

Subject:	Rawtenstall Supplementary Planning Document	Status:	For Publication
Report to:	Council	Date:	14 th December 2011
Report of:	Planning Manager	Portfolio Holder:	Regeneration
Key Decision:	<input type="checkbox"/> Forward Plan <input checked="" type="checkbox"/>	General Exception <input type="checkbox"/>	Special Urgency <input type="checkbox"/>
Community Impact Assessment:	Required:	Yes	Attached: n/a
Biodiversity Impact Assessment	Required:	No	Attached: n/a
Contact Officer:	Adrian Smith	Telephone:	01706 252419
Email:	adriansmith@rossendalebc.gov.uk		

1.	RECOMMENDATION(S)
1.1	That Council approve a process of consultation on a Supplementary Planning Document for Rawtenstall Town Centre
1.2	<i>If not applicable or appropriate, delete the text below</i> All future minor amendments to the draft Rawtenstall SPD to be delegated to the Planning Manager in consultation with the Portfolio Holder for regeneration.

2. PURPOSE OF REPORT

- 2.1 The Local Development Scheme identifies that the Council will prepare a Supplementary Planning Document for Rawtenstall to guide development. In order to facilitate this, the Council commissioned a Vision document for Rawtenstall from BDP in 2010 to provide detailed guidance on the Valley Centre as well as the basis for a SPD for the rest of the town centre. It is proposed to update this work to reflect recent changes and then to undertake public and internal consultation prior to the Council adopting the final SPD.

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:
- Proposals for the Valley Centre could raise a variety of conflicting views
 - Market traders would require active engagement
 - The involvement of Lancashire County Council will be essential to delivering transport and footway improvements

5. BACKGROUND AND OPTIONS

- 5.1 In 2010 the Council appointed BDP to produce a Vision document for Rawtenstall Town centre. This provided guidance on the redevelopment of the Valley Centre within the context of a ten year strategy for the town centre as a whole including proposals for the market area and the area around the Gyratory. The document was intended to provide the basis for a Supplementary Planning Document for the town centre. This is a priority identified in the Local Development Scheme for Rossendale while Policy AVP4 and Policy 12 of the Core Strategy

indicates that an SPD will be produced. Once adopted by the Council the document will have statutory weight and will form a basis for development management decisions in the Rawtenstall town centre area.

- 5.2 The Vision document was subject to four weeks public consultation in February/March. The comments on this were included in the final version. Since the Vision document was published in June 2011 the Council has resolved to purchase the Valley Centre. It will be necessary to update the BDP Vision to reflect the implications of this as well as make a number of other changes to the text.
- 5.3 It is proposed to amend the existing document and undertake a further public four week public consultation on a draft SPD in February 2012. The comments received will then be reviewed and changes made to the text to reflect the comments received. By Spring 2012 it is expected that a preferred development partner will have been identified to redevelop the Valley Centre as well as other locations in the Borough. The document will be discussed with the preferred partner and a final version brought to Council for adoption in Autumn 2012.

COMMENTS FROM STATUTORY OFFICERS:

6. SECTION 151 OFFICER

- 6.1 Any financial implications will be contained within existing budget resources.

7. MONITORING OFFICER

- 7.1 This SPD is an important element in the Council's plans for the regeneration of the Valley Centre and Rawtenstall Town centre.

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

- 8.1 No Human Resource implications arising from this Report.

9. CONSULTATION CARRIED OUT

- 9.1 The Vision document was subject to internal and public consultation in February/March 2011. The intention to produce a full SPD has been discussed with the Portfolio Holder for Regeneration and the Local Development Framework Steering Group as well as with officers internally.

10. CONCLUSION

- 10.1 Consultation on and adoption of a Supplementary Planning Document for Rawtenstall would reflect commitments made in the Local Development Scheme and the Core Strategy as well as providing guidance for the future of the town at a time of major change. This can be done by adapting the existing Vision document produced by BDP and undertaking further consultation.

Background Papers

Background Papers	
Document	Place of Inspection
Rosendale Core Strategy Rawtenstall Vision Document	One Stop Shop, Rawtenstall

Rawtenstall Town Centre

Draft Supplementary Planning Document

December 2011

Contents

1	<i>Introduction</i>	6
	1.1 <i>Purpose of Rawtenstall Town Centre Vision</i>	6
	1.2 <i>An Overview of Rawtenstall Town Centre</i>	6
	1.3 <i>Document Structure</i>	7
2	<i>Context</i>	9
	2.1 <i>Introduction</i>	9
	2.2 <i>Planning and Regeneration</i>	9
	2.3 <i>Economic Profile</i>	10
	2.4 <i>Urban Design</i>	12
	2.5 <i>Movement</i>	15
	2.6 <i>Summary</i>	16
3	<i>Vision</i>	18
	3.1 <i>The Vision</i>	18
4	<i>Projects</i>	20
	4.1 <i>Introduction</i>	20
	4.2 <i>Objective 1 Projects</i>	20
	4.3 <i>Objective 2 Projects</i>	26
	4.4 <i>Objective 3 Projects</i>	29
5	<i>Town Centre Design Guidance</i>	32
	5.1 <i>Building Design</i>	32
	5.2 <i>Heritage</i>	32
	5.3 <i>Public Realm Design</i>	33
	5.4 <i>Safety and Security</i>	33
	5.5 <i>Environment</i>	33
6	<i>Valley Centre Design and Development Guidance</i>	34
	6.1 <i>Introduction</i>	34
	6.2 <i>Use</i>	34
	6.3 <i>Layout</i>	34
	6.4 <i>Scale and Massing</i>	35
	6.5 <i>Appearance</i>	35
	6.6 <i>Landscaping</i>	35
	6.7 <i>Access</i>	36

7	<i>Development Framework</i>	37
	<i>7.1 Approach</i>	37
	<i>7.2 Organisation Framework</i>	37
	<i>7.3 Planning / Development Briefs</i>	37
	<i>7.4 Land Acquisition</i>	38
	<i>7.5 Viability</i>	38
	<i>7.6 Funding</i>	38
	<i>7.7 Local Asset Based Vehicles</i>	40
	<i>7.8 Proposed Enabling Structure</i>	41
	<i>Priority Investment Area 1</i>	42
	<i>Priority Investment Area 2</i>	43
	<i>Priority Investment Area 3</i>	44
	<i>Priority Investment Area 4</i>	46

Executive Summary

Rawtenstall is a historic mill town in Pennine Lancashire and the key service centre for the Borough of Rossendale.

The Town Centre has a unique identity that makes it stand out from other towns because:

- It has a good mix of independent local shops;
- It has a diverse employment base with high levels of entrepreneurship;
- It has a cohesive townscape character of traditional stone buildings;
- It has a distinct and attractive High Street; and
- It enjoys a spectacular landscape setting with good accessibility to local countryside and outdoor pursuits.

Notwithstanding this overall attractiveness, parts of the Town Centre present a poor image to residents and visitors alike. The vacant Valley Centre has long been an eyesore but plans are in hand for its imminent demolition. The quality of Rawtenstall Bus Station, the market and the Town's appearance from St Mary's Way remain of concern.

As the largest town in Rossendale and the main Town Centre, the future of Rawtenstall Town Centre is of great significance to the future prosperity of the Borough as a whole. Without intervention the negative image of Rawtenstall could undermine the attractiveness 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. The overall aim of the Rawtenstall Supplementary Planning Document (SPD) is to establish a policy framework for development management decisions over the next 10 years.

The vision is that the distinctive character of Rawtenstall should be preserved and allowed to flourish with the very best new development and other improvements to the Town Centre that enhance its character. Building on the imagination and inventiveness of Rawtenstall's residents and businesses the vision is to establish Rawtenstall as a place that retains its individual character and is distinctive to the people who live and work there, as well as to those who visit. This will concentrate on securing sustainable economic growth and promoting the vitality and viability of Rawtenstall, principally as an important place for the local community, but in doing so create a self belief and buoyancy that is also attractive to visitors.

In order to contribute to the vision and the social wellbeing of the Town Centre, three key objectives will frame the following improvements to the Town Centre.

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

- Relocate the Witch Way Service from Bank Street to the bus station.
- Work with stakeholders to establish a Manchester rail link.
- Provide a new Bus Station and interchange.
- Make it easier for people to park in the Town Centre.
- Improve pedestrian linkages across St Mary's Way.
- Traffic calm Bacup Road and improve pedestrian linkages.

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

- Enhance Bank Street as a focus for independent retailing.
- Redevelop the Valley Centre and its surrounding context for public open space, shops and leisure uses.
- Enhance the appearance and draw of the market.
- Encourage new uses on Bury Road and Bacup Road.
- Encourage new housing in suitable locations.

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

- Create better pedestrian spaces and improve the quality of the public realm on Burnley Road and Bacup Road to improve linkages to the railway station.
- Enhance the appearance of the town from St Mary's Way.
- Improve the quality of shop fronts.
- Develop new signage across the Town Centre.

- Identify opportunities for public art.
- Promote the attractiveness and interest of the Town Centre's hidden assets.
- Encourage a range of events and activities within the Town Centre.

In order to channel the limited resources available into the enhancement of the Town Centre, four Priority Investment Areas have been identified. These tie together a number of projects within this document into a cohesive set of outcomes that will have the maximum impact on the development aims of the SPD through their coverage and visibility. The Priority Investment Areas are:

- **The Valley Centre** – Redevelopment of the Valley Centre, Police Station, One Stop Shop and Former Town Hall to create a Public Open Space and in the longer term a high quality mixed use development
- **Rawtenstall Market** – Promotion of the market as a more dynamic 'enterprise hub' and physical improvements to the market itself.
- **Rawtenstall Bus Station** – Redevelopment of the Bus Station and enhancements to Bacup Road to create a new transport interchange and improved pedestrian environment.
- **Bury Road / Bacup Road**– Enhancement of buildings, streets and open spaces to create a more vibrant and attractive, pedestrian friendly link between the train station and Bank Street.

1 Introduction

1.1 Purpose

- 1.1.1 The need for specific planning guidance for Rawtenstall Town Centre has been recognised for a number of years with initial work undertaken on an Area Action Plan in 2005-07. In order to more effectively align with the Core Strategy it was later decided to produce an SPD. In May 2010 Rossendale Borough Council commissioned BDP with Gordon Hood Regeneration and JMP to provide comprehensive planning guidance for Rawtenstall Town Centre. This was subjected to a four week public consultation in March/April 2011. The consultant's final report forms the basis of this Supplementary Planning Document SPD.
- 1.1.2 The overall aim of this document is to establish a clear policy framework for Rawtenstall for the next 10 years to guide development management decisions and provide explicit guidance for partner's investment priorities. In doing so the document identifies redevelopment opportunities and proposals for:
- Enhancing accessibility and better integrating the bus and railway stations with the Town Centre.
 - Redevelopment of the Valley Centre and its wider context.
 - The enhancement of existing buildings and places.
 - Improvements to the market.
 - Maximising the potential for tourism based activities.
- 1.1.3 This document draws together a wide volume of proposals and consultation carried out in Rawtenstall in recent years. It is intended that this document will provide an ambitious, but realistic basis in which to progress the enhancement of the Town Centre.

1.2 An overview of Rawtenstall Town Centre

- 1.2.1 Rawtenstall is a historic mill town in Pennine Lancashire and the key service centre for the Borough of Rossendale. The focal point of the Town Centre is Bank Street, a highly attractive high street that forms the commercial hub of the town. To the north, Rawtenstall Market provides an anchor to Bank Street and defines the northern reaches of the Town Centre. To the west of Bank Street, St Mary's Way cuts through the Town Centre and is fronted by an Asda superstore and the Town's library. The southern boundary of the Town Centre is defined by Bocholt Way, further beyond which is a Tesco superstore and Rawtenstall Train Station.
- 1.2.2 Rawtenstall has a unique identity that makes it stand out from other towns because:
- It has an excellent mix of independent local shops;
 - It has a diverse employment base with high levels of entrepreneurship;
 - It has a cohesive townscape character of traditional stone buildings;
 - It has a distinct and attractive High Street; and
 - It enjoys an attractive landscape setting with good accessibility to local countryside and outdoor pursuits.
- 1.2.3 Rawtenstall's location, its accessibility to the motorway network and its high quality bus service to Greater Manchester are also major strengths. Rawtenstall is a gateway to visiting Pennine Lancashire and is considered a good place to live and commute from.
- 1.2.4 Notwithstanding Rawtenstall's overall attractiveness, the Town Centre presents a poor image at key public interchanges and along through routes that impact on how it is viewed by residents and visitors alike. The Valley Centre is in the process of being demolished and an area of Open Space created. The quality of Rawtenstall's Bus Station, the market and the Town's appearance from St Mary's Way remain of concern. Without intervention the negative image of Rawtenstall could reduce the attractiveness of the area to potential migrants and visitors, and could push residents out to shop and visit other towns with better economic opportunities and a more vibrant and attractive offer.
- 1.2.5 As the largest town in Rossendale and the main Town Centre, the future of Rawtenstall Town Centre is of great significance to the future prosperity of the Borough as a whole. This document provides a comprehensive spatial vision in order to address its weaknesses and play to its strengths. The document identifies opportunities and provides design guidelines to ensure that future interventions within the Town Centre are high quality, sustainable and appropriate to the Town's character.

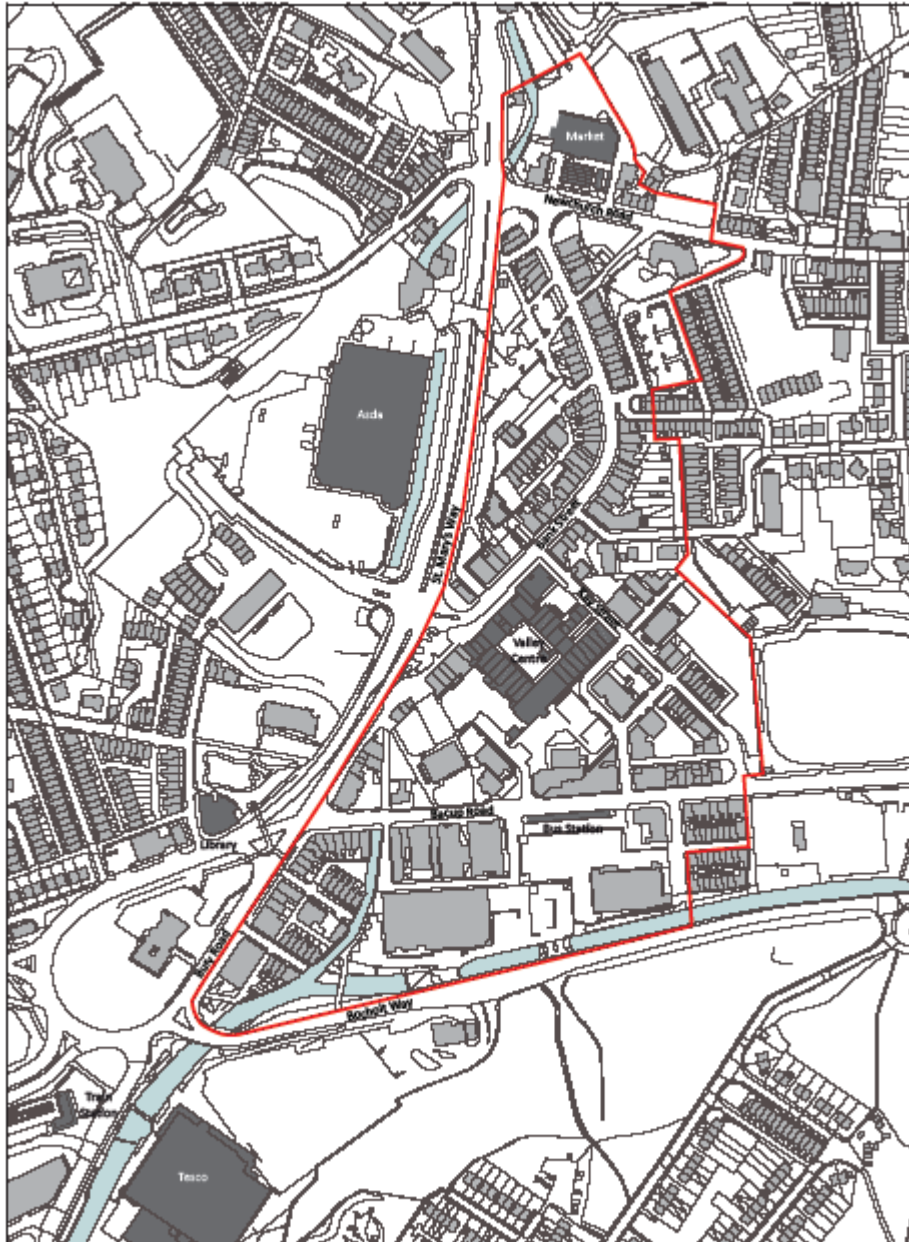


Figure 1.1 Rawtenstall Town Centre as defined in Submission Core Strategy 2010

1.3 Document Structure

1.3.1 This Vision document is structured as follows:

- Chapter 2 – Context: Provides a description of the contextual issues that have guided this document.
- Chapter 3 – Vision: Identifies the vision and objectives for Rawtenstall Town Centre.
- Chapter 4 – Projects: Provides a detailed description of proposals for the Town Centre.
- Chapter 5- Design Guidance: Provides specific design guidance for development within the Town Centre.
- Chapter 6 – Valley Centre Guidance: Provides specific development and design guidance for the redevelopment of the Valley Centre.
- Chapter 7 – Priority Investment Areas: Identifies the priority projects that can deliver a step change in Rawtenstall Town Centre.



Figure 1.2 Rawtenstall Town Centre as in its wider context

2 Context

2.1 Introduction

2.1.1 It has been important to establish a comprehensive knowledge and understanding of the area in order to inform proposals. This has required a review of a various planning and regeneration documents, analysis of socio-economic data, consultation with stakeholders and an appraisal of design quality within the Town Centre.

2.1.2 Particular documents of relevance to the preparation of this report include:

- Draft National Planning Policy Framework (NPPF)
- Planning Policy Statement 1: Delivering Sustainable Development
- Planning Policy Statement 4: Planning for Sustainable Economic Development
- Planning Policy Statement 5: Planning for the Historic Environment
- Planning Policy Guidance 13: Transport
- North West Regional Spatial Strategy
- Rossendale Alive: Sustainable Community Strategy
- Adopted Rossendale Core Strategy
- Lancashire Local Transport Plan 2
- Lancashire Local Transport Plan 3
- Rossendale Tourism Strategy
- An Integrated Economic Strategy for Pennine Lancashire
- Rossendale Employment Land Study
- Rossendale Retail and Town Centre Study
- Rossendale Borough Council; Strategic Housing Land Availability Assessment
- Rawtenstall Public Realm Study
- Rawtenstall Town Centre Area Action Plan (AAP) Preferred Options (withdrawn 2009)
- Rawtenstall Town Centre Conservation Area Appraisal
- East Lancashire Railway Trust Development Strategy

2.1.3 The Rawtenstall Vision Document prepared by BDP and Associates included a separate Evidence Base. This report set out the main issues in regard to the following themes:

- Planning and Regeneration Context - an overview of the planning and regeneration framework, drawing out the key policy issues.
- Economic and Property Analysis – a market appraisal of how Rawtenstall functions economically and the potential niche it could fulfil.
- Urban Design Analysis – a review of the town centre’s urban design context, including an appraisal of historical growth and heritage, land use, townscape and open space.
- Movement Analysis – a review of accessibility and movement within the town centre.

2.2 Planning and regeneration

2.2.1 National planning policy on the development of town centres requires that development should aim to secure sustainable economic growth and promote the vitality and viability of town centres as important places for communities. New economic growth and development of main town centre uses should be focused in existing centres, with the aim of offering a wide range of services to communities in an attractive and safe environment. Competition between retailers and consumer choice should be enhanced through the provision of innovative and efficient shopping, leisure, tourism and local services in town centres, which allow genuine choice. Finally, the historic, archaeological and architectural heritage of centres should be conserved and, where appropriate, enhanced by providing a sense of place and a focus for community activities.

2.2.2 Rossendale's Sustainable Community Strategy was published in 2008 by the Rossendale Partnership (now Rossendale Forum), which is the Local Partnership for Rossendale bringing together various public, private, community, voluntary and faith sectors. It forms an overarching strategy for Rossendale over the 2008 to 2018 period and provides a vision of what the Borough will be like in 2018. The long term vision 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"

2.2.3 The strategy focuses on the issues of people, places and prosperity. The overarching principles which it aims to achieve by 2018 are: reducing inequalities; community engagement and development; and community cohesion. The regeneration of Rawtenstall Town Centre is identified as a Transformational Project.

Rossendale Core Strategy – From East to West; Making Rossendale the Best

2.2.4 The Core Strategy was adopted in November 2011 and sets out a strategic 15 year Plan for the Borough and the context for this SPD. The Spatial Vision for Rossendale sets out the overall aspirations of the Core Strategy and for Rawtenstall states the following:

"Rawtenstall and its surrounding communities will be the central focus of the Borough. The Valley Centre will be redeveloped and will act as a regeneration catalyst for the rest of the town centre, incorporating additional and increased choice of shopping and office facilities, well linked to a new bus interchange and Rawtenstall train station"

2.2.5 Policy 1 of the Core Strategy establishes the overall development framework. It states that Rossendale's distinctive environment will be maintained with the greatest amount of new development in the Borough to take place in Rawtenstall.

2.2.6 In order to provide guidance for different parts of Rossendale the Core Strategy includes six Area Vision policies. The Area Vision for Rawtenstall (Policy AVP 4) states that:

- Rawtenstall Town Centre will be a place where people will want to live, visit and shop.
- The Valley Centre and its surroundings will be a revitalised heart for the town complemented by high quality small shops on Bank Street and a thriving market.
- A new commuter rail link to Manchester, attractive walking routes from the station to the town centre and a new bus facility will all contribute to better transport links.
- New Hall Hey will be developed as a high quality retail and office location.
- Housing will be focussed on Rawtenstall.
- The integrity of existing open spaces will be maintained.

2.2.7 Policy AVP4 includes a reference to an SPD being produced for all or part of the Rawtenstall Area Vision.

2.2.8 The redevelopment of the Valley Centre is a key catalyst for regeneration of Rawtenstall. Policy 12 sets out that a plan led approach will be taken with the Valley Centre providing:

- A focal point for retail and other supporting uses
- A design that reflects and responds to the current townscape
- A layout that takes into account the need for good access by all modes of transport

2.2.9 Paragraph 252 of the supporting text of Policy 12 indicates that it is intended to produce an SPD for Rawtenstall Town Centre.

2.2.6 The purpose of this SPD is to provide additional guidance for the overall planning of Rawtenstall Town Centre, expanding on the Spatial Vision, Policy 1, and AVP 4 and other relevant Core Strategy policies including:

- Policy 2: Meeting Rossendale's Housing Requirement
- Policy 3: Distribution of Additional Housing
- Policy 8: Transport proposals
- Policy 11: Retail and Other Town Centre Uses
- Policy 14: Tourism
- Policy 15: Overnight Visitor Accommodation
- Policy 16: Preserving and Enhancing Rossendale's Built Environment
- Policy 23: Promoting High Quality Design and Spaces

2.3 Economic profile

2.3.1 Rawtenstall's economic profile is complex and multi-layered, especially in comparison to many other Pennine Lancashire towns. Nearly half of the Boroughs workforce commutes to work in neighbouring authorities. Jobs within the Borough are

concentrated in small and medium enterprises with manufacturing employment at 24% being more than double the national average. Wages of workers living and working within the Rossendale are significantly lower than those commuting out of the Borough. The town exhibits more diversity in its key employment sectors than most competitors in the sub-region, and has high levels of entrepreneurship. Rawtenstall’s proximity to Manchester clearly dictates much of its economic profile, and as the earnings indicators suggest, there is evidence that it is seen as a good location to live and commute. Other ‘Commuter’ towns across the UK also typically witness an above average degree of entrepreneurship, usually explained by commuters eventually establishing their own firms whilst continuing to live in their adopted area. Across Rossendale business density is high, however, average business size in the district is below the national and regional average, indicating the absence of major employers.

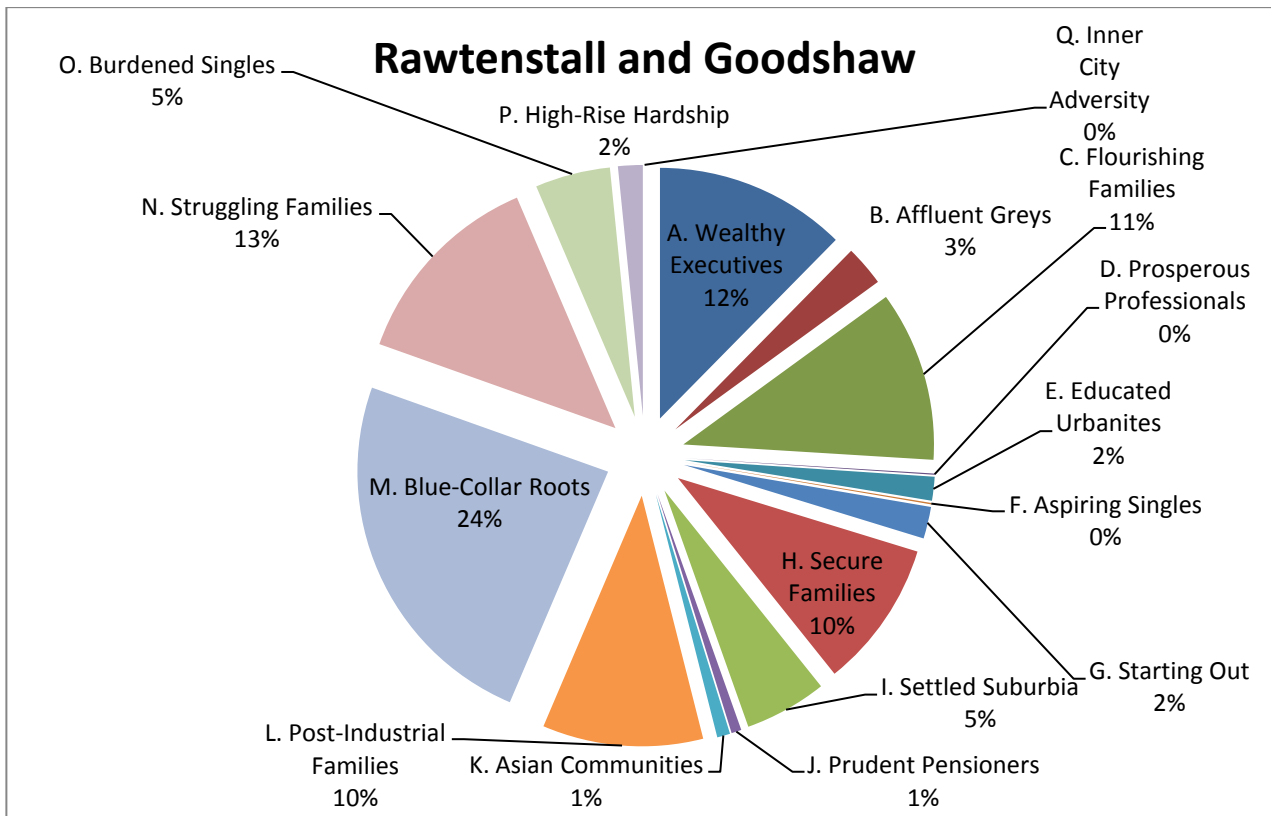


Figure 2.1: Breakdown of Population Characteristics

2.3.2 Figure 2.1 sets out population characteristics based on CACI segmentation for residents of the Cribden, Goodshw Longholme and Hareholme wards. The wards, which together form the Rawtenstall Area Vision, have a total population of 7 742 (2001 census) though only a small proportion of this live in the town centre area covered by this SPD. The most notable feature of the chart is the large number of households in the “Blue Collar” roots category (24% compared to 7.7% nationally). This grouping is primarily made up of families or retired people on medium to low incomes with employment primarily in factories or shops. Post-industrial households (10% compared to 4.4% nationally) also reflect the industrial heritage of the area but represent more skilled workers. In contrast the most affluent professional and managerial groups in society (Categories A-C in this classification) make up approximately 28% of the population which is slightly higher than the national average of 25%. The catchment population of Rawtenstall therefore reflects a broad spectrum of different types of households.

2.3.3 Another approach to assessing population characteristics is set out in Table 2.1. This is based on Experian data, and gives a picture of consumers within the Rawtenstall urban area and a comparison with those in the UK as a whole. The information provides consumers in terms of their socio-demographics, lifestyle, culture and behaviour. Such information is often used by retailers to understand consumer demand and is one of a set of tools used by retailers when deciding whether to open up a store within an area.

2.3.4 The table highlights that Rawtenstall is an attractive location for well-paid people to live within and commute from due to proximity to the Greater Manchester conurbation and good road communications via the A56/M66. This reflects in the greater share of “suburban comfort” and “symbols of success” categories. Those that do work within the Borough and town are generally less well paid which reflects in the “ties of community”, “blue collar enterprise” and “municipal dependence” categories. This categorisation clearly reflects Rawtenstall’s manufacturing past. National retailers might be attracted by the spending power of the “symbols of success” and “suburban comfort” categories, but Rawtenstall has a small catchment area and is close to centres that will cater for these groups, e.g. Manchester and Bury. On the other hand the healthy share of these groups in the town may attract small independent shops and restaurants. Rawtenstall has a distinct niche market in high quality independent shops, notably in the ladieswear and electrical sectors. This reflects the presence of affluent consumers within the immediate catchment but also attracts customers from a much broader area. This compensates for the very level of representation of national multiple retailers with the exception of Supermarkets. At the other end of the

spectrum the town’s high share in the “ties of community”, “municipal dependence” and “blue-collar enterprise” categories make the town attractive to discount operators.

Mosaic Consumer classification	Definitions	Rawtenstall Urban Area	UK average
Symbols of Success	People with rewarding careers who live in sought after locations, affording luxuries and premium quality products.	10.45	9.7
Happy Families	Families with focus on careers and home, mostly younger age groups now raising children.	5.67	11.54
Suburban Comfort	Families, who are successfully established in comfortable, mature homes. Children are growing up and finances are easier.	16.48	14.69
Ties of Community	People living in close-knit inner city and manufacturing town communities, responsible workers with unsophisticated tastes.	28.74	16.35
Urban Intelligence	Young, single and mostly well educated, these people are cosmopolitan in tastes and liberal in attitudes.	0.00	7.35
Welfare Borderline	People who are struggling to achieve rewards and are mostly reliant on the council for accommodation and benefits.	1.17	5.16
Municipal Dependency	Families on lower incomes who often live in large council estates where there is little owner-occupation.	9.21	5.73
Blue Collar Enterprise	People who, though not well educated, are practical and enterprising and may well have exercised their right to buy.	15.42	11.08
Twilight Subsistence	Elderly people subsisting on meagre incomes in council accommodation.	5.14	3.25
Grey Perspectives	Independent pensioners living in their own homes who are relatively active in their lifestyle.	7.72	7.35
Rural Isolation	People living in rural areas where country life has not been influenced by urban consumption patterns.	0.00	5.32

2.4 Urban design

2.4.1 The roots of Rawtenstall’s expansion from village to mill town lie in the presence of a series of adjoining water courses that proved attractive to the water-powered woollen-textile industry and later cotton spinning. Development of the Town Centre originally occurred in the valley floor along the main turnpike roads and railway lines and much of this settlement pattern remains today.

2.4.2 The road now known as Bank Street came into being as a turnpike road in the early nineteenth century, bypassing the original settlement by curving over the bank to the east. It crossed an earlier turnpike road, which linked the medieval churches of Haslingden and Newchurch, by the river at Tup Bridge, which became a natural spot for a market and formed the first real cluster of settlement. A second turnpike road cut across the southern end of Bank Street in 1826-28, linking industrial sites along the newly cleared banks of the River Irwell, which also brought the railway line in 1846. This created a second cross roads and a further burst of development and it was inevitable that Bank Street, between the two, became the main shopping street of the new town.

2.4.3 Today the surviving built fabric and streetscape of Rawtenstall is a key asset. Within the town centre conservation area are 21 listed buildings and structures including large buildings such as Ilex Mill, the library and Longholme Methodist Church as well as smaller pre-industrial cottages on Daisy Hill. Each of these provides interest and variety in terms of scale, architectural and historic character. The Conservation Area Appraisal also identifies a number of unlisted buildings as having particular “positive” townscape benefit. Particularly fine examples include Kay Street Chapel, the old Fire Station and the former railway Goods Shed on Bury Road.

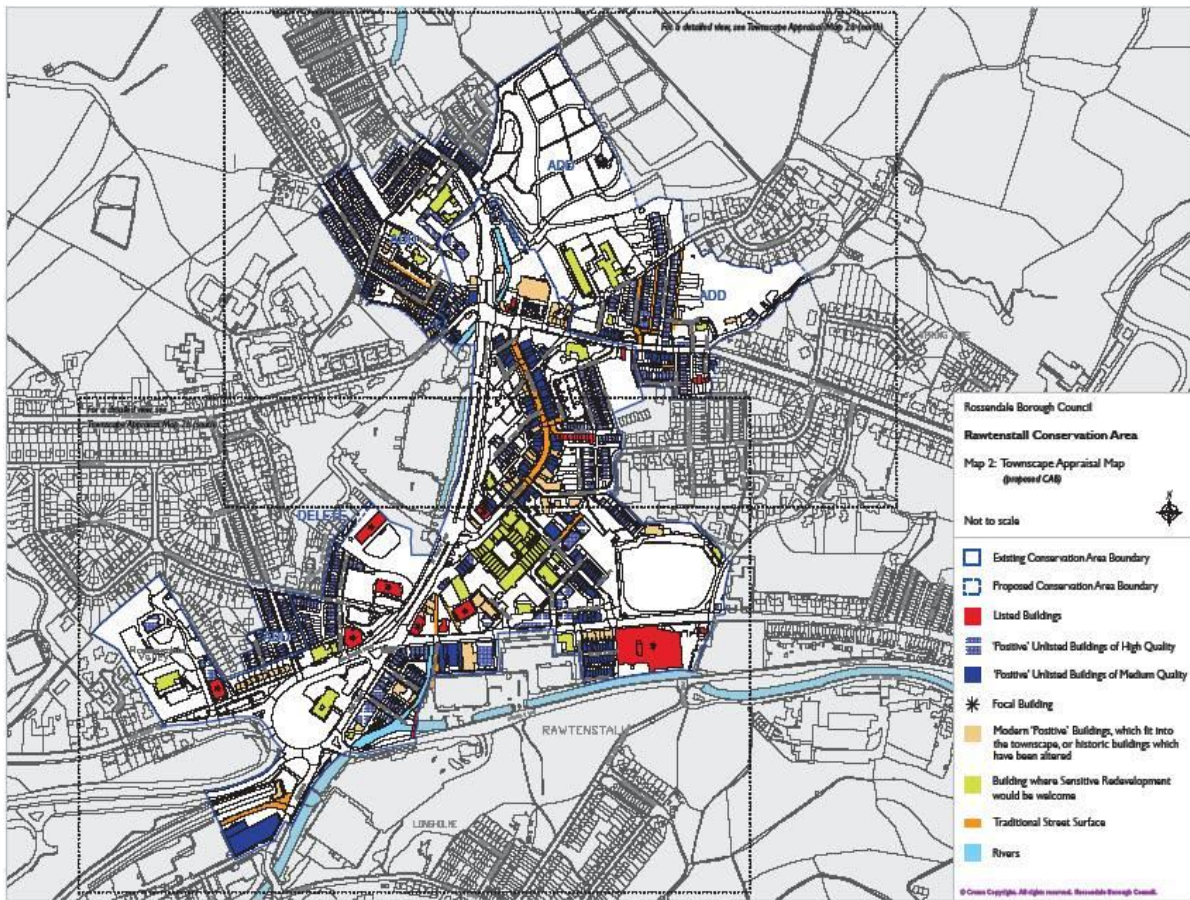


Figure 2.2 – Character Appraisal Map and Listed Buildings

2.4.4 Five distinctive “Character Areas” are identified within the town centre, each with positive and negative characteristics. These are as follows:

- Burnley Road/Newchurch Road
- Bank Street and St Marys Way
- Residential Streets around Daisy Hill
- Bacup Road
- Haslingden Road/Bury Road

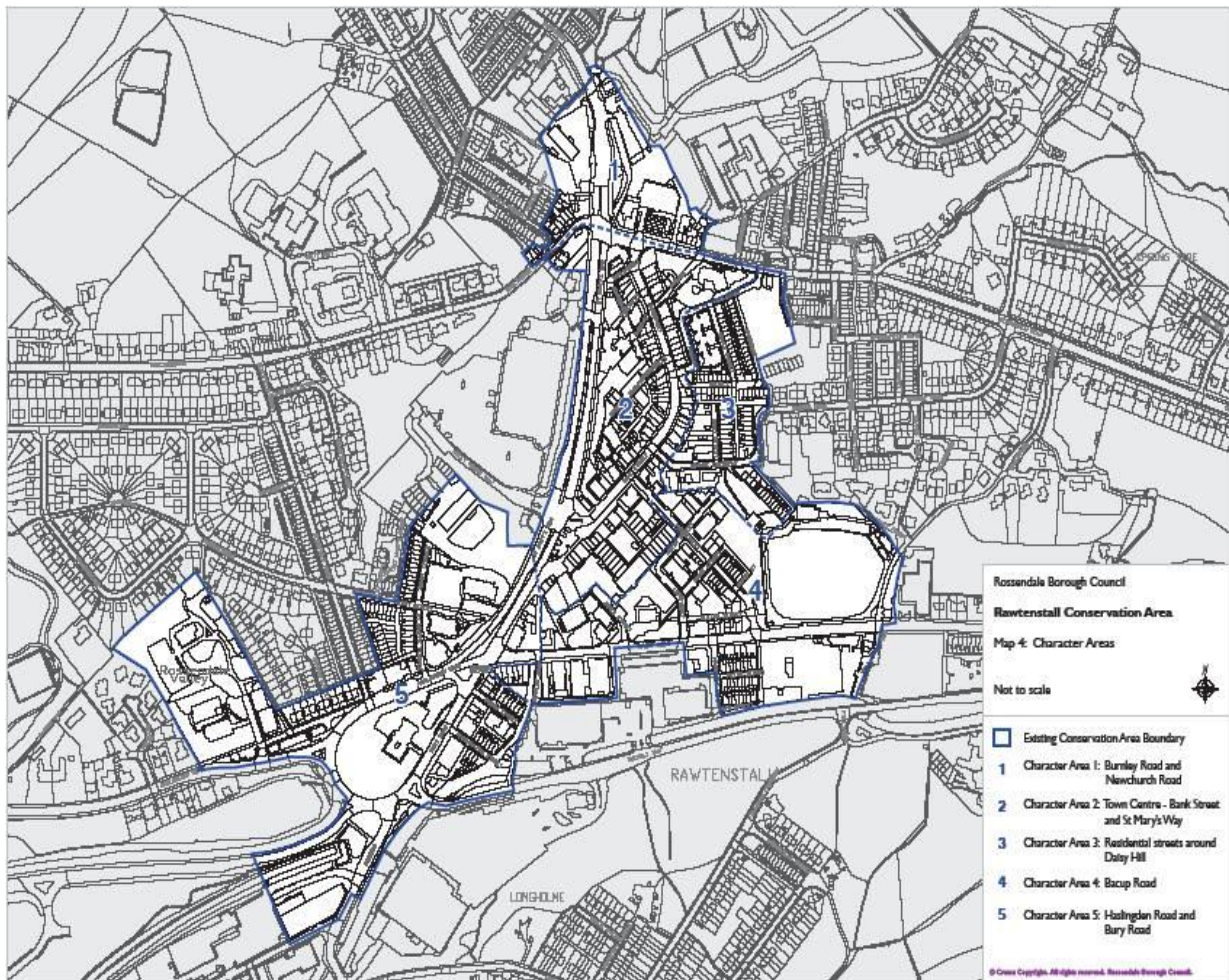


Figure 2.3 Rawtenstall Conservation Area Appraisal Character Areas

2.4.5 The overall townscape structure of the Town Centre is formed by simple terraced commercial buildings and housing with strong consistency in terms of scale, materials and building typologies that result in a cohesive townscape character across the town. This is most evident in the nature of Bank Street, a highly distinctive curving traditional sett street fronted by commercial buildings,

2.4.6 Rawtenstall also enjoys a spectacular landscape setting. It is located in a valley at the confluence of two watercourses, the Limy Water and the River Irwell and as a result of its topography there are long views out towards surrounding hills and moorland, which are especially strong along Newchurch Road, St Mary's Way and Kay Street. These views position the town within its countryside location and help to soften what is in essence an urbanised area with little open space. Streets, exposed areas of river bank, sloping grass areas and a series of small 'pocket' open spaces, thus define the main open space structure of the town centre. Whitaker Park and Museum, the main public open space for Rawtenstall, is located about half a mile west of the town centre.

2.4.7 Despite this general attractiveness a number of high profile buildings built from the 1960s onwards have had a negative impact on the Town Centre. The Council is now in the process of achieving demolition of the Valley Centre. However a periphery of other buildings including the police station, Council One Stop Shop and Boots store comprise a particular cluster of unattractive post war buildings to the south of the town centre. The buildings are of a poorly conceived design that contrasts sharply with the traditional massing, roofscape and materials of the town centre and as a result these buildings look incongruous. In layout terms the buildings clash with the traditional street structure by turning their backs to Kay Street, which is faced by 'rear' service yards and thus lacks animation. As a consequence, the area feels foreboding and uninviting, a feeling that is reinforced by a lack of activity that results from the largely empty shopping centre and its poor condition.

2.4.8 The poor image of Rawtenstall is compounded by the quality of some of its public serving buildings. The bus station, for example, is very dated and offers limited and poor quality facilities and the market could be made much better, particularly its external areas, which are not very attractive or well patronised.

2.4.9 The visual impression of the Town Centre at key gateways and along through routes is mediocre at best. When viewed from St Mary's Way the Asda store's poor design quality and views of the exposed backs of buildings conflict with the vibrant and attractive experience of Bank Street. The same is true at the gyratory where poor quality public realm areas and a number of vacant shop units give Rawtenstall a drab image. With the exception of Bank Street most of the public realm in the Town Centre is of standard or insensitive design, which is further emphasised by highway 'clutter,' such as a proliferation of barriers and signs.

2.5 Movement

- 2.5.1 Rawtenstall Town Centre sits at a crossroads roughly central to the Borough of Rossendale with a dual carriageway link to the A56 (T)/M66 road corridor that provides excellent onward linkages to Greater Manchester and the national motorway network. St. Mary's Way (A682) is the main north / south route through the town and this intersects with the east / west routes of Haslingden Road, Bacup Road and Bocholt Way in the south western corner of the Town Centre. This road infrastructure plays an important role in linking the town to nearby urban areas, facilities and opportunities and as a result the Town Centre had good vehicular accessibility to the other main settlements of Rossendale, and elsewhere within Pennine Lancashire and the Manchester City Region.
- 2.5.2 A recent car parking study (JMP 2011) has found that there is higher demand for car parks within the northern part of the town. The Market Car Park is full on market days but largely empty the rest of the week. Capacity issues were observed on Mondays to Fridays, but some car parks also operate at 100% or greater capacity on a Saturday. Both the Asda and Tesco car parks operate with spare capacity, however, and this is felt to suppress the demand for additional parking within the Town Centre.
- 2.5.3 The Study identified that a number of long stay car parks operate over capacity for prolonged periods of time. This could be partly attributed to an informal park and ride operation associated with the Witch Way bus service and is primarily seen at the Kay Street long stay car park which is frequently nearly full before 08:00. The possibility of providing a "Park and Ride" facility outside the town centre and close to the dual carriageway link to the A56 would be one way of addressing this. The current parking disc regime also leads to displaced parking within the Town Centre; transferring short stay parking to long stay spaces or illegal parking on Bank Street. Indeed, illegal parking on Bank Street causes operational issues with traffic flow, with the potential for conflicts with delivery vehicles, buses, and day to day traffic. Traders on Bank Street would like existing restrictions removed.
- 2.5.4 As a consequence of its good road infrastructure, Rawtenstall has good bus links. The east-west 464 links all the main towns in Rossendale with Rochdale and Accrington, with other services to Bolton, Bury, Todmorden and Burnley. The X43 'Witch Way,' operates from Nelson, via Rawtenstall to Manchester. However, due to a range of issues, including the poor capacity and condition of the bus station, the X43 service is routed through Bank Street and can be delayed by some localised congestion that also has knock on effects on traffic using Kay Street.
- 2.5.5 The Town Centre benefits from being of a walkable scale, but with the exception of Bank Street the rest of the Town Centre is dominated by vehicular forms of transport, particularly within the south western corner of the Town Centre. This area contains a number of key functions such as the train station, library, St Mary's Church and St. Mary's Chambers (former United Methodist Church), but feels detached from the Town Centre due to the dual carriageway St Mary's Way and the large gyratory roundabout, which impair cross-pedestrian linkages. These highway features were introduced in the mid 1960's, destroying much of the southern end of Bank Street and relocating the bus station to its existing site. To minimise the impact of this severance a better balance in favour of pedestrian connectivity and accessibility over the role of St Mary's Way as a through route for traffic is needed.
- 2.5.6 Rawtenstall is also served by rail, operated as a heritage tourist route to Ramsbottom, Bury and Heywood by the East Lancashire Railway Trust. This operates at weekends throughout the year and on most weekdays between April and October and attracts approximately 40 000 visitors to the town annually plus a significant number more who attend special events. The Trust has a ten year Development Strategy which recognises the importance of upgrading the existing station facilities to make it more attractive to passengers, including the construction of a canopy and a public space outside the station. The importance of improving footpath links into the town centre is also identified as a priority in the Strategy as many passengers who get off the train don't leave the station environs, Enhanced links are essential if the economic potential of passengers visiting Bank Street and Rawtenstall as a whole is to be realised.
- 2.5.7 The scope to introduce commuter services on the ELR is a Council priority identified in both the Community Strategy and Policy 8 of the Core Strategy. This would potentially facilitate fast, direct links to Bury and Manchester and provide an attractive alternative to motorists currently using the increasingly congested A56/M66 corridor. The Council will work closely with the railway and neighbouring authorities to identify how such a proposal could be delivered.

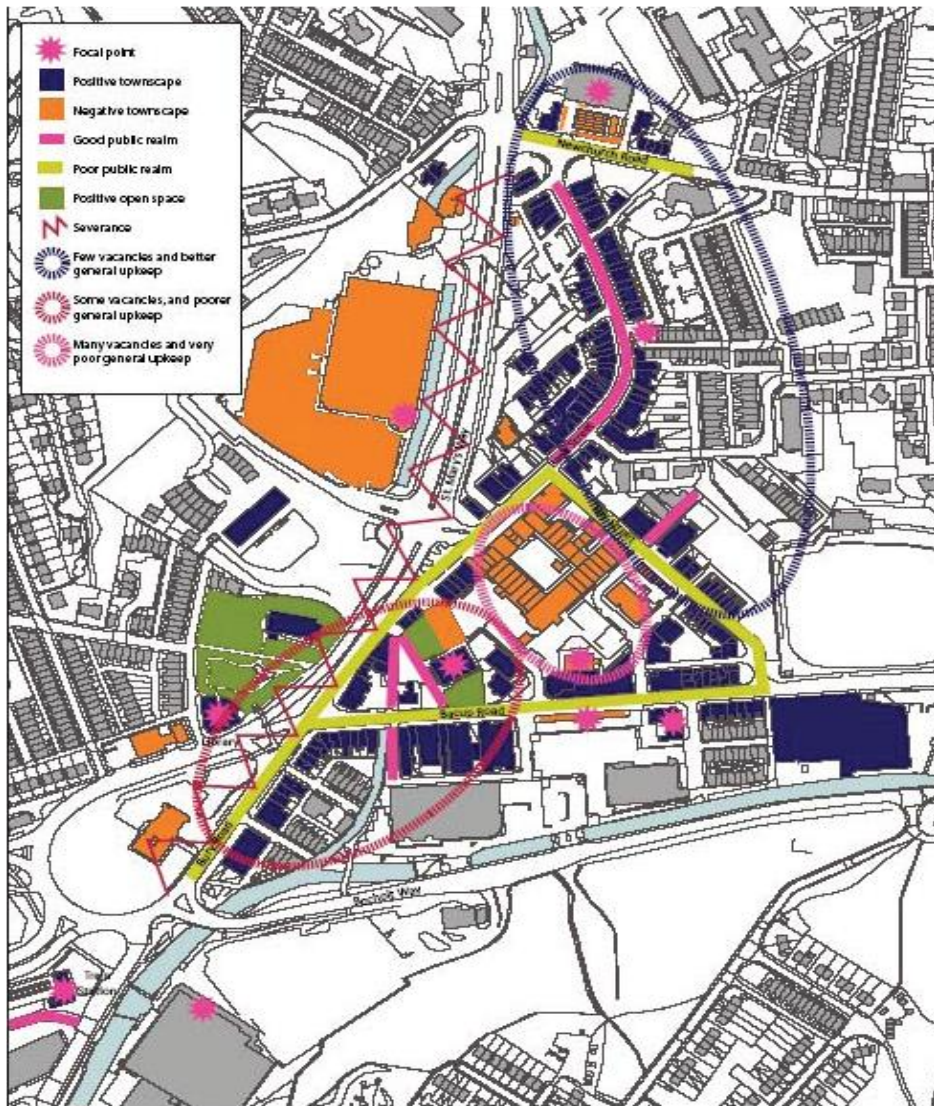


Figure 2:4 Strengths and Weaknesses

2.6 Summary

2.6.1 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. The key issues are displayed graphically in figure 2.1.

2.6.2 In conclusion, Rawtenstall’s character is best epitomised by the townscape context and diverse and independent retail offer of Bank Street that defines a particularly strong area in the north of the Town Centre. The attractiveness and general health of the southern end of the Town Centre, however, is generally poor, primarily due to the condition and quality of the Valley Centre, but also other poor quality buildings, insensitive highway engineering and poor public realm. Some high quality larger buildings, the landscape setting and unique survivors such as England’s last Temperance Bar partly help to mitigate this but much more could be made of these.

Strengths	Weaknesses
<ul style="list-style-type: none"> The diversity and vitality of independent retailers on Bank Street. Humane and walkable scale. Cohesive townscape character due to many surviving nineteenth century buildings and the use of local stone. Landmarks and significant buildings that add to the architectural diversity of the Town Centre. Bank Street public realm quality and design. Attractive landscape setting and long range views of surrounding countryside. 	<ul style="list-style-type: none"> Severance and poor east to west pedestrian connectivity and legibility caused by St Mary’s Way and the gyratory. Dislocation of bus station from the heart of the town centre. Poor impression of the town from St Mary’s Way. Poor public realm quality on most streets with the exception of Bank Street. The upkeep and feel of the underpass. Several unattractive buildings: Police station, Council One Stop Shop, Boots store, bus station, market buildings, ASDA.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Good quality hard and soft open spaces: Daisy Hill, Holly Mount, St. Mary's churchyard and Longholme Methodist churchyard. • Exposed areas of river bank. • High quality bus link from the Town Centre to Manchester City Centre. • Good accessibility to the main road network. • Lower levels of crime, unemployment and deprivation compared to regional average. • Tourist assets: East Lancashire Railway, England's last temperance bar, the market, independent shops, surrounding countryside and outdoor pursuits. 	<ul style="list-style-type: none"> • General lack of open space. • Following the closure of the Astoria in Rawtenstall, there is a lack of a dedicated performance / community / cultural venue in the town centre. • Existing public spaces are considered to have an overall lack of maintenance and community involvement. • Low levels of satisfaction from residents: high perception of antisocial behaviour, quality of the natural environment etc.

Opportunities	Threats
<ul style="list-style-type: none"> • Use the high levels of entrepreneurship to stimulate the 'independent' retail sector. • Redevelop the Valley Centre for new development, incorporating a series of attractive streets and spaces that potentially reinterpret the former street pattern. • Make more of the market so that it becomes a key anchor to the town centre. • Consider the potential for a new central civic public space as part of the redevelopment of the Valley Centre and the potential for other multi-use 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. • Build upon the success of the X43 and X8 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 of frontages and connectivity with Bank Street. 	<ul style="list-style-type: none"> • The town leaks much of its comparison shopping expenditure to other centres. • Declining structural health of the broader Rossendale economy. • The role of St Mary's Way as a major through route whilst ensuring connectivity and accessibility for pedestrians across this route is improved. • Challenging retail environment makes it challenging to attract new high quality shops, e.g. to former Valley centre site. • Lack of certainty about the public sector structure and funding. • Low private sector confidence in investing in regeneration areas. • High levels of availability of offices around Rawtenstall and no office requirements of note. • Concern that negative perceptions could directly influence future economic growth by reducing the attractiveness of the area to potential migrants and pushing the indigenous economically mobile beyond the Borough in search not only of economic opportunities, but also a stronger lifestyle offer.

3 The Vision

3.1 The Vision

- 3.1.1 Rawtenstall has many fine assets, which is best epitomised by Bank Street, a factor of Rawtenstall's entrepreneurial spirit, and its attractive townscape setting. The town's townscape character and culture of independent retailers sets it apart from other towns and this should be celebrated given the increased homogenisation of many High Streets into 'Clone Towns.' In looking to regeneration solutions for Rawtenstall Town Centre, therefore, this distinctive quality should be preserved and allowed to flourish with the very best new development and other improvements to the Town Centre that sustain its charm and character.
- 3.1.2 Building on the imagination and inventiveness of Rawtenstall's residents and businesses the vision is to establish Rawtenstall's reputation as a distinctive place for the people who live and work there, as well as to those who visit. The strategy is to secure sustainable economic growth by promoting Rawtenstall as a unique town, of importance for the local community, but which creates a self belief and buoyancy that is attractive to visitors and secures wider economic improvements for Rossendale Borough.

Policy 1: Overall Objectives

Development in Rawtenstall Town Centre will be assessed against how it contributes towards achievement of the following key objectives:

- Improving Accessibility and Connectivity within and to the town centre
- Enhancing the retail and economic offer of all parts of the town centre
- Conserve and enhance the built and natural environment

- 3.1.3 The vision is set within a time period of 10 years with delivery phased during that time. In order to contribute to the vision and the social wellbeing of the Town Centre, three key objectives will frame future improvements to the Town Centre.

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

- 3.1.4 Rawtenstall is a gateway to Pennine Lancashire, benefiting from good road links to Greater Manchester and a high quality bus service. It is also the terminus of the East Lancashire Railway, currently a tourist rail route between Rawtenstall and Heywood. In order to complement and enhance its role as a gateway there is scope to improve Rawtenstall's transport infrastructure with particular emphasis on more sustainable modes of transport.
- 3.1.5 Rawtenstall, in particular Bank Street, benefits from a walkable scale with most functions within easy reach of each other. The needs of traffic dominate in certain parts of the town centre, creating physical and visual severance. In particular it is hard for pedestrians trying to cross St Mary's Way to get to Asda, the Library and to and from the Market and for rail passengers crossing Bocholt Way and Bacup Road. It also cuts the town centre off from parts of its residential hinterlands. As a consequence the pedestrian experience in these locations is poor. In order to promote connectivity and encourage people to spend time and explore the Town Centre, the needs of pedestrians should have greater priority. Cyclists are also poorly catered for with a lack of clearly defined secure cycle parking and little obvious provision for cyclists travelling to the centre.
- 3.1.6 The following project areas are identified to fulfil objective 1:
- The Witch Way Service
 - Manchester Rail Link
 - Rawtenstall Bus Station
 - Town Centre Car Parking
 - St Mary's Way Crossing
 - Bacup Road Traffic Calming
 - Provision for cyclists

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

3.1.7 Rawtenstall is the main Town Centre and service centre for the Borough with a good selection of retail, employment and community functions, but it could offer much more. In order to promote its role and increase activity within the Town Centre new commercial and social enterprises, including shops, cafes, restaurants, visitor accommodation, offices, cultural and tourist facilities will be encouraged so that the Town Centre better meets the needs of the entire community and fulfils its potential as a place where people share, exchange and help each other.

3.1.8 The following project areas are identified in regard to fulfilling objective 2:

- Bank Street
- Valley Centre
- Rawtenstall Market
- Bury Road / Bacup Road
- Civic Centre
- Housing

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

3.1.9 Rawtenstall Town Centre is pleasantly attractive and retains a wealth of historic buildings, but it commonly presents a poor impression because of the quality of some high profile buildings and areas of public realm. New development will be supported in order to help attract inward investment, but it should change the Town Centre for the better, not just for the sake of change itself. Proposals for buildings and open space should be of high quality and complement the richness and distinctive character of the Town Centre. Indeed, the scope to celebrate the town's local history and culture will be promoted in order to enhance resident's civic pride in their Town Centre and promote its attractiveness to visitors. The Management Proposals Plan within the Rawtenstall Conservation Area Appraisal (2011) and any subsequent updates will inform this.

3.1.10 One of the aims of Rossendale's Tourism Strategy (BE Group, 2010) is to reduce the fractured nature of Rawtenstall Town Centre. This SPD provides a framework to achieve this aim by creating a more legible, coherent and vibrant Town Centre for the benefit of both residents and visitors.

3.1.11 The following project areas are identified in regard to fulfilling objective 3:

- Burnley Road / Bacup Road Public Realm
- St Mary's Way
- Shop fronts and building refurbishments
- Interpretation and signage
- Public art
- Hidden Gems
- Events and Activities

4 Projects

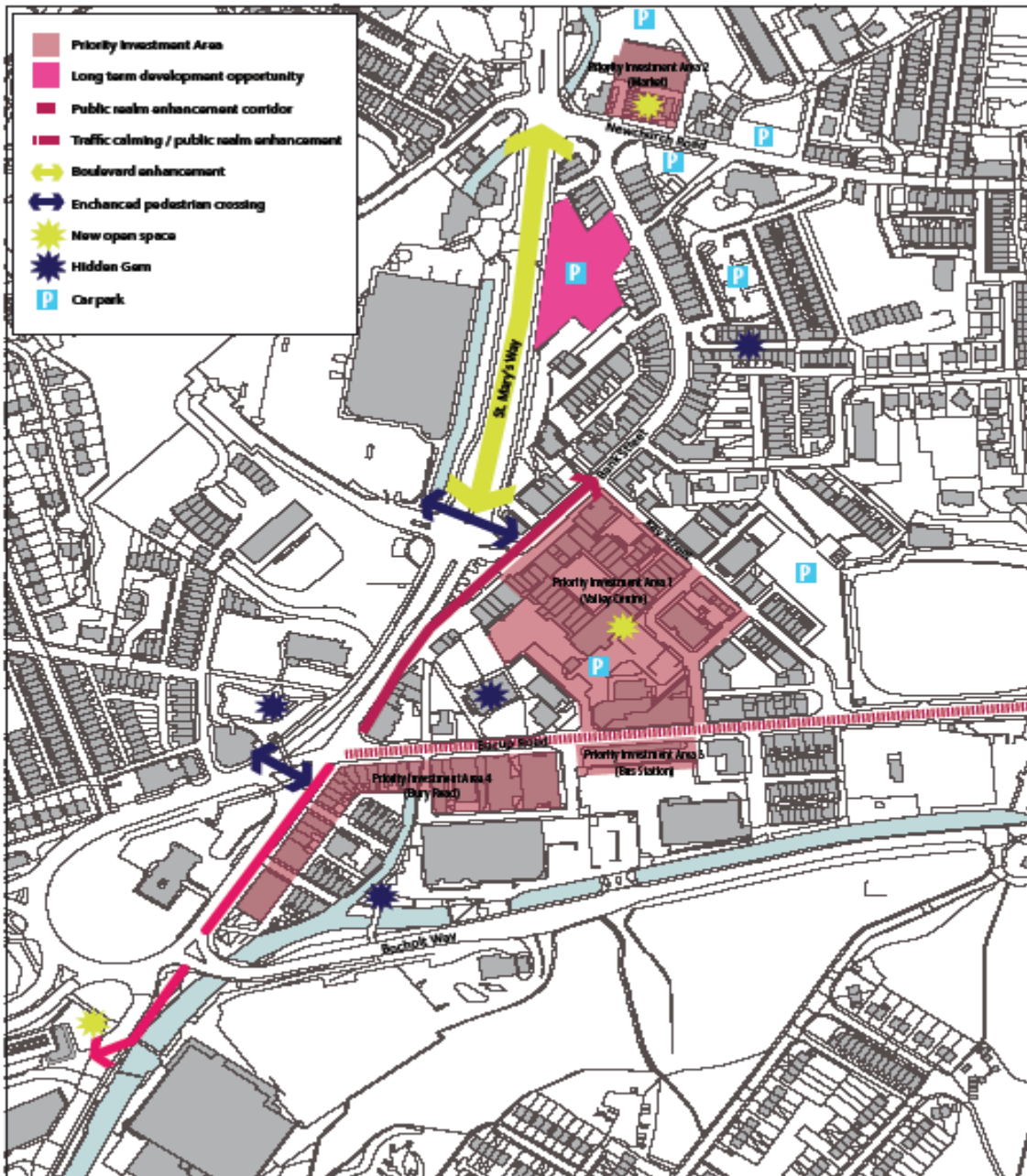


Figure 4.1 Development Framework

4.1 Introduction

4.1.1 Having established the aspirations for the future development of Rawtenstall, a series of linked opportunities have been identified. These projects will form the basis for the Town Centre's future policy framework over the next 10 years in terms of new investment within the Town Centre and development management decisions. This is not a finite list, however, and it is hoped that as projects are implemented new opportunities will arise, the suitability of which will be judged against the Town Centre Vision and objectives and the design and development advice in Chapter 5. The core interventions are shown in figure 4.1.

4.2 Objective 1 Projects

The Witch Way service

4.2.1 The 'Witch Way' bus service is a high quality bus service operating at a high frequency throughout the day, and especially at peak commute times. Transdev, who operate the service, is very keen to build on its success with further investment and

partnership working with local authorities to secure additional priority measures for buses and other associated improvements. The corridor is prone to traffic congestion and journey times have been increased overall since 2007. Various options have been proposed to help improve this situation, including improving bus movements through Rawtenstall Town Centre. Local Transport Plan 3 produced by Lancashire County Council includes proposals to upgrade the bus corridor between Nelson and Rawtenstall. The details of this are still to be defined but are likely to involve giving buses priority at junctions such as St Mary's Way/Newchurch Road.

- 4.2.2 Particular issues that affect the operation of the services in Rawtenstall Town Centre are centred on the traffic management and parking situation along Bank Street, which forms part of the route of the X43 service, including the stop locations at the southern end of Bank Street. Demand for parking along Bank Street regularly results in ad-hoc parking on-street resulting in regular obstruction of the highway, leading to traffic congestion and delays to buses.
- 4.2.3 Rather than interfere with the character of Bank Street and the availability of car parking it is proposed that the Witch Way service is diverted on to St Mary's Way when the new bus station on Bacup Road is complete which is expected to occur in 2014/2015. This would improve traffic flow on Bank Street and Kay Street and will also allow the Witch Way service to integrate with other local bus services in Rawtenstall through the provision of a central bus interchange.

Manchester rail link

- 4.2.4 The East Lancashire Railway is an underused asset. It currently serves an important tourist role, but there is also potential to develop a commuter rail link that would facilitate a direct service to Manchester (Rossendale Core Strategy Policy 8). Such a service could considerably enhance local transport provision in the Borough as a whole, particularly access to employment opportunities. This could in turn have benefits for the local housing market, promoting Rossendale as a more attractive place to live and commute from, as well as a 'day out' destination from Manchester. Joint working and partnership with the East Lancashire Railway Trust, Lancashire County Council, Transport for Greater Manchester, neighbouring authorities and Network Rail will be required to help deliver this long-term project. The provision of car parking at or close to Rawtenstall Station as well as a proposed "Park and Ride" site at Ewood Bridge near Edenfield would be an integral part of this. Enhancements to the station facilities such as a new canopy would be of advantage to both the heritage railway operation and a commuter service.

Policy 2: East Lancashire Railway

The Council will work with partners to enhance the economic role, physical linkages and facilities of the East Lancashire Railway. In particular this will include:

- Creation of an attractive, usable area of public open space outside the station
- A positive approach to remodelling existing station facilities including erection of a canopy
- Provision of additional car parking, including working with existing users
- Providing a clearly signed, safe and attractive pedestrian link to the town centre

Rawtenstall bus station

- 4.2.5 Rawtenstall Bus Station provides a focus for local bus services to the Town Centre as well as to more distant locations such as Bolton, Bury and Rochdale. Originally developed as a temporary facility it is spartan in nature and does not comply with current disability and accessibility standards. Facilities for waiting passengers are substantially below current good practice. There is a lack of interchange with the Witch Way service that utilises bus stops on Bank Street. A high quality replacement bus station and interchange for all bus services is a priority for the Town Centre and is identified in Policy 8 of the Core Strategy.
- 4.2.6 The current bus station benefits from being on the main Bacup Road bus corridor and is close to main the town centre. There would be interchange advantages if the bus and railway stations were moved closer together. The former bus station was located (pre 1967) on the Gyratory (now the Fire Station site) but would be very challenging and expensive to return to its former use. Placing the bus station adjacent to the railway station would require relocating existing businesses and is relatively remote to the town centre. It is recommended that the bus station is thus retained at its location (see figure 4.2 for a conceptual interpretation of the proposed bus station). A new reconfigured bus station within the current bus station footprint would be able to accommodate 6 bus bays, but in order to incorporate the Witch Way service and provide the flexibility to expand services in the future there may be an operational requirement to provide up to 8 bays. Options previously considered include the demolition of the adjacent Job Centre or Heritage Arcade in order to facilitate this extra capacity, but the financial implications of purchasing these impact on the deliverability of these schemes. An alternative proposal would be to provide additional bus lay-by spaces adjacent to the northern carriageway of Bacup Road. This would

require detailed consideration of access to James Street, as well as how any scheme may integrate into proposals for the development of a Hotel within part of the former Town Hall.

Policy 3: Rawtenstall Bus Station and Bacup Road Traffic Calming

Bus station

The Council will work with Lancashire County Council, bus operators and other partners to deliver a replacement bus station prior to 2015 on or adjacent to the existing facility as part of a broader assessment of bus stop provision and routing in the town. The new facility will be expected to:

- Be of a high quality design that reflects its role as a “gateway” to the Borough and as a significant building in the Conservation Area
- Operate effectively and safely both for bus operators and other users of the highway network
- Incorporate pedestrian crossings at both ends of the facility
- Provide an attractive and safe waiting environment including interchange and passenger facilities, including toilets

Bacup Road Traffic calming

Bacup Road should be traffic calmed from Kay Street to its junction with Bury Road. The design, layout and materials should be based on the principles of “Civilised Streets” and reflect the following:

- The importance of discouraging through traffic
- Be suitable for frequent use by buses
- Be appropriate to the location within the Conservation Area
- Provide enhanced pedestrian crossing facilities especially at Kay Street, the Bus Station, Longholme Road and Bury Road junction
- Take into account the requirements of different Mobility Groups

- 4.2.7 The technical requirements will be to provide stands that accommodate vehicles up to 15 metres in length. Swept path analysis should ascertain that the layout of the bus station works efficiently and reflects current design standards.
- 4.2.8 In order to facilitate safe and direct pedestrian linkages into the Town Centre the re-design of the bus station will need to examine if the existing pedestrian crossing on Bacup Road is in the optimal location. A second zebra crossing at the western end of the bus station is also likely to be required as the current arrangements are dangerous for pedestrians. The crossing facilities will need to be designed to reduce conflict with manoeuvring buses and should be integrated into high quality pedestrian routes that reflect desire lines through the Valley Centre redevelopment to Bank Street. There should also be safe and attractive footways along Bacup Road, and Bury Road as well as an enhanced footpath route along Longholme Road to link with the railway station. Restrictions will also be required to prevent pedestrians walking on the bus apron and bus running lane. Similarly, alterations to the direction of traffic and certain restrictions on adjacent side roads will be required to reduce any conflict between buses and private vehicles.
- 4.2.9 The new bus station should comprise a new high quality light and modern structure. It should present a positive elevation to Bacup Road that complements existing buildings on Bacup Road and should provide an enhanced passenger environment for all, with good legibility, accessibility for all users and high levels of comfort. The bus station will accommodate waiting facilities, passenger information and toilets and there may also be scope for small scale retail kiosk and information facilities.

Town Centre car parking

- 4.2.10 Rawtenstall Town Centre is currently served by 17 car parks, both Council and commercially owned, as well as on street car parking, particularly on Bank Street. A study by consultants JMP (2010) looked at the demand for short stay and long stay parking within the Town Centre, demand for parking in differing areas of the Town Centre and issues relating to parking on Bank Street.

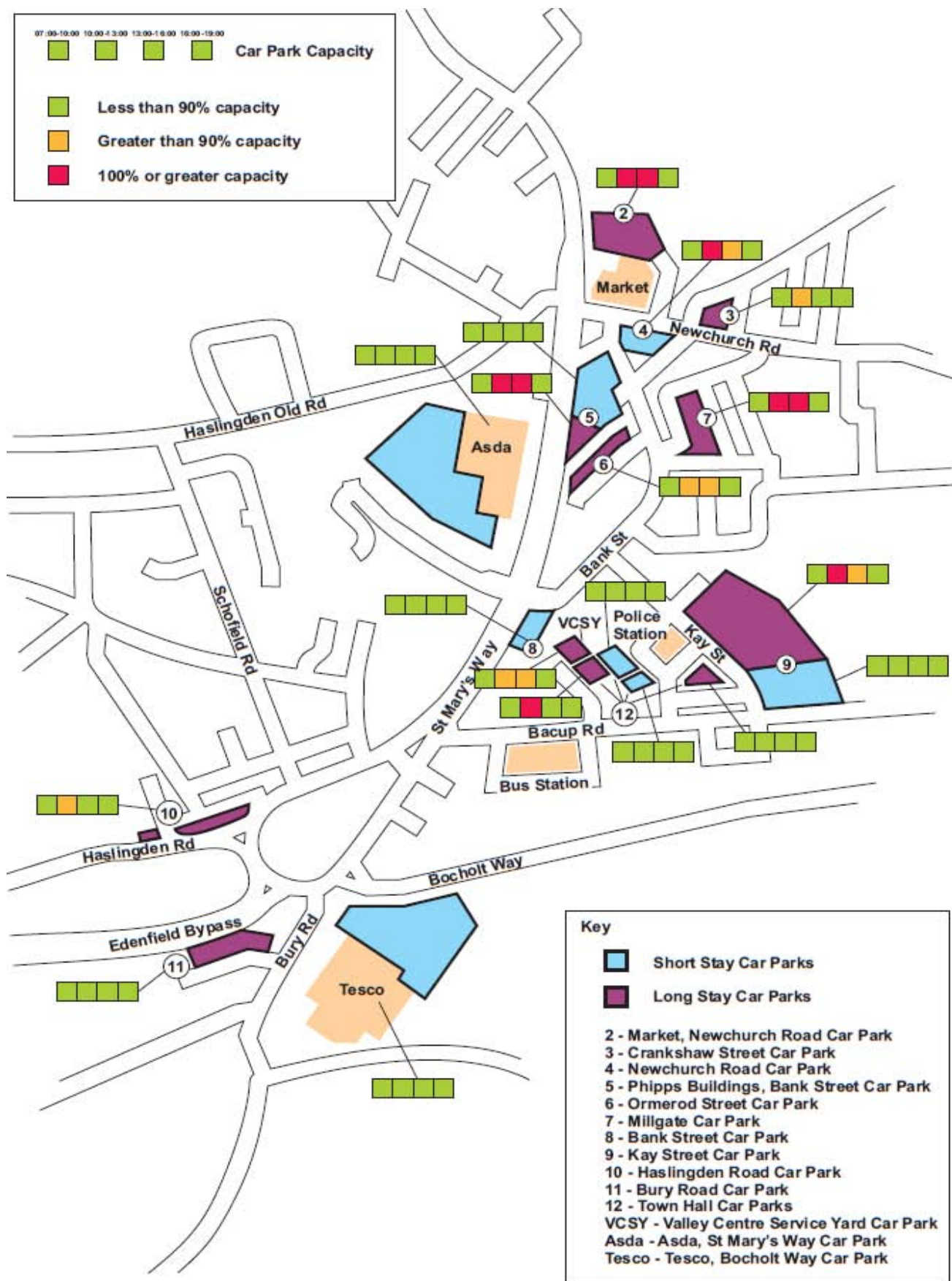


Figure 4:2 : Car Parks in Rawtenstall showing occupancy levels on a Thursday in November 2010

Policy 4: Parking

Car Parking Provision and Management within the town centre will be considered as part of a wider strategy in liaison with Lancashire County Council and other providers. This will include the following:

- The existing overall split between long and short stay parking will be maintained unless there is clear evidence to the contrary
- Parking for the Valley Centre redevelopment should be for short stay purposes only. Shared parking for the proposed Hotel use will however be permitted
- Kay Street and Phipps Street Car parks will be retained in their existing uses for at least the first half of the plan period. Any future built development on these sites would be expected to demonstrate how the displaced parking could be accommodated elsewhere within the town centre or within 500 metres of the town centre boundary.
- “Park and Ride” facilities for the X43 bus service/East Lancashire Railway will be investigated in the New Hall Hey area prior to 2014
- On-street parking provision and restrictions on Bank Street and Kay Street will be reassessed before 2014. This should assess the need for on-street parking against impacts on traffic
- Provision of additional mobility impaired, cycle and motorcycle provision will be actively encouraged and should be incorporated in any new parking proposals.
- The level of on-street Taxi parking should be kept under review
- The physical appearance of car parks should be enhanced to reflect their location in the Conservation Area

4.2.11 The JMP study proposed that there should be a review of the disc parking system currently in place as it is not visitor friendly and gives the impression that the town is for locals only. The research indicated that short stay visitors tend to use long stay car parking spaces because people not familiar with the parking disc regime that operates in Rawtenstall feel more confident parking in a long stay car park. This prevents a turnover of spaces within certain car parks in the Town Centre. Drivers wanting to take a short trip to a shop or a bank are sometimes willing to park illegally on Bank Street rather than search for a short stay space in a designated car park. There is limited enforcement capacity through Lancashire’s Traffic Warden Service.

4.2.12 In order to rationalise the usage of car parking, it is proposed that a Town Centre car park signage strategy is adopted to better inform visitors of the most suitable car park to use depending on the purpose of their visit. This should include maps of the available car parks on the internet and in key locations in the town centre. Parking on Bank Street requires a review of the suitability of existing provision accompanied by more rigorous enforcement. This should help to ensure a regular turnover of spaces in the most popular car parks, and in the most popular locations. A proportion of long stay car parking should also be introduced to the north of the Town Centre to provide for Town Centre workers. The Phipps Street car park should be promoted in the short/medium term as a convenient short stay car park to supplement parking on Bank Street. Opportunities to improve the appearance of car parks, such as by tree planting, should be examined.

4.2.13 Due to the demand for long stay parking within the Town Centre, there is also scope to implement a charging regime for this type of parking to ensure that vehicles park in the appropriate location for their visit to the Town Centre and to ensure a turnover of spaces across all types and locations of parking. Another option would be to consider an out of town location for long stay car parking associated with the X43 Witch Way to prevent the Town Centre being fully occupied by long stay commuter’s vehicles throughout the day. The Parking Study observed that an informal park and ride system is in operation, with people parking in the long stay car park on Kay Street before using the early morning X43 Witch Way bus services into Manchester and Burnley. As an alternative, to this a “Park and Ride” facility could be developed at New Hall Hey in the long term. This would be served by the current X43 ‘Witch Way’ services as well as providing dedicated car park and waiting facilities. Such a facility would be more accessible for people driving in from other parts of the Borough, as well as reducing demand for long stay parking within the Town Centre, freeing Kay Street Car Park for additional short stay spaces. Such an approach would require an agreement with the site owners as the land currently has permission for retail and employment purposes but shared parking may be an option.

4.2.14 As part of any retail development proposals for the Valley Centre, car parking provision will be required. The type of uses proposed will generally require short stay visits and it is proposed that no long stay car parking be provided in this location. The amount of new parking required will depend on the scale of new retail development envisaged but should be sufficient to ensure that any scheme is viable. Full consideration would need to be given to the impact on the local road network.

St Mary's Way crossing points

Policy 5: St Mary's Way/Gyratory crossing points

The Council will work with Lancashire Council to reduce the pedestrian severance impacts of St Mary's Way/Gyratory. This should reflect urban design as well as highway good practice and will incorporate the following actions:

- Enhancement of existing Pelican crossings at Asda and Fitzpatricks by creating a direct rather than a staggered crossing and removing unnecessary barriers
- Replacement of underpass by Library with an "at-grade" crossing
- Provide a direct, signal linked crossing facility at the junction of Bacup Road/Bury Road in conjunction with proposed traffic calming and remove unnecessary barriers
- Bocholt Way/Bury Road – provide upgraded, direct crossing facilities to enhance links to Railway station
- Provision of a new signal linked "at grade" crossing facility at junction of St Marys Way and Newchurch Road

4.2.15 The opening of St Mary's Way alleviated traffic congestion on Bank Street, in part facilitating the attractive and walkable street it is today. St Mary's Way plays an important role in linking the town to nearby urban areas, facilities and opportunities, but it effectively divides the Town Centre from the western part of Rawtenstall.

4.2.16 In order to promote better pedestrian linkages in the Town Centre and reduce the dominant impact of St Mary's Way it is proposed that alterations are made to pedestrian links and the vehicle hierarchy to promote a more pedestrian friendly environment. This will entail roadway alterations to widen pavements and enhance pedestrian crossings. It is intended this will also involve replacing the existing pedestrian underpass with a surface level pedestrian crossing from the top end of Bury Street to the library (see figure 4.3 for a schematic plan of how this could look). The underpass lacks daylight and natural surveillance with many potential users feeling safer using more circuitous surface level routes. It is also costly to maintain. The extended journey of descending and ascending under the road is inconvenient, especially for less able people. A redesigned crossing should provide a direct, straight and unimpeded route for pedestrians and less able people with short waiting times. The same principles could also be used to improve the crossings to Asda and at the Newchurch Road junction which currently has no pedestrian facilities at all. Timing of traffic signals to facilitate crossing of both carriageways at the same time should also be considered. Any revision to movement priorities will need to take into account the potential impact on bus movements, as the bus station is accessed off the gyratory and the majority of services are routed this way.

Bacup Road traffic calming

4.2.17 Bacup Road was once the principal highway between Rawtenstall and Bacup, but the through route role has been largely replaced by the Bocholt Way by-pass. Despite its reduced significance, however, the layout of Bacup Road has never been altered to reflect its current function. The broad carriageway encourages traffic to speed and the pedestrian experience is poor, especially when trying to cross the road to and from the bus station.

4.2.18 As part of proposals to upgrade Rawtenstall Bus Station there is an opportunity to improve pedestrian connectivity to the south of the Town Centre through traffic calming. A combination of raised tables that make the road surface the same level as the pavement (using a contrast of surfaces and colours) and defined pedestrian crossings should be utilised to slow traffic speed down from 30 mph to 20 mph. This could also include build outs at both ends of the bus station to slow oncoming traffic and facilitate enhanced space for pedestrians and cyclists using Bacup Road itself, as well as those crossing the road to access the redeveloped Valley Centre or shops and services on Bacup Road. Traffic calming measures, reduced speed limits and new signage at each end of the road are also anticipated as having the effect of discouraging motorists from using Bacup Road as a through route. NoX emissions at Bury Road/Bacup Road junction exceed maximum permitted guidelines due to road traffic and an Air Quality Management Area (AQMA) has been declared. Discouraging use of Bacup Road to through traffic will help improve air quality.

4.3 Objective 2 Projects

Bank Street

Policy 6: Bank Street

The role and quality of Bank Street as a key asset of the Town Centre will be maintained and enhanced through:

- Application of the Shop Front Design Guide to new retail proposals
- In the long term (6-10 years) the development of Phipps Street car park as a mixed use opportunity (retail/leisure/culture). This should be a 2-3 storey building of high design quality that forms a “feature building” at this end of Bank Street. Alternative car park provision should be provided within 500 metres of the town centre boundary
- Promotion of upper floor uses including “Living over the Shop”
- Effective maintenance of existing setts and pavements
- Review of existing parking restrictions

- 4.3.1 Rossendale has high levels of entrepreneurship and Bank Street’s ambience and reputation for quality independent shopping, especially high end fashion and food and drink reflects this. Such diversity matters for economic resilience as locally rooted, independent retailers help to re-circulate money within the local economy and often support other businesses. As a consequence, the majority of units on Bank Street should be retained for A1 retail uses, preferably independents, unless other proposals demonstrate wider benefits to the quality and diversity of the town’s offer, such as cafés and restaurants. Should units become vacant for over six months, creative proposals to re-use the space will be considered to help develop local economic sustainability. This could include exhibition and performance space and community uses.
- 4.3.2 The scope to make better use of vacant commercial spaces over shops for activity generating uses will also be supported, subject to any material considerations including the amenity of the proposed occupier and that of neighbouring properties. Suitable uses include housing, offices, community uses and visitor accommodation (such as independent B & B and ‘backpacker’ hostels).
- 4.3.3 The quality of the buildings, including the shop fronts, and the use of traditional setts and stone paving contributes greatly to the ambience of Bank Street north of the Valley Centre. Maintaining and enhancing these will form an essential part of the overall Strategy for the town centre. This will include implementation of the design approach set out in the (draft) Shop Front Design SPD.
- 4.3.4 The town’s distinctive character and entrepreneurial culture sets it apart from other towns and serious consideration needs to be given to how the independent sector can be assisted to flourish and expand. Opportunities that could be explored include:
- The setting up of a local shop loyalty scheme (e.g. a loyalty card or currency) that rewards customers who shop locally.
 - A ‘shop local’ promotional campaign.
 - Encouragement of local retailers to stock and promote locally produced goods.
 - Using the market as a low risk environment in which new enterprises can flourish.

Valley Centre

- 4.3.5 The redevelopment of the Valley Centre is a key priority for the Council and the site is promoted in Policy 12 of the Core Strategy as an area for regeneration. The redevelopment zone also extends to the area covered by the police station, the Council’s One Stop Shop and the former Town Hall, which are also mostly vacant and / or of poor quality. Progress on the Valley Centre was delayed by extended negotiations with the former landowner. The Council purchased the site in November 2011 and has medium term plans to work with partners to re-introduce retail use on all or part of the site when the property market improves. The short term solution is to demolish the existing vacant buildings and create an area of Public Open Space which should be completed by Spring 2012. This will address an identified deficiency of open space in the town centre. The Council is in the process of identifying a preferred development partner after which development of all or part of the site will be progressed.

Policy 7: Valley Centre

The Valley Centre is a key site in the town centre that includes the former Valley Centre Shopping Centre, the old Town Hall, Council One Stop Shop and Police Station. The Valley Centre will be developed as follows:

Phase 1 (2012-2014)

- Demolition of the former shopping centre and replacement by an area of temporary open space. This should be of good quality reflecting its location in a Conservation Area, contain at least one focal point and provide a clear “desire line” route to and from the bus station.
- Creation of a new hotel/restaurant facility in the south east corner of the site. Unless proven to the satisfaction of the Council to be economically unviable this should be based on conversion of substantial parts of the former Town Hall. Parking space should be shared space with short stay users provided by demolition of the Council One Stop Shop as well as upgrading the existing parking facility.

Phase 2 (2014-2016)

- Demolition of the Former Police Station
- Construction of a new mixed use (predominantly retail) development incorporating the temporary Public Open Space and Police Station. A significant area of Public Open Space should be retained within the scheme
- The building should be predominantly 2 or 3 storey in height to match neighbouring buildings. Elevations to Bank Street and Kay Street in particular should complement and reflect the materials and detailing of neighbouring buildings
- The type and quality of businesses should complement the existing retail offer of the town centre in line with Policy 11 of the Core Strategy
- The development should maintain “desire line” routes to and from the bus station

Any application should be accompanied by a Transport Assessment and a comprehensive Design and Access Statement. The use of independent Design Review procedures will be encouraged.

4.3.6 Detailed Studies have been undertaken to assess the options and viability of redeveloping this area. As a consequence it is proposed that all or part of the area is developed in the medium term (up to five years) primarily for a retail led scheme, incorporating a range of unit sizes. This could include an anchor store and flexible small and medium sized units to serve both national chains and local independents. Such units should primarily be used for A1 retail, but there is also scope for other complementary uses such as professional and business services (Use Class A2), restaurants and cafes (Use Class A3), drinking establishments (Use Class A4) and takeaways (Use Class A5). Re-provision of the Council’s One Stop Shop (Use Class D1) will be considered as part of the scheme.

4.3.7 It is also intended that a hotel with bar and restaurant should be provided as part of the proposals. The Council’s Tourism Strategy (2010) identifies that there is a limited supply of overnight accommodation in the Borough and a hotel in Rawtenstall Town Centre would significantly complement Rossendale’s local attractions and Rawtenstall’s status as the main Town Centre and a key attraction within the Borough. It is envisaged that this would be located partly within elements of the former Town Hall.

4.3.8 The Valley Centre redevelopment is the largest opportunity to significantly enhance the special attractiveness of Rawtenstall. The redevelopment should take a sensitive and contextual approach that recognises the distinct character of Rawtenstall and the opportunity to create an enhanced sense of place within the Rawtenstall Town Centre Conservation Area. This should comprise a series of attractive open spaces, defined and animated by new high quality buildings in order to encourage positive social interaction (more detailed design advice is provided in chapter 5).

Rawtenstall Market

Policy 8 Rawtenstall Market

Rawtenstall market and its environs will be enhanced through the following measures:

- Removal of selected stalls from the outside market and remodelling to create an open space area for events such as Farmers Markets and other public uses
- Upgrading of Market Hall both externally and internally including new toilet facilities and internal remodelling

The above actions will be complemented, subject to agreement with the market traders, by extended opening hours and focussed marketing

4.3.9 The market acts as a bookend to Bank Street and provides an attraction that draws people into the town. Thursday, as “market day” still attracts more users to the town’s northern car parks than a normal weekday. The market complements Rawtenstall’s independent retail sector and supports its diversity, providing space for a range of local traders to start up business in a low risk environment. It comprises both a covered Market Hall dating from 1913 and a number of outside lock-up stalls. The Council’s Markets Strategy has reduced vacancies and broadened the range of traders, but there are still large numbers of empty stalls, in particular the lock up cabins to the front of the market. This combined with the layout of the stalls gives the impression of a “dead frontage” and doesn’t draw potential shoppers in.

4.3.10 Alternative locations for the market have been considered, including on the Valley Centre site but the market will be retained in its current location,. However physical improvements are considered necessary to increase the presence of the market and to boost its role as an enterprise hub for Rawtenstall’s independent retailers. Subject to agreement with the traders there is potential to open the market on more days than the current Thursdays and. As an initial experiment the possibility of opening on Fridays will be considered, with ultimately the potential for the market to be open from Tuesday through to Saturday. Financial incentives to facilitate this such as trialling Friday opening on a pay for two days, get the third free will be explored, along with marketing to raise local awareness. In addition to the traditional market there is also scope to consider a range of specialist markets on non market days as part of an integrated events programme. These could include art and antique fairs, farmer’s markets, buy local events and flea markets.

4.3.11 In order to enhance the vibrancy and attractiveness of the market it is proposed that a new market square is created on the frontage forecourt area, which will require some removal / remodelling of the existing permanent stalls. The square should be designed as a multi-functional, attractive space with an emphasis on high quality materials. The space should extend to the edge of Newchurch Road and incorporate any necessary traffic calming to improve pedestrian connections to Bank Street. On market days additional temporary stalls could be installed in the square to animate the square and entice visitors. On other days the square could be used for a variety of other events and activities such as live music and promotions.

4.3.12 The creation of the new market square will open up the market’s frontage to Newchurch Road, which will require some cosmetic work to the building and new signage to enhance its presence. Internally, medium term improvements needed to the market hall include a new floor, roof and toilet facilities, enhanced signage, as well as some remodelling / removal of stalls to create better internal circulation and displays.

Bury Road / Bacup Road

4.3.13 These streets complement the retail offer of Bank Street and in particular provide the main pedestrian linkage between Bank Street and the train station, which is a key visitor attraction as part of the East Lancashire Railway. There are a number of vacancies, poorly maintained buildings and secondary uses which make the area appear unattractive. In order to enhance the attractiveness of Rawtenstall to visitors there is potential to introduce new complementary uses in this area of the Town Centre New food and drink establishments, such as cafes, restaurants and bars will be supported in this area, subject to the guidance set out in the Council’s Hot Food Takeaway Policy Statement and Shop Front Design Guide.. Proposals to refurbish and reuse the Heritage Arcade adjacent to the bus station for leisure uses will be supported, subject to other material considerations. Improvements to footpaths; removal of unnecessary guard rails and improved crossing facilities at the Bacup Road/St Marys Way junction will also be pursued.

Phipps Street Car Park

4.3.14 The Phipps Street car park occupies a high profile location given its centrality to the Town Centre and its frontages to Bank Street and St Mary’s Way. While it does perform an important role as a Car Park it is also a significant gap in the otherwise attractive street frontage. The construction of new two or three storey buildings that complement the surrounding structures would be welcomed. New shopping facilities, particularly for smaller higher value retailers, would be particularly

appropriate. There may be scope to include other complementary civic and cultural uses within any building as there is an absence of dedicated cultural, performance and exhibition facilities in the Town Centre since the closure of the Astoria. A performing arts facility would provide a venue for creative and cultural activities and could have a beneficial impact on the local economy (especially the evening economy), but also the overall vibrancy, interest and diversity of the town.

4.3.15 As the site is currently used for car parking a more detailed assessment of the impact of development on this car parking will be required. There may, however, be scope to incorporate decked car parking within the proposal by utilising the change in the level.

4.3.16 Considering the significance of such a development project and its townscape context, the buildings would need to be of the upmost quality. The design should relate positively to the character and scale of Bank Street, but also creates the opportunity for an attractive 'beacon' for the town that utilises the site's high profile relationship to St Mary's Way.

Housing

4.3.17 The Rawtenstall area is identified within the Core Strategy as the area where the largest number of additional houses will be built (Policy 3). Housing developments at Holly Mount and Whitehead Place are presently under construction, but the overall potential for new housing within the Town Centre is limited other than through development of vacant upper floor space above shops for which the market is currently limited. In the longer term there may be scope to consider the Kay Street car park as a residential development opportunity should long stay car parking associated with the Witch Way service be re-provided in an out of town location.

4.4 Objective 3 Projects

Bury Road / Bacup Road public realm

Policy 9 Railway Station to Valley Centre

The corridor from the Railway Station to the Valley Centre will be enhanced in conjunction with partners by the following measures:

- Upgrading the existing public realm by:
 - Creation of a clear identity through use of distinctive signage
 - Enhancement of existing paving materials that complements the Conservation Area including establishing a maintenance framework
 - Improvement of pedestrian crossings at Bacup Road; Bocholt Way and Bury Road in line with Policy 5
 - Removal of unnecessary barriers
- Working with the Chamber of Commerce and other partners to improve the appearance, viability and range of local businesses
- Manage the number and appearance of Fast Food outlets by applying the Council's Hot Food Takeaway and Shop Front Design policies

4.4.1 The public realm in Bury Road and Bacup Road consists of tired, standard materials that provide poor gateways into the Town Centre. As a consequence Bury Road and the railway station feel peripheral to the Town Centre experience. Pedestrian routes should be more direct and attractive in order to entice visitors into the rest of the Town Centre. This will also have benefits for the adjacent Tesco store, facilitating linked trips.

4.4.2 It is proposed that an attractive public space is created on the grassed area adjacent to the railway station both as an attractive area complementary to the station and as a means to create views into and encourage movement towards the Town Centre. This should then connect with highly legible, good quality and accessible pedestrian connections via Bury Road, Bocholt Way and Bacup Road to Bank Street. This will require works to pavements and highways to create enhanced pedestrian desire lines and crossing facilities. There is also a need to improve accessibility to the New Hall Hey development through improvements to New Hall Hey Road and the public footpath running parallel with the railway.

4.4.3 Existing surfacing materials and street furniture should be replaced with new higher quality materials that respect the historic character of the town, but which also create a more dynamic and enticing impression of Rawtenstall. In design terms this should take inspiration from the attractive quality of Bank Street's traditional setts, along with contemporary street furniture. This would create a high quality walking corridor from the market to the railway station,

- 4.4.4 The most appropriate way to deliver these works would be as part of a comprehensive upgrade of Bury Road., Given current financial constraints improvements could also be achieved as part of a longer term maintenance plan, provided a consistent approach to style and materials is adopted and maintained throughout the area. Small scale improvements such as painting existing street furniture and adding hanging baskets could provide a significant visual improvement relatively quickly.

St Mary's Way

- 4.4.5 St Mary's Way carries through traffic to the north of the Borough and Burnley beyond and southwards to Bury, Manchester and the motorway network. The bypass was created relatively recently in the town's development (1967) and cuts the town centre off from its hinterland. As a consequence the properties on Bank Street expose their backs to the road, creating a poor view of the town for through traffic.
- 4.4.6 In order to enhance this frontage, the boundary treatment to St. Mary's Way requires redefinition. This could involve extending the planted boundary from the southern part of the Phipps Street car park towards Newchurch Road or a new feature public art work that not only masks this unattractive frontage, but which provides a point of interest that distinguishes Rawtenstall. In a similar manner more interest could be provided by utilising the grass verges alongside the carriageway for feature or boulevard planting and the lighting columns to display colourful banners and advertising for Rawtenstall's attractions.

Shop fronts and building refurbishments

- 4.4.7 Most of the Town Centre lies within a Conservation Area, which is testament to its attractiveness and heritage value. The status of being within a conservation area places additional controls on development with householders and businesses needing permission from the Council before making certain alterations. In this regard the heritage value of Rawtenstall should be enhanced through the sensitive repair of existing buildings. This could include the restoration of lost architectural features such as traditional windows and shop fronts and in this regard, there is a strong preference for the use of timber. The Conservation Area Appraisal for the town centre includes a Management Plan that identifies ten actions that should be pursued to further protect existing features.
- 4.4.8 New Borough wide shopfront guidance has been prepared to address the use of materials, colour and details, including security and signage. A more proactive approach will be taken to working with owners and developers to deliver enhancements to existing properties.

Interpretation and signage

- 4.4.9 There is a general absence of clear, attractive and accurate signage within Rawtenstall. This includes directional signage and general information about the Town Centre. The promotion of local history places a town in its context and supports an understanding of Rawtenstall and its independence from other communities. Most of Rawtenstall Town Centre is designated a Conservation Area, for example, and a number of heritage buildings could be better understood by local people and visitors alike by improved interpretation and signage. An integrated signage strategy, which could include leaflets and brochures as well as onsite hardware, is thus required to identify the appropriate locations and form of new signage for the Town Centre.

East Lancashire Railway

- 4.4.10 Rawtenstall is the northern terminus of the East Lancashire Railway (ELR) and a springboard for discovering the town and Pennine Lancashire beyond. It is proposed as a medium to longer term action that a tourist information point is installed at the station, along with a series of other improvements to better retain visitors and create a destination in its own right. This includes a new arrival space to the east of the station, which should be based on a distinctive theme, incorporating high quality, sensitive materials that could then be extended into the rejuvenation of Bury Road to encourage users of the railway to visit the rest of the Town Centre.

Public art

- 4.4.11 Public art in high profile locations can add interest and give Rawtenstall a distinct identity. This need not be a fixed piece of art in the traditional sense, but could be designed into the public realm in the form of surfacing, street furniture and lighting. Particular locations that would be suited for a distinctive treatment include Bury Road, St. Mary's Way, the Valley Centre redevelopment and the proposed Market Square.

"Hidden gems"

- 4.4.12 Buildings such as the open space around Longholme Church and the environments around corridors such as the Limy Water are opportunities to create interesting spaces for relaxation and reflection. Public realm and landscape enhancements, architectural lighting and interpretation would help to stimulate the appreciation of these assets and promote

the overall attractiveness and wellbeing of the Town Centre. The following 'hidden gems' will be examined to look at how the spaces can be enhanced to promote the interest and attractiveness of the Town Centre:

- Longholme Methodist Church
- St. Mary's Gardens
- The confluence of the Limy Water and River Irwell
- Daisy Hill

4.4.13 In regard to the River Irwell and Limy Water in particular, there is also scope to enhance these green infrastructure assets by improving the rivers and their natural interfaces with sensitive hard and soft landscaping, aimed at enhancing both their accessibility and value by the public and also their status under the Water Framework Directive.

Events and activities

4.4.14 Rossendale as a whole has some notable attractions and events, influenced by the Borough's industrial heritage and natural assets. The natural assets contribute to the area being a focal point for adrenaline sports, such as the Ski Rossendale facility less than a mile from the town centre. Promotional events such as the annual "Clogs on Cobbles" held on Bank Street each November build on the historic ambiance of the town and draw in local people and visitors alike. There is scope to extend such events and draw visitors to the town centre who are already visiting other attractions in the Borough. Rawtenstall Town Centre has some significant heritage assets, particularly the streetscape of Bank Street, a good quality Library, an impressive array of independent retailers, the East Lancashire Railway and good accessibility to the motorway network.

4.4.15 The Department for Culture, Media and Sport recently published the 'Government Tourist Strategy,' (2011) which recognises that the UK's climate is a huge asset, not the weakness it is usually portrayed. There are no extreme seasons that totally deter travellers and since tourism is not dependent on specific weather (e.g. snow/sun), the UK has very durable tourist season. Indeed, many of Rossendale's attractions are 'all season' - the market, Bank Street, neighbouring countryside and the East Lancashire railway.

4.4.16 The Borough's Tourism Strategy published in 2010 identifies that the Borough's natural assets form the basis of both an adrenaline sports and a country escape theme to tourism that should be built upon. Effective branding through inter- and intra-Borough collaboration will be vital to creating a cohesive identity in which to market Rossendale and Rawtenstall as a tourist destination. This should be accompanied by a Destination and Events Strategy, which draws on current attractions and the scope to create new events and activities that stimulate the tourism sector. Potential opportunities that this could explore include:

- Better co-ordination between East Lancashire Railway and Rawtenstall Town Centre.
- Marketing of Rawtenstall's independent retail sector, complemented by speciality markets.
- Arts and cultural activities within existing facilities, such as the East Lancashire Railway, the library, local pubs and the market.
- Events linked to the themes of adrenaline sport and country retreats.

5 Town Centre Design Guidance

Policy 10: Design

The principles of Core Strategy Policies 16 “Preserving and enhancing the Built Environment” and Policy 23 “Design” will be applied in Rawtenstall Town Centre as follows:

- Ensuring that proposals actively enhance Listed Buildings or their settings, in particular the “Hidden Gems” identified in the supporting text
- Maintain and enhance buildings identified as having “Positive” heritage value in the Conservation Area Appraisal with demolition or substantial alteration only allowed where retention is unviable and the proposal would complement the Conservation Area
- Design of the public realm, including green infrastructure, should encourage inclusive use by the whole community, maximise the use of “desire lines” and be designed to facilitate natural surveillance
- Materials used in new development should complement the Conservation Area
- The Shopfront Design Guide and Hot Food Takeaway Policies will be applied to retail and other A Use Class type developments
- Design Panels and public involvement will be encouraged for major developments

5.1 Building Design

- 5.1.1 Investment in good design adds value to development in terms of its environmental performance, social well being and commercial viability. The value afforded by design is thus an important consideration and Rossendale Borough Council requires a demonstrable investment in good design and a commitment to best practice as set out in Policy 23 (Promoting High Quality Design and Spaces) of the Core Strategy.
- 5.1.2 Any new building proposed in the Town Centre should contribute positively to its established character, including the scope to enhance the standard of contemporary design in the Town Centre; new buildings should be sensitive to the traditional qualities of this historic location, but also a representation of 21st century contemporary design.
- 5.1.3 Building designs should be underpinned by a thorough site analysis to identify the positive and negative prevailing contextual influences, such as building lines, building heights, roof line, massing and materials. Such an analysis should then be used as a basis for high quality contextual buildings and spaces that reflect the best qualities of the Town Centre or offer a high quality contrast. Any design analysis should then be referenced in a design and access statement as part of a planning application in order to justify the design philosophy.
- 5.1.4 Subject to any overriding conservation or urban design issues, the opportunity to reduce the amount of energy required to construct and operate new buildings should also be explored and embraced in line with Core Strategy policies 1, 19 and 23. This may include a range of sustainable design measures such as passive solar gain, natural ventilation, renewable energy and water saving fixtures and fittings.

5.2 Heritage

- 5.2.1 Since most of the Town Centre falls within a conservation area and there are a number of listed buildings within the Town Centre, issues of conservation and heritage will be of significant importance when determining planning applications. In line with Policy 16 of the Core Strategy the general presumption will be to retain buildings that make a positive contribution to this character or appearance as identified within the Rawtenstall Town Centre Conservation Area Appraisal. Opportunities to refurbish such buildings through conversion to new uses should form the primary consideration in any development proposal. Any alterations to facilitate the reuse of buildings should also ensure that the original character of the building is retained and enhanced.
- 5.2.2 There may be instances, however, where demolition of a building is unavoidable or of positive benefit. In such instances developers will be required to provide within the accompanying design and access statement, or a separate heritage statement, a description of the significance of the heritage assets affected and the contribution of their setting to that significance, as justification for these works, in line with the criteria of PPS 5 (Policy HE6) (or as specified in the relevant section of the NPPF).

5.3 Public realm design

5.3.1 A consistent high quality approach to public realm design, materials and lighting is required to ensure that the Town Centre is an exciting and attractive place with a strong identity. Improvements to existing public spaces or the creation of new public spaces are encouraged in order to provide an enhanced setting for civic and social life.

5.3.2 Public realm proposals for streets and spaces within the Town Centre should observe the following principles:

- Appearance: Design attractive and distinctive spaces that respect the values of the community to create a place where people will want to work, live and visit and a place where people can meet.
- Function: Integrate the functional demands of outdoor spaces through practical design measures and ensure spaces are well defined and relate well to surrounding buildings and activities.
- Accessibility: Create spaces that prioritise the needs of pedestrians and allow everyone, regardless of their ability, to move around safely and freely.
- Management: Ensure designs can be easily managed and maintained.

5.3.3 Where public realm proposals are to be delivered in conjunction with new development proposals, the accompanying Design and Access statement must demonstrate how these proposals will enhance the appearance, function, accessibility and management of the public realm. All members of the community should be considered in design proposals, including those with disabilities or special needs.

5.3.4 For schemes with a significant impact on the Town Centre consideration will be given to mechanisms that encourage a higher quality of design and greater public involvement, such as exhibitions and use of independent Design Review Panels.

5.4 Safety and security

5.4.1 New development should encourage safe and attractive places. Explicit security measures, however, can sometimes have the negative effect of increasing the fear of crime and should be avoided in preference for effective design measures. Opportunities to design out crime and anti-social behaviour should be observed through the following principles:

- New buildings should follow a block layout designed to frame public spaces and contain private spaces to the rear of the property.
- Entrances to a building should be clearly visible from surrounding buildings and accessed from the street or a public space.
- The internal layout and location of windows should be designed to ensure that streets and public areas are overlooked.
- Pedestrian routes should allow for good forward vision to aid easy orientation and passing surveillance.

5.5 Environment

5.5.1 Rawtenstall Town Centre falls within Flood Zones 2 (low to medium) and 3 (high risk), therefore, flood risk is a constraint that will need to be considered in future development through appropriate mitigation and control as necessary. The River Irwell and Limy Water are designated as a main river and under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws the written consent of the Environment Agency will be required for any proposed works or structures in, under, over or within 8 metres of the top of the bank of these main rivers. This has an impact, for example, on the suitability of tree planting on St Mary's Way. In particular, the Limy Water flows both open and within a culvert through part of the Town Centre and any redevelopment in close proximity will need to take account of the above easement. The Environment Agency is proposing to undertake Flood Attenuation Works in Rawtenstall Town Centre in the period up to 2016 which will play an important role in managing flood risk.

6 Valley Centre Development and Design Guidance

6.1 Introduction

6.1.1 The following guidelines provide specific development and design guidance for the redevelopment of the Valley Centre and its wider context. Developers will be expected to consider this guidance and work with Rossendale Borough Council and other stakeholders to achieve the aspirations within it. The guidance is not intended to set a blueprint for the redevelopment, but provide a starting point for discussions based on what can be reasonably achieved in current market conditions. Where proposals demonstrate outstanding quality or deliver significant regeneration benefits, the Council may look to apply these guidelines more flexibly. The use of a Design Panel/review or similar forms of public and independent professional assessment will be encouraged in order to procure the best quality scheme possible.

6.2 Use

6.2.1 The Council purchased the site in November 2011 with the intention of demolishing the former Valley Centre and replacing it in the short/medium term with an area of landscaped Public Open Space. This will form an attractive focal point within the town centre and will also be suitable for public events. The Council will favourably consider a conversion/new build proposal for a hotel utilising a significant element of the former Town Hall with the existing One Stop Shop area becoming a Car Park.

6.2.2 In the medium to long term it is proposed that a mix of uses will be provided on the site that provide a stimulus to increased activity and vibrancy in the Town Centre. Essentially this should comprise a majority of 'active' uses at ground level and it is envisaged that the scheme will primarily be retail led, with scope for flexibility in the use of units for professional services, food, drink, assembly and leisure in addition to traditional retail shops. Retention of a significant element of Public Open Space will also be required. The scope to provide additional retail space as mezzanine floors over the proposed retail units is considered a suitable upper floor use. The potential for other commercial, community and residential uses will be considered on their own merits

6.3 Layout

6.3.1 The layout of the proposed development should create a new open air, publicly accessible quarter of the Town Centre. This will require a permeable layout that respects the historic street pattern, existing frontages and pedestrian desire lines. The development will require a strong pedestrian linkage between the bus station and Bank Street, which should mirror the former alignment of Lord Street. In the same manner, when a retail development is brought forward the building blocks should respond positively to street frontages. Buildings should recognise existing building lines and shop units should face on to and animate adjacent streets, most specifically Bank Street, Lord Street, Kay Street and Bacup Road.

6.3.2 The Rawtenstall Conservation Area Appraisal identifies a number of buildings within the site where sensitive redevelopment will be welcome in particular the Valley Centre and the Police Station. In order to facilitate new development and the overall enhancement of the Conservation Area, the Appraisal recommends these should be demolished. In addition the demolition of other buildings may also need to be considered as part of a comprehensive development proposal, including potentially all or parts of the former Town Hall on Bacup Road. This building is identified in the Rawtenstall Town Centre Conservation Area Appraisal as a 'Positive' unlisted building of high quality which frames the entrance to this part of the town centre.

6.3.3 As the site sits within a Conservation Area, the demolition of any building within it requires Conservation Area Consent. Replacement proposals are expected to contribute to the conservation and enhancement of the Conservation Area's character. As part of any submission for planning and conservation area consents, developers will be required to provide a clear justification for the proposal and how the proposed scheme will enhance the area. This should be set out within the accompanying design and access statement, and a separate heritage statement. as was undertaken for the Valley Centre. Where development of the former Town Hall is proposed, designs should demonstrate a sensitive approach that enhances the setting of the Conservation Area through:

- Improved pedestrian linkages in terms of legibility and connectivity between Bank Street and the bus station.
- Strong building lines to Bacup Road and Lord Street, which frame, enclose and animate frontages and positively address corners.
- A suitable scale that accords with the character of Bacup Road and that maximises the opportunity to create a noticeable landmark for the development.

- A high standard of architecture and design detailing.

6.3.4 When the built phase of new development comes forward this will require that an amount of short stay car parking is provided to replace that which currently exists and to provide for the planned new uses. This should not dominate the public realm. The car park layout should retain strong pedestrian linkages, especially to facilitate safe and comfortable walking routes to the bus station and incorporate attractive and durable hard and soft landscaping. Car parking should be located to the southern and western ends of the scheme in order to retain a critical mass of development around Bank Street.

6.3.5 The proposed retail and hotel developments on the site will require service areas/yards. Access to these should be suitably located so they do not impact on public areas. The former service area to the rear of Bank Street should be enclosed by new development and formalised to create service access. It is likely that a service yard may also be required to service units from Kay Street. This should be designed to minimal dimensions and suitably screened, so that it does not have a significant impact on the amenity of Kay Street nor the vehicles using it.

6.4 Scale and massing

6.4.1 The first phase of development for an area of open space should reflect the contours of the site and the importance of the Bank Street/Kay Street junction. For Phase 2 the scale of future built development should respect the existing character of the Town Centre and the continuity of Bank Street in particular, which mostly comprises two and three storey buildings. There should, however, be sufficient variation in the massing of elevations to create contrast and interest. Buildings should mirror the underlying topography of the site by stepping 'up' and 'down,' which can be better achieved by subdividing blocks into a series of narrower elements. The scope to create interest can also be expressed in the scale and massing of corners.

6.4.2 Notwithstanding the overall low rise scale of the Town Centre, there are larger scale buildings in the town (e.g. Ilex Mill). There may thus be scope for taller buildings (3-5 storeys) within the scheme, provided they adequately enhance the overall setting of development. This would be best achieved by setting any such building close to the centre of the scheme.

6.5 Appearance

6.5.1 The opportunity presented by the Valley Centre redevelopment will help define a new positive image for the Town Centre. The scheme should be an example of high quality, contextual design, that respects the historic character of Rawtenstall, but which is relevant to its time. When Phase 2 proposals come forward they should not be a pastiche of historic architecture nor be a standard 'anywhere' scheme. A bespoke approach that favours the beautiful and the unusual will ultimately result in a quality of place that is more attractive to shoppers and visitors to Rawtenstall.

6.5.2 Materials should be selected to complement the cohesive character of the Town Centre that exists due to predominance of local stone as the main building material. Proposals for built development will be required to use natural or reconstituted stone as the main facing material to principal frontages on Bank Street, Lord Street, Kay Street and Bacup Road, in a tone and texture suited to the character of the Town Centre. Other materials will be considered on their own merits against the overall design philosophy of the scheme.

6.5.3 When the second phase of the development is brought forward, shop fronts will form a significant element of the scheme. The elevations of these should be of a high quality and designed in reference to the Council's Shopfront Design Guidance.

6.6 Landscaping

6.6.1 As the site is located in an urban setting any landscaping will primarily comprise 'hard' landscaped areas, using a palette of materials that complements the stone buildings of the Conservation Area. Areas of soft planting should be designed to complement this, for example the use of carefully located "shade trees" planted in suitable tree pits would promote passive cooling and add interest and variety. Phase one of the scheme will provide a significant area of Public Open Space, While this is not intended that all of this will become a permanent feature there will be an expectation to provide a public space of some significance within any future scheme for built development on the site. This should be both attractive and usable. Issues of microclimate (e.g. the path of the sun taking into account existing and proposed buildings) and the amount, quality and location of street furniture will be important in this regard, as will the need to ensure that the space links into busy pedestrian desire lines, particularly the route between the bus station and Bank Street. Any proposals for Phase 2 should ensure that the space should be overlooked by active uses that can spill out and animate the space, such as shops, cafes and restaurants.

6.6.2 All elements of the public realm including surfacing, street furniture, lighting columns and planting will be important in creating an attractive setting. Public realm design will focus on simple, uncluttered spaces and high quality materials that are robust, easy to maintain and which respect the historic setting of Bank Street. The materials used for pavements along the public highway, e.g. Bank Street and Kay Street, should complement those within the scheme to provide a sense of visual continuity. Retention of a stock of hard landscaping materials will be encouraged to allow future maintenance and replacement of any damaged features. The scope for public art should also be explored, either through a conventional 'art work' or a more artistic approach to the design of the public realm. Phase 2 of the development should ensure that the most

valued features of the larger Open Space created in Phase 1 are either retained or become a reference point for the public space

6.7 Access

- 6.7.1 The development should support sustainable development principles by providing high quality walking and cycle routes and good linkages to public transport. There will be a need, for example, to ensure that provisions for the new bus station are designed into the scheme, including the potential for new bus bays on the northern carriageway of Bacup Road and a high quality walking route through the development that facilitates direct linkages between Bank Street and the bus station. Cycle parking and a clear signed link to the proposed Rawtenstall to Bacup cycle link will also be required. The Council will work with the Highway Authority, developers and interested parties to examine how any proposals will impact the operation of the local road network. It is expected that this will examine among other issues the appropriateness of existing bus routing and stops; taxi parking provision and on-street parking around the periphery of the site.
- 6.7.2 There will be a requirement for short term shopper's car parking within the scheme. The level of such parking will need to be fully justified in policy and planning terms. The amount of car parking should be appropriate to Council car parking standards and include an adequate proportion of disabled car parking and cycle parking as necessary. The car park would be shared with the hotel for overnight stays, thus causing little conflict with shoppers who would use it by day. If parking charges are proposed it should be clear how these will be integrated into a broader Parking Strategy for the town centre.
- 6.7.3 It is expected that car parking and delivery access for Phase 2 will be accessed from Bacup Road and Kay Street . Swept path analysis as part of a Transport Assessment should ascertain that the servicing arrangements work efficiently and effectively and seamlessly integrate into the environment, satisfying movement needs, design standards and the needs of current users.

7 Delivery Framework

7.1 Approach

- 7.1.1 This section sets out a programme for the delivery of the Vision. It explains the key stages involved in taking things forward. The approach is based on the fundamental principle that the Vision will be delivered through partnerships between Rossendale Borough Council (RBC), development partners and other key stakeholders including public sector agencies and landowners. RBC, as a land owner in the study area and local planning authority, will play the lead role, utilising its property assets, planning and Compulsory Purchase Powers (CPO) as appropriate and providing leadership to facilitate the overall delivery process. Development partners will bring the necessary private sector investment and property development expertise to take development proposals forward.
- 7.1.2 The key aspects to the delivery process addressed in this section are as follows:
- Organisational Framework
 - Planning Policy Framework
 - Land Acquisition
 - Viability
 - Funding
 - Local Asset Based Vehicles
 - Proposed Enabling Structure
- 7.1.3 Project sheets for each of the four Priority Investment Areas follow this section. These set out location, project description, strategic fit project champion, potential partners, delivery strategy, timescale, issues, risk and mitigation, outline costs, possible grant requirements, funding sources, outputs, priority level and phasing.

7.2 Organisation Framework

- 7.2.1 It is clear that the Council will take the lead role in delivering the Vision and that Working Groups will need to be set up to involve key parties and to take forward a number of the Priority Investment Area proposals. These will involve both private and public sector partners as a partnership approach will be essential to delivering each of the key objectives.
- 7.2.2 Phase 1 of the Valley Centre proposals (demolition of the shopping centre and creation of Public Open Space) was submitted for Planning/Conservation Area Consent by the previous owner. However, following purchase of the site by the Council delivery of the project will be led by the authority.
- 7.2.3 Development of a new Hotel within parts of the former Town Hall will require the Council as landowner to work closely with the proposed developer, including relocation of staff from the existing One Stop Shop building.
- 7.2.4 A suitable vehicle will be needed to drive Phase 2 of the regeneration of the Valley Centre. Public sector funding at the present time is scarce and the majority of the investment will have to come from the private sector. The vehicle for the regeneration of the Valley Centre will be a joint venture partnership. More information on this approach is set out later in this section.

7.3 "Lives and Landscapes" DPD/Planning / Development Briefs

- 7.3.1 The "Lives and Landscapes" DPD is expected to be completed in 2014. This will allocate sites for different uses across the Borough as well as incorporating detailed Development Management policies. For a number of sites, potentially including those in Rawtenstall Town Centre, it is envisaged that more detailed guidance will be provided.
- 7.3.2 Development briefs can provide a clear sense of direction for what is proposed for specific sites. Subject to the availability of resources these will be prepared for each of the priority areas. These will need to provide the necessary level of site-specific detail to give prospective landowners, developers and other partner's clarity on development and design requirements. They will also provide the opportunity for further consultation work with land owners and other key stakeholders. The briefs should build on the recommendations of this document, and should include:
- Uses/mix of uses sought;
 - Infrastructure and facility requirements;
 - Planning standards to be applied and the degree of flexibility;

- Layout of the development including access, parking and circulation;
- Scale, massing and height of buildings;
- Landscaping;
- Buildings to be retained;
- Design criteria; and
- Off-site requirements (i.e. S106 contribution, Community Infrastructure Levy).

7.4 Land Acquisition

7.4.1 Almost all of the land required to take forward the four key projects are in public ownership: the Market, the existing Bus Station, Police Station and the road and pavements along Bury Road. The purchase of the former Valley Centre by Rossendale Borough Council in November 2011 was a major step in ensuring the deliverability of a workable scheme for Priority Investment Area 1. Any purchase of remaining land or buildings, e.g. if an expansion of the bus station necessitated this, would be sought for on a voluntary basis with Compulsory Purchase powers used only as a last resort.

7.5 Viability

7.5.1 Detailed appraisals were prepared for the BDP led “Rawtenstall Vision” document based on a mixed use (primarily retail) development for the Valley Centre site. Based on 2011 figures these indicate a “funding gap” of around £1.5 million, i.e. the cost of the development exceeds the current value of the completed scheme. This calculation assumed that the Council owned One Stop Shop and Town Hall land were contributed to the project and other sites were included at existing use value. Consideration was given to how this “gap” can be closed and an application for Regional Growth Fund was submitted in 2011. This was unsuccessful. The purchase by the Council of the Valley Centre in November 2011 by re-allocating existing prudential borrowing removes a significant obstacle to redevelopment but in the current difficult economic climate it is not viable in the short-term to bring forward a retail led development.

7.5.2 Including the Valley Centre development as part of a portfolio of development sites helps to spread the costs and risks. The Council will identify a preferred development partner by summer 2012. Taken together the portfolio of sites could achieve an economic return as there are a number of sites in the portfolio which had been identified for residential use that could provide a profit in excess of £1.5 million therefore closing the funding gap for the Valley Centre scheme.

7.6 Funding

7.6.1 Since the coming to power of the Coalition Government and their drive to cut public sector expenditure, the availability of public sector funding has diminished considerably. Table 7.1 provides a summary of possible sources available for projects within Rawtenstall.

Funding Source	Description	Comment
Regional Growth Fund	Designed to stimulate new investment to replace the loss of public sector jobs it has replaced many of the previous funding sources. Two competitive funding rounds have already been held with a third already programmed.	This grant source is orientated towards the generation of jobs. Public realm and infrastructure projects are unlikely to qualify, but much will depend on the guidance for Round Three.
Heritage Lottery Fund	Operate the Townscape Heritage Scheme which may be appropriate to public realm works in Rawtenstall.	Heritage Lottery Funding is set to increase over the next few years, but requires match funding from Council which has identified Bacup Town Centre as its priority for this funding stream

Funding Source	Description	Comment
Business Improvement District (BID)	This device requires a majority of business within a defined area to agree to pay more rates over a period of time. The additional money raised is used to improve the area through public realm works, promotion etc. which in theory then benefits the businesses paying additional rates.	A large number of these schemes now exist in the UK and have been effective in improving local areas. In the current economic climate however it would be challenging to gain a consensus
Tax Increment Financing (TIF)	A new device pioneered in the US which is designed for major capital projects. Funding is raised through a bond based on the increase in rateable value generated by the new development. This is ideally suited to retail or major mixed use schemes. TIF is being used in Scotland, but legislation is required in England to open this approach to local authorities.	This approach may be appropriate for the development of the Valley Centre but would not work for public realm or infrastructure schemes.
Rossendale Borough Council	There are many ways that the Council could fund public realm and infrastructure works. These include from their existing budgets, any reserves the Council may have, from raising funds through charging for car parking, through selling assets, i.e. land and property to raise funds to invest in the town centre.	Given the pressure that all local authorities are under currently it would be difficult for RBC to divert its scarce resources to infrastructure and public realm works at the current time. However, introducing a charge for car parking justified by the argument of improving the environment for town centre users could raise significant funds. This would require close liaison with Lancashire County Council as Highway Authority as well as local groups
Prudential Borrowing	The Council can raise money at preferential interest rates for major schemes.	This mechanism was used to purchase the Valley Centre. Theoretically the Council could raise further funds for public realm and infrastructure works and pay this back over the long term, but the Council will need to have the revenue to do this.

7.6.2 Another potential source of funding is the EU Assisted Area programme which is targeted at areas suffering from economic decline. Rawtenstall does not fall within an Assisted Area. This provides Rossendale with a distinct disadvantage compared to areas such as Merseyside. Outside the Assisted Areas, the amount available for companies is severely limited.

7.6.3 Within Rawtenstall the maximum that could be paid to a large company would be 200,00 Euro, with small and medium sized companies receiving 15% and 7.5% maximum of this value. It should be emphasised that these restrictions do not apply to work that is carried out by a public sector body, i.e. Rawtenstall carrying out development to its own land using either its own money or grant from another public sector source. It would have to ensure, however, that any renting or sale of the completed development to the private sector was done at a rate that reflected the local market.

Size of Recipient	Tier 1 Assisted Area	Tier 2 Assisted Area	Non Assisted Areas
Large Company	25% -30%	10% - 15%	De Minimis (Up to a maximum of Euro 200,000 over 3 years)

Medium Company	35% - 40%	20% - 25%	7.5%
Small Company	45% - 50%	30% - 35%	15%

7.7 Local Asset Based Vehicles

7.7.1 The Valley Centre redevelopment could be delivered through a Local Asset Based Vehicle. There are significant benefits, to both the private and public sectors around forming a partnership involving a package/ portfolio of public owned sites. For the developers these include: being able to take a long term view of profitability on the package of development, obtaining economies of scale through having a guaranteed supply of land that can be drawn down from the public sector when needed thereby reducing costs. It also enables long-term relationships to be built between the developer and the public sector. For the Council benefits would include: retaining control over the release and use of assets, the opportunity to obtain wider financial benefits, e.g. profit sharing securing an agreement to achieve local employment and training, and achieving, higher quality and more sustainable development. The Council expects to procure a development partner by summer 2012. A simplistic model of the structure is shown below.

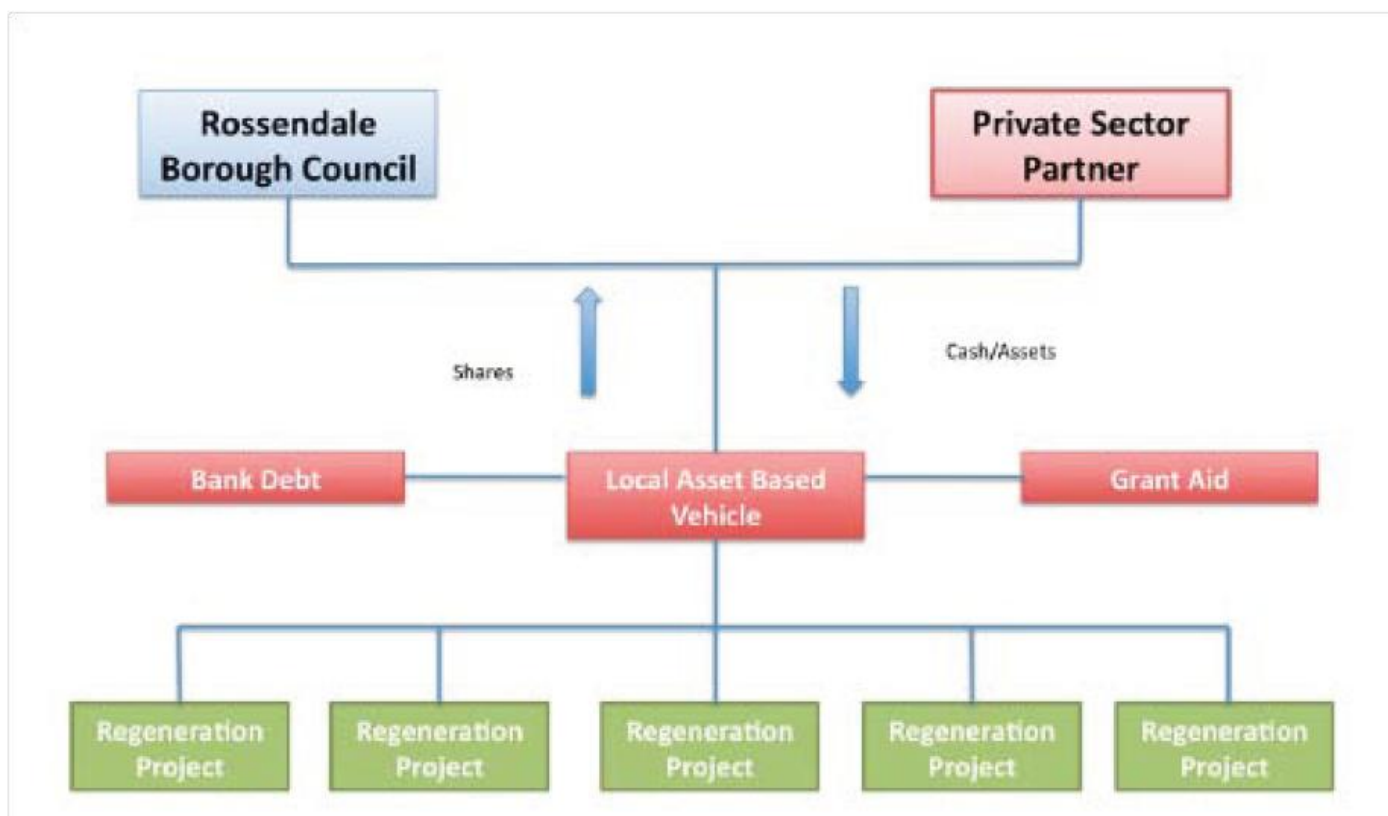


Figure 7.1 Possible structure for a Local Asset Based Vehicle

Priority Investment Areas

Priority Investment Area 1: The Valley Centre	
Location	Between Bank Street, Kay Street, Bacup Road and James Street
Project Description	Redevelopment in phases of Valley Centre, Police Station, One Stop Shop and Former Town Hall to create a new high quality mixed use development and series of open spaces
Strategic Fit	Core Strategy Area Vision Policy for Rawtenstall (AVP 4) Core Strategy Policy 12: The Valley Centre, Rawtenstall Core Strategy Policy 23 Promoting High Quality Design and Spaces
Project Champion	Rossendale Borough Council
Potential Partners	Selected Development Partner; Hotel Developer
Delivery Strategy	<ol style="list-style-type: none"> 1. Assemble land 2. Submit applications and obtain planning permission and Conservation Area Consent 3. Implement Phase 1 (Valley Centre demolition and Public Open Space) including clearance and remediation 4. Agree joint venture partnership for land including Valley Centre 5. Negotiate purchase of Rawtenstall Police Station 6. Sale of Valley Centre site to JV partner 7. Obtain relevant permissions 8. Tender Construction Contract 9. Start Construction
Timescale	<p>Planning application and Conservation Area Consent applications for Phase 1 approved by February 2012</p> <p>Start Site clearance and remediation by April 2012</p> <p>Complete Phase 1 by Summer 2012</p> <p>Agree JV partnership by Autumn 2012</p> <p>Completion of sale of former Police Station to Rossendale BC late 2012</p> <p>Submission of application for retail use on Valley Centre site by 2015/2016</p>
Issues, Risks and Mitigation	<ol style="list-style-type: none"> 1. Selected Developer unwilling to sign up to JV Council seeks to renegotiate deal or approaches second ranked developer 2. Hotel proposal fails to materialise-Council seeks alternative scheme or developer for site 3. Retail Market continues to remain depressed-Council and partner could wait until market improves or pro-actively seek out interested retailers
Outline Costs	Approximately £12.2 million
Funding Sources	Anticipated to be the Local Asset Based Scheme where the Council pool their land and property assets over the borough with matching cash assets from a developer/investor and use development surpluses to close the Valley Centre gap. Alternative funding sources are limited.
Outputs	<p>Phase 1</p> <ol style="list-style-type: none"> 1. Cleared and remediated Valley Centre site redeveloped as an area of Public Open Space 2. Up to 2,440 sq m of leisure/hotel space

	Phase 2 1. Up to 4,780 sq m of retail floorspace 2. A Council One Stop Shop 3. Public open space 4. Approximately 150 new job opportunities 5. Approximately 200 construction job opportunities
Priority Level	High
Phasing	Short to Medium Term (0-6years)

Priority Investment Area 2: Rawtenstall Market	
Location	Off Newchurch Road
Project Description	Physical improvements to the market and promotion of market as a dynamic “enterprise hub”. These improvements include: a. Demolition of some stalls on open area in front of market b. Creation of new multi-functional open space/market square c. Renew-elevations to market hall frontage with new entrance and feature signage d. Internal works: new floor, roof and toilet facilities.
Strategic Fit	Core Strategy Area Vision Policy for Rawtenstall (AVP 4) Core Strategy Policy 13 Protecting Key Local Retail & Other Services Core Strategy Policy 23 Promoting High Quality Design and Spaces
Project Champion	Rossendale Borough Council
Potential Partners	Market Traders Federation for Rawtenstall, Rawtenstall Chamber of Commerce (RCC) and Lancashire County Developments Ltd (LCDL).
Delivery Strategy	<ol style="list-style-type: none"> 1. Set up Market Improvement Group (MIG) composed of RBC, the Market Traders Federation, RCC and LCDL. 2. MIG to prepare and approve plans for physical improvement of market. 3. MIG to prepare business plan for improved market hall and public space. 4. Funding to be sought (see below). 5. Implementation.
Timescale	Set up MIG by December 2012 Commission preparation of physical plan and Business Plan for Market based on new improvements by November 2013 Seek to start project by June 2014, subject to funding
Issues, Risks and Mitigation	<p>1. Lack of public sector funding This is a real possibility given scarcity of sources and limited resources. The section below outlines possible sources. If no funding is available the improvements will not take place</p> <p>2. Market traders do not approve physical improvements or to extending market open periods Market needs investment. The market will deteriorate, traders will not be interested in attending and shoppers will be discouraged if a status quo situation is maintained</p> <p>It may be possible to phase elements of the proposal, for example, trialling the introduction of extended opening hours or just removing the stalls</p>
Outline Costs	Estimated at £1.5 million
Possible Grant Requirement	Estimated at £1.5 million
Funding Sources	The opportunities for funding this facility are limited. a number of possibilities that should be considered:, a future Heritage Lottery Fund for Townscape Heritage Initiative funding (after 2016 if Bacup bid is successful), the creation of a Business Improvement District, the use of Community Infrastructure Levy and the use of Council funds (existing budgets, Council reserves, raising funds from charging for car parking and selling assets). LCDL or the LEP are a possible source of funding and expertise and should be consulted regarding their possible involvement in this project.

Outputs	<ol style="list-style-type: none"> 1. Approximately 1,200 sq m of multi-functional space/market square 2. An improved market hall with modern facilities 3. A more dynamic market and tourism facility
Priority Level	Medium
Phasing	Short –medium Term (0-6 years)
Comments	<p>Any physical improvements to market must be linked to:</p> <ol style="list-style-type: none"> 1. An improvement in the quality and range of goods available. 2. The attraction of new stall holders. 3. An extension in the number of days the Market is open. 4. The development of a programme of events to utilise the new multi-functional space. 5. The promotion of the market as a more “dynamic enterprise hub” and a tourist attraction.

Priority Investment Area 3: Rawtenstall Bus Station	
Location	On site of existing bus station on Bacup Road
Project Description	<p>The redevelopment of the bus station and enhancements to Bacup Road to create a new transport interchange and improved pedestrian environment. The scheme will include:</p> <ul style="list-style-type: none"> • New 6 or 8 bay terminal with passenger waiting facilities, toilets and information. • Consideration of provision of 2 bus bays on northern carriageway of Bacup Road. • Traffic calming to Bacup Road. • Enhanced crossing facilities on Bacup Road including additional zebra crossing.
Strategic Fit	<p>Core Strategy Area Vision Policy for Rawtenstall (AVP 4) Core Strategy Policy 8 Transport Proposals Core Strategy Policy 9 Accessibility Core Strategy Policy 23 Promoting High Quality Design and Spaces</p>
Project Champion	Lancashire County Council (LCC)
Potential Partners	Rossendale Borough Council, Bus Operators, Valley Centre Development partners and Chamber of Trade
Delivery Strategy	<ol style="list-style-type: none"> 1. Establish a working group led by Lancashire County Council comprising Rossendale Borough Council, Bus Operators, Valley Centre Developers and Chamber of Trade. 2. The working group develop and agree a scheme. 3. RBC to lobby LCC to make bus station a priority for funding. 4. Submit scheme Local Transport Plan for Lancashire (LTP3) funding
Timescale	<p>Establish Working Group by June 2012. Agree scheme by November 2012 for public consultation Include in first implementation plan of LTP3 (2011-14). Implementation by autumn 2014.</p>

Issues, Risks and Mitigation	<p>1. LCC seeks a larger bus station This will require a larger site on the one side of Bacup Road and the demolition of currently occupied buildings. This will escalate the cost of the new facility.</p> <p>2. LTP funding is delayed or not approved The scheme will not take place as no private sector funds are available. The old bus station could operate alongside a new Valley Centre, but this would detract from the improvement of the Town Centre as a whole.</p> <p>3. Lack of agreement on bus routing and relocation of bus stops from Bank Street. The opportunity to reduce traffic congestion on Bank Street would be reduced</p> <p>4. Objections from motorists facing slower journeys along Bacup Road. Clear signage on Gyratory and in Hareholme area would discourage through traffic and divert along Bocholt Way.</p>
Outline Costs	Circa £3.5 million
Possible Grant Requirement	The running costs for the facility could be recouped from bus operators and any facilities located on the site
Funding Sources	Funding would have to be through Lancashire County Council's submission of their LTP3.
Outputs	<ol style="list-style-type: none"> 1. A modern 6-8 bay bus station with waiting facilities, toilets and information. 2. Interchange between local buses, the 464 and the X43 Witch Way service. 3. Traffic calming to Bacup Road and improved pedestrian linkages to the south of the Town Centre. 4. Contribution to Air Quality Management Area objectives at Bacup Road/Bury Road junction
Priority Level	Medium
Phasing	Short to mediumTerm (0-6 years)

Priority Investment Area 4: Bury Road / Bacup Road	
Location	Bury Road between railway station and Bank Street
Project Description	<p>The identification of Bury Road as a Priority Regeneration Corridor. The following improvements are included:</p> <ul style="list-style-type: none"> • Enhanced crossing facilities between the library/Bury Road and Bank Street/Asda. • Enhanced crossing facilities and desire lines between the railway station and Bank Street. • Public realm improvement works on Bury Road, Bacup Road and the lower end of Bank Street, including new surfacing, lighting and street furniture, and enhanced pedestrian signage. • Building enhancements, shop front improvements and the refurbishment of vacant properties on Bury Road and Bacup Road. • Enhancement of railway station. • Creation of new civic space alongside railway station.
Strategic Fit	<p>Core Strategy Area Vision Policy for Rawtenstall (AVP 4) Core Strategy Policy 8 Transport Proposals Core Strategy Policy 11: Retail and Other Town Centre Uses Core Strategy Policy 16 Preserving & Enhancing the Built Environment Core Strategy Policy 23 Promoting High Quality Design and Spaces</p>
Project Champion	Rossendale Borough Council
Potential Partners	Lancashire County Council, Rossendale Chamber of Commerce, the Valley Centre owners, Asda, Tesco and the East Lancashire Railway.
Delivery Strategy	<ol style="list-style-type: none"> 1. Set up Bury Road Corridor Working Group. 2. Prepare and agree development brief for improvement works. 3. Commission preparation of detailed plans. 4. Prioritise work programme. 5. Seek funding. 6. Implement projects as and when funds become available.
Timescale	<p>Set up Bury Road Corridor Working Group by December 2012 Agree proposed programme of works by August 2013 Start programme depending on funding by end of 2013</p>
Outline Costs	At present unknown
Possible Grant Requirement	At present unknown
Funding Sources	There are a number of sources that could fund elements of the Corridor Improvement. These include the County Council for road, pavement and crossing works, East Lancashire Railway for works adjacent to the station; large supermarkets and other grant funding agencies
Outputs	<p>Detailed design work will be required to identify all the outputs but the following sets out the principal improvements required:</p> <ol style="list-style-type: none"> 1. Enhanced crossing facilities to the library, Asda and areas west of the Town Centre. 2. Enhanced linkages between the railway station and Bank Street including signage 3. Public realm improvement works. 4. Building improvement works.

Priority Level	Medium
Phasing	Short to medium Term (0-5 years)
Comments	This is an important scheme to “tie” the Town Centre together, linking the East Lancashire Railway station with the main shopping area on Bank Street and the new proposed Valley Centre. In addition it will improve circulation between the main supermarkets and the Town Centre as well as improving the main gateway.

INITIAL COMMUNITY IMPACT ASSESSMENT FORM

Name of Policy, Decision, Strategy, Service or Function, Other: (please indicate)	Rawtenstall Town Centre Supplementary Planning Document	
Lead Officer Name(s):	Adrian Smith	
Job Title & Location:	Principal Planner, Forward Planning, One Stop Shop	
Department/Service Area:	Planning	
Telephone & E-mail Contact:	01706 252419 adriansmith@rossendalebc.gov.uk	
Date Assessment:	Commenced: 26/10/2011	Completed: 5/12/2011

We carry out Community Impact Assessments to analyse the effects of our decisions, policies or practices. The CIA should be undertaken/started at the beginning of the policy development process – before any decisions are made.

The main aims/objectives of this policy¹ are:

To produce and adopt a Supplementary Planning Document for Rawtenstall Town Centre which will provide a framework for development over the next ten years.

The Rawtenstall Town Centre Supplementary Planning Document (SPD) is based on the Vision document prepared by Building Design Partnership and consulted upon earlier in 2011. This raised no equality issues affecting the Study area.

The SPD will provide a policy framework for the redevelopment of the Valley Centre, the Bus Station and the area around the market. It will also focus on how the public realm can be enhanced, including “good practice” that will promote equal access for all. It is expected to bring positive benefits to a broad spectrum of groups.

The Local Development Scheme (LDS) and the Core Strategy both identify that a SPD will be produced for Rawtenstall. The Core Strategy includes relevant strategic policies that set the context for the SPD and has been subject to full Sustainability Appraisal that included equality impacts and an Initial CIA with a commitment to a prepare a full CIA on future Policy documents.

The SPD is still being developed and consulted on in line with regulatory requirements. This will involve a wide range of consultees who address a range of equality issues. Any further evidence collected as the document is finalised will be reviewed and reflected within the impact assessment as necessary. A further review of equality impacts and/or a full impact assessment will be undertaken as required.

This CIA considers the impact of implementing the SPD.

(Refer to **Guidance** for details)

Is the policy or decision under review (please tick)

New/proposed

Modified/adapted

Existing

¹ Policy refers to any policy, strategy, project, procedure, function, decision or delivery of service.

Responsible Section/Team	Forward Planning	Version	2
Responsible Author	Adrian Smith	Due for review	June 2011
Date last amended	31/10/2011	Page 1 of 3	

1. Equality Impact

Using the table below please tick whether the policy/strategy/decision has a positive, negative or no impact from an Equalities perspective on any of the protected equality groups listed below. **Please also give consideration to wider equality of opportunity and community cohesion impacts within and between the groups identified.**

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"/>	Creation of a new public space, enhanced road crossing facilities and a replacement bus station would be of benefit, as would proposals to improve the area around the market.	<input type="checkbox"/>
	Younger people (17-25), and children	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Creation of a new public space, enhanced road crossing facilities and a replacement bus station would enhance safety and confidence in the future of the town.	<input type="checkbox"/>
Disability	Physical/learning/mental health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Design of new public space; better links to bus station and library would create opportunities to make access easier.	<input type="checkbox"/>
Gender Reassignment	Transsexual people	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Pregnancy and Maternity		<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 British	<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"/>
Belief or Religion		<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Gender	Women	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Planned improvements would help to create a safer environment.	<input type="checkbox"/>
	Men	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Sexual Orientation	Lesbian women, gay men and bisexual	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>

Responsible Section/Team	Forward Planning	Version	2
Responsible Author	Adrian Smith	Due for review	June 2011
Date last amended	31/10/2011	Page 2 of 3	

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
people				
Marriage and Civil Partnership (employment only)	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Contribution to equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Creation of an improved range of shops and facilities, including public space to meet and relax. An appropriate relocation of One Stop Shop will be important.	<input type="checkbox"/>
Contribution to fostering good relations between different groups (people getting on well together – valuing one another, respect and understanding)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	New open space could be valuable in promoting community events.	<input type="checkbox"/>
Human Rights http://intranet/site/scripts/documents_info.php?categoryID=86&documentID=251	<input type="checkbox"/>	<input type="checkbox"/>		<input checked="" type="checkbox"/>

Responsible Section/Team	Forward Planning	Version	2
Responsible Author	Adrian Smith	Due for review	June 2011
Date last amended	31/10/2011	Page 3 of 3	