

**Item A. 3                      05/01074/REMAJ                      Approve Reserved Matters**

**Case Officer                      Mr Neil Higson**

**Ward                                      Astley And Buckshaw**

**Proposal                              Reserved Matters Application for the erection of 141 one and two bedroom extra care apartments up to three stories high with a central common area and erection of 60 studio and one bedroom dementia care apartments,**

**Location                              Group 10 Central Avenue Buckshaw Village Euxton**

**Applicant                              Hica Life Retirement Villages**

**Proposal**                              The proposal is to develop an area of the Royal Ordnance Factory not previously covered by the outline planning permissions and the Buckshaw Village Master Plan involving land sited to the west of Central Avenue and is known as Group 10. The site contained a number of disused factory buildings and former fire station and medical centre surrounded by concrete hard standing with access from Central Avenue. This site has subsequently been remediated.

Outline permission was granted earlier this year with all matters reserved, this application comprises those reserved matters.

**Planning Policy**                      Adopted Chorley Borough Local Plan Review:  
GN2 – Royal Ordnance Site, Euxton  
GN5 – Building Design  
GN8 – High Density Development  
HS4 – Design and Layout of Residential Developments  
HS5 – Affordable Housing  
HS17 – Sheltered, Rest & Nursing Homes and other special needs housing  
TR4 – Highway Development Control Criteria  
TR18 – Provision for pedestrians and cyclists  
TR20 – access for mobility impaired  
TR21 - access for mobility impaired  
Joint Replacement Lancashire Structure Plan 2001-2016:  
Policy 3 - Strategic Locations for Development  
Policy 7 – Accessibility and Transport

**Planning History**                      04/00493/OUTMAJ – Redevelopment of the site comprising a mix of office accommodation, live-work units and residential apartments – Resolved to grant permission subject to S106 Agreement which has not been issued.

04/00226/OUTMAJ – Redevelopment of the site involving the construction of an 80 bed care home, an 80 unit extra care apartment complex 110 unit retirement complex, an 929 sq m office complex and a bowling green pavilion, all with intermediary landscaping – withdrawn.

05/00141/OUTMAJ – Outline application for the erection of extra care apartments, ancillary communal facilities, car-parking and

landscaping – Planning permission granted subject to S106 Agreement.

05/00849/REMMAJ – Reserved matters for the erection of 201 extra care apartments with ancillary communal facilities, car-parking and landscaping – withdrawn.

**Applicant's Case**

Residential accommodation of 1 and 2 bedroom apartments are offered across the site in 2 and 3 storey accommodation linked on all levels with vertical circulation so that pedestrian movement can be undertaken from one block to another, to the common area and beyond to other reaches of the site within a controlled, weatherproof and secure environment. This aspect of the design is considered a key factor with regard to the senior living approach.

The character and detail design is considered to be appropriate for this particular land parcel is that of the Village Street and Mill Area. The Buildings are to be built mainly of brick with roof coverings generally of slate and have a vertical emphasis. Building frontages are set generally with a consistent line against Central Avenue in recognition of the character of Central Avenue with a development edge landscape buffer running between the site boundary and Central Avenue.

The primary permeable link into the site relates to the "Public" amenity area. This amenity area is to offer external leisure activity directly adjacent to the common area that also offers communal facilities by way of exercise, leisure and dining. Access to the site at this point will be controlled through gates and screen walling. Within the site, additional semi-private zones are identified adjacent to blocks.

As part of the positioning of the building elements, consideration has been given to the orientation of the site in relation to the position of the sun so as to offer maximum benefit to sunlight penetration, particularly to public spaces. It also takes account of creating hard edge and physical form relationship to adjoining uses. Wherever possible the 3-storey accommodation has been placed in a position so as to minimise impact with regard to overshadowing, but also create an opportunity for building mass as a focal point.

**Representations**

None received.

**Consultations**

The following comments have been received:

**South Ribble Borough Council** - has objections to the proposal on the grounds of;

There is insufficient space to manoeuvre in and out of 7 car-parking spaces at the north-west corner of the car park at Block 1 and the last 6 spaces at the entrance of the site and block 1. Car-parking layout at Block 1 does not provide sufficient room for deliveries and refuse vehicle collection. Turning head details should be provided for Refuse Vehicle and Pantechicons

No direct access onto Central Avenue for pedestrians in particular access to bus stops. No footway provided on the north of the site onto the road fronting the Debut Housing or to

the south of the site onto the private road to BAE  
Insufficient car-parking has been provided in accordance with JLSP parking standards – 160 car parking spaces should be provided. Mobility impaired parking bays have not been provided, 15 bays in total are required. Cycling and motorcycle parking is also absent 9 cycle stores and 5 motorcycle stores are required.

If parking provision is not to be increased the traffic impact can only be assumed and therefore a clause should be added to the S106 for a contribution of approximately £5000 for the implementation of possible future traffic regulation orders.

At the junction of the access to the BAE retained land the junction is very close to the entrance gate which has a barrier at which vehicles need to queue to gain access. This waiting traffic will restrict the access into and out of the care apartments as will the traffic island shown.

Not aware that the access road into BAE is adopted or part of any Section 38 Agreement.

To ease sight lines exiting the site the first 10 metres of new carriageway should be perpendicular to the existing highway and 6m radius kerbs should be provided on both sides of the junction.

At the highway fronting the Debut housing the 'as built' highway is unacceptable due to the increased amount of traffic, which will be generated from the apartments and other proposed developments. A comprehensive Transport Assessment should be required as more than 100 properties are planned.

Additional comments received 19/12/05 fundamentally reiterate previous comments.

**Environment Agency – No objection**

**United Utilities** - has no objection to the principle of the proposal subject to conditions.

Highlights the location of a water main running along the northern boundary, which will require a 10m easement, 5m, either side of the centre line of the main where development will not be permitted.

**Head of Environmental Services** – Confirms that the remediation works have been carried out in accordance with the previously agreed remediation strategy. It appears from the documentation that the Estate Management Team will be responsible for organising commercial waste collection from the premises.

**Head of Public Space Services** – half the site including approximately 60 parking spaces is accessed from the Debut site road, which we had been told, was only to be used as an emergency access/service road and that was to link through as such to the service road serving BAE retained land. This hasn't been done. The impact of this site on the land to be developed to the north (Parcel A) will be very significant.

The revised drawings appear to address the previously raised issue of the emergency access/service road "link" although it still comes off a private road at the southern end. No further comments to make.

**Head of Housing Services** – welcome the proposals in principle as they would contribute to meeting an identified need for accommodation to meet the needs of the ageing population of the borough. However there are concerns with regard to the 60 dementia care units and a large proportion of studio type apartments. Studio type accommodation is no longer considered to meet the aspirations of many elderly people. Housing Services have similar bed-sit type sheltered accommodation, which is now considered to have low desirability and is often left void for long periods.

Previous concerns regarding the impact of the concentration of a large number of potentially frail elderly persons in one location remain and are increased by the proposed high concentration of dementia cases.

**Chorley Community Safety Partnership** – It is recommended that other than the eastern boundary with Central Avenue a decorative fence of a height of 1.8m would both create defensible space and prevent the development of desire lines. The boundary with Central Avenue though open is obviously sensitive to the aesthetics of the development and it is suggested that a low level metal-railed fence at 1.2m would be necessary and more appropriate.

There is nothing to indicate the level of lighting for the car parks, which should be given particular consideration given the vulnerability of the residents. Proposed trees and hedges should be subject to strict maintenance and enhance the natural surveillance of the parking areas. Consideration should be given to consideration of barrier controls to the entrances.

The drawings as received on 2<sup>nd</sup> December 2005 are much more acceptable.

The development should adhere to principles of secured by design.

**Urban Design/Conservation Officer** – Comments on the initial submission. Generally the design is an improvement on the previously withdrawn application being smaller in scale and with reduced massing. Generally the footprints have reduced giving more opportunity for permeability within the site along with more landscaping. It would be useful if a more detailed landscaping plan could be developed that would show the site in this context and especially show where more substantial landscaping such as more mature trees could be utilised. There remain some issues of overlooking between units especially where Block 1 is adjacent to Block 2 at a distance of as little as 7 – 8m.

Block 1

- Very substantial roofs in this building presenting something of a long featureless appearance with an unfortunate horizontal proportion.

Much of the fenestration is dull in character and adds to the unfortunate horizontal character. It needs a more vertical/classical proportion to help break it up.

The mixture of materials is not clear and an overuse of differing materials will obviously affect the cohesion of the site. Rather

than render panels the mass should be broken up by articulation of the elevations, feature brickwork and eaves detailing.

#### Block 2

We have not received a full set of elevations for this building. There appears to be an overly fussy range of materials. Once again scale and proportion is very horizontal. There again appear to be overlooking issues especially at the point of the triangular form.

#### Revised drawings received 22/12/05

- I remain concerned regarding the overall lack of permeability through the site. The frontage of the site to Central Avenue remains blander than would be preferred.
- The materials section on the plans mentions horizontal banding. It was believed that previous discussions had concluded that this would be excessively fussy and should be removed. It is also suggested that a mixture of smooth and textured brick be used. Again it was decided that this would be excessively fussy and give the building the appearance of a patchwork quilt.
- I remain concerned by the extent of uPVC proposed, in terms of bargeboards and fascias, this is likely to be very over bearing due to the substantial gables etc proposed. It is suggested that alternative verge treatment be utilised.
- Within block 2 there still remain some very fussy and difficult roof elements, equally within the S/W elevation there appears to be a blank section with no indication of materials etc.

#### Landscaping and External Works

The landscaping plan still appears to make no reference to any species to be utilised within the project.

Linked to this it is virtually impossible to make out within the landscaping plan what are walls, planting paths etc within the walled gardens and surrounding internal layout of the site.

The walled gardens are an interesting feature; however there appears to be very limited adjacent access from the buildings making their use likely to be limited for the residents, once again resisting movement within the site.

#### **Assessment**

The site is identified in the Lancashire Structure Plan and the Draft Replacement Structure as a strategic location for development. The Chorley Borough Local Plan Review identifies the site as being within the Urban Village designation of Policy GN2. It is therefore not considered to be windfall housing to which the Windfall Housing SPG applies.

Policy GN2 states that high quality and phased development at the Royal Ordnance site will be permitted for purposes appropriate to the concept of an Urban Village, and will comprise a number of mixed uses including residential and office development. The principle of the development of the site for the purpose proposed was considered acceptable at the outline stage and this application seeks to address the detailed design and relationship of the buildings, parking areas and landscaping within the site.

The scheme is specifically for the over 55's in a private secure environment with separately managed specialist on-site facilities. A section 106 agreement was entered into at the outline stage to prevent the site becoming pure market housing and controlling the provision of the specialist facilities. A commuted sum is also to be paid to contribute towards community benefits.

The proposal is intended to provide a range of housing with care options for older people. The main building is to consist of 141 one and two bedroom apartments to provide independent and assisted living options. Occupiers may enter the village when little or no support is required and as dependency levels increase people may require care and support facilitated through the on-site domiciliary care team.

The common facility offers a number of leisure activities as well as specialist support with regard to systems management of information and further assisted care operation. These facilities are to include dining facility, bistro/bar, gym/physio/hydro therapy rooms, health and beauty parlour and craft and meeting rooms to allow social interaction between residents. The system is extendable in terms of service; so as to offer a high degree of individual care should the occupier require it in the future. The individual apartment layouts have also been considered with further adaptation in mind. The principal spaces of living, kitchen, primary bedroom and bathroom all designed with space standards in mind that reflect Senior Living with accessibility for wheel chair users to all key spaces.

In addition there is a specialist block of level 3-dementia accommodation, which offers an internal controlled courtyard with accommodation around it. This accommodation offers predominantly studio type or single bedroom accommodation with enhanced amenity facilities in direct access to the leisure spaces. The extra care flats have been designed to provide a simple layout with minimum use of walls and doors allowing easy access to toilets and living areas. Equally the layout of the restaurant, dining, activity and reminiscence rooms reflect a similar open and simplistic approach with a circular corridor system and access to a secure garden.

The comments of the Head of Housing Services are noted with regard to the dementia units, however the applicants have provided details of similar schemes they run in Humberside and Yorkshire and they believe that the business case is sound.

The Buildings are to be mainly two and three storey and be built mainly of brick with roof coverings generally of slate and having a vertical emphasis. Building frontages are set generally with a consistent line against Central Avenue with a development edge landscape buffer running between the site boundary and Central Avenue. The external boundary treatment intended to be decorative painted railings on top of brickwork. A single pedestrian entrance point is shown on to Central Avenue towards the northern end of the site to feed directly on to a proposed bowling green, which is to form part of the internal amenity area to the facility. It is considered that the form, materials and design generally accords with this part of the Buckshaw Village development. The separation distances between the three storey

elements and the adjacent existing residential development are considered to be sufficient to prevent any problems of overlooking or overbearing appearance. The details are considered to comply with policies GN2, GN5 and GN8.

The general layout promotes a series of general courtyards that have different functions, which are predominantly parking courts, amenity space or walled gardens. Vehicular access is to be taken via 2 vehicular access points. The northern access is from the Secondary Estate Road that runs between the proposed development site and the Debut Housing site to the north, which is connected directly to Central Avenue via a roundabout. It is considered that this access point will be predominantly for car traffic related to the residents, visitors to the site and staff associated with the support accommodation to the site. A second access is proposed to serve the southern part of the site directly adjacent to the BAE gated system control to their access road. It is expected that the internal road system will be privately maintained. The latest revised drawings have addressed a number of the concerns raised by South Ribble Borough Council on Highway Grounds and no objection is raised by the Council's Head of Public Space Services (Highways). The application details are considered to comply with policy TR4.

Open space is to be provided by the way of open landscaped areas surrounding the buildings, private walled gardens and a formal bowling green. This is considered to be sufficient to serve the type of the development proposed and give an adequate setting to the buildings.

Refuse collection to the site will form part of the overall management strategy which allows for site staff to collect waste from each of the blocks on a daily basis to be held in a central area adjacent to the service lay-by for contract collection pick-up.

Issues of fine elevation detail, materials and boundary treatments are still of some concern but the submission and approval of these prior to the commencement of development can be controlled through condition.

**Conclusion:**

The application is for the approval of reserved matters and the proposal complies with plan policy in terms of layout, design and impact on surrounding land uses. It is considered that there are no other material planning considerations that are of sufficient importance to justify refusal. The proposal provides a modern solution to an identified need to provide high quality, attractive residential accommodation for the over 55's and those in need of extra care and it is therefore recommended that permission be granted subject to appropriate conditions.

**Recommendation: Approve Reserved Matters  
Conditions**

1. - Boundary Fencing Details

2. The development hereby permitted shall be carried out in accordance with the amended plans, received on 22 December 2005;

*Reason: To define the permission and ensure a satisfactory form of development.*

3. Surface water must drain separate from the foul and no surface water will be permitted to discharge to the foul sewerage system.

*Reason: To secure proper drainage and in accordance with Policy Nos. EP17 of the Adopted Chorley Borough Local Plan Review.*

4. No development shall take place until a scheme of landscaping has been submitted to and approved in writing by the Local Planning Authority, notwithstanding any such detail which may have previously been submitted. The scheme shall indicate all existing trees and hedgerows on the land; detail any to be retained, together with measures for their protection in the course of development; indicate the types and numbers of trees and shrubs to be planted, their distribution on site, those areas to be seeded, paved or hard landscaped; and detail any changes of ground level or landform.

*Reason: In the interests of the amenity of the area and in accordance with Policy No. GN5 of the Adopted Chorley Borough Local Plan Review.*

5. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of any buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

*Reason: In the interest of the appearance of the locality and in accordance with Policy No GN5 of the Adopted Chorley Borough Local Plan Review.*

6. The development hereby permitted shall not commence until full details of the colour, form and texture of all external facing materials to the proposed building(s) (notwithstanding any details shown on the previously submitted plan(s) and specification) have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out using the approved external facing materials.

*Reason: To ensure that the materials used are visually appropriate to the locality and in accordance with Policy Nos. GN5 and HS4 of the Adopted Chorley Borough Local Plan Review.*

7. The development hereby permitted shall not commence until full details of the colour, form and texture of all hard ground- surfacing materials (notwithstanding any such detail shown on previously submitted plans and specification) have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in conformity with the approved details.

*Reason: To ensure a satisfactory form of development in the interest of the visual amenity of the area and in accordance with Policy Nos. GN5 and HS4 of the Adopted Chorley Borough Local Plan Review.*

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