

**Item A. 2                      08/01100/REMAJ                      Approve Reserved Matters**

**Case Officer                      Mrs Nicola Hopkins**

**Ward                                      Astley And Buckshaw**

**Proposal                              Reserved Matters Application for the Southern Commercial Area, Buckshaw Village. Including retail uses, residential, car parking, related infrastructure and landscaping.**

**Location                              Land South Of Buckshaw Avenue, Buckshaw Avenue, Buckshaw Village**

**Applicant                              Eden Park Developments Ltd**

**Consultation expiry: 26<sup>th</sup> November 2008**  
**Application expiry: 26<sup>th</sup> January 2009**

**Proposal**                              The application relates to the southern part of Buckshaw Village, referred to as the Southern Commercial Area. This area was included within the original outline approval for the whole of the Village and was envisaged as the main commercial area for the Village.

The Southern Commercial Area Design Code states that the central core of this area will be given over to a mixed use core which will incorporate shops, restaurants, offices, commercial and leisure facilities. Where appropriate living accommodation will be provided at first and second floor level. The retail uses are provided to meet the needs of the village, its residents, workers and visitors, not the wider locality.

Three planning applications have been submitted which include this application for the central commercial core, an application for the western residential fringe and an application for a petrol filling station. The application for the western fringe residential dwellings is reported elsewhere on this agenda.

**Summary**                              The principle of developing the Southern Commercial Area as a mixed used retail core to serve the village was established with the grant of outline planning permission. The scheme will act as the local centre for the residents of the Village and will help establish the Village as a sustainable community.

**Planning Policy                      National Polices:**  
PPS1, PPS3, PPS6, PPG15

**North West Regional Spatial Strategy:**  
**Policy DP1:** Spatial Principles  
**Policy DP4:** Make the best use of Existing Resources and Infrastructure  
**Policy DP7:** Promote Environmental Quality  
**Policy RDF1:** Spatial Priorities  
**Policy L4:** Regional Housing Provision  
**Policy RT9:** Walking and Cycling

**Adopted Chorley Borough Local Plan Review:**

**GN2:** Royal Ordnance Site, Euxton

**GN5:** Building Design and Retaining Existing Landscape Features and Natural Habitats

**GN9:** Transport Accessibility

**HS4:** Design and Layout of Residential Developments

**SP6:** District, Neighbourhood and Local Shopping Centre

**TR1:** Major Development- Tests for Accessibility and Sustainability

**TR4:** Highway Development Control Criteria

**TR18:** Provision for pedestrians and cyclists in new developments  
Statement of Community Involvement

**Planning History**

**97/00509/OUT-** Outline application for mixed use development (housing, employment, shopping, leisure & commercial uses, open spaces, roads, sewers, community facilities & rail station) & indication of junction improvements on surrounding road network. Approved November 1998

**02/00748/OUTMAJ-** Modification of conditions on outline permission for mixed use development (housing, employment, shopping, leisure & commercial uses, open spaces, roads, sewers, community facilities, road improvements & rail station). Approved December 2002

**06/00786/REMAJ-** Construction of main access road, drainage and landscaping along southern commercial perimeter road. Approved September 2006

**08/01099/FUL-** Erection of a Petrol Filling Station and associated infrastructure at the Southern Commercial Area, Buckshaw Village. Pending consideration

**08/01098/REMAJ-** Reserved matters application for the erection of 84 apartments and 24 dwellinghouses at the Southern Commercial Area, Buckshaw Village. Pending consideration.

**Applicant's Case**

The following points have been submitted in support of the application:

- The mixed use core will act as the local centre providing a focus and identity for Buckshaw
- The proposal is integrated into the rest of the Buckshaw Village development through road, cycle and footpath connections with the aims of serving the needs of the village conveniently
- This convenience leads to the promotion of sustainability through ease and accessibility, minimising peoples' requirements and temptation to use private transport
- The focal point is a vibrant and active village square with the provision of restaurants, cafes and retail uses. The apartments have terraces and balconies to create further interaction with the street scene.
- The appearance of the proposal is designed to contribute further to the village centre identity, by creating active facades and variation through the use of an eclectic mix of styles, ranging from 19<sup>th</sup> Century traditional architectural language to present day.

- The modern design adds a dynamic modern feel to the development

**Representations**

None received

**Consultations**

**Environment Agency** has no objection subject to various conditions/ informatives

**Lancashire County Council (Ecology)** have no objection subject to ensuring that landscaping/restoration schemes aim to contribute to targets specified in the UK and Lancashire Biodiversity Action Plans

**United Utilities** have no objections subject to various conditions/ informatives

**Lancashire County Council (Planning)** considers that the proposal does not give rise to matters of strategic importance

**Lancashire County Council (Archaeology)** have no comments to make

**Chorley Borough Council's Landscape Assistant** considers the landscape layout to be of high design quality

**Chorley Borough Council's Urban Design Manager** has made various comments on the proposal which have been forwarded to the agents for the application.

**South Ribble Borough Council** has suggested some amendments to the proposed food store.

**Assessment**

**Principle of the Development**

The proposal relates to the Southern Commercial area at Buckshaw Village. Since the original grant of planning permission, originally in 1997 and subsequently in 2002, this part of the site was always envisaged to accommodate the commercial facilities to serve the Village. The outline planning permission at this site ensures that the principle of redeveloping the site as a mixed use core has been established.

The proposal incorporates the erection of five A1 retail units including one large supermarket. The smallest A1 unit is 122 square metres and the supermarket will be 3,249 square metres. Three A2 units (financial and professional services) are proposed ranging in size from 116 sq.m. to 142 sq.m. One A3 unit (Restaurants/ Cafes) is proposed which is 322 sq.m. in size. Four A5 units (Hot Food Takeaway) are proposed ranging in size from 121 sq.m. to 175 sq.m. One D1 unit (Children Nursery) is proposed which is 537 sq.m. in size. All of these units are proposed on a speculative basis with no end user identified.

Additionally one three storey office building is proposed which will accommodate six individual office units with a central communal area. This is also on a speculative basis with no end user identified.

When the masterplan for the whole village was drawn up the retail/ commercial core for the village was envisaged to meet the needs of the Village and not the Borough as a whole. Accordingly

a limit on the amount of A1 retail space was attached. This states that the total A1 floorspace will be restricted to 4000 sq.m. and the maximum unit size will not exceed 1200 sq.m.

The majority of the A1 units proposed accord with the 1200 sq.m. limit set out in the masterplan and the total A1 retail floorspace (3,957 sq.m. gross) is below the 4,000 sq.m. limit. However the proposed supermarket is 3,249 sq.m. which exceeds the 1,200 sq.m. limit set out within the masterplan. As members may recall when this scheme was originally discussed the intended occupier of the supermarket was Booths however this is no longer the case and the application is submitted on a speculative basis with no end user identified.

The limit was imposed within the Masterplan to ensure the viability and vitality of other centres was not compromised by the development. To prove that this is still the case with the proposed larger store the applicants have undertaken a Retail Impact Assessment which has been submitted with the application.

The Retail Impact Assessment concludes that in order to attract retail and service tenants, an anchor store which generates sufficient footfall through the Local Centre must be secured. A conglomeration of small units will not provide sufficient 'critical mass' in commercial terms to attract either tenants or shoppers in sufficient numbers. It is anticipated that the proposed supermarket will draw some trade from beyond Buckshaw Village however the majority of the stores trade will come from the residents of Buckshaw Village. The assessment concludes that there is a need for the proposed development

The assessment goes on to state that statistical analysis indicates that neighbouring centres will not experience any material impact on their non-food turnover however there may be a small reduction in food turnover. This notwithstanding, however, a significant amount of 'new' expenditure generated by residents of Buckshaw Village will 'leak' to nearby centres. The assessment concludes that it is considered likely that any adverse effects on the proposed development on the turnover of the existing town centre retailers will be offset by the leakage from Buckshaw Village.

An external retail consultant has reviewed the document and considers that the proposal has many positive attributes and would contribute to the overall development plan aims and objectives for developing Buckshaw Village as a sustainable community. There is probably a quantitative and qualitative need for new convenience and comparison floorspace in the immediate catchment area (Buckshaw Village) and the wider catchment area including the western part of Chorley and Euxton village. He considers that the proposal can be supported, if all the other planning and design considerations are addressed satisfactorily, with suitable conditions in relation to the restriction of non-food sales in the supermarket.

### **Design**

The development of the commercial area of Buckshaw Village has involved extensive pre-application discussions with the land owners, Eden Park, and their architects. Ensuring a high quality design which reflects the existing Village development is essential

on this part of the development.

The Southern Commercial Design Code states that the mixed use core of the village should reflect a small town main street which covers a range of periods from the late 18<sup>th</sup> Century to early 21<sup>st</sup> Century, a sited example being Dickens Heath, Solihull

Through discussions with the Council and in particular the Urban Design Manager it is considered that although more traditional designs and materials would be appropriate in this location a mix of more modern interpretations would also improve the quality and appearance of the Village Centre.

As such modern intersections have been incorporated into the more traditional designs and features. It is considered that this creates a more traditional high street which has evolved through the Centuries. The proposed supermarket, nursery building, office building and various shop fronts represent modern intersections within the more traditional form.

Various shop fronts have been submitted as part of the planning application. These options will enable future occupiers to choose which type of shop front they want whilst ensuring a mix of traditional and modern shop fronts are achieved.

The Urban Design Manager has confirmed that that many of the pre-application discussion points have been incorporated into this final scheme. He has some additional comments which have been forwarded to the agent for the application. The applicants have responded to these comments and various conditions have been attached to the recommendation to deal with the points raised.

The supermarket incorporates two tower features along the western elevation which fronts the main high street. An independent café will form part of the supermarket which will be accessed from the high street and can accommodate outdoors eating areas which will ensure the high street is active.

South Ribble Borough Council have suggested some amendments to the elevations of the food store to integrate some of the more traditional features however the design of the store has been subject to extensive pre-application discussions. To ensure the modern store integrates with the rest of the development modern shop fronts and features have been incorporated into the smaller commercial units along with the nursery and the office units. The Urban Design Manager considers that the modern foodstore as proposed is appropriate for this location.

There will be an ancillary petrol station associated with the food store located adjacent to the car park. This facility is subject to a separate planning application.

### **Housing**

As part of the development an element of residential accommodation is proposed. In total 75 apartments are proposed as part of the development. These apartments incorporate 1 (20 apartments) and 2 (55 apartments) bedroom apartments located above, at first and second floor level, the retail units (Units 2-13) apart from 3 apartments which form an 'infill' between a residential

unit, forming part of the adjacent residential development 08/01098/REMMAJ, and Unit 13 of the high street and Unit 8a which incorporates apartments at ground, first and second floor level.

Within the Masterplan the mixed use commercial core was envisaged as incorporating shops, restaurants, takeaways, offices, commercial and leisure facilities with living accommodation above. Hence the inclusion of first and second floor apartments within the scheme is considered to be acceptable. At three stories high the proposals comply with the Design Code for this area.

### **Transport and Highways**

This site was granted outline planning permission with the remainder of the Village and the traffic and highway implications of the whole Village development were considered as part of the outline planning application including the commercial core implications. Various highway improvements/ alterations have already been undertaken as a result of the Village development.

This notwithstanding however a Transport Assessment and Outline Travel Plan have been submitted with the application. The Transport Assessment concludes that the Mixed Use Core (MUC) will be well connected to the rest of the Village for pedestrians and cyclists. Additionally the site is well served by public transport with the future railway station close to the site. A condition requiring the development to accord with the outline travel plan will be attached to the recommendation.

The assessment also concludes that the food store will reduce the need to travel, it is not sufficiently large to act as a destination in its own right and the analysis confirms that the food store will not affect the road network given the extant planning permission and infrastructure already implemented.

Parking for the smaller retail units and apartments above will be provided in the forms of rear parking courts. In total 107 spaces are proposed which is considered to be sufficient for 75 one/ two bedroom apartments, the proposed nursery and the smaller retail units particularly taking into account the fact that this site is also served by buses and will eventually be located close to the railway station.

The proposed office building incorporates 52 parking spaces to the rear/ side of the building which is considered to be sufficient for the building proposed. The proposed supermarket has a separate car park located adjacent to loop road which will accommodate 256 parking spaces including 14 disabled spaces and 10 mother and child spaces. The amount of parking is considered to be sufficient for the size of store proposed.

The site is located within a very sustainable location which is served by buses and eventually by the approved railway station to the south of the site. It is intended that the scheme will serve, mainly, the residents and employees of Buckshaw Village and is connected to the remainder of the Village by cycle/ pedestrian links which ensures alternative modes of transport, other than the car, are available.

### **Community Involvement**

Although this application is a reserved matters application the owners of the site, Eden Park, undertook a community consultation event to inform residents of the proposals. This is in accordance with the Council's Statement of Community Involvement and included a public exhibition where neighbours were asked to comment on the proposed scheme.

It is evident that there is support for the development of this area of the site, in particular the mixed use retail core which forms part of this application.

### **Impact on the setting of the Listed Building**

Buckshaw Hall, a Grade II\* Listed Building, forms part of the Southern Commercial Area. The development however will, eventually, be screened from the Hall by housing development. It is considered that due to the separation distances retained between the Hall and the application site the proposal will not adversely impact on the setting of the Listed Building.

### **Conclusion**

The principle of developing the site as a mixed use retail core was established with the grant of outline planning permission. The proposals will serve the Village development and forms an important element of the whole Village. As such the proposal is considered to be acceptable

**Recommendation: Approve Reserved Matters  
Conditions to follow**