,422,680</b>	<b>8,398,740</b>	<b>6,170,160</b>	<b>9,730,203</b>	<b>(941,000)</b>	<b>125,981,121</b>
<b>Transfers between portfolios</b>									
Realignment of transport budget	(1,926)			1,926					0
Realignment of building cleaning budget		1,200		(1,200)					0
Budget transfer in relation to Business Support					19,179	(19,179)			0
Budget realignment in relation to CVS	30,000						(30,000)		0
Contribution to Supported Accommodation Pilot	15,000						(15,000)		0
									0
<b>Transfers (to)/from contingency</b>									
									0
<b>Carry forward of grants, contributions and other budgets from 2020/21</b>									
									0
<b>Carry forward of grants, contributions and other budgets to 2021/22</b>									
Community Champion Funding	(82,784)								(82,784)
Supported Families Funding	(163,600)								(163,600)
DLUHC Domestic Abuse Support to Victims Funding	(50,500)								(50,500)
Housing budget re committed spend 2022/23	(120,000)								(120,000)
									0
<b>Other transfers (to)/from earmarked reserves</b>									
Budget increase for costs of Early Retirement / Voluntary Redundancy			8,734		16,000				24,734
Funding for Leadership Management Development (from Invest to Save reserve)							50,000		50,000
Transfer back to Building Control Reserve - to correct previous adjustment made in error					(727)				(727)
Developers Contributions (S106 income) received in year					(2,285,296)				(2,285,296)
									0
<b>Transfers (to)/from unallocated reserves</b>									
									0
<b>Other budget adjustments</b>									
Contribution to LEP running costs					83,400				83,400
									0
<b>Revised Controllable Budget as at 30th September 2021</b>	<b>57,255,759</b>	<b>3,562,214</b>	<b>32,018,489</b>	<b>9,423,406</b>	<b>6,231,296</b>	<b>6,150,981</b>	<b>9,735,203</b>	<b>(941,000)</b>	<b>123,436,348</b>

## Corporate Budget Monitoring - Quarter 3

	Original Budget 2021/22 £000	Variations £000	Working Budget 2021/22 £000	Forecast Outturn £000	Variation £000
Adult Services and Prevention	53,747	3,509	57,256	56,731	(525)
Public Health and Wellbeing	2,239	1,323	3,562	4,177	615
Childrens	32,194	(175)	32,019	34,047	2,028
Environmental Services	9,172	251	9,423	10,025	602
Growth and Development	8,076	(1,845)	6,231	6,482	251
Digital and Customer Services	5,771	380	6,151	6,151	0
Finance and Governance	9,691	44	9,735	10,687	952
Schools and Education DSG	(941)	0	(941)	(941)	0
<b>Net Cost of Services</b>	<b>119,949</b>	<b>3,487</b>	<b>123,436</b>	<b>127,359</b>	<b>3,923</b>
Corporate Income and Expenditure					
RCCO	3,381	(1,053)	2,328	2,328	0
School Contribution to Capital	(416)	0	(416)	(416)	0
Contingencies	8,251	(1,709)	6,542	6,542	0
Debt Charges	18,286	(746)	17,540	17,540	0
Other Non-Ringfenced Grants	(37,490)	(8,117)	(45,607)	(45,607)	0
Town and Parish Council Precepts	190	0	190	190	0
<b>Net Revenue Expenditure</b>	<b>112,151</b>	<b>(8,138)</b>	<b>104,013</b>	<b>107,936</b>	<b>3,923</b>
Contribution to/(from) Reserves	(4,463)	7,587	3,124	3,124	0
General Fund Working Balance	53	551	604	(3,319)	(3,923)
<b>Net Expenditure</b>	<b>107,741</b>	<b>0</b>	<b>107,741</b>	<b>107,741</b>	<b>0</b>
Business Rates - Top Up Grant	(24,275)	0	(24,275)	(24,275)	0
Retained Business Rates	(20,545)	0	(20,545)	(20,545)	0
Revenue Support Grant	(13,597)	0	(13,597)	(13,597)	0
Collection Fund - Council Tax (Surplus)/Deficit	538	0	538	538	0
Collection Fund - NNDR (Surplus)/Deficit	7,345	0	7,345	7,345	0
Council Tax Income	(57,207)	0	(57,207)	(57,207)	0
<b>Total Income</b>	<b>(107,741)</b>	<b>0</b>	<b>(107,741)</b>	<b>(107,741)</b>	<b>0</b>

**DETAILS OF GENERAL FUND EARMARKED RESERVES FOR USE BY THE COUNCIL**

	Balance at 30 Sept 2021  Q2 2021/22 - As reported to Exec Board November 2021 £000	Requested Transfers to/(from) earmarked reserves in Qtr 3		Balance at 31 Dec 2021  Q3  £000
		Transfers between reserves	Other transfer to /(from) reserves	
		£000	£000	
Welfare, council tax and business rates reforms				
Welfare and council tax reforms	1,549			1,549
Section 31 Grant - Compensation for lost Business Rates income	8,795			8,795
Investment in assets and infrastructure				
Office Accommodation and property improvements	562			562
Highways winter maintenance	595			595
Support for the Local Plan	73			73
Flood Defence	77			77
Support for Other Resources and Transformation projects				
Legal Advice Reserve	105			105
Partnerships & Transformation	78			78
Insurance risk investment fund	43			43
Brexit Preparation Funding	149			149
Support for People Services				
Schools Improvement (SSIF)	546			546
Troubled Families / Targetted Youth Support	224			224
YOT partnership	291			291
Music Services	117			117
Disabled Facilities Grants	289			289
Future Demand Pressures	1,799			1,799
Better Care Fund	316			316
Support for Place Services				
Investment to support business rates growth	520			520
Place Shaping Investment Reserve	400	(308)		92
Contingent sums to support future downsizing and transformation programmes				
Support for future redundancy costs	2,194		(25)	2,169
Support for part year effect of future savings plans	1,187			1,187
Support for Future Cost Pressures	0			0
Digital Transformation	1,368	(447)		921
Transition to the Cloud	0	447		447
Response and Recovery Reserve	2,500			2,500
Budget Support Reserve	5,000			5,000
Invest to Save Reserve	5,000		(50)	4,950
Amounts b/fwd from previous year(s) in respect of unspent grants and contributions				
Transformation Challenge Award	64			64
SEN / SEND Reform Grant /SEND Prep for Empl	25			25
Public Health Grant	0			0
Transforming Lives	37			37
One Public Estate grant	474			474
Electoral Grant	57			57
DCLG Transparency Code New Burdens	13			13
Adult PSS - Local Reform and Community Voices	108			108
Adult PSS - War Pensions Disregard	30			30
Flexible Homelessness Support Grant (FHSG)	68			68
Homelessness Reduction Act New Burdens Funding	0			0
Social Integration funding	471			471
NHS Funding for LPRES integration with Mosaic and spine mini services	29			29
COVID-19 Funding from MHCLG	9,879			9,879
Combined Authority Grant	48			48
Burdens Fund monies	3			3
Custom build Grant	15			15
Social Prescribing Link Workers Monies	11			11
More Positive Together monies	17			17
Virtual School Grant	96			96
Clinically Extremely Vulnerable COVID Funding	290			290
Amounts c/fwd to future year(s) in respect of unspent grants and contributions				
Community Champion Funding	0		83	83
Supported Families Funding	0		164	164
DLUHC Domestic Abuse Support to Victims Funding	0		50	50
Amounts committed in future year budgets/MTFS				
Budget carry over for implementation of Concerto (Property system)	20			20
Budget carry over for Intack Depot driveway	10			10
CCTV Hub carry forward	82			82
Development Investment Fund (Capital)	1			1
Strengthening Communities Volunteering in Lancashire (SCVL)	109			109
Community Support Unit - request to carry forward specific budget underspends	77			77
Motivate Fund Raising	2			2
Housing budget carry forward re committed spend 2022/23	0		120	120

DETAILS OF GENERAL FUND EARMARKED RESERVES FOR USE BY THE COUNCIL

	Balance at 30 Sept 2021	Requested Transfers to/(from) earmarked reserves in Qtr 3		Balance at 31 Dec 2021
	Q2 2021/22 - As reported to Exec Board November 2021 £000	Transfers between reserves	Other transfer to /(from) reserves	Q3
		£000	£000	£000
Reserves held for specified purposes				
Developers Contributions (S106 Income)	(808)		4,240	3,432
Future Maintenance of Wainwright Bridge	28			28
Future Maintenance of Witton Park 3G Pitches	125			125
Leisure Equipment Pay-back	60			60
Future remediation costs in respect of former landfill sites	400			400
Highways claims anticipated for years up to current year but not yet received	300			300
Art Acquisitions Fund	18			18
W. Ferrier Bequest (for museum re Kathleen Ferrier)	20			20
Allowance for contingent liabilities (e.g. MMI)	250			250
<b>TOTAL EARMARKED RESERVES FOR DISCRETIONARY USE</b>	<b>46,206</b>	<b>(308)</b>	<b>4,582</b>	<b>50,480</b>
<b>'Other Earmarked' Reserves</b>				
Reserves held in respect of joint arrangements and charitable bodies				
Darwen Market Traders Association	2			2
Joint Building Control Account	151			151
Turton Tower Charity	73			73
LSCB Safeguarding Partners Fund	192			192
Reserves held in relation to schools				
Dedicated Schools Grant - Surplus	3,599			3,599
LMS Schools Balances	9,061			9,061
<b>TOTAL 'OTHER EARMARKED' RESERVES</b>	<b>13,078</b>	<b>0</b>	<b>0</b>	<b>13,078</b>
<b>TOTAL EARMARKED RESERVES</b>	<b>59,284</b>	<b>(308)</b>	<b>4,582</b>	<b>63,558</b>
<b>UNALLOCATED RESERVES</b>	<b>8,818</b>	<b>0</b>	<b>159</b>	<b>8,977</b>



# Agenda Item 8.2

## EXECUTIVE BOARD DECISION



**REPORT OF:** Executive Member for Finance and Governance

**LEAD OFFICERS:** Director of Finance

**DATE:** 10 February 2022

**PORTFOLIO/S AFFECTED:** All

**WARD/S AFFECTED:** All

**KEY DECISION:** YES ☒ NO ☐

### SUBJECT: CORPORATE CAPITAL BUDGET AND BALANCE SHEET MONITORING REPORT 2021/22 – Quarter 3 (9 months to 31<sup>st</sup> December 2021)

#### 1. EXECUTIVE SUMMARY

To report the overall financial position of the Council in respect of the capital programme as at 31<sup>st</sup> December 2021, highlighting key issues and explaining variations in the first 9 months of the financial year.

#### 2. RECOMMENDATIONS

The Executive Board is asked;

- to approve the revised capital programme as per Appendix 1,
- to approve the variations to the programme shown in Appendix 2,

#### 3. BACKGROUND

All portfolios are required to examine their capital budget position on a monthly basis.

#### 4. KEY ISSUES & RISKS

a) The total cost of the Council's capital investment programme for 2021/22 has now decreased from £38.339 million, as approved by Executive Board on 11<sup>th</sup> November 2021, to £25.485 million. The net variation of £12.854 million (detailed in Appendix 2) reflects;

- Variations made to reflect the approval of schemes during the third quarter of the year, including an increase of £0.480 million (£0.248M of which are funded from reallocation of budgets within the existing 2021/22 programme)
- further variations during the third quarter of the year, for which approval is requested (£1.137 million)
- slippage and re-profiling of budgets during the third quarter of the year (£14.223 million).

b) As at 31<sup>st</sup> December 2021, the capital expenditure across the portfolios was £9.178 million (representing 36.0% of the current, revised projected capital spend).

c) The estimated capital receipts expected in 2021/22 is £5.0 million; £4.619 million has been received in the first nine months of the year.

## 5. POLICY IMPLICATIONS

The information contained within the report accords with the capital strategy and the three year budget forecast within the Medium Term Financial Strategy 2021-24, as approved at Finance Council on 1<sup>st</sup> March 2021.

## 6. FINANCIAL IMPLICATIONS

### 6.1 CAPITAL PROGRAMME

The variations in actual spend and resource availability for 2021/22 are summarised by portfolio in Appendix 1. Variations in spending are set out in Appendix 2.

The capital programme for 2021/22 has decreased by £12.854 million in the third quarter of the year. The other main points to note are as follows:

#### 6.1.1 New Approved Capital Schemes

Several capital schemes (new schemes and amendments to existing schemes) were approved in the third quarter of 2021/22 and have now been added to the capital programme as follows:

Scheme	Amount 2021/22	Amount Future Years	Approved By	Date Approved
<b>Growth and Development</b>				
Darwen Towns Fund – J4 Skatepark Advance Payment	£200,000	-	Executive Member Decision	25-Jun-21
Manxman Road Car Park	£32,000	-	Chief Officer Decision	21-Dec-21
<b>Digital and Customer Services</b>				
Transition to the Cloud – Reallocation from Corporate ICT Earmarked Scheme	£10,000	£238,000	Executive Board	11-Nov-21
<b>Total</b>	<b>£242,000</b>	<b>£238,000</b>		

#### 6.1.2 Adults and Prevention Services

##### Disabled Facilities Grant & Telecare Project

Approval is sought to reprofile £943,000 on the Disabled Facilities Grant scheme and £80,000 on the Telecare Project scheme in to 2022/23.

##### Safer Streets Fund

The grant to be received in respect of the Safer Streets Fund has increased, of which £32,000 relates to capital spend. It is therefore requested that the budget for this scheme is increased for this amount.

#### 6.1.3 Children's Young People & Education

##### Disabled Facilities Grant

Approval is sought to reprofile £400,000 on the Disabled Facilities Grant scheme in to 2022/23.

### Schools Capital Schemes

Approval is sought to slip the following into 2022/23, as these schemes are not expected to be completed in this year:

<b>Scheme</b>	<b>Slippage Requested £</b>
St Barnabas and St Pauls	135,000
Shadsworth Infants - Heating	247,000
Lammack Extension	1,500,000
Longshaw Nursery Relocation	500,000
Shadsworth Infants Extension and Remodel	200,000
Avondale Resurface Playground	105,000
Brookhouse Primary (Nursery) Replace Roof System	56,000
Lower Darwen Primary Heating System	158,000
Roe Lee Roofing, Upstandings and Windows	146,000
Roe Lee Repairs to Service Road, Ext Areas and Auto Gates	78,000
Other Variances < £50,000	337,000
<b>Total Slippage</b>	<b>3,462,000</b>

### **6.1.4 Environmental Services**

#### Slippage

Approval is requested to slip £104,000 on the Land Remediation scheme and £230,000 on the Blakewater Car Park scheme into 2022/23 as these works are not expected to be completed in 2021/22.

### **6.1.5 Growth and Development**

#### Local Transport Plan

Slippage of S106 funding is also reported as identified below:

<b>Scheme</b>	<b>Slippage Requested £</b>
West Bank Infrastructure	118,000
Yew Tree Lane	581,000
Blackburn North Roe Lee	150,000
Blackburn North at Ramsgreave Drive	130,000
<b>Total S106 Slippage</b>	<b>979,000</b>

#### Growth Team Housing Schemes

Approval is sought to slip the following Growth Team Housing Scheme allocations , as these schemes are all on going:

<b>Scheme</b>	<b>Slippage Requested £</b>	<b>Other Variations £</b>
Neighbourhood Intervention Fund	205,000	54,500
Equity Loans	50,000	-
Empty Homes Cluster	60,000	-
Land Release Fund	309,000	-
<b>Total Slippage</b>	<b>624,000</b>	<b>54,500</b>

Capital receipts of £54,500 have been recycled back into the Neighbourhood Intervention Fund and a request is made to increase the scheme by this value.

### Blakey Moor

Approval is sought to reprofile £2,302,000 of the budget on the Blakey Moor scheme into 2022/23 for works on this scheme which are not expected to be completed in the current year.

### Darwen Tower

Approval is requested to slip £108,000 in respect of this scheme into 2022/23. Works are not expected to be completed in the current year as they are dependent on the weather.

### Thwaites SPV

Due to a realignment in the investment profile in respect of this scheme, approval is sought to slip £245,000 into 2022/23.

### Darwen Towns Fund

During the quarter, the Council has received £1,250,000 of advance funding in respect of the Darwen Town Deal. Approval is requested to add a budget to the capital programme for this amount. This funding includes £200,000 in respect of amounts previously approved to be advanced to J4 Skatepark (as reported in 6.1.1).

## **6.1.6 Digital and Customer Services**

### Corporate ICT Schemes – Slippage

A request is made to approve the following re-profiling Corporate ICT scheme budgets into 2022/23 for schemes not expected to be completed during the current year:

<b>Scheme</b>	<b>Slippage Requested £</b>
Finance System	20,000
Corporate Website	16,000
Digital Customer Portal	40,000
Round Management System	4,000
Replacement HR and Payroll System	306,000
Microsoft 365 and Unified Comms	45,000
Transition to the Cloud	238,000
<b>Total Slippage</b>	<b>669,000</b>

### Ticketing System – KGH/DLT

This scheme is now complete with a remaining budget of £24,000 unspent. Approval is sought to transfer the unspent budget back to the Corporate ICT earmarked scheme.

### Reablement System

This scheme is expected to complete shortly with a remaining budget of £28,000 unspent. Approval is sought to transfer the unspent budget back to the Corporate ICT earmarked scheme.

### Liquidlogic Group Work Module

This scheme is expected to complete shortly with a remaining budget of £20,000 unspent. Approval is sought to transfer the unspent budget back to the Corporate ICT earmarked scheme.

## 6.1.7 Finance and Governance

### Slippage

Approval is sought to slip the following into 2022/23, as these schemes are not expected to be completed in this year:

<b>Scheme</b>	<b>Slippage Requested £</b>
Carbon Management Plan	67,000
Corporate Accommodation Strategy Phase 2	850,000
Mill Hill Community Centre Roof	50,000
Prayer Shelter at Pleasington Cemetery	275,000
<b>Total Slippage</b>	<b>1,242,000</b>

## 6.1.8 Earmarked and Contingent Schemes

### Corporate Property Investment Earmarked Scheme

Approval is sought to slip £1.335 million of this Earmarked Scheme allocation from the 2021/22 programme to meet the costs in future years. This will be utilised to help the Council fulfil its future growth and development plans.

### Asset Management Strategy Contingent Scheme

Approval is requested to slip £1.5 million of this Contingent Scheme allocation from the 2021/22 programme to meet the costs in future years. This will be utilised to help the Council fulfil its future asset management plans.

## 6.2 CAPITAL RECEIPTS

Actual capital receipts in the first 9 months of the year were £4.619 million. All of these receipts will be utilised to reduce the Council's underlying debt in support of the Minimum Revenue Provision.

## 6.3 BALANCE SHEET POSITION

### 6.3.1 Overview

Good balance sheet management assists in the effective use and control over the Council's assets and liabilities. Key assets comprise the Council's tangible fixed assets, debtors, investments and bank balances. Key liabilities include long and short-term borrowing, creditors and reserves.

### 6.3.2 Non-current Assets

Tangible non-current assets include property, plant and equipment held by the Council for use in the production or supply of goods and services, for rental to others or for administrative purposes. Property assets are the responsibility of the Finance and Governance portfolio. One fifth of all assets are re-valued every year, and annual reviews are undertaken to establish whether any impairment or other adjustments need to be applied. New assets and enhancements to existing assets are managed by way of the capital programme, as reported in Appendix 1.

### 6.3.3 Borrowing and Investments

Long-term borrowing requirements flow from the capital programme. Regular dialogue and meetings take place between the Director of Finance, their staff and the Council's independent treasury consultants Arlingclose, and options for optimising borrowing requirements are actively reviewed.

Both short and long-term borrowing interest rates have risen over the period. Investment interest rates have also increased throughout the third quarter of the year. To date it is now projected that:

- a) Interest and investment income will be £10,000 higher than originally forecast. This is mainly due to higher than expected investment balances as a result of grants in respect of COVID costs from central government received in advance of spend being incurred,
- b) Debt interest payable will be £232,000 lower than previously forecast. This is due to short term borrowing levels being lower than originally anticipated as well as the interest rates on short term borrowing remaining lower than originally forecast in the first three quarters of the year.

#### Interest and Debt Repayments Revenue Budget

	Original Budget £	Forecast at Quarters 1 & 2 £	Movement Quarter 3 £	Forecast at Quarter 3 £
Interest and investment income	(15,000)	(15,000)	(10,000)	(25,000)
Debt interest payable	12,285,500	11,905,000	(232,000)	11,673,000
MRP	6,016,000	5,892,000	-	5,892,000
<b>Total</b>	<b>18,286,500</b>	<b>17,782,000</b>	<b>(242,000)</b>	<b>17,540,000</b>

The current borrowing and investment position is as follows:

	Amounts at 31/12/21 £000	Amounts at 30/09/21 £000	Amounts at 30/06/21 £000	Amounts at 31/03/21 £000
Short term borrowing	20,000	40,000	69,250	78,250
Long term borrowing	143,564	143,564	145,681	145,681
Transferred debt re Local Government Reorganisation	13,175	13,311	13,582	13,582
Recognition of debt re PFI arrangements	60,209	60,673	61,138	61,603
<b>TOTAL BORROWING</b>	<b>236,948</b>	<b>257,548</b>	<b>289,651</b>	<b>299,116</b>
Investments made by the Council	53,100	61,873	75,548	58,633

The totals include the debt recognised on the balance sheet as a result of accounting adjustments in respect of bringing the BSF school buildings in to use, which are financed through PFI arrangements. These adjustments are made to ensure that the Council's effective control over, and use of, these assets is recognised with corresponding adjustments to the debt. These changes do not add to the costs faced by the Council Tax payer as the actual capital costs for these schools form part of the ongoing stream of payments made to the PFI contractor (which are in turn largely offset by PFI grant funding from the Government).

#### 6.3.4 Debtors

The Council has a corporate debt policy, as well as other specific policies for the management of debt in the key areas of council tax, business rates and housing benefit overpayments. The table below summarises the collection performance of the various debts and the total outstanding debt in the respective areas at 31<sup>st</sup> December 2021. The table also shows the corresponding level of debt at the same point in the last financial year.

	Position at 31/12/2021	Position at 31/12/2020
<b>Council tax</b>		
Current year balance (£000)	15,915	14,164
Previous year arrears (£000)	11,795	13,004
<b>Total Council tax balances</b>	<b>27,710</b>	<b>27,168</b>
Collection rates	77.8%	78.2%
<b>Business rates</b>		
Current year balance (£000)	8,769	6,682
Previous year arrears (£000)	2,812	3,278
<b>Total Business rates balances</b>	<b>11,581</b>	<b>9,960</b>
Collection rates	77.2%	76.1%
<b>Housing Benefit</b>		
Overpayments balances (£000)	2,463	2,622

Last year the Business Rates collection rate was significantly affected by the measures taken by both central government and the council, to support businesses in the borough through the COVID pandemic. To allow businesses sufficient breathing space from April to June 2020, the council took the decision that it would not request direct debit payments, and instead it would recalculate all Business Rate bills with the instalments reprofiled over the period from July to March.

#### 7. LEGAL IMPLICATIONS

The Council has a duty to ensure it can deliver a balanced budget. The Local Government Act 2003 imposes a duty on an authority to monitor its budgets during the year and consider what action to take if a potential deterioration is identified.

#### 8. RESOURCE IMPLICATIONS

None.

#### 9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 ☒ Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 ☐ In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 ☐ In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

## 10. CONSULTATIONS

None

## 11. STATEMENT OF COMPLIANCE

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

## 12. DECLARATION OF INTEREST

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

<b>VERSION:</b>	<b>V1.0</b>
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<b>CONTACT OFFICER:</b>	<b>Jody Spencer-Anforth (Ext 507748) Julie Jewson (Ext 5893)</b>
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<b>DATE:</b>	January 2022
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<b>BACKGROUND PAPER:</b>	N/A
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<b>Overall Capital Monitoring 2021/22</b>					
	<b>Current Year 2021/22</b>				
	<b>Budget Approved by Finance Council on 1 March 2021 £ 000</b>	<b>Revised Budget at Qtr 2 Monitoring £ 000</b>	<b>Virement / Supp Estimate £ 000</b>	<b>Slippage £ 000</b>	<b>Revised Budget at Qtr 3 Monitoring £ 000</b>
<b>Costs</b>					
Adults and Prevention Services	2,594	3,415	32	(1,023)	2,424
Children, Young People and Education	5,800	10,208	-	(3,862)	6,346
Environmental Services	333	337	-	(334)	3
Public Health and Wellbeing	-	304	-	-	304
Growth and Development	6,133	13,601	1,337	(4,258)	10,680
Digital and Customer Services	1,254	2,061	176	(669)	1,568
Finance and Governance	2,347	4,850	-	(1,242)	3,608
<b>Portfolios Total</b>	<b>18,461</b>	<b>34,776</b>	<b>1,545</b>	<b>(11,388)</b>	<b>24,933</b>
Earmarked Schemes	5,532	2,063	(176)	(1,335)	552
Contingent Schemes	1,500	1,500	-	(1,500)	-
<b>Total Spend</b>	<b>25,493</b>	<b>38,339</b>	<b>1,369</b>	<b>(14,223)</b>	<b>25,485</b>
<b>Financing</b>					
Department for Education	3,282	7,720		(2,237)	5,483
Department for Transport	362	4,249			4,249
Disabled Facilities Grant	3,417	3,577		(1,283)	2,294
Department for Levelling Up, Housing and Communities	742	847	1,250	(397)	1,700
Department for Business, Energy and Industrial Strategy	-	2,253			2,253
Home Office	-	235	32		267
Environment Agency	-	28			28
Heritage Lottery	771	1,098		(1,098)	-
Forrestry Commission	-	159			159
British Cycling	-	9			9
<b>Total Grants</b>	<b>8,574</b>	<b>20,175</b>	<b>1,282</b>	<b>(5,015)</b>	<b>16,442</b>
External Contributions	231	1,115		(272)	843
Revenue Contributions	3,381	4,283		(1,954)	2,329
Unsupported Borrowing	13,307	12,766	87	(6,982)	5,871
<b>Total Financing</b>	<b>25,493</b>	<b>38,339</b>	<b>1,369</b>	<b>(14,223)</b>	<b>25,485</b>

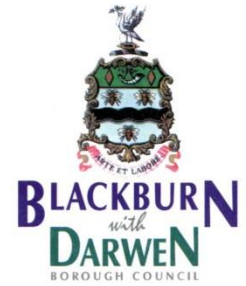
Scheme variations to 2021/22 Capital Programme									
	Current Year 2021/22								
	Budget Approved by Finance Council on 1 March 2021 £ 000	Revised Budget at Qtr 2 Monitoring £ 000	Virement / Supp Estimate £ 000	Slippage £ 000	Revised Budget at Qtr 3 Monitoring £ 000	Actual Spend to Date £ 000	Variance £ 000	Forecast £ 000	Variance After Slippage £ 000
<b>Adults and Prevention Services</b>									
Disabled Facilities Grant	2,324	2,755		(943)	1,812	667	(1,145)	1,812	-
Telecare Project	270	280		(80)	200	128	(72)	200	-
Safer Streets Fund	-	235	32		267	6	(261)	267	-
CCTV Hub Upgrade	-	145			145	138	(7)	145	-
	<b>2,594</b>	<b>3,415</b>	<b>32</b>	<b>(1,023)</b>	<b>2,424</b>	<b>939</b>	<b>(1,485)</b>	<b>2,424</b>	<b>-</b>
<b>Children, Young People &amp; Education</b>									
Disable Facilities Grant	823	682		(400)	282	99	(183)	282	-
Two Year Old Grant	-	214			214	-	(214)	214	-
<b>Schools capital programme</b>									
Capital allocations	1,637	3,788			3,788		(3,788)	3,788	-
St Barnabas and St St Pauls	-	135		(135)	-	(13)	(13)	-	-
Newfield ASD Demolition	-	-			-	(113)	(113)	-	-
Audley Infant and Junior - New Heating System	-	-			-	(30)	(30)	-	-
Audley Junior - Roofing Works	-	-			-	-	-	-	-
Roe Lee Park - Classroom Works	-	-			-	(3)	(3)	-	-
Avondale Kitchen	-	48			48	17	(31)	48	-
Griffen Park - Kitchen	-	-			-	-	-	-	-
Shadsworth Infants - Heating	90	250		(247)	3	3	-	3	-
St Cuthberts SEND	-	9			9	10	1	10	1
Belmont Drainage and External Painting	-	9			9	15	6	15	6
Meadowhead Infants external works and lighting	-	-			-	(9)	(9)	-	-
BCHS/Crosshill SEN	380	716			716	649	(67)	716	-
Lammack Extension	1,300	1,961		(1,500)	461	43	(418)	461	-
Darwen - Additional School Places	550	-			-	-	-	-	-
Longshaw Nursery Relocation	660	619		(500)	119	3	(116)	119	-
Lower Darwen Disability Access Adaptations	15	50			50	20	(30)	50	-
Brunel Nursery External Fencing	-	30			30	-	(30)	30	-
Feniscowles Disability Access Adaptations	125	135			135	92	(43)	135	-
Shadsworth Infants Extension and Remodel	220	239		(200)	39	17	(22)	39	-
Ashleigh Heating and Ventilation	-	35		(26)	9	-	(9)	9	-
Ashworth Nursery Perimeter Fencing	-	20		(15)	5	-	(5)	5	-
Audley infants (Nursery) Upgrade Fire Alarm	-	25		(19)	6	-	(6)	6	-
Audley Infants Resurfacing Pathways	-	20		(15)	5	-	(5)	5	-
Audley Infants Replacement of Fascias & Soffits	-	55		(41)	14	-	(14)	14	-
Audley Inf & Jnr Replace windows & upstands to lean to roof	-	60		(45)	15	-	(15)	15	-
Avondale Resurface Playground	-	140		(105)	35	-	(35)	35	-
Belmont Replace Fire Alarm System	-	30		(23)	7	-	(7)	7	-
Brookhouse Primary (Nursery) Replace Roof System	-	75		(56)	19	-	(19)	19	-
Brookhouse Primary Replace Boilers	-	40		(30)	10	-	(10)	10	-
Intack Primary Replacement of External Doors	-	18		(13)	5	-	(5)	5	-
Longshaw Juniors Replace Fire Alarm System	-	40		(30)	10	-	(10)	10	-
Lower Darwen Primary Heating Scheme	-	210		(158)	52	-	(52)	52	-
Roe Lee Roofing, Upstandings & Windows	-	195		(146)	49	-	(49)	49	-
Roe Lee Repairs to Service Road, Ext Areas & Auto Gates	-	104		(78)	26	4	(22)	26	-
Shadsworth Juniors Replacement of Boilers	-	40		(30)	10	-	(10)	10	-
Turton & Edgworth Upgrade Fire Alarm	-	30		(23)	7	-	(7)	7	-

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Meadowhead Infants Drainage Installations	-	20		(15)	5	-	(5)	5	-
Lower Darwen Primary Sch Partial Replace Fire Alarm System	-	16		(12)	4	-	(4)	4	-
Contingency	-	100			100	-	(100)	100	-
Project Management Fee	-	50			50	-	(50)	50	-
	5,800	10,208	-	(3,862)	6,346	763	(5,583)	6,353	7
<b>Environmental Services</b>									
Old Bank Lane Car Park	-	-			-	(17)	(17)	-	-
Land Remediation Scheme	103	107		(104)	3	3	-	3	-
Purchase of Blue Bins	-	-			-	(4)	(4)	-	-
Blakewater Car Park	230	230		(230)	-	-	-	-	-
Feilden St Car Park ANPR	-	-			-	(2)	(2)	-	-
	333	337	-	(334)	3	(20)	(23)	3	-
<b>Public Health &amp; Wellbeing</b>									
Blackburn leisure Centre Replacement					-	(8)	(8)	-	-
Witton 3G Pitches	-	-			-	(6)	(6)	-	-
Witton Park Cycle Track	-	19			19	1	(18)	19	-
Replacement Gym Equipment	-	285			285	22	(263)	285	-
	-	304	-	-	304	9	(295)	304	-
<b>Growth &amp; Development</b>									
Bank Top and Griffin Clearance	150	37			37	1	(36)	37	-
Neighbourhood Intervention Fund	720	231	55	(205)	81	49	(32)	81	-
Equity Loans	100	50		(50)	-	-	-	-	-
Empty Homes Cluster	360	60		(60)	-	-	-	-	-
Other Acquisition costs	10	10			10	-	(10)	10	-
Development Investment Fund	250	250			250	136	(114)	250	-
Assistance to Industry	150	224			224	108	(116)	224	-
Blakey Moor	2,257	2,585		(2,302)	283	36	(247)	283	-
Cathedral Quarter Office Block Fit Out	38	38			38	10	(28)	38	-
Local Transport Plan	1,698	7,173		(979)	6,194	2,775	(3,419)	6,194	-
Bury Fold Brook	-	14			14	-	(14)	14	-
Reel Cinema	-	45			45	(216)	(261)	45	-
Land Release Fund	400	349		(309)	40	2	(38)	40	-
Milking Lane SPV	-	250			250	250	-	250	-
Affordable Warmth Grants	-	10			10	1	(9)	10	-
Pottery Farm Alleviation	-	10			10	-	(10)	10	-
Waterfall Study	-	1			1	-	(1)	1	-
Grimshaw Park FAS Blackburn	-	3			3	-	(3)	3	-
Old Gates Drive FAS Blackburn	-	-			-	56	56	56	56
Darwen Tower	-	283		(108)	175	135	(40)	175	-
Darwen Towns Fund - Accelerated Funds	-	233			233	150	(83)	233	-
Barbara Castle Statute	-	-			-	3	3	3	3
Thwaites SPV	-	1,470		(245)	1,225	1,199	(26)	1,225	-
Acquisition of former Fleece Inn	-	200			200	200	-	200	-
Acquisition of Penny St Car Park	-	25			25	25	-	25	-
Greenfields CC and Mill Hill Juniors FC Grants	-	50			50	-	(50)	50	-

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Manxman Road Car Park	-	-	32		32	-	(32)	32	-
Darwen Towns Fund - 5% Early Payment	-	-	1,250		1,250	100	(1,150)	1,250	-
	6,133	13,601	1,337	(4,258)	10,680	5,020	(5,660)	10,739	59
<b>Digital &amp; Customer Services</b>									
Corporate ICT - Finance System	-	66		(20)	46	29	(17)	46	-
Corporate ICT - Desktop Refresh	113	96			96	43	(53)	96	-
Corporate ICT - Core Infrastructure Programme	120	40			40	4	(36)	40	-
Coporate ICT - Ticketing System KGH/DLT	-	24	(24)		-	-	-	-	-
Corporate ICT - Legal Services Case Management System	25	42			42	8	(34)	42	-
Corporate ICT - Corporate Website	86	69		(16)	53	29	(24)	53	-
Coporate ICT - Town Hall IT Infrastructure Upgrade	190	91			91	46	(45)	91	-
Coporate ICT - Digital Customer Portal	587	457		(40)	417	170	(247)	417	-
Coporate ICT - Reablement System	-	36	(28)		8	-	(8)	8	-
Coporate ICT - Round Management System	133	134		(4)	130	80	(50)	130	-
Coporate ICT - Microsoft Licence Agreement Server and Database	-	125			125	-	(125)	125	-
Coporate ICT - Replacement HR and Payroll System	-	716		(306)	410	137	(273)	410	-
Coporate ICT - Implementation Liquidlogic Group Work Module	-	65	(20)		45	20	(25)	45	-
Coporate ICT - Microsoft 365 and Unified Comms	-	100		(45)	55	37	(18)	55	-
Coporate ICT - Transition to the Cloud	-	-	248	(238)	10	-	(10)	10	-
	1,254	2,061	176	(669)	1,568	603	(965)	1,568	-
<b>Finance &amp; Governance</b>									
Carbon Management Plan	67	67		(67)	-	-	-	-	-
Public Sector Decarbonisation Scheme	-	2,253			2,253	931	(1,322)	2,253	-
Corporate Accommodation Strategy Phase 2	2,000	1,630		(850)	780	599	(181)	780	-
15a Town Hall Street roofing	-	-			-	-	-	-	-
Darwen Town Hall Reroofing	220	291			291	200	(91)	291	-
Witton 3G Changing Room Roof	-	65			65	55	(10)	65	-
Mill Hill Community Centre Roof	60	60		(50)	10	-	(10)	10	-
Treescapes Fund	-	159			159	-	(159)	159	-
Prayer Shelter at Pleasington Cemetery	-	325		(275)	50	1	(49)	50	-
	2,347	4,850	-	(1,242)	3,608	1,786	(1,822)	3,608	-
<b>Portfolios Total</b>									
	18,461	34,776	1,545	(11,388)	24,933	9,100	(15,833)	24,999	66
<b>Earmarked schemes:</b>									
Corporate ICT	2,000	196	(176)		20	-	(20)	20	-
Corporate Property Investment	3,000	1,335		(1,335)	-	-	-	-	-
Vehicles (funded from capital or leased)	532	532			532	78	(454)	532	-
<b>Total</b>	5,532	2,063	(176)	(1,335)	552	78	(474)	552	-
<b>Contingent schemes:</b>									
Asset Management Strategy	1,500	1,500		(1,500)	-	-	-	-	-
<b>Total</b>	1,500	1,500	-	(1,500)	-	-	-	-	-

Scheme variations to 2021/22 Capital Programme										
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Totals		25,493	38,339	1,369	(14,223)	25,485	9,178	(16,307)	25,551	66

## EXECUTIVE BOARD DECISION



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

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

**DATE:** Thursday, 10 February 2022

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

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

**KEY DECISION:** Y

### SUBJECT:

EB Safer Roads Strategy 2022-2026

### 1. EXECUTIVE SUMMARY

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

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

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

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

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

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

## 2. RECOMMENDATIONS

That the Executive Board:

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

## 3. BACKGROUND

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

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

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

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

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

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

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

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

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

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

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

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

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



The strategy therefore complements and creates policy links with:

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

## **6. FINANCIAL IMPLICATIONS**

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

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

## **7. LEGAL IMPLICATIONS**

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

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

## **8. RESOURCE IMPLICATIONS**

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

## **9. EQUALITY AND HEALTH IMPLICATIONS**

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

Option 1 ☒ Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 ☐ In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision.

Option 3 ☐ In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision.

## 10. CONSULTATIONS

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

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

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

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

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

## 11. STATEMENT OF COMPLIANCE

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

## 12. DECLARATION OF INTEREST

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

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

# Blackburn with Darwen

## Safer Roads Strategy 2022-2026



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

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## 1. Strategy Purpose

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



## 2. Strategy Context



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

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

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

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

This strategy therefore complements the:

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

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

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

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

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

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

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

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

### 3. Legal frameworks



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

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

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

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

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

#### 4. Strategy Principles

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

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

Secondary aims:

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

#### 5. Priority Groups

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



## 6. BwD Road Safety Data

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

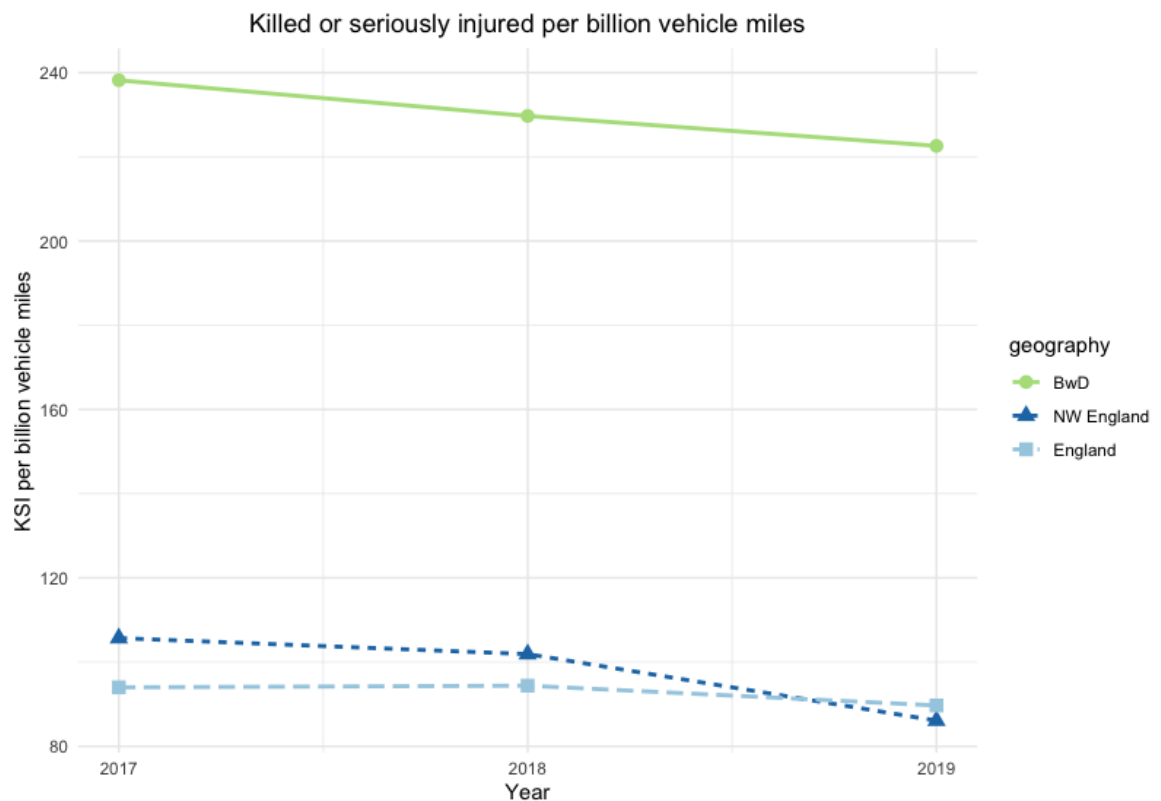
This resulted in two fatalities and 84 serious injuries

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

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

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







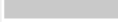


















- Blackburn with Darwen 222.6 per billion vehicle miles travelled
- North West Region 86.1 per billion vehicle miles travelled
- England 89.7 per billion vehicle miles travelled



1 - Data from [PHE fingertips](#)

## B10 - Killed and seriously injured (KSI) casualties on England's roads 2019

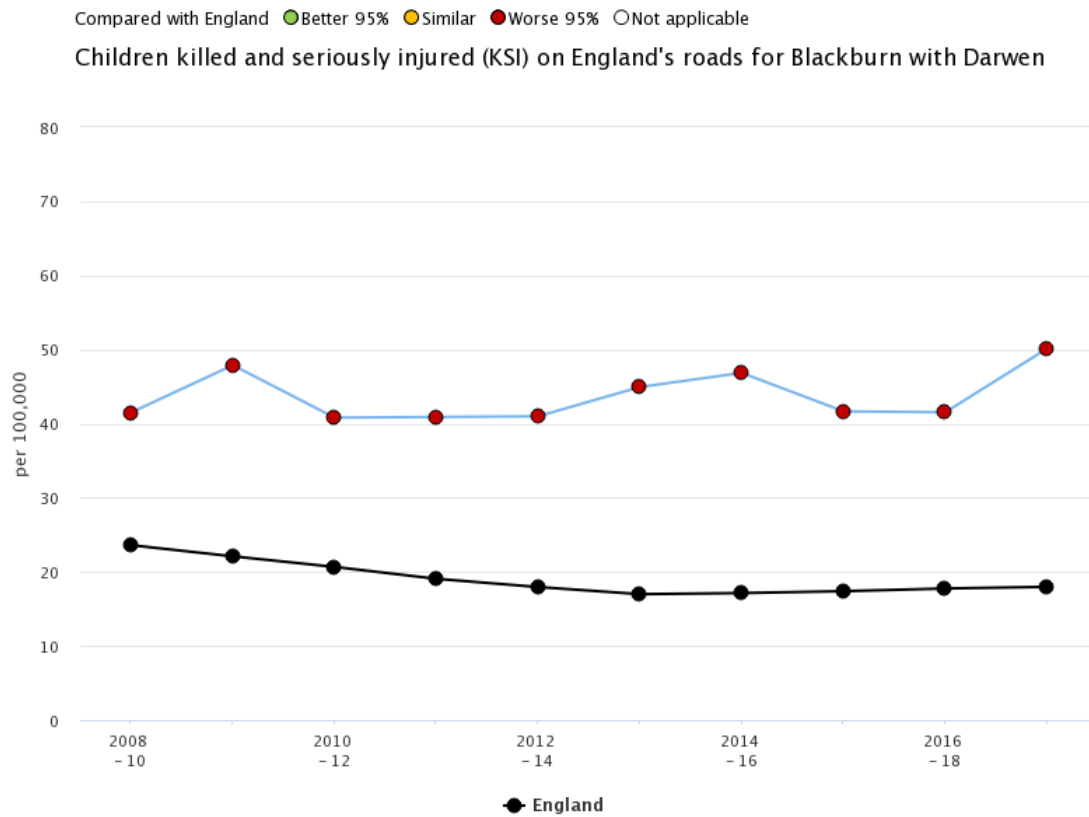
Crude rate - per billion vehicle miles

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

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

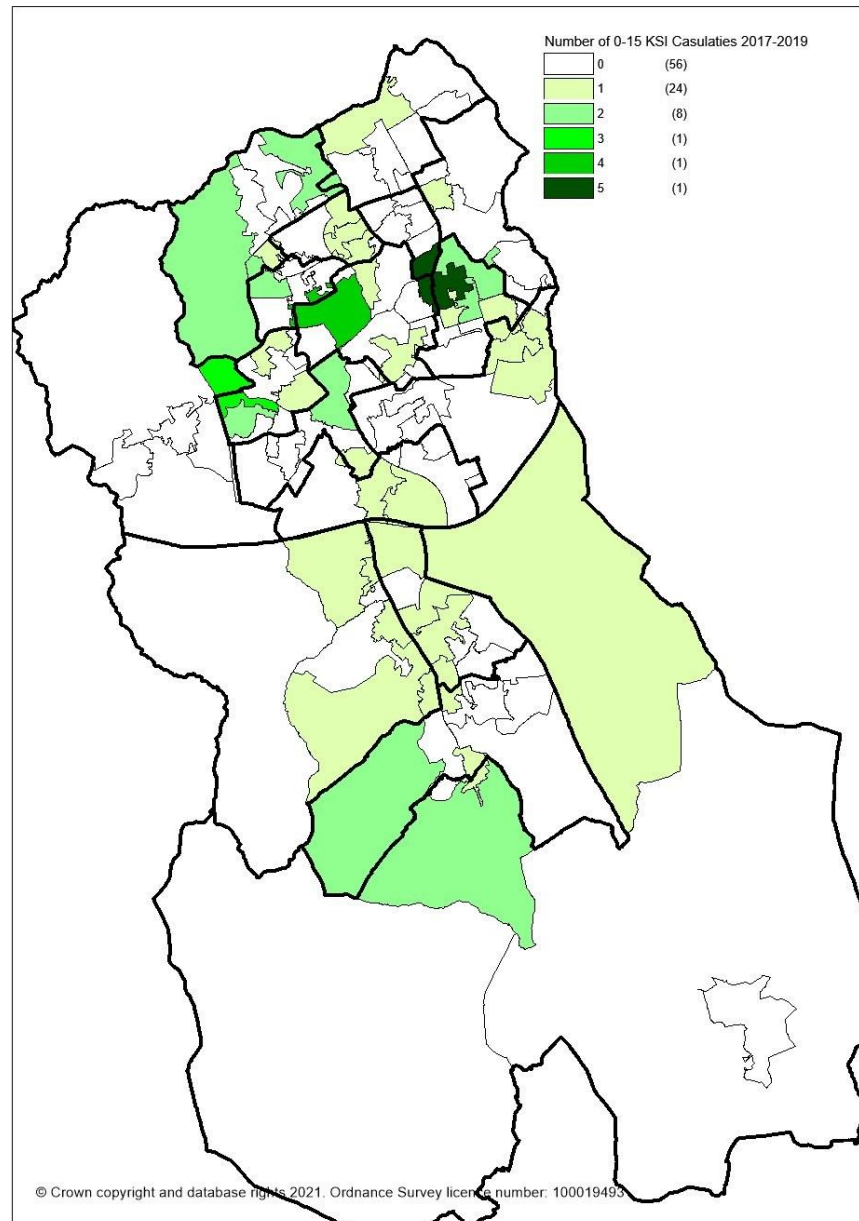
For the three year period 2017 -2019 the borough had the third worst crude rate of children aged 0-15 killed and seriously injured per 100,000 residents in England, of the upper tier authorities.

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



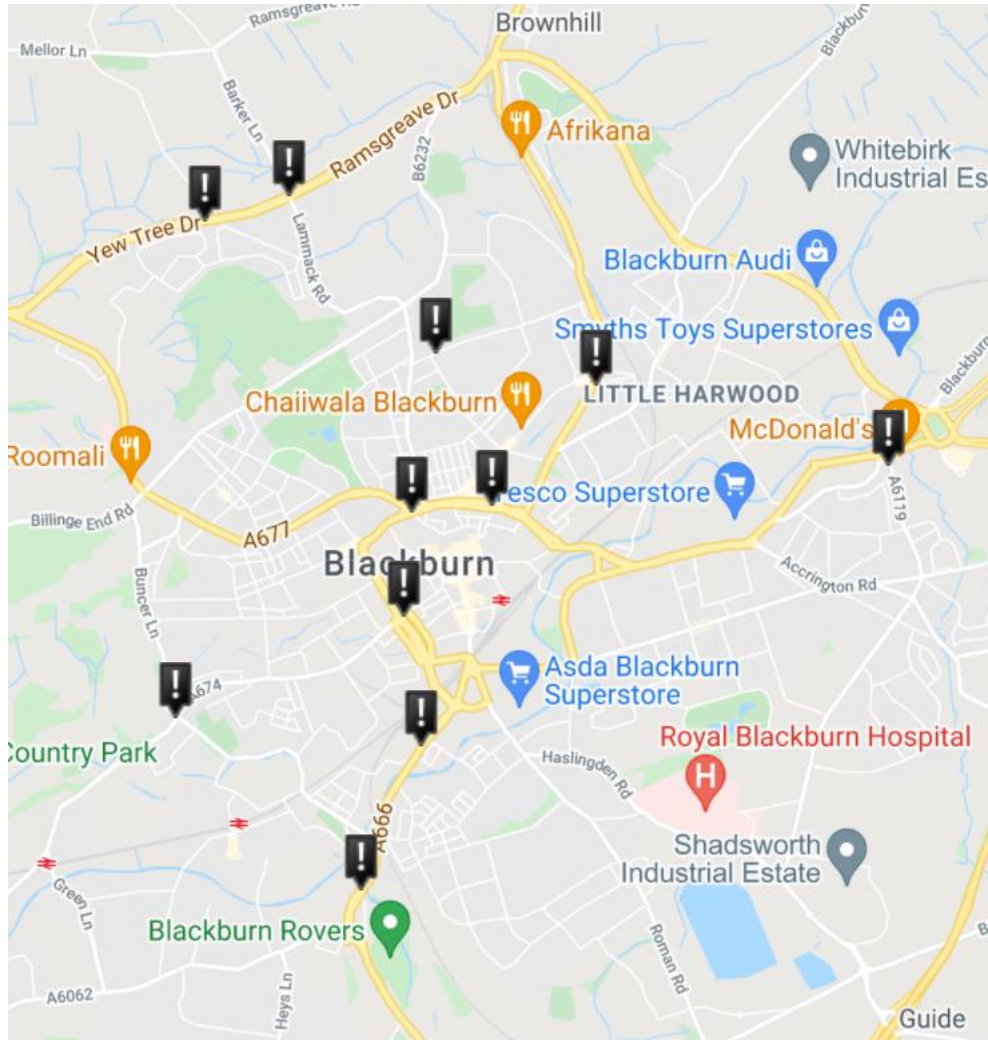
3 - Data from [PHE fingertips](#)

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



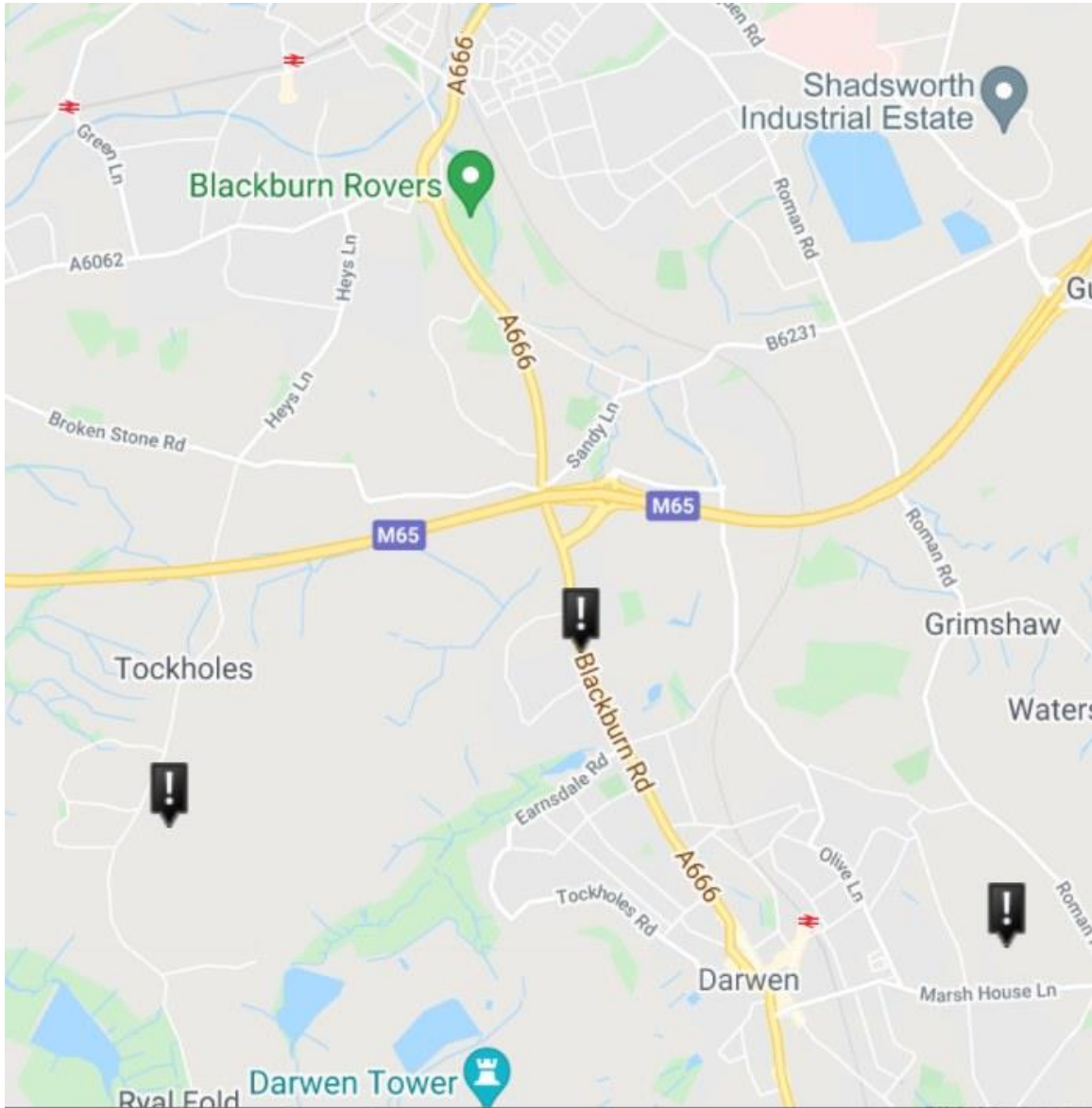
*4 - Map of killed and seriously injured aged 0-15 casualties by lower super output area for 2017-2019*

## Fatality locations 2016-2020



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

## Fatality locations 2016-2020



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

## 7. BwD walking and cycling data

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

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

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

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

## 8. BwD air quality data

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

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

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



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

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

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

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

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

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

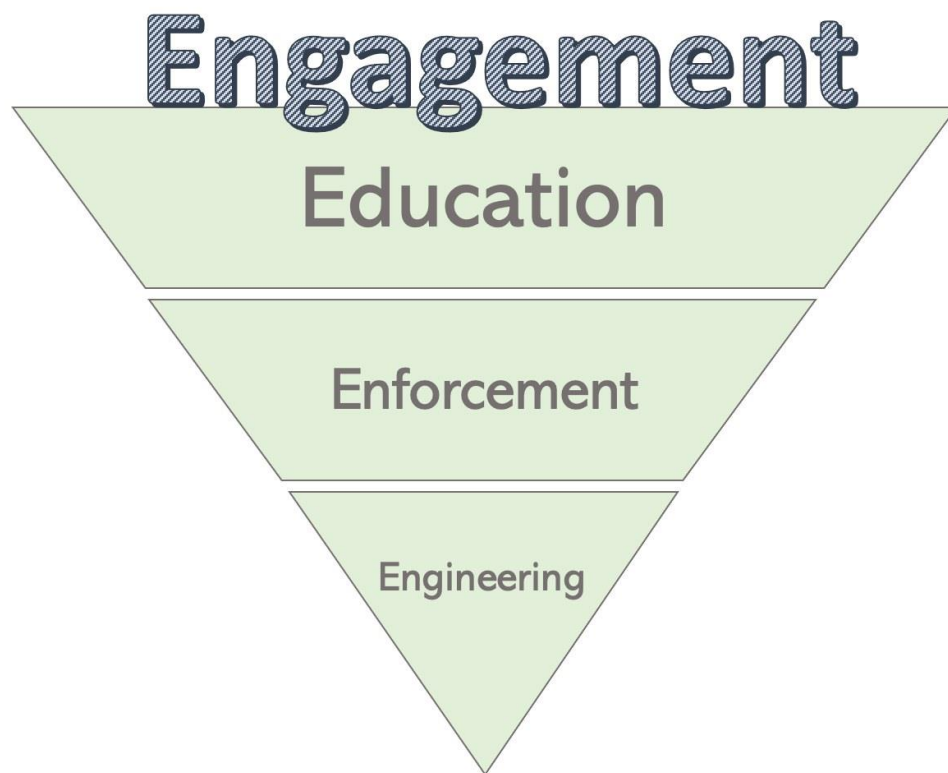


For more info see [20 questions about 20s plenty](#) and [NICE guidelines](#)

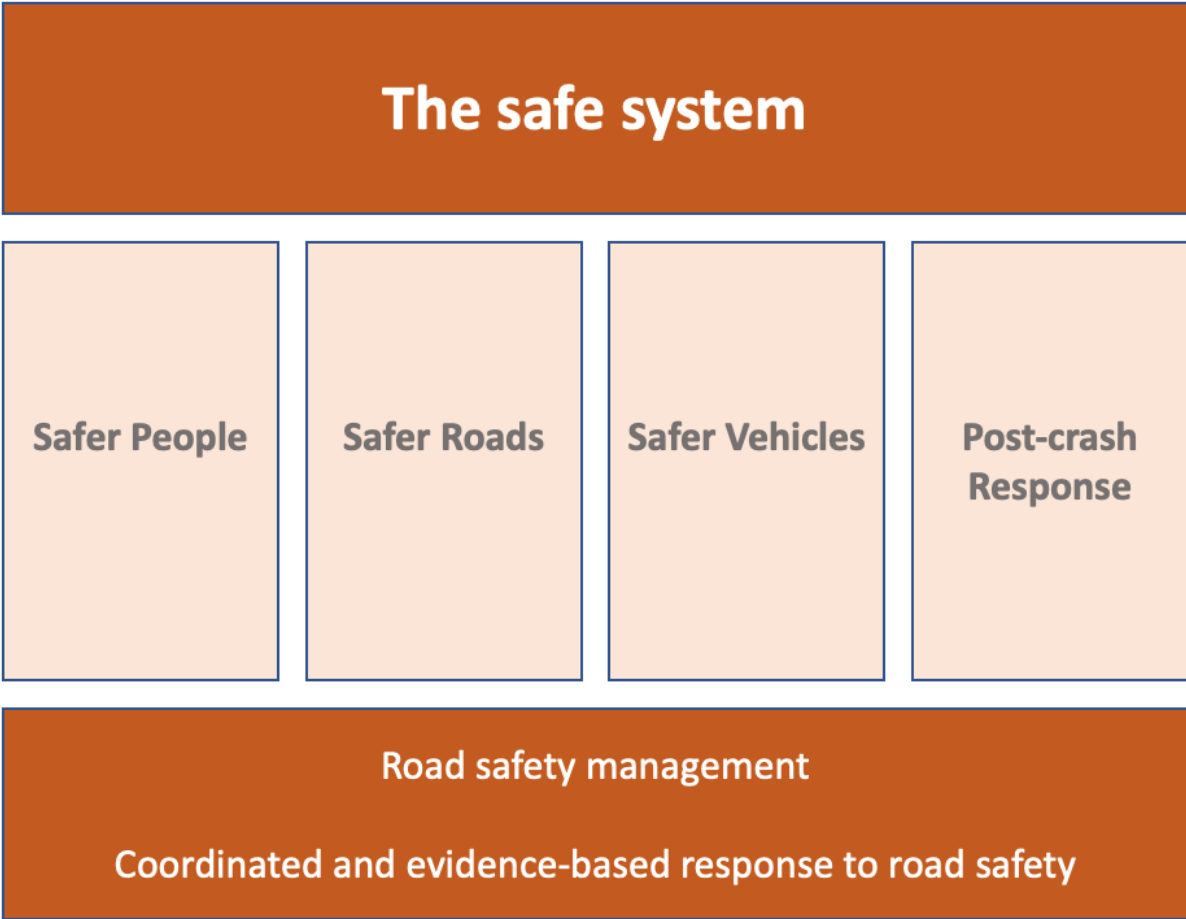
So how will we take these recommendations forward?

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

## 10. Strategic Frameworks and Models

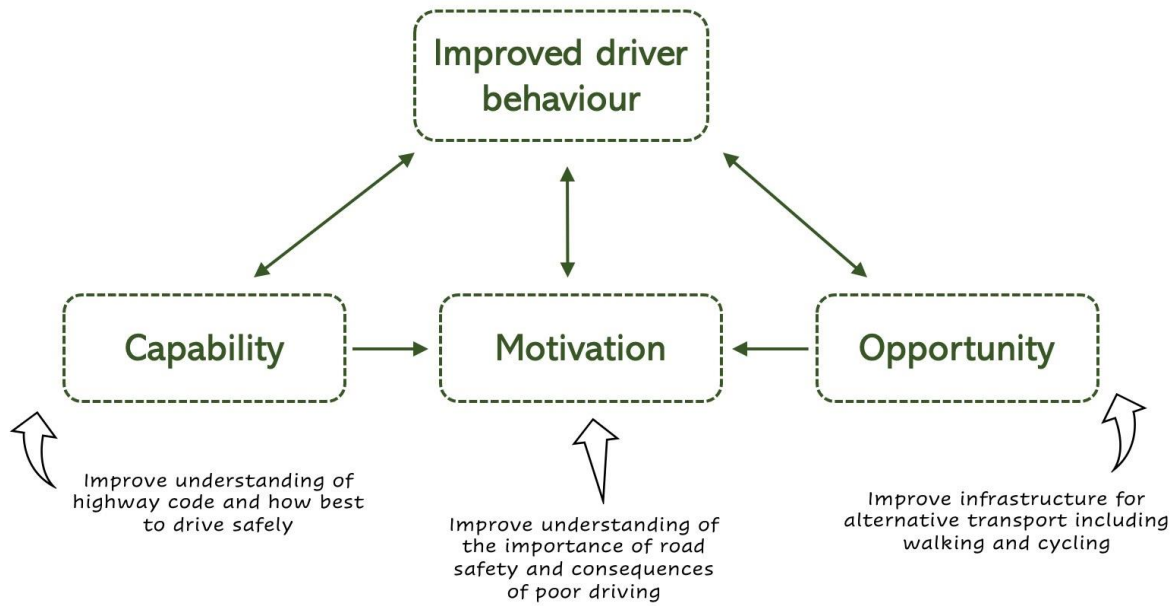


*7 - Strategic Framework*



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

*The COM-B model of behaviour change*



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

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

## 11. The Action Plan

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

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

- Alternative transport providers			
Elected member engagement sessions including <ul style="list-style-type: none"> <li>- Discussions about responding to road safety concerns</li> <li>- Publicising how road safety is being addressed within the borough</li> </ul>	Blackburn with Darwen Borough Council	December 2022	<ul style="list-style-type: none"> <li>- Number of sessions</li> <li>- Attendance at sessions</li> </ul>
Engagement with residents via social media communications including messages on <ul style="list-style-type: none"> <li>- You said, we did</li> <li>- Addressing concerns about road safety</li> <li>- Managing expectations</li> <li>- Publicising road safety activity by all partners</li> <li>- What residents can do to contribute to safer roads</li> </ul>	Blackburn with Darwen Safer Roads Operational Group	Ongoing	<ul style="list-style-type: none"> <li>- Engagement and interaction with posts</li> </ul>
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Road Safety Newsletter	Blackburn with Darwen Borough Council	December 2022	<ul style="list-style-type: none"> <li>- Number of subscribers</li> <li>- Frequency of letters</li> </ul>

EDUCATION			
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Engage and consult with residents on how to reduce speeds including possibility of introducing new 20mph limit areas along with a continued commitment for new residential development areas to have 20mph limits as standard	Blackburn with Darwen Safer Roads Operational Group	Engagement on 20mph limits by Dec 2023 Trial of further limit areas by Dec 2024	- Number of residents engaged - Quantity of road with 20mph limits



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Wider communication on engineering improvements	Blackburn with Darwen Borough Council	Ongoing	- Numbers and frequency of communications
Improve electric vehicle infrastructure	Blackburn with Darwen Borough Council	Ongoing	- Numbers of EV charging points in the borough





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



## 12. Consultation

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





13. How will progress be measured?



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

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

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

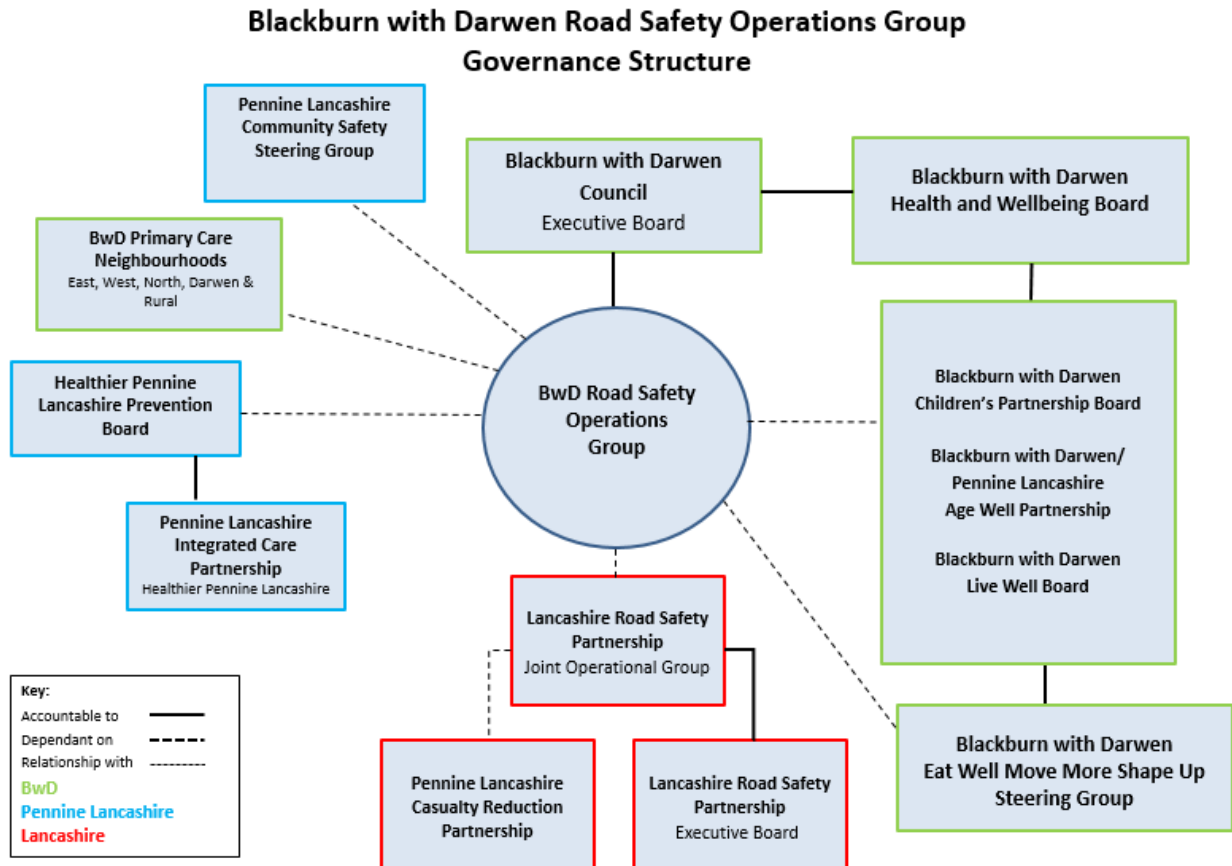
(as measured by STATS19 figures)

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

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

## 14. Governance

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





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



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

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# Blackburn with Darwen Eat Well Move More Strategy 2022-2025

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







# Foreword

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

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

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

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

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



Cllr Damian Talbot  
Executive Member for  
Public Health and Wellbeing



Cllr Mohammed Khan CBE  
Leader of the Council



Dominic Harrison  
Director of Public Health



Dr Mohammed Umer  
Clinical Director Blackburn with  
Darwen Primary Care Networks



# Executive Summary

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

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

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

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





# Background

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

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

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

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

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

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

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

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

# The journey so far 2017-2020

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



## Breastfeeding Friendly Borough

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



## The Summer Holiday Activity Fund Programme

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



## The Healthy Weight Declaration

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



# The journey so far 2017-2020



## Child Obesity Trailblazer Programme

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

## Together an Active Future

## Together an Active Future

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



## BwD Stride and Ride Group

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



# The journey so far 2017-2020



## Eat Well - Blackburn with Darwen Food Resilience Alliance

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

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

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



## Recipe 4 Health

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



# The journey so far 2017-2020



## Blackburn with Darwen Social Prescribing Alliance

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





# The impact of the COVID-19 pandemic

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

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

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





# Health & Social Care System Changes

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



Department  
of Health &  
Social Care

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

Published 11 February 2021

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

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

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



## Our Ambition

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



# Our Mission

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

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

## What we will do:

- Provide the encouragement, opportunity and an environment that empowers people to make physical activity and healthy eating the easy choice throughout the course of their lives
- Create and support opportunistic interventions. Understand the complexities around uncomfortable conversations, raising the issue of weight, inactivity and food insecurity
- Work collaboratively with all partners and the community to encourage positive lifestyle changes that enable the people of Blackburn and Darwen to improve their physical and mental health and wellbeing
- Use the power of physical activity and good food to build a fairer future for everyone in the recovery from the COVID-19 pandemic
- Empower the most vulnerable and at risk of poor health in our community to make positive behaviour changes
- Building community resilience and capacity, through strength and asset based approaches, to ensure inclusivity and accessibility
- Support the workforce of Blackburn with Darwen to make every contact count







# Our Guiding Principles

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

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

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

**Collectively we will:**

- Page 86
- ➔ **We will raise the profile and awareness of the strategy with decision makers across the Council, health and social care and across the voluntary, community and faith sector.**
  - ➔ **Commit to delivering our Healthy Weight Partner Pledges to take a whole system approach**
  - ➔ **Promote a strength based and community led approach to enabling residents to know where to go to ask for help or support or to access activities which promote health and wellbeing**
  - ➔ **Strive for quality in everything we do and be able to demonstrate the impact on our communities**
  - ➔ **Ensure everyone in the borough is able to access programmes and services which are suited to their own needs**
  - ➔ **Support the borough’s recovery from the COVID-19 pandemic**
  - ➔ **Use evidence, data and insight from communities to guide what we do**
  - ➔ **Embed the guiding principles within Primary Care Neighbourhoods priorities**
  - ➔ **Take a partnership approach to support and complement existing pathways and ways of working**
  - ➔ **Influence commissioning opportunities to ensure food, physical activity and healthy weight is a ‘must do’**
  - ➔ **Embrace and support opportunities to develop our workforce**

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

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

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

1

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

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

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

2

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

3

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

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

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

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

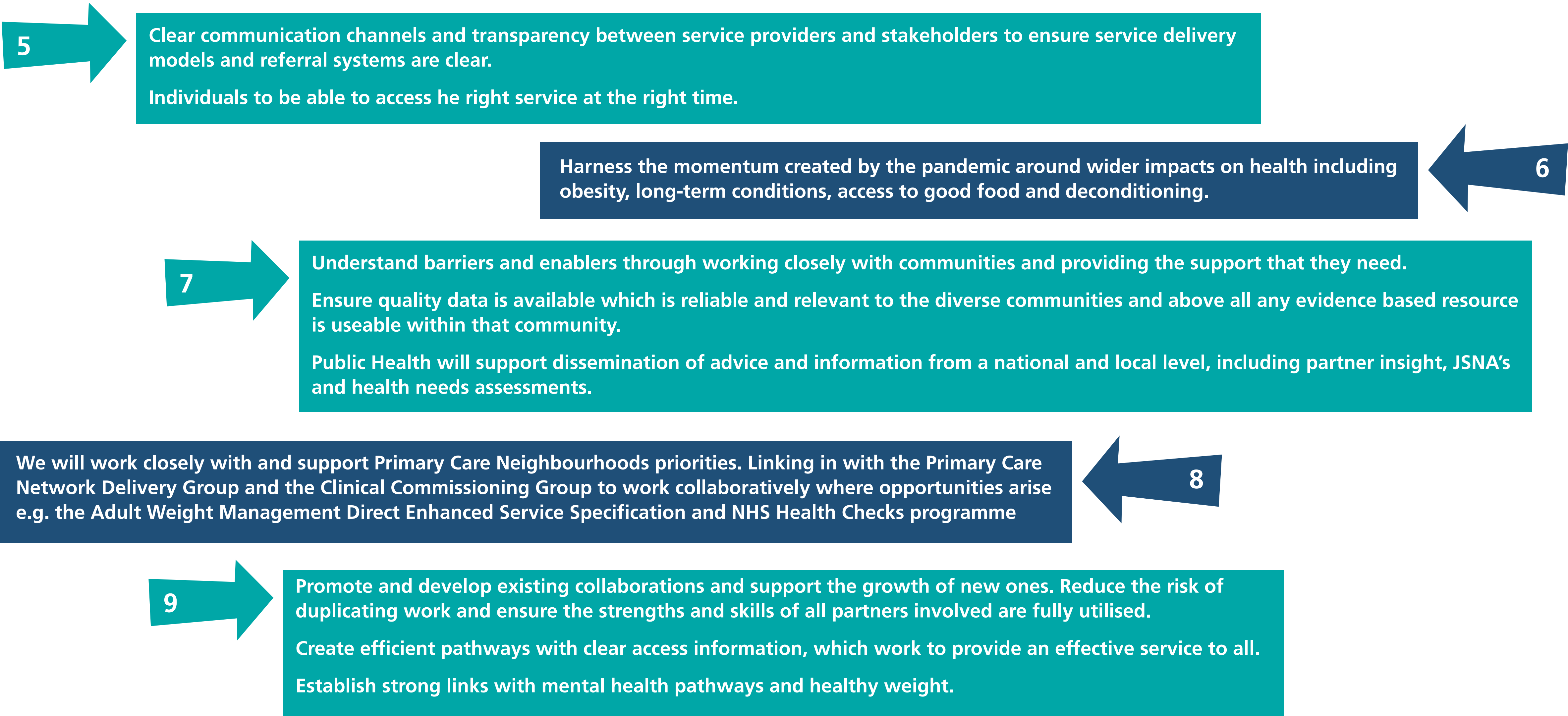
Consistent and persistent messaging to promote health and wellbeing across all organisations.

4

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

Recognise failure and support learning from this.

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



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

10

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

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

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

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

11



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





# What does success look like?

What does success look like?	
	We will have participation from all key public, voluntary, community and faith sector organisations
	All partners will be delivering their Healthy Weight Pledges to support taking a whole system approach
	We will support the development and implementation of a comprehensive workforce development offer available to all frontline workers and volunteers which upskills around physical activity, healthy weight and access to good food
	All partners will be using the evidence, data and community insight to develop relevant and effective programmes and interventions
	All existing and new Council commissions and policies will be reviewed to ensure health is included as a 'must do'
	All Equality Impact Assessments and Health Impact Assessments will be reviewed and comments for action provided by Public Health





# Recommendations

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

## Supporting Primary Care Neighbourhood Development

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

## Supporting Population Health Management

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

## Tackling Health Inequalities

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

## Making Health Eeverybody's Business

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

## Targeting and Supporting Workforce Development

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





# How will we monitor progress on this strategy?

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

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

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



## Call to Action...

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



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



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

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

## Supporting Reading

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

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



# Our Partners







# Walking and Cycling Plan

**2021-2024**



## ***Forward***

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

Whilst the COVID-19 pandemic has brought significant

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

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



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



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

*P. Riley*



## *Executive summary*

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

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

The principles running through this plan include:

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

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

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

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

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





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

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

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

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

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

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

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

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

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

### **Monitoring and evaluating progress**

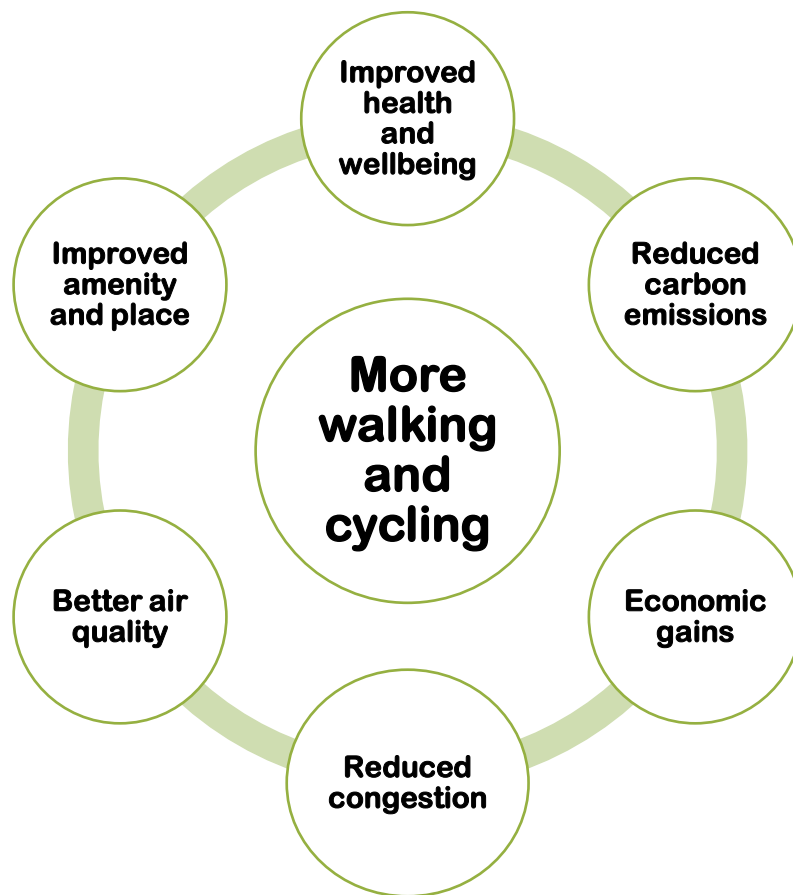
- Monitor the numbers of people walking and cycling, modes of transport used for journeys and types of people walking and cycling. Long term goals to coincide with the Lancashire 10 year walking and cycling strategy 2018-2028.
- Ongoing community feedback and engagement
- Ongoing investigation into more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

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

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



## Benefits of walking and cycling



## Building blocks for more walking and cycling



# *The national, regional and policy context*

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

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

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

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

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

**Resident Sam Riddehough**

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

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

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

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

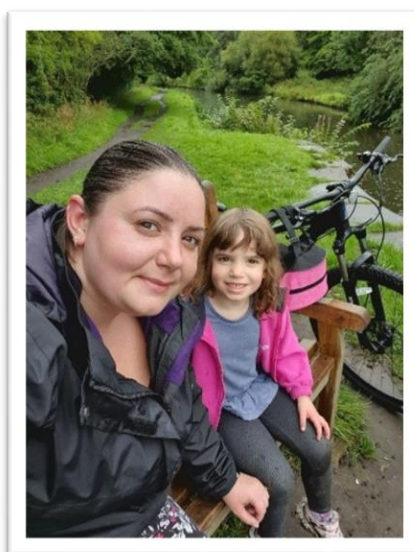


Photo courtesy of resident Sam Riddehough

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





# *Benefits of more walking and cycling*

## **Improved Health and Wellbeing**

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

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



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

*- Resident Sharon Connolly*

## Reduced Carbon Emissions

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



Photo courtesy of Councillor Jackie Floyd

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

## Boost economy and trade, improved amenity and place

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

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



Photo courtesy of resident Tracy Robinson

## Reduced congestion

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

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

*Resident Sharik (year 7)*

## Better air quality

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



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



# Progress and plans for the future

## *Improve walking and cycling infrastructure*

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



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

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

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

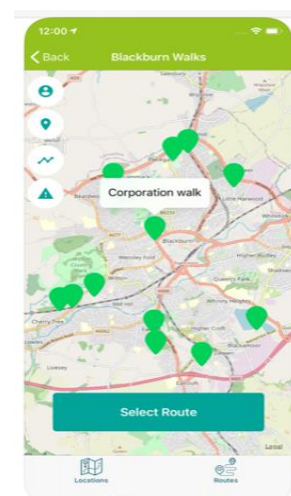
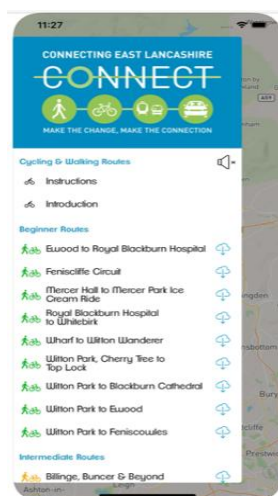
- Deliver phase 2 of the emergency active travel fund
- Develop Local Cycling and Walking Infrastructure Plans
- Centre walking and cycling in any infrastructure or highways decisions, and continue to work to improve road safety
- Pilot and introduce school streets initiatives

## Community Engagement

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

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

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



### Actions for future community engagement:

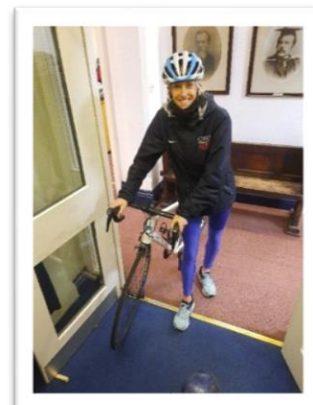
- Community consultation on the contents of this plan, as well as any new walking and cycling infrastructure, schools streets initiatives or similar programmes
- Prioritise initiatives that target under-represented and disadvantaged groups in walking and cycling e.g. engaging with Age UK, foster families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



## ***Business Engagement***

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

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



Local commuter Samantha

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

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

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

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

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

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

## ***Monitoring and evaluation***

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

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

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











## FOREWORD

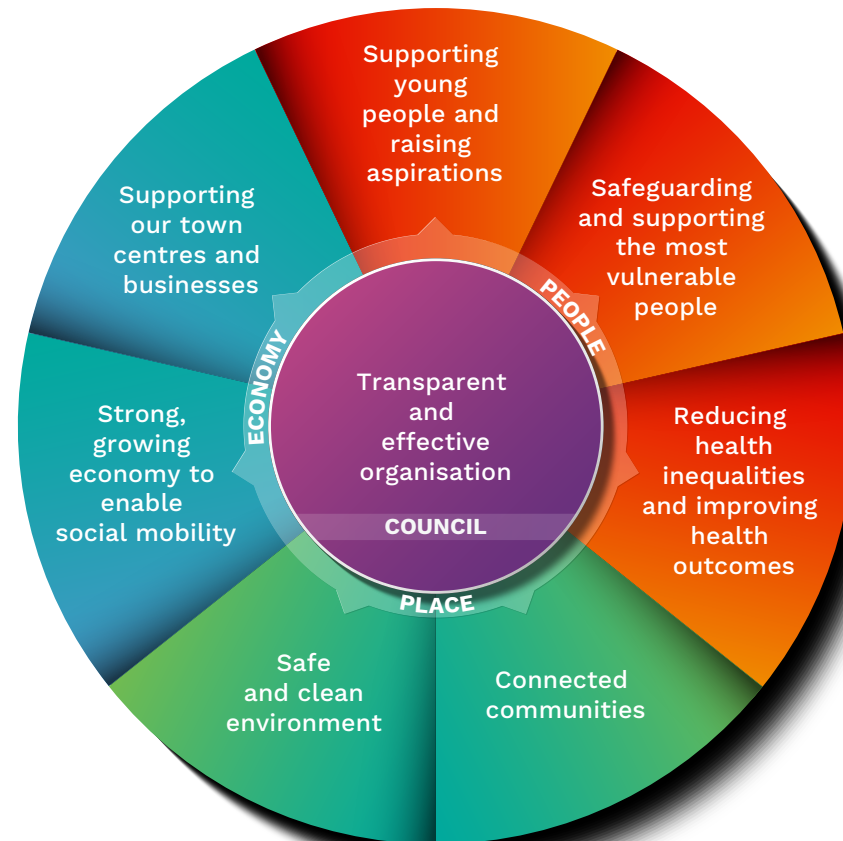
**Climate change has been recognised as one of the gravest threats ever faced by humankind. It needs to be addressed in an urgent manner.**

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

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

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

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



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

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

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

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

## FOREWORD

The Council has outlined the following objectives:

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

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



*Denise Park*  
Denise Park  
Chief Executive



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



## ACTION SUMMARY

Blackburn with Darwen Borough Council will:

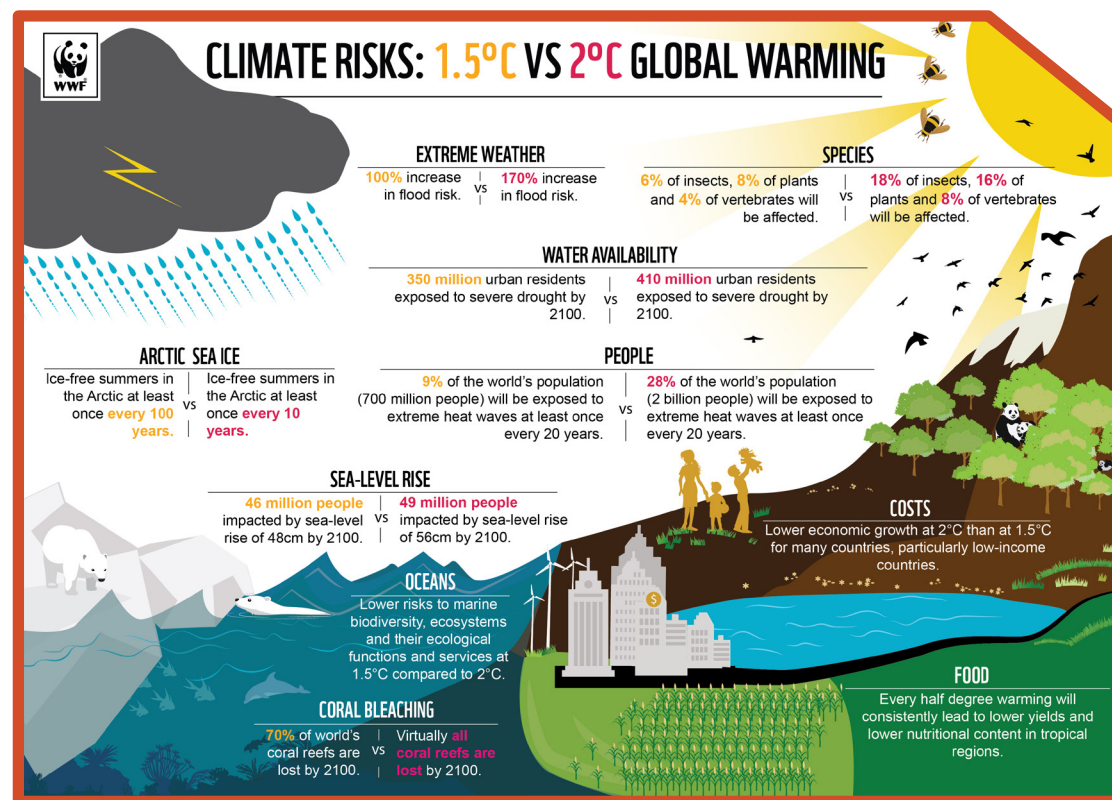
<b>Sound Decisions</b>	Account for emissions in decision making
	Revise procurement policies and procedures to ensure environmental impact is considered as part of all major procurements.
<b>Resilient &amp; Attractive Borough</b>	Align Council policy with our climate emergency objectives
	Review and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

## INTRODUCTION

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

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

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



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

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

## CLIMATE EMERGENCY DECLARATION

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

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

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

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

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





## CLIMATE EMERGENCY DECLARATION

### The Council believes that:

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

### The Council decides to:

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

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



## THE MAIN GREENHOUSE GASES AND THEIR SOURCES

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

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

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

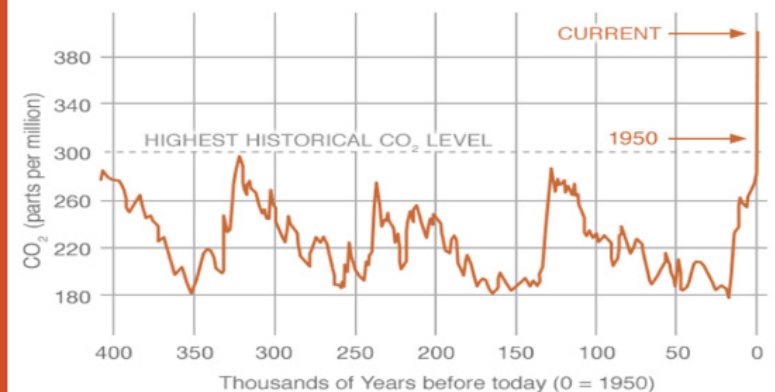
The UK, in 2017, emitted 460 million tonnes of greenhouse gases from the sources shown<sup>3</sup>. Emissions are down 43% on 1990 levels, mainly because the UK has swapped coal for renewable energy from sun and wind to generate electricity. Provisional figures for 2018 suggest the downward trend is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

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

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

### PROXY (INDIRECT) MEASUREMENTS

Data source: Reconstruction from ice cores.  
Credit: NOAA



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

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

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

## THE MAIN GREENHOUSE GASES AND THEIR SOURCES

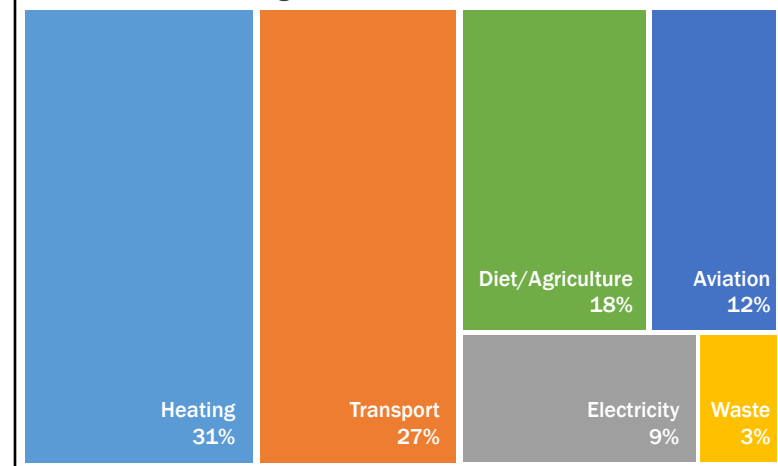
The sector split in the borough is:

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

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

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

UK Average Household Emissions 2017





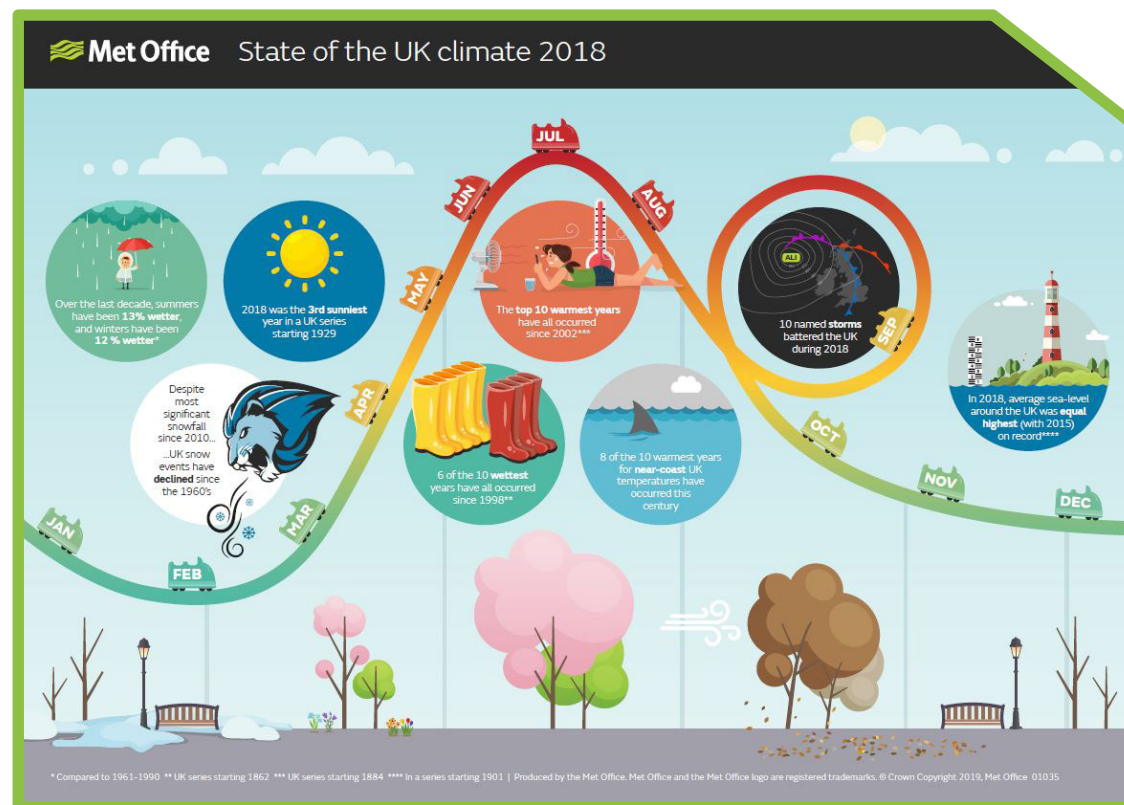
## THE IMPACT OF CLIMATE CHANGE

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

The main threats are:

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

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



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

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

## WHAT THE COUNCIL IS ALREADY DOING

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

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

• Estate manager – ensuring that our own buildings and operations are energy efficient

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

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

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



## WHAT THE COUNCIL IS ALREADY DOING

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

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

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

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

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

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

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

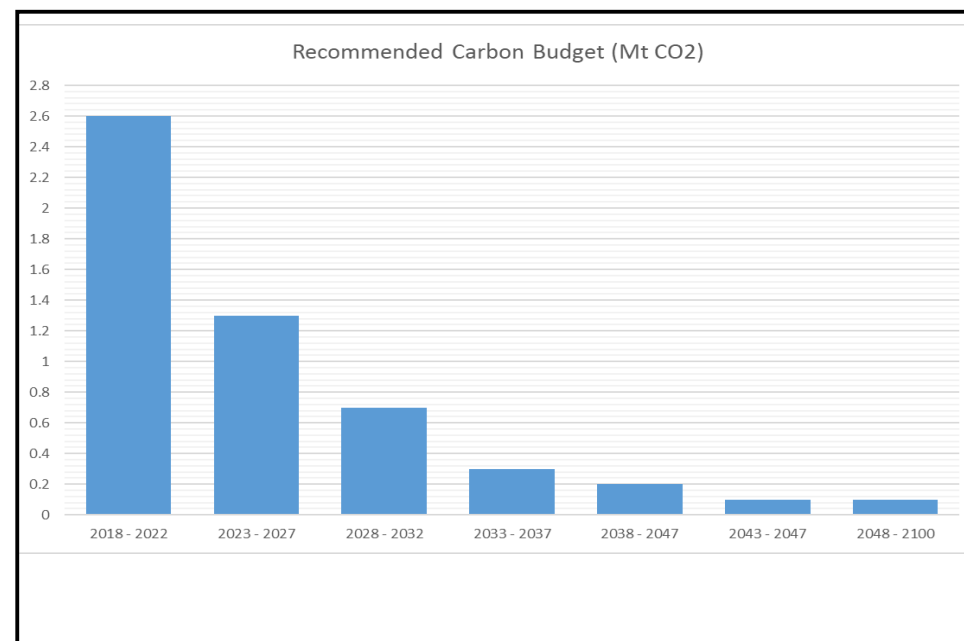


## CARBON REDUCTION PATHWAY

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

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

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



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

## ACTION PLAN

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

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

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

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

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



## ACTION PLAN

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

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

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



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



## ACTION PLAN

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

## ACTION PLAN

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

## ACTION PLAN

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



## ACTION PLAN

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

## ACTION PLAN

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

## ACTION PLAN

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



## WHAT YOU CAN DO

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

<b>1. Tell the government to act now</b>	<p>Time is running out to stop catastrophic climate change. The solutions are out there, and if we act quickly, we can make them a reality.</p> <p>Individuals need to exercise their rights both as citizens and as consumers, putting pressure on the government and on companies to make the system-wide changes are needed.</p>
<b>2. Take action in your community</b>	<p>Right now, people just like you are coming together to develop practical, local solutions and make their towns and cities more climate-friendly. Find out what's happening near you.</p>
<b>3. Power up on plants</b>	<p>After fossil fuels, the food industry is one of the most important contributors to climate change – meat and dairy production is responsible for 14% of global emissions.</p> <p>You don't have to go vegetarian or vegan to make a difference. By reducing your consumption of animal protein by half, you can cut your diet's carbon footprint by more than 40%.</p>



## WHAT YOU CAN DO

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



## WHAT YOU CAN DO

### 6. Save energy at home

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

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

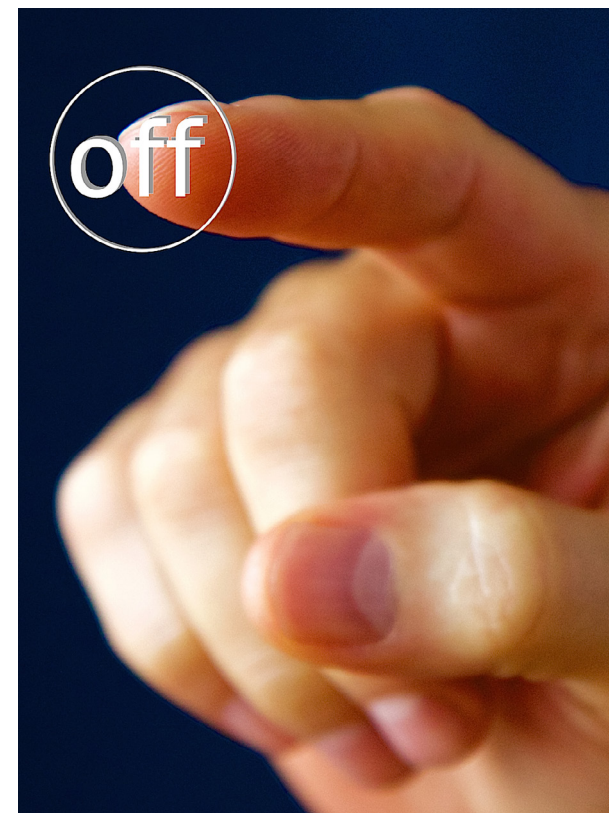
- Put on an extra layer and turn down the heating a degree or two;
- Turn off lights and appliances when you don't need them;
- Replace light bulbs with LEDs;
- Make simple changes to how you use hot water, like buying a water-efficient shower head.

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

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

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

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





## WHAT YOU CAN DO

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



Sources: 9 things you can do about climate change, Grantham Institute – Climate Change and the Environment, an institute of Imperial College London (2019) [www.imperial.ac.uk/stories/climate-action/](http://www.imperial.ac.uk/stories/climate-action/)

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The Fifth Carbon Budget, How every household can help reduce the UK's carbon footprint, Committee on Climate Change (2016) [www.theccc.org.uk/](http://www.theccc.org.uk/)



@theshuttle



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For more information on our Climate Emergency Action Plan please visit [www.blackburn.gov.uk](http://www.blackburn.gov.uk)

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

### **Executive Summary**

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

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

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

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

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

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

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

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



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

For Lancashire this means:

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

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

## Context

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

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

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

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

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

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

## Understanding the Challenge

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

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

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

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

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

### Lancashire's economic prosperity

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

### Health and Wellbeing gains

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

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



## The Way Forward

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

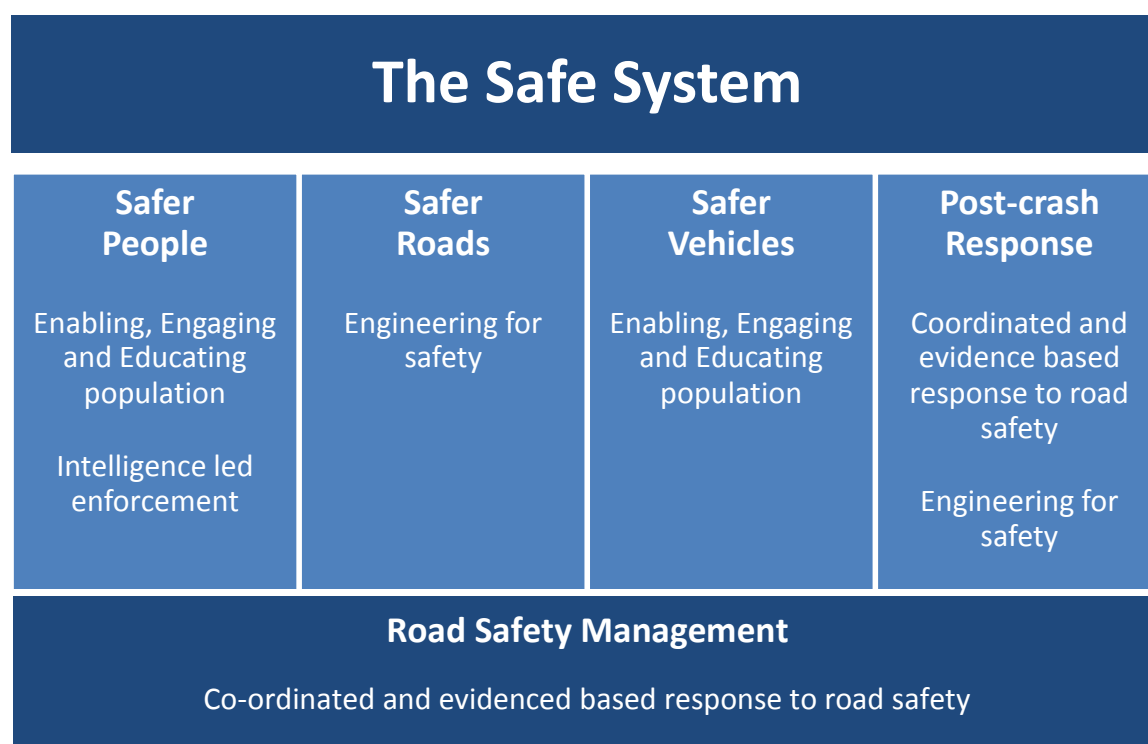
1. Reduce road traffic fatalities by user group and age
2. Reduce severity and numbers of road traffic injuries by user group and age
3. Improve outcomes of 'vulnerable' road users.
4. Improve and change road safety attitudes and behaviours.

## Key Priorities

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

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

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



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

### **Implementation plan**

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

### **Measuring Success**

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

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

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

### **Coordinated response**

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

### **Building the Evidence Base**

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

### **We will:**

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



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

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

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

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

### **We will:**

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

### Priority 3: Intelligence led Enforcement

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

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

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

#### We will:

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

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

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

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

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

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

### **We will:**

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



## References

- <sup>1</sup> Organisation of economic co-operation and Development (OECD) & International Transport Forum: [Towards Zero: Ambitious Road Safety Targets and the safe system approach](#) ISBN 978-92-821-0195-7 OECD/ITF, 2008
- <sup>2</sup> House of Commons: [Reported Road Accidents Statistics 2013](#); House of Commons Research papers and Standard Notes: London
- <sup>3</sup> Department of Transport (DfT) 2015 [Reported Road Casualties in Great Britain: Main Results 2014](#) Department for Transport: London.
- <sup>4</sup> Department of Transport Statistical data set Table RAS30058 [Reported casualties by county, lower tier local authority, severity, child KSI and all ages, England, latest available years](#)
- <sup>5</sup> Department of Transport (DfT) 2015: [Road traffic estimates in Great Britain: 2014](#) Department of Transport: London
- <sup>6</sup> Department of Transport: [Working Together to Build a Safer Road System British Road Safety Statement Moving Britain Ahead 2015](#): London
- <sup>7</sup> [Global Plan for the Decade of Action for Road Safety 2011-2020](#), World Health Organisation, 2010
- <sup>8</sup> Finfer SR, Cohen J. [Severe traumatic brain injury](#). Resuscitation 2001; 48(1): 77-90.
- <sup>9</sup> Rivara FP, Grossman DC, Cummings P. [Injury prevention](#). First of two parts. N Engl J Med 1997; 337(8): 543-48.
- <sup>10</sup> Mohammed AK & Al-AAsam B; [Trauma outcome of road traffic accident](#) : Journal of Medicine, Physiology and Biophysics ISSN 2422-8427; Vol.17, 2015
- <sup>11</sup> Beck G, Coffey S. [Assessment and treatment of PTSD after a motor vehicle collision: Empirical findings and clinical observations](#). Prof Psychol Res Pr. 2007 Dec; 38(6): 629–639
- <sup>12</sup> Royal College of Paediatrics and Child Health & University College London. [Child Health Research UK – Clinical outcomes review programme. Overview of child deaths in four UK countries](#). 2013. London. RCPCH : Pg 27
- <sup>13</sup> World Health Organisation. [Global status report on road safety 2015](#).ISBN 978 92 4 156506 6 (NLM classification: WA 275)
- <sup>14</sup> Lancashire Enterprise Partnership: [Lancashire Strategic Economic Plan, A Growth Deal for the Arc of Prosperity](#), March 2014
- <sup>15</sup> Health and Safety Executive: [Driving at work: Managing work-related road safety](#), 2014
- <sup>16</sup> Public Health England: [Everybody active, every day, An evidence-based approach to physical activity](#), October 2014
- <sup>17</sup> [Tackling Physical Inactivity – A coordinated Approach](#), All Party Commission on Physical Activity, 2014
- <sup>18</sup> World Health Organisation: [Promoting physical activity and active living in urban environments 2006](#)
- <sup>19</sup> Department for Transport, [Cycling and Walking Investment Strategy](#), March 2016
- <sup>20</sup> Social Attitudes to Road Traffic Risk in Europe (SARTRE): [European road users' risk perception and mobility The SARTRE 4 survey 2012](#)
- <sup>21</sup> Lancashire Constabulary road collision dataset
- <sup>22</sup> Brainbox Research 2015: Review of Primary School Interventions in Lancashire
- <sup>23</sup> National Police Chiefs' Council, (2015), [Policing the Roads in Partnership – 5 Year Strategy 2015 – 2020](#)
- <sup>24</sup> Transport Select Committee: [Written evidence from the Association of Chief Police Officers \(RSF 18\) October 2011](#)
- <sup>25</sup> Department for Transport, [Facts on Road Fatalities](#), June 2015

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

## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Growth and Development Executive Member for Finance and Governance
<b>LEAD OFFICERS:</b>	Strategic Director Place (Please Select)
<b>DATE:</b>	10 February 2022

<b>PORTFOLIO/S AFFECTED:</b>	Growth and Development	(Please Select...)
<b>WARD/S AFFECTED:</b>	Blackburn Central	(Please Select...)
<b>KEY DECISION:</b>	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	

**SUBJECT: EB (Executive Board) St John's Refurbishment**

### 1. EXECUTIVE SUMMARY

- 1.1 Following the acceptance of the insurance settlement from Zurich for the St John's Church due to the unfortunate fire that occurred on 3rd April 2019, this report seeks approval to set up a capital project for the restoration of the former St John's Church.
- 1.2 It is proposed the former St John's Church will be repurposed and refurbished to create high quality flexible workspace to meet new agile working demands, which have been accelerated by the pandemic, and will form an early phase of the new Blackburn town centre masterplan.
- 1.3 This report outlines the outcome of the tender process for procuring an architect to undertake the design for the refurbishment project and seeks approval to appoint the successful architect.
- 1.4 Following the appointment of the architect the report also seeks delegated approval to commence the procurement and appointment of the remaining design team.
- 1.5 The design team will then prepare options for the refurbishment scheme which will help inform the Council as to the best use of the building set within its historic context.
- 1.6 It is anticipated a planning application will be submitted late 2022 with contractor procurement commencing early 2023.
- 1.7 This report further seeks approval for the submission of all required consents and approvals for the works and approval to commence the contractor procurement. A further report will be prepared for the Executive Board to appoint the contractor following a competitive tender process.

### 2. RECOMMENDATIONS

2.1 That the Executive Board:

- a) Approves a capital allocation of £3.54 million to cover the design and refurbishment works for the project;



- b) Approves the appointment of Bidder A as architect for the project with the appointment of Bidder B as reserve bidder;
- c) Approves officers to proceed with the procurement and appointment of the design team and delegates authority to the Growth Director to agree the terms for their appointment;
- d) Delegates authority to the Growth Director in consultation with the Executive Member for Growth and Development and the Executive Member for Finance and Governance to agree the scheme design proposals;
- e) Approves the submission of all required consents and approvals for the works including planning, listed building consent and building regulation approval; and
- f) Delegates authority to the Growth Director to agree the contractor procurement strategy.

### **3. BACKGROUND**

- 3.1 The original church was built in 1787 and continued to be used for active worship until 1975, at which time the ownership of the building and its curtilage was transferred to the Council from the Church Commissioners for England.
- 3.2 Since the Council acquired St John's in 1975 the building was used to support civic functions before being used as a community centre from 2014.
- 3.3 St John's is a grade II listed building within the Richmond Terrace/St John's Conservation Area in Blackburn.
- 3.4 The building suffered an accidental fire in April 2019 which caused extensive damage.
- 3.5 The fire was generally contained to the main hall/chancel, leading to collapse of almost the entire roof, with damage beyond salvage/repair to the roof timbers that did not collapse. The collapse of the roof structure over the main hall led to local damage of masonry around the bearing positions on the perimeter walls.
- 3.6 Following the fire the property was made safe and temporarily secured with fencing. A contractor was subsequently appointed to remove all fire damaged materials from site. Several surveys and reports have been completed to assess the building condition to inform the Council on next steps. The Council has also recently erected permanent hoardings and safety signage for the site.
- 3.7 The building was insured under the Council's Corporate Property policy which is provided by Zurich Municipal and agreed a gross settlement figure of £3,750,212.90. This sum includes payments made to date of £210,212.90, leaving a balance of £3,540,000.
- 3.8 Payments made to date included the temporary works and reinstatement of structural members in the immediate aftermath of the fire to make the building safe.
- 3.9 To address the conservation needs of the former St John's Church and to help establish a sustainable work space use for the building, securing the long-term future of this important heritage asset, the Council now wish to secure the services of a suitably-qualified architect, to undertake the refurbishment project.
- 3.10 The refurbishment design brief will place a high importance on the historic significance of the church whilst being contemporary and contrasting in design and materiality, to make a clear

distinction between the historic host building and its new purpose, which will meet all the requirements of a modern workspace.

## 4. KEY ISSUES & RISKS

### 4.1 Capital Allocation

- 4.1.1 The insurance settlement of £3.54 million to be allocated to cover the design and refurbishment works for the St John's project.

### 4.2 Architect Appointment

- 4.2.1 An Invitation to Tender (ITT) for the procurement of an architect for the refurbishment project was published on the Chest North West Procurement Portal on 9th August 2021 with the tender deadline set as the 10th September 2021.
- 4.2.2 The ITT evaluation criteria was split: 50% Quality / 50% Price.
- 4.2.3 The Council received eight bids. On the initial compliance check four bidders were non-compliant and their tenders were rejected. Two of the non-compliant bids were abnormally low under Regulation 69 of the Public Contracts Regulations 2015 and the other two non-compliant bids had a very high risk score for financial standing, which indicated a high possibility that the company would be unable to fulfil the contract through its duration.
- 4.2.4 Four compliant tenders were taken forward for full evaluation and the results summarised below:

Ranking	Price % Score	Quality % Score	Total % Score
1 – Bidder A	37	43	80
2 – Bidder B	39	36	75
3 – Bidder C	48	24	72
4 – Bidder D	18	28	46

- 4.2.5 Due to close scoring for Bidder A and Bidder B, a quality submission clarification meeting was undertaken to ensure the quality scores were correct. Following the clarification meetings no changes to the quality scores were required.
- 4.2.6 **Bidder A** provides the most economically advantageous Tender with strong experience in restoration and interventions made after fire damage. Significant experience in refurbishing listed and ecclesiastical buildings and is partnering with a conservation and fire damage specialist who has significant experience adding real value to the design team.
- 4.2.7 Bidder A will review any available funding streams to assess if there is an opportunity for external funding.
- 4.2.8 For the reasons above it is recommended that the Council appoint Bidder A as architect.

4.2.9 Bidder A is OMI Architects. OMI was established in 1993 and is a leading design-led Manchester based practice. The awarding winning practice has been recognised with a number of awards for design excellence including 12 national and regional RIBA awards. OMI is known for a broad range of work including residential, museums and galleries, offices, churches, education, hotels, leisure, community and public buildings, many of which are within sensitive historic settings. OMI's work includes complex heritage schemes similar to St John's which involve some of the region's most important Grade I and Grade II listed buildings, including All Souls in Bolton, which was named as RICS North West Building of the year in 2015.

4.2.10 It is recommended that Bidder B is appointed as Reserve Bidder allowing the Council to appoint Bidder B if terms cannot be concluded with Bidder A.

#### **4.3 Design Team Procurement**

4.3.1 Following the appointment of the architect the remaining design team disciplines will be competitively procured and appointed to work on the project.

#### **4.4 Proposed Building Use**

4.4.1 It is proposed the former St John's Church will be repurposed and refurbished to create high quality flexible workspace to meet new agile working demands, which have been accelerated by the pandemic, and will form an early phase of the new Blackburn town centre masterplan.

4.4.2 Once appointed the architect will prepare a feasibility study proposing configuration options for the refurbished space.

#### **4.5 Contractor Procurement**

4.5.1 Once the design has substantially progressed the contractor procurement process will commence to ascertain the full refurbishment costs for the project.

4.5.2 The contractor procurement strategy will be agreed with the design team and approved by the Growth Director.

#### **4.6 Refurbishment Costs**

4.6.1 Once the full costs of the refurbishment are known a further Executive Board report will be prepared for approval before proceeding to contract.

#### **4.7 Risks**

4.7.1 If the project does not go ahead the abandoned building will remain a blight on the town centre, detracting from any future development and attracting anti-social behaviour.

4.7.2 There is a risk the identified settlement funding may not be enough to cover the full refurbishment costs and therefore additional funding may be required to achieve the desired outcomes.

### **5. POLICY IMPLICATIONS**

5.1 The Borough's Local Plan is made up of the Core Strategy (adopted 2011) and Local Plan Part 2 (adopted 2015). These documents set out the policy framework from which all planning applications are assessed. The Local Plan highlights the importance of widening the range of activities taking place in the Borough's town centres to ensure their future vitality and viability and



targeting new investment and regeneration initiatives around residential, mixed-use developments and green infrastructure.

5.2 Development of the St John's Church site will be in accordance supporting policies in the Local Plan, most notably Policy 26: Town Centres – A Framework for Development and Policy 39 Heritage.

## 6. FINANCIAL IMPLICATIONS

6.1 Following the acceptance of the insurance settlement figure the report seeks approval for a capital allocation of £3.54 million to cover the design and works for the refurbishment project.

6.2 The expected annual spend profile is as noted in the below table:

	Total	2022/23	2023/24	2024/25	25/26	Future Years
	£'000	£'000	£'000	£'000	£'000	£'000
Capital Programme	3,540	450	1,350	1,640	100	0

6.3 A further executive board report will be prepared for approval once the full costs are known for the refurbishment project.

6.4 Design fees and surveys costs are estimated to be in the region of 15% of the total construction costs. Further protection works may be required once the architect has been appointed and reviewed the current condition of the building.

6.5 The architect will work with the Council to review the availability of external funding to potentially support the cost of the refurbishment works.

6.6 Bidder A tendered a fixed fee for RIBA Plan of Work Stages 1 to 6 of £210,250 (excl VAT), with an allowance for additional work outside the scope capped at £43,313 (excl VAT) which will be instructed if required on a time-charge basis.

6.7 Should external funding not be available there may be a requirement for additional funding to be provided by the Council in addition to the identified £3.54m in order to deliver the desired outcomes for the building. The details of this requirement, should it be required, will be presented in a future executive board report.

## 7. LEGAL IMPLICATIONS

7.1 The procurement of the architect has been carried out in accordance with the Council's Contract and Procurement Procedure Rules. The terms of the appointment will be on the basis of the Council's standard Terms and Conditions for Services.

7.2 The Church Commissioner will be consulted on the refurbishment proposals to ensure the Council complies with any restrictions on building use. The Council will look to formalise the approval of the new building's use with the Church Commissioners by suitably amending the restrictive covenants placed on the title when the Council acquired it in 1975.

7.3 All subsequent procurements of the design team will be undertaken in conjunction with the CAPS team to ensure compliance with the Council's Contract and Procurement Procedure Rules and the drafting of appropriate legal documentation to ensure commercial protections for the Council.

## 8. RESOURCE IMPLICATIONS

8.1 Existing staff resources will be provided from the Council's Growth, Property, Planning, Procurement, Building Control and Legal teams.

8.2 Consultants will be procured to prepare the designs and provide contract administration for the refurbishment works.

## 9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 ☒ Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 ☐ In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 ☐ In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

## 10. CONSULTATIONS

10.1 Key stakeholder consultation will be undertaken throughout the design process. Early consultation with statutory heritage bodies to minimise the risk of developing proposals. Further statutory stakeholder consultation will be undertaken during the planning pre-application and application process.

## 11. STATEMENT OF COMPLIANCE

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

## 12. DECLARATION OF INTEREST

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

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>Simon Jones – Growth Director</b>
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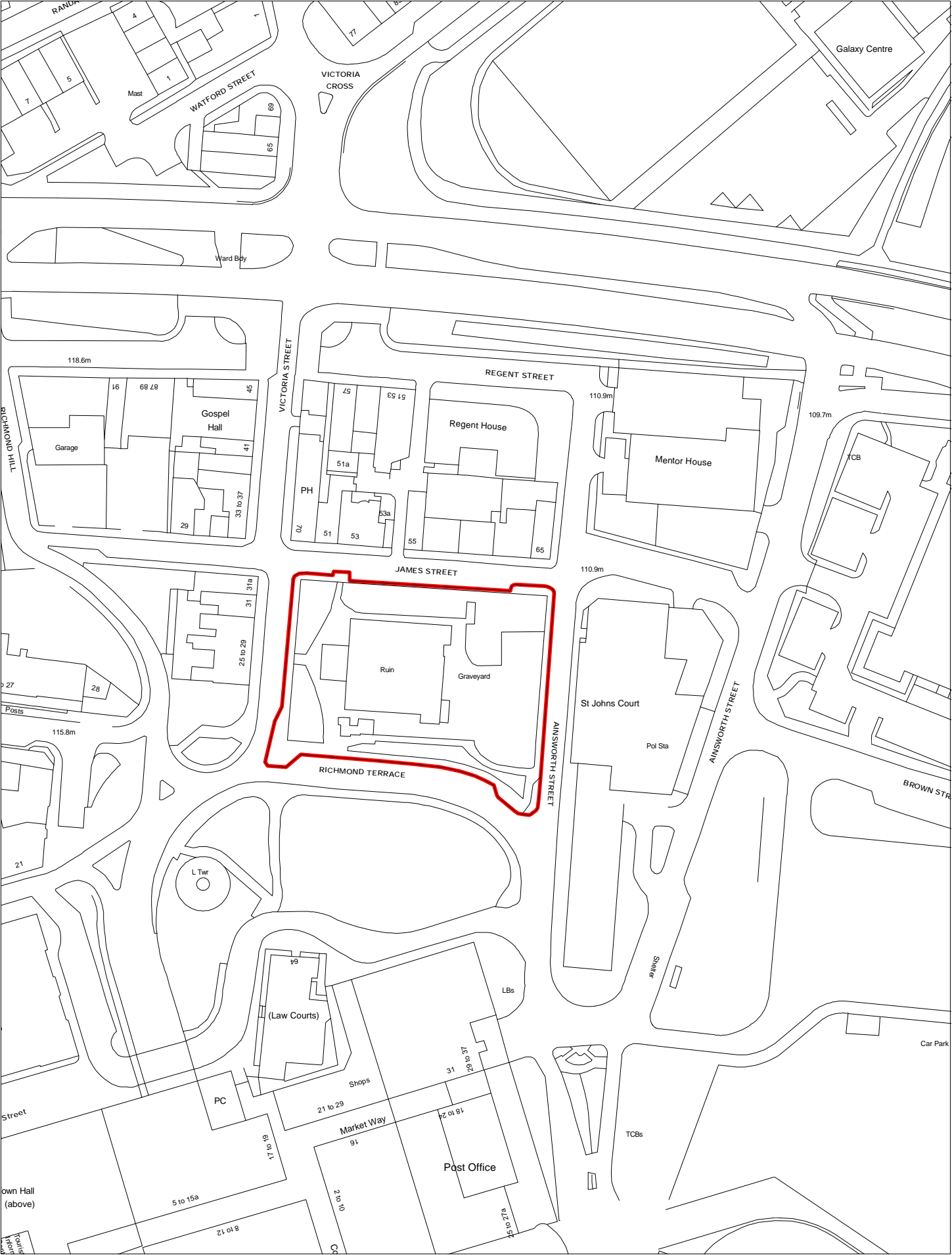
<b>DATE:</b>	14 <sup>th</sup> January 2022
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<b>BACKGROUND PAPER:</b>	Executive Board Decision - Growth Programme 20121/22 – April 2021 Executive Board Decision - Corporate Capital Budget And Balance Sheet Monitoring Report 2021/22 – Quarter 1 (3 Months To 30th June 2021) – August 2021
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# ST JOHN'S LOCATION PLAN



By virtue of paragraph(s) 4 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted