

Rawtenstall Town Centre Area Action Plan Revised Preferred Options Report

Forward Planning Team
Rossendale Borough Council
March 2006

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BOROUGH COUNCIL 

Rossendale Borough
Council

**Rawtenstall Town
Centre**

Area Action Plan –
Revised Preferred
Option Report

Arup

with

**Matrix Partnership
and
Donaldsons**

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	Prepared by	Reviewed by	Approved by
Name	Team	Stephen Potter	Chris Stratford
Initials			
Date			

1 Introduction

1.1 Rawtenstall Area Action Plan

An Area Action Plan is being prepared for Rawtenstall Town Centre. The plan will form part of Rossendale's 'Local Development Framework' – replacing the old Rossendale Local Plan. As such, the 'Area Action Plan' will be a formal 'Development Plan Document' and will set out statutory planning policy for the town centre.

Other elements of the Borough's 'Local Development Framework' are currently being prepared. These include the Core Strategy which sets out the overall development and regeneration priorities for the Borough and an Area Action Plan for the Bacup and Stacksteads Area.

The Rossendale Local Plan (1990 – 2001) has expired, and there is a clear need to establish a statutory planning policy framework for the town centre. This framework will provide the context against which new proposals for development will be assessed.

The production of the plan is timely. At present there are a range of development proposals and potential projects relating to sites in the town centre. A key objective of this commission is to ensure that these projects are not considered in isolation – but that they are viewed within the context of an overall vision for the future of Rawtenstall town centre.

Importantly, the Area Action Plan will focus upon the delivery of regeneration in Rawtenstall town centre.

The plan will not only set out the policy framework against which planning applications will be assessed, but it will consider how the regeneration of the town centre should be proactively delivered and coordinated by the public and private sectors in partnership – including consideration of issues of programming, resource requirements, service delivery and funding. The Area Action Plan will also have a promotional role – articulating a long-term inspirational vision for the future of the town.

The Area Action Plan is being prepared on behalf of Rossendale Borough Council by a consultancy team led by Arup. A wide range of partners, including Lancashire County Council, have also contributed to the plan's production.

1.2 Revised Preferred Option

In August 2005 a Preferred Option Report was produced for the Rawtenstall Area Action Plan. The Preferred Option set out an ambitious development strategy which included the replacement of the Queen's Street Gyratory with a cross roads junction. This radical solution would have created a very strong pedestrian link between heart of the town centre, the East Lancs Railway Station and New Hall Hey beyond. The remodelling would have also opened up the development potential of a range of sites around the gyratory, including the Fire Station.

In producing proposed remodelling solutions for the town centre gyratory, the consultant team, the Borough Council and County Council were all mindful of the importance of this junction as a gateway to the Borough, and were all concerned to

ensure that the remodelling the junction would not give rise to excessive levels of congestion.

This approach recognises the strategic importance of the gyratory as an access point to the Borough and East Lancashire as a whole. The topography of the valley and its existing road network means that the gyratory is effectively a bottleneck through which traffic from the south seeking access to Rawtenstall, Bacup, Waterfoot and destinations towards Burnley passes. In many instances, there are no viable alternative 'by-pass' routes which traffic could take.

In tandem with the publication of the Preferred Option, therefore, a programme of additional, detailed work was undertaken to test the feasibility of remodelling the transport infrastructure.

This comprised updated traffic surveys, junction design, and computer simulation and modelling. The work was undertaken in partnership with officers from Lancashire County Council to test the viability of the remodelling proposals.

This additional transportation work revealed that:

- The base traffic flows had increased significantly from those originally used by the team to develop Masterplan solutions (the most up to date traffic survey data used to inform the Area Action Plan was based upon a Lancashire County Council 2002 traffic survey)
- Over this period, all main traffic movements through the gyratory had increased – some by up to 50%.

- Allowing for updated base traffic flows, increased traffic flows generated by new development proposed within the Area Action Plan, annual increases in traffic flows which are likely to occur in future years, the revised layout would result in high levels of congestion at peak hours.

On the basis of this additional work, the design team, Borough Council and County Council jointly took the decision that an alternative design solution would be required which would provide for a higher traffic flow capacity, whilst also seeking to improve conditions for pedestrians, cyclists and public transport.

This decision was not taken lightly, and it is recognised that the revised option will not deliver some of the significant regeneration benefits which would have been produced by remodelling the gyratory system. However, on balance, it was felt the right decision to take in order to ensure that high levels of traffic congestion did not blight the town in the future.

The decision reflects the open and transparent environment within which the Area Action Plan is being prepared - with ideas and alternative options being publicly discussed as they are developed and tested in detail.

The purpose of producing this Revised Preferred Option Report is therefore to outline the revised proposals for the Queen’s Square Gyratory, and also to address its ‘knock on’ implications for the remainder of the Area Action Plan.

These specifically relate to the provision of ‘Civic Facilities’ which were previously proposed at Queen’s Square, and the future use of sites which lie within the gyratory itself (ie adjacent to the Fire Station).

1.3 Process of Area Action Plan Production

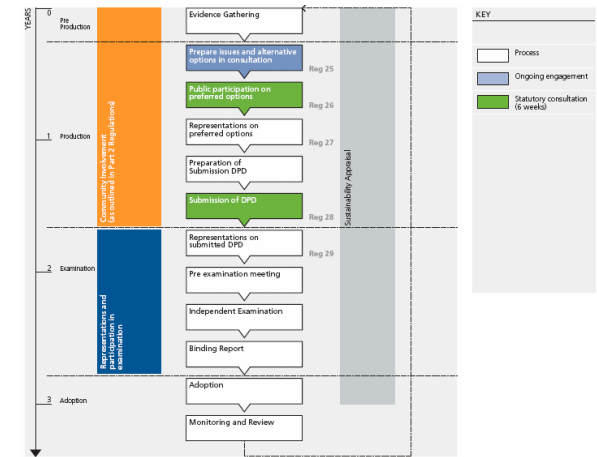
Detailed guidance on the preparation of an Area Action Plan is set out in Planning Policy Statement 12 (PPS12).

The purpose of this commission is to develop the Area Action Plan through to formal Submission (ie the first two phases of the process described below).

Specific guidance regarding the preparation Area Action Plans is set out in Planning Policy Statement 12 and its accompanying guide. PPS 12 can be viewed at:

http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_030922.pdf and its Companion Guide can be viewed at:

http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_032593.pdf.



This will entail the following stages of activity:

1. Evidence Gathering
2. Prepare issues and alternative options in consultation
3. Public participation on preferred options
4. Representations on preferred options
5. Preparation of submission Area Action Plan
6. Submission of Area Action Plan

It should be noted that this programme of consultation regarding the Revised Preferred Option represents an additional iteration of the plan preparation which sits between stages stage 4 and 5 of the above programme.

To date Stages 1 and 2 of this process have been completed. The Baseline Report which sets out the findings of the Evidence Gathering phase of the plan preparation and the Issues and Options Report

which sets out alternative scenarios for the future of the town have been produced and are available from Rossendale Borough Council. These reports are also available at www.rossendale.gov.uk.

1.4 Baseline Report

The first stage of the Area Action Planning process was the production of a Baseline Report which sets out the 'Evidence Base' upon which the Action Plan will be developed. This report has been published and can be viewed at www.rossendale.gov.uk.

The Baseline Report may be supplemented as additional research and consultation is undertaken during the production of the Area Action Plan.

Extensive additional baseline information in the form of Borough Profiles and Issues Papers have also been assembled in relation to the Core Strategy. These can also be viewed at the Council's Website. http://www.rossendale.gov.uk/site/scripts/download_info.php?downloadID=196

1.5 Issues and Options Report

The survey work that was undertaken during the preparation of the Baseline Report and initial stakeholder consultations, identified a range issues and development opportunities for consideration in the Area Action Plan.

An Issues and Options Report was produced to consider the range of strategic and site specific options for the regeneration and development of Rawtenstall Town Centre.

The Issues and Options Report was published in February 2005 and during March 2005, extensive consultation was undertaken regarding the alternative scenarios set out in the Issues and Options Report.

1.6 Preferred Option Report

Taking into account responses received in relation to the Issues and Options public consultation, a Preferred Option Report was published in August 2005.

As outlined above, this report is now superseded by the Revised Preferred Option. For the purpose of reference, however, this original Preferred Option Report may be viewed at www.rossendale.gov.uk.

This report describes the 'Revised Preferred Option' so that local residents, community organisations and stakeholders can understand the objectives and implications the Area Action Plan.

1.7 Public Participation Regarding Revised Preferred Option Report

The Revised Preferred Option Report will be the subject of Public Participation during April and May 2006 in line with the Council's commitment to consultation set out in its draft Statement of Community Involvement and the requirements of the Town and Country Planning (Local Development) (England) Regulations 2004.

1.8 Next Steps

Following Public Participation on the Revised Preferred Option Report, all representations which are made will be fully taken into consideration by Rossendale Borough Council before preparing the Area Action Plan development plan document for submission to the Secretary of State.

1.9 Structure of Report

The remaining sections of this report are structured as follows:

- Section 2 – The Revised Preferred Option
- Section 3 – Preferred Option Report Public Engagement
- Section 4 – Revised Vision
- Section 5 – Revised Spatial Strategy
- Section 6 – Revised Project Descriptions
- Section 7 – Programme and Delivery Issues
- Section 8 – Commercial Appraisal
- Section 9 – Area Action Plan Considerations
- Section 10 – Delivery Strategy
- Section 11 – Next Steps

2 The Revised Preferred Option

As a result of additional traffic surveys, traffic flow simulation and design work undertaken since the production of the original Preferred Option Report, it has been necessary to revisit the overall Area Action Plan Strategy, the transport and public realm strategy and a number of specific projects which it contains.

This section of the report outlines the principal changes which have been made. These changes relate to:

- Queen's Square Gyratory
- Bacup Road
- Pedestrian and Cycle Connections
- Fire Station
- Queen's Square Development Sites
- Civic Facilities
- Miscellaneous Development Sites

2.1 Queen's Square Gyratory

Rather than replace the gyratory system with a traditional network of streets, it is now proposed that the basic form of the Queen's Square gyratory will be retained, broadly in its current form. The main reason for this is that the gyratory system has a

greater capacity to accommodate traffic growth and will reduce levels of congestion.

A number of measures are proposed which will improve traffic flow. These comprise:

- the installation of traffic signals to the Bocholt Way and A682 By Pass arms which will regulate traffic flow and, in particular, reduce traffic queueing to get onto the gyratory,
- localised lane widening,
- the provision of 'spiral' lane markings, which improve traffic safety and reduce the need for drivers to 'switch' lanes as they approach their exit, and
- the provision of a right hand turn lane into the Fire Station.

These measures will act to increase the capacity of the highway network and minimise delays. This is particularly important in the context of:

- additional traffic flows which may be generated by increased visits to new town centre developments,
- increases in traffic levels which will occur over time, and
- the wider regeneration of the Borough, including housing market renewal initiatives in Bacup / Stacksteads and initiatives such as the Adrenalin Gateway.

The need for these transport infrastructure enhancements will be triggered by new developments within the town centre. Works would

be funded by developer contributions made under either Section 278 of the Highways Act or Section 106 of the Town and Country Planning Act.

2.2 Bacup Road

The previous transportation strategy set out in the Preferred Option Report proposed the closure of Bacup Road to through traffic, and fully pedestrianise the link between the bus station and the Valley Centre.

Having now had the opportunity to simulate the closure of Bacup Road within the model, the Revised Preferred Option is to keep the route open to two-way through traffic.

The closure of Bacup Road would divert additional traffic onto Bocholt Way, leading to higher levels of traffic congestion in that area. Whilst this could be accommodated within the revised layout, it leads to excessive queueing with the retained gyratory.

Improved pedestrian crossing facilities and traffic calming measures would be provided to ensure that safe, convenient access is provided between the Bus Station and the Valley Centre. These measures should be introduced as part of a wider environmental enhancement programme for Bacup Road.

2.3 Pedestrian and Cycle Connections

Although the opportunity to create a pedestrian boulevard along 'New Queen's Street' will no longer

be possible with the retention of the gyratory, there are a number of clear opportunities to enhance facilities for pedestrians and cyclists. These comprise:

- dedicated pedestrian crossing phases at the Bocholt Way and A682 By Pass arms of the gyratory,
- potential provision for cyclists within the redesigned gyratory signal junctions,
- enhanced streetscape and public realm along the pavement link from Bacup Road to Bocholt Way, and
- improved pedestrian and cycle connections to New Hall Hey.

These enhancements will act to improve pedestrian connectivity between areas of the town centre.

2.4 Fire Station

Under the Revised Preferred Option the Fire Station would remain in its current location. Vehicle access to the Station would remain directly from the gyratory.

The phasing of traffic signals would be coordinated to ensure that emergency vehicles exiting the station are not affected by stationary traffic queuing on the roundabout itself.

2.5 Queen's Square Development Sites

The retention of the gyratory will prevent the development of gateway sites within the heart of the roundabout. These sites are un-developable due to the inability to access the sites safely by car or on foot.

These sites offered the potential to create a strong, landmark gateway at the entrance to the town.

The Revised Preferred Option proposes that a package of environmental works and public art should be employed to uplift the quality of this important gateway. These environmental enhancements would extend along the main vehicular spine through the town centre - from the new roundabout entrance to New Hall Hey, around the gyratory and along St Mary's Way.

2.6 Civic Facilities

The Preferred Option previously envisaged the development of a range of Civic Facilities on sites at the Queen's Square gyratory. These facilities would comprise a 'One Stop Shop' and Council Chamber, combined with a combination of:

- a flexible community / cultural venue to effectively compensate for facilities lost at the Astoria,
- accommodation which could be used as a base for outreach training and educations following the closure of the Rawtenstall Campus of Accrington and Rossendale College,

- potential accommodation for the police, tourist information service and other local service providers.

An appraisal has been undertaken of the range of alternative options for the development of Civic Facilities within the town centre.

Based upon the above range of facilities the Civic Facility would have a minimum floorplate of approximately 900 – 1000 sq m, including space for circulation, toilets, storage etc. The provision of a multi-purpose hall which could be used as both a Performance / Exhibition Space and Council Chamber would enable this floorplate to be reduced.

A wide range of alternative locations for the development of a Civic Facility have been appraised. Of these, three alternative options appear worthy of further consideration and have therefore been included within the Revised Preferred Option Report. These are:

▪ Heritage Arcade

The site relates well to the heart of the town centre and the building has a 'civic presence' which is well suited to this role.

An initial layout has been produced which suggests that the building could be converted to a Civic Facility. If additional accommodation is required, the adjoining building could be integrated within the scheme.

The site is in private ownership and is likely to be the subject of a revised planning application for bar / restaurant use. The implementation of this option

would be dependent upon successful negotiations with the current owners.

Access issues for disabled users would need to be addressed, although these are not felt to be insurmountable.

No on-site car parking would be provided. The building would depend upon the use of nearby public parking within the Valley Centre

This is a viable option which is worthy of inclusion within the Revised Preferred Option Report. The option should be actively pursued with the building owner.

- **Police Station / Liberal Club**

The site occupies a prime location at the heart of the town centre, and would be well suited to the development of a civic facility. The use would relate particularly well to the new 'café quarter' and public space proposed as part of the Valley Centre development.

The site is large enough to accommodate a facility of the scale described.

No on-site car parking would be provided. The building would depend upon the use of adjoining public parking within the Valley Centre.

The development of the site would be dependent upon the relocation of the Police Station or the conversion of the Liberal Club building. There are currently no firm proposals / programme arrangements for the police station to be relocated.

This is a potentially viable option which is worthy of inclusion within the Revised Preferred Option Report. Ongoing discussions with the Police should be maintained to test the viability of delivering this proposal.

- **Kay Street Car Park**

The location relates reasonably well to the heart of the town centre, although has a slightly lower profile than the Heritage Arcade and the Police Station / Liberal Club sites.

The total site is of an adequate size, covering an area of around 2500 sq m and is in Council Ownership.

The development would result in a loss of surface car parking, however, this could be compensated for by a new supply of spaces provided through the Valley Centre redevelopment. An element of the on-site parking provision could be retained.

This is a viable option which is worthy of inclusion within the Revised Preferred Option Report.

Preferred Location

The Revised Preferred Option Report provides for the development of a Civic Facility at one of the three locations identified. Of these, the Heritage Arcade and Police Station / Liberal Club would appear to offer the greatest benefits and will be explored in detail with the respective property owners. In the event that these negotiations do not prove successful, the Kay Street development should be pursued as an alternative.

This approach provides flexibility and recognises that detailed feasibility work and negotiations will be required to develop proposals.

Discounted Sites

Other alternatives which were assessed and discounted include

- **Valley Centre** - The inclusion of the Civic Facility within the Valley Centre would compromise the delivery of this critical project.
- **Phipps Street Car Park** - This site is considered to be remote from the heart of the town centre's public uses.
- **Extension to the Library** - This would involve the development of an extension to the Library on an area which is currently used as open space. The site may not be large enough to accommodate the range of facilities envisaged.
- **Holly Mount House** - This site has previously been assessed as a potential location for Council Offices and rejected on the grounds that it is not accessible by those with impaired mobility.
- **Old Cinema, Queen's Street (now used as a carpet waterhouse)** - The location, adjacent to the Queen's Square gyratory, is not well suited for a civic facility. The site is in private ownership and there are no public parking facilities nearby.
- **Tomlinsons** - The site is relatively remote from the heart of the town centre. The site is in

private ownership and has been the subject of a recent planning application.

- **Roundabout** - The development of a Civic Facilities in the centre of the roundabout (adjacent to the Fire Station) is not considered to be a suitable location for the Civic Facility. Pedestrian access to the site is poor, and traffic levels using the gyratory will increase over time.
- **Bus Station** - There may be scope to integrate a Civic Facility within the transport interchange – particularly utilising land to the rear – however this would have a major impact upon programme and delivery of this critical project.
- **College Site** - This site is remote from the heart of the town centre. Vehicular and pedestrian access to the site is poor.
- **Former Kwik Save, New Hall Hey** – This site is remote from the Town Centre, and is considered inappropriate for the development of a Civic Facility.

- 26 – Land fronting Bocholt Way
- 27 – Station Approach Sites

These sites have been removed from the Revised Preferred Option Report.

2.7 Miscellaneous Development Sites

The final impact of the retention of the gyratory is that three small development sites which would have been opened up by the remodelling of the junction are no longer deliverable.

The Preferred Option references for these sites was:

- 20 – Haslingden Road / Queen's Square

3 Preferred Option Report Public Engagement

3.1 Statement of Community Involvement

From the very earliest stages of the preparation of the Rawtenstall Town Centre Area Action Plan, a high level of public involvement has been maintained.

In line with the requirements of Planning Policy Statement 12 and its accompanying guidance notes, Rossendale has produced a Statement of Community Involvement which outlines its commitment to public engagement throughout the development which will make up its Local Development Framework.

This section of the report outlines the results of the Community Engagement which was undertaken in relation to the Preferred Options Report.

The final Area Action Plan will be accompanied by a report outlining details of the whole public consultation and engagement process which has been undertaken during the course of the preparation of the plan.

3.2 Preferred Option Consultation

A total of 86 responses were received. Each response has been carefully appraised, and where appropriate, the comments raised have been addressed in the Revised Preferred Option Report.

In instances where it is not considered appropriate to amend the plan to reflect the comments raised, a reason for this has been outlined.

A summary of these responses is set out below along with a description of how they have been incorporated into the emerging Area Action Plan.

4 Revised Preferred Option - Vision and Spatial Strategy

4.1 Proposed Vision

The overall vision for Rawtenstall Town Centre is unaltered from the Preferred Option and is as follows:

Rawtenstall will be developed as Rossendale's principal town centre ...

- Development in the town centre will allow the town to reach its full potential, whilst recognising its role within the wider East Lancashire, County and North West Regional context as defined in the Joint Lancashire Structure Plan and Regional Planning Guidance.

... fulfilling its role as a Gateway to the Sub-Region, County and Borough ...

- Rawtenstall town centre plays an important role as an entry point to Lancashire and Rossendale for visitors arriving from via the M66 and the East Lancs Railway. The development of a regional leisure facility at the Adrenaline Gateway would reinforce the importance of this role.

... attracting and meeting the needs of a wide range of residents, visitors, workers and investors ...

- This component of the Vision will seek to play an important role in delivering Rossendale's

Community Strategy and again will reflect County and Regional Planning guidance.

- Investment will take advantage of the town's strong connections with the Regional Centre in Manchester and strong connections with East Lancashire and the rest of the Rossendale Valley and appeal to a wide range of people from different ages, cultures and groups.
- In particular, the regeneration and development of Rawtenstall Town Centre will support the Borough's residential community and supporting investment in Pathfinder communities at Bacup and Stacksteads.

... providing a self sustaining mix of uses ...

- The scale and mix of development provided for within the town centre will be compatible with the town's catchment and role within the regional hierarchy – reflecting local, regional and national policy which seeks to deliver 'sustainable development'.
- Uses will include a range of high quality:
 - retail, leisure, cultural facilities,
 - business and employment accommodation,
 - new residential development,
 - health and educational facilities, and
 - 'civic' facilities and public sector services.

... in a well designed, focused and integrated centre.

- National and regional guidance places particular emphasis upon the importance of design in delivering sustainable development.
- The existing town centre area extends from New Hall Hey to Tup Bridge, and from the junction of Bocholt Way and Bacup Road to St Mary's Way and comprises a number of 'areas' or 'quarters' – each of which has its own distinct character – all connected by a high quality public realm.
- These individual parts of the town centre should be connected by a high quality public realm – comprising streets, squares, spaces and footpaths. The design of the public realm within the town should seek to set new standards in terms of its built quality and the way in which it is animated and managed.
- The layout and urban form of the town centre should provide an adaptable structure within which new mixed use development can readily be accommodated.

... building upon and strengthening its unique character and sense of place ...

- The importance conservation and built heritage is clearly stated in national and local planning policy. Rawtenstall's legacy of high quality buildings is one of its key assets which should be carefully considered in the context of the Area Action Plan.
- Future development in the town should respect the scale and character of traditional buildings

within the town, but should allow opportunities for contemporary design and innovation.

- The regeneration of Rawtenstall town centre should seek to upgrade and replace poor quality and inappropriate developments within the town – such as the Valley Centre and the Police Station – which detract from its character and appeal.
- Through the creation of a high quality public realm and built form, a unique sense of place should be created in the town.
- As priority themes:
 - development within the town should seek to re-orientate the centre to address and take advantages of its waterfronts,
 - careful consideration should be given to the quality of entrances and approaches to the town centre, and
 - improved connections should be created with adjoining residential areas.

... with excellent connections by all modes of transport ...

- PPG13, the Regional Transport Strategy, the Joint Lancashire Structure Plan and Local Transport Plan all place great importance upon the development of centres which are accessible by highly accessibly be a variety of modes of transport.
- Improving connections for pedestrians will be a key priority – overcoming the severance and

poor environment presented by the town's road infrastructure.

- Facilities for cyclists should be integrated within the Area Action Plan – particularly addressing safety and capacity issues around the gyratory system and along St Mary's Way.
- Improvements will include a new bus interchange proposed on Bacup Road and bus quality corridor enhancements.
- Access by private vehicles will be given careful consideration – including issues such as road and junction capacity, car parking facilities and service vehicle access arrangements.

... in a safe, accessible and well maintained environment.

- Community safety and environmental quality are key objectives of Rossendale's Community Strategy as well as being embodied in Regional and National planning policy.
- The quality of the town's public realm, buildings and environment should be of the highest quality and inspire a strong sense of pride and admiration amongst residents, workers and visitors alike.
- Areas of the town centre should be a focus for activity both during the day time and in the evening.
- Issues of licensing, management and policing should be considered holistically to ensure that the town centre is welcoming to all.

- A fully accessible environment should be designed, which gives priorities to pedestrians.
- The town centre should be well managed, cleaned and maintained – including events and animation which will bring the town's streets and spaces to life.

The Vision for Rawtenstall Town Centre seeks to build upon the overall vision for Rossendale as a whole which is set out in the emerging Core Strategy. Specifically the Core Strategy Vision for Rossendale is:

A thriving local community and prosperous economy set in an environment that people value and wish to live, work, invest in, visit and enjoy. Improved quality of life for local people and visitors.

The draft strategic objectives for the Core Strategy build upon this vision statement, as follows:

- Improved economic opportunities for local people that maximise the existing and potential local assets.
- Great opportunities for local people to live in high quality housing and living environments that meet their needs.
- Accessibility for all from home to places of work, learning, shops, leisure and community facilities.
- Greater incentives for local people and visitors to use and enjoy Rossendale's natural and cultural assets, including shopping areas, leisure facilities and education opportunities.

- Sustainable management of natural resources and cultural assets.
- High quality, attractive and valued local urban and rural environments.
- Bring redundant previously developed land back into sustainable uses.

5 A Spatial Strategy

Guidance accompanying PPS 12 states that:

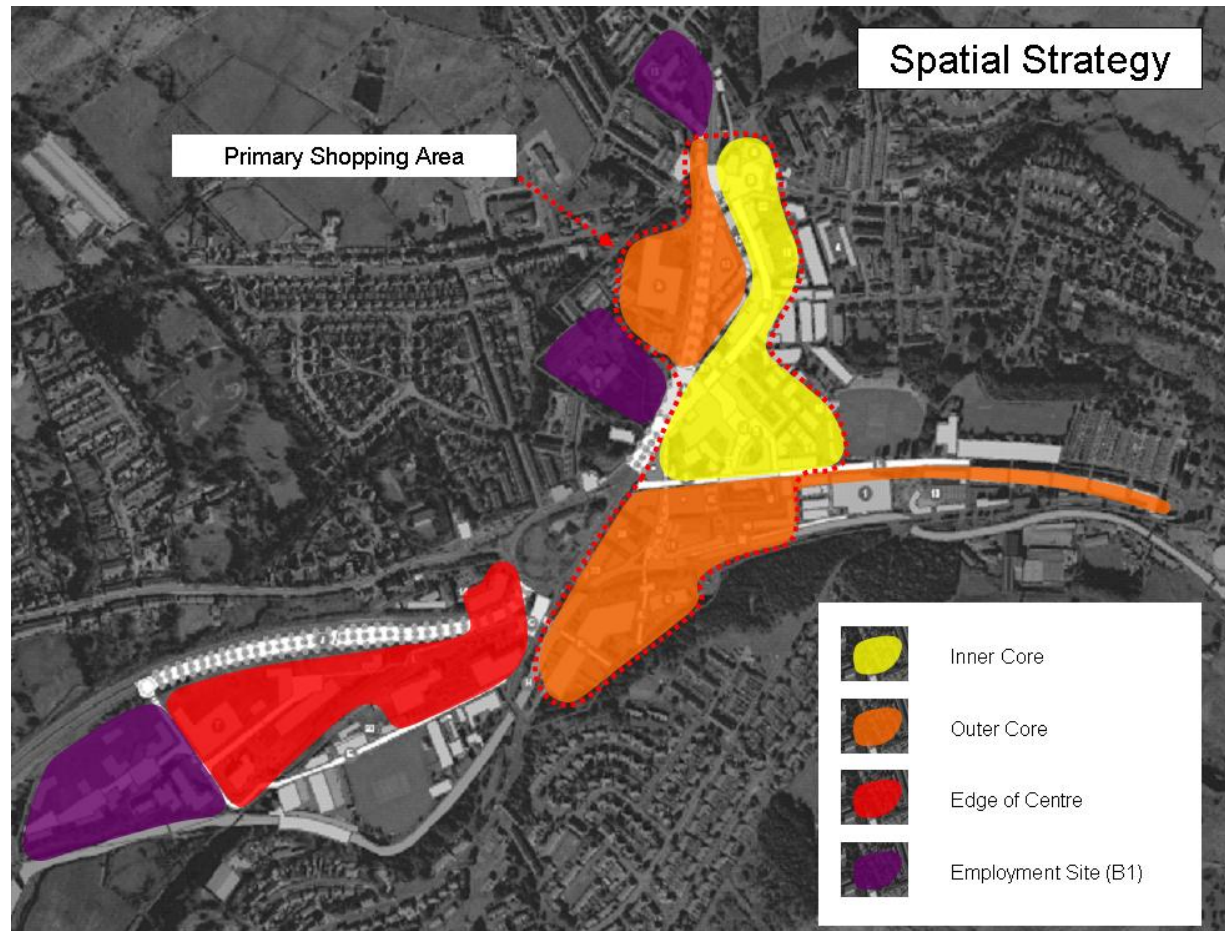
Local planning authorities should adopt a spatial planning approach to local development frameworks to ensure the most efficient use of land by balancing competing demands within the context of sustainable development.

Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use, for example, by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting of planning permission and may be delivered through other means.

The concept of town centre quarters was used in the Issues and Options Report to describe the overall character and qualities of individual areas of the town centre.

In the Revised Preferred Option Report we have chosen to use a 'finer grain' spatial strategy which better defines the emerging proposals and land use strategy.

The spatial strategy of the Area Action Plan seeks to create an efficient, legible and rational town centre, and to improve connectivity between individual sites and areas.



A core aim of the spatial strategy is to promote mixed use development across the town centre, in order to maintain high levels of activity, variety and animation throughout the day and into the evening. Specific guidance is set out at Section 6 of this report, outlining the specific uses which are envisaged on individual sites.

The Area Action Plan is, however, underpinned by an overall spatial strategy which has influenced and informed the development strategy for individual sites – particularly with reference to retail and leisure uses.

The Spatial Strategy identifies:

- a 'Primary Shopping Area',
- an 'Inner Core Area',
- an 'Outer Core Area',
- an 'Edge of Centre Area', and
- 'Business Areas'.

Primary Shopping Area – PPS6 advises that the PSA is a:

Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are contiguous and closely related to the primary shopping frontage). The extent of the primary shopping area should be defined on the proposals map. Smaller centres may not have areas of predominantly leisure, business and other main town centre uses adjacent to the primary shopping area, therefore the town centre may not extend beyond the primary shopping area.

A proposed Primary Shopping Area is identified on the Spatial Strategy diagram above. The area comprises both the 'Inner Core Area' and the 'Outer Core Area'. The area extends from the Market in the north, along Bank Street, the Valley Centre and Kay Street, a section of Bacup Road, the former ASDA store on Bocholt Way, sites at Queen's Square and the Lower Mill Site on St Mary's Way.

It should be noted that the eastern section of Bacup Road, the Accrington and Rossendale College site and New Hall Hey have been specifically excluded from the Primary Shopping Area. Within the

Primary Shopping Area, an Inner Core Area and an Outer Core Area have been identified.

Inner Core Area - The Spatial Strategy identifies an Inner Core Area which contains the main focus of the town's high street retail activity.

Retail frontages within the Inner Core Area are defined as the town's Primary Shopping Frontages. The Spatial Strategy seeks to encourage a vibrant and vital mix of uses within this area which combine to create a vibrant and vital environment – both during the day time and into the evening. Particularly these include retail, food and drink and leisure facilities.

To that end, policies may be put in place to restrict non retail uses at street level in order to protect the vitality and viability of the retail core and other existing local centres.

The spatial strategy seeks to maintain high levels of street level activity throughout the Central Core. Development would be expected to contain active retail, food and drink or leisure uses at ground floor, with uses such as offices or residential accommodation provided at upper levels.

The redevelopment of the Valley Centre is a key project within the retail core. This will play a critical role in improving the quality and mix of retail accommodation in the heart of the town centre, and provide a significant uplift to the built form and character.

Other projects include relatively small scale infill developments which seek to repair areas of the

town centre's fabric which have been lost and bring additional live and vitality to the heart of the town centre and other centres.

Appropriate levels of public parking facilities will be maintained within the central retail area, with potential sites for additional town centre parking being identified at the Valley Centre and the Phipps Street Car Park (off Bank Street). The level of parking to be provided within the town centre should be at a level appropriate to Policy 7 of the Structure Plan and the County's Parking Standards.

The design and appearance of these facilities will require particular attention to ensure that they respond to their setting in the town centre Conservation Area.

Outer Core Area – This area including sites such as Bocholt Way, Lower Mill / Tup Bridge, Bacup Road and Queen's Square. Again, within these areas, a mix of active uses is sought.

Retail frontages within the Outer Core are defined as the town's Secondary Retail Frontages. A mix of land uses will be encouraged within the Outer Core Area, including office, leisure, food and drink, public facilities and residential accommodation.

Again, policies may be put in place to ensure that active ground floor frontages are maintained in this area, however a greater degree of flexibility may be applied in this area, with a greater proportion of 'non-retail' high street such as estate agents, banks and hairdressers being considered appropriate.

Although the spatial strategy seeks to focus new retail investment within the Central Core wherever possible, development in this area may contain a component of retail on the condition that:

- Sufficient retail capacity can be demonstrated,
- Adequate retailer demand can be confirmed,
- It can be demonstrated that there are no sequentially preferable sites (ie sites which within or are better related to the retail core), and
- The development would not give rise to an adverse impact upon the vitality and viability of the heart of the town centre and other local centres.

In some instances, it may necessary to impose conditions on new development in this area regarding the nature of goods which may be sold (eg bulky goods only) or the minimum size of retail units to ensure that there are no adverse impacts on the heart of the town centre.

Edge of Centre Area - Beyond the Outer Core, an area has been identified for 'potential edge of centre' development.

Within these areas, a mix of uses will be encouraged – which may include leisure and office development.

The development of retail facilities in this area may be considered in the event that demand capacity can be demonstrated which cannot be met within either the Inner or Outer Core Areas. Again, specific tests will be applied to new development,

and development may only be approved on the condition that:

- Sufficient retail capacity can be demonstrated,
- Adequate retailer demand can be confirmed,
- It can be demonstrated that there are no sequentially preferable sites (ie sites which within or are better related to the Inner or Outer Core Areas), and
- The development would not give rise to an adverse impact upon the vitality and viability of the heart of the town centre or other centres.

In this Edge of Centre Area it is considered appropriate that conditions should be attached to new development restricting the range of goods which may be sold to 'bulky goods only' and a minimum size of units may also be stipulated to ensure that the town centre is not adversely affected

In the event that the above tests can be satisfied, it is envisaged that conditions will be applied to ensure that only bulky goods may be sold (which are unlikely to be sold in the core of the town centre) and also to limit the minimum unit size.

Employment Areas - Finally, three employment sites have been identified within the town centre. These are at Holly Mount House, New Hall Hey and Burnley Road. These sites are reserved for business use to ensure that an appropriate supply of employment (predominantly office) accommodation is maintained in the town centre.

It is envisaged land uses will be restricted to employment uses in these areas (ie B1 or B2).

5.1 Retail

The Revised Preferred Option defines the heart of Rawtenstall's High Street retailing lying between Bacup Road and the Market – including the Valley Centre and Bank Street. The Revised Preferred Option sets out proposals to consolidate this core retail area – including the redevelopment of the Valley Centre, Council Offices and Police Station. This would include the provision of enhanced retail facilities along Kay Street.

Secondary retail areas include the eastern section of Bacup Road and Queen's Street along with Lower Mill and the Bocholt Way Site.

Only in the event of the retail tests outlined above being met would development of bulky goods retail be supported at edge of centre locations at New Hall Hey.

Any proposals for retail developments at these locations be required to demonstrate need for development and apply a sequential test to establish that there are no preferable alternative locations in the town centre in line with the requirements of PPS6.

In line with Policy 16 of the Structure Plan, it should be demonstrated that retail development will not significantly harm (alone or in combination with other proposed developments) the vitality and viability of any town centres, district centres, local centres or the overall shopping and leisure provision

in small town and rural areas within or adjoining Lancashire.

5.2 Leisure

There appears to be strong demand for further leisure related development in Rawtenstall Town Centre. In particular for new food and drink, and commercial leisure facilities such as a health club or bowling alley which would allow the town centre to fulfil its role within the regional hierarchy.

In terms of a spatial strategy, the Revised Preferred Option proposes that appropriate locations for new leisure development include Bacup Road, Queen's Street and the area around the East Lancs Railway Station.

5.3 Office and Employment

The Revised Preferred Option identifies New Hall Hey and the cluster of business accommodation off Burnley Road as key locations for office and B1 light industrial development.

Business accommodation will also be encouraged on the upper floors of retail accommodation within the town centre and as part of mixed use developments such as Higher Mill which already has the benefit of planning permission for mixed office and residential development.

5.4 Civic Facilities

The absence of cultural, performance and exhibition facilities in Rawtenstall town centre has been compounded by the closure of the Astoria.

In addition to acting as a 'cultural centre' this facility could also provide accommodation for facilities including:

- a 'one stop shop' and civic facilities for the Council,
- accommodation for life long learning (responding to the recent closure of the Accrington and Rossendale College facility in the town),
- public hire facilities, and
- outreach health and community uses.

The Revised Preferred Option proposes that a new Civic Facility should be developed within the town centre. Three alternative potential locations have been identified:

- The Heritage Arcade.
- The Police Station / Liberal Club.
- Kay Street Car Park.

Each of these locations would offer the opportunity to create a high quality civic facility at the heart of the town centre.

The merits of these alternative locations, and a brief overview of alternative locations which were also

considered, are outlined at Section 2.6 of this report.

5.5 Residential

The future scale of new residential development within Rossendale has been reduced as a result of policy restrictions imposed by Regional and Structure Plan policy. Taking into account existing commitments and approvals, there will be limited scope for new housing allocations across the Borough in coming years.

Applications for new residential development will be considered in the light of Structure Plan Policy 12 which states that in situations of oversupply, planning permission should only be permitted where development will contribute to the supply of affordable housing or special needs housing or where it forms a key element within a mixed use regeneration scheme.

Policy 12 of the Structure Plan states that in situations of over supply, planning permissions must be compatible with and help achieve the regeneration objectives of Rossendale Borough Council. The Borough Council's Regeneration Objectives in so far as they relate to the Rawtenstall Town Centre are enshrined in the Vision and Proposals set out in this Area Action Plan.

The emerging Core Strategy, identifies Rawtenstall Town Centre as a Regeneration Priority Area (DS3) and as Key Service Centre, where priority will be given to new residential developments (L1).

The Revised Preferred Option sets identifies potential locations for residential development within Rawtenstall town centre. These include:

- The former Tomlinson Works.
- The Valley Centre.

It is noted that sites such as Higher Mill already have permission for residential development.

Applications for residential development at these locations will be considered in the light of the Borough's overall housing allocation, and proposals will need to demonstrate how they comply with Borough Wide housing policy.

It is estimated that the town centre sites identified in this Area Action Plan will yield in the region of 280 new residential units in addition to those which currently have the benefit of planning permission. A schedule of the anticipated site capacities is set out at Appendix A2.

Additionally, applications will need to demonstrate how specific developments will contribute to the wider regeneration of the town centre with reference to the following criteria:

- Redeveloping derelict or underused sites
- Supporting the commercial viability of a mixed use development
- Achieving a high quality of architectural and urban design
- Contributing towards the provision (directly or indirectly) of wider infrastructure which is

required to secure the regeneration of Rawtenstall town centre.

Rossendale Borough Council published a Housing Market Needs Assessment in May 2005. The Emerging Core Strategy states that:

'Within all residential developments, a minimum of 30% of dwellings should be affordable, of which 20% should be of intermediate tenure.'

The policy goes on to state that a higher or lower percentage for affordable or intermediate tenure housing may be required depending upon local levels of need at the time of the planning application.

In considering the requirement to provide for affordable housing, the Council will take into consideration the overall commercial viability of the individual project and the wider role which the development may play in supporting the regeneration of the town centre.

In some instances, it may be appropriate for a commuted payment to be made to support the delivery of affordable housing elsewhere in the Borough in lieu of on site provision.

5.6 Transport and Public Realm

The plan will seek to create strong pedestrian linkages from the Market in the north to New Hall Hey in the south, and from the Library and Lower Mill sites in the west to the end of Bocholt Way in the east.

Although the complete remodelling of the Queen's Square gyratory has been discounted as an option, there are still significant transportation and public realm improvements which should be progressed through the Area Action Plan.

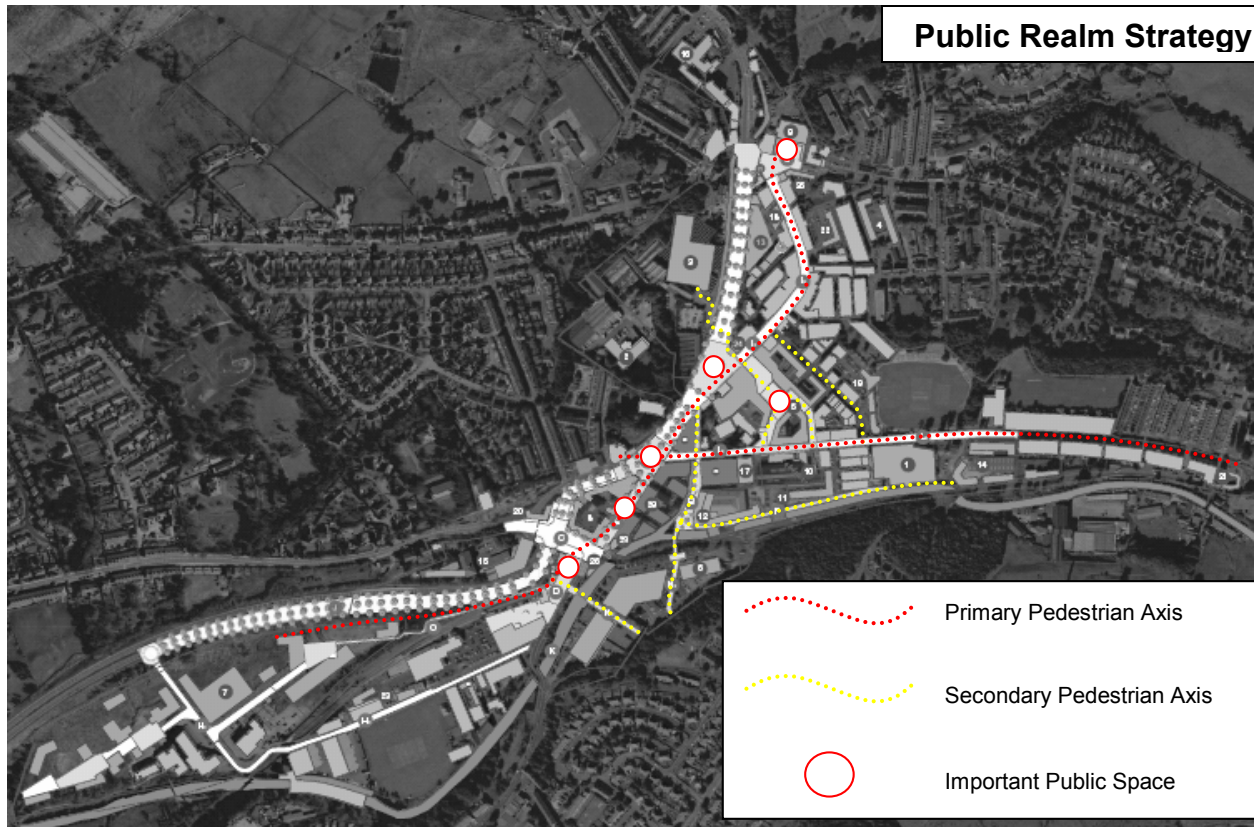
Specific measures proposed include:

- the installation of traffic signals to the Bocholt Way and A682 By Pass arms which will regulate traffic flow and, in particular, reduce traffic queuing to get onto the gyratory,
- localised lane widening,
- the provision of 'spiral' lane markings, which improve traffic safety and reduce the need for drivers to 'switch' lanes as they approach their exit, and
- the provision of a right hand turn lane into the Fire Station.

These measures will act to increase the capacity of the highway network and minimise delays.

The Revised Preferred Option seeks to improve pedestrian facilities along Queen's Street, although it is recognised that this will fall short of the creation of the pedestrianised street previously envisaged.

To support the wider integration of the town centre, St Mary's Way would be remodelled to create an attractive, tree lined boulevard. The detailed design of this remodelling would seek to reduce traffic speeds and provide safe pedestrian crossings. The remodelling would reflect traffic flows which will be generated on St Mary's Way, but would seek to provide a higher priority to pedestrians and cyclists



travelling along and across this route. Where practicable, opportunities to ‘throttle down’ carriageway widths (to one lane in either direction plus turning lanes) should be explored.

Opportunities to improve the Newchurch Road / St Mary’s Way / Haslingden Old Road / Burnley Road / Bank Street junction should also be considered. In particular, the creation of a signal controlled pedestrian crossing between Bank Street and the Market should be pursued.

Key elements of this strategy are the creation of strong north – south and east – west pedestrian axes which are illustrated.

5.7 Public Transport

The Revised Preferred Option provides for the development of a new Transport Interchange on Bacup Road. Consideration has been given to alternative locations for a bus station as described in the Issues and Options Report. Taking into

account the potential for interchange between the principal public transport corridors (ie the Manchester – Rawtenstall – Burnley Corridor and the Accrington – Haslingden – Bacup Corridor), and taking into account the desire to have a centrally located facility which provides the optimum access to town centre facilities, the Bacup Road location is preferred.

The Revised Preferred Option seeks to relocate the Bus Depot and maintenance facilities to a site outside of the town centre. Rossendale Borough Council is in the process of exploring potential alternative locations for such a facility.

5.8 Car Parking and Access

Provision of new car parking facilities within the town centre will be considered in the context of Structure Plan Policy which seeks to manage the provision of car parking (particularly long stay parking) provided within town centres.

Any increase in the level of car parking facilities within the town centre should be linked to increases in the scale of attractions provided within the town. New decked or multi-storey parking facilities may also be provided as a replacement for surface parking facilities provided on cleared sites in the town.

The Revised Preferred Option identifies a series of locations around the town centre where additional car parking facilities may be developed as the range of facilities in the town centre increases.

These include:

- The expansion of public car parking facilities on the former Co-op site to the west of Bank Street. This facility may be decked to provide additional spaces if required as part of an overall transport and parking strategy for the town centre.
- The provision of decked car parking as part of the redevelopment of the Valley Centre.
- Specific parking facilities linked to developments at locations such as Lower Mill, Bocholt Way, New Hall Hey, Higher Mill, Tomlinsons Works etc.

It is proposed that a Car Parking and Access Strategy should be developed which will consider the management and provision of car parking facilities within the town centre. This Strategy would be reviewed and revisited on an annual basis to ensure that access to town centre facilities is provided in an appropriate and balanced way. The Strategy will consider both the level of parking provision and arrangements for the management of short and long term parking along with any future potential arrangements for parking charges.

The Revised Preferred Option provides for the potential redevelopment of a number of surface car parking facilities in the town centre as and when these facilities become surplus to requirements. These facilities include surface car parks on Kay Street, and selected frontages of car parks on Bank Street and New Church Road. The Car Parking and Strategy will consider impact of the release of these sites over time.

Over time, it may also be appropriate to consider the application of controlled residents parking zones in areas around the town centre to ensure that the management of town centre car parking facilities does not simply divert parking onto nearby streets.

5.9 Development Outputs and Policy Evaluation

The next section of this report outlines the implications of the Spatial Strategy on a site by site basis.

The anticipated development outputs which would result from the implementation of the spatial strategy are also summarised in Section 6, and are set out in greater detail at Appendix A2.

An appraisal of the Vision, Spatial Strategy and site specific proposals and outputs in relation to the adopted Lancashire Structure Plan is set out at Appendix A3.

6 Revised Preferred Option Project Descriptions

This section of the report explains the site specific implications of the Revised Preferred Option in detail.

The location of individual development and public realm projects are illustrated on the Rawtenstall Town Centre Area Action Plan and comprise the following:

Projects Approved or Underway

1. Ilex Mill
2. Holly Mount House
3. Lower Mill
4. Higher Mill

Major Development Projects

5. Valley Centre / Police Station / Liberal Club / Council Offices / Dale Public House
6. Bocholt Way Retail Site
7. New Hall Hey
8. Queen's Square Development Site
9. Market
10. Transport Interchange
11. Bus Depot Site
12. Focus

13. Phipps Street Car Park
14. Tomlinson's Works
15. Accrington and Rossendale College Site
16. Burnley Road Employment Area

Other Development Projects

17. Heritage Arcade and Bacup Road
18. Co-op Building frontage
19. Kay Street Car Park
20. Haslingden Road / Queen's Square
21. Bocholt Way / Bacup Road Gateway
22. Newchurch Road Car Park
23. New Hall Hey Infill
24. Bank Street South Infill Site
25. Bank Street North Infill Sites
26. Land fronting Bocholt Way
27. Station Approach Sites
28. Queen's Street South Infill Site
29. Townscape improvement area: Queen's Street / Bacup Road

Public Realm Projects:

- A. St Mary's Way
- B. Pack Horse Trail
- C. Queen's Square Gyratory

- D. Newchurch Road / St Mary's Way / Market Square
- E. New Hall Hey: New Streets and Traffic Calming to New Hall Hey Road
- F. Bank Street
- G. A682 Boulevard and Roundabout
- H. Waterside Public Art
- I. Bacup Road
- J. Valley Centre Public Spaces
- K. Footpath to Hall Carr Estate
- L. Irwell River Walk

6.1 Projects Approved or Underway

A number of sites already have the benefit of planning permission which is reflected in the Revised Preferred Option.

These include:

1. **Ilex Mill** – A residential conversion is underway.
2. **Holly Mount House** – A conversion to office use is underway.
3. **Lower Mill** – The development of a food retail store is underway.
4. **Higher Mill** – The site has the benefit of approval for a mixed residential and office development.

6.2 Development Projects

5. Valley Centre / Police Station / Liberal Club / Council Offices / Dale Public House

The redevelopment of the Valley Centre, along with the adjoining Police Station and Council Offices is considered to be a critical project to the regeneration of the town centre. This is highlighted through the design and commercial appraisal which forms the evidence base to the Area Action Plan and was strongly supported through initial engagement with the local community and stakeholder groups.

The Revised Preferred Option also includes the redevelopment of the Police Station, the Council Offices and the Dale Public House as part of a comprehensive project. It is also proposed that the adjoining Liberal Club block (lying at the junction of Bacup Road and Bank Street) should be integrated into the project. Potentially, the Boots Store may also be included as part of an expanded scheme.

The Police Station / Liberal Club has been identified as a potential location for the development of a new Civic Facility as described at Section 2.6 of this report. In the event that the Civic Facility is developed elsewhere, alternative redevelopment uses for this site may include mixed use retail, leisure, commercial and residential would be considered appropriate.

The overall redevelopment offers the potential to diversify the range of high street retail units which are provided within the town centre – in particular offering the opportunity to provide larger retail units

which may attract larger retail multiples which are currently poorly represented in the town.

The Revised Preferred Option seeks to deliver a mixed use development on this site, comprising retail units, anchor stores, cafés / restaurants and potentially leisure facilities.

The provision of residential accommodation at upper levels offers, along with food and drink outlets, provides the potential for the centre to remain active and used into the evening and beyond.

It is envisaged that car parking would also be provided on the site.

From a design perspective, the Revised Preferred Option would seek to include:

- The creation of a high quality, attractive and safe pedestrian link between Bacup Road and Bank Street.
- The creation of public space and focal points at key locations within the centre.
- Integration with proposals for the development of a new Transport Interchange and the pedestrianisation of the section of Bacup Road opposite.
- Consideration of the retention of the Bacup Road elevation of the Council Offices.
- Active and animated commercial frontages along principal pedestrian routes within and around the centre – including pedestrian links

between Bank Street and Bacup Road, Bank Street and Kay Street.

- The design and massing of the development should respect and positively respond to its setting in the Conservation Area.
- Careful attention will need to be given to the location, design and appearance of servicing areas and car parks. The location of these will also need to reflect the proposed closure of Bacup Road to through traffic.

6. Bocholt Way Retail Site

The retail use of this site as an ASDA store has long been established. The site benefits from extant permissions for an extended food retail store and there is a current application to redevelop the site for non-food retail.

The retail capacity study which has been prepared for the Borough concludes that there is no further available capacity for additional large convenience retail development in short to medium term.

The capacity study does, however, identify that there is scope to expand the range of comparison retail development in the Borough and specifically within Rawtenstall town centre. It is anticipated that there will be sufficient potential retail expenditure within the town (allowing for a realistic increase in the proportion of retail spending which is retained within the town) to support the redevelopment of both the Valley Centre and Bocholt Way.

Although the site is not in the heart of the town centre, it is sequentially preferable to the other main

potential edge of centre retail development at New Hall Hey. It is critical, however, that the development of this site does not compromise the delivery of sequentially preferable development sites within the town centre.

The development of this site as a non-food retail destination is therefore included within the Revised Preferred Option Report, subject to considerations:

- The identification of sufficient retail capacity,
- Confirmation that there is adequate retailer demand.
- There being no sequentially preferable sites,
- No adverse impact upon the vitality and viability of the heart of the town centre, and other local centres,
- Potential considerations on the range of goods which may be sold and the minimum size of units to ensure that the town centre or other centres are not adversely affected, and
- A high quality design solution should be achieved, and in particular suitable provision should be made for pedestrian routes which cross the site, leading to Hall Carr.

7. New Hall Hey

The mixed use redevelopment of New Hall Hey is proposed under the Revised Preferred Option. The majority of the site would be developed for a mixture of office and light industrial premises, with potential retail and leisure development to the east.

The retail capacity study which has been undertaken for the Borough suggests that there will not be sufficient retail expenditure capacity up to 2011 to support retail development at this site. This is based upon projections of retail expenditure growth, and allowing for an increase in the proportion of spending which is retained in the Borough (from 20% to 33%).

There may be scope to increase the proportion of retail spending which is retained in the Borough beyond 33%, however the potential future release of the New Hall Hey site should be phased to ensure that it is not developed in advance of sequentially preferable sites such as the Valley Centre, Bocholt Way and other small scale retail developments within the town centre.

The future development of this site as a non-food retail and leisure destination would be subject to considerations:

- The identification of sufficient retail capacity,
- Confirmation that there is adequate retailer demand.
- There being no sequentially preferable sites,
- No adverse impact upon the vitality and viability of the heart of the town centre and other local centres,
- Restriction on the range of goods to Bulky Goods only, and the imposition of a minimum unit size to ensure that the town centre is not adversely affected.

- New Hall Hey is relatively remote from the heart of the town centre. Proposals for new development should demonstrate how they will address this issue, by improving connections for cyclists and pedestrians, reducing the impact of severance and improving public transport connections.

The principal vehicle access to the site should be provided via a new access taken from the bypass. Consideration should be given to the implementation of traffic calming measures along New Hall Hey Road to ensure that this route is not adversely affected by rat running.

The layout, design and landscaping of the scheme should be of the highest quality. The appearance of the site from the bypass and the relationship between new development and Hardman Mill in particular should be given careful attention.

8. Market

Under the Revised Preferred Option the Market would be retained in its current location – providing an important anchor to the north of the town centre. It is proposed that the market hall would be refurbished and the outdoor stalls replaced by an upgraded 'Market Place'. On market days, stalls would be erected on the new Market Place.

New permanent retail / food and drink units may be developed along the eastern edge of the market, and there are opportunities for the public house to the west to utilise the space under licence on when the market is not operational. These measures

would bring life to the market place throughout the week.

The project may be linked to the redevelopment of the frontage of the Newchurch Road car park site – with the value realised from this development contributing to the capital costs of the market refurbishment.

Improved pedestrian crossing facilities across Newchurch Road are also proposed as a public realm Project G.

9. Transport Interchange

The Revised Preferred Option envisages a new 'state of the art' transport interchange facility on this site – providing a high quality passenger facility.

It is envisaged that a light, glazed concourse will be developed, fronting onto Bacup Road. In addition to waiting facilities, the concourse may incorporate café and small scale retail facilities, along with passenger and visitor information kiosks.

Importantly, the Interchange would provide accommodation for both the X43 and Rossendale Transport services.

The Revised Preferred Option also provides for the closure of Bacup Road to through traffic and the pedestrianisation of a section of Bacup Road between the interchange and the redeveloped Valley Centre.

10. Bus Depot Site

In order to facilitate the development of the Transport Interchange, the Bus Depot to the south of the site will be demolished.

It is envisaged that this important river front site will be redeveloped for retail, residential, leisure or mixed use development.

New development should be orientated towards the Irwell. The design of the development must ensure that pedestrian activity within the bus circulation area of the interchange is deterred.

The integration of the redevelopment of this site with adjoining Focus store should be considered. Careful consideration will need to be given to vehicular access to the site, along with arrangements for potential service access.

A waterfront pedestrian route should be created as part of this development – providing a connection between the current Focus store, through Ilex Mill and the redeveloped Tomlinson's Works and east along the river.

In the short term, the use of the rear of the site for bus parking may be considered as an interim arrangement. This is not considered, however, to be an appropriate permanent use of this prominent site.

11. Focus

At present, the elevation of the Focus Store presents a poor aspect to the important pedestrian link between Bacup Road and Bocholt Way. The Revised Preferred Option seeks to encourage the

remodelling or redevelopment of this frontage to create an animated and attractive streetscape.

Should proposals emerge in the longer term for this site to be redeveloped, it may be appropriate to consider a more comprehensive scheme which includes the site of the former bus depot (Site 10).

The new development would comprise a mixture of retail / leisure uses at ground floor with residential or office accommodation above.

12. Phipps Street Car Park

The Revised Preferred Option envisages the continued use of the rear of the Coop site as a car park.

In the longer term, it may be appropriate for a decked car park to be constructed on this site if required.

The design and appearance of this car park will require careful consideration – with the elevation to St Mary's Way in particular being a prominent townscape feature. The amenity of residential property to the south should also be given careful consideration in respect of the massing and appearance of the development.

13. Tomlinson's Works

Under the Revised Preferred Option, this site would be redeveloped as a high quality, mixed use, residential and employment scheme.

The design of the new development should respond to its sensitive location, particularly its relationship to:

- Ilex Mill,

- The Weavers Cottage, and
- The attractive terrace of properties along Bacup Road.

The appearance of the development from both Bacup Road and also Bocholt Way should be given specific consideration.

In particular, careful consideration will need to be given to the massing of proposed development, its architectural composition and the use of materials.

In order to retain a level of activity and animation, new development will be expected to incorporate retail, food and drink or business units along the Bacup Road elevation.

Provision should be made within the development for a public waterside pedestrian route along the Irwell.

The development of residential accommodation at this location (as with all such developments in the town centre) will need to be considered in respect of wider residential planning policies at a Borough, County and Regional level. These may relate to the appropriate level of residential development and the potential requirement for the provision of a proportion of affordable housing.

14. Accrington and Rossendale College Site

This is a key gateway development site. The Revised Preferred Option provides for the redevelopment of the former college site as a hotel and residential scheme.

It is envisaged that the hotel development would accommodate the eastern portion of the site, with residential to the west.

It is envisaged that road access to the site would be taken from the bypass.

15. Burnley Road Employment Area

An established group of offices and light industrial accommodations is located to the west of Burnley Road.

Under the Revised Preferred Option this cluster of workspace would be retained and consolidated.

16. Heritage Arcade and Bacup Road

A conservation based restoration scheme is proposed for these important terraces of buildings. At the present time, many of the properties are vacant or underused.

The Revised Preferred Option envisages the refurbished buildings providing either accommodation for a new Civic Facility or alternatively for a mixture of uses comprising retail, cafes and bars, residential accommodation and offices.

17. Co-op Building frontage

The demolition of the former Co-op building has left a significant gap in the retail frontage of Bank Street which detracts from its character and function as part of the town's main retail core.

Under the Revised Preferred Option a retail development, with residential / office

accommodation above, is proposed on the Bank Street frontage of the former Co-op Building.

The character and design of this development should respond to its location in the town centre conservation area.

The design of the new development will need to provide for continued access to the public car park to the rear.

18. Kay Street Car Park

This location has been identified as a potential site for the development of a new Civic Facility as described at Section 2.6 of this report.

Alternatively, the surface car park at Kay Street may be redeveloped as a residential led, mixed use scheme, with an active retail frontage to Kay Street.

The development would require the re-provision of car parking facilities elsewhere within the town centre – potentially within the expanded Valley Centre site.

The layout and design of the scheme should consider the entrance and setting of the adjoining cricket ground and its location with the town centre conservation area.

19. Newchurch Road Car Park

A further residential infill development is proposed to the frontage of the Newchurch Road Car Park site. The release of this site would be linked to the expansion of the capacity of the car park to the east of Bank Street (Project 8).

20. New Hall Hey Infill

A series of potential development / refurbishment sites are identified at New Hall Hey, close to the cricket ground.

These sites may be appropriate for small scale employment or residential development.

21. Bank Street South Infill Site

An infill development is proposed at the southern end of Bank Street, providing gateway to the street.

Retail development is considered appropriate at this location, potential with office / residential development above. These developments may be comprise extensions to adjoining commercial premises.

22. Bank Street North Infill Sites

Two infill developments are proposed at the northern end of Bank Street, providing gateway to the street.

Retail development is considered appropriate at this location, potential with office / residential development above.

Again these developments may be comprise extensions to adjoining commercial premises.

23. Land fronting Bocholt Way

This site is located to the east of Tomlinson's Works and may be appropriate for a residential infill development, potentially as part of the redevelopment of the Tomlinson's site.

24. Townscape improvement area: Queen's Street / Bacup Road

A conservation based restoration scheme is proposed for these important terraces of buildings. At the present time, many of the properties are vacant or underused.

The implementation of a high quality public realm scheme to enhance the pedestrian environment along Queen's Street will assist in attracting investment into these premises and bringing them back into active use.

The Revised Preferred Option envisages the refurbished buildings providing accommodation for a mixture of uses comprising retail, cafes and bars, residential accommodation and offices.

6.3 Public Realm Projects

A range of public realm projects are also proposed along with the above development projects. These are described below.

The provision of a high quality public realm should play a key role in uplifting the quality environment across the town centre. A public realm strategy should be developed which sets out a simple palette of materials, street furniture and design details which can be implemented throughout the town.

A. St Mary's Way

The Revised Preferred Option seeks to transform St Mary's Way into a high quality, tree lined boulevard with improved, at grade, pedestrian crossings linking Lower Mill and Holly Mount House to Bank Street.

B. Pack Horse Trail

The existing public footway from St Mary's Way to Bocholt Way would be upgraded. This would include improved paving, lighting, pedestrian crossings and signage.

C. Queen's Square Gyratory

As noted above, in the light of updated traffic surveys and model simulation, the reconfiguration of the Queen's Square Gyratory is no longer included within the Revised Preferred Option. Specific highway related improvements which are now proposed comprise:

- the installation of traffic signals to the Bocholt Way and A682 By Pass arms which will regulate traffic flow and, in particular, reduce traffic queuing to get onto the gyratory,
- localised lane widening,
- the provision of 'spiral' lane markings, which improve traffic safety and reduce the need for drivers to 'switch' lanes as they approach their exit, and
- the provision of a right hand turn lane into the Fire Station.

In addition to these works, investment to the pedestrian environment is also proposed. This will include a new public realm scheme along Queen's Street itself. This should include the resurfacing of the pavement using natural materials, new street furniture and (subject to the detailed routing of below ground services)

the planting of street trees to soften the impact of traffic on the gyratory itself.

These works should tie in with wider public realm enhancements proposed along the A682 by pass, along St Mary's Way and at other locations within the town.

D. Newchurch Road / St Mary's Way / Market Square

Improved traffic signalisation and pedestrian crossing facilities should be provided at this location. In particular, this should seek to the pedestrian connection between the Market and Bank Street.

E. New Hall Hey: New Streets and Traffic Calming to New Hall Hey Road

Well landscaped new vehicle routes should be integrated within the New Hall Hey development – incorporating safe and convenient routes for pedestrians and cyclists.

Traffic calming measures may also be required on New Hall Hey Road to ensure that this route does not become a rat run leading into the town centre.

F. Bank Street

The high quality public realm scheme on Bank Street may be extended to the south between Kay Street and St Mary's Way.

G. A682 Boulevard and Roundabout

A new vehicular access to New Hall Hey is proposed leading off the bypass. In design terms, this junction would become the entrance to the town

centre. This should be reflected in terms of the design of the public realm and the layout and form of adjoining buildings.

To the east of this junction, the ambition of the Preferred Option public realm strategy would be to implemented to reduce vehicle speeds and change the character of the road from a high speed dual carriageway to a town centre street. This may include the provision of improved pedestrian crossing facilities linking New Hall Hey to Haslingden Road.

Tree planting and wider environmental improvements would also be pursued in along this key town centre entrance route.

H. Waterside Public Art

There are a series of opportunities to integrate public art within the town centre in key public spaces and particularly along its waterways



One potential project may be a creative lighting scheme which could emphasise the waterside routes through the town.

The creative lighting scheme could be extended to mark the course of the Limy Water as it passes beneath the town's streets.

I. Bacup Road

As part of the Valley Centre / Transport Interchange development, a public realm scheme would be implemented on Bacup Road. The road itself would remain open to two-way through traffic. Measures would be put in place to calm traffic, and improved pedestrian crossing facilities would be incorporated.

The scheme would seek to raise the quality of the street scene, using natural paving materials, enhanced street furniture and lighting, and where possible, include the planting of street trees.

J. Valley Centre Public Spaces

High quality public realm links should be incorporated between Bacup Road and Bank Street – incorporating new focal points at key locations.

K. Footpath to Hall Carr Estate

The pedestrian link between Bocholt Way and the Hall Carr Estate should be upgraded as it passes through the new retail development and up the hillside.

L. Irwell River Walk

A new east – west footpath would be created along the northern bank of the River Irwell, leading from

the Pack Horse Trail to Ilex Mill and potentially through to the former Tomlinsons Works.

6.4 Estimated Development Outputs

A provisional development schedule is set out at Appendix A2. It should be borne in mind that these are broad floorspace estimates which have been prepared in the absence of detailed site development proposals.

Based upon this outline schedule, the following development outputs are envisaged.

Number of Development Sites	24 Sites
Total Development Area	21 Hectares
Total Floorspace Created / Improved	150,00 sq m (gross)
Number of Residential Units Created	280 units (plus 110 completed or which already have planning permission)
New Retail Floorspace Developed	34,000 sq m (gross)
New Office / Small Light Industry Accommodation Developed	18,000 sq m (gross)
New Leisure Floorspace Developed	9,000 sq m (gross)
Other Floorspace Developed	5,000 sq m (gross)

Based upon the application of the approximate employment densities outlined below, this schedule of accommodation could deliver in the order of 2,500 jobs (gross).




It should be noted that this figure is net of jobs lost or relocated due to redevelopment.


































Town Centre Retail Floorspace	1 job per 19 sq m
Retail Warehousing	1 job per 90 sq m
Office	1 job per 19 sq m
Small Light Industry	1 job per 32 sq m
Bar / Restaurant	1 job per 13 sq m
Health and Fitness	1 job per 55 sq m
Entertainment Centre	1 job per 40 sq m

7 Programme and Delivery Issues

The following outline programme has been prepared to describe the overall programme for the implementation of the Action Plan development projects and public realm schemes. This section also outlines some of the key delivery issues associated with individual development projects.

At this stage, the programme is indicative and the precise timing of project implementation will be subject to variation. The programme does, however, begin to express project priorities and explores the inter-relationships between development and public realm projects (such as the programme implications of remodelling the gyratory and Queen’s Square developments).

-  Project Feasibility, Site Assembly, Planning Approvals and Other Consents
-  Detailed Design and Mobilisation
-  Construction

Development Project Reference	2006	2007	2008	2009	2010	2011	2012	2013	2014	Inter - Relationships
1. Ilex Mill										
2. Holly Mount House										
3. Lower Mill										
4. Higher Mill										
5. Valley Centre / Police Station / Liberal Club / Council Offices / Dale Public House										
6. Bocholt Way Retail Site										
7. New Hall Hey										Dependent upon identifying adequate retail capacity
8. Market										

Development Project Reference	2006	2007	2008	2009	2010	2011	2012	2013	2014	Inter - Relationships
9. Transport Interchange	Red Hatched	Yellow	Green Hatched							
10. Bus Depot Site				Red Hatched	Yellow	Green Hatched				Dependent upon identification of alternative depot site
11. Focus				Red Hatched	Yellow	Green Hatched				
12. Phipps Street Car Park				Red Hatched	Yellow	Green Hatched				
13. Tomlinson's Works		Red Hatched	Yellow	Green Hatched						
14. Accrington and Rosendale College Site		Red Hatched	Yellow	Green Hatched						Dependent upon development of new access
15. Burnley Road Employment Area		Red Hatched	Yellow	Green Hatched						
16. Heritage Arcade and Bacup Road	Red Hatched	Yellow								
17. Co-op Building Frontage		Red Hatched	Yellow	Green Hatched						
18. Kay Street Car Park						Red Hatched	Yellow	Green Hatched		Dependent upon development of alternative car parking
19. Newchurch Road Car Park					Red Hatched	Yellow	Green Hatched			Dependent upon development of alternative car parking
20. New Hall Hey Infill							Red Hatched	Yellow	Green Hatched	
21. Bank Street South Infill Site					Red Hatched	Yellow	Green Hatched			
22. Bank Street North Infill					Red Hatched	Yellow	Green Hatched			

Development Project Reference	2006	2007	2008	2009	2010	2011	2012	2013	2014	Inter - Relationships
Sites										
23. Land fronting Bocholt Way										
24. Townscape Improvement Area: Queen's Street / Bacup Road										

Development Project Reference	Land Owner / Lead Agency	Delivery Issues
1. Ilex Mill	Livesey	This project is now substantially complete.
2. Holly Mount House	Hurstwood	The restoration of Holly Mount House is ongoing. The detailed design and construction of additional office accommodation to the rear of the house is pending. No major delivery constraints are envisaged.
3. Lower Mill	Asda	Construction work has started on site, but is currently on hold pending the resolution of a revised planning application.
4. Higher Mill	BE Boys	This site has the benefit of planning permission. No major delivery constraints are envisaged.
5. Valley Centre / Police Station / Liberal Club / Council Offices / Dale Public House	CNC / Rossendale Borough Council	Negotiations between the owner of the Valley Centre and Rossendale Borough Council are ongoing regarding the proposed redevelopment along with an ongoing dialogue with the police and other land owners. Although it is anticipated that the redevelopment of the Valley Centre will be delivered through negotiation, the Council may ultimately consider the use of its compulsory purchase powers to deliver this critical project.
6. Bocholt Way Retail Site	Peel	This site is in private ownership and would be delivered by the private sector subject to the scheme obtaining the necessary consents.
7. New Hall Hey	Hurstwood	This site is in private ownership and would be delivered by the private sector subject to the scheme obtaining the necessary consents.
8. Market	Rossendale Borough Council	A separate feasibility study should be undertaken for this project. The study will comprise the detailed design in consultation with market traders and other interested parties, along with arrangements for funding and delivery. The feasibility study should also consider revisions to the market's management arrangements (ensuring that it is open more frequently) and revised rental arrangements. It may be appropriate for this development project to be implemented jointly by the local authority and a private development partner.
9. Transport Interchange	Rossendale Borough Council / Lancashire County Council / Rossendale Transport	The detailed design of this project is underway and LCC has identified a budget for the project within its Local Transport Plan.
10. Bus Depot Site	Rossendale Borough Council / Rossendale Transport	The development of this site will be dependent upon the identification of an alternative depot site outside of the town centre. The Borough Council and Rossendale Transport Ltd should work together to identify an appropriate site. Any approval for the use of this site as a bus parking / repair facility should only be granted permission on a temporary basis.
11. Focus	Focus	The redevelopment of this site should be considered in tandem with the redevelopment of the Bus Depot.

Development Project Reference	Land Owner / Lead Agency	Delivery Issues
12. Phipps Street Car Park	Rossendale Borough Council	This site is in public ownership. A brief should be prepared for the development of the site. A private developer should be identified either to deliver this specific project or to bring it forward as part of a portfolio of developments across the town centre. The commercial viability of this project will be dependent upon longer term arrangements for car park charging within the town centre.
13. Tomlinson's Works	McDermott / Land Owner	This site is in private ownership and would be delivered by the private sector subject to the scheme obtaining the necessary consents.
14. Accrington and Rossendale College Site	Private / Accrington and Rossendale College	This site is in private ownership and would be delivered by the private sector subject to the scheme obtaining the necessary consents.
15. Burnley Road Employment Area	Kingfisher / Land Owner	This site is in private ownership and would be delivered by the private sector subject to the scheme obtaining the necessary consents.
16. Heritage Arcade and Bacup Road	Hurstwood / Land Owner	A planning application has been submitted for this development. Should the scheme receive planning approval, no fundamental development constraints are envisaged.
17. Co-op Building Frontage	Rossendale Borough Council	This site is in public ownership. A brief should be prepared for the development of the site. A private developer should be identified either to deliver this specific project or to bring it forward as part of a portfolio of developments across the town centre.
18. Kay Street Car Park	Rossendale Borough Council	This site is in public ownership. A brief should be prepared for the development of the site. A private developer should be identified either to deliver this specific project or to bring it forward as part of a portfolio of developments across the town centre. The development of this site would be dependent upon the delivery of alternative car parking facilities within the town centre.
19. Newchurch Road Car Park	Rossendale Borough Council	This site is in public ownership. A brief should be prepared for the development of the site. A private developer should be identified either to deliver this specific project or to bring it forward as part of a portfolio of developments across the town centre.
20. New Hall Hey Infill	Land Owner	This site is in private ownership and would be delivered by the private sector subject to the scheme obtaining the necessary consents.
21. Bank Street South Infill Site	Land Owner	This site is in public ownership. A brief should be prepared for the development of the site. A private developer should be identified either to deliver this specific project or to bring it forward as part of a portfolio of developments across the town

Development Project Reference	Land Owner / Lead Agency	Delivery Issues
		centre.
22. Bank Street North Infill Sites	Land Owner	This site is in public ownership. A brief should be prepared for the development of the site. A private developer should be identified either to deliver this specific project or to bring it forward as part of a portfolio of developments across the town centre.
23. Land fronting Bocholt Way	Land Owner	This site is in public ownership. A brief should be prepared for the development of the site. A private developer should be identified either to deliver this specific project or to bring it forward as part of a portfolio of developments across the town centre.
24. Townscape Improvement Area: Queen's Street / Bacup Road	Land Owner	This site is in private ownership and would be delivered by the private sector subject to the scheme obtaining the necessary consents.

Public Realm Project	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Inter - Relationships
A. St Mary's Way											
B. Pack Horse Trail											
C. Queen's Square Gyratory											
D. Newchurch Road / St Mary's Way / Market Square											
E. New Hall Hey: New Streets and Traffic Calming to New Hall Hey Road											Linked to development of New Hall Hey
F. Bank Street											
G. A682 Boulevard and Roundabout											Linked to development of New Hall Hey
H. Waterside Public Art											
I. Bacup Road											Linked to development of Transport Interchange
J. Valley Centre Public Spaces											Linked to redevelopment of Valley Centre
K. Footpath to Hall Carr Estate											Linked to redevelopment of Bocholt Way
L. Irwell River Walk											

8 Commercial Appraisal

8.1 Financial Appraisals of Development Sites

The schedule in Appendix A2 details the approximate development capacity of individual development sites.

Using this information, outline financial appraisals have been undertaken for a selection of the projects to assist in identifying the residual sum from the proposed developments once developer's profit has been taken into account from the major sites.

This appraisal has confirmed that all of the main commercial development projects within the town centre appear viable. It should be noted, however, that key projects – in particular the development of Queen's Square – may require 'subsidy' in relation to infrastructure and site assembly / relocation costs.

The development appraisals provide an indication of the overall level of profitability of individual development schemes. This will help determine both where the Section 106 contributions may come from to help fund the proposed major highway and public sector led works and also the potential levels of contributions.

The appraisals are considered to be commercially sensitive and have therefore not been explicitly set out in this report.

It must be noted at this stage that these are broad estimates of value rather than those undertaken

under RICS valuation manual guidelines, since at this stage, there is insufficient detailed information on specific site access, ground condition costs etc.

8.2 Potential Sources of Funding

Section 106 Agreements are the most widely used funding mechanism, which involve a legal agreement between the Council and a developer to undertake required work or provide benefits in connection with the proposed development.

Section 106 Agreements are commonly used to provide the following infrastructure and facilities:-

- Transport infrastructure;
- Community facilities;
- Recreation and open space;
- Affordable housing;
- Off-site mains infrastructure; and
- Environmental protection and upgrading of streetscape.

As mentioned above, the level of Section 106 Agreement contribution level sought in relation to specific developments will be reasonable in scale, and will respond to the costs, values and profitability of the development. It is important to note that if the contribution level is set too high, then this could deter both landowners and developers from bringing forward the proposals identified resulting in planning blight and delaying development proposed to assist in the regeneration of Rawtenstall.

In terms of public sector funding, there are three main sources this is likely to be available from, namely the North West Development Agency, Lancashire County Council and Rossendale Borough Council itself. It is likely that some form of partnership arrangement will need to be put in place to firstly agree the levels of funding from the three potential partners and secondly to oversee the allocation of the funds.

8.3 Major Infrastructure and Public Realm Costs

Broad assessments have been made of the main infrastructure and public realm costs associated with the regeneration of Rawtenstall town centre.

These are summarised as follows:

St Mary's Way	(Ref A)	say £200k
Pack Horse Trail	(Ref B)	say £200k
Queen's Square Gyratory (NB Footpaths Only – These costs exclude signalisation and highway works)	(Ref C)	say £100k
Newchurch Road / St Mary's Way / Market Square	(Ref D)	say £350k
New Hall Hey: New Streets and Traffic Calming to New Hall Hey Road	(Ref E)	Included as part of New Hall Hey Development
Bank Street	(Ref F)	say £200k
A682 Boulevard and Roundabout	(Ref G)	say £1.5 million

Waterside Public Art	(Ref H)	say £300k
Bacup Road	(Ref I)	say £100k
Valley Centre Public Spaces	(Ref J)	say £650k
Footpath to Hall Carr Estate	(Ref K)	say £125k
Irwell River Walk	(Ref L)	say £50k

The broad cost estimate to deliver all of these projects is in the order of £3.5 million. The implementation of these projects should be prioritised according to the availability of funding, the role which they may play in opening up wider development opportunities (see Inter-Relationships identified in Section 7) and the contribution which they offer to the regeneration of the town as a whole.

The development of the new Civic Facility is likely to be funded from a variety of public sector sources – depending upon which uses ultimately take accommodation within the building.

Other projects which are likely to be substantially funded by the public sector would be the refurbishment of the market and the development of the Phipps Street car park. There may be scope to cross subsidise these developments with receipts from the release of adjoining publicly commercial development sites. It is also critical that appropriate revenue receipts from parking and stall charges are taken into account in appraising these development projects.

It is noted that funding for the new Transport Interchange has been identified and programmed.

It is estimated that the overall cost of infrastructure and public realm projects, along with delivery team costs may be in the order of £5 million. This is an initial estimate, and may vary significantly depending upon, for example, the preferred solution for the Civic Facility.

8.4 Scheme Appraisals

All key developments have been appraised using Prodev, a development appraisal software package. All build costs have been taken from BCIS online and based on mean prices for the second quarter of 2005 in Lancashire.

Values for the built developments have been based on the rents identified within the baseline report. Yields have been based on sales of comparable developments/investments in the region.

The development appraisals which have been undertaken have not been included within this report as they are commercially sensitive, however as noted above, they have confirmed that all of the main commercial development projects within the town centre appear viable (accepting that some sites will require public sector funding in relation to relocations of existing land uses and abnormal infrastructure costs).

This appraisal of costs and values has informed the development of the Delivery Strategy which is set out at Section 10 of this report.

9 Area Action Plan Policy Considerations

Following public engagement regarding the Revised Preferred Option Report, the Council will carefully review any representations made and if necessary to amend the emerging Area Action Plan to reflect comments.

The next stage of the process will then be to prepare a Draft Area Action Plan for submission to the Secretary of State.

The Draft Area Action Plan will contain specific policies against which future applications for planning permission in the town centre will be assessed.

It is envisaged that the Draft Area Action Plan will include policies which address the specific issues set out below. It should be noted that the list outlined is not considered to be a comprehensive schedule of policies.

9.1 Retail and Leisure Policy

A detailed retail policy will be set out in the Draft Area Action Plan, outlining the sequential approach to development in the Primary Shopping Area (Inner Core and Outer Core) and Edge of Centre Areas of the town centre. This will include policies for Primary Shopping Frontages (ie those within the Inner Core) and Secondary Shopping Frontages (ie those within the Outer Core).

The policy will make close reference to the recommendations of the Borough's Retail Capacity

Study as well as recent policy guidance set out in the recently published Planning Policy Statement 6.

9.2 Residential Development

Overall the Revised Preferred Option identifies sites for in the order of 280 residential units. Policy guidance will be set out which outlines arrangements for the release of residential sites in the town centre and the appraisal of applications for residential development (particularly in the light of existing Structure Plan policy).

9.3 Employment Allocations

Specific policies will be included regarding sites which are identified for office and light industrial use within the town centre. These sites form part of the Borough's overall portfolio of employment land.

9.4 Section 106 Contributions

It is anticipated that there the Area Action Plan will contain policies requiring developers to enter into Section 106 Obligations (and potentially Section 278 Agreements under the Highways Act) to contribute financially to the delivery of public realm and infrastructure within Rawtenstall town centre. In line with national guidance regarding the implementation planning obligations, and contributions will be:

- necessary to make a proposed development acceptable in planning terms,
- relevant to planning,

- directly related to the proposed development,
- fairly and reasonably related in scale and kind to the proposed development,
- reasonable in all other respects.

9.5 Active Frontages

The Draft Action Plan may contain policies which limit the amount of non-retail frontages within the main retail heart of the town centre in order to ensure it retains high levels of activity and animation. These will be developed with reference to the Primary Shopping Frontages (Inner Core) and Secondary Shopping Frontages (Outer Core).

9.6 Affordable Housing

Policies may be included within the Draft Area Action Plan requiring the delivery of a proportion of affordable housing units, in line with emerging Borough-wide policy.

9.7 Design

Policy guidance may be outlined regarding strategic design issues including considerations of:

- energy efficiency,
- sustainable drainage,
- secured by design,
- flood risk, and
- nature conservation.

Lancashire County Council has provided specific advice regarding potential sustainable construction policies.

9.8 Built Heritage and Archaeology

Policies may be included in relation to the town's heritage of listed buildings, conservation area and un-designated built heritage and features of archaeological importance. Site specific and general guidance regarding archaeological policies have been provided by Lancashire County Council.

9.9 Transport, Parking Facilities and Travel Plans

Policies may be included in relation to the provision of adequate parking facilities (including facilities for cyclists and motorcyclists) within the town centre. Where dedicated parking facilities are not provided, it may be appropriate for developers to contribute towards the provision of public parking facilities within the town centre by way of a Section 106 contribution. Appropriate policies regarding the production of Transport Assessments and Travel Plans may also be included.

The plan will set outline a strategy for managing car parking facilities within the town centre. The management regime, including potential charging arrangements, will be subject to monitoring and amendment over time.

Policies regarding servicing and access may also be included.

9.10 Flood Risk

Specific policies will be included regarding flood risk and alleviation in line with comments received from the Environment Agency.

10 Delivery Strategy

10.1 Funding

The likely available sources of funding for the delivery of the regeneration projects in Rawtenstall are considered in Section 8 of this report. It is noted that the majority of development schemes will be delivered by the private sector, and indeed many may make a positive financial contribution towards the cost of delivering infrastructure and public realm across the town centre.

This does however leave a number, which will require some public sector involvement. These include Kay Street Car Park, Bus Depot Site and the Valley Centre.

For these funding through the likely Public Sector Partners of Rossendale Borough Council, Lancashire County Council and NWDA will be required in addition to Section 106 contributions from the private sector controlled developments.

The other funding requirement will be a Staffing Resource as discussed below. This staffing resource will facilitate and coordinate the regeneration project and over time play an increasing role in managing and promoting the town centre.

10.2 Developer Contributions

The appraisals demonstrate the viability of all of the main development projects and provide an

indication of the overall profitability of these schemes.

There should be a presumption that all new developments within the town centre should contribute towards the cost of delivering public infrastructure within the town centre. Any contributions which are made by way of Planning Obligations should comply with the tests of reasonableness set out in planning guidance, in that they should be:

- necessary to make a proposed development acceptable in planning terms,
- relevant to planning,
- directly related to the proposed development,
- fairly and reasonably related in scale and kind to the proposed development,
- reasonable in all other respects.

10.3 Public Sector Contributions

It is envisaged that the public sector will play a central role in facilitating and delivering the regeneration of Rawtenstall Town Centre.

Both Lancashire County Council and Rossendale Borough Council own land assets in the town centre. They should consider putting in place agreements to recycle all or a proportion of the land receipts may accrue from the development of these sites as a contribution towards the cost of regeneration projects within the town centre.

Discussions have also been initiated with the North West Development Agency with a view to them playing a key role as a partner in delivering the regeneration of the town centre. It is envisaged that projects in Rawtenstall Town Centre may be included in the Agency's Strategic Investment Programme.

10.4 Project Direction

To oversee the delivery of the Rawtenstall Area Action Plan, and other regeneration initiatives within the Borough, a single delivery vehicle is to be established.

It is intended that the Economy Theme Group of the LSP would assume the role of the Project Board in relation to the implementation of the Area Action Plan. The group may be supported by wider informal working groups which should aim to promote high levels of involvement and engagement across a broad section of the community.

The Board will also play a key role in ensuring that wider complementary policies (such as licensing, policing, health, education, training, transport etc) are coordinated with the town centre spatial strategy.

It should be emphasised that statutory responsibilities in relation to planning, development control, highways etc will remain with the Borough and County Councils.

In relation to public sector funding, Rossendale Borough Council will remain the 'Accountable Body' for financial purposes.

It is critical that a high calibre delivery partnership board and team are put in place to coordinate and deliver the overall masterplan.

A Delivery Team will be established to service the Board and oversee implementation of the plan on a day to day basis. It is envisaged that this will be jointly resourced by the Borough Council, County Council and NWDA, along with contributions from the private sector. The team will require (or be able to draw upon) skills in the fields of planning, regeneration, surveying, design, marketing and project management.

Over time, we would see the scale of resource required to deliver the Area Action Plan diminishing, although there would be a residual role akin to a town centre manager. The objective of this position will be to help co-ordinate items such events, manage the general maintenance and upkeep of the town centre and promote the town in respect of the regeneration initiatives and development that will be and would have been undertaken by the time this position is required.

10.5 Public / Private Development Partnerships

The public sector will play a key role in delivering a number of development projects in Rawtenstall town centre. In order to ensure effective and efficient delivery of these schemes, it may be appropriate for the Council(s) to consider entering into a relationship with a private sector partner or partners to deliver development.

There are three main forms of local authority / private sector development partnership, as follows:-

- Direct development in partnership with a Fund
- Joint venture partnerships
- “Traditional” development agreements

Direct development in partnership with a Fund has been successfully adopted on a number of occasions although it is not common. An example is The Lanes in Carlisle (Carlisle City Council and Guardian Royal Exchange, as was). Typically, the Local Authority, in effect, acts as developer using experienced private sector surveyors and architects, to draw up a scheme and obtain planning consent. Having assembled the site and secured pre-lets, the Local Authority then reaches agreement with a Funding Institution which supplies the funding necessary to carry out the development.

Whilst this approach has a number of advantages, including the ability of the Local Authority to take total control of the development process and design and the ability to maximise return, the significant disadvantage is that the local authority is required to enter into “the risk business” and the up-front costs which must be borne by the Council could easily run into six figures. On balance, we believe that most local authorities would not feel comfortable with the level of risk involved and their financial position is usually such that they are unable to allocate the necessary financial resources. Accordingly, we would not normally recommend this approach.

Joint venture partnerships were quite popular a few years ago and examples include Wakefield MBC with AMEC and Kirklees MBC with Henry Boot. This arrangement usually applies to a series of developments on a number of sites, usually on a rolling programme basis. Such developments are not necessarily restricted to either retail use or to town centre locations and any profits made are ploughed back into the company so that there is an opportunity for cross-subsidising.

Advantages include the ability of the Local Authority to utilise private sector expertise to carry out a wide range of developments, the lack of necessity to expend time on selecting individual developers for specific opportunities and the potential to cross-subsidise unprofitable developments, referred to earlier.

Disadvantages include the fact that the local authority is “tied in” to a particular developer who may not be the most appropriate choice for any specific scheme and, in the absence of competition, there is more opportunity for claims to be made that best consideration has not been received for the Council’s assets.

“Traditional” development agreements represent the most commonly used form of partnership which has been adopted successfully over the years in many town centre situations. This procedure allows the Council to take the lead role in controlling the development process and, in particular, its timetable, but without any of the risks involved. The use of competition readily evidences best consideration and the legal arrangements are

sufficiently flexible to allow the Council to receive its consideration as rental, capital or both. Overage provisions also allow the Council to share in the success of the scheme but not, importantly, to be responsible for any risk. Any disadvantages associated with this approach to partnership are minimal and we have no hesitation in recommending this type of approach.

11 Next Steps

11.1 Introduction

The Area Action Plan forms part of the Borough's new Local Development Framework which is being prepared under the provisions of the Planning and Compensation Act 2004 and which will replace the Rossendale Local Plan as the Borough's development planning policy.

Details of the overall programme for the preparation of the Rawtenstall Area Action Plan and other Development Plan Documents are set out in the Borough's Local Development Schedule.

The current position on the plan's preparation is summarised as follows:

Stage 1 - Evidence Base – A Baseline Report has been prepared which appraises the current position of Rawtenstall town centre including an assessment of its environmental, commercial, physical, social, economic, transportation, policy characteristics.

This report was produced in consultation with a wide range of local stakeholders and is intended to inform the future development of the plan's strategy. The report has been published on the Council's website at www.rossendalebc.gov.uk.

Stage 2 – Prepare Issues and Alternative Options in Consultation – An Issues and Options Report has been prepared and also available on the Council's website. Again, the report is available on the Council's website. Extensive public consultation

was undertaken regarding these options during March 2005.

Stage 3 – Preferred Option Report – A Preferred Option has now been developed, based upon the initial stages of the Area Action Plan Preparation, and in particular taking into account the views and opinions which were expressed during public consultation.

This report outlines an additional iteration of the APP – a Revised Preferred Option. In the interests of stakeholder engagement and consultation, an additional round of community consultation will be undertaken regarding the Revised Preferred Option in advance of the preparation of the Submission Draft AAP.

11.2 Next Steps

Stage 4 – Public Engagement – Following the approval of the Preferred Option report by Members, it will be the subject of a further round of public engagement. This will include the formal publishing of the report along with its sustainability appraisal. Members of the public, stakeholders and other consultees will be invited to make representations over a specified period of six weeks in line with the Town and Country Planning (Local Development) (England) Regulations 2004.

ODPM Guidance regarding the preparation of Local Development Frameworks states that:

The aim of this formal public participation on preferred options stage is to give people the opportunity to comment on how the

local planning authority is approaching the preparation of the particular development plan document and to ensure that the local planning authority is aware of all possible options before they prepare the submission development plan document.

The local planning authority will have to provide sufficient information including maps and/or diagrams where appropriate at this stage to ensure that people can understand the implications of their preferred options. Once the local planning authority has identified their preferred options they will:

- *publish them and seek comments over a 6 week period in accordance with the authority's statement of community involvement;*
- *place any documentation identifying the preferred options on their website together with any supporting information which is needed to enable people to understand what they are being asked to comment upon and state where and when the preferred options documentation can be inspected;*
- *publish the sustainability appraisal report;*
- *make all the relevant material available for inspection at their principal offices and other suitable*

places for the whole of the six-week period for which it is open to comment;

- *send four copies to the Government Office and one copy to the Planning Inspectorate of the preferred options document on which representations were invited and any accompanying technical evidence which underpins the development plan document, such as assessing housing capacity and the community's housing needs;*
- *send copies of the relevant material to statutory consultees in accordance with the Regulations;42 and*
- *advertise in at least one local newspaper circulating in the area where and when the relevant material can be inspected, how copies can be obtained, what is the closing date for representations and where to send any representations.*

Following this period of public consultation, a draft Area Action Plan will be prepared for submission to the Secretary of State for Independent Examination which will be undertaken in advance of its formal adoption.

11.3 Sustainability Appraisal

The Council is required to undertake a Sustainability Appraisal of the emerging Area Action Plan as it is developed.

The Sustainability Appraisal of the Preferred Option Report has been produced and is published in parallel with this report. The two documents should be considered in tandem.

11.4 Comments on the Preferred Option Report

Any comments and representations which you wish to make in relation to the Preferred Option Report are welcomed.

Representations should be made on the Comment Forms which are available from Rossendale Borough Council or which can be downloaded from the Council's website at www.rossendale.gov.uk.

Completed Comments Forms should be forwarded to:

Forward Planning
Room 120
Kingfisher Centre
Futures Park
Bacup
Rossendale
OL13 0BB

rawtenstallmasterplan@rossendalebc.gov.uk

Comments should be received by **29th May 2005**.

A1 Responses to Preferred Option Report Public Engagement

A total of 86 responses were received in relation to consultation over the Preferred Option Report. These include a 'group response' of 72 representations received from individuals associated with Rossendale Transport Ltd.

A summary of these responses is set out below along with a description of how they have been incorporated into the emerging Area Action Plan.

Grouped Response, largely from individuals associated with Rossendale Transport Ltd (72 completed forms)

Representation

A coordinated response was received on behalf of 72 individuals raising the following issues:

- The bus depot (ie servicing, repair and bus parking) should be retained in to the south of the transport interchange site on Bacup Road.
- Concern is expressed that this will impact upon local bus services.
- Concern is expressed in relation to the impact upon the local economy if bus company employees are relocated outside of the town centre.

- Concern that job losses will result if the bus depot is relocated.

Response

The preferred location of a new bus interchange was frequently raised as an issue during initial stages of preparation of the Area Action Plan. Following detailed appraisal, it was concluded that the preferred location for this facility is on Bacup Road.

The proposal to utilise the southern section of this site as a depot / repair / parking facility would:

- Fail to maximise the development potential of this important riverside town centre site, and
- Have a detrimental effect upon the townscape of the town – particularly when viewed from Bocholt Way.

The Area Action Plan therefore proposes that the depot / repair component of the operation should be relocated outside of the town centre, and that the river front site should be redeveloped for retail, residential, leisure or mixed use development.

With specific reference to the points raised in group representations:

- The Borough Council will work with Rossendale Transport to identify a suitable alternative site, ensuring that local bus services are unaffected.
- The relocated depot site would need to be accessible existing employees, and if at all possible, retain employment opportunities within the Borough boundaries.

- The relocation of the depot would allow new employment generating uses to occupy its current site, thereby increasing the supply of jobs within the town centre and the Borough as a whole.

For the reasons set out above, it is proposed that the development strategy for the Transport Interchange and Bus Depot sites (Ref 11 and 12) should be unaltered in the Revised Preferred Option Report.

Hurstwood Group

Representation

The Hurstwood Group support the development of Option 3 as the Preferred Option, and specifically the inclusion of New Hall Hey as an 'edge of centre' component of the town centre regeneration strategy. Specific support is given to:

- Extending and diversifying the supply of retail opportunities in the town centre.
- Redeveloping the Valley Centre as a single major project.

The Group feel that:

- New Hall Hey should not be specifically identified as an 'outer core area', but advocate a simpler approach which identifies all areas beyond the retail/inner cores as edge of centre.
- The western portion of the New Hall Hey site should be designated for 'business' rather than

- ‘office and industry’, and an element of enabling residential development should be permitted.
- Holly Mount should be allocated for mixed use development (potentially including residential, retail and leisure) as well as offices.
- The Valley Centre (including the Council Offices, Police Station and Dale Public House) should be redeveloped as a single project.
- Specific reference should be made in the AAP to the sections of PPS6 and PPS1 which identify the importance of having regard to the positive regeneration impacts (including economic and social wellbeing) of development proposals in making planning decisions.
- Whilst the remodelling of Queen’s Square is important, a feasibility study should be carried out to ensure it will not lead to excessive congestion and will be commercially deliverable.
- If the fire station is to be relocated, an alternative site should be identified.
- Car parking and access strategies should be developed to inform the regeneration strategy.
- Office development should also be considered appropriate at the former college site.
- Sites to the west of New Hall Hey should be considered suitable for leisure uses within the general description of land ‘around the East Lancs Railway Station’.

- Concern is expressed that new residential development within the town centre should not lead unjustified controls on the operating conditions of new leisure related uses in the town centre in the interests of the amenity of new residents.
- The plan should make reference to the concept of ‘enabling’ for other developments in addition to housing.
- Significant new housing should not be provided for within the Area Action Plan until it has been considered as an integral part of the emerging Local Development. Otherwise, housing should be **in addition** to Policy 12 provision.
- Support developer contribution in the delivery process but require public sector contributions to be explicit – including contributions to revenue funding.

Response

The Group’s support for Option 3 is noted.

With respect to the specific issues which are raised:

- **New Hall Hey Allocation** - In line with guidance set out in PPS6, the Area Action Plan Spatial Strategy identifies main New Hall Hey as an ‘Edge of Centre’ location. Specifically, guidance in PPS6 states that:

‘For retail purposes, a location that is well connected to and within easy walking distance (ie. up to 300 metres) of the primary shopping area.

‘For all other main town centre uses, this is likely to be within 300 metres of a town centre boundary. In determining whether a site falls within the definition of edge-of centre, account should be taken of local circumstances. For example, local topography will affect pedestrians’ perceptions of easy walking distance from the centre. Other considerations include barriers, such as crossing major roads and car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the town centre. A site will not be well connected to a centre where it is physically separated from it by a barrier such as a major road, railway line or river and there is no existing or proposed pedestrian route which provides safe and convenient access to the centre.’

The identification of this site as ‘edge of centre’ is therefore considered to be consistent with national planning guidance.

The westernmost portion of New Hall Hey has been identified as a site suitable for business / light industrial uses. Town centre uses such as retail and leisure development are not considered to be appropriate at this location on account of its remoteness from the core of the town centre. Residential development is not considered to be appropriate on this important employment generating site, and is not considered to be justified on the grounds of

supporting the economic viability of the overall scheme.

- **Holly Mount House Allocation** – This site comprises a listed building with potential for extension / additional development to the rear. The site lies on high ground which rises up from St Mary's Way and the adjoining supermarket development. The site is not considered to form part of the core Primary Shopping Area on account of its topography which would effectively prevent it functioning as an extension to the retail core. The preferred use of this site should remain as offices – contributing to the stock of employment land within the town centre. Residential use at this site is not considered a necessary 'enabling' use, and would lead to a loss of employment land.
- **Valley Centre** – The Area Action Plan sets out a vision for a comprehensive and coordinated redevelopment of this site. It is recognised, however, that there are a number of key ownerships which control the site, and as such it may not be possible to deliver the project in one single phase of development. The plan sets out a strategy which seeks to ensure developments are coordinated to deliver the desired outcome, whilst allowing flexibility in its delivery. It is not considered appropriate to insist upon the development being delivered as one single project, as this may delay or frustrate the delivery of this critical project.

- **Consideration of Regeneration Benefits** – Paragraph 2.37 of PPS6 states that:

'2.37 Additional benefits in respect of regeneration and employment do not constitute indicators of need for additional floorspace. However, they may be material considerations in the site selection process (see paragraph 2.51). The weight to be given to such factors will depend upon the particular local circumstances.'

Paragraph 2.51 goes on to state:

'2.51 In selecting sites for allocation in development plan documents, the local planning authority should ... consider the degree to which other considerations, including specific local circumstances, may be material to the choice of appropriate locations for development. Considerations to be taken into account in drawing up plans include:

- *'Physical regeneration: the benefits of developing on previously-developed sites which may require remediation;*
- *'Employment: the net additional employment opportunities that would arise in a locality as a result of a proposed allocation, particularly in deprived areas;*
- *'Economic growth: the increased investment in an area, both direct and indirect, arising from the proposed*

allocation and improvements in productivity, for example arising from economies of scale; and

- *'Social inclusion: this can be defined in broad terms and may, in addition to the above, include other considerations, such as increasing the accessibility of a range of services and facilities to all groups.'*
- **Queen's Square Remodelling** – In recognition of the importance of ensuring the viability of the Queen's Square remodelling, additional survey, design and modelling work has been undertaken. This has led to the production of this Revised Preferred Option.
- **Fire Station** – The relocation of the Fire Station does not form part of the Revised Preferred Option.
- **Car Parking and Access Strategy** – The Revised Preferred Option sets out a high level strategy to deal with car parking and access (Section 5). This identifies the potential locations and capacities of new car parking facilities which may be developed over the course of the implementation of the Area Action Plan. It is recognised that mechanisms for charging, regulating and managing the town's car parks will need to be put in place, and that appropriate monitoring and amendments to this charging / management regime will be required over time. It is not considered appropriate for

the Area Action Plan to deal with detailed arrangements for parking and monitoring.

- **College Site** – Office development is considered appropriate as part of a mixed use development at this location.
- **Land around East Lancs Railway** – In terms of the Spatial Strategy, both the western portion of New Hall Hey and land adjacent to East Lancs Railway are considered to be part of the ‘Edge of Centre’ area – and areas where an element of leisure development may be considered appropriate. The potential for leisure use at these sites is specifically referred to under the development descriptions of individual development sites.
- **Conflict Between Residential Uses and the Evening Economy** – The Area Action Plan seeks to increase the mix of uses within the heart of Rawtenstall town centre – including both residential and leisure uses. Although there may be potential conflicts between these uses, these can be managed through careful consideration of individual planning applications, licensing applications, design and management of the town centre as a whole.
- **Enabling Development** – The overall commercial viability of development projects have been taken in to account in considering the deliverability of development projects within the Area Action Plan. This reflects the relatively high value which would be generated by residential development, but also by uses

such as retail and leisure. It is recognised that retail and leisure developments at New Hall Hey, for example, will effectively cross subsidise the infrastructure and development costs of office and light industrial uses on the remainder of the site.

- **Housing Allocations** – In the absence of an up-to-date Local Plan for Rossendale, the Area Action Plan takes its principal policy direction from the Adopted Joint Lancashire Structure Plan. The level of housing which is proposed in the Area Action Plan is considered to be appropriate within the context of the adopted Structure Plan policy.

Work is progressing on the development of the Rossendale Core Strategy and the North West Regional Spatial Strategy, both of which will provide important planning policy context for the Area Action Plan. The decision has been taken to proceed with the preparation of the Area Action Plan in advance of the adoption of these documents. This approach has been discussed and agreed with the Government Office and the County Council as an appropriate course of action for Rawtenstall town centre (and also for Bacup and Stacksteads), reflecting the need to develop an planning context for up-coming development proposals in these areas.

As Rossendale is currently in a position of ‘over supply’ in terms of housing allocations / approvals, the residential development identified within the Area Action Plan may be

considered to be ‘in addition’ to the Structure Plan allocations, as provided for by Policy 12 of the Joint Lancashire Structure Plan. This approach is addressed in the report text.

- **Developer Contributions** – The role of both the public and private sector in funding the capital and revenue costs of regenerating Rawtenstall Town Centre is recognised. The Area Action Plan sets out the context within which private sector contributions will be negotiated and outlines the principal sources of public sector funding which may be accessed. Discussions are ongoing with principal public sector funding agencies with a view to confirming funding support.

Lancashire County Council Representation

Notes that the Joint Structure Plan has now been adopted.

It is recommended that a policy on landscape and biodiversity should be included within the AAP.

The level of retail development (64,595 sq metres) should be justified by the retail capacity study. It is important that the level of provision is in line with the scale and function of Rawtenstall in relation to its ‘Tier 2’ status in the JLSP.

The proposed retail conformity appraisal should state that expenditure retained in the Borough will be dependent upon an assessment of the impact on the vitality and viability of both Rawtenstall town centre and other centres in Lancashire.

From a Landscape perspective, Option 3 is supported on the basis that it takes account of the town's built heritage, seeks to integrate the town centre and creates a pedestrian friendly public realm. Account should be taken of landscape / townscape character assessments. A public realm strategy should be produced, including design concepts for streets and squares.

Support is expressed for the AAP's reference to the use of sustainable fuel sources and reuse of demolition material. Reference should be made to the use of timber in new construction.

The AAP should seek to improve habitat connectivity along the River Irwell corridor.

General and site specific text is proposed for inclusion within the AAP regarding archaeological issues.

A town centre movement strategy should be developed.

High quality pedestrian links should be created across Bacup Road and St Mary's Way.

A study into the feasibility of upgrading the East Lancs rail link to Manchester was undertaken in 2003. It is unlikely that the rail link will be included in the Local Transport Plan in the short term, and the current focus is upon improving the X43 corridor, including small scale improvements to the A681.

Concern is expressed regarding the potential increase in supply of long stay parking facilities. The development of a parking strategy for the town

is welcomed (including consideration of cycle, motorcycle and mobility impaired parking provision). This study should also include consideration of park and ride.

Commuted sum payments should be made towards an overall 'town centre fund', rather than specifically towards parking.

Response

It is noted that the Joint Structure Plan has now been adopted.

The final AAP will contain policy guidance regarding landscape and biodiversity.

A retail capacity study has been prepared by Nathaniel Litchfield and Partners. The study informs the retail strategy set out in the AAP which:

- seeks to enhance Rawtenstall's role retail offer, whilst recognising its role as a Tier 2 centre,
- outlines a set of criteria against which proposals for retail development will be assessed.

Landscape and urban design appraisals were undertaken at the baseline / issues stage of plan preparation. These have directly informed the production of the Preferred Option.

Comments regarding the public realm strategy and design are noted. It is the intention that guidance and outline schemes will be prepared separately from the Area Action Plan.

Comments regarding sustainable construction techniques are noted. It is not felt appropriate to prescribe the use of timber specifically in the AAP.

The AAP supports the enhancement of the river corridor, both as a prominent feature within the town and also as an ecological resource.

Comments regarding archaeology are welcomed and the text will be incorporated into the AAP.

The Area Action Plan outlines a strategy for movement within the town centre. It is recognised, however, that further transport issues will require resolution – including parking, circulation, bus priority measures, cycle routes, public realm design etc. It is not considered appropriate for these to be addressed within the Area Action Plan itself.

It is noted that the upgrading of the East Lancs railway is unlikely to be included within the Local Transport Plan, and that the priority for investment is the X43 bus corridor.

Although the supply of parking facilities within the town centre would be increased through the implementation of the Area Action Plan, the level of increase would be proportionate to the increased level of development within the town centre. The illustrative schedule of development outputs set out at Appendix A2 has been informed by the Council's adopted parking standards.

The AAP seeks to ensure that Rawtenstall is accessible by a range of modes of transport. It is proposed that the supply of car parking would be effectively managed – with specific focus being

given to the split of short and long term facilities. It should be noted that the number of car parking spaces included within the schedule represent the gross new provision, and do not include an allowance for existing spaces which would be lost as existing surface car parks are built out. Reference will be included within the AAP to the need for development proposals to comply with Structure Plan Policy 7 and 'Access and Parking' SPG.

Development Planning Partnership on behalf of Tesco Stores Ltd.

Representation

General support is expressed for the Area Action Plan and efforts to enhance the town's role within the region.

The relationship between the town's quarters and spatial strategy is unclear.

Current Primary Shopping area is very large and cuts across several roads giving a segmented feel. It would be more suitable for the Primary Shopping Area to be more reflective of the boundary of the inner core area, producing a more compact and better connected centre.

Open retail use should be considered at New Hall Hey, as the 'non-food retail' is considered to be too restrictive.

Response

At the Issues and Options stage, four quarters were identified within the town centre, and used as a tool

to describe the character and role of areas of the town centre. In line with guidance set out in PPS6, a spatial strategy has now been established at the Preferred Option Stage which identifies a Primary Shopping Area (comprising and inner and outer core), 'Edge of Centre' locations and sites which are designated as appropriate for office / light industrial development. Area Action Plan policies and proposals are developed with reference to the Spatial Strategy. References to the four quarters have been included for the purposes of cross reference and continuity only.

The Primary Shopping Area is defined in PPS6 as:

A defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are contiguous and closely related to the primary shopping frontage). The extent of the primary shopping area should be defined on the proposals map. Smaller centres may not have areas of predominantly leisure, business and other main town centre uses adjacent to the primary shopping area, therefore the town centre may not extend beyond the primary shopping area.

A proposed Primary Shopping Area has been identified within the Preferred Option Report, and has been split into:

- An Inner Core – which contains the town's prime retail frontages including Bank Street, the Valley Centre and Kay Street, and

- An Outer Core – which includes the town's secondary retail frontages including Bacup Road and Queen's Street, along with key larger format retail outlets at St Mary's Way and Bocholt Way. Although not in a 'traditional' high street format, the latter have been included within the Primary Retail Core as the form key elements of the town's main retail offer.

This approach recognises the difference in character between the town's primary and secondary retail frontages, and also the important role which is played by town centre supermarket / retail warehousing developments and is considered to be consistent with guidance set out in PPS6.

It should be noted that the boundary of the Primary Shopping Area and Outer Core Area are amended in the Revised Preferred Option to reflect the retention of the Queen's Square gyratory, and the impact which this will have upon the development potential of sites within the heart of the island site.

MOD

Representation

The MOD would like to ensure that consultation takes place including any wind farm proposals.

Response

Consultation with the MOD will continue in relation to Local Development Framework proposals.

GONW

Representation

Creating an LDF (p92) The report contains more information than is required to serve the frontloading purpose and may not encourage engagement. More information than required on the checklist so less accessible.

Some of section 5 could be put in background document.

Recommend when producing further documents consideration given to distilling the key information, and make exec summary readily available.

More info on comments form required and ideally should be attached.

The Government Office queried the consultation arrangements which were being followed in relation to the DPD Sustainability Report. These concerns have been resolved following further correspondence with the Government Office.

P.4 reference to PPG6, now superseded, and RPG – need to update these terms.

P.5 says AAPs and Core Strategy will be submitted for joint independent examination – LDS suggests different dates and GONW have not been advised of a review for this. If they are to be examined together, AAP need to include much more about how it meets requirements for conformity with CS.

P.6 references Retail Capacity study being prepared, but elsewhere provides results to support preferred option – check

If Primary Shopping Area definition is supported by evidence from retail capacity study this should be made explicit. If not, there should be something in the text to explain the rationale for how this boundary has been drawn.

Needs to be more explicit link in the submission DPD between the results of the retail capacity study and proposals which involve a change in the existing retail offer, in line with PPS6.

In reference to potential housing development report refers to structure plan, should also pay heed to relevant PPG3 policies on design and density.

Report appears to include nothing about “the structure and scope of the submission DPD” (Creating LDFs Checklist 8b)

Creating LDFs says (p.92) that options in the report must be credible in terms of resources to implement them. Rawtenstall AAP admits proposals are ambitious, so could be beneficial to build some sort of flexibility in the report e.g. to accommodate possibility of non-delivery in some areas.

Report could say more about what benefits town centre management might bring in the longer term (particularly in the light of the proposals to boost the evening economy) and how this might be resourced.

Response

Following correspondence with the Government Office, the issue of consultation has been resolved and confirmation has been received that the Office is ‘unlikely to raise this issue as a

concern’ at future stages of the plan preparation.

Sanderson Weatherall on behalf of Royal Mail Group**Representation**

In reference to paragraph 5.1 the Royal Mail support proposed vision about vehicular access, but wish to ensure issues are considered on a holistic approach as opposed to site by site analysis.

In reference to paragraph 5.8 and the proposed closure of Bacup Road to through traffic, the Royal Mail wish to ensure this will not impinge on the operational works of Royal Mail and access to key areas of the town centre will not be prohibited.

Response

It is proposed that vehicular access to Kay Street and the Royal Mail’s facilities will be maintained.

B H Taylor on behalf of the CPRE**Representation**

Would like to see new buildings constructed using local materials and maintain the town’s rural aspect – making use of use river, green spaces etc.

Support development of residential accommodation above shops, but would prefer to see tea shop rather than McDonalds.

Concern is expressed regarding power supply cables and telecoms masts.

Response

The Area Action Plan seeks to ensure that a high quality townscape is maintained and developed in Rawtenstall town centre. This will include buildings constructed using traditional materials, and also high quality contemporary design. The plan seeks to provide opportunities for traditional shops and café as well as to meet demand for quality fast food and leisure facilities.

Concerns relating to telecom masts and power supplies are noted.

Turley Associates on behalf of Peel Developments Ltd**Representation**

Peel would like to see a hybrid preferred option based upon a combination of Options 2 and 3 (as set out in the Issues and Options Report).

The company does not feel that New Hall Hey should be included as a location for town centre uses and should not be defined as 'edge of centre' in the context of PPS6 definitions.

Consideration should be given as to how New Hall Hey could be made to function as part of the town centre – particularly in view of its remoteness. PPS6 advises that retail uses should be within 300 metres of the Primary Shopping Area, other uses within metres of the town centre boundary and all town centre uses within 500 metres of a transport interchange.

The report should address the recently issued 'PPS6: Planning for Town Centres' which replaces PPG6.

Tests to examine the suitability of retail development at 'outer core' and 'edge of centre' locations should reflect those set out in PPS6, specifically:

- Impacts upon the vitality and viability should be assessed against all 'existing centres' rather than the 'heart of the town centre',
- The test should also be applied to leisure development, and
- A test of accessibility should also be applied.

The updated report should reflect the recent refusal of planning permission for the New Hall Hey development and resolution to grant planning permission for six retail units at Peel's Bocholt Way site.

Object to references to S.106 Obligations in Sections 8, 9 and 10 of report as the approach set out does not reflect government policy. Rather than refer to planning obligations being 'necessary', the report should be amended to state that obligations must be 'necessary to make a proposed development acceptable in planning terms'. The Area Action Plan should not seek to utilise planning obligations as a means to impose a levy on developers' profit to fund infrastructure works.

It is noted, however, that Section 106 contributions can be used imaginatively to secure the

regeneration of the town centre – particularly with respect to residential developments.

Response

Preferred Option – As a result of further transport survey, modelling and design work, the Revised Preferred Option combines elements of Options 2 and 3 in a new Option 4 described in this report.

New Hall Hey is one of the Borough's most important development and is located at a key gateway to the Borough. The plan proposes a mixed use development at the site, including a significant proportion of office / light industrial development. Tests are set out by which proposals for retail and leisure development would be assessed.

In considering its development potential, has been given to guidance set out in PPS6 and its relationship with the heart of Rawtenstall Town Centre, including its relative remoteness.

The eastern area of the site which are identified as having potential for retail / leisure development (subject to tests of appropriateness outlined). The plan's strategy seeks to improve connections to the site for pedestrians, cyclists and motorists, and also requires measures to improve public transport connections to be included as part of any development proposals which come forward.

Although the western portion of the site may be in excess of 500 metres from the bus interchange, the site is still considered to be appropriate for office / light industrial uses on account of its strategic

importance as part of the Borough's employment land portfolio, and its relationship with the remainder of the New Hall Hey site.

Retail Tests – The Borough's Retail Capacity Study appraises all existing retail centres across Rossendale, and concludes that the only centre with a significant component of comparison retail potential Rawtenstall. Although other centres are unlikely to be affected by development at New Hall Hey, the report will be amended to reflect this representation. The report also reflects application of appropriate sequential and impact tests regarding leisure development.

As noted above, the accessibility of New Hall Hey was appraised in preparing the Area Action Plan and considered in assessing its potential suitability as a retail and leisure site, and the Preferred Option Report states that *'New Hall Hey is relatively remote from the heart of the town centre. Proposals for new development should demonstrate how they will address this issue, by improving connections for cyclists and pedestrians, reducing the impact of severance and improving public transport connections'*.

Recent Planning Decisions – Recent planning decisions regarding the Bocholt Way Sites and New Hall Hey are considered to be consistent with the emerging Area Action Plan and have been taken into consideration in producing this Revised Preferred Option Report.

Section 106 Obligations – The report will be amended to state that obligations must be

'necessary to make a proposed development acceptable in planning terms', rather than simply necessary. It is not the intention of the Area Action Plan to apply a 'levy' upon developers' profits. The reason for including reference to the relative profitability of development projects was purely made in relation to the requirement that obligations should be 'reasonable' and 'fairly and reasonably related in scale' to the proposed development.

M Stephens

Representation

This representation requests that new development with glass roofing should not be built as creates intense heat which makes the area uncomfortable and requires intense air conditioning.

Response

Whilst natural light and the use of passive solar heat can contribute to the creation of attractive indoor spaces, it is recognised that careful attention needs to be paid to design solutions to ensure that they do not give rise to overheating.

Environment Agency

Representation

The Agency objection to the plan on the grounds that allocations not supported by a borough wide Strategic Flood Risk Assessment (SFRA).

The Agency suggests that Rossendale Borough Council should produce a borough wide SFRA and

findings should be used in allocating sites across parts of the Local Development Framework.

Phipps Street car park and Co-op building potentially lie above a culverted main watercourse and the Agency would not grant consent.

AAP should include development policies to ensure the development proposals in flood risk areas are supported by appropriate assessments in accordance with PPG25 requirements, along with policies for contaminated sites and protection and enhancement for biodiversity, surface and ground water quality.

Other generic recommendations include policies to include policies to ensure the adoption of sustainable construction techniques / urban drainage techniques where practical.

Policies should not just consider minimisation and management of flood risk, but actively discourage works that will be at risk of flooding that have not incorporated appropriate solutions to ensure the building will not be at an unacceptable risk.

Specific comments are also made in respect of the Sustainability Appraisal – which are addressed in the revised draft of that report.

Response

A Borough Wide Strategic Flood Risk Assessment is under preparation.

Rochdale MBC

Representation

The Council does not wish to make any representations in response to the report.

Response

Noted.

The National Trust

No Comments at this stage.

Response

Noted.

Highways Agency

Representation

No Comments at this stage, but would wish to be consulted following modelling and design work in relation to the Queen's Square gyratory.

Response

Noted.

Irwell Vale Residents Association

Representation

Do not support Option 3 as it is too radical. Would like to see further transport analysis and also would like to see a new transport interchange which requires carefully in terms of design and integration.

Response

As noted above, further transport analysis has been undertaken and informs the Revised Preferred

Option. A new transport interchange is proposed as part of the Area Action Plan.

M E Magee

Representation

Whilst accepting that the centre is in need of 're-vamping', a number of specific issues are raised, including:

- Rental levels in shops need to be affordable.
- Concern that there may already be sufficient eating / drinking establishments.
- Concern that the town will attract new residents who will continue to work outside the area, although the role of the increased population in supporting the local economy is recognised.
- Car parking will be made worse by new residential development.
- Concern regarding the relocation of the bus depot facility.

Response

The Area Action Plan seeks to extend the range of retail premises within the town centre, including traditional shops which are suited to local independent retailers, and larger format stores which will diversify the range and type of retail represented in the town.

The commercial appraisal which informed the Area Action Plan strategy has identified potential for new

leisure development, including specific interest in new cafés and bars.

The Area Action Plan seeks to strike a balance between new employment opportunities and new residential development.

Rawtenstall Chartists

Representation

A background explanation of the Chartists' involvement in the AAP process is set out.

This note covers a wide range of issues, including considerable background regarding the preparation of Local Development Frameworks, guidance to community groups and general comments about Council Activities in Rossendale.

This summary alone runs to 21 pages of text, and it is recognised that this does not deal with all relevant issues.

The following specific issues are raised in relation to the Area Action Plan Preferred Options Report:

- A considerable volume of reports and information has been provided in the form of a Baseline Report, Sustainability Appraisals, an Issues and Options Report and a Preferred Option Report along with Executive Summary Reports and consultation material. The Chartists have independently prepared a summary of these documents which they have circulated for community use. The organisation does not make any specific comments regarding a 'Preferred Option' and focuses

- upon promoting community action. Comment regarding the proposed development strategy in the Area Action Plan is reserved until the Draft AAP is issued.
- The plan now covers the whole of Rawtenstall, not merely the town centre.
 - The Summary of Baseline Information has been overtaken by events.
 - Consultation on the Preferred Option Report has not been undertaken in line with the SCI.
 - The Preferred Option Evaluation is based upon an evaluation of three alternative options. There may be other options which have not been considered.
 - The Spatial Strategy has been changed from the Quarters outlined in the Issues and Options Report.
 - The plan needs to differentiate more clearly between sites which are considered to be suitable for Light Industrial Use (B1) and General Industrial Use (B2).
 - There are no indications of employment outputs.
 - It is not clear whether the floorspace outputs are gross or net.
 - Site specific proposal information should be set out earlier in the report.
 - There is no logic to the site listing order.
- Local residents should be informed of the plan's proposals.
 - Detailed feasibility testing of the Queen's Square gyratory proposals has led to a modification of the Area Action Plan. The impact of these changes will need to be explained.
 - The Area Action Plan should be approved by the Council before it is cited as 'emerging local planning policy'.
 - The shading for the programme diagram and site plans are not very legible in black and white.
 - The programme refers to 'Year 1, Year 2 etc' rather than a specific date.
 - The programme does not provide for a sequential test.
 - Ownership details should be identified for the Burnley Road site.
 - The impact of retail and residential development has not been explained.
 - No mention is made of policies relating to the management of the town centre and the evening / night time.
- Response**
- In preparing the AAP, a balance has been sought which:
 - provides a comprehensive evidence base,
 - enables members of the community to understand the processes of plan preparation, and
 - attempts to do so in an accessible way.
- There are clear tensions between providing a thorough evidence base and producing short, accessible reports.
- The area covered is defined as 'Rawtenstall Town Centre'. The area covered has not changed during the production of the Area Action Plan, and indeed covers the same area as the town centre defined in the Rossendale Local Plan.
 - It is recognised that there have been changes in policy, planning approvals and to the town centre itself since the production of the Baseline Report. The emerging AAP has sought to address these changes as it has evolved.
 - Consultation undertaken throughout the Area Action Plan production has been in line with the Borough's Statement of Community Involvement.
 - The Issues and Options Report described four 'Character Areas' or quarters within the town centre. The purpose of this description was to outline the current character and role of these areas. The Preferred Option Report outlines a Spatial Strategy describes how the town may be developed in the future. The Spatial Strategy builds upon the assessment of the

- Character Areas, refines the boundaries and definitions of the differing areas and describes how policies may be applied to shape this development.
- Site specific guidance is provided on a site by site basis regarding the range of uses which are considered to be appropriate at individual locations. On a site by site basis, these outline where sites are suitable for Light Industry and / or General Industrial Uses. Reference to 'general industrial' activity has been addressed.
 - An indication of the overall anticipated employment generation will be included in the final Area Action Plan.
 - The indicative development schedule identifies a broad estimate of the gross development capacity of specific sites. These indicative estimates have been developed to allow a broad assessment of the overall viability of development proposals to be undertaken and to inform transport modelling / infrastructure capacity assessment etc. The figures are not intended be used as a policy limit to development.
 - The report structure has been amended to include site specific proposals at an earlier stage.
 - Site descriptions are ordered according to:
 - Projects which are approved or underway,
 - Major Development Projects,
 - Other Development Projects, and
 - Public Realm Projects.
 - In line with the requirements of the Statement of Community Involvement, extensive public consultation has been undertaken throughout the development of the AAP.
 - The Revised Preferred Option Report outlines the revised strategy for Queen's Square.
 - The AAP gains status as a Development Plan Document as it moves through its process of consultation and preparation. This process includes provision for adoption of the various stages of the plan as it emerges.
 - The programme diagram has been amended to include hatched shading. In light of its complexity, it is not considered viable to illustrate the town centre in black and white.
 - The programme has been amended to include specific dates.
 - The 'sequential test' is applied in determining planning applications – particularly, though not exclusively relating to retail development. This test is applied at the time of granting planning permission. The 'Inter-Relationships' box on the programme will be amended to read 'dependent upon satisfying retail capacity, impact and sequential test considerations'.
 - Kingfisher will be identified as the land owner of the Burney Road site.
 - Retail and residential development proposals have been developed in line with the Borough's retail capacity study, and adopted and emerging policy as set out in the County Structure Plan and Regional Spatial Strategy. The level of new retail and residential development proposed in the town centre is in keeping this overall policy framework.
 - Specific proposals are set out in the report regarding project direction and management. It is intended that this role will cover both the coordination of development activity and town centre management.

A2 Provisional Schedule of Development Projects

	Site Area (sqm)	Footprint	No. of storeys	Total floor space	Approx. residential units (g.f.a. : assumes 2 bed units @65 / sqm net + 15% circulation)	Retail	Office	Leisure	Other	Parking Capacity (subject to application of parking standards)
Committed Projects										
1. Ilex Mill	4,455	4,455	5	22,275	95 (Completed)					95
2. Holly Mount House	13,630	750	2	1500			1500			50
3. Lower Mill	24,280	4,600	2	12000		12000				75
4. Higher Mill (figures based on planning permission)	2,528	1975	2	3950	15 (Approved)		2750			113
Major Projects										
5. Valley Centre +	13,670	7,600	3.5	26,600 tbc	75	2500 (net addition tbc)	tbc	tbc	tbc	412
6. Bocholt Way	20,000	6677	1	6677		6677				267
7. New Hall Hey	61,420	14,710	2-4	44,130		6500	7500	7000	2000 worksho ps	
8. Market	4,579	265	1	265		265				18
9. Transport Interchange	4180	450	1	450					450	n/a
10. Bus Depot Site	1882	492	4	1968	12	984 on g.f and 1 st f				37
11. Focus	7330	1855	4	6013	62	1,255 (or				119

	Site Area (sqm)	Footprint	No. of storeys	Total floor space	Approx. residential units (g.f.a. : assumes 2 bed units @65 / sqm net + 15% circulation)	Retail	Office	Leisure	Other	Parking Capacity (subject to application of parking standards)
						leisure at g.f. to west)				
12. Phipps Street Car Park	4000 (approx)	3800 (approx ∴ inc. car park tbc)	2 resi 3 deck c park	(936) (exc c/park)	11				Decked car park	285
13. Tomlinson's Works	7,244	2285	3.5	8386	55	490	1835			40
14. Accrington and Rossendale College Site	9955	3625 (2975 + 650)	2 (hotel) 4 (resi)	5950	50				2,700 (60 bed hotel)	110
16. Burnley Road	9318	2306	2	4612			4612			25
Other Key Projects										
16. Heritage Arcade	2,751	793	2.5	1611				1611		0
17. Co-op site buildings	1000 (approx)	565	2	1130 (450 +680)		1130				0
18. Kay Street Car Park	3299	824	2	1648	13			670 (pos. inc.		43

	Site Area (sqm)	Footprint	No. of storeys	Total floor space	Approx. residential units (g.f.a. : assumes 2 bed units @65 / sqm net + 15% circulation)	Retail	Office	Leisure	Other	Parking Capacity (subject to application of parking standards)
								retail)		
19. Newchurch Road Car Park	284	123	2	246	2	123				2
20. New Hall Hey Infill	3342	1120	2	2240			tbc			tbc
21. Bank Street (South) Infill	1087	425	2	850		850				Off site only
22. Bank Street (North) Infill	1087	425	2	850		850				Off site only
23. Land Fronting Bocholt Way	419	87	1	87		87				4
24. Townscape Improvement Area	9462.7 (1167.3 to north + 1919.5 to east + 6375.9)									
Estimated Totals	210,000	60,000	-	150,000	390	34,000	18,000	9,000	5,000	1,700

A3 Appraisal of Conformity Between the Area Action Plan Preferred Option and the Joint Lancashire Structure Plan.

POLICY 1 - GENERAL POLICY	CONFORMITY APPRAISAL
<p>DEVELOPMENT WILL BE LOCATED PRIMARILY IN THE PRINCIPAL URBAN AREAS, MAIN TOWNS, KEY SERVICE CENTRES (MARKET TOWNS) AND STRATEGIC LOCATIONS FOR DEVELOPMENT AND WILL CONTRIBUTE TO ACHIEVING:</p> <p>(a) THE EFFICIENT USE OF BUILDINGS, LAND AND OTHER RESOURCES;</p> <p>(b) HIGH ACCESSIBILITY FOR ALL BY WALKING, CYCLING AND PUBLIC TRANSPORT, WITH TRIP INTENSIVE USES FOCUSED ON TOWN CENTRES;</p> <p>(c) A BALANCE OF LAND USES THAT HELPS ACHIEVE SUSTAINABLE PATTERNS OF DEVELOPMENT;</p> <p>(d) ACCELERATED RATES OF BUSINESS DEVELOPMENT IN THE REGENERATION PRIORITY AREAS;</p> <p>(e) APPROPRIATE DEVELOPMENT AT BLACKPOOL AIRPORT, PORTS AND REGIONAL INVESTMENT SITES;</p> <p>(f) URBAN REGENERATION, INCLUDING PRIORITY RE-USE OR CONVERSION OF EXISTING BUILDINGS, AND THEN USE OF BROWNFIELD SITES;</p>	<p>Rawtenstall (including Bacup and Haslingden) is identified as one of Lancashire's 'main towns' where new development is supported.</p> <p>The Preferred Option will assist in delivering criteria a, b, c, d, f, g and i.</p> <p>The Preferred Option is considered to be wholly compatible with this policy.</p>

<p>(g) ENHANCED ROLES FOR TOWN CENTRES AS DEVELOPMENT LOCATIONS AND PUBLIC TRANSPORT HUBS;</p> <p>(h) RURAL REGENERATION;</p> <p>(i) A HIGH QUALITY BUILT ENVIRONMENT.</p> <p>OTHER DEVELOPMENT TO MEET AN IDENTIFIED LOCAL NEED OR SUPPORT RURAL REGENERATION OUTSIDE PRINCIPAL URBAN AREAS, MAIN TOWNS, KEY SERVICE CENTRES (MARKET TOWNS) AND STRATEGIC LOCATIONS FOR DEVELOPMENT WILL BE ACCEPTABLE IN PRINCIPLE.</p>	
<p>POLICY 2 - MAIN DEVELOPMENT LOCATIONS</p>	<p>CONFORMITY APPRAISAL</p>
<p>MOST DEVELOPMENT WILL BE CONCENTRATED IN THE FOLLOWING PRINCIPAL URBAN AREAS TO ENHANCE THEIR REGENERATION:</p> <p>... (list of Principal Urban Centres) ...</p> <p>DEVELOPMENT IN THE FOLLOWING MAIN TOWNS WILL BE AT LEVELS SUFFICIENT TO SUPPORT:</p> <p>(a) THEIR ROLE AS KEY CENTRES FOR PUBLIC TRANSPORT, EMPLOYMENT AND SERVICES; AND/OR</p> <p>(b) THEIR REGENERATION ROLE WITHIN REGENERATION PRIORITY AREAS.)</p> <p>...RAWTENSTALL (INCLUDING BACUP AND HASLINGDEN) ...</p>	<p>As noted above, Rawtenstall (including Bacup and Haslingden) is identified as a 'main town'.</p> <p>It is considered that the Preferred Option provides for development in Rawtentall town centre at levels sufficient to support its role as key centres for public transport, employment and services.</p> <p>The implementation of the Area Action Plan would also contribute to the regeneration of the town centre and indirectly to the Borough as a whole – including the Elevate Pathfinder area in Bacup.</p> <p>The Preferred Option is considered to be wholly compatible with this policy.</p>
<p>POLICY 3 - STRATEGIC LOCATIONS FOR DEVELOPMENT</p>	<p>CONFORMITY APPRAISAL</p>

<p>STRATEGIC LOCATIONS FOR DEVELOPMENT ARE DEFINED AT:</p> <ul style="list-style-type: none"> • THE ROYAL ORDNANCE SITE, EUXTON; • FLEETWOOD (DOCKS-NORTH EAST THORNTON). 	<p>This policy is not applicable to the Rawtenstall Town Centre Area Action Plan. The Area Action Plan will not materially impact upon development at these locations.</p>
<p>POLICY 4 - DEVELOPMENT IN LANCASHIRE'S KEY SERVICE CENTRES (MARKET TOWNS)</p>	<p>CONFORMITY APPRAISAL</p>
<p>This policy relates to the development of Key Service Centres (Market Towns).</p>	<p>Rawtenstall is not a Key Service Centre and there are no other similar centres in Rossendale. The Area Action Plan will not materially impact upon the development of other Key Service Centres.</p> <p>The Preferred Option is considered to be wholly compatible with this policy.</p>
<p>POLICY 5 - DEVELOPMENT OUTSIDE OF PRINCIPAL URBAN AREAS, MAIN TOWNS AND KEY SERVICE CENTRES (MARKET TOWNS)</p>	<p>CONFORMITY APPRAISAL</p>
<p>This policy deals with development outside of the principal urban areas, main town and key service centres.</p>	<p>This policy is not applicable to the Rawtenstall Town Centre Area Action Plan.</p>
<p>POLICY 6 - GREEN BELTS</p>	<p>CONFORMITY APPRAISAL</p>
<p>THE GENERAL EXTENT OF GREEN BELTS IN LANCASHIRE WILL BE MAINTAINED.</p>	<p>The Area Action Plan will not result in changes to adopted green belt in Lancashire. The Preferred Option is considered to be wholly compatible with this policy.</p>

POLICY 7 - PARKING	CONFORMITY APPRAISAL
<p>THE LOCATION, TYPE AND AMOUNT OF CAR PARKING WILL BE MANAGED IN THE FOLLOWING WAYS:</p> <p>(a) IN THE PRINCIPAL URBAN AREAS OF BLACKBURN, BLACKPOOL, BURNLEY, LANCASTER AND PRESTON LONG-STAY COMMUTER CAR PARKING WITHIN THE DESIGNATED TOWN CENTRE WILL BE PROGRESSIVELY REDUCED;</p> <p>(b) IN COASTAL RESORTS AND RURAL AREAS LONG-STAY CAR AND COACH PARKING WILL BE PROVIDED TO MEET VISITOR NEEDS;</p> <p>(c) IN OTHER TOWN CENTRES INCREASES IN LONG-STAY COMMUTER PARKING WILL BE RESISTED;</p> <p>(d) PRIORITY WILL BE GIVEN TO SHORT-STAY CAR PARKING IN TOWN CENTRES THROUGH ADOPTION OF APPROPRIATE MANAGEMENT MEASURES, INCLUDING PARKING AT NEW DEVELOPMENTS;</p> <p>(e) INCREASED PARKING WILL BE PROVIDED ADJACENT TO TRANSPORT INTERCHANGES AND RAILWAY STATIONS MANAGED FOR THE USE OF PUBLIC TRANSPORT USERS WHERE THE IMPACT ON OVERALL TRAFFIC MOVEMENTS IS ACCEPTABLE;</p> <p>(f) BUS-BASED PARK AND RIDE SCHEMES WILL BE DEVELOPED CLOSE TO MAJOR ROAD CORRIDORS ON THE PERIPHERY OF BLACKBURN, PRESTON AND LANCASTER. FURTHER PARK AND RIDE SITES WILL BE APPROPRIATE AT RAILWAY STATIONS AND</p>	<p>The Area Action Plan does not provide for a significant increase in long stay commuter parking. Any additional long stay parking which is provided will be to meet the needs of increased employment development in the town centre, and the level of parking which is provided will be managed through the development control process.</p> <p>The Area Action Plan gives priority to the provision of short stay parking, and proposed appropriate measures to manage supply.</p> <p>There may be scope to provide additional car parking adjacent to the East Lancs Railway (if this facility is converted to a commuter service). The level of parking which would be provided would be considered in the context of the site's town centre location.</p> <p>The provision of long stay car parking adjacent to the proposed bus interchange on Bacup Road is not considered to be appropriate on account of its town centre location.</p> <p>Appropriate policies on cycle and motorcycle parking will be incorporated in the Draft Area Action Plan.</p> <p>The Preferred Option is considered to be wholly compatible with this policy.</p>

<p>AT LOCATIONS ON THE PROPOSED RAPID TRANSIT CORRIDORS WHERE GOOD ROAD ACCESS EXISTS;</p> <p>(g) PROVISION, TO AT LEAST MINIMUM STANDARDS, OF SAFE, SECURE CYCLE AND MOTORCYCLE PARKING AND PARKING FOR THE MOBILITY IMPAIRED ON ALL NEW DEVELOPMENTS;</p> <p>(h) THROUGH THE USE OF TRANSPORT ASSESSMENTS AND TRAVEL PLANS. PARKING PROVISION FOR NEW DEVELOPMENT WILL BE EXPECTED TO MEET THE STANDARDS SET OUT IN THE RELEVANT TECHNICAL APPENDIX OF THE PLAN.</p>	
<p>POLICY 8 - STRATEGIC ROAD NETWORK AND PROPOSED IMPROVEMENTS</p>	<p>CONFORMITY APPRAISAL</p>
<p>This policy deals with major improvements of the strategic highway network.</p>	<p>This policy is not applicable to the Rawtenstall Town Centre Area Action Plan.</p>
<p>POLICY 9 - RAPID TRANSIT SYSTEMS IN REGENERATION PRIORITY AREAS</p>	<p>CONFORMITY APPRAISAL</p>
<p>This policy deals with the safeguarding of disused rail land for specific Rapid Transit System schemes.</p>	<p>This policy is not applicable to the Rawtenstall Town Centre Area Action Plan.</p>
<p>POLICY 10 - RAIL AND BUS IMPROVEMENTS</p>	<p>CONFORMITY APPRAISAL</p>
<p>PROVISION WILL BE MADE FOR NEW RAIL STATIONS AT THE FOLLOWING LOCATIONS:</p> <p>... none in Rossendale ...</p> <p>NEW OR IMPROVED RAIL/BUS INTERCHANGES WILL BE PROVIDED AT:</p>	<p>The Area Action Plan provides for the development of a new Bus Interchange in Rawtenstall town centre.</p> <p>The Preferred Option is considered to be wholly compatible with this policy.</p>

<p>... RAWTENSTALL ...</p> <p>NEW BUS STATIONS WILL BE PROVIDED IN THE FOLLOWING LOCATIONS:</p> <p>... none in Rossendale ...</p> <p>THE FOLLOWING DISUSED RAIL CORRIDORS WILL BE PROTECTED FOR FUTURE TRANSPORT USE:</p> <p>... none in Rossendale ...</p>	
<p>POLICY 11 - FREIGHT DISTRIBUTION</p>	<p>CONFORMITY APPRAISAL</p>
<p>DEVELOPMENT INVOLVING SUBSTANTIAL NUMBERS OF DISTRIBUTION VEHICLE MOVEMENTS WILL BE LOCATED WHERE THERE IS GOOD ACCESS TO THE STRATEGIC ROAD NETWORK AND, WHEREVER POSSIBLE, PORTS, AND THE RAIL NETWORK. SITES FOR RAILFREIGHT DEVELOPMENT WILL BE PROTECTED IN THE FOLLOWING AREAS:</p> <p>... none in Rossendale ...</p> <p>EXISTING SITES CURRENTLY IN OPERATIONAL USE FOR RAILFREIGHT WILL BE SAFEGUARDED FOR THIS PURPOSE SHOULD RAIL USE CEASE. OTHER SMALLER RAILHEADS, INCLUDING FOR THE RECEPTION OF WASTE AND MINERALS, WILL BE DEVELOPED WHERE APPROPRIATE.</p>	<p>The Area Action Plan does not propose any development involving substantial numbers of distribution vehicle movements.</p> <p>The Preferred Option is considered to be wholly compatible with this policy.</p>

POLICY 12 - HOUSING PROVISION	CONFORMITY APPRAISAL												
<p>PROVISION WILL BE MADE FOR THE FOLLOWING NUMBER OF NEW DWELLINGS FOR NEW HOUSEHOLDS IN THE PERIOD 2001 TO 2016.</p> <p>ROSSENDALE</p> <table border="0"> <tr> <td>Total New Dwellings</td> <td></td> </tr> <tr> <td>2001 – 2016</td> <td>1,920</td> </tr> <tr> <td>Annual Average Dwelling Provision</td> <td></td> </tr> <tr> <td>2001 – 2006</td> <td>220 per annum</td> </tr> <tr> <td>Annual Average Dwelling Provision</td> <td></td> </tr> <tr> <td>2006 – 2016</td> <td>80 per annum</td> </tr> </table> <p>OTHER ADDITIONAL DWELLINGS MAY BE REQUIRED TO REPLACE THOSE CLEARED IN THE PLAN PERIOD. IN EACH DISTRICT, PRIORITY WILL BE GIVEN TO THE RE-USE OR CONVERSION OF EXISTING BUILDINGS, AND THEN THE USE OF PREVIOUSLY DEVELOPED LAND AT LOCATIONS LISTED IN POLICIES 2, 3 AND 4 IN PREFERENCE TO GREENFIELD LAND.</p> <p>The policy goes on to state:</p> <p>‘Where there is a significant oversupply of housing permissions, planning applications for further residential development may not be approved unless they make an essential contribution to the supply of affordable or special needs housing or form a key element within a mixed use regeneration project. Any such project should be compatible with, and help achieve, the regeneration objectives of the Local</p>	Total New Dwellings		2001 – 2016	1,920	Annual Average Dwelling Provision		2001 – 2006	220 per annum	Annual Average Dwelling Provision		2006 – 2016	80 per annum	<p>It is acknowledged that the level of housing completions since 2001 plus outstanding planning permissions narrowly exceed the housing provision of 1,920 dwellings as described in the Structure Plan for the period to 2016. It should be noted, however, that it cannot be guaranteed that all outstanding permissions will be taken up during the Structure Plan period.</p> <p>Rossendale Borough Council has identified Rawtenstall Town Centre as a key location where it wishes to promote future residential development as part of a mixed use regeneration of the town centre. The role which residential development may play in the development of a vital and vibrant town centre is widely acknowledged, including specific reference in the newly published PPS6 ‘In addition, housing will be an important element in most mixed-use, multi-storey (town centre) developments.</p> <p>The preferred option identifies capacity for around 375 new homes in Rawtenstall Town Centre (plus recently developed accommodation at Ilex Mill and approved development at Higher Mill).</p> <p>The scale of development which is proposed is considered to be appropriate as part of a mixed use redevelopment of the town centre and will play an important role by promoting high levels of vitality (particularly in the beyond the working day) and improving the viability of the overall masterplan by cross subsidising less commercially valuable land uses and the funding of public realm infrastructure.</p> <p>Furthermore it is envisaged that the final Area Action Plan will contain a policy to control the overall level of residential development within the town centre with reference to borough wide housing completions.</p> <p>On balance, therefore, the Preferred Option is considered to comply with Structure Plan Policy 12, although it is recognised that tensions exist between the level of</p>
Total New Dwellings													
2001 – 2016	1,920												
Annual Average Dwelling Provision													
2001 – 2006	220 per annum												
Annual Average Dwelling Provision													
2006 – 2016	80 per annum												

<p>Authority. Districts may identify, through the Local Plan/Local Development Framework process, other circumstances where it may be appropriate to approve residential development in a situation of housing oversupply, such as the conservation benefits of maintaining an existing building worthy of retention.’</p>	<p>housing proposed and the Borough wide housing provision.</p>
<p>POLICY 13 - HOUSING RENEWAL</p>	<p>CONFORMITY APPRAISAL</p>
<p>MEASURES TO IMPROVE THE EXISTING HOUSING STOCK WILL BE TARGETED TOWARDS THE PRINCIPAL URBAN AREAS AND MAIN TOWNS. ACROSS EAST LANCASHIRE, 25,000 UNFIT DWELLINGS WILL BE REFURBISHED OR DEMOLISHED BY 2016. CLEARANCE WILL BE UNDERTAKEN WHERE RETENTION IS NOT ECONOMICALLY VIABLE DUE TO STOCK CONDITION OR LOW DEMAND OR WHERE IT ASSISTS THE WIDER REGENERATION OF AN AREA. REPLACEMENT DWELLINGS ARE IN ADDITION TO THOSE IN POLICY 12. PRIORITY WILL BE GIVEN TO USING PREVIOUSLY DEVELOPED LAND AND BUILDINGS, WHILST ALLOWING FOR THE CREATION OF GREEN SPACE NETWORKS, OTHER OPEN SPACE AND WOODLAND AREAS, AND LOCAL EMPLOYMENT AND COMMUNITY USES.</p>	<p>No unfit dwellings have been identified in Rawtenstall town centre.</p> <p>As the Borough’s principal centre, the regeneration of Rawtenstall town centre may indirectly improve the attractiveness of the Bacup and Stacksteads Housing Renewal Area as a place to live.</p> <p>The Preferred Option is considered to be wholly compatible with this policy.</p>
<p>POLICY 14 - BUSINESS AND INDUSTRIAL LAND PROVISION</p>	<p>CONFORMITY APPRAISAL</p>
<p>PROVISION WILL BE MADE FOR THE FOLLOWING AMOUNT OF BUSINESS AND INDUSTRIAL LAND (B1-B8 USES) IN EACH DISTRICT OVER THE PERIOD 2001 TO 2016.</p> <p>DISTRICT PROVISION</p> <p>ROSSENDALE 25 (HECTARES)</p> <p>EXISTING LOCAL PLAN ALLOCATIONS WILL BE ASSESSED TO</p>	<p>Sites within Rawtenstall town centre have an important role to play in contributing towards the Borough’s office / B1 land portfolio.</p> <p>As the majority of office / B1 accommodation in Rawtenstall town centre is proposed as part of mixed use developments, it is difficult to identify an exact quantity of employment land which is provided within the AAP, however, an approximate figure of 5 hectares has been calculated with reference to the proportion of mixed use sites which are allocated for employment use.</p>

<p>GAUGE THEIR CONTINUED SUITABILITY FOR BUSINESS AND INDUSTRIAL USES. UNSUITABLE AND SURPLUS SITES WILL EITHER BE REALLOCATED FOR MORE SUITABLE USES OR DE-ALLOCATED.</p>	<p>Sites within the Area Action Plan provide for the development of approximately 25,000 sq metres of new office floorspace and around 2,000 sq metres of light industrial floorspace.</p> <p>This is considered to be an appropriate contribution towards the overall Borough wide portfolio of employment land.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>
<p>POLICY 15 - REGIONAL INVESTMENT SITES</p>	<p>CONFORMITY APPRAISAL</p>
<p>LAND WILL CONTINUE TO BE ALLOCATED AT CUERDEN REGIONAL BUSINESS PARK AND AT ROYAL ORDNANCE, EUXTON PRIMARILY FOR HIGH QUALITY GENERIC MANUFACTURING USES AND KNOWLEDGE BASED INDUSTRY. LAND WILL BE ALLOCATED AT BAILRIGG FOR KNOWLEDGE-BASED INDUSTRY AND AT WHITEBIRK FOR KNOWLEDGEBASED INDUSTRY AND/OR HIGH QUALITY GENERIC MANUFACTURING USES. REGIONAL INVESTMENT SITES SHOULD SECURE HIGH STANDARDS OF DEVELOPMENT QUALITY, URBAN DESIGN, LANDSCAPING AND ENERGY CONSERVATION, CO-ORDINATED BY A MASTER PLAN AGREED BY THE LOCAL PLANNING AUTHORITY. THE REGIONAL INVESTMENT SITES WILL NOT COUNT TOWARDS THE GENERAL PROVISION FOR BUSINESS AND INDUSTRIAL LAND.</p>	<p>No Regional Investment Sites area affected by the Rawtenstall Town Centre Area Action Plan.</p>
<p>POLICY 16 - RETAIL, ENTERTAINMENT AND LEISURE DEVELOPMENT</p>	<p>CONFORMITY APPRAISAL</p>
<p>RETAIL, ENTERTAINMENT AND LEISURE DEVELOPMENT WILL REFLECT THE POSITION OF THE TOWN CENTRE IN THE FOLLOWING HIERARCHY AND BE CONSISTENT WITH THE SCALE</p>	<p>Rawtenstall is a Tier 2 Centre within the context of the Lancashire Structure Plan.</p> <p>A retail and leisure capacity study has been prepared and been used to inform the</p>

<p>AND FUNCTION OF THE CENTRE:</p> <p>(a) TIER 1: BLACKBURN, BLACKPOOL, BURNLEY, LANCASTER AND PRESTON;</p> <p>(b) TIER 2: ACCRINGTON, CHORLEY, CLEVELEYS, COLNE, DARWEN, FLEETWOOD, LEYLAND, LYTHAM, MORECAMBE, NELSON, RAWTENSTALL, ST. ANNES AND SKELMERSDALE;</p> <p>(c) TIER 3: ADLINGTON, BACUP, BARNOLDSWICK, BURSCOUGH, CARNFORTH, CLITHEROE, GARSTANG, GREAT HARWOOD, KIRKHAM, LONGRIDGE, ORMSKIRK, PADIHAM, POULTON-LE-FYLDE, RISHTON, WHALLEY.</p> <p>LOCAL PLANS/LOCAL DEVELOPMENT FRAMEWORKS WILL IDENTIFY SMALLER CENTRES (DISTRICT AND LOCAL CENTRES AND VILLAGES) AND CONTAIN POLICIES TO SUPPORT THEM. RETAIL, ENTERTAINMENT AND LEISURE DEVELOPMENT MUST BE LOCATED IN ACCORDANCE WITH THE SEQUENTIAL APPROACH, AND MUST NOT SIGNIFICANTLY HARM, ALONE OR IN COMBINATION WITH OTHER PROPOSED DEVELOPMENTS, THE VITALITY AND VIABILITY OF ANY TOWN CENTRES, DISTRICT CENTRES, LOCAL CENTRES OR THE OVERALL SHOPPING AND LEISURE PROVISION IN SMALL TOWNS AND RURAL AREAS WITHIN OR ADJOINING LANCASHIRE.</p>	<p>emerging Area Action Plan Strategy.</p> <p>The retail and leisure strategy seeks to increase the attractiveness and scale of facilities within Rawtenstall Town Centre, whilst reflecting its position within the county wide hierarchy of sites.</p> <p>The retail and leisure capacity study identifies scope to expand the towns offer to reflect the increased expenditure of its catchment population, and also to increase the proportion of that catchment's retail and leisure spend which is retained in the Borough (initially from 20% to 33% for comparison retailing).</p> <p>In the future there may be scope to expand the share of retail expenditure which is retained in the Borough beyond 33%, however this will be dependent upon confirmation that there is demonstrable retailer demand, that the expansion of retail development will not alter Rawtenstall's position within the hierarchy of centres across the county and that the development would not give rise to an adverse impact upon the vitality and viability of the heart of the town centre.</p> <p>The Area Action Plan will contain policies which requires new retail and leisure development to be located in accordance with the sequential approach and which will protect the heart of the town centre retail core.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>
<p>POLICY 17 - OFFICE DEVELOPMENT</p>	<p>CONFORMITY APPRAISAL</p>
<p>WITHIN THE PRINCIPAL URBAN AREAS, MAIN TOWNS AND KEY SERVICE CENTRES (MARKET TOWNS), MAJOR OFFICE DEVELOPMENT WILL BE LOCATED WITHIN OR ADJOINING TOWN CENTRES; OR AT TRANSPORT HUBS OR PUBLIC TRANSPORT</p>	<p>The Rawtenstall Area Action Plan identifies a range of sites for office development and also identifies a number of sites where office accommodation should be developed as part of a mixed use development.</p>

<p>ACCESSIBILITY CORRIDORS WITHIN THE URBAN AREA.</p> <p>THE SCALE OF NEW OFFICE DEVELOPMENT MUST BE CONSISTENT WITH THE SCALE AND FUNCTION OF THE CENTRE AND THE HIERARCHY OF CENTRES SET OUT IN POLICY 16. IN CIRCUMSTANCES WHERE CAPACITY IS NOT AVAILABLE IN THESE LOCATIONS MAJOR OFFICE DEVELOPMENT SHOULD BE LOCATED IN ACCORDANCE WITH THE DEVELOPMENT FRAMEWORK SET OUT IN POLICY 1 AND THE RELEVANT PRINCIPLES OF SUSTAINABLE DEVELOPMENT SET OUT IN REGIONAL SPATIAL STRATEGY POLICIES DP1 TO DP4, WITH PARTICULAR REGARD TO THE NEED FOR ACCESSIBILITY BY PUBLIC TRANSPORT.</p> <p>IN ADDITION, OFFICE DEVELOPMENT OF AN APPROPRIATE SCALE WILL BE ACCEPTABLE IN THE STRATEGIC LOCATIONS FOR DEVELOPMENT IDENTIFIED IN POLICY 3 AS PART OF A MIXED USE DEVELOPMENT, AND ON THE REGIONAL INVESTMENT SITES PROVIDING IT IS LINKED TO THE PURPOSES OF THOSE SITES DESCRIBED IN POLICY 15.</p>	<p>As noted above, the office allocation equates to an equivalent employment land area of approximately 5 hectares (this is an allocation based upon the high proportion of mixed use sites which are allocated), which would deliver approximately 25,000 sq m of new office floorspace.</p> <p>The scale of this allocation is considered to be appropriate in the context of Rawtenstall's role as Rossendale's main town centre, and the Structure Plan requirement for around 25 hectares of employment land (including B2 and B8) to be identified across the Borough.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>
<p>POLICY 18 - MAJOR HOTEL DEVELOPMENT</p>	<p>CONFORMITY APPRAISAL</p>
<p>MAJOR HOTEL DEVELOPMENT, INCLUDING THAT WITH CONFERENCE, SPORTS AND LEISURE FACILITIES, WILL BE LOCATED:</p> <p>(a) IN TOWN CENTRES OR, WHERE NO TOWN CENTRE SITE IS AVAILABLE, ON THE EDGE OF TOWN CENTRES, CONSISTENT WITH THE SCALE AND FUNCTION OF THE CENTRE; OR</p> <p>(b) IN COASTAL RESORTS WITHIN AREAS SO IDENTIFIED FOR SUCH DEVELOPMENT IN LOCAL PLANS/LOCAL DEVELOPMENT</p>	<p>The Area Action Plan identifies a potential site for a hotel development at the former Accrington and Rossendale College site which lies within the town centre.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>

<p>FRAMEWORKS.</p> <p>EXCEPTIONALLY, MAJOR NEW HOTELS MAY BE LOCATED ELSEWHERE WHERE A NEED CAN BE DEMONSTRATED, PROVIDED THAT THIS NEED CANNOT BE MET THROUGH DEVELOPMENT IN A) OR B), AND THE SITE IS READILY ACCESSIBLE BY PUBLIC TRANSPORT.</p>	
<p>POLICY 19 - TOURISM DEVELOPMENT</p>	<p>CONFORMITY APPRAISAL</p>
<p>BLACKPOOL IS IDENTIFIED AS A NATIONAL TOURISM DESTINATION. CLEVELEYS, FLEETWOOD, MORECAMBE, PRESTON, LANCASTER AND LYTHAM ST. ANNES ARE IDENTIFIED AS STRATEGIC TOURISM DEVELOPMENT AREAS.</p> <p>TOURISM DEVELOPMENT THAT DRAWS VISITORS FROM A COUNTYWIDE, REGIONAL OR WIDER CATCHMENT AND CAN BE ACCOMMODATED WITHIN AN EXISTING URBAN AREA WILL BE LOCATED:</p> <p>(a) WITHIN BLACKPOOL, AS A NATIONAL TOURISM DESTINATION;</p> <p>(b) WITHIN CLEVELEYS, FLEETWOOD, MORECAMBE, PRESTON, LANCASTER AND LYTHAM ST. ANNES AS STRATEGIC TOURISM DEVELOPMENT AREAS;</p> <p>(c) WHERE APPROPRIATE SITES ARE NOT AVAILABLE IN BLACKPOOL OR THE STRATEGIC TOURISM DEVELOPMENT AREAS, IN MAIN DEVELOPMENT LOCATIONS ELSEWHERE WITHIN THE REGENERATION PRIORITY AREAS;</p> <p>(d) WHERE APPROPRIATE SITES ARE NOT AVAILABLE IN A), B) OR C) ABOVE, OR THE DEVELOPMENT HAS AN INTRINSIC LINK WITH</p>	<p>This policy deals with the development of large scale tourism facilities. Rawtenstall is not identified as a priority location for the development of tourism facilities which attract visitors from a countywide, regional or wider catchment.</p> <p>No large scale visitor attractions are proposed as part of the Area Action Plan.</p> <p>Any proposals for visitor facilities which may come forward would be assessed in the light of the criteria set out in this policy.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>

<p>A PARTICULAR LOCATION, IN OTHER MAIN DEVELOPMENT LOCATIONS ELSEWHERE WITHIN LANCASHIRE.</p> <p>ALL LARGE-SCALE VISITOR ATTRACTIONS MUST BE CONVENIENTLY ACCESSIBLE BY PUBLIC TRANSPORT. TOURISM DEVELOPMENT PROPOSALS THAT BY THEIR NATURE CANNOT BE APPROPRIATELY ACCOMMODATED WITHIN AN URBAN AREA WILL BE PERMITTED IN OTHER SETTLEMENTS AND IN RURAL AREAS WHERE:</p> <p>(i) THEY ARE OF AN APPROPRIATE SCALE;</p> <p>(ii) THEY ASSIST RURAL REGENERATION;</p> <p>(iii) INFRASTRUCTURE AND THE ENVIRONMENT CAN ACCOMMODATE THE VISITOR IMPACT.</p>	
<p>POLICY 20 - LANCASHIRE'S LANDSCAPES</p>	<p>CONFORMITY APPRAISAL</p>
<p>LANCASHIRE LANDSCAPE CHARACTER TYPES ARE IDENTIFIED ON MAP 13. DEVELOPMENT MUST BE APPROPRIATE TO THE LANDSCAPE CHARACTER TYPE WITHIN WHICH IT IS SITUATED AND CONTRIBUTE TO ITS CONSERVATION, ENHANCEMENT OR RESTORATION OR THE CREATION OF APPROPRIATE NEW FEATURES. IN AREAS OF OUTSTANDING NATURAL BEAUTY, PRIORITY WILL BE GIVEN TO CONSERVATION AND ENHANCEMENT OF LANDSCAPE CHARACTER. DEVELOPMENT MUST CONTRIBUTE TO THE CONSERVATION OF THE NATURAL BEAUTY OF THE AREA OF OUTSTANDING NATURAL BEAUTY. PROPOSALS WILL BE ASSESSED IN RELATION TO:</p> <p>(a) LOCAL DISTINCTIVENESS;</p>	<p>The Area Action Plan relates to the urban area of Rawtenstall Town Centre. The area is characterised as 'Industrial Age' and 'Suburban', set within a 'Settled Valley' environment, below an area of 'Enclosed Uplands'.</p> <p>The Area Action Plan has been based upon a thorough appraisal of the town's built and landscape character and incorporates appropriate design guidance regarding the form of new development.</p> <p>It is considered that the Area Action Plan will have a positive impact upon the town's landscape character.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>

<p>(b) THE CONDITION OF THE LANDSCAPE;</p> <p>(c) VISUAL INTRUSION;</p> <p>(d) THE LAYOUT AND SCALE OF BUILDINGS AND DESIGNED SPACES;</p> <p>(e) THE QUALITY AND CHARACTER OF THE BUILT FABRIC;</p> <p>(f) PUBLIC ACCESS AND COMMUNITY VALUE OF THE LANDSCAPE;</p> <p>(g) HISTORIC PATTERNS AND ATTRIBUTES OF THE LANDSCAPE;</p> <p>(h) LANDSCAPE BIODIVERSITY AND ECOLOGICAL NETWORKS;</p> <p>(i) SEMI-NATURAL HABITATS CHARACTERISTIC OF THE LANDSCAPE TYPE;</p> <p>(j) REMOTENESS AND TRANQUILLITY;</p> <p>(k) NOISE AND LIGHT POLLUTION.</p>	
<p>POLICY 21 - LANCASHIRE’S NATURAL AND MANMADE HERITAGE</p>	<p>CONFORMITY APPRAISAL</p>
<p>LANCASHIRE’S NATURAL AND MANMADE HERITAGE WILL BE PROTECTED FROM LOSS OR DAMAGE ACCORDING TO THE HIERARCHY OF DESIGNATIONS OF INTERNATIONAL, NATIONAL, REGIONAL, COUNTY AND LOCAL IMPORTANCE. THE STRONGEST LEVELS OF PROTECTION WILL BE AFFORDED TO THOSE HERITAGE RESOURCES OF INTERNATIONAL AND NATIONAL IMPORTANCE.</p>	<p>The Area Action Plan has been informed by a rigorous assessment of the town’s natural and man made heritage.</p> <p>Features of particular merit include its conservation area, its historic, archaeologically important and listed buildings and from an ecological perspective, its water courses.</p> <p>The Area Action Plan responds positively to all of these features.</p>

<p>SITES, AREAS, FEATURES AND SPECIES OF HERITAGE IMPORTANCE WILL BE CONSERVED AND, IN APPROPRIATE CIRCUMSTANCES, ENHANCED AND REESTABLISHED TAKING ACCOUNT OF:</p> <p>(a) THEIR RARITY, VULNERABILITY, ANTIQUITY OR COMPLEXITY;</p> <p>(b) THEIR CONTRIBUTION TO THE COUNTYWIDE NETWORK OF SITES AND FEATURES, TO THE CHARACTER OF ITS LOCATION AND SETTING AND TO NATIONAL AND COUNTY BIODIVERSITY AND THE LIKELY IMPLICATIONS OF CLIMATE CHANGE ON HERITAGE ASSETS;</p> <p>(c) POSITIVE OPPORTUNITIES AFFORDED BY DEVELOPMENT FOR THE CONSERVATION, MANAGEMENT OR ENHANCEMENT OF HERITAGE RESOURCES.</p> <p>WHERE, IN EXCEPTIONAL CIRCUMSTANCES, UNAVOIDABLE LOSS OR DAMAGE TO A SITE OR FEATURE OR ITS SETTING IS LIKELY AS A RESULT OF A PROPOSED DEVELOPMENT, MEASURES OF MITIGATION AND COMPENSATION WILL BE REQUIRED TO ENSURE THERE IS, AS A MINIMUM, NO NET LOSS OF HERITAGE VALUE. SUCH MEASURES MAY INCLUDE THE CREATION OF APPROPRIATE NEW HERITAGE RESOURCES, ON OR OFF-SITE.</p>	<p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>
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<p>POLICY 22 - PROTECTION OF WATER RESOURCES</p>	<p>CONFORMITY APPRAISAL</p>
<p>DEVELOPMENT THAT IS LIKELY TO LEAD TO AN ADVERSE IMPACT ON GROUNDWATER AND SURFACE WATER IN TERMS OF THEIR QUANTITY, QUALITY AND THE ECOLOGICAL FEATURES THEY SUPPORT WILL NOT BE PERMITTED. DEVELOPMENT THAT IS LIKELY TO LEAD TO AN ADVERSE IMPACT ON COASTAL WATERS IN TERMS OF THEIR QUALITY AND THE ECOLOGICAL FEATURES THEY SUPPORT WILL NOT BE PERMITTED.</p>	<p>The Area Action Plan does not promote any uses which are likely to lead to a significant adverse impact upon groundwater and surface water in terms of quantity and quality which cannot be managed through the development control system or environmental protection legislation.</p> <p>Specific consultation has been undertaken with the Petroleum Licensing Authority regarding potential future development.</p> <p>The final Area Action Plan will contain policy guidance regarding the implementation of Sustainable Drainage Systems.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>
<p>POLICY 23 - THE COASTAL ZONE</p>	<p>CONFORMITY APPRAISAL</p>
<p>THE COASTAL ZONE IS DEFINED AS THE LOW COASTAL DRUMLINS, ENCLOSED COASTAL MARSHES, OPEN COASTAL MARSH AND COASTAL DUNES LANDSCAPE CHARACTER TYPES TOGETHER WITH AREAS OF COASTAL HIGH FLOOD RISK, URBAN AREAS ADJOINING THE COAST AND THE AREA OFFSHORE EXTENDING FOR 5 KILOMETRES SEAWARD FROM THE MEAN LOW WATERMARK. DEVELOPMENT WHICH REQUIRES A COASTAL LOCATION WILL BE DIRECTED TO DEVELOPED COASTAL AREAS, AVOIDING LOCATIONS WHERE COASTAL EROSION OR FLOODING IS LIKELY TO OCCUR OR WHERE THE RISK OF EROSION OR FLOODING ELSEWHERE MAY BE EXACERBATED BY THE DEVELOPMENT. THE OPEN CHARACTER OF THE UNDEVELOPED COASTAL ZONE WILL BE MAINTAINED</p>	<p>This policy is not applicable to the Rawtenstall Area Action Plan.</p>

<p>AND THE NATURE CONSERVATION INTEREST WITHIN IT WILL BE CONSERVED OR ENHANCED.</p>	
<p>POLICY 24 - FLOOD RISK</p>	<p>CONFORMITY APPRAISAL</p>
<p>THE HIGH FLOOD RISK AREAS IN LANCASHIRE ARE IDENTIFIED ON MAP 17. IN DEVELOPED HIGH FLOOD RISK AREAS, DEVELOPMENT WILL BE LIMITED TO PROPOSALS FOR WHICH APPROPRIATE FLOOD ALLEVIATION MEASURES EITHER EXIST OR WILL BE PROVIDED BY THE DEVELOPER. IN UNDEVELOPED OR SPARSELY DEVELOPED HIGH FLOOD RISK AREAS, DEVELOPMENT WILL BE LIMITED TO PROPOSALS FOR WHICH THE PARTICULAR LOCATION IS ESSENTIAL. IN FUNCTIONAL FLOOD PLAINS, DEVELOPMENT WILL BE LIMITED TO PROPOSALS WHICH COMPRISE ESSENTIAL INFRASTRUCTURE WHICH CANNOT BE LOCATED ELSEWHERE. IN ALL AREAS:</p> <p>(a)DEVELOPMENT THAT COULD COMPROMISE EXISTING FLOOD DEFENCES OR INCREASE FLOOD RISK WILL BE AVOIDED;</p> <p>(b)DEVELOPMENT THAT REDUCES FLOOD RISK OR AIDS THE OPERATION OF FUNCTIONAL FLOOD PLAINS WILL BE PROMOTED;</p> <p>(c)SUSTAINABLE URBAN DRAINAGE SYSTEMS WILL BE USED IN NEW DEVELOPMENT WHERE PRACTICABLE.</p>	<p>Areas of potential flood risk have been assessed in developing the Area Action Plan.</p> <p>Appropriate policies will be included in the final Area Action Plan.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>
<p>POLICY 25 - RENEWABLE ENERGY</p>	<p>CONFORMITY APPRAISAL</p>
<p>DEVELOPMENTS THAT GENERATE ENERGY FROM RENEWABLE SOURCES INCLUDING ANY ANCILLARY INFRASTRUCTURE OR BUILDINGS WILL BE ASSESSED AGAINST THE FOLLOWING CRITERIA, AND WILL BE SUPPORTED WHERE THEY</p>	<p>Although the area covered by the plan is wholly urban, there may be opportunities to incorporate design features which generate energy from renewable sources.</p> <p>Appropriate policies will be included in the final Area Action Plan.</p>

<p>DEMONSTRATE THAT THESE HAVE BEEN SATISFACTORILY ADDRESSED:</p> <p>(a)THE IMPACT ON THE CHARACTER OF THE SURROUNDING LANDSCAPE, BIODIVERSITY, AND THE NATURAL AND BUILT HERITAGE;</p> <p>(b)THE EXTENT TO WHICH ANY MATERIAL HARM THAT MAY BE CREATED BY THE PROPOSAL WILL BE MINIMISED TO ACCEPTABLE LEVELS;</p> <p>(c)THE CONTRIBUTION THAT WILL BE MADE TO TARGETS FOR RENEWABLE ENERGY AND FOR REDUCING GREEN HOUSE GAS EMISSIONS;</p> <p>(d)THE WIDER ENVIRONMENTAL, SOCIAL AND ECONOMIC BENEFITS OF PROPOSED RENEWABLE ENERGY SCHEMES.</p>	<p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>
<p>POLICY 26 - PROVISION FOR WORKING MINERALS</p>	<p>CONFORMITY APPRAISAL</p>
<p>LANCASHIRE’S MINERAL RESOURCES WILL BE CONSERVED. THE RELEASE OF NEW MINERAL RESOURCES WILL BE LIMITED TO THE MINIMUM REQUIRED TO MEET IDENTIFIED REQUIREMENTS. DEVELOPMENT WILL ACHIEVE THE BEST BALANCE OF SOCIAL, ENVIRONMENTAL AND ECONOMIC IMPACTS AND BENEFITS. MINERAL DEVELOPMENTS (INCLUDING EXTENSIONS TO EXISTING SITES) WILL NOT BE LOCATED IN AREAS SUBJECT TO INTERNATIONAL, NATIONAL OR OTHER STATUTORY PROTECTION, OTHER THAN IN EXCEPTIONAL CIRCUMSTANCES. ELSEWHERE MINERAL DEVELOPMENTS WILL BE ASSESSED AGAINST:</p> <p>(a)ACCESSIBILITY TO THE STRATEGIC ROAD AND RAIL</p>	<p>No mineral extraction sites have been identified in Rawtenstall town centre.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>

<p>NETWORK;</p> <p>(b)EFFICIENT USE OF MATERIALS;</p> <p>(c) THE SCOPE TO MAXIMISE THE USE OF SECONDARY AND RECYCLED MATERIALS</p> <p>AND MARINE DREDGED SAND; ALL PROPOSALS WILL BE EXPECTED TO DEMONSTRATE:</p> <p>(d)SENSITIVE WORKING PRACTICES;</p> <p>(e)HIGH QUALITY RESTORATION AND AFTERCARE. RESTORATION WILL BE COMPATIBLE WITH THE LOCATION AND SETTING OF THE SITE. PROVISION WILL BE MADE FOR SUFFICIENT FACILITIES TO MAXIMISE THE PRODUCTION OF SECONDARY (RECYCLED) AGGREGATES FROM CONSTRUCTION, DEMOLITION, INDUSTRIAL AND MINERAL WASTE. POTENTIAL ECONOMIC MINERAL RESOURCES WILL BE PROTECTED FROM PERMANENT STERILISATION BY BUILT DEVELOPMENT.</p>	
<p>POLICY 27 - DEVELOPMENT AND WASTE MINIMISATION</p>	<p>CONFORMITY APPRAISAL</p>
<p>DEVELOPMENTS THAT GENERATE WASTE IN THE CONSTRUCTION PHASE OR FROM THE FINAL USE WILL BE ASSESSED AGAINST THE NEED TO MINIMISE WASTE. DEVELOPMENT PROPOSALS WILL INCLUDE DETAILS OF MEASURES TO:</p> <p>(a)REDUCE, REUSE AND RECOVER WASTE; AND</p> <p>(b)MINIMISE THE POLLUTION POTENTIAL OF UNAVOIDABLE WASTE; AND</p>	<p>Development within Rawtenstall Town Centre is not anticipated to give rise to abnormal levels of waste either during construction or in their final use.</p> <p>Nevertheless, the requirements of the policy would apply to new development and will be reflected in the final Area Action Plan.</p>

<p>(c)DISPOSE OF UNAVOIDABLE WASTE IN AN ENVIRONMENTALLY ACCEPTABLE MANNER; AND</p> <p>(d)MANAGE THE WASTE ARISING FROM THE PERMANENT USE OF THE DEVELOPMENT.</p> <p>DEVELOPMENT WILL NOT BE PERMITTED WHICH DOES NOT ADEQUATELY ADDRESS THESE REQUIREMENTS.</p>	
<p>POLICY 28 - WASTE MANAGEMENT FACILITIES</p>	<p>CONFORMITY APPRAISAL</p>
<p>PROVISION WILL BE MADE FOR FACILITIES TO MANAGE ALL FORMS OF WASTE (INCLUDING WASTE WATER AND SEWAGE SLUDGE) ARISING WITHIN OR IN CLOSE PROXIMITY TO LANCASHIRE USING THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO). THE BPEO FOR ANY PARTICULAR WASTE STREAM WILL BE DETERMINED BY CONSIDERING:</p> <p>(a) IMPACTS ON RESIDENTIAL AMENITY, ENVIRONMENTAL RESOURCES AND TRANSPORT NETWORK;</p> <p>(b) THE WASTE HIERARCHY;</p> <p>(c) REGIONAL AND SUB-REGIONAL SELF SUFFICIENCY;</p> <p>(d) THE PROXIMITY PRINCIPLE AND THE NEED TO PROVIDE AND MAINTAIN A NETWORK OF FACILITIES TO ENABLE WASTE TO BE MANAGED AT THE NEAREST APPROPRIATE FACILITY. WASTE MANAGEMENT FACILITIES SERVING URBAN AREAS WILL BE PROVIDED AT LOCATIONS WITH HIGH QUALITY TRANSPORT LINKS. WASTE DEVELOPMENTS WILL NOT BE LOCATED IN AREAS SUBJECT TO INTERNATIONAL, NATIONAL OR OTHER STATUTORY</p>	<p>There is no requirement for the development of waste management facilities in Rawtenstall town centre. Furthermore, it would be considered an inappropriate location for the development of such facilities.</p> <p>The Preferred Option is therefore considered to be wholly compatible with this policy.</p>

PROTECTION OTHER THAN IN EXCEPTIONAL CIRCUMSTANCES.

PROPOSALS FOR WASTE DEVELOPMENT AFFECTING THE OPENNESS OF THE GREEN BELT OR WHICH CONFLICT WITH THE PURPOSES OF INCLUDING LAND IN THE GREEN BELT WILL ONLY BE ALLOWED IN VERY SPECIAL CIRCUMSTANCES. ELSEWHERE THE IMPACT OF WASTE DEVELOPMENT PASSING THE BPEO TEST WILL BE ASSESSED AGAINST:

- (a) THE RELEVANT OBJECTIVES;
- (b) WASTE MINIMISATION;
- (c) ENVIRONMENTAL IMPACTS;
- (d) RESIDENTIAL AMENITY;
- (e) SOCIAL AND ECONOMIC IMPACTS AND BENEFITS;
- (f) EFFICIENT USE OF MATERIALS;
- (g) ACCESSIBILITY TO THE RAIL AND ROAD NETWORK.

ALL PROPOSALS WILL BE EXPECTED TO DEMONSTRATE:

- (h) SENSITIVE WORKING PRACTICES;
- (i) FOR LANDFILL SITES, HIGH QUALITY RESTORATION AND AFTERCARE. RESTORATION WILL BE COMPATIBLE WITH THE LOCATION AND SETTING OF THE SITE. IN LOCATING WASTE DEVELOPMENTS COMPRISING PRIMARILY BUILDINGS OR STRUCTURES, PREFERENCE WILL BE GIVEN TO THE REUSE OF EXISTING BUILDINGS AND INFRASTRUCTURE AND BROWNFIELD SITES BEFORE GREENFIELD SITES. PROVISION WILL BE MADE

<p>TO IMPROVE THE EXISTING NETWORK OF WASTE WATER TREATMENT AND DISPOSAL FACILITIES AND MANAGE THE DISPOSAL OF SEWAGE SLUDGE ARISING IN THE COUNTY AT, OR IN CLOSE PROXIMITY TO, THE POINT OF PRODUCTION.</p>	
<p>POLICY 29 - SITES FOR GYPSY AND TRAVELLER FAMILIES</p>	<p>CONFORMITY APPRAISAL</p>
<p>WHERE A LOCAL NEED HAS BEEN ESTABLISHED, GYPSY SITES AND TRAVELLER SITES WILL BE LOCATED HAVING REGARD TO:</p> <p>(a) THE LOCATION OF SERVICES AND FACILITIES, INCLUDING SCHOOLS; AND</p> <p>(b) ACCESSIBILITY FROM PRIMARY AND OTHER MAIN ROUTES;</p> <p>(c) ENVIRONMENTAL AND SUSTAINABILITY CONSIDERATIONS, INCLUDING THE REGENERATION OF BROWNFIELD SITES.</p> <p>WHEREVER POSSIBLE SITES SHOULD BE SUITABLE FOR MIXED RESIDENTIAL AND BUSINESS USES IN ACCORDANCE WITH THE NEEDS OF GYPSY AND TRAVELLER FAMILIES.</p> <p>SITES SHOULD NOT BE LOCATED IN THE GREEN BELT.</p>	<p>No local need for gypsy and traveller sites has been identified in Rawtenstall town centre.</p>

