

<b>Subject:</b>	Council's Strategic Projects	<b>Status:</b>	For Publication
<b>Report to:</b>	Full Council	<b>Date:</b>	28 <sup>th</sup> September 2011
<b>Report of:</b>	Chief Executive	<b>Portfolio Holder:</b>	Leader
<b>Key Decision:</b>	<input type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception <input type="checkbox"/>	Special Urgency <input type="checkbox"/>
<b>Community Impact Assessment:</b>	Required: Yes	Attached: Yes	
<b>Biodiversity Impact Assessment</b>	Required: No	Attached: No	
<b>Contact Officer:</b>	Helen Lockwood	<b>Telephone:</b>	01706 252428
<b>Email:</b>	helenlockwood@rossendalebc.gov.uk		

1.	<b>RECOMMENDATION(S)</b>
1.1	That a preferred option as identified in paragraph 5.1 be confirmed by Full Council.

## 2. PURPOSE OF REPORT

- 2.1 As agreed at 31 August Cabinet, this report gives the opportunity for Members to consider the options available in relation to the balance remaining on the Council's original £5.6m Leisure Investment programme. In doing so it will enable Full Council to determine a clear direction of travel in terms of the Council's key strategic project.

## 3. CORPORATE PRIORITIES

- 3.1 The matters discussed in this report impact directly on the following corporate priorities:

- **A clean and green Rossendale** – creating a better environment for all.
- **A healthy and successful Rossendale** – supporting vibrant communities and a strong economy.
- **Responsive and value for money local services** – responding to and meeting the different needs of customers and improving the cost effectiveness of services.

## 4. RISK ASSESSMENT IMPLICATIONS

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

- Reputation of the Council with regards to expectations of the public and the importance of therefore delivering the preferred option in an agreed timescale.
- Changes to the economic environment, competition and assumptions and the need to ensure these are reflected in determining the preferred option.
- Ensuring the Council's resources are used to reflect Council Priorities.

## 5. BACKGROUND AND OPTIONS

- 5.1 The 31 August Cabinet confirmed the options for the remaining financial leisure resources as follows:

1. **Leisure** - Complete the development of swimming pool facilities within Haslingden Sports Centre.
2. **Regeneration** - Postpone the development at Haslingden and allocate the remaining capital resources to support the acquisition of the Valley Centre. This is the value remaining after investing in Marl Pits and contractual costs incurred to date in relation

to Haslingden Sports Centre

3. **MTFS** - Repay a proportion (c£2m) of the Public Works Loan Board (PWLB) in order to release future annual revenue savings of c£100k in order to support the Council's Medium Term Financial Strategy.

5.2 Listed below are the key issues in relation to each option.

### 5.3 **Leisure Option**

Revised design schemes are in place for both Marl Pits and Haslingden Sports Centre that seeks to:

- Be affordable in the context of a £5.6m budget.
- Be capable of delivering the 2009 KKP cost model.
- Retain the integrity of internal facilities design particularly in light of the pool advisory groups design input and expectations.

#### 5.3.1 *Marl Pits*

Members have agreed the continued development of Marl Pits and a revised planning application was presented for consideration by the Development Control Committee on 2<sup>nd</sup> August 2011 and was duly approved. Work on site commenced September 2011 with a completion date of Summer 2012.

#### 5.3.2 *Haslingden Sports Centre (HSC)*

A revised design is in place for HSC. The key differences from the previous design being:

- Loss of spa/treatment rooms.
- Loss of steam / sauna provision.
- Loss of first floor (eg: fitness room), therefore single storey extension.
- Spectator viewing now poolside.
- Reduction in the number of car parking spaces (69), revised provision now 83 (including disabled and family).
- Parkwood Tennis club now incorporated into main building construction (albeit with independent access).
- Reduced office space.
- No refurbishment to outside football and multi-use changing facilities.

5.3.3 The revised completion cost of both projects is £5.7m (and includes a client contingency of £100k plus the additional approved investment of £110k in Marl Pits) but excludes the features noted below for HSC:

- HSC Car Parks
  - Car Park - Phase I (30 spaces) £98k
  - Car Park - Phase II (39 spaces) £101k
- HSC Steam / Sauna facilities £46k
- HSC football/multi use change refurbishment £21k
- Total = £266k

5.3.4 It is recognised that a number of the features noted above will enhance both the customer experience and add to the revenue generating potential of the site. With specific reference to the steam and sauna facilities, RLT have indicated that this facility would have a revenue payback of two years. With regards to the existing Haslingden Pool it is recognised that it continues to experience stock condition issues and these are monitored.

5.3.5 The inclusion of the items noted above would bring the completion cost to c.£6.0m and allow for the inclusion of a £100k client contingency. A capital investment at this level could be contained within a budget cost of £585k if accounted for on a 27 yr life as opposed to the current 25 yr assumptions.

## 5.4 **Regeneration Option**

5.4.1 The Valley Centre is the Council's top redevelopment priority and this reflects the very strong concern over many years from the public and businesses in the Borough about the appearance of the site and its detrimental effects on the area from an economic perspective.

For a number of years Rossendale Borough Council has actively sought to encourage the owners Ashcap to pursue a redevelopment of the site, but to date these discussions have proved unsuccessful.

A Steering Group was established by the previous Administration to focus on identifying a viable and affordable solution to the site and part of this activity involved detailed joint working with the current owners of the Valley Centre, Ashcap, to assess the potential for developing the site in the current economic climate.

Unfortunately, for a number of reasons, a deliverable solution was unable to be found and the Valley Centre remains in a derelict and dilapidated condition.

Ashcap have made it known that they would be open to an offer from the Council to acquire the site and outline terms for the acquisition have been discussed.

The business case for regenerating the Valley Centre is set out in the business plan but it is the view of Officers that Rossendale's vision for the Valley Centre can only be delivered through a partnership with the council and another developer.

The Council has started a procurement exercise to appoint a preferred development partner for the Borough who will be able to access the level of finance required to develop the site in future years when market conditions are favourable, but the council as a major land owner will need to use its property assets and planning and compulsory purchase order (CPO) powers (if necessary) to facilitate the overall delivery process.

If the Council decides to secure the Valley Centre we therefore have the opportunity to avoid a CPO and the associated costs and risk involved.

The sympathetic regeneration of the Valley Centre provides the greatest potential positive impact on the Valley as a whole whilst offering a reasonable balance of risk.

The Valley Centre has been a long term priority for the Council as well as being an eyesore the site is a road block to development of neighbouring sites including the Police Station, the old Town Hall and the Bus Station. By securing the site and so freeing it up for development the Council would remove this road block and also be in a position to ensure that the site is developed in a way to compliment Rawtenstall's high quality shops. Such a development would also create a significant number of jobs whilst making the Valley as a whole a more attractive place for investment. In the medium to long term the site may be sold and so realise a significant capital receipt to the Council which could be reinvested.

Whilst it should be acknowledged that the retail part of development would need to await for the economy to improve and so in the short term demolition of the site and the creation of a

quality open space, capable of holding events and markets, would be of immediate benefit to the area. However very positive discussions have taken place with agents acting for a national hotelier who are looking to agree Heads of Terms with the Council to secure part of the site with a view to establishing a hotel and food offer on site during 2013. Appendix 1 provides additional background information in relation to the project.

#### 5.4.2 (i) *Acquisition and Demolition of the Valley Centre*

Having ownership of the site would give the Council full control of the future development of this site together with the adjacent One Stop Shop and former Town Hall. It would put the Council in a much more advantageous position to work with potential developers and would enable the full site to be added into any future joint venture partnership that may be established.

In addition, ownership of the site would enable the Council to take immediate steps to demolish the Valley Centre, creating a public open space until a new redevelopment option can be found.

The cost of acquiring, demolishing and preparation for interim land use (landscaping) the site will be in the region of £2.5million. No significant further costs associated with the site are anticipated beyond this initial capital outlay. This figure is firmly in line with the 2 independent valuations undertaken to assess its compulsory purchase valuation and current redevelopment market valuation.

In its undeveloped state, the site may attract some income from use for public events and/or international/farmers markets. However, the more significant financial returns lie with the future redevelopment of the site where the Council may either sell on the site or leave the land value in the redeveloped scheme taking a share from the final profits.

Additionally, the acquisition and demolition of the site will have immediate and much wider regenerative benefits in that it removes an eyesore from the core of the Town Centre, provides a more attractive town centre, reduces fear of crime and is likely to lead to increased confidence from the business community

### 5.5 **The Medium Term Financial Strategy (MTFS)**

5.5.1 The MTFS, based on a number of assumptions, requires the Council over this and the next 2 financial years to further identify in excess of £1m of annual revenue savings and efficiencies to be in place for the year commencing 2014/15. In addition, it is anticipated that the Council will face the continuing challenge to make further saving beyond 2014/15.

5.5.2 It is the intention of the Chief Executive to ensure that Members remain fully engaged in the MTFS process particularly as we seek to deliver the required level of efficiencies. The process behind this will involve:

- Clear leadership by Leader of Council and Cabinet.
- Consultation with the wider Members and key stakeholders.
- An ongoing assessment of the financial gap between the Council's revenue cost base and its anticipated resources over the medium term.
- Options to address the resources gap, such as:
  - Council department savings targets.
  - Specific reductions in Council activity and/or services.

- Maintaining customer service outputs and outcomes but, re-engineering support functions and the way in which Council delivers its services to customers.
- A proactive search for partnership opportunities and joint working.

5.5.3 Part of the process to deliver the savings target is therefore to consider the opportunity to repay part of the PWLB as per option 3 (as noted in 5.1 above) in favour of options 1 and 2. Option 1 has the potential to contribute £100k, being 10% of the required savings target facing the Council.

**COMMENTS FROM STATUTORY OFFICERS:**

**6. SECTION 151 OFFICER**

6.1 A number of financial matters and their implicational are noted in the report. In particular Members should consider the next steps in relation to the redevelopment or otherwise of leisure facilities, the Council’s allocation of resources and its direction in relation to wider Corporate Priorities.

6.2 Specifically in relation to the leisure facilities redevelopment:

- £4.6M of Public Works Loan Board (PWLB) was secured in March 2010. Pre-construction interest costs are therefore being accrued, as planned and will be added to the final capital cost (estimated at £300k)
- The loan however does not have to be ring fenced solely for Leisure.
- The loan is subject to early redemption penalties (c £100k for each £1m redeemed based on rates at the time of writing).
- Council has contractual and committed project and design costs at HSC of c.£159k,
- The financial business case specifically behind Marl Pits is the key financial driver and is the facility that underwrites the investment in Haslingden Sports Centre, or any other alternative and repays in full the £4.6m PWLB loan and the associated interest costs.
- Members should be aware that its strategic delivery partner, Rossendale Leisure Trust (RLT), has endorsed the revised designs of both schemes, their associated business plan implications and alternative annual grant requirements.
- The original KKP business plan which was endorsed by both the Council and RLT reduced the Council’s annual Leisure budget back to the historical core of £585k with an allocation of:

○ RLT Grant funding	£205k
○ Repayment of borrowing	£380k

- Should the Haslingden Pool not proceed revenue saving opportunities will be lost within RLT, from not having a combined site. This will require the RLT annual grant funding to increase to c.£295k (an increase of £90k).
- The original 2009 KKP business plan assumed £50k in the financial forecasts, to cover the refurbishment costs to replace fitness and other equipment. Should the Haslingden project not proceed, funding for the refresh of equipment will be required.
- Within the Marl Pits project no allowance has been made for the replacement of existing pool plant and air handling units, the capital cost of which would be c.£155k. There is a risk that this expenditure will be required in the near future.
- The original KKP business plan is now in excess of two years old with a number of changes being experienced in the base assumptions, namely: the leisure market, local competition, the wider economy and a potential dilution of the original business

case should a development at Haslingden not proceed.

- Therefore, both scenarios in relation to the options for Leisure are not without risk.

### 6.3 Specifically in relation to the Valley Centre:

- A Marl Pits only development option is likely to make available £1m for an alternative scheme to that of the Leisure development in Haslingden. However, £1m alone will not be sufficient to fully support the Valley Centre project.
- The July monitoring report forecasts available earmarked reserves of £2.7m. It is feasible, that in addition to the above £1m, the Council could allocate a further £1.0m to £1.5 m to support the Valley Centre project, at the expense of other opportunities and unforeseen risk cover.
- Any significant expenditure will have a negative impact on the ability for the Council to earn bank interest. Each £1m of available funds is currently earning £20k per annum.
- Any financial return on the Council's total investment in the Valley Centre cannot be guaranteed at this stage.

## 7. MONITORING OFFICER

7.1 All issues are contained in the main body of the report.

## 8. HEAD OF PEOPLE AND POLICY (ON BEHALF OF THE HEAD OF PAID SERVICE)

8.1 No issues identified.

## 9. CONSULTATION CARRIED OUT

9.1 Consultation and engagement with key stakeholders and the wider community has been ongoing and the information collated has helped inform the Community Impact Assessment documentation.

9.2 The Council uses a variety of ways to involve the public and specific interest groups in decision making to enable them to give their views. The outcome of the consultation in relation to the strategic projects review is not necessarily consensus or agreement, the purpose is to get feedback and ideas from a wide group of people and be open and transparent about the Council's decision making process.

9.3 The consultation process has enabled the Council to tap into a range of knowledge, perspectives and experience. It is acknowledged that special interest groups will have a loud voice of opinion, the process which has been followed has given the Council the opportunity to fully consider their position, as well as that of others within the Community.

9.4 Some views in relation to the strategic projects review will already have been expressed through different forms of consultation that has taken place across the Borough and these are explained in current strategies or policy documents or they may have been voiced at other public and council meetings or in the press. In addition, the Council has used a specific on-line tool, emails and some people have written in.

9.5 A number of face to face consultation meetings have also taken place, sample sizes are small but they have provided qualitative data in relation to people's opinions which is useful in identifying if further consultation is needed or the impact of any decisions.

9.6 Together, the different layers of information provide an overall picture across the whole Borough, which can be used to inform decision making process. However, it is also worth

noting that of the 67,000<sup>1</sup> people who live in the Borough, many will choose to not engage in the consultation process.

## 9.7 Key Findings

- Consultation has already taken place in relation to some key strategies and policies in the Borough. Of the 1087 individual responses received on the Core Strategy - the consultation identified that of top concern was the Valley Centre, second was support for local shops, third tourism, fifth improved parking, sixteenth improved leisure activities, thirtieth better swimming facilities.
- Within the four Neighbourhood Forum areas of : Haslingden with Helmshore and Edenfield, Rawtenstall, and Bacup Neighbourhood Plans have been developed, 3 out of 4 or the areas have indicated economy and or town centre development as a priority.
- The 2009 Cultural Survey<sup>2</sup> indicated that 45% of people surveyed agreed that a new swimming pool should be a new priority. 77% agree that the Council was right to invest public monies in culture. However, an equal proportion of residents both agrees and disagrees that there are more important things to invest in than culture. So it seems that people in theory support investment into culture, but not at the expense of the other investment opportunities that they deem to be worthy of the investment.
- The “Have Your Say” consultation utilised online and written views, giving 3 specific Options. Of the 67,000<sup>3</sup> population, 682 people expressed a preference. The majority of those who expressed a preference, 627 respondents were in support of Option 1 to build a new swimming pool at Haslingden Sports Centre - a significant percentage were on a standard copied letter with names and address added on. 21 respondents did not clearly define a preference of the three proposed options. However, they did make other suggestions for variations on the options or alternatives. 31 respondents were in support of Option 2 to allocate money to support the regeneration of the Valley Centre.
- The face to face consultation included a diversity of groups, sample sizes were small but qualitative data was compiled and is contained in the Community Impact Assessments. The groups included:

Parents and Carers at Haslingden Link, Shah Jalal jamia Masjid and Islamic Centre, Bacup Family Centre, Cottonshed Theatre Company, Credit Union, STAR Centre, Oakenhead Resource Centre, Rubicon, Rawtenstall Asian Womens Group, Natters who knit, and Masseycroft, Whitworth.

## 10. CONCLUSION

- 10.1 3 options have been presented to Members with a final decision to be made by Full Council. The consultation with all stakeholders has helped to inform the report and the community impact assessments.

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<sup>1</sup> Census 2001 population data

<sup>2</sup> Source: Rossendale Panel Survey August 2009 (Q23). *Culture was determined as ‘Cultural activities including the arts, sports and leisure, libraries, museums, heritage, architecture, crafts, children’s play, reading, countryside and park recreation*

<sup>3</sup> Census 2001 population data

## Background Papers

Document	Place of Inspection
August 2011 Cabinet	<a href="http://www.rossendale.gov.uk/site/scripts/meetings_info.php?meetingID=649">http://www.rossendale.gov.uk/site/scripts/meetings_info.php?meetingID=649</a>
June 2011 Cabinet	<a href="http://www.rossendale.gov.uk/site/scripts/meetings_info.php?meetingID=637">http://www.rossendale.gov.uk/site/scripts/meetings_info.php?meetingID=637</a>
Marl Pits Planning Application	<a href="http://tinyurl.com/68vfeqn">http://tinyurl.com/68vfeqn</a>
KKP report	<a href="http://www.rossendale.gov.uk/downloads/Appendix_4_-_KKP_Leisure_Report.pdf">http://www.rossendale.gov.uk/downloads/Appendix_4 - KKP Leisure Report.pdf</a>
Valley Centre business case – Appendix 1	



## Business Case for the Acquisition and Demolition of the Valley Centre, Rawtenstall

### 1. Vision

The Council and The Rossendale Forum (the Local Strategic Partnership for the Borough) have a shared view of what they want to see for the Borough now and in the future. This is that:

“By 2018 Rossendale will have strong communities with an enhanced environment and heritage. It will be an attractive place to live, where tourists visit and employers invest”.

The aim of the Council is to create vibrant town centres with a critical mass of quality retail, leisure and community uses, improved public realm, pedestrian routes and transport infrastructure.

The acquisition, demolition and redevelopment of the Valley Centre will be a significant step in achieving this.

### 2. Strategic Objectives

The Council has a Key Corporate Priority for ‘A healthy and successful Rossendale’ – supporting vibrant communities and a strong economy.

This project will be a key step in the delivery of this ambition.

*"The time has come to get rid of this white elephant that has blighted Rawtenstall for too long and give the people of the Valley a vision for the future they can all rally around".*

*Rossendale Free Press February 2011*

The draft Core Strategy has the redevelopment of the Valley Centre site as a key strategic priority within the spatial vision for Rossendale. The redevelopment of the Valley Centre is also the prime focus of Policy 12 within the Core Strategy DPD describing it as the Council's ‘*top redevelopment priority reflecting strong public concern about the appearance of the structure*’. NOTE: As part of the Council consultation in relation to the Core Strategy 1087 comments were received of those that expressed a view, the area of top concern was the Valley centre, second support for local shops, third tourism.

This is reflected in the Neighbourhood Forum Action Plan where the redevelopment of the Valley Centre site is listed as a priority.

The recently published Vision Document for Rawtenstall Town Centre produced by BDP in association with GHR and JMP identifies three key objectives to contribute to the vision and social wellbeing of the town centre:

*Objective 1: Improve the Town Centre's accessibility and connectivity, so that people it easy to get to and move around;*

*Objective 2: Create opportunities for investment, entrepreneurship and growth, and*

*Objective 3: Conserve and enhance the distinctive character of the Town Centre for residents and visitors alike.*

Bringing about the redevelopment of the Valley Centre is a key project within Objective 2.

Additionally the leading group on the Council has stated that its key priority is regeneration

Note: the following statistical information highlights the economic issues affecting Rawtenstall which may be reflective of the influence of the derelict shopping centre on business confidence.

- There are 527 empty units in Rossendale of which 271 are in the wider Rawtenstall area– equivalent to 51% (Source RBC, Empty Property Register)
- There are a total of 38 vacant units in Bank Street, Rawtenstall Town Centre, 23 of which are in the Valley Centre – equivalent to 60% (Source RBC Empty Property Register).
- By comparison total figures of empty units for Haslingden are 121, Waterfoot 44, Whitworth 38 and Bacup 113. (Source RBC Empty Property Register).
- Rawtenstall's vacant shopping centre contributes significantly to the town centres retail vacancy rate of almost 40%. This means that 4 out of ten shop units are vacant – four times the national average of 1 shop in ten. (Source – The latest research from the Local Data Company shows that there is a very wide range in shop vacancy levels across the UK. The LDC visited 400 town centres and out-of-town retail parks and shopping centres during the second quarter of 2011 and found vacant retail property levels ranging from 40% at Rawtenstall to just 1% at Winton near Bournemouth).
- Since 2007 (when the Valley Centre was acquired by Ashcap) to 2010 Rossendale has fallen in the Local Competitive Index from 86.4 in 2008 to 84.0 in 2010. This pattern is echoed in a drop in authority ranking in local competitiveness from 316<sup>th</sup> in 2008 to 335<sup>th</sup> in 2010. Rossendale lies second from bottom (378<sup>th</sup>) in the rankings of working age economic activity rate and 358<sup>th</sup> in the level of weekly median earnings (workplace based). (Source: Centre for International Competitiveness: UK Competitiveness Index 2010).

*"Five years ago, you couldn't get a shop on Bank Street for love nor money, but now you can walk into virtually any of them".*

*shop owner in Rawtenstall*

### 3. Business Case Outline

The Business Case for the investment in this project is based upon the regenerative benefits for the borough accruing from the acquisition and demolition of the Valley Centre and the positive effects that this may have on residents and businesses in both in the short term, as a result of the demolition of the Valley Centre, and in the longer term following the further redevelopment of the site.

The project fits with the Council's Vision and Strategic objectives outlined in sections 1 and 2 above and would make a significant contribution to the Council's wellbeing obligations in creating a more attractive and safer environment for residents together with the future potential to create new jobs.

Investment in this project is unlikely to result in a return in the short term and the level of return achievable over the longer term is uncertain as this is dependent upon the level of retail desired on the site.

The business case for this project is therefore based upon the strategic significance and priority afforded to the redevelopment of this site, the wider regenerative benefits which would accrue from the demolition of the existing Valley Centre and the redevelopment advantages that would be achieved from the Council gaining full control over the site in conjunction with its existing adjacent land ownerships.

The work that has been done with the current owners and indeed the previous owners has failed to identify a solution that gives the private sector owners the levels of profit that they require. In the main this has been due to the level of existing debt Ashcap have attributed against the site and issues affecting their ability to source affordable redevelopment finance. With this in mind it is extremely unlikely that any redevelopment or action to address the condition of this site will occur without the direct intervention of the local authority.

Can someone tell me how much time has this white elephant to be given. We all know that the owners have their plan, and the council have their plan, but the people of RAWTENSTALL HAVE HAD ENOUGH. Flatten the whole lot and make a car park"

resident commenting via Rossendale Free Press

The advantage of the local authority gaining ownership of the site is in its ability to offset the initial capital outlay against a longer term financial return. In addition, the Council owns the adjacent sites (car park, One Stop Shop and former Town Hall) and can use these land holdings to add value to any potential redevelopment scheme. This longer term approach and current ownerships makes us more able to work with potential developers to bring about a viable solution

Having not been able to identify a viable option, Ashcap have recently been in discussions with officers and suggested that they

*"Without intervention the negative image of Rawtenstall could undermine the allure of the area not only to potential migrants and visitors, but could push residents out to shop and visit other towns with better economic opportunities and a stronger lifestyle offer".*

Rawtenstall Town Centre Vision Document. BDP, GHR and JMP August 2011

would be interested in selling the Valley Centre to the Council subject to contract.

The potential cost of the acquisition is in fact significantly less than Ashcap paid for the site and falls within the independent valuations provided by DTZ and Lambert Smith Hampton and represents a final offer.

### *3.1 Future redevelopment potential*

The site does have future redevelopment potential. It lies in the centre of an attractive town within a Conservation Area and with good transport connectivity. It is surrounded by fairly affluent housing areas and because of the high quality of many of the independent shops has the potential to attract shoppers from neighbouring boroughs.

Rawtenstall is seen as an area for future redevelopment by a number of developers and has been identified as an investment area by budget hotel operators who have held tentative discussions about developing part of the site for hotel use.

*“The Valley Centre redevelopment is the largest opportunity to significantly enhance the special attractiveness of Rawtenstall”.*

Rawtenstall Town  
Centre Vision  
Document. BDP, GHR  
and JMP August 2011

By gaining control of the site, the Council is more able to influence the nature of the redevelopment ensuring that the town centre does not become saturated with retail and that any scheme compliments the nature and vision for the town centre.

It is the view of officers that any future re-development of the site can only be achieved in partnership with a private sector developer and a procurement exercise to appoint a preferred development partner has commenced which should result in an appointment being made mid 2012. The costs for this procurement exercise are not included in this business case. A recent Development Appraisal undertaken by GH Regeneration and BDP forecast a development cost of £10.94 million based on a retail footprint 2,730 sq metres a 60-bed hotel, a car park of 105 spaces and public open space including a multi-use event space.

The SWOT analysis of Rawtenstall Town Centre on the following pages outlines the strengths, weaknesses, opportunities and threats for Rawtenstall that have emerged through a review of the Town Centre undertaken by BDP.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• The diversity and vitality of independent retailers on Bank Street.</li> <li>• Humane and walkable scale.</li> <li>• Cohesive townscape character due to many surviving nineteenth century buildings and the use of local stone.</li> <li>• Attractive landmarks and significant buildings that add to the architectural diversity of the Town Centre.</li> <li>• Bank Street public realm quality and design.</li> <li>• Spectacular landscape setting and long range views of surrounding countryside.</li> <li>• Attractive hard and soft open spaces: Daisy Hill, Holly Mount, St. Mary's churchyard and Longholme Methodist churchyard.</li> <li>• Exposed areas of river bank.</li> <li>• High quality bus link from the Town Centre to Manchester City Centre.</li> <li>• Good accessibility to the main road network.</li> <li>• Lower levels of crime, unemployment and deprivation compared to regional average.</li> <li>• Tourist assets: East Lancashire Railway, England's last temperance bar, the market, independent shops, surrounding countryside and outdoor pursuits.</li> </ul>	<ul style="list-style-type: none"> <li>• The sense of mediocrity, dereliction and inactivity created by the design and condition of the Valley Centre that create an 'air' of decline that has a negative impact on the town's reputation and image.</li> <li>• Pedestrian severance and poor east to west connectivity caused by St Mary's Way and the gyratory.</li> <li>• Poor legibility around the Valley Centre and gyratory.</li> <li>• Dislocation of bus station from the heart of the town centre.</li> <li>• Poor impression of the town from St Mary's Way.</li> <li>• Poor public realm quality on most streets with the exception of Bank Street.</li> <li>• The upkeep and feel of the underpass.</li> <li>• Several unattractive buildings: Valley Centre, police station, Council One Stop Shop, Boots store, bus station, market buildings, ASDA.</li> <li>• General lack of open space.</li> <li>• Following the closure of the Astoria in Rawtenstall, there is a lack of a performance / community / cultural venue in the town centre.</li> <li>• Existing public spaces are considered to have an overall lack of maintenance and community involvement.</li> <li>• Low levels of satisfaction from residents: high perception of antisocial behaviour, quality of the natural environment etc.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Use the high levels of entrepreneurship to stimulate the 'independent' retail sector.</li> <li>• Redevelop the Valley Centre for new development, incorporating a series of attractive streets and spaces that potentially reinterpret the former street pattern.</li> <li>• Make more of the market so that it becomes a key anchor to the town centre.</li> <li>• Consider the potential to create a new civic facility incorporating a new One Stop shop, Council offices and Council chamber.</li> <li>• Consider the potential for a new central</li> </ul>	<ul style="list-style-type: none"> <li>• The town leaks much of its comparison shopping to other centres.</li> <li>• Declining structural health of the broader Rossendale economy.</li> <li>• The role of St Mary's Way as a major through route whilst ensuring connectivity and accessibility for pedestrians across this route is improved.</li> <li>• The scale and condition of the Valley Centre on the attractiveness of the town at present.</li> <li>• Lack of certainty on public sector structure</li> </ul>

civic public space as part of the redevelopment of the Valley Centre and the potential for multi-use civic events spaces.

- Enhance the quality of existing open spaces and streets with high quality surfacing materials, coordinated street furniture, signage and public art that improve legibility and connectivity.
- Rationalise and develop surface car parks and gap sites for new activity generating uses.
- Enhance pedestrian connectivity to the library, St Mary's and Holly Mount by replacing the underpass with an at grade pedestrian crossing.
- Improve pedestrian links to Rawtenstall Railway Station from the town centre and to the outskirts of town, with the Rivers Irwell and Limy as a focus.
- A new Rawtenstall Bus Station to provide high quality passenger facilities and improved interchange.
- Enhance the image of Rawtenstall to St Mary's Way.
- Build upon the success of the X43 and X44 bus services to increase patronage on these services.
- Scope to introduce commuter train services to Rawtenstall.
- Potential interest in family housing on the outskirts of the town centre.
- Enhance the townscape status of Kay Street and Bacup Road, improving legibility frontages and connectivity with Bank Street.

and funding.

- Low private sector confidence in investing in regeneration areas.
- Considerable availability of offices around Rawtenstall and no office requirements of note.
- Concern that negative perceptions could directly influence future economic growth through reducing the allure of the area to potential migrants and push the indigenous economically mobile beyond the Borough in search not only of economic opportunities, but also a stronger lifestyle offer.

### 3.2 Job Creation

Any new development on the site will create new job and business opportunities. The bid for Regional Growth Fund for the site indicated that an estimated 300 new jobs were achievable based on a retail footprint of 4,776sqm of new retail space together with 2,443sqm leisure/hotel space.

The calculation for the creation of new jobs of based on *Employment Densities: A Full Guide, July 2001*, by Arup Economics and Planning on behalf of English Partnerships

and the RDAs. The work by Arup provides a range of employment densities, expressed as sq m per worker.

For town centre retail development this is 20m<sup>2</sup> per employee, for food/restaurants 13m<sup>2</sup> and office use is based on 19m<sup>2</sup>. However, it should be noted that there will be some variance in retail type with some small shops having 1 employee per 10m<sup>2</sup>.

Using this formula the example development used in the recent Viability Study would create at least 136.5 new jobs plus a further 20 in respect of the hotel development.

In turn the redevelopment and new job opportunities would generate extra spend both within Rawtenstall and throughout the borough.

In addition, any new development would attract business rate income.

### 3.3 Options

The options considered to date are listed below:

Option	Comment / Outcome	Cost to the council	Next stage/time frames	Risk
Do nothing	Valley Centre remains unoccupied and building condition deteriorates. Continued negative effect on businesses and perceptions of Rossendale	£33,000 pa business rates for the Astoria, £58,000 for the Old Town Hall and £26,500 for One Stop Shop	Market forces will determine redevelopment of the site	Reputational Economic Financial
Develop a scheme with the current owners	Unlikely to achieve a viable and affordable option bearing in mind recent attempts to find a solution. Likely to require additional consultancy input.  Council will have limited control beyond its planning powers to influence what goes on the site.	£33,000 pa business rates for the Astoria  Continued consultancy rates @ £40k pa  Council to Gap fund the scheme up to £2m  Council land added at nil cost @ £550k	Market forces will determine redevelopment of the site.	Reputational Economic Financial

		<p>Council to part fund acquisition of the Police Station and share Planning Fees @ £250,000</p> <p>Potential relocation from one stop shop up to £200,000</p>		
Acquire buildings from current owners	Provides the Council with sole ownership of the site and the ability to demolish the structure. Demonstrates Council's commitment to achieving key priority.	£2.1 - £2.6million (this amount has been externally assessed by DTZ and LSH)	<p>1.by March 2012 Acquire the property and demolish the structure and leave as open space</p> <p>2. by May 2012 arrange interim useage for parking and farmer markets and such like</p> <p>3. by June 2012 secure preferred developer</p> <p>4.By February 2013 develop outline scheme for site</p> <p>5.Consultation on outline scheme March</p>	Financial



			<p>– September 2013</p> <p>6. obtain conservation area consent &amp; planning permission by April 2014</p> <p>7. by April 2015 Secure design for new scheme and then commence development</p>	
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#### 4. Option Appraisal / Preferred option

*Do Nothing:* without intervention there is no likelihood of any activity on site to address the condition or appearance of the Valley Centre. The Valley Centre would remain unoccupied and building condition likely to deteriorate. Levels for fear of crime would continue and there would be a continued negative effect on businesses and visitor perceptions of Rossendale.

*Develop a scheme with the current owners:* lines of communication remain open with the current owners Ashcap but at the moment these are focused on the sale of the Valley Centre to the Council. There has been no progress on developing a further redevelopment scheme for the site and it is very unlikely that this element can be progressed given the level of debt owed by Ashcap for the site and difficulties in accessing redevelopment finance. Previous attempt to identify a viable scheme have resulted in outline schemes in the region of 50,000 sq ft of retail space which were required to service the existing debt owed by Ashcap and the development costs for the scheme. These options proved financially unviable and would over provide the retail offer in the town centre.

*Acquisition of the Valley Centre:* This provides the Council with sole control of the whole site and provides a much more advantageous position to bring about redevelopment in partnership with a development partner. This is because the Council owns the adjacent sites comprising a car park, one stop shop and former town hall which would be added into a wider redevelopment scheme more in keeping with the character of Rawtenstall. In addition, the Police have indicated that they would wish to add Rawtenstall Police Station into the redevelopment package of sites. The costs providing the finance for the acquisition can be partly offset by the income generated by Marl Pits but in the main, financial returns will only be achieved once a viable redevelopment scheme for the site has been delivered.

However, ownership of the site allows for the immediate demolition of the Valley Centre which itself has significant positive regenerative effects upon the town centre and local economy. Demolition of the Valley Centre would have an immediate impact upon the town centre providing a more attractive environment and a more positive perception of the area as a whole. Fear of crime related to the vacant shops and unattractive walkways would be eliminated and the cleared site would provide potential for interim uses such as community events and specialist markets. The focus in Rawtenstall would therefore not be on dereliction and neglect, but upon the potential for investment opportunities, entrepreneurship and growth.

Other than the initial capital outlay there are no significant 'other' costs associated with the site other than routine maintenance.

## The Preferred Option

Based on the above analysis the Preferred Option for the Council is to acquire the site from Ashcap and then demolish the Valley Centre.

"As a visitor to Rawtenstall, I can absolutely see why people want the Valley Centre removed".

William Hague, Foreign Secretary on visiting Rawtenstall in May 2009

## 5. Funding Requirement

The funding requirement is £2,500,000 which will fund both the acquisition and demolition of the Valley Centre including remediation of the site following demolition.

### 5.1 Future Returns

Once the Valley Centre is demolished the site will be laid for interim use as additional public open space and a space which will actively promote and play an important role in our tourism and events strategies and might attract farmers and international markets. Whilst there is potential for some financial returns these are likely to be relatively insignificant.

It is the intention that the site will be included within the Joint Venture partnership for future redevelopment. In doing so the Council is likely to see a financial return over time which it may choose to leave within the JV for further investment or add to reserves.

The Viability Study undertaken by GH Regeneration and BDP identified a number of options to achieve a viable scheme.

The appraisal carried out by the team of the indicative scheme suggest three possible outcomes:

Firstly, if the Council wished to have a developer complete the indicative scheme, it is likely that the Council would have to contribute its land (including the land to be bought from Ashcap) at no cost to the scheme. This would mean that the Council would be effectively contributing approximately £2,650,000 to the development. This could be seen as the cost of regeneration. By contributing its land, the Council would also be reducing the scheme's overall borrowing requirement.

Secondly, if a more dense retail development was designed (subject to demand being proven) and the amount of open space reduced and a contractor/developer appointed as a joint venture partner, the contribution by the Council to the scheme in land costs would be significantly reduced.

Thirdly if the Council were to retain the development, paid for by Prudential Borrowing, the income generated by the scheme would cover interest repayments. The borrowing would therefore be at no cost to the Council, the Council would receive payment for its land acquisitions and the Council would own the asset of the Valley Centre after the mortgage period, which it could then sell to pay back the principal on the loan.

In all these outcomes, the Council and people of Rossendale would see a blight removed from their town centre and a new development of shops, food and drink outlets and a hotel together with a new public open space in the heart to the town centre capable of hosting civic and commercial events. This would all add to the vitality and viability of the town centre.

GH Regeneration with BDP – August 2011

## 6. Risks

The risks associated with the preferred option and secondary option are listed in the following table:-

Option	Risks	Mitigation	Likelihood
<i>Acquisition of the Valley Centre</i>	Assumptions of income from Marl Pits are over estimated		Medium?
	Costs associated with acquisition and demolition increase	Ashcap have in principle agreed a value for the site.  Estimates for demolition works range between £100,000 and £230,000	Low
	Viable redevelopment options for site not identified	It is not anticipated that redevelopment of the site will take place within the next 5 years. However, the Council is in the process of procuring a preferred development partner and it is likely that the cleared site will be added into the joint venture and thus enhance its redevelopment prospects Having ownership of this and adjacent sites is of advantage.	Medium

## 7. Timescales

The project would be undertaken in two parallel phases.

Phase 1 – Acquisition – negotiations would formally commence following Full Council approval and take approximately 3months.

Phase 2 – Demolition – the procurement of a contractor to undertake the works would commence following Full Council and be run in parallel to an application for planning consent.

Action	Sept – Dec 11	Jan – Mar 12	Qtr 1 12/13	Qtr 2 12/13	Qtr 3 12/13	Qtr 4 12/13	2013/ 2014	2014/ 2015	2015 +
Acquisition									
Demolition									
Planning Consent									
Surveys									
Procurement									
Demolition									
Development									
Interim use									
Secure preferred developer									
Develop outline scheme									
Consult on identified option(s)									
Secure redevelopment									

## Community Impact Assessment Form

<b>Name of Strategy/Policy:</b>	Council's Strategic Projects Review: <b>Option 1 Leisure – Complete the development of swimming pool facilities within Haslingden Sports Centre</b>	
<b>Officer Name(s) &amp; Job titles(s):</b>	Mike Riley	
<b>Department/Service Area:</b>	Communities Manager, Stubbylee Hall	
<b>Telephone &amp; E-mail Contact:</b>	<a href="mailto:michaelriley@rossendalebc.gov.uk">michaelriley@rossendalebc.gov.uk</a> 01706 252412	
<b>Date Assessment:</b>	<b>Commenced:</b> January 2009	<b>Completed:</b> 20.09.11

### 1. Impact Assessment – Policy and Target Outcomes

a) Summary of decision

As part of the Council's review of strategic projects various options are being considered. This impact assessment considers the decision to complete the development of swimming pool facilities within Haslingden Sports Centre.

Other impact assessments have been prepared to consider the impact of the other option decisions which are being considered as part of the review of Strategic Projects.

b) New/proposed  Modified/adapted  Existing

c) Main or intended groups identified as beneficiaries, targets or users of (or affected in any other way) decision?

Main beneficiaries:

- Customers/users of the Haslingden Swimming Pool
- Community Groups/Voluntary Sector Groups
- Rossendale Leisure Trust, including staff and employees

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- d) Equality groups who will be the main beneficiaries, targets and users of decision, or who will be affected in any other way.

- Older people
  - Multi-ability facility users
  - People with Learning Disabilities
  - Various school groups
  - Various Swimming Clubs
  - Other Swimming Sessions – Ladies Only, over 50's Swim and Parent and Toddler Classes
  - The general users of the facility – No monitoring information is available therefore population data has been utilized
- Source : KKP consultant report.

- e) Information considered to make this decision/recommendation regarding the communities affected by this.

A range of information and data has been used to inform this decision option – detailed below.

- Consideration of the national economic picture in 2010-11
- Cuts in RBC grant funding allocations from central government in 2010 over next 4 years
- KKP Leisure Review Consultation Report
- The Core Strategy consultation November 09-December 09
- Discussions with Neighbourhood Forums & Development of Neighbourhood Plans
- CRACS Culture Review Rossendale Panel Survey August 2009
- The “Have Your Say” consultation online and by letter 1-14<sup>th</sup> September 2011) which utilised online and written views, giving 3 specific options
- Park 4 Life Event Stubbylee
- Parents and Carers at Haslingden Link
- Shah Jalal Jamia Masjid and Islamic Centre
- Bacup Family Centre
- Cottonshed Theatre Company- all inclusive theatre group for people with disabilities based in Haslingden
- Credit Union
- STAR Centre support service for women and children who are victims of domestic abuse and violence
- Oakenhead Resource Centre for people with disabilities
- Rubicon

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- Rawtenstall Asian Women's Group
- Natters who Knit
- Masseycroft Whitworth
- Rossendale Online Forum Discussion
- APPENDIX 1– Map of walking distance between current Haslingden pool location and proposed new location as Haslingden Sports Centre.

f) Is further consultation, data collection or research still required?

Yes

No

Details:

The Community Impact Assessment has been carried out in accordance with the evidence available. Evidence has been provided for the key equality groups identified where available.

The strategic priorities of the Council are a key issue for the Council and residents of the Borough. Consultation carried out over a period of time, and other relevant data has informed the impact judgement to consider the impacts of this option.

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## 2. Impact – Evidence

Using the table below please tick whether you have evidence that the policy/strategy/decision has a negative, positive or neutral impact from an equalities perspective on any of the equality groups listed below. Throughout this document please also give consideration to the wider community cohesion impacts within and between the groups identified.

Equality		Positive Impact (It could benefit)	Negative Impact (It could disadvantage)	Reason and any mitigating actions already in place (to reduce any adverse /negative impacts or reasons why it will be of positive benefit or contribution)	No Impact
Age	Older people (60+)	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Younger people (17-25), and children	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Travel issues relating to children from Haslingden County Primary School who are currently within very close to the existing pool facility. It is approximately 10 minutes further walking distance from the current location to the new proposed location at Haslingden Sports Centre. See Appendix 1	<input type="checkbox"/>
Disability	Physical/learning/mental health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	As a new facility this would improve accessibility to Haslingden Pool.	<input type="checkbox"/>
Race (Ethnicity or Nationality)	Asian or Asian British people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Black or black British people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Chinese or other ethnic people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Irish people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	White people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Chinese people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Gypsies & Travellers	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Other minority communities not listed above (please state)	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Gender	Women	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Current users of the Ladies only swim	<input type="checkbox"/>

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Equality		Positive Impact (It could benefit)	Negative Impact (It could disadvantage)	Reason and any mitigating actions already in place (to reduce any adverse /negative impacts <u>or</u> reasons why it will be of positive benefit or contribution)	No Impact
	Men	<input checked="" type="checkbox"/>	<input type="checkbox"/>	sessions and Over 50's swimming group will benefit from a new facility - current user groups Current users of the Over 50's swimming group will benefit from a new facility – current user group	<input type="checkbox"/>
<b>Sexual Orientation</b>	Lesbian women, gay men and bisexual people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Belief or Religion</b>		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Gender Reassignment</b>	Transsexual people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Pregnancy and Maternity</b>		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Marriage and Civil Partnership</b> (employment only)		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>

**Notes:**

\* Faith groups cover a wide range of groupings, the most common of which are Muslims, Buddhists, Jews, Christians, Sikhs, Hindus. Consider faith categories individually and collectively when considering positive and negative impacts

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**3. Impact – Nature/Type**

- a) Could you further improve the strategy, project, policy, procedure or decision's positive or neutral impact? If “Yes”, this should be detailed in the Action Plan.

YES  NO

- b) Actions arising from the impact assessment

Key Actions:

No further actions.

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#### 4. Impact Assessment - Summary

##### Key Findings:

Informed by consultation and research, there are a number of key findings identified below:-

##### Key findings of the impact on equality groups

- There are no significant negative impacts on equality groups or current users of the Haslingden Swimming Pool should Option 1 be approved. All of the current Haslingden pool user groups identified will be accommodated at the new Haslingden pool should the new facility be built.
- The face-to-face consultation included a diversity of groups including:

Parents and Carers at Haslingden Link, Shah Jalal Jamia Masid and Islamic Centre, Bacup Family Centre, Cottonshed Theatre Company, Credit Unions, STAR Centre, Oakenhead Resource Centre, Rubicon, Rawtenstall Asian Womens Group, Natters who Knit, and Masseycroft, Whitworth.

Respondents were influenced by their location in terms of where they lived, so people who lived in the Haslingden area tended to express preference for a pool, where as those based in the Bacup, Rawtenstall, and Whitworth areas expressed a preference for investment in regeneration and town centre improvements. Disability groups expressed a preference for an improvement in swimming pools, many already accessed swimming at Marl Pits but would prefer more specific time allocations. Haslingden Pool and Todmorden Pool were also accessed. Marl Pits and Todmorden pools were better equipped to meet the needs of people with disabilities. Some representatives of a mental health group accessed swimming at Middleton. Some groups including the Asian womens group would prefer more specific time allocations at Marl Pits or Haslingden Pool. Swimming was a key activity for children and families, many accessed the pool at Marl Pits because of the small warmer childrens' pool, older children tended to use Haslingden Pool, access was primarily by car and walking.

There are also alternative facilities available within the Borough and surrounding areas should residents choose to use them, but may require additional travel.

The nearest alternative swimming pools to Haslingden Swimming Pool are:

- Marl Pits – 3.1 miles
- Ramsbottom Pool – 4.1 miles
- Whitworth Pool – 9.2 miles
- Burnley St. Peters Centre – 9.3 miles

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**Other key findings /points**

There is a divided sense of what is important locally depending on who you ask and where. Consultation identified that there is a sense of support from different sections of the community for both building a new pool in Haslingden and supporting regeneration of the Valley Centre site. In particular:

- The Core Strategy consultation (1087 individual comments) identified that of those that expressed a view, the area of top concern was the Valley Centre, second was support for local shops, third tourism, fifth improved parking, sixteenth improved leisure activities, thirtieth better swimming facilities.
- Neighbourhood Forum working suggests that more generally town centre development and the economy are most important to local people. Three out of four neighbourhood plans highlight town centre development / economy as one of their key priorities locally.
- Park 4 Life event (18 respondents) – identified an even split of support for Option 1 and 2 of the ‘Have your Say’ consultation.
- A cultural survey suggests that under half of respondents (45%) agreed that a new swimming pool should be a new priority<sup>1</sup>.
- The Have your Say consultation (682 individual responses) based on 3 very specific options suggest that that the completion of a new pool facility at Haslingden Sports Centre is most important. However, the majority of these individual responses were in fact submitted on a standardised letter template. 21 respondents did not identify clearly a preference of the three proposed options. 31 respondents were in support of Option 2, to allocate money to support the regeneration of the Valley Centre.
- The building of a new pool would increase the longevity of available swimming in Rosendale.

**5. Impact Assessment – Further Action**

Evaluation/ monitoring/ review process:

It is anticipated that a decision will be made a full council. An initial review will be undertaken further to discussion and comments at the full council meeting on 28<sup>th</sup> September 2011.

<sup>1</sup> Source: Rossendale Panel Survey August 2009 (Q23). Culture was determined as ‘Cultural activities including the arts, sports and leisure, libraries, museums, heritage, architecture, crafts, children’s play, reading, countryside and park recreation.

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Further review in 6 months time.

Review Date: 6 months.

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**6. IMPACT ASSESSMENT ACTION PLAN**

Issue	Action required	Lead officer	Timescale	Resource implications	Comments
N/A					

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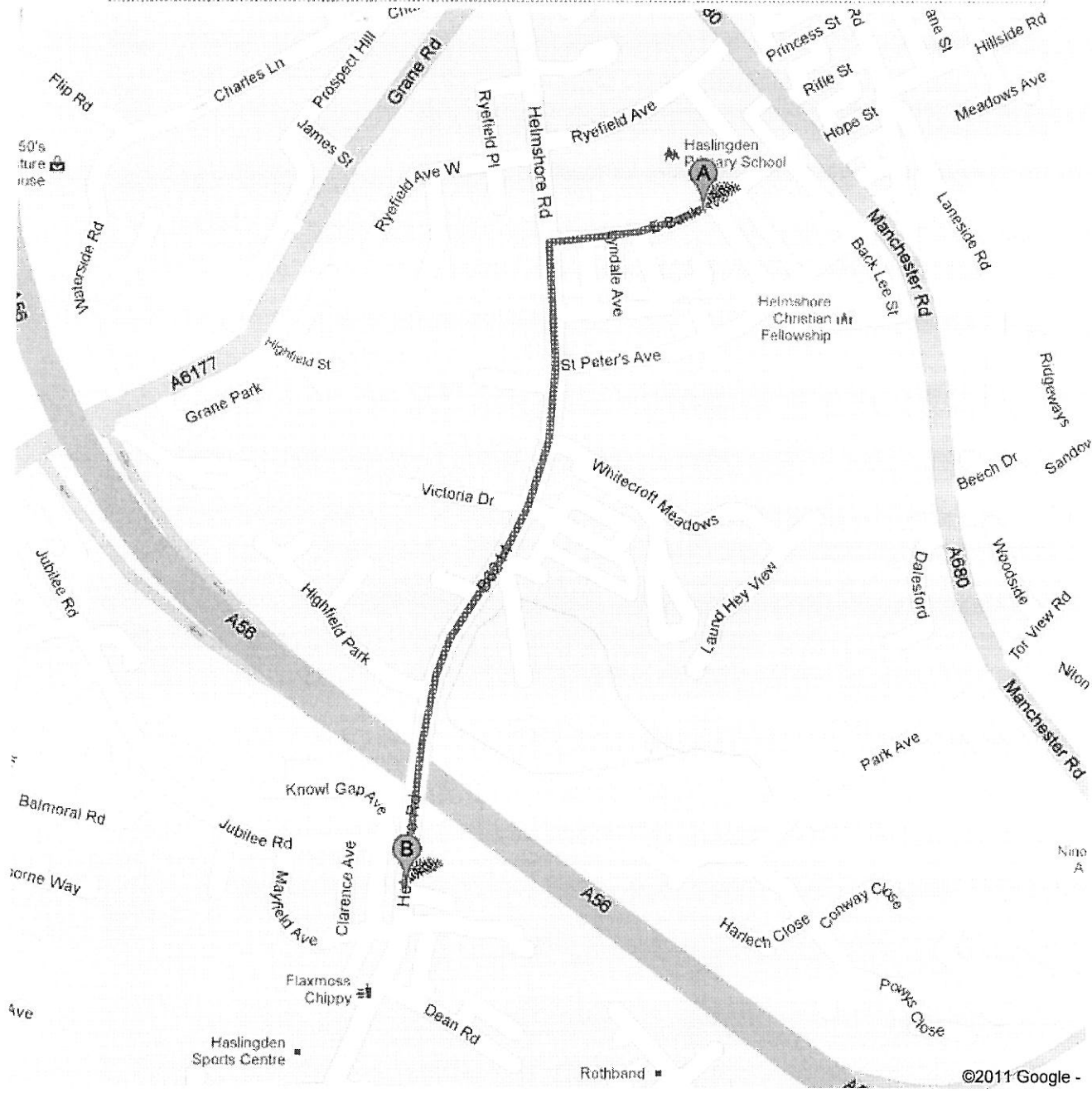


**Directions to Helmshore Rd, Haslingden,  
Rossendale, Lancashire BB4, UK**

0.5 mi – about 8 mins


Walking directions from current Haslingden Swimming Pool to Haslingden Sports Centre location.


**Walking directions are in beta.**  
Use caution – This route may be missing sidewalks or pedestrian paths.



 E Bank Ave

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1. Head **southwest** on **E Bank Ave** toward **Lyndale Ave** go 469 ft  
total 469 ft  
About 2 mins
-  2. Turn left onto **Helmshore Rd/B6214** go 0.4 mi  
total 0.5 mi  
Destination will be on the left  
About 7 mins

 Helmshore Rd, Haslingden, Rossendale, Lancashire BB4, UK

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These directions are for planning purposes only. You may find that construction projects, traffic, weather, or other events may cause conditions to differ from the map results, and you should plan your route accordingly. You must obey all signs or notices regarding your route.

Map data ©2011 Tele Atlas

## Community Impact Assessment Form

<b>Name of Strategy/Policy:</b>	Council's Strategic Projects Review: <b>Option 2 Regeneration – Postpone the development at Haslingden and allocate the remaining capital resources to support the acquisition of the Valley Centre.</b>	
<b>Officer Name(s):</b>	Stuart Sugarman	
<b>Job Title &amp; Location:</b>	Director of Business, Futures Park	
<b>Department/Service Area:</b>	Business	
<b>Telephone &amp; E-mail Contact:</b>	01706 252477 stUARTSUGARMAN@ROSSENDALEBC.GOV.UK	
<b>Date Assessment:</b>	<b>Commenced:</b> 2.8.2011	<b>Completed:</b> 20.09.11

### 1. Impact Assessment – Policy and Target Outcomes

- a) Summarise the main aims/objectives of the strategy, policy, procedure, project or decision.

As part of a review of Council strategic projects a number of options have been developed for consideration by the Council. This Community Impact Assessment will consider the impact of the decision to postpone the development at Haslingden Sports Centre and allocate the remaining capital resources to support the acquisition of the Valley Centre.

In addition to the acquisition and demolition of the Valley Centre., there will be an immediate and much wider regeneration benefit by removing the blight caused by this building and to immediately improve the visual amenity of the Town Centre. Option 2 will also help to reduce the fear of crime, to increased confidence from the business community and as a result of the council taking ownership of the site it is likely to bring in private sector investment and redevelopment opportunities to the area from an economic perspective.

Other impact assessments have been prepared to consider the impact of the other option decisions which are being considered as part of the review of Strategic Projects.

- b) Is the policy or decision under review

New/proposed

Modified/adapted

Existing

- c) Main or intended groups identified as beneficiaries, or affected groups from this decision.

Main beneficiaries:

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Rawtenstall is the key town in Rossendale, forming a gateway both into the valley and to our neighbours in Pennine Lancashire and Lancashire. It has a somewhat thriving independent retail core which is being effectively stifled because of the lack of activity and poor visual amenity of the Valley Centre. The main beneficiaries of the decision will be customers/citizens of the Borough.

There is already pressure on the retail sector in Rawtenstall due to the new developments in Bury and the existing retail offer of Blackburn and Burnley. Action to address the condition of the Valley Centre will improve the overall environment of the town centre, improve the centre's attractiveness, provide the potential to recapture trade lost in the last five years to nearby centres, attract more shoppers to support existing shops and market traders, and assist in reducing the number of vacant retail units in the town centre. With a healthy and thriving town centre, the potential to attract other ancillary town centre uses becomes greater. The main stakeholders affected by the decision are local businesses in the area of Rawtenstall.

There continues to be significant support for action on this site from businesses and residents alike and the Valley Centre has remained a key priority within the recently approved Neighbourhood Plan for Rawtenstall. The consultation on the Council's Core Strategy has shown that the redevelopment of the Valley Centre was the highest priority for all residents of the Borough.

- d) Equality groups who will be the main beneficiaries, targets and users of the decision, or who will be affected in any other way.

No specific equality groups have been identified as affected or targeted as part of this decision.

- e) Information considered to make this decision/recommendation regarding the communities affected by this.

A range of information and data has been used to inform this decision option – detailed below.

- The National Economic picture in 2010/2011
- The cut in the Rossendale Borough Council grant allocation 2010/2011
- The Core Strategy consultation November 09-December 09
- Discussions with Neighbourhood Forums & Development of Neighbourhood Plans
- CRACS Culture Review Rossendale Panel Survey August 2009
- The "Have Your Say" consultation online and by letter 1-14<sup>th</sup> September 2011)

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which utilised online and written views, giving 3 specific options.

- Park 4 Life Event Stubbylee
- Parents and Carers at Haslingden Link
- Shah Jalal Jamia Masjid and Islamic Centre
- Bacup Family Centre
- Cottonshed Theatre Company - all inclusive theatre group for people with disabilities based in Haslingden
- Credit Unions, STAR Centre - support service for women and children who are victims of domestic abuse and violence
- Oakenhead Resource Centre for people with disabilities
- Rubicon
- Rawtenstall Asian Women's Group
- Natters who Knit
- Masseycroft Whitworth
- Rossendale Online Forum Discussion

f) Is further consultation, data collection or research still required?

Yes

No

The Community Impact Assessment has been carried out in accordance with the evidence available. Evidence has been provided for the key equality groups identified where available.

The strategic priorities of the Council are a key issue for the Council and residents of the Borough. Consultation carried out over a period of time and other relevant data has informed the impact judgement to consider the impacts of this option.

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## 2. Impact – Evidence

Using the table below please tick whether you have evidence that the policy/strategy/decision has a negative, positive or neutral impact from an equalities perspective on any of the equality groups listed below. Throughout this document please also give consideration to the wider community cohesion impacts within and between the groups identified.

Equality		Positive Impact (It could benefit)	Negative Impact (It could disadvantage)	Reason and any mitigating actions already in place (to reduce any adverse /negative impacts or reasons why it will be of positive benefit or contribution)	No Impact
Age	Older people (60+)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The long term vision is a wider range of shopping opportunities, more accessible locally.	<input type="checkbox"/>
	Younger people (17-25), and children	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The long term vision is that development would lead to regeneration and create employment opportunities.	<input type="checkbox"/>
Disability	Physical/learning/mental health	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Race (Ethnicity or Nationality)	Asian or Asian British people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Black or black British people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Chinese or other ethnic people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Irish people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	White people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Chinese people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Gypsies & Travellers	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Other minority communities not listed above (please state)	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Gender	Women	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Remove a derelict site, the current site can increase the fear of crime and negative perceptions about an area The long term vision is that development would lead to regeneration and create employment opportunities	<input type="checkbox"/>

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Equality		Positive Impact (It could benefit)	Negative Impact (It could disadvantage)	Reason and any mitigating actions already in place (to reduce any adverse /negative impacts <u>or</u> reasons why it will be of positive benefit or contribution)	No Impact
	Men	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The long term vision is that development would lead to regeneration and create employment opportunities.	<input type="checkbox"/>
<b>Sexual Orientation</b>	Lesbian women, gay men and bisexual people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Belief or Religion</b>		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Gender Reassignment</b>	Transsexual people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Pregnancy and Maternity</b>		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Marriage and Civil Partnership</b> (employment only)		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>

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3. Impact – Nature/Type

- a) Could you further improve the strategy, project, policy, procedure or decision's positive or neutral impact?

YES  NO

- b) Actions arising from the impact assessment

Key Actions:

Should Option 2 be approved an affordable maintenance schedule will need to be put in place for the current Haslingden Swimming Pool in agreement with the Rossendale Leisure Trust.

No further actions.

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#### 4. Impact Assessment - Summary

##### Key Findings:

The current state of the Valley Centre does have a detrimental impact on the area. A key challenge for the Council is that it does not currently own the site.

##### Key findings of the impact on equality groups

- There are no significant negative impacts on equality groups or current users of the Haslingden Swimming Pool should Option 2 be approved. The current pool would remain open for use as it is and services would continue to be accessed, by those that already access them, as they currently are.
- The face to face consultation included a diversity of groups including:

Parents and Carers at Haslingden Link, Shah Jalal Jamia Masjid and Islamic Centre, Bacup Family Centre, Cottonshed Theatre Company, Credit Unions, STAR Centre, Oakenhead Resource Centre, Rubicon, Rawtenstall Asian Womens Group, Natters who knit, and Masseycroft, Whitworth.

Respondents were influenced by their location in terms of where they lived, so people who lived in the Haslingden area tended to express preference for a pool, where as those based in the Bacup, Rawtenstall, and Whitworth areas expressed a preference for investment in regeneration and town centre improvements. Disability groups expressed a preference for an improvement in swimming pools, many already accessed swimming at Marl Pits, Haslingden Pool and Todmorden Pool. Marl Pits and Todmorden pools were better equipped to meet the needs of people with disabilities. Some representatives of a mental health group accessed swimming at Middleton. Some groups including the Asian womens group would prefer more specific time allocations at Marl Pits or Haslingden Pool. Swimming was a key activity for children and families, many accessed the pool at Marl Pits because of the small warmer childrens' pool, older children tended to use Haslingden Pool, access was primarily by car and walking.

There are also alternative facilities available within the Borough and surrounding areas should residents choose to use them, but may require additional travel.

The nearest alternative swimming pools to Haslingden Swimming Pool are:

- Marl Pits – 3.1 miles
- Ramsbottom Pool – 4.1 miles
- Whitworth Pool – 9.2 miles
- Burnley St. Peters Centre – 9.3 miles

##### Other key findings /points

There is a divided sense of what is important locally depending on who you ask and where. Consultation identified that there is a sense of support from different sections of the community for both building a new pool in Haslingden and supporting regeneration of the Valley Centre site. In particular:

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- The Core Strategy consultation (1087 individual comments) identified that of those that expressed a view, the area of top concern was the Valley Centre, second was support for local shops, third tourism, fifth improved parking, sixteenth improved leisure activities, thirtieth better swimming facilities.
- Neighbourhood Forum working suggests that more generally town centre development and the economy are most important to local people. Three out of four neighbourhood plans highlight town centre development / economy as one of their key priorities locally.
- Park 4 Life event (18 respondents) – identified an even split of support for Option 1 and 2 of the ‘Have your Say’ consultation.
- A cultural survey suggests that under half of respondents (45%) agreed that a new swimming pool should be a new priority<sup>1</sup>.
- The Have your Say consultation (682 individual responses) based on 3 very specific options suggest that that the completion of a new pool facility at Haslingden Sports Centre is most important. However, the majority of these individual responses were in fact submitted on a standardised letter template. 21 respondents did not identify clearly a preference of the three proposed options. 31 respondents were in support of Option 2, to allocate money to support the regeneration of the Valley Centre

## 5. Impact Assessment – Further Action

Evaluation/ monitoring/ review process:

It is anticipated that a decision will be made a full council. An initial review will be undertaken further to discussion and comments at the full council meeting on 28<sup>th</sup> September 2011.

Further review in 6 months time.

Review Date: 6 months.

<sup>1</sup> Source: Rossendale Panel Survey August 2009 (Q23). Culture was determined as ‘Cultural activities including the arts, sports and leisure, libraries, museums, heritage, architecture, crafts, children’s play, reading, countryside and park recreation.

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## 6. IMPACT ASSESSMENT ACTION PLAN

Please list below any recommendations for action that you plan to take as a result of this impact assessment (refer to Sections 3 & 4).

Issue	Action required	Lead officer	Timescale	Resource implications	Comments
Maintenance of Haslingden Swimming Pool	Should Option 2 be approved an affordable maintenance schedule will need to be put in place for the current Haslingden Swimming Pool in agreement with the Rossendale Leisure Trust.	Phil Seddon			

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## Community Impact Assessment Form

<b>Name of Strategy/Policy:</b>	Council's Strategic Projects Review: <b>Option 3 MTFS – Repay a proportion (c£2m) of the Public Works Loan Board in order to release future annual revenue savings of c£100k in order to support the Council's Medium Term Financial Strategy (MTFS)</b>	
<b>Officer Name(s):</b>	Phil Seddon	
<b>Job Title &amp; Location:</b>	Head of Finance, Futures Park	
<b>Department/Service Area:</b>	Finance & Property Services	
<b>Telephone &amp; E-mail Contact:</b>	<a href="mailto:philseddon@rossendalebc.gov.uk">philseddon@rossendalebc.gov.uk</a> 01706 252465	
<b>Date Assessment:</b>	<b>Commenced:</b> 04/03/11	<b>Completed:</b> 20.09.11

### 1. Impact Assessment

#### a) Summary of decision

As part of the Council's review of strategic projects various options are being considered. This impact assessment considers the impact of repaying a proportion (c£2m) of the Public Works Loan Board in order to release future annual revenue savings of c£100k in order to support the Council's Medium Term Financial Strategy (MTFS).

As a consequence of this proposed decision, if approved,

- the current swimming pool in Haslingden would remain open as usual / as it currently is.
- the Valley Centre would remain in its current state and in private ownership.

Other impact assessments have been prepared to consider the impact of the other option decisions which are being considered as part of the review of Strategic Projects.

b) New/proposed  Modified/adapted  Existing

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- c) Main or intended groups identified as beneficiaries, or affected groups from this decision.

While the general users of the current pool facility would not be able to make use of a new swimming pool facility at Haslingden Sports Centre, they would however, be able to continue to use the current pool in Haslingden and facilities in the current location. Current access to service would remain unchanged for all current users.

The Valley Centre would remain in its current state until the owners decided to take action.

- d) Equality groups who will be the main beneficiaries, targets and users of this decision or will be affected in any other way.

No specific equality groups are targeted or impacted as part of this decision.

- e) Information considered to make this decision/recommendation regarding communities affected by this

A range of information and data has been used to inform this decision option – detailed below.

- The National economic picture in 2010/2011
- The cut in the Rossendale Borough Council grant allocation 2010/2011
- The Core Strategy consultation November 09-December 09
- Discussions with Neighbourhood Forums & Development of Neighbourhood Plans
- Collaborative Research and Consultation Services Culture Review - Rossendale Panel Survey August 2009
- The “Have Your Say” consultation online and by letter 1-1<sup>4th</sup> September 2011) which utilised online and written views, giving 3 specific Options
- Park 4 Life Event Stubblelee
- Parents and Carers at Haslingden Link
- Shah Jalal Jamia Masjid and Islamic Centre
- Bacup Family Centre
- Cottonshed Theatre Company - all inclusive theatre group for people with disabilities based in Haslingden

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- Credit Unions, STAR Centre - support service for women and children who are victims of domestic abuse and violence
- Oakenhead Resource Centre for people with disabilities
- Rossendale Online Forum Discussion
- Rubicon
- Rawtenstall Asian Women's Group
- Natters who Knit
- Masseycroft Whitworth

f) Is further consultation, data collection or research still required?

Yes

No

The Community Impact Assessment has been carried out in accordance with the evidence available. Evidence has been provided for the key equality groups identified where available.

The strategic priorities of the Council are a key issue for the Council and residents of the Borough. Consultation carried out over a period of time, and other relevant data has informed the impact judgement to consider the impacts of this option.

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## 2. Impact – Evidence

Using the table below please tick whether you have evidence that the policy/strategy/decision has a negative, positive or neutral impact from an equalities perspective on any of the equality groups listed below. Throughout this document please also give consideration to the wider community cohesion impacts within and between the groups identified.

Equality		Positive Impact (It could benefit)	Negative Impact (It could disadvantage)	Reason and any mitigating actions already in place (to reduce any adverse /negative impacts or reasons why it will be of positive benefit or contribution)	No Impact
<b>Age</b>	Older people (60+)	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Younger people (17-25), and children	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Disability</b>	Physical/learning/mental health	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Race (Ethnicity or Nationality)</b>	Asian or Asian British people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Black or black British people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Chinese or other ethnic people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Irish people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	White people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Chinese people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Gypsies & Travellers	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Other minority communities not listed above (please state)	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Gender</b>	Women	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	Men	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Sexual Orientation</b>	Lesbian women, gay men and bisexual people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Belief or Religion</b>		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Gender Reassignment</b>	Transsexual people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Pregnancy and Maternity</b>		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
<b>Marriage and Civil Partnership (employment only)</b>		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>

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### 3. Impact – Nature/Type

Could you further improve the strategy, project, policy, procedure or decision's positive or neutral impact?

YES  NO

Key Actions:

Should Option 3 be approved, an affordable maintenance schedule will need to be put in place for the current Haslingden Swimming Pool, in agreement with the Rossendale Leisure Trust.

### 4. Impact Assessment - Summary

Key Findings:

#### Key findings of the impact on equality groups

- There are no significant negative impacts on equality groups or current users of the Haslingden Swimming Pool should Option 3 be approved. The existing facility would remain open for use as it is, and services would continue to be accessed, by those that already access them, as they currently are.

Current Haslingden Pool users may choose to use other alternative swimming facilities within the Borough should they wish to. The nearest swimming pools Haslingden Swimming Pool are:

- Marl Pits – 3.1 miles
- Ramsbottom Pool – 4.1 miles
- Whitworth Pool – 9.2 miles
- Burnley St. Peters Centre – 9.3 miles

- The face to face consultation included a diversity of groups including:

Parents and Carers at Haslingden Link, Shah Jalal Jamia Masid and Islamic Centre, Bacup Family Centre, Cottonshed Theatre Company, Credit Unions, STAR Centre, Oakenhead Resource Centre, Rubicon, Rawtenstall Asian Womens Group, Natters who knit, and Masseycroft, Whitworth.

Respondents were influenced by their location in terms of where they lived, so people who lived in the Haslingden area tended to express preference for a pool, where as those based in the Bacup, Rawtenstall, and Whitworth areas expressed a preference for investment in regeneration and town centre improvements. Disability groups expressed a preference for an improvement in swimming pools, many already accessed swimming at Marl Pits, Haslingden Pool and Todmorden Pool. Marl Pits and Todmorden pools were better equipped to meet the needs of people with disabilities. Some representatives of a mental health group accessed swimming at Middleton. Some groups including the Asian womens group would prefer more specific time allocations at Marl Pits or Haslingden Pool. Swimming was a key activity for children and families, many accessed the pool at

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Marl Pits because of the small warmer childrens' pool, older children tended to use Haslingden Pool, access was primarily by car and walking.

**Other key findings /points**

There is a divided sense of what is important locally depending on who you ask and where. Consultation identified that there is a sense of support from different sections of the community for both building a new pool in Haslingden and supporting regeneration of the Valley Centre site. In particular:

- The Core Strategy consultation (1087 individual comments) identified that of those that expressed a view, the area of top concern was the Valley Centre, second was support for local shops, third tourism, fifth improved parking, sixteenth improved leisure activities, thirtieth better swimming facilities.
- Neighbourhood Forum working suggests that more generally town centre development and the economy are most important to local people. Three out of four neighbourhood plans highlight town centre development / economy as one of their key priorities locally.
- Park 4 Life event (18 respondents) – identified an even split of support for Option 1 and 2 of the ‘Have your Say’ consultation.
- A cultural survey suggests that under half of respondents (45%) agreed that a new swimming pool should be a new priority<sup>1</sup>.
- The ‘Have your Say’ consultation (682 individual responses) based on 3 very specific options suggest that that the completion of a new pool facility at Haslingden Sports Centre is most important. However, the majority of these individual responses were in fact submitted on a standardised letter template. 21 respondents did not identify clearly a preference of the three proposed options. 31 respondents were in support of Option 2 to allocate money to support the regeneration of the Valley Centre
- Should Option 3 be approved, the Valley Centre would remain in its current state and in private ownership, with little potential to attract investment or likelihood of redevelopment. The negative effect upon the retail vacancy rate in Rawtenstall is likely to remain a risk, potential shoppers/customers are likely to be attracted to competing centres; and the poor state could increase the fear of crime in relation to the area.

<sup>1</sup> Source: Rossendale Panel Survey August 2009 (Q23). Culture was determined as ‘Cultural activities including the arts, sports and leisure, libraries, museums, heritage, architecture, crafts, children’s play, reading, countryside and park recreation.

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## 5. Impact Assessment – Further Action

Please give the details of the monitoring/evaluation/review process that has/will be set up to check the successful implementation of the policy, project, strategy or decision including improved outcomes/impact and identify the review date.

Evaluation/ monitoring/ review process:

It is anticipated that a decision will be made a full council. An initial review will be undertaken further to discussion and comments at the full council meeting on 28<sup>th</sup> September 2011.

Further review in 6 months time.

Review Date: 6 months.

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**6. IMPACT ASSESSMENT ACTION PLAN**

Please list below any recommendations for action that you plan to take as a result of this impact assessment (refer to Sections 3 & 4).

Issue	Action required	Lead officer	Timescale	Resource implications	Comments
Maintenance of Haslingden Swimming Pool	Should Option 3 be approved an affordable maintenance schedule will need to be put in place for the current Haslingden Swimming Pool in agreement with the Rossendale Leisure Trust	Phil Seddon			

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