

Report of	Meeting	Date
Director of Partnerships, Planning and Policy (Introduced by the Executive Member for Resources, Policy and Performance)	Executive Cabinet	24 October 2013

## **CHORLEY TOWN CENTRE MASTERPLAN**

### **PURPOSE OF REPORT**

1. To ensure that Members are informed about the Town Centre Masterplan and to gain Member's endorsement of the recommended actions.

### **RECOMMENDATION(S)**

2. Members are recommended to note the contents of the report, endorse the recommended actions, and to approve further work to determine which elements of the masterplan are prioritised and progressed to delivery.

### **EXECUTIVE SUMMARY OF REPORT**

3. The Economic Development Strategy was adopted in November 2012 with a key priority "to create a vibrant town centre that attracts people from both the local community and visitors in the day and evening, for shopping, eating and entertainment". A key action was to develop a town centre masterplan. Following a thorough procurement process, Deloitte was appointed in February 2013 to define the changing town centre offer and the required retail element, identify significant land/property owners, define land use zones, masterplan investment ready locations, target investment in the public realm and ensure adequate provision for car parking. This report highlights the main messages, and details the suggested phasing and delivery of three investment opportunities and a public realm framework to achieve the vision of the town centre masterplan.

<b>Confidential report</b> Please bold as appropriate	Yes	<b>No</b>
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<b>Key Decision?</b> Please bold as appropriate	<b>Yes</b>	No
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<b>Reason</b> Please bold as appropriate	1, a change in service provision that impacts upon the service revenue budget by £100,000 or more	2, a contract worth £100,000 or more
	3, a new or unprogrammed capital scheme of £100,000 or more	<b>4, Significant impact in environmental, social or physical terms in two or more wards</b>

## REASONS FOR RECOMMENDATION(S)

### (If the recommendations are accepted)

4. To realise our Corporate Strategy outcome to create 'A strong local economy' and to deliver a key priority within the 2012 Economic Development Strategy which aims 'to create a vibrant town centre that attracts people from both the local community and visitors in the day and evening, for shopping, eating and entertainment'.

## ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

5. None

## CORPORATE PRIORITIES

6. This report relates to the following Strategic Objectives:

Involving residents in improving their local area and equality of access for all		A strong local economy	✓
Clean, safe and healthy communities		An ambitious council that does more to meet the needs of residents and the local area	✓

## BACKGROUND

7. The Economic Development Strategy was adopted in November 2012 with a key priority "to create a vibrant town centre that attracts people from both the local community and visitors in the day and evening, for shopping, eating and entertainment". Working with our Town Centre Team, the following town centre projects have been started/delivered:

- Trial re-opening of Market St
- New car park pricing trial
- Re-modelled town centre grant programmes
- Car park improvement programme
- Fazakerley St summer market
- Planning secured for re-modelled Market Walk II
- Market St/Gillibrand St Redevelopment
- Redevelopment of Pall Mall Triangle and associated public realm works
- Refurbishing Market St shop fronts

8. A key action of the 2012 Economic Development strategy was to develop a town centre masterplan. Following a thorough procurement process, Deloitte was appointed in February 2013 to:
- Define the changing offer and the required retail element for Chorley Town Centre within the context of modern shopping habits and competitive edge of town/city centre retail destinations.
  - Identify the major land/property holders in the town centre to support the consolidation and delivery of development opportunities.
  - Clearly define land use zones within the context of a changing and multi-functional town centre offer.
  - Identify and provide masterplanned investment-ready locations for future multi-use development.
  - Identify priority locations for targeted investment in the public realm to support Chorley Town Centre's vitality and viability
  - Calculate and locate the required level of car parking provision over the short, medium and long term.
9. The 2012 Central Lancashire Core Strategy, 2012 Chorley Local Plan, 2010 Central Lancashire Retail and Leisure Review and the 2008 Town Centre Audit and Design Strategy have provided contextual information for this piece of work. In addition, Deloitte has undertaken specific town centre stakeholder engagement with both major businesses and retailers. Two stakeholder sessions were also carried out inviting all Members, the Town Centre Team, Economic Development Group, and representatives of the Equality Forum and Culture & Heritage.

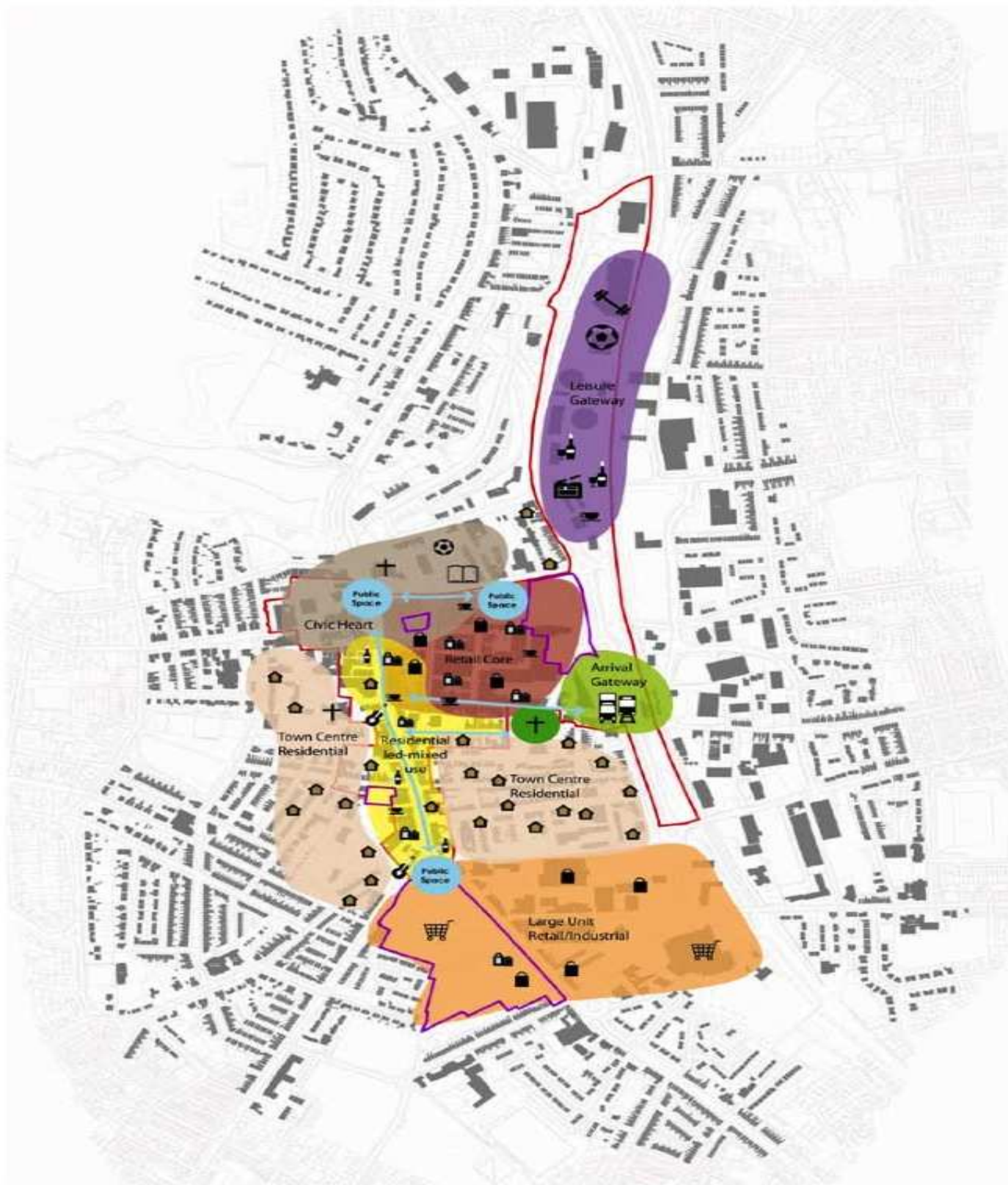
### **CHORLEY TOWN CENTRE MASTERPLAN, SUMMARY OF MAIN MESSAGES**

10. The main messages are detailed below. A copy of the full report titled 'Chorley Town Centre Masterplan, Opportunity & Delivery' is available in the Member's Room from 16<sup>th</sup> October and can also be found in the library on the Council's web site at <http://democracy.chorley.gov.uk/documents/s39825/Chorley%20Town%20Centre%20Masterplan%20Opportunity%20and%20Delivery.pdf> . This report should be read in conjunction with the 'Chorley Town Centre Masterplan, Baseline Report' which can be sourced in the same way using <http://cbc-us-mod/documents/s39824/Chorley%20Town%20Centre%20Masterplan%20-%20Baseline%20Report.pdf>
11. **Introduction** – Chorley is a vibrant and prosperous market town that, despite the economic downturn, has continued to provide a range of facilities in the town centre for both residents and visitors. There is a need for new investment and continuing evolution to aspire 'to be the best historic market town in the north west' based on the following principles:
- Reinforcing a resilient retail offer particularly supportive to the independent sector
  - Adding to the richness of the town centre offer by expanding the leisure and community offer
  - Supporting the core town centre offer with great public spaces and attractive streets

The cornerstones of the masterplan comprises of three investment opportunities and a public realm framework.

12. **Defining the changing offer and the required retail element** – Key changes in an evolved town centre include an increase in leisure activities and community spaces, support of e-retailing with facilities such as click and collect points, and the conversion of secondary and tertiary retailing/business space to residential. Implications for Chorley Town Centre:
  - A consolidation of the current retail offer and a strengthening of the retail core.
  - Opportunity to attract a 'flagship retailer' to enhance the offer.
  - A coordinated approach to possible future out of centre retail to ensure the town centre remains 'fit for purpose'.
  - Using footfall data to improve dwell time and increasing awareness of what is on offer – providing a mix which is what local people want and need.
  - A need to fit 'Click and Collect' within the town centre and the development of wireless technology
  - Promotion of the wider area, to encourage further investment in jobs, and in the town centre, to persuade residents to spend their money in the area and support the town further.
  
13. **Define land use zones** – The masterplan identifies 'character areas' (see diagram below) with potential to introduce some mixed uses in to already established land use zones. This allows for change to be accommodated and for the town centre to remain robust.

# Character Areas



14. **Identify and provide masterplanned investment-ready locations** – Three investment opportunities have been identified at South Market St/Fleet St, Civic Quarter and Flat Iron Car Park.

<b>South Market Street / Fleet Street</b>	
Timing	Short / Medium term – 1 – 3 years
Stakeholders	Chorley Council, Homes and Communities Agency
Key components	Creation of a residential community which will link the back streets of the Town Centre creating a network of amenity spaces which reinvigorate a number of hidden assets; such as Chorley Little Theatre. Potential to provide additional community uses in a bespoke building. Short term opportunity for the Council to develop retail units geared towards the independent sector
Role of the Council	Act as lead facilitator of the high street through the creation of high quality residential and linked amenity spaces. Public realm improvements on Market Street are critical to the realisation of this development.

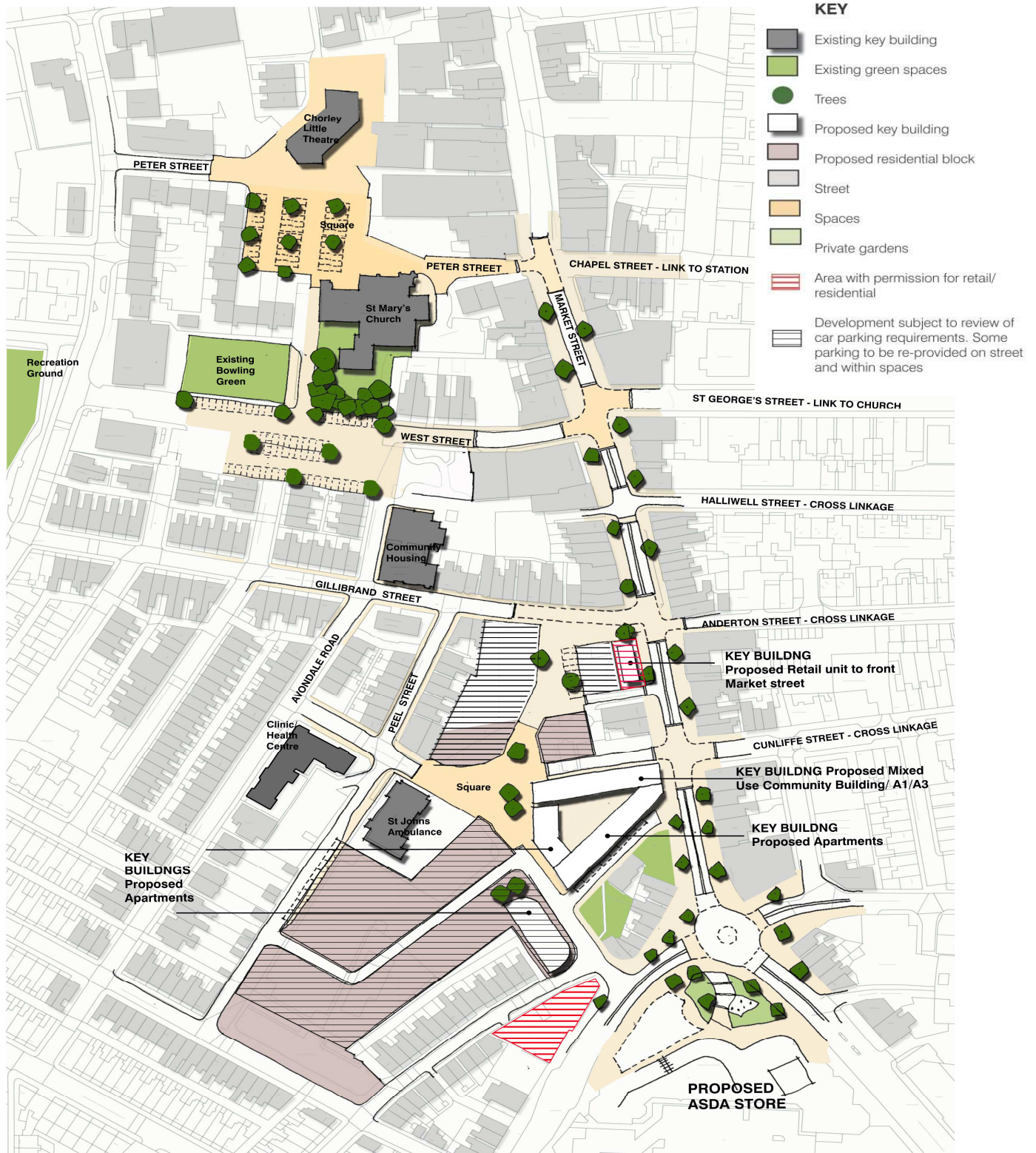
### **Key Actions**

1. Establish a key Project Delivery team led by Chorley council
2. Engage with a design team to produce detailed site masterplan.
3. Soft Market Testing
4. Investigate the role of Community Buildings into the site
5. Procure Development Partner









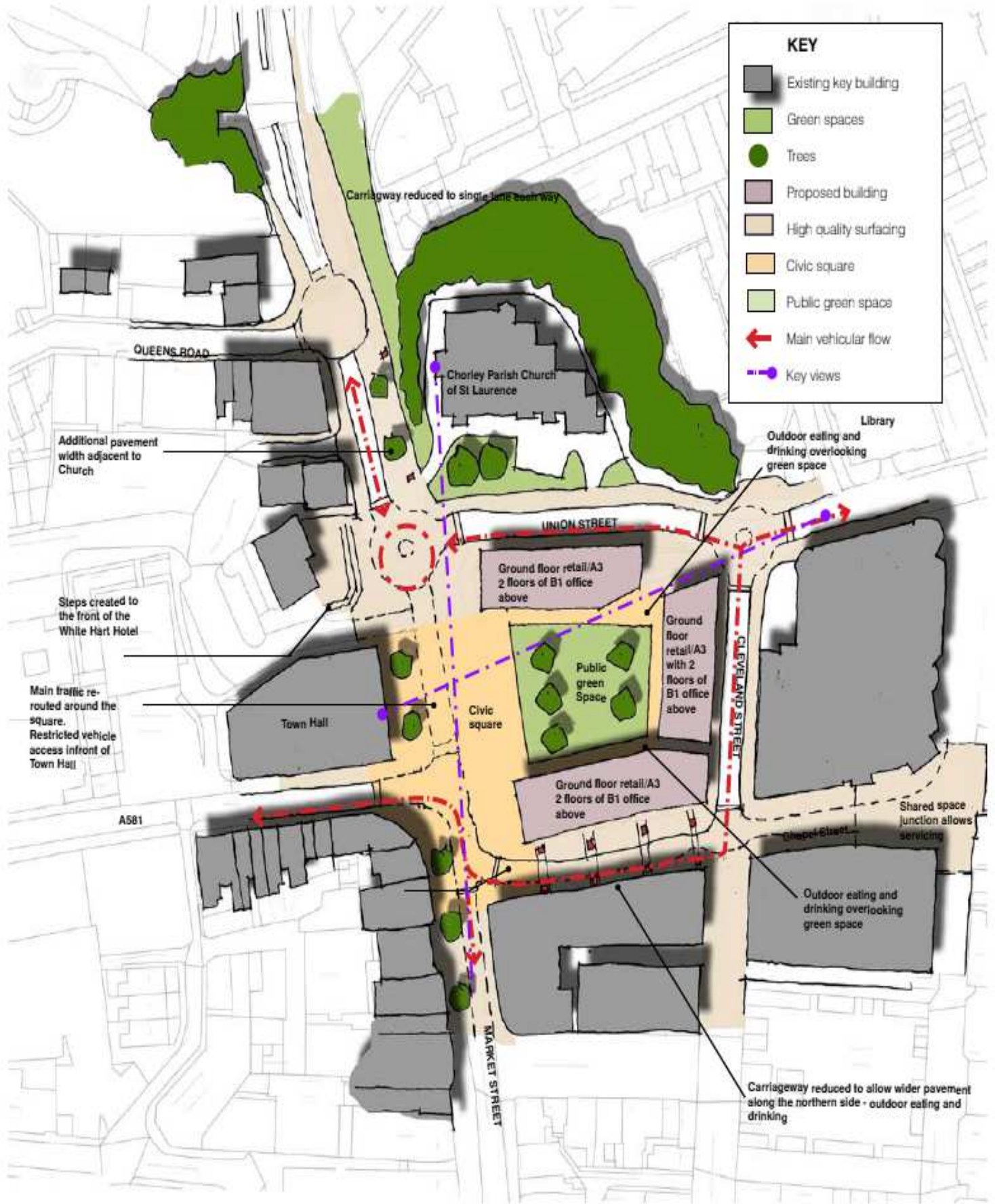


<b>Civic Quarter</b>	
Timing	Medium Term – 3-5 years
Stakeholders	Chorley Council, Northern Trust
Key Components	Key development block (4,500 – 6,000sqm) largely targeted at employment uses with active ground floor uses, including retail and leisure. Cementing the Civic Quarter with the creation of public space currently lacking in the centre to link the smaller spaces together and the retail heart to the civic heart
Role of the Council	Act as lead facilitator of the promotion of the opportunity and carry out the 'meanwhile' works, which may include leading site assembly.
Impact	Key development block (4,500 – 6,000sqm) for the town centre which is able to respond to commercial demand. Creation of deliverable site for modern employment space for the town and establishing the cluster of municipal uses into a Civic heart.

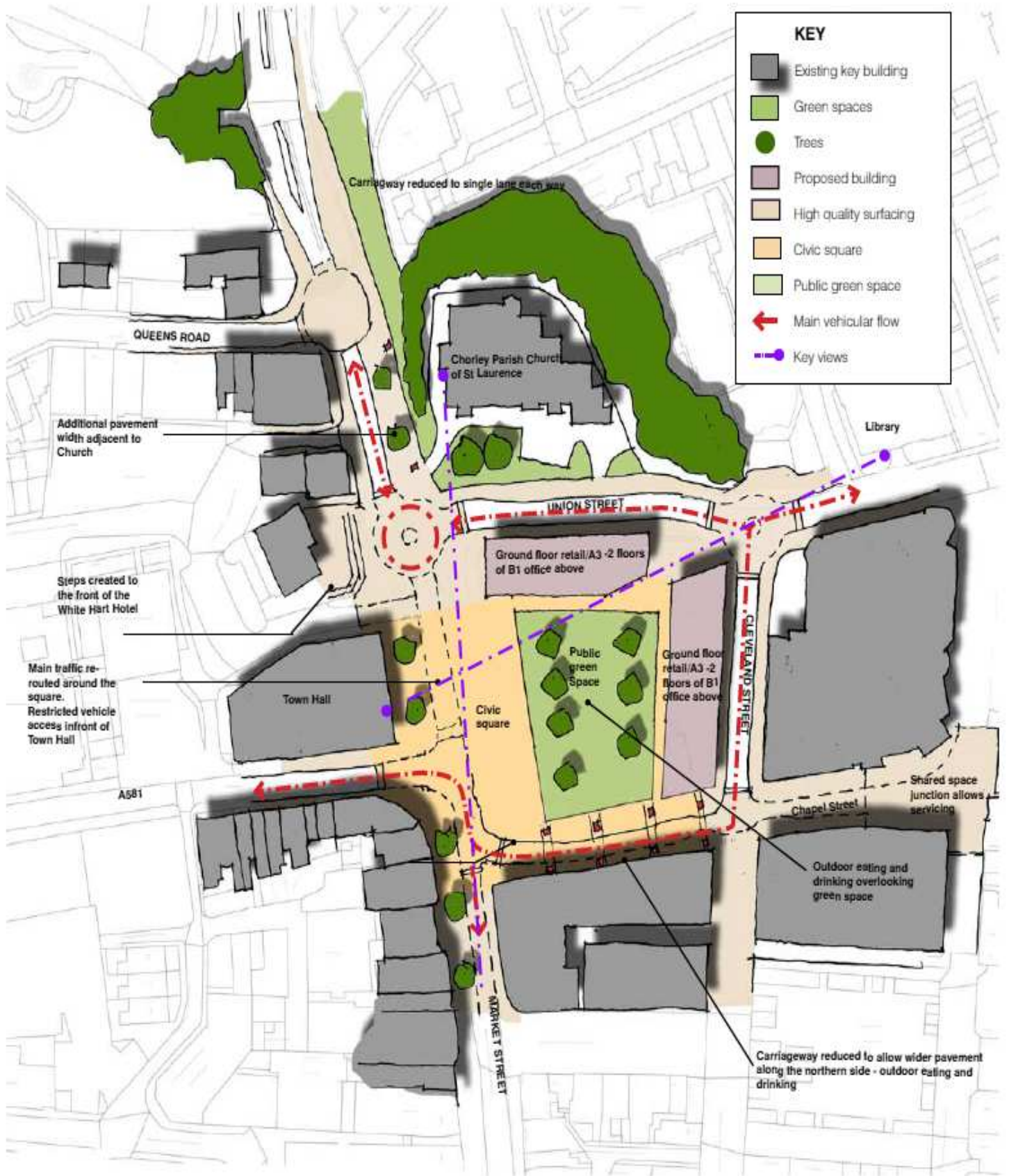
### **Key Actions**

1. Establish a key Project Delivery team led by Chorley Council
2. Undertake the meanwhile use actions
3. Create the Opportunity Prospectus
4. Engage with a design team to produce detailed scheme proposal and costing for both the public realm and the development block.
5. Develop a Site Assembly Strategy
6. Implement the Wider Public realm works for the site.

# Civic Quarter Option 1



# Civic Quarter Option 2



<b><u>Flat Iron</u></b>	
Timing	Short term – 1-3 years
Stakeholders	Chorley Council, Booths, Market Walk
Key components	Largely public realm improvements to create the setting of the outdoor market and the creation of a multi use events space. Opportunity remains to increase the retail footprint of Market Walk with the extant permission. Location ideally suited to respond to the 'click and collect' opportunity associated with a major retailer or service provider.
Role of the Council	Act as lead developer of the works and custodian of the events schedule.
Impact	Creation of events space and focal point for the town and framing the important historic market setting. Location ideally suited to respond to the 'click and collect' opportunity associated with a major retailer or service provider

### **Key Actions**

1. Establish a Key Project Delivery team led by Chorley Council
2. Engage with a design team to produce detailed scheme proposal and costing
3. Establish complementary events programme. Continue to monitor the disposal of Market Walk.
4. Click and Collect Introduction.



## Proposed Public Realm Option

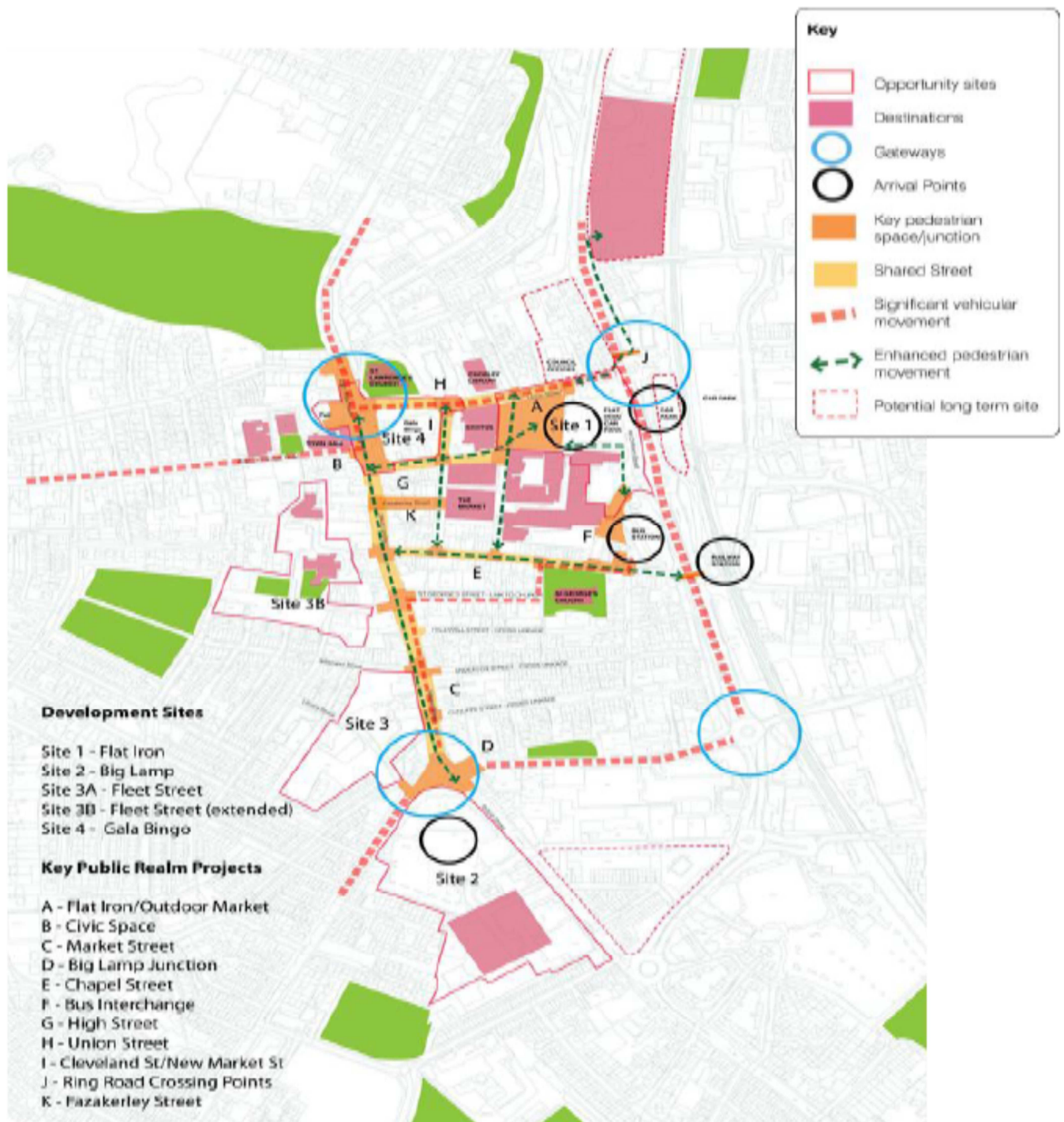
Creation of a new flexible Space for use as an Outdoor Market, Car Park and Events - improved pedestrian connections with Union Street and the Bus Station



15. **Public Realm Framework** - The public realm in the town centre is 'leaky' with few places for people to stop and dwell. Furthermore, the public realm is lacking in character and quality, with too many materials present within the streetscape.

Allied to the investment opportunities is a public realm framework (see diagram below) which knits together the opportunity sites and town centre destinations by improving the public realm along key pedestrian spaces/junctions and at key gateways and arrival points. The underlying principle of the public realm framework is one of facilitating pedestrian safety and minimising the impact of the car.

## Public Realm Framework



The visual below illustrates the southern end of Market St where the space has been redesigned for pedestrians and vehicles to share by widening footpaths and reducing the carriageway.



An indication of the type of materials which could be used within different aspects of the public realm has been given.

16. **Car Parking Provision** – There are approximately 1,408 publicly available car parking spaces provided across Chorley Town Centre. A car parking survey was undertaken at all car parks during each Saturday between 17/11/12 and 09/01/13. These surveys included the build up to Christmas and the New Year period; which are peak times for season shoppers. The number of empty spaces at each car park was recorded at two separate times during each Saturday surveyed and indicated an average 49% spare capacity within the town centre, equating to an overprovision of approximately 696 spaces. The table below provides a summary of how the current town centre parking supply will be affected by the roll out of the Town Centre Masterplan.

It can be seen from the table that following the removal of the 381 spaces as part of the proposals, and the additional demand for 207 spaces resulting from the proposed land uses, there would still be up to 128 publicly available parking spaces. This figure also includes additional provision of up to 20 on-street parking spaces which should be used for collection and short stay trips increasing the vitality on Market Street. The resultant car parking availability does not take into account the impact of delivering a 435 space car park as part of the proposed foodstore. This will provide additional public car park provision which will benefit Town Centre visitors on linked trips. It is therefore considered that there will be no detrimental loss in publicly available car parking across the town centre as a result of the Masterplan proposals. Taking into account future car parking provision to be delivered as part of the proposed foodstore at Pall Mall, and the spare provision in the town centre, it is also considered that there is a sufficient supply of car parking to cater for future growth in visitor numbers.

#### **Chorley Town Centre Car Parking Supply Summary**

	<b>Item Total</b>	<b>Adjusted Town Centre Supply</b>	<b>Occupied</b>	<b>Available</b>
Existing Town Centre Car parking provision	1408	1408	712	696
Total Parking to be removed	381	1027	712	315
Additional Parking Demand for proposed Commercial/Retail/Community Facilities	207	1027	919	108
Additional On-Street parking provided	20	1047	919	128
Proposed ASDA Car parking provision	435	1482		
Total Residential parking required	193	Additional private residential car parking to be provided as part of the masterplan		

#### **CHORLEY TOWN CENTRE MASTERPLAN, DELIVERY**

17. The plan provides an anticipated timeframe for the delivery of the investment opportunities and key components of the public realm framework. The phasing is ordered to achieve the maximum benefit from an investment opportunity and which has the least complexity to deliver. The phasing is illustrated in the table below.



## Phasing

Opportunity Site / Public Realm Project	Timeframe for Delivery			Phasing	Comments
	1-3	3-5	5+		
<b>Market Street – Shared Space</b>	✓			1	<ul style="list-style-type: none"> <li>The opening of Market Street pilot by the Council provides for real time testing of the proposal although the pilot should be launched at the same time as the design proposals for the shared space as not to damage the overall perception of the proposal</li> </ul>
<b>Flat Iron Event Space / Car Parking Improvement</b>	✓				<ul style="list-style-type: none"> <li>Capable of starting once design is agreed</li> </ul>
<b>Civic Square /carriageway improvements</b>	✓			3	<ul style="list-style-type: none"> <li>Would set the quality of the vision and establish the linkage of this key employment quarter with the retail heart and commences the change of Market Street.</li> <li>Demonstrates the commitment to the Civic Quarter development.</li> <li>Sees the principle of comprehensive development in a phased manner.</li> </ul>
<b>South Market Street / Fleet Street</b>	✓	✓		4	<ul style="list-style-type: none"> <li>There is much work to do to get this site 'market ready' but the opportunity has real credibility and is capable of delivery in the short term.</li> <li>The Council investment into the Gillibrand Street retail should set the tone of the quality of design proposed for this area of change.</li> </ul>
<b>Market Street/Bolton Street/Pall Mall Junction</b>	✓			5	<ul style="list-style-type: none"> <li>The revisit of the planning application provides a timely opportunity to rework the junction proposal and to provide a more appropriate high quality, low engineered solution to act as the gateway to this area of change and wider Market Street improvement.</li> </ul>
<b>Civic Quarter Development</b>			✓	6	<ul style="list-style-type: none"> <li>Site assembly and identification of end occupiers are the main constraints which will dictate the timescale of the development of this site.</li> <li>The development framing, public realm works of the Civic Square and Market Street shared space proposals will be critical to demonstrating the vision of the council in establishing the Civic Quarter.</li> </ul>

18. Financial appraisals have been provided for the investment opportunities, and an indicative figure of £6.6M has been given to deliver the public realm framework. The Council will be a key enabler, investor and custodian of the plan, and further work is required to determine which elements of the Town Centre Masterplan to prioritise for delivery.

## IMPLICATIONS OF REPORT

19. This report has implications in the following areas and the relevant Directors' comments are included:

Finance	✓	Customer Services	
Human Resources		Equality and Diversity	
Legal	✓	Integrated Impact Assessment required?	
No significant implications in this area		Policy and Communications	

## COMMENTS OF THE STATUTORY FINANCE OFFICER

20. The Masterplan sets out the aspirations for developing the town centre. The anticipated costs of achieving all the aspects of the plan are circa £4 – 6 million over the period of the plan. Clearly these are significant sums and are likely to have to be funded from a combination of sources, including public and private sector. Any sums committed by the Council will have to be in the context of its priorities and the sustainability of the Council's budget during this period when funding is reducing. Imaginative and inventive solutions will need to be found. As a start though, if this is a key priority for the Council, the Council's CIL 123 list should be amended to include infrastructure projects in the town centre, so that if agreed, funds can be used and allocated from this source.

## COMMENTS OF THE MONITORING OFFICER

21. There are no comments.

LESLEY-ANN FENTON  
DIRECTOR OF PARTNERSHIPS, PLANNING AND POLICY

There are no background papers to this report.

Report Author	Ext	Date	Doc ID
Cath Burns	5305	10 October 2013	***