

Bacup Townscape Heritage Initiative: Public Realm Proposals Engagement Report

October 2014



Summary of Key Themes arising from the consultation

Theme	Response
Concerns about the concept of shared space and related highways- safety issues	Ongoing engagement with the public and particularly more vulnerable groups through the detailed design and implementation phase to address concerns. Work with local schools etc will be ongoing to discuss implications of shared space approach and wider road safety issues.
Ideas about the location of the scheme and whether the proposals were in the 'right place'	St James Square will remain the focus for public realm investment. The Conservation Area Appraisal for Bacup identified St James Square as a focal point. Historic photos indicate that the Square was designed as a civic space following demolition of the Inn on the site of the current roundabout in the early 20 th Century. The Square has a great deal of open space, but is currently dominated by vehicular traffic. The location has the potential to help to create a strong sense of place and have wider regeneration impacts. The St James Square focus was an integral part of the bid for Lottery resources. The Townscape Heritage Initiative Partnership Board will, however, be progressing a wider 'masterplanning' approach to the public realm in Bacup's town centre and seek to draw in further resources to implement proposed improvements.
Responses suggested several enhancements that could be integrated into any delivered scheme including planting, seating, public art, events etc	Only elements of hard street surfacing such as pavements are eligible for Heritage Lottery Fund support. The Partnership Board is working with partners to secure funding for additional elements outside the scope of Heritage Lottery Fund support.
Several responses expressed concerns about the geometry of the highways arrangements in the conceptual plan, and possible impacts on road safety and congestion	The ongoing design- work will test further the geometries of any shared space scheme, using comprehensive swept path analysis of a range of vehicle sizes. Having said this, geometries in any delivered shared space scheme will be tighter than the current highways arrangements to achieve lower design speeds through the area. There may also

	<p>be provision for overrunning of larger vehicles, where safe, on some of the kerb edges.</p> <p>The geometries will also be changed as a result of topographical surveys and surveys of statutory services</p>
Several respondents expressed concerns about the drainage capacity of any new highways arrangement	<p>A comprehensive topographical survey will be commissioned as part of the ongoing work, which will help to determine drainage arrangements. A final design will include adequate provision of gully points, located away from building frontages to handle surface water drainage. The capacity of existing storm drains will be investigated</p>
Arrangements to handle bus circulation in the proposed scheme were of concern to a number of respondents. Several responses included alternatives to the emerging proposals to use Union Street to handle bus traffic	<p>The topographical survey will help to inform options for Union Street, including the desirability of making this a one way street to handle the bus circulation and any junction improvements needed to facilitate this.</p> <p>Alternative proposals that have arisen through the consultation, including using Lumb Scar to handle the circulation or the former Medical Centre site will be tested during the detailed design phase.</p>
The capacity of the shared space proposals to handle the amount of traffic moving into and through Bacup was a concern of a number of respondents.	<p>Traffic counts data, and projected increases in traffic will be used to inform any delivered scheme.</p>
Respondents made suggestions about materials, planting and street furniture, including ideas for the sorts of materials that could be used. Respondents also expressed concerns about the ongoing maintenance of the delivered scheme.	<p>The ongoing masterplanning process will help to test and specify the materials for the final scheme. Ongoing stakeholder engagement, particularly with blind and partially- sighted groups will help to specify appropriate materials and finishes</p>
Perceived parking problems were of concern to a number of respondents, with a general consensus that capacity should be increased	<p>The provision of parking, of itself, is not eligible for Townscape Heritage Initiative investment. Alternative arrangements for parking including suggestions that have arisen through the consultation will be tested through the detailed design phase. The THI Partnership Board is continuing to work with Morrison's in terms of a more flexible use of its long-stay car- parks. Improved signage and information will be an integral part of any public realm strategy for the town.</p>
The proposals in the concept plan to	<p>Testing the geometries of any scheme as</p>

<p>move the former fountain was of concern to a number of residents</p>	<p>part of the next phase of work will indicate how feasible it is for the former fountain to remain in its current position. The council will consider the feasibility of options for removal and relocation of the former fountain. Furthermore, proposals for new more aspirational public art could be delivered as part of the Irwell Sculpture Trail within St James Square as a focal point, and this will be tested as part of the ongoing masterplanning work.</p>
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Bacup Public Realm Proposals Engagement Report

Introduction

1. This report focuses on the feedback received on proposals for public realm improvement in Bacup Town Centre that will be a key element of the Townscape Heritage Initiative (THI) funded through the County and Borough Councils and the Heritage Lottery Fund (HLF). The public realm includes the streets, highways, pavements, squares and open areas within an urban area.
2. The aim of the THI is to bring about sustainable heritage- led regeneration of Bacup's town centre and its constituent heritage assets. The THI Partnership Board, a body with representation from the Borough and County Councils, local community groups and businesses and wider statutory services, manages the project.
3. Rossendale Borough Council was successful in bidding for Heritage Lottery Funding resources to support the Initiative in January of 2014. The £2million programme includes resources from the Borough and County Councils and HLF and will support a range of improvements and activities across a five-year timeframe. The programme includes:
 - Targeted property improvements
 - Public realm enhancement
 - Training and learning opportunities
 - Communications and engagement events and resources.
4. The public realm element of the work will account for 25% of the overall THI resources in line with HLF guidance.
5. This report summarizes the responses received and makes recommendations on how the findings of the consultation will help to shape and influence design and implementation of any public realm improvement scheme.

Background to the Engagement Work on the Public Realm

6. The THI Partnership Board, through the County and Borough Councils commissioned Planit.ie to produce concept designs for the public realm improvement scheme, and other consultation materials covering the design ethos and development of the concept. The THI Partnership Board approved the concept designs at its meeting in May.
7. The County and Borough Councils and Planit.ie held a number of targeted stakeholder events prior to publication of the concept plans.
8. These started with the Cabinet and THI Board briefing 18th June on the emerging design and the concept of shared space more generally delivered by Ben Hamilton- Baillie of Hamilton- Baillie Associates and Lindsay Humblet of Planit.ie.

9. Following this, the Council hosted two focussed discussions targeted at stakeholders from more vulnerable user groups including representatives from local and regional disabilities groups, cyclists and young people on 3rd and 15th July.
10. Representatives of the THI Partnership Board also discussed the concept plans at the Bacup Traders Association meeting on 8th June and the Bacup Neighbourhood Forum on 10th June.
11. The Council published the proposed scheme on its website on 17th July, with a press release published in the Rossendale Free Press and the Lancashire Telegraph online.
12. A well- attended public drop- in event to launch the engagement work was held on Saturday 19th July at Bacup Library. The concept designs and response forms, along with a ballot box for these were available in Bacup Library from 19th July to 31st August 2014. Respondents also submitted comments by e-mail via the thi@rossendalebc.gov.uk e-mail address.
13. At the Public Drop-in event residents had the opportunity to sign up to a trip to Poynton to see a shared space scheme in action. The trip happened on 28th July, with 12 residents, councillors and staff in attendance.
14. In total the Council received 101 written responses to the engagement on the public realm scheme.
15. Of these, the Council received 72 responses from Bacup residents and the wider Rossendale area.
16. On 5 responses it was unclear where the respondent lived.
17. 1 respondent was a resident from outside the Borough.
18. The Council received 9 responses from Regional and National organisations (English Heritage, United Utilities, Guide Dogs, RNIB, the National Trust, Lancs County Council Environment Directorate, Lancs County Council Equality & Inclusion Team, Environment Agency, Highways Agency and the Cabinet Office) and 4 from local organisations (Bacup Traders' Association/ Rossendale Taxi Association (combined response), Local Police, Fire & Rescue Service- Bacup Station, Rossendale Civic Trust)
19. In addition to these formal comments, 30 comments on post-it notes were stuck on the plans at the Public Library consultation event on 19th July. These are reproduced at Appendix 1.
20. Paper copies of the responses, with personal data removed, are available to view on request at the Borough Council's offices at Futures Park, and at Bacup Library.

The Public Realm Proposals in Context

21. Bacup is a town in the wider Rossendale Borough. Situated on the border of Yorkshire and at a historically important crossroads from West Yorkshire through to Greater Manchester, the wider East Lancashire Area and the settlements and townships of Rossendale.
22. With a current population of 11,310¹ Bacup grew rapidly in the Industrial- era as part of the wider textiles boom that occurred in Greater Manchester and East Lancashire. The centre of Bacup escaped much of the municipal redevelopment of the 1960s and 70s, and contains a rich and varied stock of buildings predominantly dating from the Industrial- era. The buildings of Bacup are constructed from a restrained pallet of local materials around a crossroads and wider street pattern that still retains much of its pre- industrial character.
23. The adopted Core Strategy, part of Rossendale Borough Council's Local Plan that guides investment and development in the area sets out several other strengths and opportunities in relation to Bacup and its neighbouring settlements of Stacksteads, Britannia and Weir:
 - The settlements have good access to the countryside and the potential to benefit from tourism and leisure- related activities.
 - They are close to employment opportunities in Rochdale and Burnley.
 - The settlements benefit from a quality bus corridor linking to Accrington and Rochdale, but have poor access to Manchester City Centre
 - The settlements have a potential to benefit from renewable energy development
 - They are close to the adrenaline gateway and wider mountain bike routes and bridleways, generators of rural tourism and healthy lifestyle opportunities
 - The settlements benefit from rich cultural facilities, such as the Royal Court Theatre and Bacup Natural History Museum.
24. The Core Strategy also sets out the challenges that Bacup and its related settlements face, which include:
 - A poor public realm with a high number of vacant, dilapidated buildings, Census data for 2011 indicated that in the Irwell Ward, for example, 7.2% of dwellings were empty compared to a national figure of 4.2%
 - An employment market focussed on the traditional manufacturing sector, with economic inactivity is slightly higher than average according to the 2011 Census with 32% of residents economically inactive in the Irwell Ward compared to a national figure of 30%
 - Housing market challenges with generally low house- prices, and dominance of smaller terraced- housing. The 2001 Census recorded

¹ Source: Census 2011 figures for Irwell and Greensclough wards © ONS

39% of dwellings in the Irwell Ward were terraced compared to a national figure of 26%

- A perception of isolation, and settlements being 'at the end of three valleys'
- Development sites that are difficult to deliver due to physical constraints
- Limited opportunities for private sector investment and economic viability issues with development and conversion of existing stock.

25. It is Bacup's strong character and reputation as the best preserved market town in the North- West, coupled with its socio- economic challenges and potential for regeneration that helped to make the strong and successful case for Heritage Lottery Resources that resulted in the Townscape Heritage Initiative scheme.

26. The Public Realm scheme is an integral part of the development of the wider THI programme. Its aims are essentially those of the wider programme, namely to support sustainable heritage- led regeneration in the Town to create a more inviting centre that will aid economic growth.

27. The *Townscape Heritage Initiative Guidance Notes*² of June 2010 outline the types of public realm work that the HLF will fund. These include:

- Historic surfaces such as pavements
- Other conservation area features, such as historic walls and railings that define the public realm
- External works which are associated with a grant- aided repair project and which enhance the setting of a building
- The removal of unsightly clutter on buildings and other eyesores, for example inappropriate signage, which are detrimental to the appearance of the conservation area

Items that are *not eligible* for HLF investment include:

- Routine maintenance
- Burying cables that are currently overhead
- Street furniture and street lighting
- 'conjectural restoration' works for which there is no firm historic evidence surviving in the conservation area or recorded in photographs or drawings
- Works involving the reversal of alterations that are themselves of quality and interest
- Tree- planting or any other form of soft landscaping

² http://www.hlf.org.uk/preApril2013/programmes/Documents/THI_Guidance_Notes.pdf

28. The County and Borough Councils are currently investigating options for leveraging additional investment to support some of the non- eligible items, particularly tree planting and street furniture.
29. The concept designs that were presented for engagement over the summer months of 2014 were based on initial sketches and ideas produced by Lancashire County Council as part of the Stage 2 bid process for HLF resources in 2013. The St James Square area was chosen as a target for this work as it is the confluence of the major routes through the Town and a focal point, it offers a large space for remodelling and redevelopment, and has the potential for regenerative benefits to empty buildings in the wider area. Photographic evidence from late 19th and early 20th centuries show a wider space in St James Square with pavements at a similar grade to the cobbles.
30. The adopted Conservation Area Appraisal identifies the four key aspects that have led to the spatial layout and building pattern of Bacup, which are its topography in steep sided valleys, and the confluence of the River Irwell and other tributaries; the early development of the settlement in this position, influenced by the pre- industrial road network; Industrial development from the mid- 18th century onwards influenced by development of turnpike roads and the flow of the River Irwell; and the 20th century clearance of property, which left large empty sites some of which have not been redeveloped. In view of these factors, the Appraisal identifies St James Square as

“the focal point of the whole Conservation Area. Its development above all else captures the character of those four aspects as it is a junction point of the major routes which lead through the town, it is largely built over the culverted River Irwell, and the clearance of buildings from the centre has created a public space which is well defined by buildings of varying heights. These buildings are generally larger in scale than those found elsewhere in the town, giving it a slightly different character and an air of municipality perhaps best exemplified by the austere but well composed and physically imposing Mechanics Institute, now Bacup Library. A further structure, the clock tower to the building on the corner of Burnley Road, also acts as a prominent landmark.”

31. And also

“St James Square is the obvious focus of the Conservation Area in terms of its function as the ‘hub’ of the town. There are a number of listed and ‘positive’ historic buildings in this vicinity”.

32. The County Council commissioned traffic counts at this stage, the findings of which are reproduced below in figure 1. The traffic counts and survey work informed sketch ideas for the St James Square area that ranged from more conventional traffic management approaches to the shared space option that was presented for public engagement. The sketch designs are reproduced below in figures 2-5.

33. The Public Realm Sub- Group recommended to the THI Partnership Board that the Shared Space option should be worked up in more detail and presented as it had the potential to create a stronger sense of place and thus contribute to achievement of the THI's aims and objectives. The Shared Space proposal also had the potential to ease pedestrian movement, and in contrast to the other, more engineered, sketch proposals would not increase signage and other highways paraphernalia that would be less sensitive to the setting of the buildings.

Figure 1: Bacup Traffic Flow Diagram

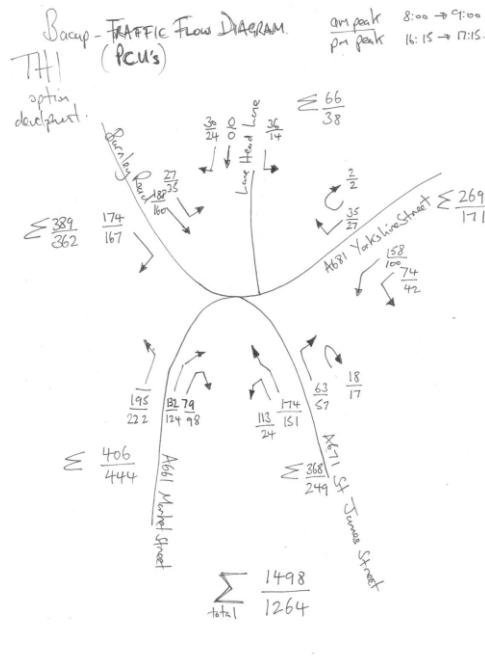


Figure 2: Sketch proposals: Double Mini- Roundabout



Figure 3: Sketch proposals: Large and mini- roundabout



Figure 4: Sketch proposals: Mini-T with Bus Gyratory

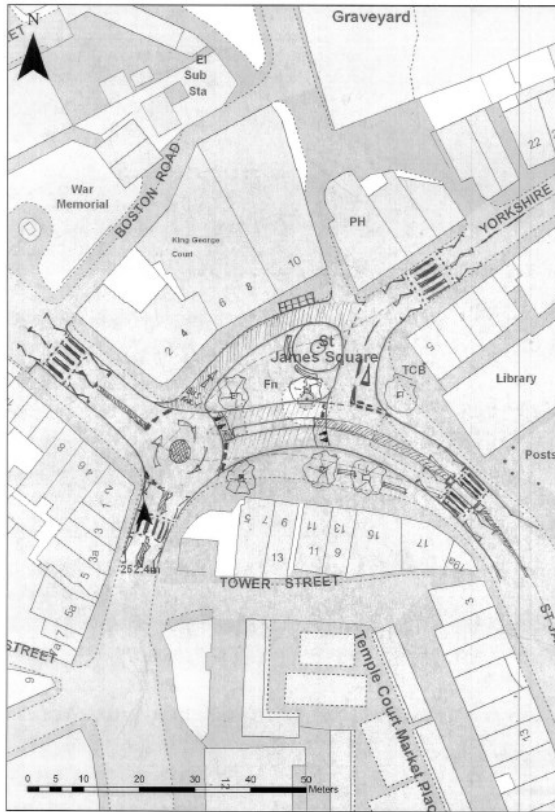


Figure 5: Sketch proposals: Shared Space



Shared Space Concept Plan

34. The County and Borough Councils, on behalf of the THI Partnership Board, commissioned the consultants Planit.ie to develop proposals for remodelling of St James's Square along shared space lines. The Board also retained the services of Ben Hamilton- Baillie on an advisory capacity, and to deliver a session on shared space concepts for the Borough Council's Cabinet and the THI Board.
35. In development of the design Planit.ie assessed pedestrian flows (figure 6) through St James Square. This information, coupled with detailed visual audit of the site, helped to highlight following problems with regard to the existing highways arrangements at St James's Square:
 - A public realm dominated by car traffic
 - Narrow and obstructed pavements adjacent to vacant shop units
 - Lack of 'breathing space' for businesses and amenities
 - An unpleasant pedestrian experience
 - Worn- out, uncoordinated and low- quality paving materials
 - Cluttered public realm dominated by highways paraphernalia with a lack of 'dwell spaces' for pedestrians.
36. Dealing with these issues informed the concept plans produced in Figures 7 and 8 below that were presented for public engagement over Summer 2014. The concept design included broader 'comfort zones', predominantly for pedestrian use, and proposed narrower carriageways, removing the existing gyratory system.

Figure 6: Analysis of Pedestrian Movement Plans



Figures 7 & 8: Concept

Illustrative Visual - After



Analysis of Responses to the Engagement Exercise

37. What follows is a summary of the key themes, concerns and ideas that arose through the public engagement process in Summer 2014. Responses vary from very detailed reports such as the submissions of the Bacup Traders' Association/ Rossendale Taxi Association and Rossendale Civic Trust, to shorter comments on specific aspects of the scheme.

Concerns about the existing highways arrangements

38. The majority of respondents expressed views on the existing highways arrangements.
39. A number of people expressed concerns about the existing gyratory system and the confusing give way and stop arrangements, as well as the fountain area that does not have conventional roundabout priority. One respondent thought that the existing arrangement was dangerous, and another thought that the removal of the roundabout would improve the way that the highway worked.
40. Several people had no concerns about the existing highways arrangements, although one of these respondents did think that bus circulation could be managed better.
41. Several respondents thought that the current arrangements were unwelcoming to pedestrians, and that it was difficult to cross the roads in the St James Square area. Respondents expressed concern about the accessibility of the area for people with disabilities. The RNIB in its response stated that the current road layout featured no controlled crossing points or islands that would make the carriageways safe for pedestrians to cross. The response also noted the narrowness of the pavements with obstructions and broken and uneven surfaces, which cause problems for blind and partially sighted people as well as other vulnerable road users. The space is difficult to navigate and disorientating for blind and partially-sighted people.
42. The difficulties encountered by cyclists using the existing gyratory system was a theme of some of the responses.
43. The lack of public toilets was a particular problem highlighted by some respondents.
44. The visual impact and aesthetics of the current road layout were of concern to a number of residents. Respondents also expressed the view that the sense of a town centre was lacking in Bacup due to the existing system. The town looked 'scruffy' and needed some investment. The current highways arrangements were not sensitive to the heritage of the town centre and due to the confusing layout 'enhanced concentration' on the junctions was required when driving through, which limited the ability of drivers to perceive the town's buildings and offer. St James Square in its current form was not 'open or welcoming'.

45. Respondents expressed concerns about current traffic speeds, and vehicles not currently adhering to the 20mph speed limit.
46. Respondents expressed concerns about current traffic volumes, one person expressing a view that the highway was not designed to accommodate the current traffic levels.
47. One respondent thought that the junction would benefit from traffic lights and controlled crossings.
48. One respondent thought that the former fountain not working was the biggest problem with the current highways design.

Concept of shared space

49. A number of respondents expressed opinions on the concept of Shared Space.
50. The response of Bacup Traders' Association/ Rossendale Taxi Association and others questioned the need for the scheme. The Traders/ Taxi Associations stated that the unused and derelict buildings in the vicinity of the scheme had 'more responsibility for the unwelcoming feel than the road/ pavement layout.' Further, the regenerative benefits of attracting passing traffic could be missed because of drivers carefully watching and concentrating on the behaviour of other road users rather than the wider environment.
51. Several respondents thought that the shared space scheme would cause increased traffic congestion. Responses also indicated concerns about impacts on traffic movements and circulation during the construction period, and the timescales involved in this. Slow traffic movement through the town could mean that people avoided Bacup. If this happened with HGVs it may lead to changes to junctions in the wider road network. The impact on air quality of slower traffic was also mentioned in responses as a possible concern.
52. The Traders' Association/ Taxi Association response saw the potential of Union Street to become a 'rat run' having impacts on road safety and wider amenity. The response also aired concerns about the management of traffic during the construction phase and its impact on traders and the wider public during this period.
53. Respondents also expressed concerns about a potential increase in accidents and collisions as a result of the scheme, and its changes to highways priority. Feedback also expressed general concerns about the interface of vehicles and pedestrians in a highways scheme that theoretically gives pedestrians increased priority within a shared space. The lack of kerbs within a shared space scheme was also highlighted as a concern for a

number of people. Responses also expressed concerns with the lack of right of way through the scheme and possible impacts on safety and circulation. Some respondents expressed a preference for controlled rather than courtesy crossings within the scheme, because of the volume of traffic and, in the case of the Civic Trust, the recommendations in the Conservation Area Appraisal to this effect.

54. The Traders Association/ Taxi Association response aired concerns about the safety of people at events inadvertently veering into the highways space into the path of oncoming traffic.
55. The potential for shared space to cause problems for businesses unloading, loading and managing deliveries was highlighted in responses.
56. Several respondents thought that the shared space approach had the potential to encourage anti- social behaviour in the new spaces, for example, increased alcohol consumption, loitering, vandalism and littering. Respondents also expressed concerns about the maintenance and cleansing of any delivered scheme.
57. The impact of the climate on shared space treatments was also raised as a concern in responses. This links to more detailed concerns on drainage that are outlined below. However, in particular, respondents highlighted the impact of snow cover on a shared space rendering differences in colour and texture of the carriageway and comfort zone surfaces illegible. Respondents also expressed concerns regarding the generally moist climate of Bacup, and the impacts of this and ground frosts on the materials chosen and the maintenance regime. The climactic conditions could also preclude the use of the spaces for public events and outdoor activities. Others thought that the proposed space outside of the St James Square was too big.
58. Residents expressed concerns about locations of signage and CCTV infrastructure after scheme implementation giving a cluttered impression.
59. Several respondents thought that shared space schemes could be challenging for people with disabilities to use. In its response, Guide Dogs suggested that courtesy crossings were challenging for people with sight loss to use, as partially-sighted road users could not rely on eye contact to communicate with drivers. Zebra crossings would be preferable to the proposed courtesy arrangements in Guide Dogs' view. The RNIB in its response suggested that it does not support the concept of shared space, and would question the consultation material's claim that road safety has improved as a result of shared space schemes implemented elsewhere. The RNIB would not support implementation of a scheme that did not include controlled crossings and where eye contact was relied on to negotiate right of way, and can see issues with this kind of arrangement not only for blind and partially sighted people, but also people with learning disabilities, older people, stroke survivors and children. Any public realm improvement schemes should be designed to be accessible as possible, the RNIB has

concerns that shared spaces are 'no- go' areas for people with sight-impairment and other disabilities.

60. Respondents thought that a shared space proposal would not be sympathetic to the town's character.
61. The Civic Trust suggested that the proposal appeared 'alien' to the wider character of the area, would obscure the historic crossroads, and that the proposed materials and treatment would detract from the flagstone and curb character that is mentioned twice in the Conservation Area Appraisal.
62. Responses indicated that the shared space proposal as presented was lacking in green space.
63. Others thought that shared space as a concept was fine, but not at such a busy junction.
64. On the positive side respondents thought that there was the potential for the shared space to be used for a range of activities including street and continental markets, open air events, music or arts activities, and a potential location for outdoor TV screens and publicly accessible wi- fi. The space would encourage drivers to stop and look around, rather than simply drive through.
65. A number of respondents viewed the shared space as a modern and fresh approach, more open and attractive with a potential to rejuvenate the area. Several people thought that the proposed scheme would be a significant visual improvement. Some responses saw the potential for the new spaces to be more child- friendly, that the scheme offered more chances to socialise and had the potential to be more inviting than the existing arrangement.
66. Respondents indicated that the shared space proposal created opportunities to regenerate the town centre, increase shop occupancy and improve the environment. The scheme would have the potential to integrate the northern part of the town centre with the wider area, and could encourage a broader range of uses. People expressed the view that the re- use of empty buildings adjacent to the shared space scheme was critical to the success of the THI.
67. The space was viewed as more pedestrian- friendly than the current arrangement by a number of people. Respondents could also see the benefits of the proposal to improve accessibility for people with disabilities. LCC's Equality and Cohesion Team welcomed the scheme's wide pavements, and refuge areas in the centres of the 'carriageways'.
68. Several respondents thought that the shared space could be a well-maintained and attractive focal point with a potential to host festivals, stalls, arts installations, and other formal events for example with local scout and guide groups.

69. English Heritage in its response to the consultation was supportive of the principle of a shared space development, the creation of the large south-facing open square, and the widening of pavements. The indicative design would slow traffic and create a pleasant and more useable environment for pedestrians and local businesses.
70. The Highways Agency suggested that the proposed scheme would “not impact significantly on the safety or operation of the strategic road network.” However, the Agency supported the proposed scheme “that should have a positive effect on road safety, traffic volume and economic vitality, which would benefit the local road users and local businesses.”

Enhancements

71. Several respondents suggested ways in which the proposed shared space could be used or improved.
72. More benches would be one potential improvement to the space. Some responses expressed a preference for more modern styles of street furniture rather than pastiche heritage versions.
73. A safe play area for children potentially with a multi-use sculptural feature, for example a tree, coupled with skatepark elements, trim trail, climbing wall features would be potential improvements to the space.
74. More soft landscaping in the scheme would be welcomed by a number of respondents. People suggested gardens on Irwell Terrace as welcome improvements, coupled with planters and street trees more generally through the scheme. There were queries whether green spaces adjacent to Irwell Terrace could be brought into the scheme.
75. Responses also indicated a desire for gateway schemes to be moved further along access roads into St James Square, with implementation of traffic calming measures such as speed bumps along these. Respondents thought the area targeted by improvement could be wider including Market Street, St James Street (up to and including the Maden Centre), Irwell Terrace and Union Street in a wider town centre scheme. A wider scheme taking in War Memorial and the Wall of History was also mooted in responses, along with treatments to the ginnels and alleyways, such as Tower Street radiating from the town centre.
76. One respondent thought that traffic police supervision in the early days of the scheme would be useful.
77. Respondents thought that the relocation of the Maden Fountain from Stubblee Park, a statutorily listed piece of street furniture, would be a significant enhancement within the streetscape.

78. Enhanced and bespoke cycling parking, helping to integrate the town centre with the wider cycling network was mooted as a potential improvement in responses. LCC's Environment Directorate's Strategy and Policy team's response suggested that facilities for storing bicycles should be provided in any delivered scheme. The installation of cycling infrastructure would help the town to benefit economically from cycling- based tourism to Lee and Cragg Quarries.
79. Improved tourist and heritage- based signage, and links to the Town Trail, Irwell Sculpture Trail and other walks were potential improvements identified in a number of responses. A larger Heritage Trail plaque in a more prominent location was a specific item mentioned in a response.
80. Respondents thought that a programme of arts, festivals, installations and other events would be significant enhancements to the town centre and that the shared space should be designed to incorporate these. The installation of outdoor TV screens and publicly accessible wi- fi could also be improvements to the space. A number of people could see the potential for the new spaces to be used by the coco- nutters for their performances and that the public space could host an artwork such as a statue celebrating the heritage of the coco- nutters. The Traders' Association/ Taxi Association response saw the lack of a central feature, 'sculpture, fountain or statue' as a weakness of the concept design.
81. The Traders' Association/ Taxi Association also promoted the development of an events programme in their combined response, initially on a monthly basis, but increasing in frequency as the public spaces and wider programme are developed.
82. A response suggested that Lanehead Lane could be closed to vehicular traffic. Traffic could be handled via the back street behind St James Square and emerge onto Burnley Road. The disused public toilets could be demolished to increase capacity along the route. Another response indicated that the Woolworths building could be knocked down to facilitate a similar scheme, combined with partial demolition to the rear of the other properties on St James Square to facilitate traffic movement and parking.
83. Another response suggested building a bypass from New Line to Sharney Ford and the top of Weir to take rush hour traffic from the centre of Bacup. Responses also suggested that a town centre avoidance route for HGVs would be desirable.
84. The inclusion of mini- roundabouts at junctions and some one- way movement around the town centre was promoted as an option to make the shared- space scheme work better.
85. The Environment Agency noted that the River Irwell and Greave Clough Brook are in culvert under the Town Centre. Due to the constraints in place the Agency considers that it would not be practical to take the rivers out of

culvert, however, would appreciate if awareness could be raised as to the fact that the watercourses exist under the town as part of the delivery of any scheme.

86. Responses also suggested that a more accessible and prominent taxi rank would be a desirable outcome of the public realm improvement scheme.
87. The suggestion that lower business rates would help to attract new traders was included in responses.
88. Several responses suggested that buildings should be demolished, and improvements should be made to the wider shopfronts etc, proposals for which are part of the wider Townscape Heritage Initiative scheme. Other responses suggested that the widespread use of hanging baskets would be welcomed.

Geometry

89. Several responses highlighted concerns about the geometry of the junctions as depicted in the concept plan. Respondents thought that the movement of traffic from Todmorden Road to Burnley Road and Market Street would be difficult, or almost impossible for larger vehicles. Respondents also expressed concerns about encroachment of buses and HGVs onto pedestrian areas when cornering. Some of the carriageway areas, as depicted on the concept plan were too narrow to accommodate traffic according to some responses.
90. Responses suggested a trial- run of the geometries using traffic cones, or alternatively a phased approach with a limited scheme removing the central islands and gauging how the traffic and pedestrian flows work ahead of more costly installation of high spec surface materials.
91. One response suggested creating a more obvious T Junction by placing the proposed build out area on the opposite side of St James Square to the one shown in the concept drawing.
92. Respondents also put forward concerns about HGVs with failed brakes travelling down Yorkshire Street and traversing straight across the area identified as pedestrian- focussed comfort space in front of the even-numbered side of St James Square.
93. The response from the Fire Service suggested that the proposed scheme should pose no difficulties of access or movement for their vehicles.

Bus circulation

94. A strong theme emerging from the responses received were concerns about bus circulation around a remodelled centre.

95. The concept proposals were based on the assumption that Union Street would be used to handle bus circulation, including changes to the junction and making that street one-way to facilitate this.
96. The suitability of Union Street to handle such an increase in bus journeys was highlighted as a significant concern. The steep gradient of this street, the visibility at the junction with Market Street, and hazardous driving conditions in winter weather were all concerns. The land uses in this area were also thought to be incompatible with this kind of highways approach with two pubs receiving deliveries on Union Street and a furniture shop. The Street also acted as an access for the supermarkets.
97. People also raised concerns about the relocation of the bus stop for Todmorden, currently in front of 10 St James Square.
98. Respondents also indicated that the former Health Centre site on Yorkshire Street could provide a bus terminus freeing up space in the town centre.
99. Others were concerned that the bus terminus would have to be moved out of the town centre to facilitate the scheme.
100. In their comprehensive combined response, the Traders' Association/ Taxi Association make several suggestions in regard to bus provision. As this response proposes the pedestrianisation of Union Street, and retention of the current gyratory arrangement at St James Square, different arrangements to handle bus circulation are not a central theme. The response proposes a reorientation of the bus stops on Irwell Terrace (by 15- 20 degrees) and the removal of bus stand C. The remodelled proposal would allow for an integrated public transport hub at Irwell Terrace featuring a highly visible and accessible taxi rank.
101. Responses also outlined a more comprehensive one way system around the town including Union Street to handle traffic flow.

Location

102. A number of responses questioned St James Square as a focus for public realm remodelling and suggested instead that investment should be implemented on St James Street to capitalize on the high quality public realm of Irwell Terrace. One respondent suggested that this approach would work better in terms of accommodating street markets. Union Street was also suggested as a possible further alternative location for public realm remodelling, potentially involving a fully pedestrianised option.
103. Respondents were concerned that the proposed location for the public realm would detract from other areas of the town centre particularly Union Street.
104. Rossendale Civic Trust suggested that the Town Centre, from a pedestrian point of view now was orientated more around Union Street and

St James's Street and away from the north side of St James Square due to the development of Morrisons and other factors.

105. The Union Street focus, with related works on St James Street and a remodelling of the market were the main elements of the detailed response from Bacup Traders' Association. Other elements of this response recommended a remodelled but more conventional approach to St James Square, widening the roundabout and remodelling the traffic islands. In this proposal the junction would operate as a conventional roundabout, rather than the gyratory system that appertains at present. The response proposes shared space approaches, with some controlled crossings in Burnley Road, Market Road and St James Street/ Rochdale Road and Yorkshire Street.
106. Some presented Irwell Terrace/ St James St as an alternative location for shared space implementation given the Terrace's high quality surface materials and potential to host events. The scheme shown in Figure 4 above could facilitate this by removing the bus stops from the Terrace and allowing more public space. Irwell Terrace as a location for shared space and public realm improvement could perhaps help to bring forward the Conservative Club building for a more viable leisure use such as wine bar or bistro, which would help to animate the public realm at night.
107. Respondents suggested that the investment should be used for more general improvements of pavements and surfaces throughout the town centre.
108. One response suggested (with a drawing) that the proposed build out area on St James Street should be located on the other side of the road in front of 15- 19 St James Square, and incorporating the former fountain, which would allow traffic more or less along the existing line from Yorkshire Street to Market Street.
109. A view expressed in responses was that the proposal did not relate to the Town Centre, but rather an area on the edge of the Town Centre.
110. Respondents also expressed concerns that investment would be used in a predominantly empty area and that any public realm improvement should be located in adjacent to better occupied areas. The Traders Association/ Taxi Association report suggested that the location was an "empty barren space".
111. However, other responses indicated the view that the buildings on the even side of St James Street were empty due in part to their 'inaccessibility' as a result of the current highways arrangements.

Drainage

112. Some concerns were expressed in responses in reference to drainage problems, and whether improvements to drainage could be incorporated further along the entry routes into Bacup, for example Todmorden Road, to

take some surface water away before it flows into the centre. Respondents thought that some mitigation measures were necessary to ensure the scheme was not prone to flash flooding, particularly if kerbs were removed or lowered, thus reducing water channelling. One response suggested that the entire LCC element of the scheme should go into improved drainage throughout the centre, and throughout the immediate access routes.

113. This and the impact of climate and topography on the scheme were of considerable concern to some respondents. The high level of rainfall in the area and its height above sea level were considered to be factors that would impact on the scheme, and materials and specifications should be chosen and progressed in view of these factors.
114. The Fire & Rescue Service mentioned historic flooding in the town centre and suggested the investigation of the capacity of the drainage system and the culverted River Irwell prior to commencement of the work.
115. United Utilities suggested that the management and control of surface water should be a design consideration for the scheme as a whole.
116. The Environment Agency suggested that the watercourses in culvert in the area are designated as 'main river' and are therefore subject to Land Drainage Byelaws. As such, details of any surface water outfalls, which should be constructed entirely within the bank profile, must be submitted to the Environment Agency for consideration. The Agency has a right of entry to the culverted water courses, and its access requirements should be taken into consideration as part of the design process.

Capacity

117. The Civic Trust and others raised the issue of the capacity of the proposed design to take increases in traffic flow arising from housing and other development requirements arising from the emerging Local Plan. Other respondents expressed concerns about the scheme's ability to accommodate any expanded utilities infrastructure required as a result of increased housing development.
118. Others would like to see more definitive traffic counts commissioned to help to inform the delivery of the scheme.
119. Concerns were expressed by some respondents that sat- navs were directing HGV traffic through Bacup to avoid the M60 particularly on Yorkshire bound journeys.

The Former Fountain

120. There were a number of responses regarding the potential removal of the former fountain as shown in the concept plan.

121. A number thought that the former fountain was part of the Town's heritage that it was desirable to protect, improve and incorporate in any resultant public realm scheme, with water flowing through and architectural lighting. Some thought that relocation would be appropriate.
122. The Traders Association/ Taxi Association response suggested that a new feature or sculpture could be installed as a replacement for the existing and as a 'focal point' for the town centre.
123. English Heritage in its response suggested that the relocation of historic features such as the fountain appeared to constitute 'less than substantial harm to the significance of the conservation area' (as per paragraph 134 of the National Planning Policy Framework) and as such a case could be made to justify relocation based on the likely overall public benefits of the proposal. The English Heritage response gives several example of *listed* assets being sensitively relocated as part of wider public realm improvement schemes. English Heritage would expect a justification and method statement for relocation to accompany any planning application for relocation.

Parking

124. Several responses raised the perceived inadequacies of town centre parking in Bacup.
125. Responses urged more convenient parking suggesting that people with mobility difficulties have problems negotiating Bacup's steep streets.
126. Parking restrictions on Morrison's Car Park, pushing its staff onto the town's car parks was mentioned in responses as an issue.
127. Respondents thought that the Old Health Centre site could provide opportunities for additional car- parking.
128. Respondents also thought that an easing of time limits on the St James Street car parks would be desirable.
129. Respondents, including the Traders' Association/Taxi Association suggested a remodelled Market could provide more opportunities for parking. The Traders' response also suggested that, in line with their wider remodelling proposals that some double yellow lines on Market Street and Burnley Road could be re- designated as single yellow lines and appropriately controlled.
130. One of the themes of Rossendale Civic Trust's detailed response was using the THI investment to facilitate additional car- parking capacity. The response gives the reason that Bacup has insufficient car- parking to meet the needs of the number and size of shops, with no short stay car parking

close to its centre. The location of Morrisons on the edge of centre with a large car park could be disadvantageous to Bacup's historic core. Delivery of additional car parking would help to implement the Council's adopted Core Strategy.

Materials, Planting and Street Furniture

131. Respondents mentioned the materials and specification for the scheme.
132. The durability of materials in response to heavy traffic loads and weathering was highlighted in the responses, as was the impact on surfacing of proprietary salt and chemical compounds used in gritting. The importance of contracting in specifying materials, maintenance and delivery timeframes for the scheme were emphasised.
133. Responses suggested that tumbled setts and flag stones with rounded edges could be more durable in this context. However, The Civic Trust thought that the concept design did not reflect the kerb and stone- flagged pavement character of Bacup, a feature that was mentioned twice in the Conservation Area Appraisal.
134. Responses indicated that the street trees should be appropriately located, contained in a reasonably sized pit with suitable compost and be of "an appropriate size to give them the best chance of survival without being prone to vandalism and snapping".
135. Raised beds made from stone filled with perennials and grasses could be installed in liaison with Bacup Pride and Stubbylee Greenhouses.
136. The English Heritage response was comprehensive in respect of this issue. It made the distinction between Bacup's semi- rural character and the city centre nature of Fishergate, a shared space scheme that was a comparative example in the consultation materials. English Heritage suggested that the Fishergate designs would not necessarily be "appropriate or transferable to a small market town like Bacup". The response notes too that the Fishergate scheme is part of a wider Public Realm Strategy for Preston City Centre, that seeks to co- ordinate investment in that area, and that a similar strategy would be of benefit for Bacup to ensure that THI investment 'contributes to a coherent and unifying long- term public realm vision for the town.'
137. The English Heritage response also contains guidance on the treatment avoiding a patchwork appearance from specification of too many different colours and types of materials, and undermining the shared space concept by differentiating highways and pedestrian comfort spaces too sharply.
138. United Utilities in its response suggests that involvement with them at the next phase of design- work is necessary and that "careful consideration is

required for the selection and location of the surface materials; sub bases; street furniture; trees and plants, in particular the short, medium and long-term impact on utility infrastructure.”

139. Furthermore, United Utilities suggest that in selecting surface materials the following considerations should be taken into account in assessing impact on utilities infrastructure:

- Emergency repairs and resulting reinstatement
- Matching and sourcing the materials in the medium and long term
- Facilitating utility access points [stop taps, hydrants etc]
- Correct setting of any covers [preventing tripping hazards etc]
- Future access; maintenance and operation of utility infrastructure;
- Protection provided [loadings; weather; frost etc.]
- Cost

140. Similar considerations should be taken in relation to sub- base materials.

- In terms of Street Furniture, United Utilities suggest that consideration should be given in their selection and location to impacts on
- Access to utility assets [stop taps, hydrants etc]
- Depths of foundations/ and or fixing points; and
- Loading on utility infrastructure assets

141. Trees and bushes should not be planted in the vicinity of utility infrastructure assets. The response includes detailed guidance notes for planting adjacent to pipelines.

142. The Environment Agency suggests that no trees or shrubs may be planted, nor fences, buildings, pipelines or any other structure erected within 8 metres of the top of any bank/ retaining wall of the watercourse without the Agency’s prior consent.

143. Guide Dogs suggested that the use of a kerb edge, tactile paving at crossing points, wider pavements, and sensitive location of street furniture, would be welcomed.

144. The RNIB makes similar points in relation to tonal contrast of materials, use of tactile elements and positioning of street trees to maximise pedestrian visibility and avoid the potential for visually- impaired people to collide into these. Hoardings around the base of trees to allow blind and partially- sighted people to discern these would be helpful. The RNIB also suggests that the use of A- boards, tables, chairs and other street furniture is restricted to allow a clear space for people with disabilities to use within pedestrian areas, suggesting 2m from building line to kerb edge is kept clear in line with Department for Transport guidance contained within its document “Inclusive Mobility”. The response from LCC’s Equality and Cohesion Team also suggested that the comfort spaces should avoid clutter, which would make it

difficult for wheelchair users, guide dog handlers and others to navigate through the space.

145. The response from LCC's Equality and Cohesion scheme expressed concerns about placement of trees, particularly those in the concept design that were depicted close to crossings, which would limit the view of pedestrians and drivers in these areas, and be present a potential difficulty for people with visual impairment and guide dog users.
146. The Traders Association/ Taxi Association response also aired concerns about the location of trees particularly in regard to over- running and potential collisions, and the durability and maintenance of surface materials as a result of heavy traffic loads.
147. Other responses suggested that curbs should be designed with a chamfer to allow enough visual and tactile difference for people with visual impairment to safely use the space, whilst also reducing the risk of bicycles with road tyres being flipped over.

The Market

148. Improving connectivity and visibility to the market, and wider thinking about flexible uses of the public realm for street markets were themes of several responses.
149. Responses indicated that people were generally unsure as to how the scheme as proposed could have positive impacts on the existing market. Others thought that the market could be moved to a more central location following implementation of the scheme, at least the traders that do not require bricks and mortar accommodation.
150. Other suggested that surface materials could be used to draw people through to the market site from the improved public realm in the town centre.
151. That the market is hidden from view and visibility could only be improved by demolition of buildings of some historic character was a view put forward by some respondents. .
152. A centrepiece of the Traders' Association/ Taxi Association response was a remodelling approach to the market removing some of the outside stalls and permanent buildings to facilitate increased short- term car- parking and the provision of public toilets. The fixed external stalls could be replaced with street markets on Irwell Terrace. Other responses suggested that the outdoor stalls could be relocated too, though with retention of the units.
153. Other responses suggested the installation of a canopy in the open area of the market to facilitate a more all- weather experience, and a more flexible arrangement of the central stalls.

A Response to the Engagement Concerns

154. The next phase of design- work will be ongoing over Autumn/ Winter 2014- 15. This will be a more detailed phase based on a thorough assessment of the area's topography, traffic flows, and location of statutory services. This phase will also take into account the ideas and concerns arising from the consultation, as follows:

Concept of shared space

155. The concerns about shared space will be addressed further during the detailed design phase, including the ongoing engagement with vulnerable road users to help to specify designs and materials. Targeted work with local schools and young people on use of shared spaces and road safety more generally will be done as part of the ongoing project.

Location

156. Although the focus of the scheme will remain St James Square, as this is a natural focal point for the town, and offers the most space to work with, this will be part of a wider masterplan and public realm strategy for Bacup, seeking to coordinate action throughout the wider town centre. Further funding from a variety of sources will be sought to implement improvements. The design will look to 'feather in' the improved highways materials and arrangements in the wider access routes.

Enhancements

157. The THI and match funding can only be used for the street surfacing. The THI investment accounts for the uplift in cost for the use of heritage-standard materials. As such, items including street trees, lighting, street furniture and public art cannot be eligible for THI investment.

158. As part of the ongoing masterplanning work, further sources of funding will be sought to implement some of these improvements.

Geometry

159. The ongoing design- work will test further the geometries of any shared space scheme, using comprehensive swept path analysis of a range of vehicle sizes. Having said this geometries in any delivered shared space scheme will be tighter than the current highways arrangements to achieve lower design speeds through the area. There may also be provision for overrunning of larger vehicles, where safe, on some of the kerb edges. The geometries will also be changed as a result of topographical surveys and surveys of statutory services.

Drainage

160. A comprehensive topographical survey will be commissioned as part of the ongoing work, which will help to determine drainage arrangements. A final design will include adequate provision of gully points, located away from building frontages to handle surface water drainage. The capacity of existing storm drains will be investigated.

On Bus Circulation

161. The topographical survey will help to inform options for Union Street, including the desirability of making this a one way street to handle the bus circulation and any junction improvements needed to facilitate this. Alternative proposals that have arisen through the consultation, including using Lumb Scar to handle the circulation, or the former Medical Centre site will be tested during the detailed design phase.

Capacity

162. Traffic counts data, and projected increases in traffic will be used to inform any delivered scheme.

Materials, Planting and Street Furniture

163. The ongoing masterplanning process will help to test and specify the materials for the final scheme. Ongoing stakeholder engagement, particularly with blind and partially- sighted groups will help to specify appropriate materials and finishes.

Parking

164. The provision of parking, of itself, is not eligible for Townscape Heritage Initiative investment. Alternative arrangements for parking including suggestions that have arisen through the consultation will be tested through the detailed design phase. The THI Partnership Board is continuing to work with Morrison's in terms of a more flexible use of its long- stay car- parks. Improved signage and information will be an integral part of any public realm strategy for the town.

The Former Fountain

165. Testing the geometries of any scheme as part of the next phase of work will indicate how feasible it is for the former fountain to remain in its current position. The council will consider the feasibility of options for removal and relocation of the former fountain. Furthermore, proposals for new more aspirational public art could be delivered as part of the Irwell Sculpture Trail within St James Square as a focal point, and this will be tested as part of the ongoing masterplanning work.

Next Steps

166. Over the Autumn and Winter 2014/2015, the County Council will lead on the more detailed design work of the proposed public realm improvements, using the comments and ideas received from the consultation alongside the findings of topographical and other surveys.
167. The THI Partnership Board will continue stakeholder engagement on aspects and designs of the scheme, particularly with more vulnerable road users to test materials and finishes.
168. Final designs will be published in Spring/Summer 2015 with implementation works starting after that date.
169. The diagram below, reproduced from the DfT Guidance on shared space implementation shows the process for design and implementation of shared space schemes. The project is now at initiation stage, with the detailed design- work to follow.

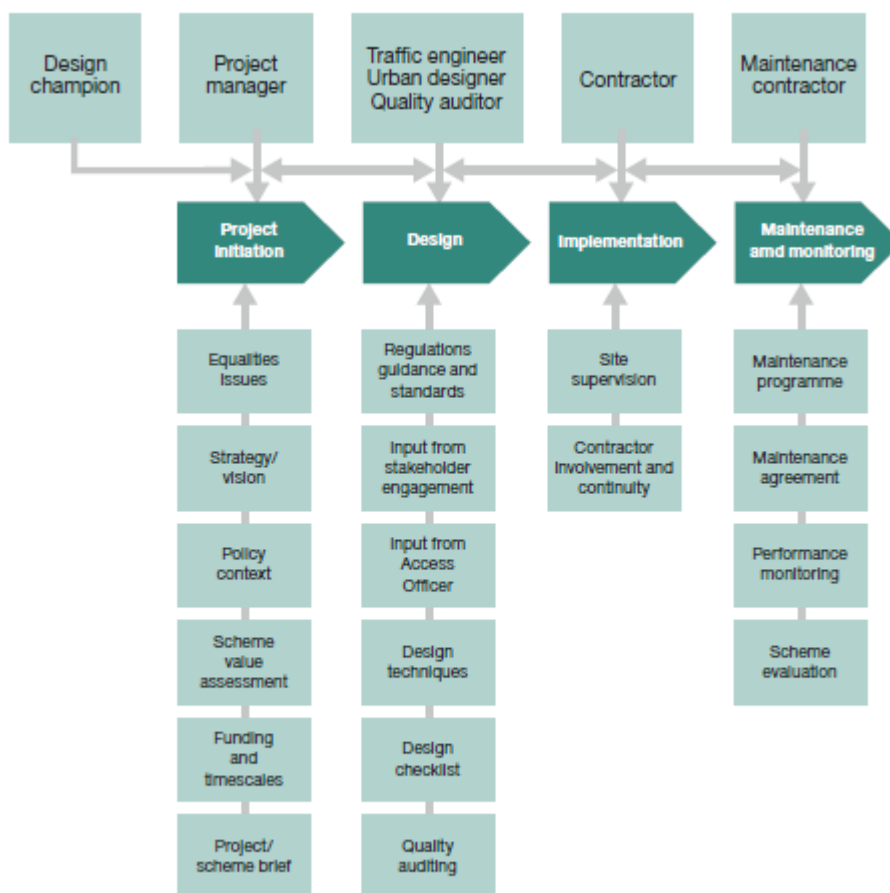


Figure 4.2 The scheme development process (based on LTN 1/08 *Traffic Management and Streetscape* (DfT, 2008a))

Appendix 1: Post- it note comments from the Library Drop-in session

“Traffic Hazards/ with pedestrians especially children in the crossings areas. Shared Space!?! Zebra crossing would be much safer.”

“Kerb drop 40mm Blackpool issues!”

“Resite fountain planter”

“Demolish old Woolworths building”

“Tod Bus Stop?”

“Convert Market Buildings to older people’s bungalows.”

“Make Lumb Scar a Car Park because taxis don’t want it. Short stay or disabled?”

“Bridge across roads?”

“Lack of car parks. Old Health centre Site! Knock Down old Woolworths site.”

“Puppet shows for children & swings/ benches as family shared space”

“Wind turbine construction traffic.”

“Move market to somewhere outdoors. Car park in place of it.”

“Stalls for puppet show Play area with swings.”

“Little park- climbing structure e.g tree. Play equipment.”

“Road from Tod Road too narrow + bad for large vehicles make road wider + reduce curve.”

“Loss of fountain leaves centre without a feature in the centre no improvement for traffic exiting Burnley Road”

“Bacup fountain should be preserved + kept as a garden feature plus more hanging baskets + planters would enhance the Town area.”

“Space outside library too big More parks needed”

“Bus Stops: To Burnley? To Tod?”

“”POYNTON HAS A FOUNTAIN!”

“Relief road round Poynton- is it happening?”

“As on the video (Poynton) there is a roundabout that people observe as such. On the Bacup example there is no such roundabout only junctions with no apparent right of way.”

“Space outside REAL is too big Roundabout needed. Zebra crossings needed.”

“Telephone boxes”

“Incorporate the existing fountain (planter). Pedestrian area outside Woolworths is too big.”

“Investment also required in how the shared space will attract uses + visitors”

“More seats please (Encourage old people needing sunshine to get it)
(Encourage social interaction) etc”

“BRING IT ON! MAKE BACUP SOMEWHERE PEOPLE WANT TO VISIT”

“Lollipop people for schools”

“Car parking needs signage off street/car parks”

“KEEP AND RE-INSTATE OUR FOUNTAIN- IT IS BACUP’S HERITAGE”