

Report of	Meeting	Date
Director of Partnerships, Planning and Policy (Introduced by the Executive Member for Resources, Policy and Performance)	Council	1 April 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; and
2. To update Members on the detailed masterplan for the Fleet St investment opportunity.

### **RECOMMENDATION(S)**

3. Members are recommended to:
  - (i) note the contents of the report,
  - (ii) endorse the recommended Town Centre Masterplan actions, and
  - (iii) approve the proposals for the Fleet St investment opportunity for public consultation; with any approval of minor amendments to the document, if needed, prior to formal consultation delegated to the Executive Member in liaison with the Director of Partnerships, Planning and Policy.

### **EXECUTIVE SUMMARY OF REPORT**

4. 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 and 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. The report also considers the detailed proposals for the Fleet St investment opportunity for residential/supported housing uses. A separate report is being submitted to this Full Council meeting on the Flat Iron investment opportunity.

<b>Confidential report</b> Please bold as appropriate	Yes	No
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<b>Key Decision?</b> Please bold as appropriate	Yes	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
	<b>3, a new or unprogrammed capital scheme of £100,000 or more</b>	<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)

5. 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

6. None

## CORPORATE PRIORITIES

7. 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
- Market St/Gillibrand St Redevelopment
- Redevelopment of Pall Mall Triangle and associated public realm works
- Refurbishing Market St shop fronts
- Acquisition of Market Walk Shopping Centre

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:

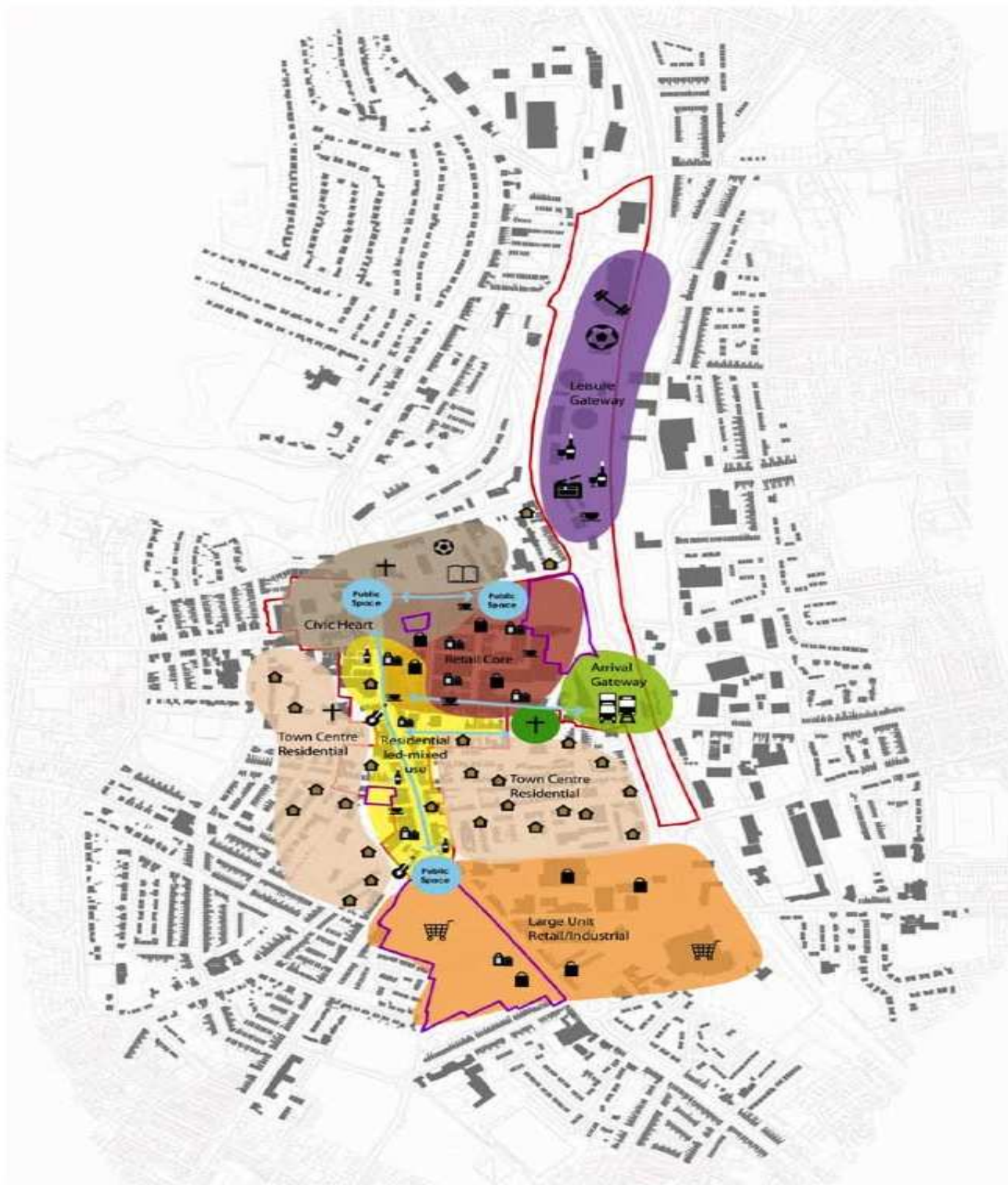
- Define the changing offer and the required retail element for Chorley Town Centre within the context of modern shopping habits and competitive edge of town/city centre retail destinations.
  - Identify the major land/property holders in the town centre to support the consolidation and delivery of development 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. The recommended actions within the Town Centre Masterplan were endorsed by Executive Cabinet at its meeting in October 2013.

## **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 24 March and can also be found in the library on the Council's web site at <https://democracy.chorley.gov.uk/documents/s39825/Chorley%20Town%20Centre%20Masterplan>. This report should be read in conjunction with the 'Chorley Town Centre Masterplan, Baseline Report' which can be sourced in the same way using <https://democracy.chorley.gov.uk/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



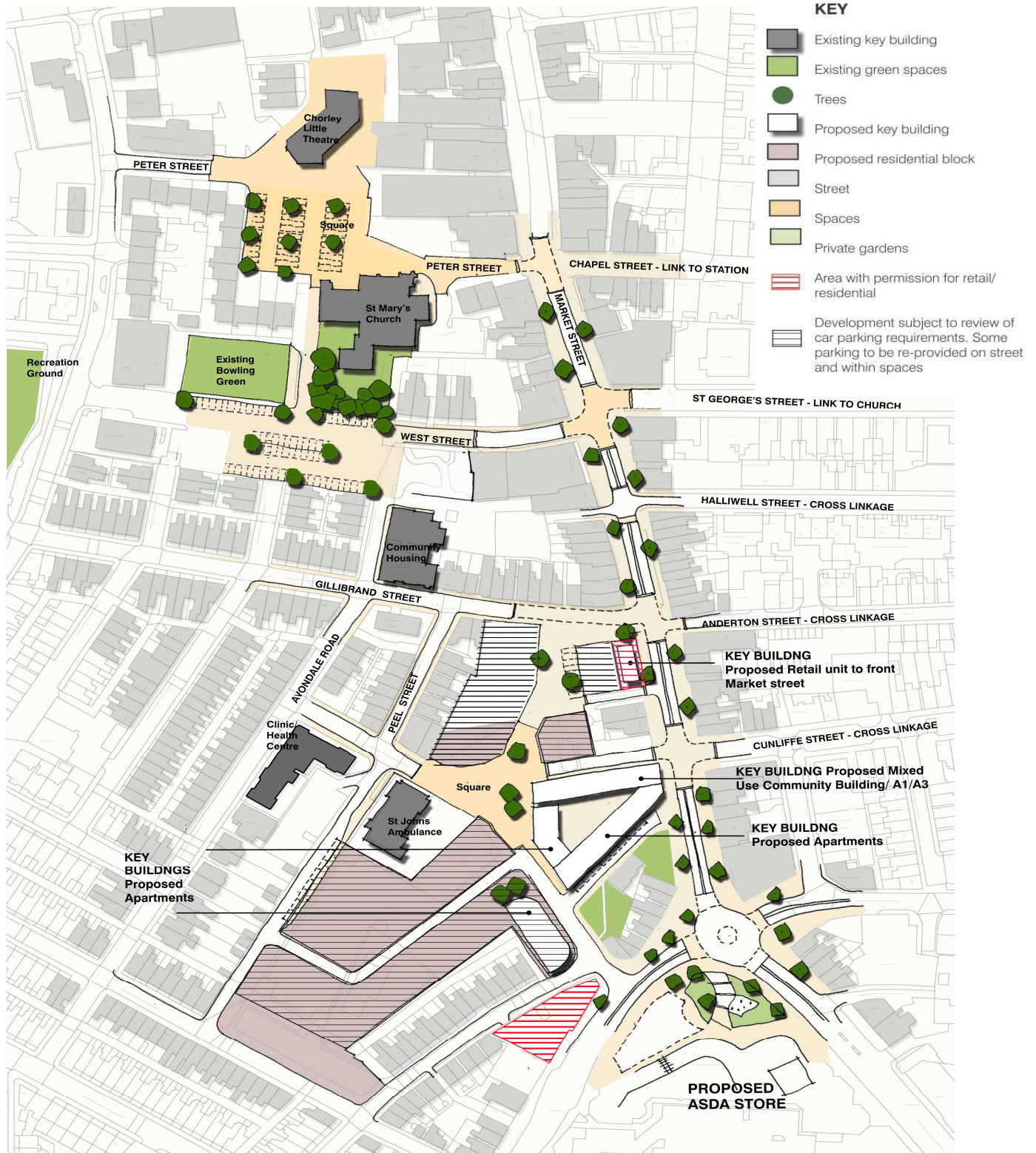
14. **Identify and provide masterplanned investment-ready locations** – Three investment opportunities have been identified at South Market St/Fleet St, Civic Quarter and Flat Iron Car Park.

<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





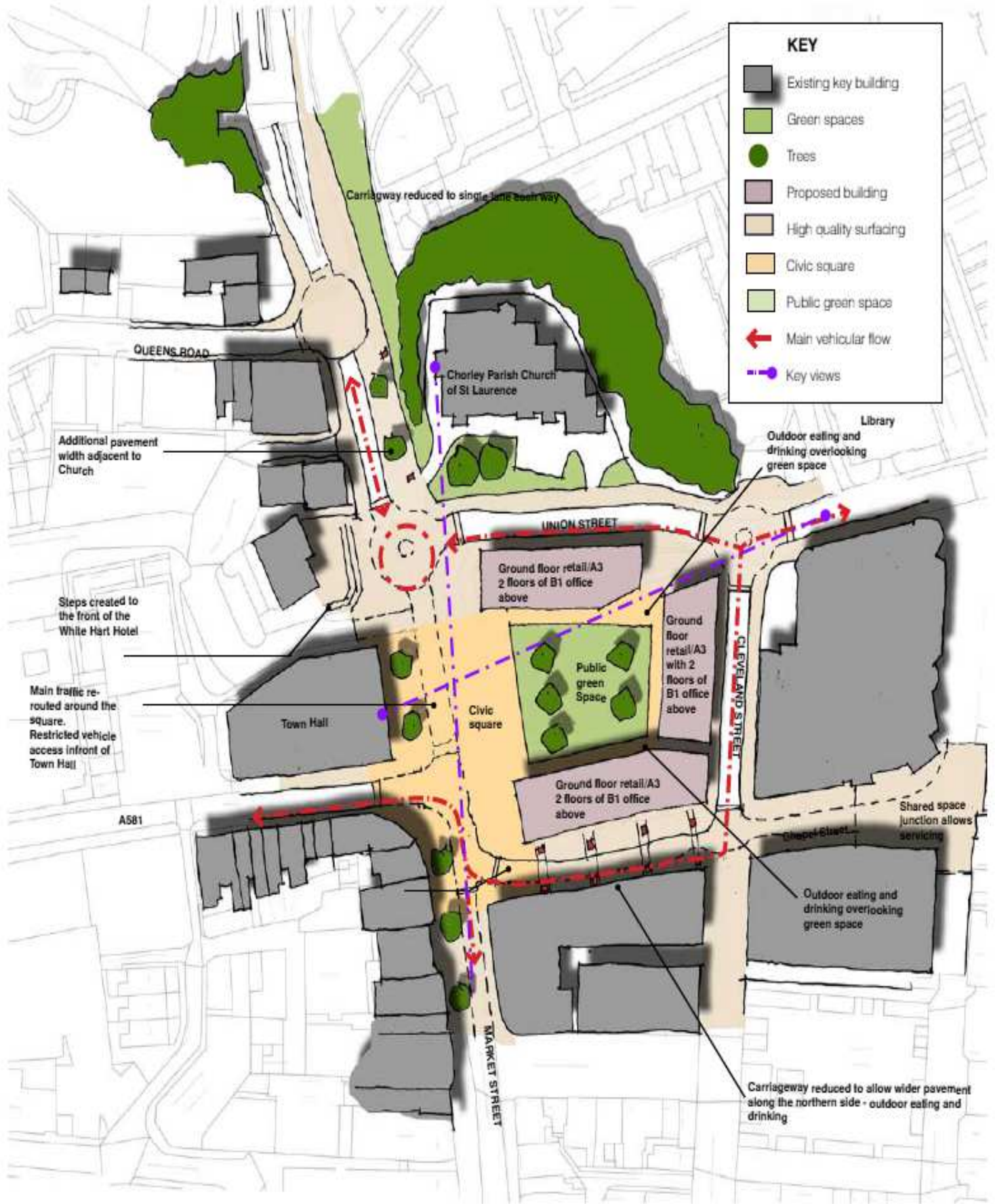


<b>Civic Quarter</b>	
Timing	Medium Term – 3-5 years
Stakeholders	Chorley Council, Northern Trust
Key Components	Key development block (4,500 – 6,000sqm) largely targeted at employment uses with active ground floor uses, including retail and leisure. Cementing the Civic Quarter with the creation of public 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.

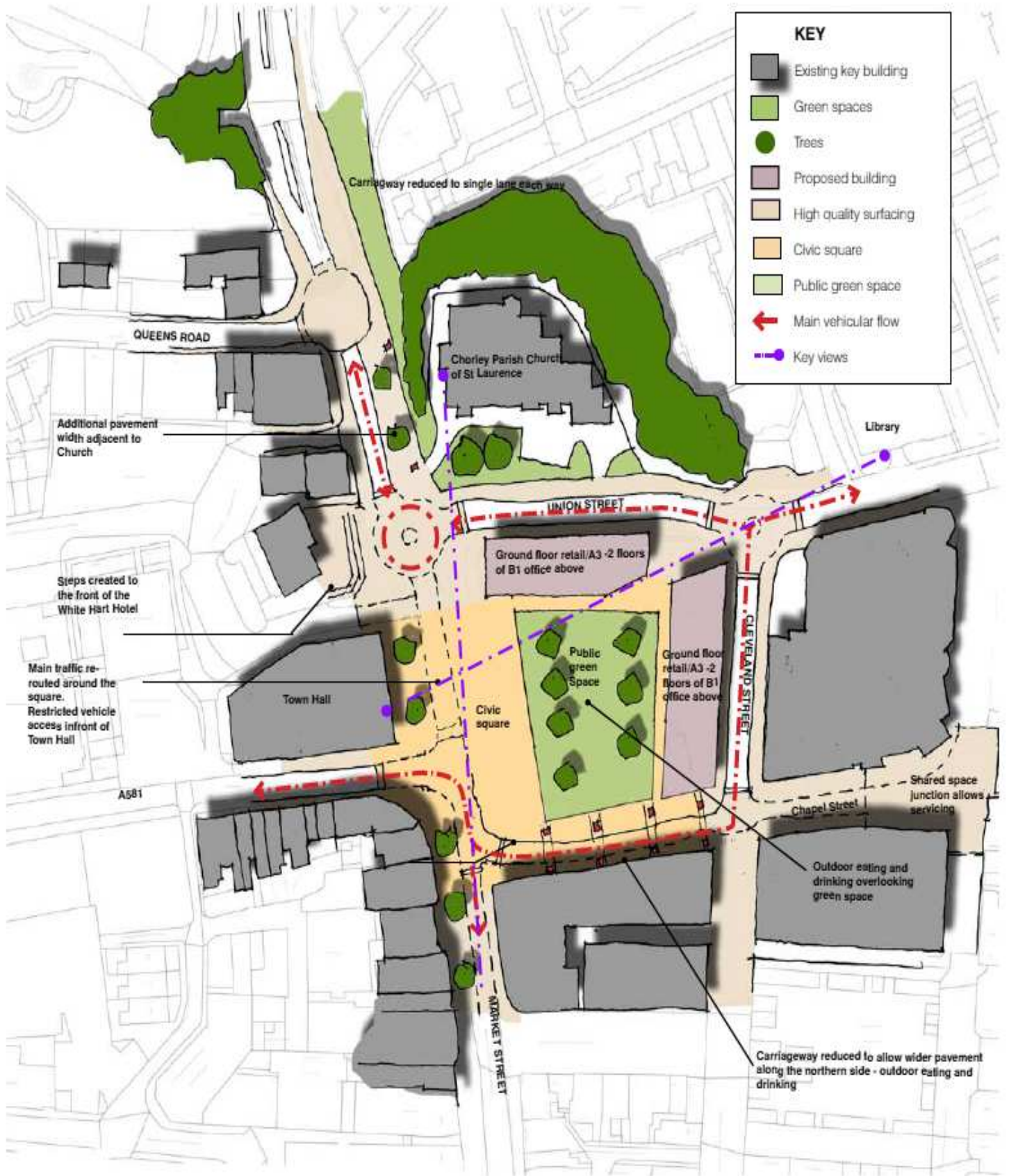
### **Key Actions**

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

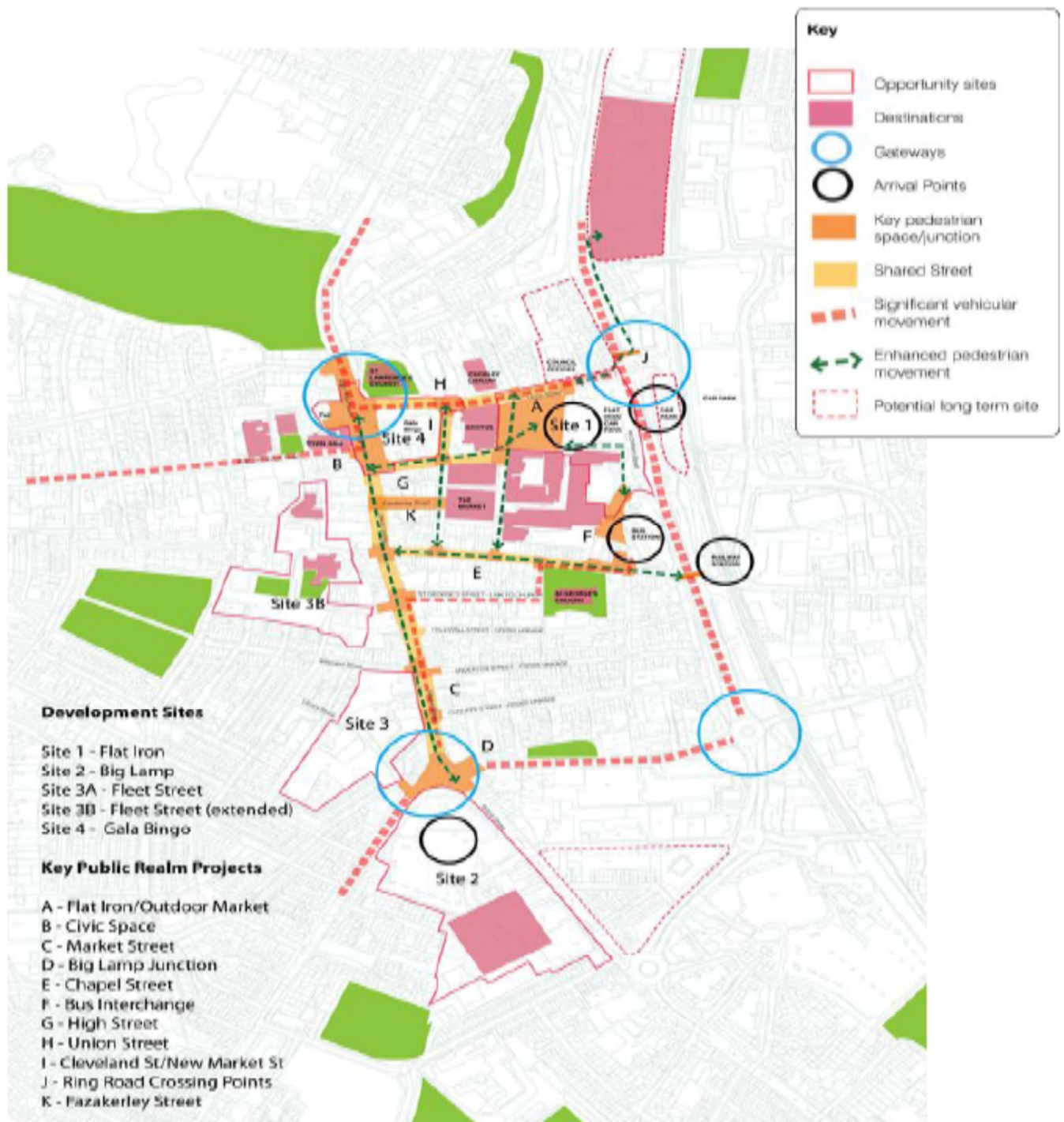
Creation of a new flexible Space for use as an Outdoor Market, Car Park and Events - improved pedestrian connections with Union Street and the Bus Station



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.

## CHORLEY TOWN CENTRE MASTERPLAN, DELIVERY

16. 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</li> </ul>



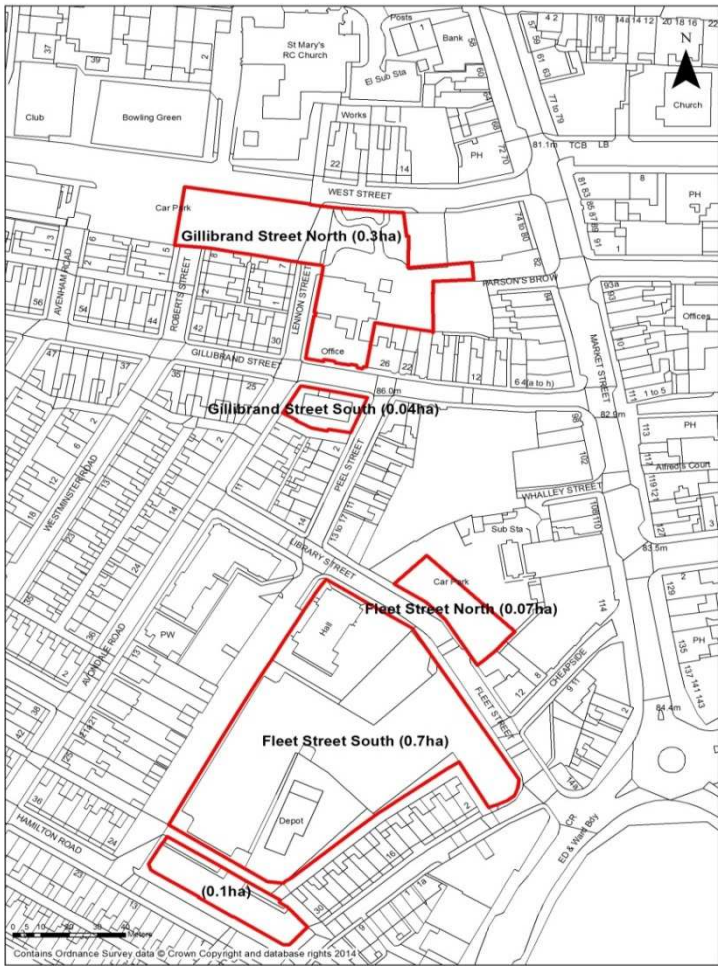
					<p>development of this site.</p> <ul style="list-style-type: none"> <li>The development framing, public realm works of the Civic Square and Market Street shared space proposals will be critical to demonstrating the vision of the council in establishing the Civic Quarter.</li> </ul>
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17. 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.

**FLEET STREET INVESTMENT OPPORTUNITY**

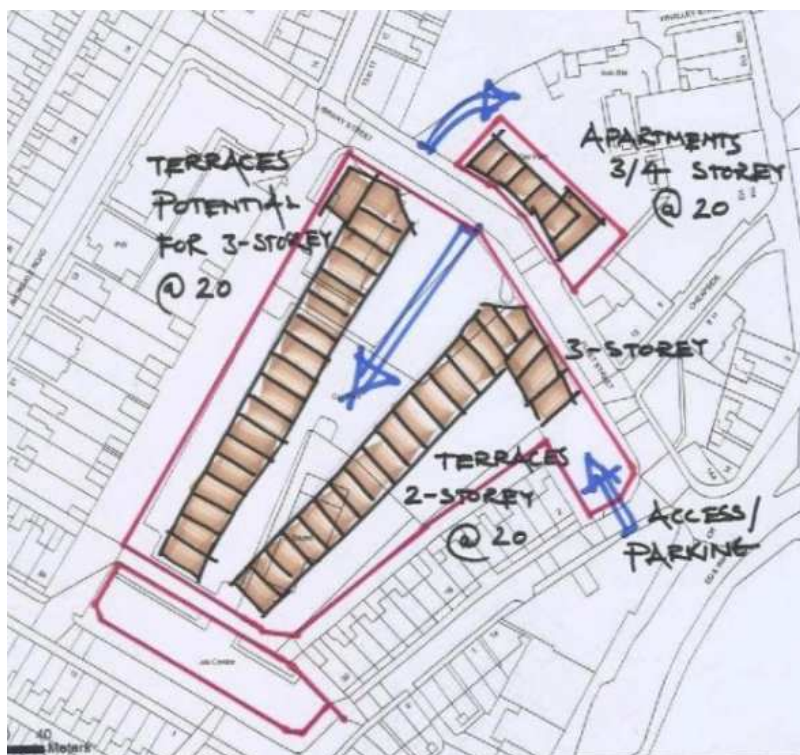
18. A project delivery team, led by Chorley Council and involving the Homes and Communities Agency, has been established to progress the Fleet Street investment opportunity. A detailed masterplan has been drafted by officers and looks at the potential for residential/supported housing uses. The plan will be a mechanism to secure a developer partner and progress this high quality residential development. A copy of the draft plan is contained within Appendix 1.

19. The following plan indicates the sites that are currently under consideration. It is intended to take a phased approach to development with Fleet St North and South being considered in phase 1 and Gillibrand St North and South forming a later phase. Given the Council is currently developing retail units at the corner of Gillibrand St/Market St and developing the car park to the rear, a reduced site to that originally identified in the Town Centre Masterplan is now considered.



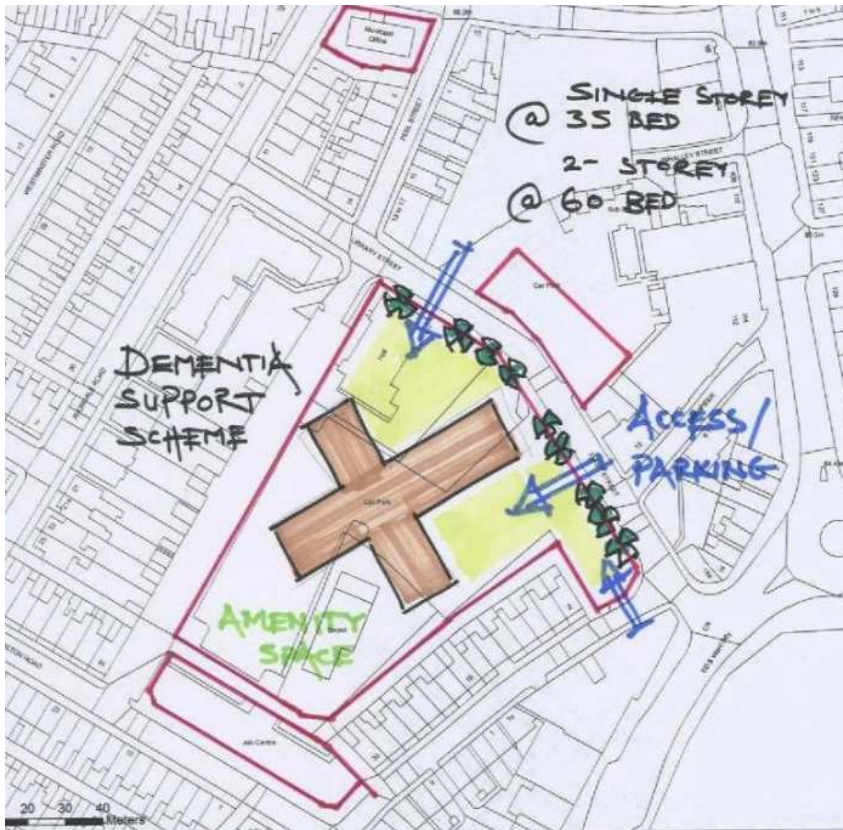
20. The sites identified have the potential to be comprehensively developed to introduce a new medium density residential community connected into the Town Centre. The overall design will create a step change in the quality of residential development and contribute to a new, highly sustainable neighbourhood character area. Introducing new residential development into these areas will; help to increase the town centre population, complement the established neighbouring uses and existing planning consents in the area, deliver affordable housing to meet the needs of Chorley, and provide a boost to existing and new uses along Market Street.
21. The plan below illustrates what can be achieved at Fleet St North and South. Fleet St North is removed from existing residential dwellings, and, as such, has the potential to accommodate a much higher residential density. Rising to 4 storeys, without impacting on surrounding user amenity, this focal building could accommodate up to 20 one, two and three-bed apartments. Fleet St South could accommodate up to 40 contemporary terraced residential dwellings or 70-80 one and two-bedroomed apartments.

### Fleet St North and South



An alternative development scheme for Fleet Street South could see the delivery of a housing support scheme. The scheme shown in the illustration below is based on a dementia support unit in Wigan. The scheme could provide dementia support, or alternatively elderly support. In general such schemes tend to be single storey given mobility issues of their occupants. A single storey option could deliver up to a 35 bed development. However, there are examples of two storey provision which could increase this to 60 bed.

## Fleet St South, Supported Housing Scheme



22. In considering Gillibrand St North and depicted in the plan below, there is opportunity for traditional 2-storey terrace housing to deliver 10 two or three-bedroomed terraces, or 20 one and two-bedroomed apartments. In addition, the hospital building could be converted to provide approximately 20 apartments.

The site at Gillibrand St South is currently used as offices. The block has an appearance of 1970s residential properties and could be converted back into residential use to create 2 residential dwellings or 4 apartments. Alternatively, the building could be demolished and redeveloped to provide 4 two and three-bedroomed terraces, or 8 one and two-bedroomed apartments.

Gillibrand St Sites



23. Chorley Council has been working with Lancashire County Council, the Homes and Communities Agency, developers and housing associations to finalise the draft detailed masterplan. The next stage is to undertake a 5 week public consultation during April/May on the detailed plans, after which the detailed masterplan will be revised and reported back to Full Council on 22 July for adoption.

**IMPLICATIONS OF REPORT**

24. 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**

25. The delivery of the Town Centre Masterplan, as set out in this document, will be delivered in phases and will of course be subject to the necessary finance being available to deliver each scheme. In respect of the scheme's currently ongoing funding has been identified through both Council and partner resources, but much more will be needed to deliver the whole plan. It is anticipated that opportunities for investment will come from both CIL and Section 106 agreements as well as looking to other partners including the private sector. In respect of the Fleet Street development, the assumption is that the Council's contribution will be the land, but the aspiration will be to achieve the rate of return on any development and initial costings show that this is possible with a housing led development, but may be less achievable if the extra care scheme is pursued, but this will of course bring a valuable service to the Town Centre location.

## COMMENTS OF THE MONITORING OFFICER

26 There are no legal issues with the principles put forward within the Masterplan. Individual proposals should be considered further when finalised.

LESLEY-ANN FENTON  
DIRECTOR OF PARTNERSHIPS, PLANNING AND POLICY

There are no background papers to this report.

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Cath Burns	5305	18/03/2014	***