

## **COUNCIL**

TUESDAY, 21ST JULY 2015, 6.30 PM  
COUNCIL CHAMBER, TOWN HALL, CHORLEY

### **AGENDA**

#### **APOLOGIES**

1 **MINUTES OF MEETING TUESDAY, 19 MAY 2015 OF COUNCIL** (Pages 5 - 20)

2 **MINUTES OF MEETING SATURDAY, 6 JUNE 2015 OF COUNCIL** (Pages 21 - 22)

3 **DECLARATIONS OF ANY INTERESTS**

Members are reminded of their responsibility to declare any pecuniary interest in respect of matters contained in this agenda.

If you have a pecuniary interest you must withdraw from the meeting. Normally you should leave the room before the business starts to be discussed. You do, however, have the same right to speak as a member of the public and may remain in the room to enable you to exercise that right and then leave immediately. In either case you must not seek to improperly influence a decision on the matter.

4 **MAYORAL ANNOUNCEMENTS**

5 **PUBLIC QUESTIONS**

Members of the public who have requested the opportunity to ask question(s) on any item(s) on the agenda will have three minutes to put their question(s) to the relevant Councillor. Members of the public will be allowed to ask one short supplementary question.

6 **ADOPTION OF THE CHORLEY LOCAL PLAN 2012 - 2026** (Pages 23 - 136)

To consider the attached report of the Chief Executive.

7 **CENTRAL LANCASHIRE GYPSY, TRAVELLER AND TRAVELLING SHOWPEOPLE'S ACCOMMODATION ASSESSMENT: LOCAL PLAN** (Pages 137 - 144)

To consider the attached report of the Chief Executive.

8	<b>BIODIVERSITY AND NATURE CONSERVATION SUPPLEMENTARY PLANNING DOCUMENT</b>	(Pages 145 - 204)
	To consider the attached report of the Chief Executive.	
9	<b>EXECUTIVE CABINET</b>	(Pages 205 - 210)
	To consider the attached general report of the meeting held on 25 June 2015.	
10	<b>PROVISIONAL REVENUE AND CAPITAL OUTTURN 2014/15</b>	(Pages 211 - 240)
	To consider the attached report of Chief Executive.	
11	<b>OVERVIEW AND SCRUTINY COMMITTEE AND TASK AND FINISH GROUPS</b>	(Pages 241 - 246)
	To consider the attached general report of a meeting of the Committee held on 16 April and the Performance Panel held on 22 June 2015.	
12	<b>SCRUTINY REPORTING BACK 2014/15</b>	(Pages 247 - 258)
	To consider the attached annual report of the Overview and Scrutiny Committee for 2014/15.	
13	<b>GOVERNANCE COMMITTEE</b>	(Pages 259 - 264)
	To consider the attached general report of the meeting of the Committee held on 24 June 2015.	
14	<b>COUNCIL ANNUAL REPORT 2014/15</b>	(Pages 265 - 286)
	To consider the attached report of the Chief Executive.	
15	<b>ELECTORAL REVIEW OF LANCASHIRE</b>	(Pages 287 - 298)
	To agree a response to consultation on the Electoral Review of Lancashire. Report attached.	
16	<b>COUNCIL APPOINTMENTS 2015/16</b>	
	To agree the following additional "Member Responsible" positions:	
	<b>Governance</b> – Councillor Anthony Gee	
	<b>Equalities</b> – Councillor Hasina Khan	
17	<b>QUESTIONS ASKED UNDER COUNCIL PROCEDURE RULE 8 (IF ANY)</b>	

**TO CONSIDER THE FOLLOWING NOTICE OF MOTION GIVEN IN ACCORDANCE WITH COUNCIL PROCEDURE RULE 10****Submitted by Councillor Richard Toon****TOWNS AGAINST TAX DODGING The council notes:**

- It has been estimated that the UK Treasury loses as much as £12 billion to tax dodging by multinational companies every year. Developing countries lose three times more to tax dodging than they receive in aid each year - enough to give a basic education to the 57 million children currently missing out.
- The UK has a particular responsibility to end tax dodging, as it is responsible for 1 in 5 of the world's tax havens in the British Overseas Territories and Crown Dependencies.
- The use of tax havens by UK companies is rife, with 98 of the FTSE 100 companies routinely using tax havens.
- Large multinational companies pay as little as 5% in corporate taxes globally, while smaller businesses pay up to 30%.

**This council believes:**

- As a local authority we have a duty to provide the best possible public services.
- Our ability to provide quality local services would be significantly enhanced by the increased revenues from the government tackling tax dodging.
- All who benefit from public spending should contribute their fair share.
- The UK must take a lead role in creating a fairer tax system and combatting tax dodging.

**This council resolves:**

- To support the campaign for tax justice, supporting the motion:

*“While many ordinary people face falling household income and rising costs of living, some multinational companies are avoiding billions of pounds of tax from a tax system that fails to make them pay their fair share. Local governments in developing countries and the UK alike would benefit from a fairer tax system where multinational companies pay their fair share, enabling authorities around the world to provide quality public services. The UK government must listen to the strength of public feeling and act to end the injustice of tax dodging by large multinational companies, in developing countries and the UK.”*

19 **ANY URGENT BUSINESS PREVIOUSLY AGREED WITH THE  
MAYOR**

GARY HALL  
CHIEF EXECUTIVE

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**MINUTES OF ANNUAL COUNCIL**

**MEETING DATE** Tuesday, 19 May 2015

**MEMBERS PRESENT:** Councillor Roy Lees (Mayor), Councillor Marion Lowe (Deputy Mayor) and Councillors Aaron Beaver, Eric Bell, Julia Berry, Martin Boardman, Alistair Bradley, Charlie Bromilow, Terry Brown, Henry Counce, Paul Clark, Jean Cronshaw, Alan Cullens, John Dalton, David Dickinson, Doreen Dickinson, Graham Dunn, Robert Finnamore, Christopher France, Gordon France, Margaret France, Anthony Gee, Danny Gee, Keith Iddon, Mark Jarnell, Hasina Khan, Paul Leadbetter, Margaret Lees, Adrian Lowe, Matthew Lynch, June Molyneaux, Greg Morgan, Alistair Morwood, Mick Muncaster, Steve Murfitt, Beverley Murray, Mark Perks, Joyce Snape, Kim Snape, Ralph Snape, Richard Toon, John Walker, Paul Walmsley, Alan Whittaker and Peter Wilson

**OFFICERS:** Gary Hall (Chief Executive), Lesley-Ann Fenton (Director of Customer and Advice Services), Jamie Carson (Director of Public Protection, Streetscene and Community), Chris Moister (Head of Governance) and Carol Russell (Democratic Services Manager)

**APOLOGIES:** Councillors Mike Handley and Debra Platt

**15.C.232 Minutes of meeting Tuesday, 14 April 2015 of Council**

**RESOLVED – that the minutes of the last meeting held on 14 April 2015 be approved as a correct record for signature by the Mayor.**

**15.C.233 Declarations of Any Interests**

There were no declarations of interest received.

**15.C.234 Returning Officer's Report**

The Returning Officer reported on the results of the Borough Elections on 7 May 2015, with Councillors elected as follows:

Ward	Councillor
Adlington and Anderton	June Molyneaux
Astley and Buckshaw	Mark Perks

Chisnall	Paul Leadbetter
Chorley East	Terry Brown
Chorley North East	Marion Lowe
Chorley North West	Aaron Beaver
Chorley South East	Paul Walmsley
Chorley South West	Margaret Lees
Clayton le Woods & Whittle le Woods	Greg Morgan
Clayton le Woods North	Steve Murfitt
Clayton le Woods West & Cuerden	Alan Cullens
Coppull	Paul Clark
Eccleston & Mawdesley	Martin Boardman
Euxton South	Debra Platt
Lostock	Doreen Dickinson

The Mayor and the Executive Leader formally welcomed all newly elected Councillors to the meeting, and paid tribute to the work of Councillors Rogerson and Holgate who had not been re-elected on 7 May 2015.

#### 15.C.235 Public Questions

There were no public questions for consideration.

#### 15.C.236 Adoption of Chorley Local Plan 2012 -2026

The Mayor reported that this item of business had been withdrawn from the agenda and would be considered at the next Council meeting on 21 July 2015.

#### 15.C.237 Election of the Mayor for the Council Year 2015/16

It was formally proposed by Councillor Danny Gee, and seconded by Councillor Anthony Gee, that Councillor Marion Lowe be elected as Mayor of the Borough of Chorley for the forthcoming Council Year.

**RESOLVED – that Councillor Marion Lowe be elected as Mayor of the Borough of Chorley for the forthcoming Council year.**

*Councillor Marion Lowe in the Chair*

The Mayor signed the declaration of acceptance of office and thanked all present for her election to the office of Mayor. She informed Members that she would be undertaking fundraising activities throughout her Mayoral year in support of St Catherine's Hospice, Derian House and Home-Start, plus Cuerden Valley Park Trust, Crossroads Chorley and the PDSA. The Mayor introduced her husband, Councillor Adrian Lowe as her Consort for the year.

#### 15.C.238 Election of the Deputy Mayor for the Council Year 2015/16

It was formally proposed by Councillor Mark Perks and seconded by Councillor John Walker that Councillor David Dickinson be elected as Deputy Mayor of the Borough of Chorley for the forthcoming Council Year.

**RESOLVED – That Councillor David Dickinson be elected as Deputy Mayor for the Borough of Chorley for the forthcoming Council Year.**

The Deputy Mayor signed the declaration of acceptance of office and introduced his granddaughter Lydia Dickinson, as his Deputy Mayoress for the year.

**15.C.239 Presentation and vote of thanks to the Retiring Mayor**

The Mayor presented the Retiring Mayor, Councillor Roy Lees with a portrait of himself in the Mayoral Robes; a past Mayor’s badge of office; and a plaque bearing the Council’s Coat of Arms, as tokens of his past year of office as Mayor of Chorley. The Retiring Mayoress, Mrs Margaret Lees was presented with a past Mayoress’s badge of office.

Political group leaders and ward colleagues paid tribute to the Retiring Mayor and Mayoress, Councillor Roy and Margaret Lees for an extremely successful Mayoral year with the organisation of many excellent fundraising events in aid of their chosen charities.

Councillor Roy Lees responded, saying he had been proud to serve as Mayor of the Borough, it had been both an honour and a privilege. He thanked Members and staff for their support and Reverend Cox for serving as his chaplain. He thanked all who had supported his fundraising events and was pleased to announce that he and his Mayoress had raised over £21,000 towards their chosen charities.

Councillor Lees presented to the Council, two plaques for the Mayor’s Parlour, to accompany the photographs of the first and current Mayors of the Borough.

**15.C.240 Executive Cabinet Appointments for 2015/16**

Councillor Alistair Bradley, Executive Leader informed the Council of his appointments to the Executive Cabinet for 2015/16.

Appointment to the Executive Cabinet and portfolio support roles were reported as follows:

Portfolio	Appointment
<p><b>ECONOMIC DEVELOPMENT AND PARTNERSHIPS</b>                      Lead Director: Gary Hall</p> <ul style="list-style-type: none"> <li>• Economic Development</li> <li>• Business Development</li> <li>• Partnerships and Public Sector Reform to include                         <ul style="list-style-type: none"> <li>- Health and Wellbeing</li> <li>- Children and Young People</li> <li>- Older People</li> <li>- Equality and Diversity</li> </ul> </li> <li>• Strategic Planning to include LDF and Planning Policy</li> </ul>	<p><b>Alistair Bradley</b></p>

<p><b>RESOURCES</b>                  Lead Director: Gary Hall</p> <ul style="list-style-type: none"> <li>• Human Resources and Organisational Development</li> <li>• Democratic and Member Services</li> <li>• Asset Management (including Market Walk)</li> <li>• Car parking</li> <li>• Town Centre Management and Strategic Development</li> <li>• Property Management</li> <li>• Legal</li> <li>• Finance and Assurance Services</li> <li>• Procurement</li> <li>• Corporate Policy</li> <li>• Communications and Campaigns</li> </ul>	<p><b>Peter Wilson</b></p>
<p><b>COMMUNITY SERVICES</b>                  Lead Director: Jamie Carson</p> <ul style="list-style-type: none"> <li>• Community Centre Management</li> <li>• Community Development</li> <li>• Neighbourhood Working</li> <li>• Volunteering and VCFS</li> <li>• Parks and Open Spaces</li> <li>• Astley Hall and Cultural Assets</li> </ul>	<p><b>Bev Murray</b></p>
<p><b>PUBLIC PROTECTION</b>                  Lead Director: Jamie Carson</p> <ul style="list-style-type: none"> <li>• Development Control</li> <li>• Building Control</li> <li>• Environmental Health</li> <li>• Licensing</li> <li>• Community Safety</li> </ul>	<p><b>Paul Walmsley</b></p>
<p><b>STREETSCENE SERVICES</b>                  Lead Director: Jamie Carson</p> <ul style="list-style-type: none"> <li>• Street Cleansing</li> <li>• Grounds Maintenance</li> <li>• Waste Collection Services</li> <li>• Streetscene Improvements</li> </ul>	<p><b>Adrian Lowe</b></p>
<p><b>CUSTOMER AND ADVICE SERVICES</b>                  Lead Director: Lesley-Ann Fenton</p> <ul style="list-style-type: none"> <li>• ICT</li> <li>• Customer Services (including revenues and benefits, transactional services and front-facing customer services)</li> <li>• Home Improvement Agency</li> <li>• Housing Options and Advice</li> <li>• Supported Housing</li> <li>• Welfare Reform</li> </ul>	<p><b>Graham Dunn</b></p>



<b>Member Responsible for :</b>	
Business and Economic Development Health and Wellbeing Housing Town Centre Community Development Enforcement and Adoptions Skills and Assets	Terry Brown Hasina Khan Steve Murfitt Danny Gee Matthew Lynch Kim Snape Alistair Morwood
<b>Council Champion for :</b>	
Democratic and Member Services Older People Rural Communities Community Safety and Clean Streets Young People	Gordon France Jean Cronshaw Alan Whittaker Julia Berry Mark Jarnell

**RESOLVED – that the appointments be noted.**

**15.C.241 Appointments to Committees, Panels and Working Groups for 2015/16**

The Council considered a schedule of nominations for the appointment of committees, working groups and panels in accordance with the political balance of the Council, together with nominations to Chair and Vice Chair positions and a list of shadow portfolio positions.

The Executive Leader proposed, the Executive Member for Resources seconded and it was **RESOLVED – that the following appointments be approved for 2015/16:**

COMMITTEES	LABOUR GROUP	CONSERVATIVE GROUP	INDEPENDENT GROUP
<b>OVERVIEW AND SCRUTINY COMMITTEE</b> (14 Members)  (10: 4: 0)	<b>Hasina Khan (Vice-Chair)</b> Aaron Beaver Paul Clark Margaret France Mark Jarnell Margaret Lees Matthew Lynch June Molyneaux Alistair Morwood Kim Snape	<b>John Walker (Chair)</b> Eric Bell Greg Morgan Debra Platt	
<b>O &amp; S Performance Panel</b> (6 Members 4: 2: 0)	<b>Hasina Khan (Vice-Chair)</b> Paul Clark June Molyneaux Alistair Morwood	<b>John Walker (Chair)</b> Debra Platt	

<p><b>DEVELOPMENT CONTROL COMMITTEE</b> (15 Members)</p> <p>(10: 5: 0)</p> <p>2 x substitute Members per group</p>	<p><b>June Molyneaux (Chair)</b> <b>Chris France (Vice-Chair)</b> Aaron Beaver Charlie Bromilow Paul Clark Danny Gee Alistair Morwood Richard Toon Paul Walmsley Alan Whittaker</p> <p>Jean Cronshaw Gordon France</p>	<p>Martin Boardman Henry Caunce John Dalton Keith Iddon Mick Muncaster</p> <p>Eric Bell Greg Morgan</p>	
<p><b>LICENSING AND PUBLIC SAFETY COMMITTEE</b> (15 Members)</p> <p>(10 : 4: 1)</p> <p>2 x Substitute Members per group</p>	<p><b>Roy Lees (Chair)</b> <b>Anthony Gee (Vice-Chair)</b> Jean Cronshaw Gordon France Margaret France Mark Jarnell Hasina Khan Margaret Lees Matthew Lynch Steve Murfitt</p> <p>Marion Lowe Kim Snape</p>	<p>Doreen Dickinson Keith Iddon Mick Muncaster John Walker</p> <p>Eric Bell</p>	<p>Ralph Snape</p>
<p><b>GENERAL PURPOSES COMMITTEE</b> (17 Members)</p> <p>(11: 5: 1)</p>	<p><b>Gordon France (Chair)</b> <b>Matthew Lynch (Vice-Chair)</b> Charlie Bromilow Jean Cronshaw Robert Finnamore Margaret France Mike Handley Mark Jarnell Hasina Khan Marion Lowe June Molyneaux</p>	<p>Eric Bell Alan Cullens John Dalton Paul Leadbetter Mark Perks</p>	<p>Ralph Snape</p>
<p><b>GOVERNANCE COMMITTEE</b> (8 Members)</p> <p>(5: 3: 0)</p>	<p><b>Anthony Gee (Vice Chair)</b> Gordon France Margaret France Margaret Lees Matthew Lynch</p>	<p><b>Paul Leadbetter (Chair)</b> Alan Cullens Debra Platt</p>	

<p><b>APPOINTMENTS PANEL</b> (9 Members)  (6: 2: 1)</p>	<p><b>Alistair Bradley (Chair)</b> Aaron Beaver Graham Dunn Adrian Lowe Alistair Morwood Peter Wilson  Plus relevant portfolio holder</p>	<p>Paul Leadbetter Mark Perks</p>	<p>Ralph Snape</p>
<p><b>CHIEF EXECUTIVE'S PERFORMANCE REVIEW PANEL</b> (5 Members) (3: 2: 0)</p>	<p><b>Alistair Bradley (Chair)</b> Terry Brown Peter Wilson</p>	<p>Paul Leadbetter Mark Perks</p>	
<p><b>HUMAN RESOURCES APPEALS COMMITTEE</b> (Panels taken from 9 Members)  (6: 3: 0)</p>	<p><b>Margaret France (Chair)</b> Charlie Bromilow Graham Dunn Robert Fynamore Marion Lowe Beverley Murray</p>	<p>John Dalton Mick Muncaster John Walker</p>	
<p><b>EQUALITY FORUM</b> (4 Members) (3: 1: 0)</p>	<p><b>Hasina Khan (Vice-Chair)</b> Paul Clark Jean Cronshaw</p>	<p>John Dalton</p>	
<p><b>LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP</b> (12 Members)  (8: 4: 0)</p>	<p><b>Alistair Bradley (Chair)</b> <b>Paul Walmsley (Vice-Chair)</b> Christopher France Margaret France Daniel Gee Roy Lees Richard Toon Alan Whittaker</p>	<p>Henry Counce John Dalton Paul Leadbetter Mick Muncaster</p>	
<p><b>MARKET WALK STEERING GROUP</b> (7 Members) (4: 3: 0)  1 x Substitute from each Group</p>	<p><b>Alistair Bradley (Chair)</b> Graham Dunn Matthew Lynch Peter Wilson  Terry Brown</p>	<p>Alan Cullens Paul Leadbetter Mark Perks  Debra Platt</p>	
<p><b>MEMBERS SUPPORT WORKING GROUP</b> (7 Members)  (4: 2: 1)</p>	<p><b>Gordon France (Chair)</b> Charlie Bromilow Margaret Lees Matthew Lynch</p>	<p>Doreen Dickinson Mick Muncaster</p>	<p>Joyce Snape</p>

<p><b>SHARED SERVICES JOINT COMMITTEE</b> (3 Members) (2: 1: 0)</p>	<p><b>Alistair Bradley (Chair)</b> Alistair Morwood</p>	<p>Alan Cullens</p>	
<p><b>CHORLEY 3 TIER LIAISON</b> The 8 Chairs of the Neighbourhood Area Meetings plus one other Councillor representing Chorley town</p>	<p><b>Chairs of all 8 Neighbourhood areas - to be appointed at the first Neighbourhood Meetings of the year in June/July</b></p> <ul style="list-style-type: none"> <li>• Chorley Town East</li> <li>• Chorley Town West</li> <li>• Clayton &amp; Whittle</li> <li>• Eastern Parishes</li> <li>• Western Parishes</li> <li>• Euxton, Astley &amp; Buckshaw</li> <li>• South Eastern Parishes</li> <li>• Southern Parishes</li> <li>• Chorley town area - Councillor Alistair Bradley</li> </ul>		
<p><b>LICENSING LIAISON</b> Chair and Vice Chair of Licensing &amp; Public Services Committee</p>	<p>Roy Lees Anthony Gee</p>		
<p><b>FUTURE GOVERNANCE VIABILITY WORKING GROUP</b> (9 Members)  (5: 2: 1)</p>	<p><b>Alistair Bradley (Chair)</b> Adrian Lowe Kim Snape Richard Toon Peter Wilson</p>		
<p><b>TOWN TEAM</b> (4 Members including Executive Member for Resources – plus County Councillors)  (3: 1: 0)</p>	<p><b>Danny Gee (Chair)</b> Matthew Lynch Peter Wilson</p>	<p>Alan Cullens</p>	
<p><b>CHORLEY PUBLIC SERVICES REFORM BOARD</b> <b>(2 representatives)</b>  (1:1)</p>	<p>Alistair Bradley Hasina Khan (Observer)</p>	<p>Mark Perks</p>	

The following SHADOW CABINET APPOINTMENTS were noted.

**Leader of the Opposition & Economic Development & Partnerships** – Councillor Mark Perks

**Deputy Leader of the Opposition and Public and Protection** – Councillor Paul Leadbetter

**Resources** – Councillor Alan Cullens

**Community Services** – Councillor Debra Platt

**Streetscene Services** – Councillor Eric Bell

**Customer and Advice Services** - Councillor Greg Morgan

### 15.C.242 Appointments to Outside Bodies for 2015/16

A schedule of nominations for the appointment of Council representatives on outside bodies for the forthcoming Council year was circulated, with an amendment proposed at the meeting to replace Councillor Alan Whittaker with Councillor Steve Murfitt on the CCH Board.

The Executive Leader proposed, the Executive Member for Resources seconded and it was **RESOLVED – that the following appointments (as amended) be approved for 2015/16:**

No	NAME OF BODY	No.	REPRESENTATIVES	EXPIRY DATE
1.	Adlington Community Association	2	Councillor June Molyneaux and Mrs Florence Molyneaux (Labour Nominee)	May 2016
2.	Armed Forces Champion (Preston, Chorley and South Ribble CVS)	1	Councillor Aaron Beaver	May 2016
3.	Brindle Village Hall Management Committee (Observer position)	1	Councillor David Dickinson	May 2016
4.	Chorley and District Neighbourhood Watch Association	1	Executive Member for Public Protection - Councillor Paul Walmsley	May 2016
5.	Chorley and District Sports Forum	2	Executive Member for Community Services - Councillor Beverley Murray and Councillor John Walker	May 2016
6.	Chorley and South Ribble Citizens Advice Bureau Management Committee	1	Councillor Gordon France	May 2016
7.	Chorley and South Ribble Disability Forum	1	Councillor Hasina Khan	May 2016
8.	Chorley and South Ribble Shopmobility	1	Councillor June Molyneaux	May 2016
9.	Chorley Churches Together	1	Councillor Jean Cronshaw	May 2016
10.	Chorley Community Housing Board	2	Councillors Graham Dunn and Steve Murfitt	May 2016

11.	Chorley Consolidated Charity and Chorley Relief Fund	3	Councillor Anthony Gee (Appointed May 2015) Councillor Jean Cronshaw (Appointed May 2015) Councillor Doreen Dickinson (Appointed July 2011) (NB Appointments are for a 5 year period and cannot be changed mid-period)	May 2020 May 2020 May 2016
12.	Chorley Local Children's Trust	1	Councillor Mark Jarnell	May 2016
13.	Chorley Women's Centre	1	Councillor Julia Berry	May 2016
14.	Clayton-le-Woods Community Centre Management Committee	1	David Rogerson (Labour Nominee)	May 2016
15.	Council for Voluntary Service Central Lancashire	1	Councillor Jean Cronshaw	May 2016
16.	Cuerden Valley Trust	1	Councillor Charlie Bromilow	May 2016
17.	District Councils' Network	1	Executive Leader - Councillor Alistair Bradley	May 2016
18.	Heapey and Wheelton Village Hall Committee	2	Councillors Chris France and Gordon France	May 2016
19.	Heskin Village Hall Management Committee	1	Councillor Paul Leadbetter	May 2016
20.	Hoghton Village Hall Management Committee	1	Councillor David Dickinson	May 2016
21.	Home-Start Chorley and South Ribble	1	Councillor Margaret Lees	May 2016
22.	Lancashire County Council Adult Social Care and Health Scrutiny Committee (Co-opted member)	1	Councillor Hasina Khan (Substitute Member - Councillor Jean Cronshaw)	May 2016
23.	Lancashire County Council Pension Fund Committee (representing district councils)	1	Chair of Governance Committee - Councillor Paul Leadbetter	May 2016
24.	Lancashire Neighbourhood Watch Forum	1	Councillor Jean Cronshaw	May 2016
25.	Lancashire Police and Crime Panel	1	Executive Leader - Councillor Alistair Bradley (Substitute,	May 2016

			Deputy Executive Leader - Councillor Peter Wilson)	
26.	Lancashire Tourism Forum	1	Councillor Daniel Gee (Substitute Member Councillor Julia Berry)	May 2016
27.	Lancashire Waste Partnership	1	Executive Member for Streetscene Services - Councillor Adrian Lowe	May 2016
28.	Local Development Framework Joint Advisory Committee	3	Executive Leader – Councillor Alistair Bradley and Councillors Paul Walmsley and Mick Muncaster (Substitute Councillors Roy Lees, Chris France and Paul Leadbetter)	May 2016
29.	Local Government Association General Assembly and associated groups	2	Executive Leader - Councillor Alistair Bradley and Deputy Executive Leader - Councillor Peter Wilson	May 2016
30.	Local Government Association Lancashire Branch	3	Executive Leader - Councillor Alistair Bradley, Deputy Executive Leader - Councillor Peter Wilson and Leader of the Opposition - Councillor Mark Perks	May 2016
31.	Mawdesley Millennium Trust	1	Councillor Martin Boardman	May 2016
32.	Mawdesley Village Hall Management Committee	1	Councillor Keith Iddon	May 2016
33.	North Western Local Authorities' Employers Organisation	1	Executive Member for Resources - Councillor Peter Wilson  An employee of: (i) an organisation represented on the Trade Union Side of the Joint Council; or (ii) a local or Joint Authority and whose conditions of employment are within the scope of the Joint Council shall not be appointed as an Employers' representative (or substitute representative) on the Employers' Organisation. (Rule 5(d))	May 2016

34.	PATROL Adjudication and Bus Lane Adjudication Joint Committee Service	1	Executive Member for Streetscene Services - Councillor Adrian Lowe	May 2016
35.	Preston Domestic Violence Services – Management Committee	1	Councillor Margaret France	May 2016
36.	Preston and Western Lancashire Racial Equality Council	1	Councillor Paul Clark	May 2016
37.	Rivington and Brinscall Advisory Group	3	Councillors Chris France, Margaret France and Kim Snape	May 2016
38.	Rivington Heritage Trust	1	Councillor Kim Snape	May 2016
39.	Runshaw College Community Liaison Group	4	Councillors Hasina Khan, Danny Gee, Alistair Morwood and Sarah Kiley (Conservative nominee)	May 2016
40.	Runshaw Quarry – Liaison Group Meetings	2 (one each Euxton Wards)	Councillor Danny Gee (Euxton North Ward) and Councillor Mark Jarnell (Euxton South Ward)	May 2016
41.	Rural Services Network	1	Councillor Alan Whittaker	May 2016
42.	Safer Chorley and South Ribble Partnership (Responsible Authorities Group) – Annual Conference	1	Executive Member for Public Protection - Councillor Paul Walmsley	May 2016
43.	The North West of England and the Isle of Man Reserved Forces and Cadets Association	1	Councillor Aaron Beaver	May 2016
44.	West Pennine Moors Area Management Committee	2	Councillors Gordon France and Kim Snape	May 2016

To agree the appointment of the Mayor in a Honorary Capacity for the following bodies:

- Chorley & District Choral Society
- Chorley Athletic Club
- Chorley Civic Society
- Chorley Consolidated Charity and Chorley Relief Fund
- Royal British Legion
- St Catherine's Hospice
- St Johns Ambulance Association



**15.C.243 Programme of Council Meetings for 2015/16**

The Executive Leader proposed and the Executive Member for Resources seconded, and it was **RESOLVED – that the Council Meetings in 2015/16 take place as follows:**

**6 June 2015 (Special meeting to award Freedom of the Borough)**  
**21 July 2015**  
**22 September 2015**  
**24 November 2015 (Policy Council)**  
**19 January 2016**  
**1 March 2016 (Budget Council)**  
**12 April 2016**

**15.C.244 Exclusion of the Public and Press**

**RESOLVED – that the press and public be excluded from the following two items of business on the grounds that it is likely that exempt information will be disclosed as defined in paragraph 3 of Part 1 of Schedule 12A to the Local Government Act.**

**15.C.245 Approval to progress the Fleet Street Extra Care Scheme**

Councillor Graham Dunn, Executive Member for Resources presented an update on the corporate project to develop a business case for an extra care scheme on Fleet Street, including the architect and site survey work and findings of the financial viability modelling.

Members considered a detailed report of the Director of Customer and Advice Services which sought approval to proceed with the project including the selection of one of four alternative design options and their associated capital costs. The timescale for the project had been brought forward to enable a bid to be made to a recently announced Care and Specialised Housing Fund from the Homes and Communities Agency. Fund criteria included older persons extra care, physical or learning disabilities and those with dementia.

The report indicated a preference for design Option 3 and recommended a financial model with proposals for working with Lancashire County Council on the scheme which was subject to their approval.

All political party leaders spoke in support of the Extra Care Scheme which would be a flagship scheme for the Council and could make a real difference for local residents.

Councillor Graham Dunn, Executive Member for Customer and Advice Services proposed, Councillor Peter Wilson, Executive Member for Resources seconded and it was **RESOLVED -**

- 1. The Council approves in principle to proceeding with the development of the Fleet Street Extra Care scheme with a view to managing it and retaining it as a long term asset, as a Registered Provider of Social Housing in its own right, on the basis that it enables the implementation of the Lancashire Extra Care Strategy in**

**Chorley. (It should aim to be no less than cost neutral and strive for full occupancy to generate a contribution circa. £ 150,000 per annum towards the Medium Term Financial Strategy with effect from its completion and occupation, assumed to be from 2018/19).**

- 2. The Council approves the selected Option 3, estimated at a capital cost of £9,110,350, as the preferred scheme design on the basis that it best meets the strategic objectives of the Council and our stakeholders, and is viable as a business model.**
- 3. The Council approves the proposed financial model for the development of the scheme including the allocation of £5,310,350 capital funding, financed by borrowing, based on the principle that Homes and Communities Agency (HCA) and Lancashire County Council (LCC) capital funding will also be secured.**
- 4. The Council agrees to enter into a mutually beneficial agreement with LCC in order to secure £1,850,000 capital plus long-term revenue investment in the form of a commitment by LCC to commission care and support to be delivered on site to eligible residents. Both elements being necessary for the business case to be viable. In exchange this will support LCC achieving their strategic objectives of reducing the over-use and associated costs of residential care.**
- 5. The Council notes that the DCLG and the HCA have confirmed in writing that the Council may own and manage up to 200 units of affordable housing before re-opening the Housing Revenue Account (HRA) subject to approval.**
- 6. The Council supports the submission of a bid to the HCA for Care and Specialised Housing Grant by the deadline of 29 May 2015 for £1,950,000.**
- 7. The Council support the principle of developing Fleet Street into extra care housing and in the event of the HCA bid being unsuccessful, or LCC not being willing to provide a capital contribution, officers are permitted to engage in discussions with partner RPs to explore ways of working collaboratively to deliver a scheme which is mutually beneficial.**
- 8. That should the funding from other parties outlined above be secured a further report will be brought to a future meeting of the Council in late Autumn to outline and seek approval on the next steps.**

#### **15.C.246 Approval for Contract Award for an Extension to Clayton Brook Village Hall**

The Executive Member for Resources presented a report seeking approval to the contract award for the extension at Clayton Brook Village Hall and a budget transfer in

order to meet the difference between the estimated cost of the scheme and the contract price.

Councillor Peter Wilson, Executive Member for Resources proposed, Councillor Bev Murray, Executive Member for Community Services seconded, and it was

**RESOLVED -**

- 1. To approve the award of the contract for building an extension at Clayton Brook Village to Link Contracting Services Ltd.**
- 2. The proposed budget transfer to meet the shortfall between the estimated cost of the extension and the actual contract price be approved.**

Mayor

Date

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**MINUTES OF SPECIAL COUNCIL**

**MEETING DATE Saturday, 6 June 2015**

**MEMBERS PRESENT:** Councillor Marion Lowe (Mayor), Councillor David Dickinson (Deputy Mayor) and Councillors Aaron Beaver, Eric Bell, Julia Berry, Alistair Bradley, Charlie Bromilow, Terry Brown, Paul Clark, Jean Cronshaw, Alan Cullens, John Dalton, David Dickinson, Doreen Dickinson, Christopher France, Anthony Gee, Danny Gee, Mark Jarnell, Hasina Khan, Paul Leadbetter, Adrian Lowe, Matthew Lynch, June Molyneaux, Greg Morgan, Alistair Morwood, Mick Muncaster, Steve Murfitt, Beverley Murray, Mark Perks, Joyce Snape, Kim Snape, Ralph Snape, Paul Walmsley, Alan Whittaker and Peter Wilson

**OFFICERS:** Gary Hall (Chief Executive), Lesley-Ann Fenton (Director of Customer and Advice Services), Jamie Carson (Director of Public Protection, Streetscene and Community), Chris Moister (Head of Governance and Property Services) and Carol Russell (Democratic Services Manager)

**APOLOGIES:** Councillors Roy Lees, Martin Boardman, Henry Counce, Graham Dunn, Robert Finnamore, Gordon France, Margaret France, Mike Handley, Keith Iddon, Margaret Lees, Debra Platt, Richard Toon and John Walker

**15.C.247 Freedom of the Borough - 3 Medical Regiment**

The Mayor welcomed distinguished guests and Councillors to a Special Meeting of the Council which had been called to formally agree to confer the Freedom of the Borough on 3 Medical Regiment.

The Mayor asked Members of the Council to formally consider the following motion:

***“That in accordance with Section 249(5) of the Local Government Act 1972, this Council wishes to place on record its high appreciation of, and the debt of gratitude of the Borough, to the Officers and Soldiers of 3 Medical Regiment and, in the light of the esteemed and close association between the Borough and the Regiment, and to resolve that the Freedom of the Borough be conferred on the Regiment and that it be granted the right, privilege, honour and***

***distinction of marching through the streets of Chorley and on all ceremonial occasions with drums beating, bands playing and flags flying”.***

Councillor Bradley, Executive Leader of the Council formally proposed the motion and Councillor Peter Wilson, Deputy Leader and Executive Member for Resources seconded the proposal.

All political group leaders spoke in support of the motion, expressing their gratitude for the work of the Regiment – both by the regular soldiers and the reserves. They referred to the respect and pride the citizens of Chorley have for the Regiment, in particular the local connections through 64 Medical Squadron based at Devonshire Road, and their pleasure in awarding Freedom status to the Regiment as the highest honour the Council can bestow.

On being put to the vote, it was unanimously **RESOLVED – that in accordance with the motion above, the Council confers the Freedom of the Borough of Chorley on 3 Medical Regiment and that it be their right, privilege, honour and distinction to march through the streets of Chorley and on all ceremonial occasions with drums beating, bands playing and flags flying.**

Mayor

Date



Report of	Meeting	Date
Chief Executive	Council	21 July 2015

## **ADOPTION OF THE CHORLEY LOCAL PLAN 2012-2026**

### **PURPOSE OF REPORT**

1. To inform Members of the contents of the Inspector's Partial Report (Oct 2013) and the more recent Inspector's Supplementary Report on the Examination into the Chorley Local Plan 2012 -2026 on the Gypsy and Traveller and Travelling Showpeople Policy and Site Allocation and
2. To formally adopt the Chorley Local Plan 2012 -2026.

### **RECOMMENDATION(S)**

3. It is recommended that the Council:
  - a) accept the Inspectors modifications in relation to Gypsy and Traveller and Travelling Showpeople issues and vary the Chorley Local Plan 2012-26 accordingly.
  - b) approve the amended Chorley Local Plan 2012 -2026 as attached at Appendix 1 for adoption

### **REASONS**

4. Failure to adopt the Local Plan will mean the Council can only place limited weight on it when considering planning applications and could leave decisions made, where the unadopted Local Plan has been a consideration, vulnerable to challenge. Indeed, if the Council fail to adopt the Local Plan the Planning Inspectorate may direct the Council to withdraw the document in its entirety meaning no weight can be placed on it at all.

### **EXECUTIVE SUMMARY OF REPORT**

5. In October 2013 the Local Plan Inspector produced a Partial Report on the Chorley Local Plan 2012-26. This concluded that, with a number of modifications, the Local Plan satisfied legal requirements and met the criteria for soundness in the National Planning Policy Framework (the Framework) in all regards, except for its provision for Gypsies and Travellers. The Chorley Local Plan 2012-26 was updated in accordance with the Inspector's suggested modifications and approved by Executive Cabinet on 21<sup>st</sup> Nov 2013. Executive Cabinet accepted the Inspector's modifications and endorsed the Local Plan for development management purposes. "It could not be adopted until the Traveller issues were resolved, however it has since been a significant material consideration for Development Management purposes in the determination of planning applications.
6. The Local Plan Inspector's Supplementary Report on Gypsy and Traveller and Travelling Showpeople (8 May 2015) has now been issued (formally released to the Council on 11 May 2015) and it concludes that the part of the Chorley Local Plan dealing with Gypsy and Traveller and Travelling Showpeople policy and site allocation, is also sound, providing a number of main modifications are made.

7. These main modifications are highlighted in this Council report and have been incorporated into a revised Chorley Local Plan 2012-26 document Appendix 1. They include a policy on Gypsy and Traveller and Travelling Showpeople and allocation for a minimum of 5 permanent gypsy and traveller pitches within the mixed use allocation HS1.5/EP1.6 Cowling Farm.
8. As the Chorley Local Plan 2012-26 is now considered sound in its entirety it can be adopted which will afford it full weight in the determination of planning applications.
9. The adopted Local Plan, the Adoption Statement and Sustainability Appraisal reports will be placed on the Council’s website and made available to view at the Civic Offices, Union Street and at local libraries and post offices in villages without a library during normal opening hours. All those persons who asked to be notified of the adoption of the Chorley Local Plan will be sent a copy of the adoption statement.

<b>Confidential report</b> Please bold as appropriate	Yes	<b>No</b>
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**CORPORATE PRIORITIES**

10. This report relates to the following Strategic Objectives:

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

**BACKGROUND**

11. The purpose of the Local Plan is to determine specific sites for development or protection in accordance with the policies and general locations for development as set out in the Central Lancashire Core Strategy (adopted 2012). To meet Chorley’s development needs to 2026, it identifies local issues and includes policies to either protect sites or guide the way they are developed, ensuring that where development takes place there is proper provision of necessary community facilities, infrastructure, landscaping and open space and affordable housing.

**CHORLEY LOCAL PLAN 2012-26 – INSPECTOR’S PARTIAL REPORT (OCT 2013)**

12. The Chorley Local Plan 2012-26 was submitted to the Inspectorate in December 2012. The Council also submitted a number of supporting documents including a summary of the main issues raised at Publication stage consultation. The Inspector, Dr Shelagh Bussey, identified a number of ‘main matters’ she wished to explore at the Independent Examination, which was held at Chorley Town Hall from 23<sup>rd</sup> April 2013 for a two week period.
13. The Inspector was tasked with considering the ‘soundness’ of the Local Plan based on criteria set out in the Framework. The soundness criteria are:
  - *Positively prepared* (based on a strategy which seeks to meet objectively assessed development and infrastructure requirements)
  - *Justified* (the most appropriate strategy which considered against the reasonable alternatives, and based on proportionate evidence)
  - *Effective* (deliverable over its period and based on effective joint working on cross-boundary strategic priorities); and
  - *Consistent with national policy.*



14. During the Examination Hearings the Inspector identified further 'matters arising' from each session and asked the Council and representors/objectors to respond accordingly.
15. At the end of the hearings the Inspector informed the Council that she was not satisfied that the issue of Gypsies and Travellers and Travelling Showpeople was adequately supported by an up-to-date assessment, as required by the Framework. She concluded that the appropriate action to make the Plan sound in this respect was to undertake a new study and reconvene the hearing sessions of the Plan in order to consider its findings.
16. In respect of all other matters she suggested a number of changes that she considered were required in order to make the Plan 'sound'. These were consulted on for an 8 week period in July/August 2013.
17. Following receipt and consideration of these responses the Inspector issued a Partial Report for fact checking. She then issued a final Partial Report on her findings into the soundness of the Plan on all matters other than those relating to Travellers and Travelling Showpeople (dated 25<sup>th</sup> October 2013). The Chorley Local Plan 2012-26 could not be adopted until the traveller and travelling showpeople issue has been heard at a reconvened Examination hearing session which took place on 23 September 2014. However because of the very advanced stage in the examination process that the main modifications reached, significant weight has since been attached for Development Management purposes to all policies and proposals of the Plan that were amended accordingly.

#### **Inspector's Main Modifications**

18. The Inspector suggested a number of changes that she considered necessary in order to make the Plan 'sound'. These included:

#### Housing Land Supply

19. The Council did not include an allowance for slippage or for windfall sites (sites that come forward over the plan period that have not yet been identified) in the submitted Local Plan. However, during the examination hearings the Inspector suggested that the Council take account of slippage, suggesting initially that an allowance of up to 20% would normally be considered. She also suggested that a windfall allowance could be included. Further evidence was submitted and based upon this evidence the Inspector accepted that the following is appropriate in the Chorley context:
  - A slippage rate of 5% on large allocated housing sites
  - A slippage rate of 20% on the small non-allocated existing housing commitments (sites that have planning permission, but which have not been allocated)
  - A windfall allowance of 451 dwellings over the plan period
20. The Council proposed to allocate some additional housing land to meet the requirement figures. The additional housing land proposed mainly reflected permissions granted since the examination hearing.
  - Additional land at HS1.31 Land East of Wigan Road, Clayton-le-Woods was allocated to reflect planning permission granted for housing on the site and by reducing the employment land allocation from 20ha to 15ha.
  - The allocation HS1.43C Land of Moss Lane, Whittle-le-Woods to include a parcel of land to the south.
  - Allocation HS1.2 Carr Lane (former Vertex Site) was extended to allocate land originally proposed for employment for housing to accord with the approved planning application.
  - Allocation HS1.50 Carrington Centre, Eccleston was extended to accord with the approved planning application.
  - Allocation HS1.33 Discover Leisure was extended to include 2ha of land previously allocated for employment, reflecting the approved planning permission.
  - Additional site HS1.53 Little Quarries, Whittle-le-Woods was allocated to reflect the approved planning permission.

- In addition, updates were made to housing numbers in Policy HS1: Housing Site Allocations to reflect planning consents.

21. The Inspector accepted the Council's position with regard to the sites that were subject to higher levels of objection and they remained allocated for housing. These sites include:
- HS1.8 Botany Bay/Great Knowley
  - HS1.24 Land adjacent to Bolton Road, Adlington
  - HS1.29 Westwood Road, Clayton Brook/Green
  - HS1.31 Land to the East of Wigan Road, Clayton-le-Woods
  - HS1.39 Land at Sylvester's Farm, Euxton
  - HS1.40 Land at End of Dunrobin Drive, Euxton
  - HS1.42 Land at Greenside, Euxton
  - HS1.43A Land West of Lucas Lane, Whittle-le-Woods
22. A number of alternative sites were put forward and discussed at the Examination Hearings, such as:
- Babylon Lane, Adlington
  - Park Hall/Camelot, Charnock Richard
  - To the rear of New Street, Mawdesley
  - Gorse Lane, Mawdesley

However, the Inspector accepted the Council's position that these sites were not needed to deliver the housing requirement and has not recommended that they be allocated.

23. In terms of Park Hall/Camelot, the Inspector did not propose its allocation for housing, but stated that as it is a previously developed site, it could come forward as a windfall site in the Green Belt, provided that any proposal for its redevelopment satisfied other relevant policies of the Plan, including policy BNE3.5, and the Framework. Following the Inspector's recommendation, the allocation was extended to include an additional field to the north. This resulted in an increase of 5ha, from 20.2ha to 25.2ha.
24. In addition Policy HS2: Phasing of Housing Development was amended to make it more 'flexible' and highlight that the schedule is purely indicative only. This was considered necessary as its approach reflected an outdated plan, manage and monitor approach to planning policy and not the positive approach of the Framework that seeks to boost significantly the supply of housing.

#### Employment Land Supply

25. In accordance with the above housing changes a number of changes are proposed to Policy EP1: Employment Site Allocations.
- EP1.4 - Carr Lane (Vertex Site), Chorley was deleted from Policy EP1 to accord with the approved planning application for housing.
  - The amount of employment land allocated at Land East of Wigan Road, Clayton-le-Woods (EP1.15) was reduced from 20ha to 15ha.
  - EP1.16 Discover Leisure, Coppull was changed to a housing allocation to reflect the planning permission.

#### Other Main Modifications

26. There were a number of other main changes that the Inspector considered to be required in order to make the Plan 'sound'. These included:
- The inclusion of an amended version of the Core Strategy model policy in the Local Plan. Core Strategy Policy MP clarifies the operational relationship between it and national policy. Local Plan Policy V1 will seek to ensure a presumption in favour of sustainable development at Chorley district level.
  - The inclusion of a biodiversity policy that relates to ecological networks and the hierarchy of designated biological sites and update and expand the existing text relating to biodiversity and nature conservation.

- The Inspector considered that there was a lack of evidence to support the proposed 400 metre exclusion zone relating to A5 uses in Policy EP7 criterion b) (Change MMEC39). This results in amendments to paragraphs 8.22 and 8.23 to remove reference to a 400m exclusion zone around primary schools, secondary schools and sixth form colleges following the deletion of Policy HW8: Hot Food Takeaways (Change MMEC53). In view of the removal of Policy HW8: Hot Food Takeaways the Council will commence a review of the Access to Healthy Food SPD and will decide whether to either revoke the document entirely in relation to Chorley Borough or modify the document in line with the feedback from the Local Plan EIP.

27. The Local Plan was amended in accordance with the Inspector's Main Modifications and it was endorsed by Executive Cabinet on 21<sup>st</sup> November 2013. It could not be adopted until the Traveller issues were resolved, however it has since been a significant material consideration for Development Management purposes in the determination of planning applications.

### **THE CHORLEY LOCAL PLAN 2012-2026 – GYPSY AND TRAVELLERS AND TRAVELLING SHOWPEOPLE AND SITE ALLOCATION**

28. In order to progress the Gypsy and Traveller and Travelling Showpeople issue, Arc4 was commissioned by the Central Lancashire Authorities (Chorley Council, Preston City and South Ribble Borough Council) in July 2013 to undertake a Central Lancashire Gypsy and Traveller Accommodation Assessment in order to determine the need for any additional pitch and plot provision in the area.
29. The Study (January 2014) identified a need for 5 permanent pitches for Travellers in Chorley Borough, 15 in Preston, none in South Ribble and a Central Lancashire wide need for 15 transit pitches to 2026
30. The Secretary of State appointed Inspector Susan Heywood to hold the Examination into the soundness of the part of the Local Plan which proposes a Gypsy and Traveller and Travelling Showpeople policy and site allocation
31. The Council consulted on the Gypsy and Traveller and Travelling Showpeople Preferred Options document which included a draft policy and a number of additional supporting documents in June 2014. The Preferred Options Document explored the merits of 9 potential sites for the provision of a minimum of 5 permanent Gypsy and Traveller pitches and its preferred location was land at Cowling Farm, Chorley. The Council also invited comments on a proposed new Local Plan policy to cover this issue – Policy HS11 – Gypsy and Traveller and Travelling Showpeople.
32. The results of the consultation informed a revised document (Gypsy and Traveller and Travelling Showpeople Proposed Allocation, September 2014 – CH12.9) within which the Council proposed land at Cowling Farm as a Local Plan allocation. This document and the supporting documents were approved by Council on 4<sup>th</sup> September 2014 and forwarded to the Local Plan Inspector Susan Heywood. A further hearing session was held on 23 September 2014 to discuss matters and issues relating to the identification of a site for the allocation of Gypsy and Traveller pitches.
33. Following this hearing the Local Plan Inspector Susan Heywood asked the Council to consult on a revised Schedule of Proposed Modifications (October 2014). This included amendments to the wording of proposed new Local Plan Policy HS11 which named Cowling Farm as the proposed allocation for the provision of a minimum of five permanent Traveller pitches and the identification of this proposed allocation on the Policies Map. This consultation ran from 20<sup>th</sup> October to 3<sup>rd</sup> December 2014.
34. However, the Inspector wrote to the Council advising that the consultation should be run again. Whilst the Inspector agreed that consultation should take place on the Schedule of

Proposed Modifications, in her view the text of the consultation letter limited the effect of the process as it did not invite comment on the background documents to the modifications including the Proposed Allocations document. In accordance with the Inspectors advice, an 8 week re-consultation was undertaken from 12<sup>th</sup> December 2014 to Friday 6<sup>th</sup> February 2015.

35. The Inspector issued a Note on 3rd March 2015 that some of the consultation responses raised concern that the Preferred Options and Proposed Allocations documents were not translated into other languages and requested comments on this point having regard to the Statement of Community Involvement and the Council's 'Pledge to Involve'. The Council responded to the Inspector's Note on 9th March 2015 demonstrating how the Council overcame this concern.
36. The Inspector issued Letter Number 7 on 9th March 2016 requesting that the Council update the Local Development Scheme because it is out of date in respect of the progression of the Plan. The Inspector also asked the Council to indicate whether the timetable for the preparation of the separate Gypsy and Traveller and Travelling Showpeople Accommodation Local Plan was being met and to prepare and submit an updated timeframe as an Appendix to the updated Local Development Scheme. The Council prepared an updated Local Development Scheme and updated the timetable on 9 March 2015 as requested by the Inspector.
37. The Inspector issued the Supplementary Report for fact checking and the Final Supplementary Report (8 May 2015) was formally released to the Council on 11 May 2015 and placed on the Council's website.

#### **THE INSPECTOR'S SUPPLEMENTARY REPORT**

38. The Inspector's Supplementary Report concludes that this part of the Chorley Local Plan, dealing with gypsy and traveller policy and site provision, is sound providing a number of main modifications are made. All of the main modifications to address this were proposed by the Council and the Inspector has recommended their inclusion after considering the representations from other parties on these issues. The Inspector concludes that with the recommended main modifications this part of the Chorley Local Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.
39. The Main Modifications can be summarised as follows:
  - Insertion of paragraphs explaining the need for gypsy and traveller pitches in accordance with the updated GTAA and the requirement to carry out further work on the GTAA;
  - Inclusion of a policy making provision for a minimum of 5 permanent gypsy and traveller pitches within the mixed use allocation HS1.5/EP1.6 Cowling Farm;
  - Addition to the Key Indicators and Targets table to ensure progress on a separate Gypsy and Traveller and Travelling Showpeople Accommodation Local Plan, in accordance with the timescale in the updated LDS; and
  - Providing for the updating of the Policies Map to include allocation of site HS11 within the mixed use allocation HS1.5/EP1.6 Cowling Farm, Chorley for a minimum of 5 permanent gypsy and traveller pitches.
40. **Consultation:** The Inspector has had regard to the results of all of the public consultations undertaken in respect of this part of the Local Plan in coming to her conclusions. The Inspector considered the perception that there has been inadequate engagement with the settled population but concluded "the Council's approach has been reasonable in the circumstances in order to rectify an issue which would otherwise have rendered the entire Plan unsound". In relation to criticism that has been made that the documents were not translated into other languages, the Inspector concluded "there is no evidence that anyone has been prejudiced by this. The Council's policy is to translate on request and no such request was received [CH1.19.12]. Given the number of responses to the proposed allocation and the involvement of Council Members in the consultation, if this had been an

issue likely to have disadvantaged some sections of the population, it is likely that this would have been drawn to the Council's attention".

- 41 The Inspector states "Overall, I am satisfied that the Council has given adequate opportunity for local people to become involved in the Local Plan process and to express their views in accordance with the Council's Statement of Community Involvement [CHSD006 and its update CH19.13, CH12.13, CH15.1]. I conclude that consultation has been compliant with the Statement of Community Involvement and has met the minimum requirements of the Town and Country Planning (Local Plans) (England) Regulations 2012".
- 42 **Assessment of Duty to Cooperate:** Section 20(5)(c) of the 2004 Act requires the Inspector to consider whether the Council complied with any duty imposed on them by section 33A of the 2004 Act in relation to the Plan's preparation (in relation to the gypsy and traveller matters only). The Inspector concluded "that the Duty to Co-operate in respect of the gypsy and traveller policy and site allocation has been met". The Inspector has stated "The Council are engaging, actively and on an ongoing basis, to produce an updated Gypsy and Traveller Accommodation Assessment. They have joint working arrangements in place with Preston and South Ribble Councils to facilitate this and a draft Gypsy and Traveller Accommodation Assessment has been produced. The Council have prepared a Duty to Co-operate Supplement [CH12.12] which indicates that the Council have engaged with other nearby local authorities on the issue of gypsy and traveller needs assessment and site provision".
43. The Inspector has considered that some nearby local authorities initially raised concerns regarding the regional distribution of pitches and the lack of gypsy and traveller site provision in Chorley in the Plan as originally submitted. However, the Inspector states that "those local authorities have subsequently indicated that they intend to meet the need for sites arising within their own local authority boundaries. Plans for these and other nearby authorities are at various stages of the plan preparation process. The Council are proposing to undertake further work on the draft Gypsy and Traveller Accommodation Assessment, jointly with Preston and South Ribble, in order to assess whether there is an additional level of need for pitches in Chorley. Their updated Local Development Scheme [CH19.14] sets out a timetable for the production of a separate gypsy and traveller plan. The Duty to Co-operate Supplement sets out the processes which are in place to ensure regular and ongoing engagement on this matter with surrounding authorities".
44. **Assessment of Soundness:** The Inspector has concluded "the site allocation is consistent with national policy having regard to the aim in the Planning policy for traveller site (PPTS) of increasing the number of traveller sites, addressing under provision and maintaining an appropriate level of supply. The allocation is based on adequate Sustainability Appraisal and consideration of alternative options. The most appropriate option has been identified having regard to a number of factors which are set out in relevant documents. The fact that there may be other sites which could be allocated for this use does not make this allocation unsound. I conclude that the chosen site has been satisfactorily justified having regard to the alternatives. This part of the Plan, subject to the identified main modifications, is positively prepared, justified, effective and consistent with national planning policy and is therefore sound".
- 45 **Overview of Soundness:** The Inspector states "The Framework requires authorities to use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing. Planning Policy for Traveller Sites (PPTS) also requires local planning authorities to use a robust, up-to-date evidence base to establish accommodation needs for gypsies and travellers. The 2014 GTAA found that there was a need for 5 permanent gypsy and traveller pitches in Chorley during the lifetime of the Local Plan. Nevertheless, there remain a number of issues of concern with the updated Gypsy and Traveller Accommodation Assessment and further work is required in order to ensure that it provides a robust assessment of need. The Council have committed to carrying out the necessary further work. However, in an attempt to avoid significant delay to

the adoption of the Plan, and to ensure its soundness, the Council suggested a modification (MMEC66A) to incorporate this commitment into the Plan and to produce a separate Gypsy and Traveller and Travelling Showpeople Accommodation Local Plan (GTTS LP) within a specified timeframe. A further modification (MMEC67A) introduces a policy (HS11) allocating a site in the current Plan [Chorley Local Plan 2012-2026] to meet the identified need for a minimum of 5 permanent pitches as part of a mixed use allocation HS1.5/EP1.6, at Cowling Farm, Chorley. This site was originally allocated for housing and employment purposes in the Plan and that allocation was found sound in the partial report in October 2013 (paragraph 67). Proposed modification (MMMEC18A) provides for the updating of the Policies Map to include the allocation of the site for a minimum of 5 permanent gypsy and traveller pitches within the mixed use allocation HS1.5/EP1.6 Cowling Farm”.

46. The Inspector states “The Council are now seeking to meet the level of need identified in the most up-to-date assessment. This will ensure that the Plan is positively prepared, justified and compliant with the Framework and Planning policy for traveller sites. The further work to be carried out towards producing a separate Gypsy and Traveller and Travelling Showpeople Accommodation Local Plan will also ensure that any further need for gypsy and traveller accommodation, and any identified need for transit and travelling showpeople sites, is robustly assessed. This will also ensure that provision of any further sites is addressed through the preparation of a specific and separate plan. The Local Development Scheme [CH19.14] has been updated to include a reasonable timeframe for undertaking the further work on the Gypsy and Traveller Accommodation Assessment and preparing the Gypsy and Traveller and Travelling Showpeople Local Plan. A further modification (MMEC68) is proposed to the monitoring framework of the Local Plan to ensure that the timeframe in the Local Development Scheme is adhered to. The suggested modifications, as amended, are necessary to ensure that the Plan is sound”.

**Main issue: Is the allocated gypsy and traveller site at Cowling Farm justified, deliverable within the plan period and consistent with national policy?**

47. The Inspector states that “All of the potential gypsy and traveller sites, identified in the Preferred Options document [CH12.1], have been subject to Sustainability Appraisal. The Sustainability Appraisal criteria were in line with those used for the allocation of all of the other sites in the Plan [CH18.6]. There has been criticism that the process of site selection has not been transparent and that the Sustainability Appraisal process has been flawed as a result. The Council prepared a Sustainability Appraisal Supplement [CH12.2] at the Preferred Options stage. This identified the potential sites and gave them a band rating. This document referred to other factors taken into consideration in assessing the suitability of sites as set out in the Preferred Options document. A further Sustainability Appraisal Supplement [CH12.10] was prepared at Proposed Allocation stage which again indicated that further factors affecting the choice of site were set out in the Proposed Allocation document [CH12.9]. The Government’s Planning Practice Guidance states that the Sustainability Appraisal should outline the reasons the alternatives were selected, the reasons the rejected options were not taken forward and the reasons for selecting the preferred approach in light of the alternatives. Taken together, the aforementioned documents satisfy the requirements set out in the Planning Practice Guidance”.
48. The Inspector states "Concern was raised that the Sustainability Appraisal criteria should have been weighted towards those aspects which were more important for the allocation of gypsy and traveller pitches, as identified in the updated Gypsy and Traveller Accommodation Assessment. The Council have had regard to this information, as evidenced in documents CH12.1 and CH12.9. However, the Gypsy and Traveller Accommodation Assessment questionnaire did not ask the gypsy and traveller community what factors were important to them; it simply asked them to rank a number of pre-suggested alternatives. This cannot therefore be taken to be a definitive list of the factors which should be taken into account. Furthermore, excluding some of the Sustainability Appraisal criteria would involve making assumptions that would preclude the gypsy and traveller population from having access to

facilities which would be available to the settled population. This would be contrary to the aims of Planning policy for traveller sites to ensure fair and equal treatment for travellers”.

- 49 The Inspector states “The Sustainability Appraisal was only one of the factors taken into account in the choice of site. A number of other factors were considered. This was in line with the process undertaken for other sites in the Local Plan [CH18.6] and this process has previously been found sound by Inspector Bussey”.
- 50 The Inspector states “The Council had regard to the matters identified in Planning policy for traveller sites as being important considerations for gypsy and traveller policies. Cowling Farm does not perform as well as some of the other suggested sites in relation to some of the matters set out in Planning policy for traveller sites. For example, other sites are closer to a GP surgery and the frequency of public transport is not as good here as elsewhere. However, the site is located within Chorley which is identified as a Key Service Centre in the Core Strategy and is therefore deemed to be one of the most sustainable locations for development. The site has also previously been found to be a sound allocation for housing. The site has been Sustainability Appraisal assessed as falling within Band B sustainability rating, with the most sustainable being Band A. However, all of the alternative sites within Chorley were also rated Band B, with each site performing differently against different Sustainability Appraisal and Planning policy for traveller sites criteria. The Council have also had regard to the criteria set out in Core Strategy Policy 8, with which the proposed site allocation would comply”.
- 51 The Inspector states “The Council have ruled out sites within the Green Belt. Planning policy for traveller sites would allow the making of an “exceptional limited alteration” to the Green Belt boundary in order to allow the allocation of a site to meet a specific identified need. However, there are available sites outside the Green Belt which are capable of accommodating the allocation. As such, I do not consider that the case for such an “exceptional” alteration has been made. Ruling out sites in the Green Belt is in line with the Government’s aim to protect Green Belt land from inappropriate development, most recently expressed in its Press Release and amendment to the Planning Practice Guidance in October 2014”.
- 52 The Inspector states “A number of the alternative sites are more constrained, urbanised sites than the identified site at Cowling Farm. These have been discounted for various reasons set out in CH12.9. In addition to the reasons set out by the Council, it would be necessary on some of the sites for the pitches to be sited in close proximity to existing residential properties. This has the potential to result in a significant level of conflict and animosity and make integration of the communities problematic. Whilst I recognise that there is a significant level of opposition from the settled community to the identified site at Cowling Farm, there is more scope in this case for the location of the pitches to be managed having regard to the proximity to existing residential properties. The allocation also forms part of a larger site allocation for housing and employment uses which is to be taken forward by the development of a Masterplan. This approach would allow for further community involvement in the development of the location of the pitches [CH18.6]. This is a more pragmatic approach than introducing pitches onto smaller sites where they would inevitably be in very close proximity to existing properties. Accordingly, the discounting of the alternative sites is based on adequate and reasonable justification”.
- 53 The Inspector states “Concern has been expressed that the employment and housing elements of the mixed use allocation would be blighted by the proposed allocation of gypsy pitches. However, the myths and stereotypes which may have fuelled some of the existing concern can often dissipate once families are settled on a site and become integrated into the community. In relation to the employment use, this concern has been expressed by commercial property agents, amongst others. However, there is nothing to suggest that this is based on anything other than conjecture and fear. There is no evidence to indicate that the allocation of a small (0.4ha) part of the 9.5ha site would result in the blighting of the remaining land or harm the existing business uses. The Masterplanning process can be used to engage with existing

business occupiers and ensure that the detailed development of the allocation has regard to their needs”.

- 54 The Inspector states “Representors question the need for one site of this size rather than a larger number of smaller sites. However, advice in the Government’s publication *Designing Gypsy and Traveller Sites: Good Practice Guide* indicates that a site of up to 15 pitches is the optimal size to provide a comfortable environment which is also easy to manage. The proposed allocation has had regard to the needs of the existing gypsy and traveller community, in accordance with Planning policy for traveller sites, who have expressed a preference for a site of this size to accommodate an extended family. This would reflect the intention of Planning policy for traveller sites to facilitate the gypsy way of life which often involves living in extended family groups. There will be a need for suitable attenuation between employment uses and the gypsy pitches, but there is no evidence that this could not be adequately incorporated on a site of the size proposed”.
- 55 The Inspector states “There is a Grade II listed building, Cowling Farm, to the south west of the allocated site. The Council prepared heritage impact assessments for each of the alternative sites and English Heritage has confirmed its broad acceptance of the conclusions for each site [CH12.9, CH15.1]. The Masterplan process will provide the opportunity to develop the detailed siting of pitches, dwellings and employment premises and their proximity to the listed building. This will ensure that suitable regard is had to the setting of the building. There is no evidence to indicate that this constraint could not be overcome and I am mindful of the existing designation of the site for housing and employment use which would also have the potential to impact on the setting of the listed building. The proposed allocation would be no different in that regard. The proximity of the listed building to the allocated site would not make the allocation unsound”.
- 56 The Inspector states “Lancashire County Council raises no concerns about traffic generation from the mixed use site. There is no evidence to suggest that there is a need for detailed traffic implications to be known before the gypsy and traveller pitches can be planned in detail. Lancashire County Council confirms that a satisfactory access for the mixed use site could be provided from Moorland Gate. Alternative options were considered through the Spinners car park and through the Green Belt to the south. Both of these alternatives would have difficulties which would be likely to raise deliverability issues. However, as there is a suitable option available, these issues would not render the proposed allocation unsound”.
- 57 The Inspector states “The Council have ruled out some alternative sites that were put forward during the ‘call for sites’ by landowners, developers and members of the public on the basis that they are not in the Council’s ownership. Alternative sites put forward by the gypsy and traveller community were discounted for a number of reasons; many are in the Green Belt, in alternative use or have planning permission for alternative uses. In addition, these latter sites appear to have been identified on the basis of their desirability to the gypsy and traveller community rather than their availability. The choice of a site within the Council’s ownership and control will ensure that the site is deliverable and I consider this to be a sensible and pragmatic solution”
- 58 The Inspector states “The estimated cost of funding pitches on Cowling Farm is the greatest when compared to the alternative site options, due to the need for a longer access road [CH12.9]. The Council have approached the Homes and Communities Agency for funding, although this would be subject to a bidding process [CH18.6]. In any case the Council have confirmed, in its Committee Report dated 4<sup>th</sup> September 2014 [CH12.14] and Minutes dated 23<sup>rd</sup> September 2014 [CH12.15], that it will be able to fund the development and there is no evidence to the contrary. It is therefore reasonable to conclude that the site is likely to be deliverable. The fact that it would be the most expensive option does not make the allocation unsound”.
- 59 The Inspector states “Given the need for a Masterplan to be prepared, it seems unlikely that pitches could be provided on the site prior to the expiration of the existing temporary planning



permission at Hut Lane. However, that is a matter for the Council to resolve separately, it does not affect the soundness of this allocation. There is nothing to suggest that the site could not be delivered within the first five years of the Plan, as required by Planning policy for traveller sites”.

- 60 The Inspector states “Concerns have been expressed that a greater number of pitches may be developed on this site in the future. This will be a matter for consideration at a future point in time. At present, the 2014 Gypsy and Traveller Accommodation Assessment suggests a need for 5 pitches and this allocation is seeking to provide for that identified need. Whether there is a need for further pitches, and the location of any such pitches, is a matter to be determined through the separate Gypsy and Traveller and Travelling Showpeople Local Plan”.
- 61 **Assessment of Legal Compliance:** The Inspector concludes that this part of the Plan meets all the legal requirements as shown in the below table.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The Chorley Local Plan is identified within the approved LDS [CH4.37]. This has been amended to incorporate the revised timescale following suspension of the examination and further work into the allocation of a site for gypsy and traveller pitches. The LDS sets out an expected adoption date of June 2015 [CH19.14]. That part of the Local Plan which is covered by this supplementary report is compliant with the LDS.
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in October 2006 [CHSD006] and updated in September 2014 [CH19.13] and consultation has been compliant with the requirements therein, including the consultation on the post-submission proposed ‘main modification’ changes (MM)
Sustainability Appraisal (SA)	SA has been carried out for this part of the Plan and is adequate.
Appropriate Assessment (AA)	The Habitats Regulations Supplement [CH12.11] sets out why further AA is not necessary. Natural England is satisfied with this approach.
National Policy	That part of the Local Plan which is covered by this supplementary report complies with national policy except where indicated and modifications are recommended.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the SCS.
Public Sector Equality Duty (PSED)	That part of the Local Plan which is covered by this supplementary report complies with the Duty.
2004 Act (as amended) and 2012 Regulations.	That part of the Local Plan which is covered by this supplementary report complies with the Act and the Regulations.

**ADOPTION OF THE CHORLEY LOCAL PLAN 2012 – 2026**

- 62 The Chorley Local Plan will replace the ‘saved’ policies of the 2003 Chorley Local Plan Review. The Local Plan as attached with track changes at Appendix 1 includes the Main Modifications in respect of Gypsy and Traveller and Travelling Showpeople issues. Officers have also made minor factual corrections to the Local Plan which includes updates and corrections to spelling/grammar. In accordance with Section 23 of the 2004 Act (as amended) it can now be formally adopted.
- 63 The Policies Map and Inset Maps have been amended to reflect the Main Modifications. Officers have also made corrections to the Policies Map and Inset Maps (a total of 12 Maps) in respect of incorrect designations on the key panel. All the maps can be viewed on the Council’s website at the Examination News page <http://chorley.gov.uk/Pages/AtoZ/Examination-news.aspx> and a set of the maps has been placed in the Members Room.

**NEXT STEPS**

- 64 The Chorley Local Plan has a start date of 2012 and was updated in respect of all matters other than Gypsy and Traveller issues in November 2013 in order to accord with the Inspector’s suggested modifications at the time. This latest version includes those main modifications proposed in respect of Gypsy and Traveller matters. It is now considered ‘sound’ and can be formally adopted.
- 65 Once adopted it will have full weight in the consideration of planning applications. Local plan policies are also considered in the context of other material considerations which include any changes to and new national government guidance.
- 66 The Local Plan will continue to be monitored annually in the Council’s Annual Monitoring Report and policies will revised and updated/amended as is considered appropriate/necessary and reported to the Local Development Framework Working Group and relevant Committees.
- 67 The adopted Chorley Local Plan, the Adoption Statement and Sustainability Appraisal reports will be placed on the Council’s website. These documents can also be viewed at the Civic Offices, Union Street and at local libraries and post offices in villages without a library (paper copies) during normal opening hours. All those persons who asked to be notified of the adoption of the Chorley Local Plan will be sent a copy of the adoption statement. A copy of the adoption statement will also be sent to the Secretary of State.
- 68 Any person aggrieved by the adoption of the Chorley Local Plan may make an application to the High Court under Section 113 of the Planning and Compulsory Purchase Act 2004 on the grounds that:
  - o the document is not within the appropriate power;
  - o a procedural requirement has not been complied with.
 Any such application should be made promptly and in any event no later than six weeks after the date of adoption of the Local Plan i.e. no later than 1 September 2015

**IMPLICATIONS OF REPORT**

- 69 This report has implications in the following areas and the relevant Directors’ comments are included:

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

**COMMENTS OF THE STATUTORY FINANCE OFFICER**

- 70. The adoption of the plan at this stage has no direct financial implications. Sites master planning and development costs will be subject to the normal approval process through the Councils policy making and budget cycles.

**COMMENTS OF THE MONITORING OFFICER**

71. Following the issuing of the Inspectors final decision the Council are now in a position to adopt the Local Plan. The Council have complied with procedural requirements and other legal implications are addressed in the body of the report.

GARY HALL  
CHIEF EXECUTIVE

<b>Background Papers</b>			
<b>Document</b>	<b>Date</b>	<b>File</b>	<b>Place of Inspection</b>
Inspector's Partial Report into Chorley Local Plan 2012-2026	October 2003		<a href="..\..\Inspectors Partial Report\Chorley Local Plan Inspector's Partial Report Final WEB Version.pdf">..\..\Inspectors Partial Report\Chorley Local Plan Inspector's Partial Report Final WEB Version.pdf</a>
Chorley Local Plan 2012-2026 Executive Cabinet Report	21 November 2013	Refer to Agenda Item 10 (pages 65 – 152)	<a href="..\..\Inspectors Partial Report\FINAL Public reports pack 21st-Nov-2013 18.00 Executive Cabinet.pdf">..\..\Inspectors Partial Report\FINAL Public reports pack 21st-Nov-2013 18.00 Executive Cabinet.pdf</a>
Gypsy and Traveller and Travelling Showpeople Proposed Allocation	September 2014 [CH12.9]		<a href="http://chorley.gov.uk/Documents/Planning/Examination%20news/CH12%209%20Proposed%20Allocation%20Document%200Sept%202014%20(Track%20Changes).pdf">http://chorley.gov.uk/Documents/Planning/Examination%20news/CH12%209%20Proposed%20Allocation%20Document%200Sept%202014%20(Track%20Changes).pdf</a>
Examination News pages for all documents and communication with the Local Plan Inspector			<a href="http://chorley.gov.uk/Pages/AtoZ/Examination-news.aspx">http://chorley.gov.uk/Pages/AtoZ/Examination-news.aspx</a>

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Planning Policy	5281	25 June 2015	***

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# Chorley Local Plan

2012 – 2026

Site Allocations and Development Management Policies  
Development Plan Document

Adopted 21 July 2015



This information can be made available to you in larger print or on audio tape, or translated into your own language. Please telephone 01257 515281 to access this service.

આ માહિતીનો અનુવાદ આપની પોતાની ભાષામાં કરી શકાય છે. આ સેવા સરળતાથી મેળવવા માટે આ કરી આ સંખ્યા પર ફોન કરો: 01257 515281



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## 1. Introduction

- 1.1** The Chorley Local Plan forms part of the statutory Development Plan for Chorley. The role of the Plan is twofold:
- i. To identify the scale of development in each settlement and allocate sites to meet the development needs of Chorley over a 15 year period in order to achieve the vision for growth as outlined in the Central Lancashire Core Strategy.
  - ii. To identify key local issues and provide a set of policies to manage change which will be used by decision makers to determine planning applications. These are known as Development Management (DM) Policies.
- 1.2** It is not the purpose of this Plan to grant permission to specific proposals – this will continue to be addressed through the existing planning application process. Instead, the Local Plan will ensure that appropriate forms of development can occur in the most suitable locations. It helps provide a level of certainty about what areas will be developed or protected in the future and for what purpose. However, the allocation of a site does not necessarily mean that it will be developed straight away.
- 1.3** Each of the chapters within this Local Plan relate to a key theme, such as ‘Homes for All’ or ‘Climate Change’. At the beginning of each chapter, we have highlighted the relevant Core Strategy objectives and key policies that inform the Local Plan and help deliver the vision of the Core Strategy. Each chapter also contains any relevant development management policies.
- 1.4** The National Planning Policy Framework (to be referred to as the Framework) sets out the Government’s planning policies for England and how these are expected to be applied. It details the Government’s requirements for the planning system and provides a framework for local people and their accountable councils to produce their own distinctive local and neighbourhood plans to reflect their needs and priorities.

### Relationship to other guidance

#### National Planning Policy Framework and Planning Practice Guidance

- 1.5** Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in making planning decisions.
- 1.6** At the heart of the Framework is a presumption in favour of sustainable development which is seen as a golden thread running through both plan making and decision taking. Policies within local plans should follow the approach of a presumption in favour of sustainable development so that it is clear that such development can be approved without delay.

#### Joint Lancashire Minerals and Waste Local Plan

- 1.7** Policies and proposals for future minerals and waste development are set out in the Minerals and Waste Local Plan, prepared jointly by Lancashire County Council, Blackpool Council and Blackburn with Darwen Council. This consists of an adopted Minerals and Waste Core Strategy and an adopted Minerals and Waste Site Allocations Development Plan Document. Therefore, minerals and waste issues are not covered in the Chorley Local Plan; however Mineral Safeguarding Areas are included on the adopted Policies Map. It should be borne in mind that any development proposed within areas identified as Mineral Safeguarding Areas must satisfy the criteria set out in Policy M2 of the Minerals and Waste

Local Plan the objective of which is to safeguard minerals from unnecessary sterilisation. Further information is available from Lancashire County Council.

### **Central Lancashire Core Strategy (2012)**

- 1.8** The Central Lancashire Core Strategy, jointly produced by Chorley, South Ribble and Preston Councils was adopted in July 2012. It sets out the long term spatial vision for Central Lancashire and the overall strategy for delivering that vision. For example, it identifies the overall need for different types of development including housing, employment, leisure and retail, as well as the need to protect the environment, create and enhance open spaces, and secure investment.
- 1.9** The Core Strategy does not identify individual parcels of land for future development, nor does it contain detailed local policies. It is the role of this Local Plan to provide this local level of detail by allocating specific sites and setting out detailed local development management policies. It will ensure that the Chorley Council will deliver the appropriate infrastructure, manage economic growth, deliver sustainable development and protect natural assets within the Borough.
- 1.10** This Local Plan must be in general conformity with the strategic objectives of the adopted Core Strategy and seek to implement its strategic vision for Chorley and wider Central Lancashire. There are twenty four strategic objectives and these are designed to set out the key issues to be addressed within the Policies of the Core Strategy. The strategic objectives relate to specific chapters within this Local Plan and are identified at the start of each chapter.

### **Chorley Borough Local Plan Review (2003)**

- 1.11** The Chorley Borough Local Plan Review was adopted in 2003 and is replaced by this Local Plan.

### **Supplementary Planning Guidance and Documents (SPGs and SPDs)**

- 1.12** All Supplementary Planning Guidance documents produced alongside the Chorley Local Plan Review (2003) are no longer in force **apart from Appendix 2 of the Design Guidance SPD (2004) and the Householder Design Guidance SPD (2008)** following the adoption of this Chorley Local Plan. These are being replaced by a number of new Supplementary Planning Documents. Whilst they do not include any additional policies, they do contain further guidance expanding on policies in the Core Strategy and this Local Plan.
- 1.13** The Central Lancashire SPDs cover:
- Affordable Housing
  - Design
  - Open Space and Playing Pitch
  - Controlling re-use of Employment Premises
  - Rural Development
  - Access to Healthy Food
  - Biodiversity and Nature Conservation
- 1.14** Alongside these SPDs will be a number of local SPDs relating specifically to Chorley and these will expand on guidance set out in the Policies with the Chorley Local Plan. These cover:
- Householder Design
  - Renewable and Low Carbon Energy (2014)

## 2. Vision

- 2.1** The Framework introduced, at the heart of national policy, a presumption in favour of sustainable development. This should be seen as a 'Golden Thread' running through both plan making and decision making. Core Strategy Policy MP clarifies the operational relationship between it and national policy. Local Plan Policy V1 seeks to ensure this presumption in favour of sustainable development at Chorley district level.

### **Policy V1: Model Policy**

**When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Framework. The Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:**

- a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole and those contained in the Core Strategy; or**
- b) specific policies in the Framework and Core Strategy indicate that development should be restricted.**

- 2.2** The Core Strategy sets out the strategic vision for Central Lancashire by the year 2026. Within this context, it explains that Chorley will attract investors and visitors taking advantage of retail, heritage, education and a high quality town centre. It will have capitalised on its premier location as a place to do business, complemented by a thriving market town.
- 2.3** The character of Chorley's towns and villages will reflect their individual historic and cultural heritage, with high quality, well designed new buildings enhancing local distinctiveness. There will be improved transport connections within Chorley and to wider regional and national destinations. The character of rural villages will have been maintained, with access to services to sustain local communities and overcome rural poverty.
- 2.4** Neighbourhoods will be safe, clean and sustainable with healthy, highly skilled and diverse communities. Residents will have easy access to public services, good jobs and decent, high quality affordable homes. Energy use will be minimised with an emphasis on sustainable sources, including mitigation measures and wherever possible, adaptation to climate change.

### **Locating Growth in Chorley**

- 2.5** In order to ensure growth and investment takes place in the most sustainable locations, a hierarchy of settlement types and priority locations has been identified in the Core Strategy. Each tier of the hierarchy will see an appropriate level of development occurring in order to achieve sustainable growth.

### Core Strategy Objectives

SO1: To foster growth and investment in Central Lancashire in a manner that:

- Makes the best use of infrastructure and land focussing on Chorley Town Centre;
- Marries opportunity and need by focussing investment in Strategic Sites and Locations and Chorley town centre; and
- Supports service provision in rural areas, particularly in the Rural Local Service Centres.

- 2.6** Core Strategy Policy 1: Locating Growth identifies the hierarchy of settlements in Central Lancashire where growth and investment will be concentrated. The Preston/ South Ribble Urban Area will be the main focus for growth and investment followed by:

### Strategic Sites

- 2.7** Buckshaw Village is a strategic site where growth and investment will be focussed. There is already considerable investment in the site, with the scheme ultimately providing homes for up to 8,000 people in a sustainable urban village.

### Key Service Centres

- 2.8** Chorley Town is the Key Service Centre in the borough, with a range of housing and employment opportunities, as well as retail and other services that serve a wide area. The focus will be on regeneration of well-located brownfield sites, although it is accepted that some greenfield development will be required on the fringes of the main urban areas.

### Urban Local Service Centres

- 2.9** These centres benefit from short transport connections with services in the nearby towns. The Core Strategy directs some growth and investment to the following Urban Local Service Centres in the borough to help meet housing and employment needs:

- Adlington
- Clayton Brook/Green
- Clayton-le-Woods (Lancaster Lane)
- Coppull
- Euxton
- Whittle-le-Woods

### Rural Local Service Centres

- 2.10** These centres serve their own residents and those in nearby villages with basic services and are well placed to provide for future local housing and employment needs. Limited growth and investment will be encouraged at the following Rural Local Service Centre:

- Brinscall/ Withnell
- Eccleston

### In Other Places

- 2.11** Outside of the areas already identified, Chorley has a number of smaller villages and substantially built up frontages. In the interest of sustainable development, Core Strategy Policy 1 criterion (f) states that growth and investment in such places will typically be small scale and limited to appropriate infilling, conversion of buildings, and proposals to meet local need unless there are exceptional reasons for large scale redevelopment schemes. Whether the scale of proposed development is appropriate depends upon the characteristics of the village and their sustainability, as they vary in character and in terms of the facilities they provide. Eight major previously developed sites in the Green Belt are identified on the

Policies Map. Redevelopment of these sites will be permitted if the proposal is in accordance with Policy BNE5.

## Development in Settlements

- 2.12** The full utilisation of land and buildings within settlement areas will help to ensure a better use of services and utilities, and can help reduce development pressures in the Green Belt. In addition the concentration of facilities in towns and villages can help to improve accessibility. In order to protect the character of the local area, it is important that new development respects local distinctiveness and does not adversely affect existing open spaces.

### Policy V2: Settlement Areas

**Within the settlement areas excluded from the Green Belt, and identified on the Policies Map, there is a presumption in favour of appropriate sustainable development, subject to material planning considerations and the other Policies and Proposals within this Plan.**

- 2.13** Development within settlement areas may be for an appropriate use such as housing, offices, community facilities or Green Infrastructure. Development proposals will be judged by their compatibility with existing surrounding development and their ability to satisfy material planning criteria. This includes factors such as access, parking, servicing, design and amenity, which includes an assessment of noise, emissions, disturbance because of anti-social hours of operation and traffic generation.
- 2.14** The impact on the character and distinctiveness of the area including visual intrusion for existing residents is also an important factor. This policy should be read in conjunction with other policies and proposals in this plan and with Core Strategy Policy 1: Locating Growth.



## 3. Delivering Infrastructure

### Core Strategy Objectives

- SO2: To ensure there is sufficient and appropriate infrastructure to meet future needs, funded where necessary by developer contributions.
- **Key Core Strategy Policies**
- Policy 2: Infrastructure
- Policy 18: Green Infrastructure

### Introduction

**3.1** Infrastructure is integral to the sustainability of cities, towns and villages, as well as to the delivery of new development. It encompasses everything from transport (roads, railways) to utilities (water, energy), as well as green (parks, rivers) and social (schools, community centres). Sustainable development seeks to make the optimum use of the capacity of existing infrastructure, as well as provide new, well planned and accessible infrastructure to deal with new development.

**3.2** To ensure that the necessary infrastructure is provided, the Council along with Preston and South Ribble authorities, is undertaking work to establish a Community Infrastructure Levy (CIL), which will apply a tariff to new development to fund such infrastructure. This work is to assess the economic viability of tariff levels for different types of development. In accordance with national government guidance, this work is being undertaken independently from this Site Allocations and Development Management Policies process. However the Council is ensuring there are the necessary links between both documents.

### Infrastructure Delivery Schedule

**3.3** An Infrastructure Delivery Schedule has been produced to support the Core Strategy. It identifies the essential infrastructure required to accompany the delivery of strategic sites and locations as well as the broader distribution of residential and employment development.

### Transport

**3.4** There are many transport links between Chorley, its Central Lancashire neighbours of South Ribble and Preston, and adjoining neighbours Blackburn with Darwen, Bolton, Wigan and West Lancashire. The travel to work research also highlights journeys made across the sub-region.

**3.5** Our transport infrastructure schemes include:

- Pedestrian Friendly Centres
- New Cycle Schemes/Improvements
- Public Transport Improvements
- Road Improvements/Traffic Congestion
- New Bus Schemes
- New Railway Station at Coppull
- Provision of Car and Cycle parking at existing Railway Stations
- Electrification of the Blackpool – Preston – Manchester railway line

### Social Infrastructure

**3.6** Social Infrastructure includes facilities such as doctor's surgeries, schools, sports centres and community halls.

**3.7** Our social infrastructure schemes include:

- New Health Centre on Friday Street, Chorley
- New Buckshaw Village Surgery (completed)
- Primary Schools in Withnell, Clayton-le-Woods and Buckshaw Village (Group 1 site)
- Allotment Provision

### **Utilities Infrastructure**

**3.8** Through on-going discussions with key utility providers including National Grid and United Utilities, we understand that whilst there are infrastructure deficiencies that will arise as a result of the amount of development that is being proposed, there are no known electricity, water or gas capacity issues that cannot be overcome in the Borough over the lifetime of the Plan as a whole. United Utilities will consider deficiencies through future investment plan periods having regard to the phasing that has been identified in Appendix B. Core Strategy Policies 17: Design of New Buildings and 29: Water Management cover surface water and flood risk issues.

**3.9** There is however, an identified need to address high speed broadband capacity limitations in rural areas. Working with telecommunications providers, and implementing Core Strategy policies should help to increase the availability of high speed broadband internet services in rural areas.

### **Green Infrastructure**

**3.10** Green Infrastructure is the network of green and blue spaces that lie within and between our towns and villages, providing multiple social, environmental and economic benefits. It is a critical infrastructure, like road networks or waste disposal, and as such, should be well planned and maintained, and viewed as integral to development.

**3.11** Examples of green infrastructure in Chorley include rivers and reservoirs, woodlands, moorlands, parks, farmland and allotments, and even private residential gardens. Overall, the quantity of green infrastructure in the borough is mostly acceptable; however improvements are required in relation to its quality and accessibility.

**3.12** Further information on infrastructure provision can be found within the relevant chapters throughout this document.

## 4. Catering for Sustainable Travel

### Core Strategy Objectives

- SO3: To reduce the need to travel, manage car use, promote more sustainable modes of transport and improve the road network.
- SO4: To enable easier journeys into and out of Preston City Centre and east/west trips across South Ribble, improve movement around Chorley, as well as safeguard rural accessibility, especially for mobility impaired people.

### Key Core Strategy Policies

- Policy 3: Travel

### Introduction

**4.1** Increasing the accessibility of the borough (for homes, jobs, open space, recreation etc.) and influencing travel patterns to encourage alternatives to the car (to reduce emissions, congestion and poor air quality) are key aims of the Core Strategy. Most journeys in Chorley are taken by car, causing increased congestion and pollution. Predictions for future car use indicate that this travel preference is likely to continue.

**4.2** The Core Strategy sets out the broad principles to tackle this by encouraging walking and cycling for shorter trips, and supporting bus and rail travel for longer journeys. Through the Local Plan we can ensure that the development or protection of land influences travel choices and improves accessibility. The Framework states that Local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure which is necessary to support sustainable development.

**4.3** Lancashire County Council (the local highways authority) has adopted a Central Lancashire Highways and Transport Masterplan (March 2013), as well as the implementation of the Local Transport Plan (2011-2021), including the review of implementation plans on a 3 yearly cycle. This work demonstrates the wider transport infrastructure that is needed to address both the current and future transport issues within Central Lancashire, such as relieving congestion on the roads and the delivery of necessary improvements on the public transport networks.

### Walking and Cycling

**4.4** One way of encouraging walking is to provide safe, clean, pedestrian friendly urban areas. Accordingly, the following improvements are proposed to be included in an infrastructure delivery schedule. All of these are dependent on the availability of funding:

- Improvements to Market Street, Chorley to improve pedestrian safety and access
- A town centre signage audit to identify and remove redundant signage and street clutter
- Improved links across Shepherds Way (improve the underpasses under the railway and pedestrian crossings)
- A co-ordinated signage scheme for pedestrians from public transport networks and car parks.

**4.5** The Core Strategy supports cycling within Central Lancashire and encourages improvements to the cycle network to make it easier and safer for cyclists. Lancashire County Council has identified 13 cycle schemes in Chorley Borough to encourage greater use of bicycles. Some of the schemes are designed to improve lighting, signalling and road-surface condition, whilst others seek to extend existing cycleways and include canal towpaths. All of these are dependent on the availability of funding.

**Policy ST1: New Provision or Improvement of Footpaths, Cycleways, Bridleways and their associated facilities in existing networks and new development.**

New development and highway and traffic management schemes will not be permitted unless they include appropriate facilities for pedestrians, cycle parking facilities, and/or cycle routes. Proposals should provide for:

- i) The retention or appropriate diversion of existing footpath and cycleway links;
- ii) Facilities for pedestrians and cyclists to facilitate access on foot and by bicycle to nearby residential, commercial, retail, educational and leisure areas, where appropriate;
- iii) Additional footpaths, bridleways and cycleway routes between the countryside and built up areas where appropriate.

Proposals to improve, extend or add to the existing footpath, cycleway and bridleway network in the Borough and in new development will be supported providing they:

- a) Are integrated with existing routes to facilitate access on foot, by bicycle and by horse;
- b) Where appropriate, identify gaps in the existing network and map potential new link routes, particularly in areas where there is a high level of demand;
- c) Do not harm residential amenities;
- d) Do not harm nature conservation interests;
- e) Take into account the needs of agriculture;
- f) Are located and designed to minimise the risk of crime;
- g) Have regard to the needs of people with impaired mobility; and
- h) Have regard to other users of the route and vehicular traffic.

Permission will not be granted for development which would prejudice the implementation of the proposed cycle routes/recreational footpaths shown on the Policies Map or the continuity of existing cycle routes within the Borough:

#### Cycle Routes

- 1) \*Clayton Le Woods cycling improvements on Lancaster Lane/ Moss Lane/Lydiat Lane and Town Brow to cycle links to Cuerden Valley Park including Toucan crossings of A49 by Moss Lane, Lancaster Lane.
- 2) \*Clayton Brook and Whittle-le-Woods to Chorley (A6) with links to the canal and Cuerden Valley Park.
- 3) Canal towpath from Botany to Blackburn.
- 4) Chorley to Abbey Village old railway line.
- 5) \*Cycle schemes near Wheelton on the A676.
- 6) Chorley North East-Harpers Lane, Railway Road, Bengal Street, Water Street, Hollinshead Road, Union Street and Park Road.
- 7) Cycle link from Croston, Ulnes Walton to Leyland.
- 8) \*Euxton-Wigan Road and School Lane cycle path improvements.
- 9) \*Buckshaw to Chancery Road via Alker Lane to Cuerden Valley Park via Dawson Lane, via Park Saddle bridge to Runshaw College and to Southport Road via West Way.
- 10) \*Chorley East-canal, Eaves Lane, Lyons Lane, Yarrow Gate, to Carr Lane and Myles Standish Way.
- 11) \*Improvements to cycle links in and around Adlington.
- 12) Chorley South to Coppull via Bolton Road, Pilling Lane, Eaves Green Road, Lower Burgh Way and Burgh Hall Lane.
- 13) \*Cycle improvements from Eccleston to Chorley via Back Lane.

**Recreational Footpaths****14) Recreational footpath between Chorley and Brinscall on the former disused Chorley-Blackburn railway line**

**Footnote: Those marked with an asterisk in Policy ST1 are indicative routes only.**

**Bus Provision**

**4.6** A key aim of the Core Strategy is to encourage people to use their cars less and use other forms of transport. Using public transport helps to reduce congestion and exhaust emissions, which in turn leads to improved air quality. As such, Chorley Council has identified a number of relevant schemes to be included in Chorley's Infrastructure Delivery Schedule.

**4.7** Chorley has a modern bus/rail interchange. The proposed bus schemes for the Chorley area over the coming years, as identified by Lancashire County Council, are shown below (these schemes are dependent on the availability of funding):

- Bus Rapid Transit Routes (priority bus lanes) for Chorley along A6 - Bamber Bridge-Preston (via B6258)
- Smart card integrated ticketing and travel planning programme to encourage greater use of public transport interoperable ticketing, better integration and simplified discounts and fare structures
- Active travel routes linking to key transport hubs
- Provision of Buckshaw Village Phase 2 bus service

**4.8** Chorley Council has also identified a number of other local bus schemes for consideration, which would be prioritised and then implemented using a phased approach:

- Providing a bus to service the Gillibrand area
- Supporting bus networks around the Asda store at Pall Mall, Chorley
- Providing a bus service to Drumhead Industrial Estate, Chorley
- Providing a bus service to the Botany Bay area, Chorley
- Providing a bus service to Duxbury Business Park and surrounds, Chorley
- Improving the bus service along Chapel Lane, Coppull
- Improving the bus service to Garth and Wymott Prison, Ulnes Walton
- Extension of the 3/3A bus route, Anderton

**Rail Facilities**

**4.9** Rail transport services have been privatised but the lines, signalling, stations etc. belong to Network Rail. However, the County Council can and does assist in the improvement of rail services and facilities in Lancashire particularly in respect of new or refurbished stations.

**4.10** There are three railway lines through the Borough with stations at Adlington, Chorley and Buckshaw Village on the Blackpool-Preston-Manchester line; Croston on the Preston-Ormskirk-Liverpool line and Euxton Balshaw Lane on the West Coast Main Line.

**4.11** Policy 3 of the Core Strategy proposes a new railway station at Coppull, adjacent to the West Coast main line. The new Buckshaw Parkway station at Buckshaw Village opened in 2011 and incorporates a park and ride facility.

- 4.12** This Local Plan also supports additional car parking (25 spaces) on land at Grove Farm to support Adlington railway station (completed) and additional car parking (110 spaces) for Chorley Railway Station at the existing Friday street carpark in Chorley.
- 4.13** There are also electrification schemes under construction on the Blackpool-Preston-Manchester railway line in order to provide an enhanced level of service, and bring commuting and economic development benefits to the Borough and Central Lancashire as a whole.
- 4.14** As a Council, it is important to continue to protect the line from any development which may prevent its maintenance and future upgrading, as well as improvements to the West Coast Main Line railway.

### **Policy ST2: Rail Facilities, Electrification and Improvement**

**Land will be safeguarded for a railway station, and associated facilities including additional car and cycle parking at:**

**ST2.1 Station Road, Coppull for a new railway station;**

**ST2.2 Railway Road, Adlington as a rail based Park and Ride facility.**

**ST2.3 Friday Street, Chorley to provide additional car parking for Chorley Railway Station.**

**In addition to these allocations any development which would prejudice the future electrification of the Blackpool-Preston-Manchester railway or improvements to the west coast mainline will be refused.**

### **Tram**

- 4.15** A private company Trampower, is developing proposals for a tram network within Central Lancashire. The company has plans to construct and operate a tram line through South Ribble and Chorley into Preston City Centre, connecting with Preston Railway Station, as well as eastwards to Preston East/Bluebell Way.
- 4.16** It is Trampower's intention that the network will be privately funded and will utilise renewable resources to power the trams. This Local Plan does not depend on the delivery of the tram network to secure development or economic growth.

### **Road Travel**

- 4.17** Chorley has problems with traffic congestion. There are a number of opportunities that could help reduce traffic congestion, many of which have been discussed above. These involve walking and cycling initiatives, a bus rapid transit system, and new railway stations. The County Council has introduced 20mph limits in all residential areas and outside all schools. However, in some instances road safety and traffic conditions may be improved by making small-scale road improvements. The road improvement schemes and strategies proposed for the Chorley area are dependent on available funding and are identified at Policy ST3.

### **Development Access Points**

- 4.18** An allocation in this Local Plan, shown on the Policies Map, protects land that is required for a road access to a development site.

**Policy ST3: Road Schemes and Development Access**

Permission will not be granted for any development on land which:

- 1) Is required to allow road access to a site considered suitable for development; or
- 2) will prejudice the construction of identified road schemes.

This includes the following proposed road improvement schemes and locations:

- Introduce a mini interchange at the proposed Asda site, Chorley and upgrade the surrounding junctions at Pall Mall and Bolton Street with public realm improvements including planting along Market Street, Chorley;
- Introduce a 'pay on exit' scheme for the Flat Iron car park, Chorley;
- Make highway junction improvements at the Flat Iron car park, Chorley;
- New Roundabout scheme on the junction of Union Street/Park Road, Chorley;
- New bus lane on Euxton Lane B5252 eastern approach to Chorley Hospital, Chorley involving carriageway widening;
- Make highway improvements at the Gillibrand Estate/Southlands, Chorley;
- Provide a bridge over the Leeds and Liverpool canal to service Botany Bay/Great Knowley, Chorley;
- Implement a coordinated signage scheme from the motorway and trunk roads to Chorley Town Centre;
- Signalised Junctions at Southport Road A581, Westway/ Foxhole Road roundabout, Chorley with relevant pedestrian crossings;
- Construct a new road from Central Avenue, Euxton to the A49;
- Construct an access road off Central Avenue to serve Buckshaw Hall, Euxton;
- Introduce a mini interchange at the existing Asda store, Clayton Green;
- Improve the Hayrick/Lancaster Lane A49 /B5256 junction, Clayton Le Woods including widening the A49 northern approach to the signals;
- Introduce integrated traffic management on the M6 between junctions 28-29 (-32).

**Parking Standards**

- 4.19** Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel.
- 4.20** The Government recognises that different policies and measures will be required in different communities. Opportunities to maximise sustainable transport will vary from urban to rural areas, as stated within the Framework. The availability of car parking has a major influence on the choice of means of transport. The Council supports and encourages measures to reduce car journeys in conjunction with the availability of other modes of transport including public transport, walking and cycling.
- 4.21** The Central Lancashire Core Strategy Policy 3: Travel, details measures to plan for travel including setting and applying car parking standards, and paragraph 7.19 notes that local parking standards will be produced.

- 4.22** The partial review of Regional Strategy for the North West (March 2010) proposed changes to car parking standards which were largely agreed across the Central Lancashire authorities (including Lancashire County Council). An Examination in Public was held, and the panel report was published in response to a request under the Freedom of Information Act. The panel recommended (inter alia) that local circumstances be taken into account in setting local standards (recommendation 12.3).
- 4.23** The parking standards have been drawn up co-operatively between the previous regional tier of government, Central Lancashire and Lancashire County Council. The levels set are expressed in maximum terms. A certain level of on-site parking and servicing may be necessary to alleviate congestion on the highway, to protect and improve the safety of pedestrians and to safeguard the amenity of residents of properties in the vicinity of new developments.
- 4.24** Local circumstances will be taken into consideration, for example the development's location and size, its proximity to a public car park, existing parking issues in the area and existing traffic management and safety issues.
- 4.25** National research by the Design Council demonstrates that many people feel that the design for new residential development should accommodate typical levels of car ownership and that the level of parking in new developments can be inadequate. Attempts to restrict parking in order to curb car ownership in order to promote more sustainable transport choices are considered unrealistic and have had little or no impact on the number of cars per household. This has led to on-street parking congestion, problems for pedestrians, the conversion of front gardens to parking areas, increased surface water run-off, and detriment to local distinctiveness and visual quality. Another consideration is in respect of people with disabilities, many of whom are reliant on the parking and use of the private car for personal mobility.

#### **Policy ST4: Parking Standards**

**Proposals for development will need to make parking provision in accordance with the standards set out in Appendix A .**

**Locations that are considered to be more sustainable and well served by public transport may be considered appropriate for lower levels of provision.**

**Proposals for provision above or below this standard will be supported by evidence detailing the local circumstances that justify deviation from the standard.**

**The local circumstances that will be taken into account include:**

- a) The quality of provision for pedestrians - width of footways, quality of surfaces, access points to the site, provision and quality of street furniture and lighting;**
- b) The quality of provision for cyclists - cycle parking, dedicated cycling facilities, access points to site, quality of design and provision, any restrictions on cycle movement;**
- c) The distance to and quality of bus stops, the frequency of services, quality of footways and lighting to stops, and the distance to the nearest interchange;**
- d) The number of train stations within 1,200m walking distance, quality of station, and frequency of services; and**
- e) Evidence of local parking congestion.**



## 5. Homes for All

### Core Strategy Objectives

- SO5: To make available and maintain within Central Lancashire a ready supply of residential development land over the plan period, to help deliver sufficient new housing of appropriate types to meet future requirements. This should also be based on infrastructure provision, as well as ensuring that delivery does not compromise existing communities.
- SO6: To achieve densities for new housing that recognises the local character of surrounding areas, whilst making efficient use of land.
- SO7: To improve the quality of existing housing in pockets of poor stock in Chorley, and to bring empty properties back into use.
- SO8: To significantly increase the supply of affordable and supported housing particularly in places of greatest need such as more rural areas.
- SO9: To guide the provision of pitches for gypsies, travellers and travelling showpeople in appropriate locations if genuine need arises.

### Key Core Strategy Policies

- Policy 1: Locating Growth
- Policy 4: Housing Delivery
- Policy 5: Housing Density
- Policy 6: Housing Quality
- Policy 7: Affordable Housing
- Policy 8: Gypsy and Traveller and Travelling Showpeople accommodation

### Introduction

- 5.1** Chorley is a popular place to live, having a wide range of housing in rural and urban settings. Housing quality is mostly of a good standard and is located in accessible locations near services, creating sustainable, attractive neighbourhoods. New housing is required to help address current and future housing needs, support the local economy, deliver infrastructure and ensure the sustainability of the Borough.

### Providing an Appropriate Mix of Housing and Affordable Housing

- 5.2** Local authorities are required to plan for a mix of housing, informed by a Strategic Housing Market Assessment (SHMA). The 2009 Central Lancashire Strategic Housing Market Assessment was produced to provide a comprehensive survey of housing, including the housing market and local housing needs requirements, across all tenures and groups, within the Central Lancashire Housing Market Area and has been used to inform the development of planning policy. The SHMA identifies an estimated annual shortfall of affordable housing of 723 dwellings.
- 5.3** The SHMA does not specifically identify the housing needs of the rural population. The 2011 Chorley Rural Housing Needs Study provides additional evidence about housing needs in rural parishes. It identifies a significant shortfall of affordable properties in rural areas over the period 2011 to 2016. Policy 1 of the Core Strategy is supportive of proposals to meet local need in Rural Local Service Centres and also in other rural places, where it states that such development will typically be small-scale. Whether the scale of proposed development is appropriate depends upon the characteristics of the village and their sustainability, as they vary in character and in terms of the facilities they provide. Policy HS8 in this Plan sets out an approach to rural affordable housing on rural exception sites.
- 5.4** This Local Plan does not include an affordable housing policy as Policy 7 of the Core Strategy deals with this issue. Subject to site and development considerations, such as financial viability and contributions to

community services, it sets a target of 30% affordable housing in the urban parts of Chorley, and of 35% in rural areas on sites in or adjoining villages. Chorley Town, Buckshaw Village and the Urban Local Service Centre settlements of Adlington, Clayton Brook/Green, Clayton-le-Woods, Coppull, Euxton and Whittle-le-Woods are the urban parts of Chorley where the target is 30%. The Core Strategy threshold for affordable housing is 15 dwellings (0.5 hectares or part thereof) in urban areas and 5 dwellings (0.15 hectares or part thereof) in rural areas. The Core Strategy sets out that there is a requirement for 100% affordable housing on rural exception sites. Rural exception sites are considered in Policy HS8 of this plan.

- 5.5 A Supplementary Planning Document for affordable housing provides additional guidance on the implementation of affordable housing policy.
- 5.6 Chorley Council will expect developers to demonstrate inclusion of an appropriate mix of dwellings to create mixed and balanced communities. This will be determined on a site by site basis, taking account of identified local needs.

### **Housing Supply and Requirements**

- 5.7 The Framework requires local authorities to identify annually a supply of specific deliverable sites sufficient to provide five years' worth of housing with an additional buffer of 5%, or 20% if there is a record of persistent under delivery. There is no record of persistent housing under delivery in Chorley and therefore a 5% buffer is applicable. A 5.89 year supply of housing is identified in the May 2012 Five Year Housing Supply Statement.
- 5.8 The Framework also requires local authorities to identify a supply of specific developable sites or broad locations for growth for years 6 – 10 and where possible, for years 11 – 15. This plan identifies specific housing sites for growth over the period 2010 – 2026, which is the timeframe as set out in the Core Strategy.
- 5.9 Policy 4 of the Central Lancashire Core Strategy sets out the housing requirement for the Borough for the period 2010 - 2026. This sets out a minimum requirement of 417 dwellings per year over this period. This gives a total of 6,672 dwellings over the plan period. At April 2010 Chorley had prior under-provision of 162 dwellings, which also needs to be made up over the plan period. Therefore, at April 2010 the housing requirement for the borough was 6,834 dwellings.
- 5.10 Build rates have increased in Chorley in recent years. During 2010-11 there were 527 completions and during 2011 – 12 there were 552 completions. Therefore, the prior under-provision has been made up over the first two years of the Core Strategy period and at April 2012 Chorley was exceeding its housing requirements by 83 dwellings. Taking into account these completions, the housing requirement at April 2012 is 5,755 dwellings.
- 5.11 The Core Strategy sets broad locations for housing growth through Policy 1: Locating Growth. However it does not indicate how many new homes should be built in each town or village, or allocate specific sites for housing development - that is the role of this Local Plan. The Core Strategy sets out the approximate distribution of housing development in Central Lancashire up to 2026 in percentage terms. This is a predicted distribution based on the potential for housing development in each place and not proportions that are required to be met. However, this has been used to inform the site allocation process and the housing delivery proposed in this Local Plan is in accordance with the Core Strategy.
- 5.12 It is not necessary to find new sites to meet all of the housing requirements over the plan period. Sites that already have planning permission for housing will provide land for a significant proportion of the

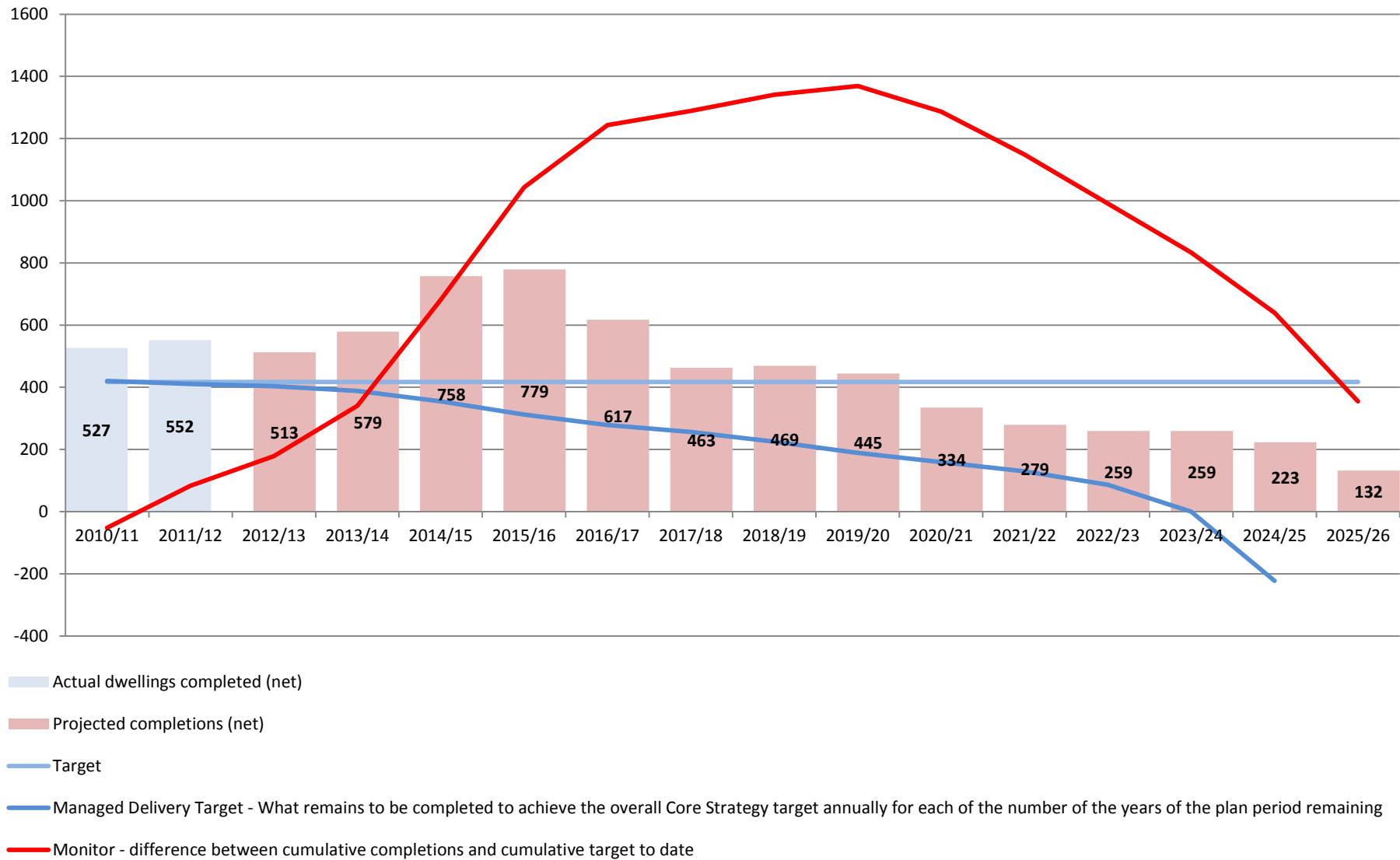
total. New housing sites are therefore required only to meet the remainder of the housing requirement. The approach taken in this Local Plan is to identify specific sites to meet the housing requirement, rather than rely on broad locations.

- 5.13** Land is allocated on sites in Policy HS1 for 5,327 dwellings (allowing for 5% slippage). A further 332 dwellings (allowing for 20% slippage) are available from other existing housing commitments (sites with planning permission for housing) that for a range of reasons (e.g. the site is too small) are not proposed for allocation. This gives a supply of 5,659 dwellings, which is slightly below the minimum housing requirement of 5,755 dwellings. However, it is expected that windfall sites will provide an additional 451 dwellings over the plan period.
- 5.14** The sites allocated for housing in Policy HS1 are incorporated into Housing Trajectory Table 1 and Graph 1 to illustrate the expected rate of housing delivery for the Core Strategy Plan period 2010 – 2026, in accordance with Policy HS2 on phasing. The total projected completions on sites allocated in Policy HS1 (allowing for 5% slippage) are shown together with the total projected completions on the non-allocated existing housing site commitments (332 dwellings) referred to in paragraph 5.14. In addition, an allowance for windfall housing sites totalling 451 dwellings has been included in the trajectory, as it is expected that windfall sites will continue to come forward in the future. The trajectory shows that projected completions are set to exceed the target significantly in the early years of the plan period, but that completions are then expected to decrease in the later years of the plan period. The trajectory shows that sufficient deliverable or developable sites are identified to meet the Borough's Core Strategy housing requirement.

**Table 1 Housing Trajectory**

	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
<b>Actual dwellings completed (net)</b>	527	552														
<b><u>Projected completions (net) on sites allocated in Policy HS1 (5% SLIPPAGE)</u></b>			446	512	655	676	514	426	432	407	296	241	221	221	185	94
<b>Projected completions (net) on non-allocated existing housing commitments</b>			67	67	66	66	66	0	0	0	0	0	0	0	0	0
<b>Projected Completions on Small Windfall Sites</b>					37	37	37	37	37	38	38	38	38	38	38	38
<b><u>Total Projected Completions (allowing 5% SLIPPAGE on allocated sites)</u></b>			513	579	758	779	617	463	469	445	334	279	259	259	223	132
<b>Cumulative completions</b>	3,284	3,836	4,349	4,928	5,685	6,465	7,082	7,544	8,013	8,458	8,792	9,072	9,331	9,590	9,814	9,946
<b>Target</b>	417	417	417	417	417	417	417	417	417	417	417	417	417	417	417	417
<b>Cumulative target</b>	3,336	3,753	4,170	4,587	5,004	5,421	5,838	6,255	6,672	7,089	7,506	7,923	8,340	8,757	9,174	9,591
<b>Monitor - difference between cumulative completions and cumulative target to date</b>	-52	83	179	341	681	1,044	1,244	1,289	1,341	1,369	1,286	1,149	991	833	640	355
<b>Managed Delivery Target - What remains to be completed to achieve the overall RSS target annually for each of the number of the years of the plan period remaining</b>	420	411	403	389	355	313	279	256	225	189	160	130	87	0	-223	

**Graph 1 Housing trajectory and managed delivery target, 2010/11 to 2025/26**



- 5.15 Windfall sites can be in sustainable locations and their development can enable the effective use of brownfield land, help to regenerate areas, and provide a mix of housing in terms of tenure and price. Accordingly, the development of windfall sites will be considered favourably, subject to accordance with other relevant policies in the development plan. It is expected that windfall sites will continue to come forward in the future, in particular on smaller site of less than 0.4 hectares. These sites are below the size threshold used for allocation in this plan so have not been identified as part of the plan making process. However, Chorley Council will resist inappropriate windfall development on private residential gardens. Policy HS3 in this plan sets out the Council’s approach to such proposals.
  
- 5.16 Research undertaken to inform the May 2012 Five Year Supply Statement indicated that on average 47 dwellings were permitted each year in Chorley on small windfall sites (excluding private residential gardens) of less than ten units over the period 2004 – 2012. It is accepted that not all sites will be built out; past completion analysis shows that approximately 20% of units on small sites are not built as they are on sites where planning permission expires. However, even allowing for slippage small sites are likely to continue to provide a source of housing over the plan period, which will supplement the identified supply. In addition, applications will also be approved on larger windfall sites where proposals are in accordance with the development plan, which will further boost the housing supply. The trajectory includes provision for 451 units on small windfalls sites over the plan period. The development of any windfall site has the potential to place unforeseen demand on infrastructure; this is especially the case where the sites are large. It will therefore be necessary to carefully consider the impact of windfall development on infrastructure. It may be necessary to co-ordinate the delivery of development with the delivery of infrastructure improvements.
  
- 5.17 The Council is pursuing a phased approach to the release of housing sites. This is detailed in Policy HS2.

**Policy HS1: Housing Site Allocations**

The following sites on the Policies Map are allocated and protected for housing development for the period up until 2026. Chorley Council will require a masterplan or development brief on sites identified with an \*. Sites identified with # also have land allocated for employment use as part of a mixed use development. Over the plan period it is not necessary to release private garden land for housing as a matter of principle in order to meet requirements.

Ref	Location	Greenfield or Brownfield	Total Site Area (ha)	Dwellings Available at April 2012
<b>Key Service Centre: Chorley Town</b>				
HS1.1	Eaves Green, off Lower Burgh Lane*	G	18.5	419
HS1.2	Carr Lane ( Former Vertex Site)	B	7.2	194
HS1.3	Former Lex Auto Logistics Site, Pilling Lane	B	10.1	154
HS1.4	Land off Quarry Road	B	1.5	37
HS1.5	Cowling Farm*#	G	6	158
HS1.6	Crosse Hall Mill Farm	G	7.8	65
HS1.7	Talbot Mill, Froom Street	B	4.4	149
HS1.8	Botany Bay/Great Knowley *# See also Policy EP2	G/B	9.6	200
HS1.9	Chancery Road	G	1.9	50
HS1.10	Gillibrand	G	1.5	46
HS1.11	Hodder Avenue	B	0.4	14

Ref	Location	Greenfield or Brownfield	Total Site Area (ha)	Dwellings Available at April 2012
HS1.12	Park Mills, Deighton Road	B	1.4	64
HS1.13	Land off Duke Street	G/B	1.5	70
HS1.14	Lyons Lane Mill, Townley Street	B	0.5	24
HS1.15	Railway Road	B	0.6	20
HS1.16	Initial Textile Services, Harpers Lane	B	1.0	41
HS1.17	Cabbage Hall Fields	G	0.6	11
HS1.18	Rydal House, Chorley Hall Road	B	0.8	26
HS1.19	Land adjacent to Northgate	G	0.8	21
HS1.20	Land at Southport Road	G	2.1	59
<b><u>Buckshaw Village: Strategic Site</u></b>				
HS1.21	Group 1, Former Royal Ordnance Site, Euxton Lane	B	25.4	761
HS1.22	Buckshaw Village (inc. Group 4N)	B	77.9	796
<b><u>Urban Local Service Centres</u></b>				
<b><u>Adlington</u></b>				
HS1.23	Grove Farm, Railway Road	G/B	2.5	67
HS1.24	Land Adjacent to Bolton Road*	G	7.2	170
HS1.25	Weldbank Plastics	B	0.7	20
HS1.26	Fairport, Market Place* #	B	0.9	31
<b><u>Clayton Brook/Green</u></b>				
HS1.27	Back Lane Reservoir, Back Lane	B	0.4	14
HS1.28	Radburn Works, Sandy Lane	B	2.8	17
HS1.29	Westwood Road	G	1.3	23
HS1.30	Land off Chorley Old Road, Swansey Lane	G	1.3	39
<b><u>Clayton-le-Woods</u></b>				
HS1.31	Land to the East of Wigan Road*##	G	37.14	699
HS1.32	Burrows Premises Wigan Road	B	0.8	13
<b><u>Coppull</u></b>				
HS1.33	Discover Leisure, Chapel Lane*##	B	3.9	117
HS1.34	Regent Street	B	0.5	22
HS1.35	Land at Northenden Road	G	1	19
HS1.36	Coppull Enterprise Centre, Mill Lane	B	1.3	49
HS1.37	Clancutt Lane	G	1	28
HS1.38	Mountain Road	G	0.8	22
<b><u>Euxton</u></b>				
HS1.39	Land at Sylvesters Farm	G	6.7	161
HS1.40	Land at end of Dunrobin Drive	G	1.8	36
HS1.41	37-41 Wigan Road	B	0.6	12
HS1.42	Land at Greenside	G	0.7	17

Ref	Location	Greenfield or Brownfield	Total Site Area (ha)	Dwellings Available at April 2012
<b><u>Whittle-le-Woods</u></b>				
HS1.43A	Land West of Lucas Lane	G	9.6	121
HS1.43B	Land East of Lucas Lane	G	7.1	107
HS1.43C	Land off Moss Lane	G	4.2	76
HS1.44	Hill Top Lane	G	0.9	22
HS1.45	202 Chorley Old Road	G	0.6	12
HS1.53	Little Quarries, Hill Top Lane	B	6.6	85
<b><u>Rural Local Service Centres and In Other Places</u></b>				
HS1.46	Land at Drinkwater Farm, Windsor Drive, Brinscall	G	0.4	10
HS1.47	Land Adjacent 32 Moor Road, Croston	G	0.6	24
HS1.48	Croston Timber Works Goods Yard, Station Road, Croston	B	0.9	26
HS1.49	75 Towngate, Ecclestone	G	0.4	12
HS1.50	Carrington Centre, Ecclestone (retail/employment components to be included)	G/B	2.5	62
HS1.51	Sagar House, Langton Brow, Ecclestone	G/B	2.8	66
HS1.52	Pole Green Nurseries, Charnock Richard	G/B	0.9	29
			<b>292.34</b>	<b>5,607</b>

**Phasing**

- 5.18** Chorley Council will use a phasing policy to ensure a steady supply of land availability across the Borough over the plan period and secure the necessary infrastructure and other services required for a sustainable form of development. This Local Plan focuses development in the urban areas of Chorley Town, Buckshaw Village and the Urban Local Service Centres in order to maximise access to services, facilities, employment and to help reduce the need to travel. The Core Strategy target is for 70% of new housing to be on brownfield land and the phasing policy recognises that the sustainable development of brownfield land which is within, or close to existing or proposed public transport corridors will contribute towards regeneration, viability and vitality.
- 5.19** The Framework highlights the importance of providing a supply of housing to meet the needs of present and future generations. Housing needs change over time and the supply and demand for different types and tenures of housing is influenced by factors such as the economic climate and changes to government policy. The need for affordable housing currently exceeds supply and it is imperative that affordable housing that is delivered through S106 legal agreements meets needs. Phasing the delivery of housing will enable the effective delivery of units to meet affordable and market needs that arise in the short, medium and longer terms.
- 5.20** House building activity will be monitored and measured against the indicative phasing in Appendix B , with the aim of ensuring a deliverable five-year supply of housing. As monitoring is carried out it may become necessary to update the indicative phasing in Appendix B to reflect changing circumstances. This will be undertaken in the Annual Monitoring Report.
- 5.21** The phasing is heavily weighted in favour of early housing delivery, reflecting the large number of dwellings that already have planning permission and the need to effectively re-use land that has been previously developed. This approach accords with the Government’s aim to boost housing supply. It is not the intention



that the indicative phasing in Appendix B will be used to prevent development coming forward at an earlier phase than indicated, but in delivering a flexible and responsive supply of housing land, it will be necessary to consider the impact on infrastructure. It may be necessary to co-ordinate the delivery of development with the delivery of infrastructure improvements.

### **Policy HS2: Phasing of Housing Development**

**Housing sites allocated in the Housing Allocations Policy are phased through indicative timescales identified in Appendix B . This phased approach to housing development encourages the development of brownfield sites and seeks to maintain a sufficient supply of housing land throughout the Borough over the plan period.**

**Three phases are proposed, 2012-2016, 2016-2021 and 2021-2026. Development will be encouraged in order to achieve the general sequence of development set out in Appendix B and deliver the annual rate of supply proposed under Core Strategy Policy 4: Housing Delivery.**

### **Residential Garden Development**

- 5.22** In Chorley garden developments are of some concern because they can have a negative impact on an area. Matters of concern include the impact on the general amenity of surrounding residents, inappropriate design and bulk of the buildings, privacy, reduced garden size, the impact on biodiversity, the design of the car parking, traffic generation and changes to the character of the surrounding area. Such developments are also taking place in a piecemeal manner without contributing to infrastructure and to affordable housing provision. Private Residential garden developments are not required to meet housing targets in this Plan.
- 5.23** Private residential garden sites were previously regarded as ‘brownfield land’ under the government’s definition of previously developed land and were favoured sites for developers as they were situated in residential areas, often presenting less physical issues than other brownfield sites such as old industrial contaminated sites. However, the June 2010 revision to national planning policy on housing in ‘Planning Policy Statement 3 – Housing’ changed the classification of private residential garden curtilages in built-up areas to Greenfield land. This classification has been retained in the Framework and has effectively removed the presumption in favour of development on such sites.
- 5.24** Core Strategy Policy 4: Housing Delivery – sets a requirement for housing delivery in Chorley of 417 dwellings per annum. Policy HS1 of this Site Allocations document demonstrates that the Council can meet this requirement without the need to rely on garden sites. Accordingly, Policy HS1: Housing Site Allocations expressly states that development on private residential gardens is not required as a matter of principle. There are some garden developments which are allocated by Policy HS1 as they are sites with planning permission and are therefore commitments and contribute to housing figures.
- 5.25** At the local level, the use of gardens for the construction of dwellings has often been seen to undermine the local distinctiveness of certain areas of Chorley. The Framework allows Local Authorities to set out policies to resist development of residential gardens, for example, where development would cause harm to the local area. Accordingly, the Council will resist proposals for garden development considered to harm the character and local amenity and biodiversity balance of an area.
- 5.26** There are areas that are particularly sensitive to the potential negative impact of garden development such as locally important areas and other areas where character is defined by low density housing set in mature, generous gardens, and where development could have a detrimental impact on heritage assets such as listed buildings, conservation areas and locally important areas. Accordingly, in such areas garden development will only be considered to be acceptable in exceptional circumstances, subject to other material planning considerations, providing the developer can demonstrate that the proposed development is in keeping with the character of the area.

- 5.27** When assessing applications for garden sites the Council will have particular regard to Core Strategy Policy 16; Heritage Assets, Policy BNE8; Protection and enhancement of heritage assets and BNE1; Design Criteria for New Development. These specific Policies along with any Supplementary Design Guidance will work alongside Policy HS3 to ensure development is appropriate and takes account of the character and surrounding area of any proposed development. Policy BNE10 of this Plan protects protected species in new development and should be read in conjunction with this policy.
- 5.28** When assessing applications for garden sites the council will also have regard to the relationship of development to the surrounding character in terms of density, siting, layout, massing, scale, design, materials, building to plot ratio and landscaping. The Council will also have regard to sustainability issues such as access to public transport, schools, businesses and local services and facilities.

### **Policy HS3: Private Residential Garden Development**

**In settlements applications for development within private residential gardens on sites not allocated in the Housing Allocations Policy will only be permitted for:**

- a) **Appropriately designed and located replacement dwellings where there is no more than one for one replacement.**
- b) **The conversion and extension of domestic buildings.**
- c) **Infill development on gardens. Infill is the filling of a small gap in an otherwise built-up street frontage, e.g. typically a gap which could be filled by one or possibly two houses of a type in keeping with the character of the street frontage.**

**When assessing applications for garden sites, the Council will also have regard to;**

- 1) **Sustainability, such as access to public transport, schools, businesses and local services and facilities.**

**Proposals which significantly undermine amenity and harm the distinctive character of an area will be refused.**

### **Open Space Requirements in New Housing Developments**

- 5.29** The Core Strategy highlights the importance of ensuring that everyone has the opportunity to access good sport, physical activity and recreational facilities, including children's play. The Framework requires planning policies to be based on robust and up-to-date assessments which identify specific needs and quantitative or qualitative deficits or surpluses of open space, sport and recreation facilities in the local area. This is reflected in Core Strategy Policy 24, which requires robust minimum local standards to be devised based on quantified needs, accessibility and qualitative factors and seeks developer contributions (either in the form of new provision or financial payment in lieu) where new development would result in a shortfall in provision.
- 5.30** An Open Space Study and Playing Pitch Strategy have been produced which, in accordance with the Framework, provide information on local needs, quantitative and qualitative deficits and surpluses, gaps in accessibility and set out standards to be applied to new housing developments. These documents have informed Policies HS4A and HS4B.
- 5.31** An Open Space and Playing Pitch Supplementary Planning Document will provide further guidance on the implementation of these policies and the financial contributions that will be required for off-site provision and/or improvements.

**Policy HS4A: Open Space Requirements in New Housing Developments**

All new housing developments will be required to make provision for open space and recreation facilities, where there are identified local deficiencies in the quantity, accessibility or quality and/or value of open space and recreation facilities.

Where there is an identified local deficiency in quantity and/or accessibility, open space provision will be required on-site. Where this is not appropriate, payment of a financial contribution towards off-site provision or improvements to existing open spaces and recreation facilities will be required.

Where there is an identified local deficiency in quality and/or value of existing open spaces and recreation facilities, a financial contribution towards improving these sites will be required.

On-site provision and financial contributions for off-site provision or improvements will be calculated using the following standards:

Amenity greenspace	0.73 hectares per 1,000 population
Provision for children/young people	0.08 hectares per 1,000 population
Parks and gardens	1.91 hectares per 1,000 population
Natural and semi-natural greenspace	4.64 hectares per 1,000 population
Allotments	0.07 hectares per 1,000 population

**Policy HS4B: Playing Pitch Requirements in New Housing Developments**

All new housing developments will be required to pay a financial contribution towards new playing pitch provision in the Borough or towards improvements to existing playing pitches.

The financial contribution will be calculated using a standard of 1.21 hectares per 1,000 population.

**House Extensions**

**5.32** Extensions to residential properties allow householders to increase their living space and add value to a property. However, badly designed extensions can have a negative impact on the character and appearance of the property and street scene, and can affect the residential amenity enjoyed by neighbours. A Householder Design Guidance SPD will be produced which will provide further advice on this matter.

**5.33** In addition, in the Green Belt, Safeguarded Land and Area of Other Open Countryside extensions should not result in a disproportionate increase in the volume of the original dwelling. The Rural Development SPD provides further policy guidance on extensions and alterations to dwellings and other buildings in rural areas.

**Policy HS5: House Extensions**

Permission will be granted for the extension of dwellings provided that the following criteria are satisfied:

- a) The extension respects the existing house and the surrounding buildings in terms of scale, size, design and facing materials, without innovative and original design features being stifled;
- b) There is no unacceptable adverse effect on the amenity of neighbouring properties through overlooking, loss of privacy or reduction of daylight;



- c) **The proposal does not have an unacceptable adverse impact on highway safety;**
- d) **And in the case of the Green Belt, Safeguarded Land or Area of Other Open Countryside, the proposed extension should not result in a disproportionate increase in the volume of the original dwelling. Increases of up to 50% (volume) are not considered disproportionate.**

### **Replacement Dwellings**

- 5.34** Every year, the Council receives applications to replace existing dwellings with new dwellings. Proposals for replacement dwellings, including those in rural areas, will be assessed against the provisions in this policy. The Rural Development SPD provides further policy guidance on the replacement of dwellings and other buildings in rural areas.

### **Policy HS6: Replacement Dwellings**

Permission will be granted for the replacement of dwellings provided that the following criteria are satisfied:

- a) **The proposed replacement dwelling respects the surrounding buildings in terms of scale, size, design and facing materials, without innovative and original design features being stifled;**
- b) **There is no unacceptable adverse effect on the amenity of neighbouring properties through overlooking, loss of privacy or reduction of daylight;**
- c) **Safe and suitable access to the site can be achieved;**

**And in the Case of the Green Belt, Safeguarded Land or Area of Other Open Countryside:**

- d) **The proposed replacement dwelling would not detract from the openness to a greater extent than the original dwelling; and**
- e) **The proposed replacement dwelling would not be materially larger than the dwelling it replaces nor involves enlarging the residential curtilage. Increases of up to 30% (volume) are not considered to be materially larger.**

### **Rural Infilling**

- 5.35** Policy HS7 sets out Chorley Council's approach to residential infilling in villages. It applies to smaller villages that are not specifically identified in Core Strategy Policy 1. The Framework sets out that limited infilling in villages is not inappropriate development in the Green Belt. Accordingly, this policy applies to villages that are inset from the Green Belt and villages that are in the Green Belt. However, this policy does not apply to residential infilling on previously developed sites in the Green Belt. Policy BNE5 provides the policy approach for these sites.

- 5.36** Policy HS7 should be read in conjunction with Policy HS3 on Private Residential Garden Development when schemes are proposed on residential gardens in designated rural settlements. Limited infilling is defined as the filling of a small gap in an otherwise built-up frontage, e.g. typically a gap which could be filled by one or possibly two houses of a type in keeping with the street frontage.

- 5.37** Policy HS7 provides a definition of infill development. The typical scale of rural infill envisaged by the policy is 1 or possibly 2 dwellings. This envisaged scale of development is of application to policy HS7. It does not apply to other categories of development as identified as suitable for 'other places' in Core Strategy Policy 1(f) nor to rural exception sites under Policy HS8.

### **Policy HS7: Rural Infilling**

Within smaller villages limited infilling for housing will be permitted providing the applicant can demonstrate that the following criteria are met:

- a) The existing buildings form a clearly identifiable built-up frontage;
- b) The site lies within the frontage, with buildings on either side, and its development does not extend the frontage;
- c) The proposal would complement the character and setting of the existing buildings.

Infill is the filling of a small gap in an otherwise built-up street frontage, e.g. typically a gap which could be filled by one or possibly two houses of a type in keeping with the character of the street frontage.

When assessing applications for rural infill sites, the Council will also have regard to site sustainability, including access to public transport, schools, businesses and local services and facilities.

### **Rural Affordable Housing – Rural Exception Sites**

- 5.38** The 2011 Chorley Rural Housing Needs Study identifies a significant need for more affordable housing in the rural parishes and the Council aims to provide more affordable housing in these areas, through the application of criteria based policies.

### **Policy HS8: Rural Affordable Housing - Rural Exception Sites**

A limited number of dwellings exclusively to meet a local need for affordable housing may be allowed adjoining the settlements of Abbey Village, Bretherton, Brindle, Brinscall, Charnock Richard, Croston, Eccleston, Gib Lane, Gregson Lane, Higher Wheelton, Hoghton, Mawdesley, Wheelton or Withnell providing all of the following criteria are met:

- a) There is no suitable site available within the village;
- b) The scale and nature of the development would be in character with the settlement;
- c) The development would significantly contribute to the solution of a local housing problem that cannot be solved in any other way;
- d) The occupancy of the dwellings would be limited to people with a close local connection and who are unable to afford market housing;
- e) The development is managed by a Registered Provider or similar body.

- 5.39** Policy 7 of the Core Strategy requires a higher proportion of affordable housing in rural areas than in urban areas. It sets out that, subject to site and development considerations, the target is for 35% affordable housing on sites in or adjoining villages, on sites of 5 dwellings (0.15 hectares or part thereof) or more if they have, or will have, a suitable range of services. This requirement applies to sites inside or on the edge of the village, but within the designated village boundaries. It does not apply to sites located in the Green Belt on the edge of villages.

- 5.40** Policy 7 of the Core Strategy also refers to rural exception sites. It states that on these sites there will be a requirement for 100% affordable housing, including on sites in the Green Belt. Rural Exception sites are small sites used for affordable housing in perpetuity that would not normally be used for housing; for example because they are in the Green Belt. In Chorley rural exception sites are considered to be sites outside of the village boundaries, but which adjoin the village built-up area. The Framework indicates that limited affordable housing for local community needs under policies set out in Local Plans is not inappropriate development in the Green Belt and supports the use of rural exception sites. Policy HS8 is Chorley Council's

rural exception site policy. For the purposes of development management a limited number of dwellings is considered to be a maximum of ten units.

### **Conversion of Rural Buildings in the Green Belt and Other Designated Rural Areas**

- 5.41** There are often opportunities for converting or re-using buildings in the rural areas, especially as changes in agriculture render barns and buildings redundant to their original use. Such re-use or adaptation can help reduce demands for new buildings in the countryside and can be the means of conserving traditional buildings which are a distinctive feature in the rural landscape. Further guidance is provided in the Rural Development Supplementary Planning Document. The SPD states “re-use for business, community or tourism purposes will usually be preferable to residential use because they typically require less alteration. Where business, community or tourism uses are not feasible, residential conversions may be more appropriate in some locations and for some types of building.” In these instances, “Chorley Council will require the submission of a report demonstrating that it is not practical or financially viable to use the building for business, community or tourism purposes or where there is an amenity or environmental reason why these uses are not acceptable.”

### **Policy HS9: Conversion of Rural Buildings in the Green Belt and Other Designated Rural Areas**

**The re-use of existing buildings in the Green Belt, Safeguarded Land and Area of Other Open Countryside will be allowed providing all of the following criteria are met:**

- a) The proposal does not have a materially greater impact on the openness of the Green Belt and the purposes of including land in it;**
- b) The proposal would not harm the character or quality of the countryside or landscape;**
- c) The re-use of the building must not be likely to result in additional farm buildings which would have a harmful effect on the openness of the Green Belt;**
- d) If an agricultural building, it is not one substantially completed within ten years of the date of the application;**
- e) The building is of permanent and substantial construction and capable of conversion without more than 30% reconstruction;**
- f) The building must be capable of conversion without the need for additions or alterations which would change its existing form and character. Particular attention will be given to curtilage formation which should be drawn tightly around the building footprint and the requirement for outbuildings, which should be minimal;**
- g) The building must already have, or there exists the capability of creating, a reasonable vehicular access to a public highway that is available for use without creating traffic hazards and without the need for road improvements which would have an undue environmental impact;**
- h) The development would not result in the loss of or damage to any important wildlife habitat or protected species.**

### **Agricultural Workers’ Dwellings in the Countryside**

- 5.42** The majority of the Green Belt and Area of Other Open Countryside is used for agricultural activities. Chorley Council recognises a need to support rural activities and accepts that on occasions new dwellings in the countryside may be required. However, it is important that Green Belt principles are not undermined by speculative development and therefore Chorley Council will need to have evidence that development is essential and outweighs Green Belt considerations. Policy HS10 is designed to guide and control the construction of new agricultural workers’ dwellings in the countryside.

- 5.43** The restrictions which apply to dwellings outside settlements may be overcome if an essential need for a new dwelling can be established in connection with existing agricultural, horticultural, forestry or other appropriate rural based enterprise is genuine. It is the need of the enterprise concerned, not the personal preferences or circumstances of any of the individuals concerned, which is relevant. The purpose of the functional test is to establish that it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times to provide essential care at short notice or to deal with emergencies that could otherwise cause loss of crops or products.
- 5.44** New permanent accommodation cannot be justified on agricultural grounds unless the farming enterprise is economically viable. A financial test is necessary for this purpose and to provide evidence of the size of the dwelling which the unit can sustain. The unit and the agricultural activity concerned should have been established for at least three years, have been profitable for at least one of them, are currently financially sound and have a clear prospect of remaining so.
- 5.45** The availability of alternative accommodation in the vicinity or nearby settlements will be a factor in determining applications because the functional need could not be fulfilled by another existing dwelling on the unit or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned. The history of the holding may be an important consideration. For example, planning permission will not normally be granted where residential buildings have been disposed of recently or the new need has arisen because of fragmentation of the holding.
- 5.46** Care should be taken to choose a site which is well related to existing farm buildings or other dwellings, provided other normal planning requirements, for example on siting and access, are also satisfied. Dwellings which are unusually large in relation to the agricultural needs of the unit, or unusually expensive to construct in relation to the income it can sustain in the long term, will not normally be permitted. It is the requirements of the enterprise rather than of the owner or occupier which are relevant to determining whether or not a new dwelling is justified.
- 5.47** In order to avoid a proliferation of dwellings in the open countryside, the Council will attach agricultural occupancy conditions to ensure that any dwelling is kept available for meeting its original purpose. It may also be necessary to impose a condition or to secure a planning obligation relating to the existing accommodation on the agricultural or forestry unit.
- 5.48** Where a new farming enterprise is not yet viable planning approval for a permanent dwelling will not be granted. If a new dwelling is essential to support a new farming activity whether on a newly-created agricultural unit or an established one, it should normally, for the first three years, be provided by temporary accommodation, such as a residential caravan provided that the criteria set out in policy HS10 can be met. After three years the temporary accommodation will have to be removed and planning permission will not be granted for permanent accommodation unless all of the requirements for such accommodation can be satisfied.
- 5.49** Farm dwellings often have agricultural occupancy conditions attached to ensure that they are retained for the use of agricultural workers. These dwellings often come under pressure to have the agricultural occupancy conditions removed. However, such dwellings may be required to meet the immediate and future needs of the associated farming enterprise and the needs of other farms in the locality. Applications for the removal of agricultural occupancy conditions will therefore be the subject of careful consideration in order to assess whether a long term need for an agricultural worker's dwelling has been established.
- 5.50** The onus will be on the applicant to prove that such a need no longer exists. Information as to how, when and for how long an agricultural worker's dwelling has been marketed will be taken into consideration in assessing the longer term need for such dwellings. The advice of the County Council's Land Agent will be sought to affirm the situation.

**Policy HS10: Agricultural Workers' Dwellings in the Countryside**

Outside the defined settlements and existing urban areas shown on the Policies Map, the erection of a new dwelling will only be permitted when accommodation is required to enable agriculture, horticulture, forestry (or other rural based enterprise) workers to live at, or in the immediate vicinity of, their place of work.

- a) New permanent dwellings will be allowed to support existing agricultural or forestry activities on well-established agricultural or forestry units provided that:
  - i. There is a clearly established functional need;
  - ii. The functional need relates to a full time worker or one primarily employed in agriculture, forestry or rural based enterprise activities;
  - iii. The unit and the agricultural or forestry activity concerned have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so;
  - iv. The functional need could not be fulfilled by another dwelling on the unit or any other existing accommodation in the area which is suitable and available; and
  - v. The siting of the proposed dwelling is well related to the existing farm buildings or its impact on the landscape could be minimised.
  
- b) If a new dwelling is essential to support a new farming or forestry activity on an established unit or on a new agricultural unit, an application should be made for temporary accommodation. The application should satisfy all the following criteria:
  - i. There is clear evidence of a firm intention and ability to develop the new enterprise concerned;
  - ii. a functional need relating to the enterprise;
  - iii. There is clear evidence that the new activity has been planned on a sound financial basis;
  - iv. the functional need could not be fulfilled by another existing dwelling on the unit or any other existing accommodation in the area which is suitable for and available for occupation by the workers concerned;
  - v. the proposal would not give rise to significant environmental damage, particularly in relation to its impact on the landscape;
  - vi. satisfactory vehicular access and parking can be achieved within the site;
  - vii. satisfactory infrastructure including drainage facilities are available.
  
- c) Where existing dwellings are subject to conditions restricting occupancy, applications to remove such conditions will not be permitted unless the applicant can demonstrate that there is no longer any realistic agricultural or forestry need both from the enterprise and the locality for the restriction to be maintained by meeting all the following criteria:
  - i. the essential need which originally required the dwelling to be permitted no longer applies in relation to the farm unit and that the dwelling will not be required similarly in the longer term;
  - ii. the property has been actively marketed in specialist and local press and estate agents at least once a month for a minimum of 12 months; and
  - iii. the advertised selling price is realistic given the age, size, condition and location of the property and
  - iv. following marketing that meets criteria c) ii) and iii) above, no realistic offers have been made to the vendors from people eligible to occupy the dwelling meeting the terms of the planning condition concerned.



## **Gypsy, Traveller and Travelling Showpeople Sites**

**5.51 National planning policy 'Planning policy for Traveller sites' (March 2012) highlights that the traditional and nomadic way of life of Gypsies, Travellers and Travelling Showpeople should be facilitated while respecting the interests of the settled community.**

**5.52. Working with Preston and South Ribble a Central Lancashire Gypsy and Traveller Accommodation Assessment (GTAA) was commissioned in July 2013 and finalised in January 2014. The purpose of the study was to assess overall accommodation need and distribution for each participating local authority, undertaken in a manner which conforms to national policy. It found a need for 5 permanent pitches in Chorley and a transit need of 15 pitches across Central Lancashire (If provided individually Chorley's specific need is for 3 transit pitches). No need for a Travelling Showpeople site was found.**

**5.53 In light of this the Council has allocated a site for a minimum of 5 permanent pitches at Cowling Farm, Chorley on 0.4ha of land.**

**5.54 The Council recognises that the Gypsy and Traveller and Travelling Showpeople population can be hard to reach when undertaking GTAAs and that there may be a need resulting from overcrowding on existing sites, concealed households or those living in bricks and mortar which the current GTAA has been unable to identify.**

**5.55 In light of this the Council now commits to undertake further work on the Gypsy and Traveller Accommodation Assessment (GTAA) within 12 months (from February 2014), with a view to resolving the outstanding concerns as highlighted in the annex to the Inspector's letters dated 7 February and 3 March 2014. The Council also makes the commitment to produce jointly with the neighbouring authorities of South Ribble and Preston a separate Gypsy and Traveller and Travelling Show People Accommodation Local Plan, in line with the outcomes of the further GTAA work, to include transit site provision. The timescales for this work are documented within the updated Local Development Scheme (LDS).**

**5.56 In carrying out this work and in the assessment of any future planning applications that may come forward, the Council recognises the need to ensure fair and equal treatment for the Gypsy and Traveller and Travelling Showpeople communities, and the need to facilitate the traditional and nomadic way of life of Travellers while respecting the interests of the settled community.**

**5.57 Any future planning applications submitted to the Council relating to Gypsy and Traveller and travelling show people sites will be assessed on the basis of the Central Lancashire Core Strategy Policy 8 and the national Planning Policy for Traveller Sites, or any subsequent national policy.**

**5.58 In order to deliver this site the Council will develop a masterplan describing and illustrating the proposed development form. It will show how that form will achieve the intended vision for the place, and how a distinct and appropriate character will be created. It will also describe how the project will be implemented through a delivery strategy which will set out phasing, timing and funding.**

### **Policy HS11: Gypsy and Traveller and Travelling Showpeople**

**Within the mixed use allocation HS1.5/EP1.6 Cowling Farm, provision will be made for a minimum of 5 permanent Gypsy and Traveller pitches on 0.4ha of land.**

## 6. Delivering Economic Prosperity

### Core Strategy Objectives

- SO10: To ensure there is a sufficient range of sites available for employment purposes.
- SO11: To achieve the retail and leisure potential of Chorley town centre and ensure the district and local centres provide for local needs.
- SO12: To create, enhance and expand tourist attractions and visitor facilities in the town centre and appropriate rural locations.
- SO13: To sustain and encourage appropriate growth of rural businesses, taking into account the characteristics of the urban fringe and wider countryside.
- SO14: To ensure appropriate education facilities are available and skills deficiencies are addressed.

### Key Core Strategy Policies

- Policy 9: Economic Growth and Employment
- Policy 10: Employment Premises and Sites
- Policy 11: Retail and Town Centre uses and Business based Tourism
- Policy 12: Culture and Entertainment Facilities
- Policy 13: Rural Economy
- Policy 14: Education

### Introduction

**6.1** The long term sustainability of Chorley depends on developing the local economy and providing enough jobs for existing and future generations. Economic growth is essential to assist with both the protection and restructuring of the local economy, to ensure there are jobs for local people and commuters into the area; to attract firms to the borough, help existing companies expand, foster the creation of new firms and at the same time reduce dependence on the private car for work. Chorley Council is working closely with the Lancashire Enterprise Partnership for endorsement of activities.

**6.2** In the interest of sustainable development, as well as the economic, environmental and social well-being of the borough's residents, it is important that greater employment opportunities are created or facilitated within the borough. The creation of employment opportunities is strongly linked to the availability and protection of suitable sites for employment.

## Employment

### Employment Site Allocations

**6.3** Core Strategy Policy 9 identifies the potential for economic growth within the area and the opportunity to provide enough jobs and services if employment land is made available. The Core Strategy sets out the amount of economic land required within the B Use Classes (B1 -Business; B2 -General Industrial and B8 - Storage or Distribution) over the period to 2026 (see Table 1). This can come from the re-use of vacant premises, re-development of existing employment sites or areas, as well as new development sites. Table 1 sets out the employment land requirements for Chorley for the period 2010 -2026 and supply of employment land in the Borough.

**6.4** Core Strategy Policy 1 allocates Buckshaw Village as a Strategic Site for mixed use including employment. Policy 9 (c)i of the Core Strategy also supports regionally significant schemes for employment at Buckshaw Village. The Revolution regional investment site, Southern Commercial and the Group 1 site are being developed to create substantial employment growth at Buckshaw which is highly accessible and in close proximity to the M6, M61 and M65 motorways. The area has a regular bus service, cycle and footpath routes and a railway station and park and ride on the Preston - Manchester line opened in 2011.

**Table 2 | Employment Land Supply Requirements**

Land Supply	Hectares
<b>Chorley Employment Requirement 2010 - 2026</b>	<b>112</b>
Employment Completions 2010 – 2012(as at 31.03.2012)	5.01
Residual Requirement	106.99
Commitments on Unallocated Sites	11.87
Commitments on Allocated Sites	14.11
Existing Allocations Carried Forward	38.53
Proposed New Allocations	36.10
<b>Total Employment Land Supply</b>	<b>100.61</b>

- 6.5** Core Strategy Policy 9 (d)i allocates Botany Bay/Great Knowley, Chorley as an employment site for sub regionally significant development. The Core Strategy states Botany Bay/Great Knowley is a large (approximately 20 hectare) greenfield site adjoining the Leeds and Liverpool Canal in close proximity to Junction 8 of the M61 and ranked as a “Good Urban” site in the Employment Land Review. Chorley Council will require a comprehensive masterplan for allocations EP1.1, EP1.2 and HS1.8 in this locality and the provisions are covered by Policy EP2 in this Local Plan.
- 6.6** Core Strategy Policy 9 (b) and (c) identifies local office schemes will be acceptable in Chorley Town Centre and other major developments for employment will be located in Chorley Town.
- 6.7** The Core Strategy directs some employment growth to Adlington, Clayton Brook/Green, Clayton-le-Woods (Lancaster Lane), Coppull, Euxton and Whittle-le-Woods, reflecting their roles as Urban Local Service Centres. Ecclestone. Brinscall/Withnell is also considered suitable for limited employment growth, reflecting their role as Rural Local Service Centres.
- 6.8** Existing employment allocations from the Chorley Local Plan Review have been reviewed and only those that are suitable, available and deliverable are carried forward as an employment allocation. The viability of other sites for an element of employment use has been enhanced with proposals for flexible mixed use. The range of sites allocated in Policy EP1 assists in catering for the employment needs of businesses and will improve skill opportunities in the borough. It is important to protect all new allocations for employment including greenfield sites which have no previous employment use on site and therefore Chorley Council will expect all allocated sites identified under Policy EP1 to also be covered by criteria (a) to (h) of the Core Strategy Policy 10.

**Policy EP1: Employment Site Allocations**

The following sites shown on the Policies Map are allocated and protected for business, general industrial or storage and distribution (Use Classes B1, B2 or B8 respectively) in the period 2010- 2026. Chorley Council will require a masterplan or development brief on sites identified with an \*(M/DB). Sites identified with # are also suitable for housing use as part of a mixed use development.

<u>Location</u>	<u>Hectares</u>	<u>Use Class</u>	<u>Policy</u>
<b><u>Key Service Centre: Chorley Town</u></b>			
EP1.1 Great Knowley*#} employment site for sub-regionally	14.1	B1, B2)	EP2
EP1.2 Botany Bay*# } significant development	5.90	B1, B2, B8, C1}	EP2
EP1.3 Land to North East of M61 Junction* (Gale Moss)	6.90	B1, B2, B8	
EP1.5 North of Euxton Lane*	13.1	B1, B2, B8	
EP1.6 Cowling Farm*#	3.50	B1, B2, B8	
EP1.7 Land at Ackhurst Business Park	0.50	B1, B2. B8, A2	
EP1.8 Lyons Lane Mill, Townley Street	0.50	B1, B2	
EP1.9 Woodlands Centre, Southport Road	0.80	B1, A2,	
EP1.10 Stump Lane	<u>0.28</u>	B1, B2	
	45.58		
<b><u>Buckshaw Village: Strategic Site</u></b>			
EP1.11 The Revolution	13.80	B2, B8	
EP1.12 Group 1	5.40	B1, B2,	
EP1.13 Southern Commercial	<u>7.76</u>	B1, B2, B8	
	26.96		
<b><u>Local Urban Service Centres</u></b>			
<b><u>Adlington</u></b>			
EP1.14 Fairport, Market Place*#	0.60	B1, B8	
<b><u>Clayton-le-Woods</u></b>			
EP1.15 Land east of Wigan Road*#	<u>15.0</u>	B1, B2, B8	
	15.60		
<b><u>Rural Local Service Centres and In Other Places</u></b>			
EP1.17 Rear of New Street, Mawdesley	<u>0.60</u>	B1	
	0.60		
	=====		
<b>Employment Allocations Total</b>	<b>88.74</b>		

**Botany Bay/ Great Knowley**

**6.9** An area comprising 32.5 hectares to the east of junction 8 of the M61, Chorley is a highly accessible part of the Borough and includes 2 distinct sites (Botany Bay and Great Knowley) that are divided by the Leeds and Liverpool Canal. The area includes a sub-regionally significant development site identified in the adopted Core Strategy for approximately 20 hectares of employment land. Part of this area was previously allocated in the adopted Chorley Local Plan Review for employment uses and safeguarded land for future development needs. Chorley Council recognises this area for its sub regional context and releases safeguarded land in this location to meet the Borough’s requirements to 2026.

- 6.10** The Botany Bay site (EP1.2) is bounded by the M61 and the Leeds Liverpool Canal, and the Great Knowley site (EP1.1) is situated to the east of the Canal extending further eastwards to existing residential development at a higher level on Blackburn Road and Blackburn Brow. Both sites are in multiple land ownerships and include existing uses.
- 6.11** The northern part of the western site (Botany Bay) already benefits from unimplemented planning consents for mixed use development (B1- Business, B2 - General Industry and B8 - Storage or Distribution, C1 - Hotel and A4 - Drinking Establishment uses). The southern part of the western site (Botany Bay) has permission for offices and benefits from existing uses including retail at Botany Mill.
- 6.12** The whole area has the potential to accommodate a flexible mixed use scheme, subject to national policy in the Framework, policies in the Core Strategy and other relevant policies of this Local Plan e.g. policy on affordable housing in relation to residential development and in the case of any retail development a retail impact assessment. The area is visually prominent, steeply sloping in part and will require a well-designed scheme that responds to the sites context, makes the most of environmental, heritage and leisure assets, takes account of the waterfront potential of the Leeds Liverpool Canal and existing residential properties located on Blackburn Road set above the developable area, and delivers the necessary sustainability, transport, connectivity, accessibility (including public transport) and infrastructure requirements. Chorley Council therefore requires a Masterplan and will work in partnership with key landowners and key stakeholders to ensure a Masterplan is prepared.
- 6.13** Development on the M61 Botany Bay site (EP1.2) should comprise a mix of uses to take advantage of the site's prominence, accessibility and existing retail use. A number of the uses listed in the policy are main town centre uses as defined in the Framework. Development proposals for main town centre uses will be subject to the impact tests set out in the Framework, relevant policies of the Core Strategy, and this Local Plan.
- 6.14** Any proposed development must make a positive contribution to the local environment and consider the site's form and character making positive use of features such as the Leeds Liverpool Canal which runs through the central part of the site. Development must be of a high quality design using construction methods and materials that make a positive contribution to design quality, character and appearance. The development must contribute towards the sustainable use of resources. Implementation of development must be in accordance with an agreed Design Code/Masterplan.
- 6.15** In light of the mix of uses proposed, the site's natural features and relationship to surrounding uses, development is likely to come forward in a number of distinct phases. The infrastructure associated with the overall development and each individual phase will be subject to production of a phasing and infrastructure delivery schedule to be contained in the Masterplan. Site access will be a key consideration. Access from the A674 roundabout to the Botany Bay Village is currently available and this or a new access arm coming off the A674 roundabout could be the principal access to the site. However, the Highway Authority at Lancashire County Council has indicated that a number of access solutions may be acceptable and the issue will be progressed through the masterplanning process.
- 6.16** Development proposals will be subject to a Scoping Study, a Transport Assessment and Travel Plan. This must be agreed with Lancashire County Council and the Highways England . Appropriate measures must be put in place to address any impacts the development may have on the strategic and local road networks. A Travel Plan will seek to ensure that the development promotes the use of public transport, walking and cycling.
- 6.17** A public footpath (No26) runs through the Botany Bay site and crosses over the Leeds and Liverpool Canal at Knowley Bridge into the Great Knowley site.

**Policy EP2: Botany Bay/Great Knowley Area – Sub-Regional Employment and Mixed Use Site**

Within the area defined on the Policies Map at Botany Bay/Great Knowley, new development, redevelopment or change of use will be permitted subject to the following:

- a) Comprehensive development of the site is demonstrated through a masterplan;
- b) The implementation of development in accordance with an agreed design code;
- c) A phasing and infrastructure delivery schedule for the area; and
- d) An agreed programme of implementation in accordance with the masterplan.

**Botany Bay (EP1.2) - (Site area 8.8 hectares)**

- i. Employment uses comprising B1 (Business), B2 (General Industrial) and B8 (Storage or Distribution);
- ii. Hotel (Use Class C1), Restaurants and cafes (Use Class A3) and drinking establishments (Use Class A4);
- iii. Leisure uses (Use Class D2);
- iv. Retail (Use Class A1);
- v. Pedestrian and cycle route adjacent to the canal.

Residential uses may also be permitted if the nature of the employment use would support residential use above ground floor level.

**Botany/Great Knowley (EP1.1) - (Site area 23.7 hectares)**

- i. Employment use comprising B1 (Business) and B2 (General Industrial);
- ii. 200 residential units;
- iii. Restaurants and cafes (Use Class A3) and drinking establishments (Use Class A4);
- iv. Water based leisure/recreation uses such as marina adjacent to the canal; and
- v. Pedestrian and cycle route adjacent to the canal with connectivity to the existing canal towpath.

**All Employment Premises and Sites**

- 6.18** A key feature of the Framework and of the Chorley, Preston and South Ribble Employment Land Review 2009 findings is that it is essential to have a wide range of different sites for different employment users to help achieve economic growth. A range of existing, including fully developed industrial estates and business parks and proposed sites were evaluated into categories taking account of market attractiveness and factors. Generally the modern estates and business parks scored highly on the assessment and are categorised 'Best Urban' or 'Good Urban'. Older individual premises generally scored less well, being classed as 'Other Urban' premises, because they are less suited to modern needs. However in the main these premises are quite acceptable to firms that use them and cater for businesses that require affordable accommodation with lower rental levels. These premises are invariably close to residential areas and close to local supplies of labour making journeys to work short and inexpensive.
- 6.19** All existing employment premises and sites last used for employment ranging from offices to industrial premises will be retained, in keeping with the Core Strategy Policy 10 – Employment Premises and Sites, which seeks to protect employment sites for employment use, and only release employment sites for housing/alternative uses where they are supported by a viability assessment and a marketing period of 12 months.
- 6.20** A Supplementary Planning Document on Controlling Re-Use of Employment Premises expands on the Policy 10 criteria and definition of employment uses, and provides advice on viability, on marketing the re-use and redevelopment of a site/premises for employment purposes; on the costs of the work, and on the

regeneration of the employment site. The SPD also provides advice and information on price, tenure, advertisements, mixed use developments, non B- Use Class Developments and also includes a Marketing campaign checklist.

### **Development Criteria for Business and Industrial Development**

- 6.21** The development of new business, industrial and storage and distribution uses will be expected to be of a high standard of design, layout and landscaping, relative to the location and scale of the development, to minimise its impact on the surrounding uses and the environment. Within other employment areas new development should be of a high environmental standard relative to the location and scale of the development. Landscaping, design and security fencing should ensure the development improves the attractiveness of the employment areas and adequately screens and enhances the appearance of the area. Landscaping and tree planting should minimise any impact upon adjacent householders.

### **Policy EP3: Development Criteria for Business and Industrial Development**

**Proposals for new business, industrial and storage and distribution uses, including extensions to existing premises, will be permitted if they satisfy the following criteria:**

- a) they are of a scale and character that is commensurate with the size of the settlement;
- b) the site is planned and laid out on a comprehensive basis;
- c) the proposal will not prejudice future, or current economic activities within nearby areas;
- d) the proposal will not cause unacceptable harm e.g. noise, smells to surrounding uses;
- e) the site has an adequate access that would not create a traffic hazard or have an undue environmental impact;
- f) the proposal will be served by public transport and provide pedestrian and cycle links to adjacent areas;
- g) open storage areas should be designed to minimise visual intrusion;
- h) adequate screening is provided where necessary to any unsightly feature of the development and security fencing is located to the internal edge of any perimeter landscaping;
- i) on the edges of industrial areas, where sites adjoin residential areas or open countryside, developers will be required to provide substantial peripheral landscaping;
- j) the development makes safe and convenient access provision for people with disabilities;
- k) the buildings are designed, laid out and landscaped to maximise the energy conservation potential of any development, and to minimise the risk of crime;
- l) the proposal will not result in surface water, drainage or sewerage related pollution problems; and
- m) the proposal incorporates measures which help to prevent crime and promote community safety.

- 6.22** Proposals in rural settlements will be encouraged but should aim to meet the needs of local businesses and the local workforce, by assisting to reduce or discourage further increases in commuting to other employment facilities or areas and by creating a sustainable use that relates to the local public transport network. It will be necessary to consider the impact on infrastructure and it may be necessary to co-ordinate the delivery of development with the delivery of infrastructure improvements.

### **Employment Development in Residential Areas**

- 6.23** The sites and areas allocated in this Local Plan will not cater for all employment uses, especially small businesses or the self-employed including live/work. The valuable contribution these types of uses make to the local economy is recognised for the jobs created and investment in the area. However, this recognition has to be balanced against protecting existing uses and amenity, especially in residential areas.

## Policy EP4: Employment Development in Residential Areas

**New small scale employment development (Use Classes B1, B2, B8, A1, A2), will be permitted in areas where housing is the principal land use provided there would be no detriment to the amenity of the area in terms of scale, character, noise, nuisance, disturbance, environment and car parking.**

## Shopping

### Retail Hierarchy

- 6.24** Core Strategy Policy 11 sets out Chorley's shopping hierarchy of centres, comprising Chorley Town Centre as the principal shopping area in the Borough followed by the District Centres of Clayton Green and Buckshaw Village. In addition to this hierarchy there is a network of supporting Local Centres within Chorley Borough. Having a retail hierarchy protects the centres by focusing growth and investment on them. It also helps to encourage developments of an appropriate type and scale.
- 6.25** The retail hierarchy directs retail development and main town centre uses (defined by the Framework) to Chorley Town Centre. Retail development and growth elsewhere in the borough will be managed so as to not undermine this and limited to levels which are appropriate to the location. With regards to District and Local Centres, this allows a reasonable degree of flexibility as these have an important local community role and, generally, will serve a different purpose to the Town Centre, with little or no conflict. Even so, care will be needed to avoid, for example, a single excessively large retail outlet which undermines viability and vitality of centres and the retail hierarchy with the Town Centre or undermining the healthy mix of functions within the Local Centre.

### Delivering the Retail Strategy

- 6.26** To maintain the balance between the role and function of Chorley Town Centre, the District Centres and Local Centres, Chorley Council will apply the sequential test and impact assessment to new retail development and main town centre uses, as set out in the Framework and Planning Practice Guidance . The Sequential Test requires major retail, cultural and service development to be located on the most central sites in town centres before considering less central sites. A sequential test will apply to planning applications for main town centre uses that are not in an existing centre. The aim is to minimise the need to travel, provide a diverse range of services in the one central location and make facilities accessible to all. This approach is intended to sustain and focus growth and investment in the Town Centre.
- 6.27** The Impact assessment is required for planning applications for retail, leisure and office development outside of town centres where the development is 2,500sq m and over, to ensure they would not detrimentally impact the function, vitality and viability of the borough's hierarchy of centres. The Impact assessment will be particularly relevant to edge-of-centre and out-of-centre proposals. In assessing vitality and viability consideration will be given to pedestrian flows, vacancy rates, numbers and range of facilities, quality of the urban environment and the general performance of the centre.
- 6.28** The Core Strategy seeks to direct the largest development towards the Town Centre, but also allowing flexibility for the market to respond to meeting needs in the District Centres, Local Centres and other areas of the borough where opportunities arise.

### The Town Centre

- 6.29** Chorley's Town Centre as defined by the Policies Map plays an important role as a contemporary market town with a mix of national retailers and specialist shops and is famous for its covered and outdoor markets. It is served by a bus/rail interchange and the Market Walk Shopping Centre provides facilities for people across the Borough.



**6.30** Chorley Town Centre will be the focus for new retail development. This will maintain and improve the vitality and viability of the town centre to fulfil its Key Service Centre role. It will also preserve the market town character, encourage local specialist shops to remain in the town centre, support a range of other retailers and services, thereby improving the centre's appearance and accessibility, and supporting town centre development providing for tourists and visitors. There is opportunity to improve and enhance the day and evening economy in Chorley Town through investment in restaurants, cafes and pub establishments. The type of uses considered appropriate for town centres are set out in the Framework and include retailing, leisure, entertainment, office, arts, cultural and tourist facilities including hotels, all of which are sustained by good accessibility by a choice of means of transport.

#### **Retail Site Allocations in Chorley Town**

**6.31** The Central Lancashire Retail and Leisure Review 2010 identifies capacity for additional and convenience shopping floor space that can be provided for over the period to 2026. The Study undertook a health check assessment for Chorley Town Centre and identified within the town centre boundary the need for:

- An extension to the Market Walk shopping centre, and
- A new mainstream foodstore to enhance choice

**6.32** Market Walk is the shopping focus of the town centre attracting high flows of shoppers. An extension to the existing Market Walk centre could provide a logical extension to the town centre primary shopping core. Planning approval has been granted for an extension to the Market Walk shopping centre for a Class A1 retail unit (1,707m<sup>2</sup>). This scheme covers part of the Flat Iron car park and includes replacement car parking provision and allows the Tuesday market to remain in situ.

**6.33** An Asda food store comprising 7,335m<sup>2</sup> (4,088 m<sup>2</sup> net) has been built on the Bolton Street /Pall Mall site, Chorley. As part of the development, improvements have been made to Market Street extending as far as George Street to include improved pedestrianisation, street furniture and trees. This creates a friendlier pedestrian environment and will encourage café/restaurant uses to support the day and evening economy.

**6.34** The site of the former Graham store, Gillibrand Street, Chorley is available for retail uses on the ground floor. There is a change of levels across the site and a mix of other uses could be accommodated including residential use, other commercial or leisure uses or an educational use possibly linking to the existing resources at the nearby Runshaw College establishment.

**6.35** The site adjoining the corner of High Street/Cleveland Street, Chorley has been demolished following a fire and is available for retail use and could accommodate residential use above ground floor level.

#### **Policy EP5: Retail Site Allocations in Chorley Town**

The following sites defined on the Policies Map are allocated for retail development within Chorley Town Centre:

**EP5.1 Flat Iron Car Park**

**EP5.2 Bolton Street/Pall Mall**

**EP5.3 5-9 Gillibrand Street**

**EP5.4 High Street/Cleveland Street**

#### **Chorley Town Primary Shopping Area, Primary and Secondary Frontages**

**6.36** The Primary Shopping Area within Chorley Town Centre is shown on the Policies Map and is a defined area where retail development is concentrated. Within the Primary Shopping Area, the Primary Frontage Area defined on the Policies Map identifies the high concentration of retail use frontages (A1 use class) in the

central part of the Town Centre. It is important to maintain retail uses (A1 use class) in the Primary Shopping Area to maintain its attractiveness as an accessible shopping destination that contributes strongly to the vitality and viability of the Town Centre.

- 6.37** The development management policy approach also allows for A2 (financial and professional services), A3 (restaurants and cafes), A4 (drinking establishments) and A5 (hot food takeaways) uses in recognition of the fact that a proportionate amount of complementary non- A1 activities (such as food and drink outlets e.g. cafes and restaurants; public houses and financial services) can make a positive contribution to the street scene, support vitality and viability of shopping areas and encourage the continued use of the town centre outside normal shopping hours.
- 6.38** The Secondary Frontage in Chorley Town Centre as defined on the Policies Map provides an important supporting role to the primary shopping area. It includes mixed retail and office uses such as banks and building societies which require central locations, and provides greater opportunities for a diversity of uses to enhance the overall vibrancy of the Town Centre. Smaller retail and “specialist” shops can locate here benefiting from close association with one another. Part of the Secondary Frontage in Chorley Town is located within the Primary Shopping Area as secondary frontages are contiguous and closely related to the Primary Frontage. Non- retail uses including residential use without window displays will not be permitted at ground floor level. Separate uses of upper floors of premises for residential and office use are common and development proposals should not prejudice their effective use.
- 6.39** The Central Lancashire authorities have jointly prepared a Supplementary Planning Document (SPD) on Access to Healthy Food. This expands upon Core Strategy Policy 23: Health. Its primary aim is to address the lack of access to healthy food choices due to the concentration of hot food takeaways in some locations. Hot food takeaways will be permitted provided that they do not result in an over concentration of hot food takeaways to the detriment of the retail function of the centre as a whole.

#### **Policy EP6: Chorley Town Primary Shopping Area, Primary and Secondary Frontages**

**Within the Primary Shopping Area of Chorley Town as shown on the Policies Map, Class A1 use (shops) will be permitted at ground floor and first floor levels. Class A3 use (restaurants and cafes), Class A4 use (drinking establishments), Class A5 use (Hot food takeaways) and with the exception of properties in Market Walk, Class A2 use (financial and professional services) will be permitted in circumstances where they do not adversely impact either individually or cumulatively, on the function, vitality and viability of the Primary Frontage.**

**Within the Secondary Frontage area as shown on the Policies Map, a combination of retail and town centre uses as defined by the Framework will be permitted where they maintain and enhance the vitality of this area. This can include some development and change of use which:**

- a) Promotes the evening and daytime economy;**
- b) Provides for independent retailers that contribute to the overall vitality of the Town Centre; and**
- c) At first floor level, provides offices and residential uses.**

**Class A5 use (hot food takeaways) will be permitted where they do not adversely impact either individually or cumulatively, on the function, vitality and viability of the Secondary Frontage.**

**Proposals for residential use at ground floor level will not be permitted within the secondary frontage area.**

#### **Development and Change of Use in District and Local Centres**

- 6.40** Core Strategy Policy 11 (e) is worded to maintain, improve and control the mix of uses in the existing District and Local Centres so as to appropriately serve local needs. Maps at Appendix F show the District and Local Centre boundaries. The Core Strategy identifies the location of two District Centres in the Borough. The existing Clayton Green Centre comprises an Asda supermarket, public house, offices and local public facilities including a sports centre and library. The District Centre at Buckshaw Village contains a Tesco Express store and will also include shops, restaurants, cafes and a nursery when completed.
- 6.41** The Local Centres play an important role in the borough's retail hierarchy as well as acting as social centres and places of employment providing the function of convenience shopping, a range of services and community facilities to a local area. The Local Centres in the borough vary in size, with some having only a handful of units and others being larger which support a number of local shops and basic services, meeting local residents' daily (top up) shopping needs. In rural areas, larger villages may perform the role of a local centre.
- 6.42** The scale and type of development proposed needs to directly relate to the role and function of the District and Local Centre and the proposal should not have a significant adverse impact upon the vitality and viability of Chorley town centre (or where appropriate, other Local Centres). Specific sites will also need to be accessible by walking, cycling and public transport.
- 6.43** In accordance with the supplementary planning document for Access to Healthy Food, hot food takeaways (A5 use class) will only be permitted in District and Local Centres where they would not result in an over concentration of hot food takeaways to the detriment of the retail function of the centre as a whole.
- 6.44** The Council have extended the boundaries of two Local Centres – Eccleston (Carrington Centre) and Adlington (Market Place). At the Eccleston (Carrington Centre) a replacement local centre parade, and supermarket has been built. The Adlington (Market Place) Local Centre is extended to support the development of a supermarket/appropriate retail, with the potential to accommodate limited D1 (Non-residential Institutions) and D2 (Assembly and Leisure) at first floor level, appropriate to the role and function of this centre in light of the sustainability assessment for Adlington sites and to support local shopping provision.
- 6.45** Within District and Local Centres, Chorley Council will need to be satisfied there is no demand for retail or appropriate commercial re-use of vacant property before granting planning permission for a different use. This would involve the applicant supplying details showing that the premises have been appropriately advertised for retail /commercial and providing details of the offers made.
- 6.46** In the centres the provision of flats on the upper floors of buildings will be encouraged so as to help make good use and maintenance of these upper storeys. However this will not be a requirement where the applicant can demonstrate that the whole building will be fully utilised for other purposes.

#### **Policy EP7: Development and Change of Use in District and Local Centres**

**The boundaries of the District and Local Centres are defined on the Policies Map. The following criteria apply for change of use and development in District and Local Centres:**

- a) Planning permission will be granted for A1, A2, A3, and A4 uses which support the role and function of District and Local Centres.**
- b) A5 uses (hot food takeaways) will be permitted where the proposal would not adversely impact, either individually or cumulatively, on the function, vitality and viability of the centre.**
- c) Planning permission will be not be granted for non-retail uses (including the loss of A1 use) unless it can be shown that there is no demand for retail or commercial use or the property was last occupied by a non retail/non commercial use. This will need to be demonstrated through an active 12 month**

marketing process showing that the property has been offered for sale on the open market at a realistic price and that no reasonable offers have been refused.

The provision of flats on the upper floors of the building will be encouraged but this will not apply where the applicant can demonstrate that the whole building will be fully utilised for retail/commercial purposes.

### Existing Local Shops

- 6.47 To protect existing local shops in local areas outside retail centres from other forms of development (such as being changed into a house). Local shops provide a valuable role in the community offering local services and invariably meeting local residents' daily (top up) needs.

### Policy EP8: Existing Local Shops

Development proposing the change of use or loss of any premises or land currently or last used as a local shop (Use Class A1) outside of the defined town centre; district or local centre boundaries will be permitted where it can be demonstrated that:

- a) The use is not financially viable;
- b) There is sufficient provision in the local area; and
- c) The facility is in an isolated location remote from public transport routes.

### Edge-of-Centre and Out-of-Centre Locations

- 6.48 There will be instances where small local shops and other town centre uses will be desirable outside the borough's identified centres and retail hierarchy. Such proposals will be necessary to meet a local need which cannot be provided for in the Town, District or Local Centres and generally be accessible to local communities by walking, cycling or public transport.

### Policy EP9: Development in Edge-of-Centre and Out-of-Centre Locations

Outside the town, district and local centres, change of use and development for small scale local shopping and town centre uses (either as part of mixed use developments or in isolation) will be permitted where:

- a) The proposal meets a local need and can be accessed in its catchment by walking, cycling and public transport; and
- b) Does not harm the amenity of an adjacent area; and
- c) The Sequential Test and Impact Assessment are satisfied setting out how proposals do not detract from the function, vitality and viability of the borough's hierarchy of centres.

## Education, Culture and Leisure

### Education and Skills

- 6.49 The Education Authority has advised of the need to continue to allocate a school site at Buckshaw Village (Group 1 site), and a school site on land to the east of Wigan Road (A49), Clayton-le-Woods. The Policies Map shows indicative locations for these proposed schools. An extension to the existing Trinity CE/Methodist Primary School, Buckshaw has been built. The Department has advised they would need to undertake public consultation on the establishment of any new school or significant change to any existing school. Land at a previously identified site off Chorley Old Road, Clayton Brook/Green is no longer required for school purposes.

- 6.50** Chorley Council will encourage opportunities to secure the dual use of educational facilities where this is appropriate.

#### **Policy EP10: Primary School Allocations**

**Land is reserved on the Policies Map for school purposes at:**

- 1) Buckshaw Village (Group 1).**
- 2) Land to the east of Wigan Road (A49) Clayton-le-Woods.**

- 6.51** There is an existing allocation for further and higher education facilities at Woodlands, Southport Road. The Education Authority have requested that this allocation remain.

#### **Policy EP11: Further and Higher Education Facilities**

**Land at Woodlands, Southport Road, Chorley is proposed for office, educational, or training use. Proposals for the provision of facilities for further or higher education on other sites will, however, be permitted where the following criteria are met:**

- a) The site is within an urban area;**
- b) The use of the site would be compatible with the surrounding land uses;**
- c) The site has adequate road access and its development would not give rise to unsatisfactory traffic, parking or environmental conditions;**
- d) The site is well served by the public transport and cycleway network.**

## 7. Protecting and Enhancing the Built and Natural Environment

### Core Strategy Objectives

- SO15: To foster 'place shaping' to enhance the character and local distinctiveness of the built environment in Central Lancashire by encouraging high quality design of new buildings
- SO16: To protect, conserve and enhance Central Lancashire's places of architectural and archaeological value and the distinctive character of its landscapes
- SO17: To maintain and improve the quality of Central Lancashire's built and natural environmental assets so that it remains a place with 'room to breathe'

### Key Core Strategy Policies

- Policy 16: Heritage Assets
- Policy 17: Design of New Buildings
- Policy18: Green Infrastructure
- Policy 19: Areas of Separation and Major open Space
- Policy 20: Countryside Management and Access
- Policy 21: Landscape Character Areas
- Policy 22: Biodiversity and Geodiversity

### Introduction

**7.1** A high quality built and natural environment, accessible countryside, water areas, green space and good leisure and cultural facilities enhance the quality of life for existing and future communities, support wildlife and provide natural adaptation and mitigation mechanisms against the effects of climate change. These features are also important factors in attracting new investment to Chorley.

**7.2** New housing and employment allocations will focus development on sites within settlements. In many circumstances this will be preferable to developing greenfield sites on the edges of towns or villages and consistent with acceptable principles of sustainable development. However, continued infilling may overload existing services and harm the character of settlements and result in the loss of valuable amenity open space. It is important to identify and protect the recreation, amenity and townscape characteristics of these spaces.

### Design Criteria for New Development

**7.3** The Framework states that good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people. Local authorities should promote or reinforce local distinctiveness and always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

**7.4** When considering applications for planning permission Chorley Council will take into account the criteria as set out in this policy in addition to that detailed in Core Strategy Policy 17 – Design of New Buildings. These criteria also need to be considered in conjunction with other policies relevant to each individual application.

**7.5** Chorley Council is keen to encourage high quality design of extensions and new developments including conversions. Good design contributes to the sustainability, character and enhancement of an area and can enhance health and wellbeing. Quality of the built environment can easily be harmed by inappropriate development.

- 7.6** Factors such as scale, massing, and character will be considered together with materials and building proportions. Development layouts should take account of existing features of the site such as contours, trees and hedgerows, watercourses and wildlife value. In addition to consideration of the proposed buildings, careful attention should be given to the spaces created between buildings.
- 7.7** The type of access should reflect the type of road involved and the volume and character of traffic likely to use it; good visibility is essential. The level and type of traffic associated with the proposals will be examined to assess the likely impact on the character and amenity of the area. In order to minimise undue road congestion and consequent reduction in the quality of the environment, it is important that sufficient off-street parking and servicing is provided to meet the needs of new development on site (see Policy ST4– Parking Standards).
- 7.8** Noise can have a detrimental effect on the quality of the environment. Much of the development required for the creation of jobs and the construction and improvement of essential infrastructure will generate noise. Chorley Council will permit development provided it does not cause an unacceptable degree of disturbance.
- 7.9** New housing development should be designed to avoid overlooking, loss of light and a reduction in privacy and amenity space, particularly for neighbouring properties. The need for/amount of private garden space will vary depending on the type of housing being constructed. Each dwelling house requires some private garden space and the careful use of walls, fencing, hedges and tree planting to provide screening can create adequate private areas. Site Allocations Policy HS6 – Open Space Requirements in New Housing Developments provides further guidance in this respect.
- 7.10** Chorley Council applies spacing standards to ensure that new residential dwellings are not too close to each other and nearby buildings in terms of amenity and privacy. It has also produced guidelines on the size, design and positioning of house extensions. However, all too often schemes are prepared which use standard building types, external materials that are alien to the local area and estate layouts that are highways driven and which take little account of the individual features of the site and its surroundings. The development must also be sensitive to the character and local distinctiveness of the wider area around the site.
- 7.11** The application of the above principles will be particularly important when assessing proposals for development in private residential gardens as well as proposals affecting heritage assets for example, conservation areas, the setting of listed buildings, and locally important areas because of the special character of these buildings and areas which is considered worthy of additional protection.
- 7.12** The special provisions that apply in respect of buildings listed for their architectural or historic interest, and in Conservation Areas, are covered under Policy BNE8: Protection and Enhancement of Heritage Assets. However, all development proposals need to be appropriately designed in terms of their external appearance and respect the character of the areas in which they are located.
- 7.13** To ensure that proper account is taken of the characteristics of the site, applicants are required to demonstrate a thorough and systematic approach to planning a new development. Chorley Council will expect the site and its surroundings to be surveyed, key features worthy of retention to be identified, and a design proposal to incorporate these and to demonstrate how it is in keeping with the character of the area. The Council will expect full account to be taken of any relevant development brief and other guidance produced or adopted by the Council including Village Design Statements and the Landscape Strategy for Lancashire (2000) which provides guidance on respecting local distinctiveness. However, this does not mean that the designs for new buildings should just be copies of period styles, as modern interpretations of locally characteristic architectural features could be appropriate. The layout and spacing of new development is similarly an important aspect of ensuring that the character of the surrounding area is respected.

- 7.14** A Supplementary Planning Document 'Design Guide' has been produced by Central Lancashire authorities and it offers further detailed guidance on design. The aim of the SPD is to encourage high quality design of places, buildings and landscaping in the borough. Other Supplementary Planning Documents will be produced covering local design issues as well as those relating to householder applications.

#### **Policy BNE1: Design Criteria for New Development**

Planning permission will be granted for new development, including extensions, conversions and free standing structures, provided that, where relevant to the development:

- a) The proposal does not have a significantly detrimental impact on the surrounding area by virtue of its density, siting, layout, building to plot ratio, height, scale and massing, design, orientation and use of materials.
- b) The development would not cause harm to any neighbouring property by virtue of overlooking, overshadowing, or overbearing;
- c) The layout, design and landscaping of all elements of the proposal, including any internal roads, car parking, footpaths and open spaces, are of a high quality and respect the character of the site and local area;
- d) The residual cumulative highways impact of the development is not severe and it would not prejudice highway safety, pedestrian safety, the free flow of traffic, and would not reduce the number of on-site parking spaces to below the standards stated in Site Allocations Policy – Parking Standards, unless there are other material considerations which justify the reduction;
- e) The proposal would not adversely affect the character or setting of a listed building and/or the character of a conservation area and/or any heritage asset including locally important areas;
- f) The proposal would not have a detrimental impact on important natural habitats and landscape features such as historic landscapes, mature trees, hedgerows, ponds and watercourses. In some circumstances where on balance it is considered acceptable to remove one or more of these features then mitigation measures to replace the feature/s will be required either on or off-site;
- g) The proposal would not cause an unacceptable degree of noise disturbance to surrounding land uses;
- h) The proposal includes measures to help to prevent crime and promote community safety.

#### **Development in the Area of Other Open Countryside**

- 7.15** Although most of the countryside within Chorley Borough is designated as Green Belt, some rural areas are not included in the Green Belt. The West Pennine Moors and the associated land to the east of the M61 are excluded from the Green Belt as it is unlikely that Chorley Town will expand and merge with other settlements in an easterly direction. It is important, however, that this area is protected from unacceptable development which would harm its open and rural character. The West Pennine Moors Management Plan (2010-2020) aims to ensure an integrated approach to the management of the area and help secure a sustainable future for this special landscape. The Central Lancashire authorities have jointly prepared a Supplementary Planning Document for Rural Development.

#### **Policy BNE2: Development in the Area of Other Open Countryside**

In the Area of Open Countryside, as shown on the Policies Map, development will be permitted provided the applicant can demonstrate that:

- a) It is needed for the purpose of agriculture or forestry or other uses appropriate to a rural area;
- b) It involves the rehabilitation and re-use of existing rural buildings where their form, bulk and general design are appropriate to the character of the surrounding countryside.



### Areas of Safeguarded Land

- 7.16** In order that the Green Belt boundaries should be long lasting, land between some major settlements and the Green Belt is safeguarded for future development needs beyond the plan period. Paragraph 85 of the Framework states that planning permission for the permanent development of safeguarded land will only be granted following a Local Plan Review.
- 7.17** This policy identifies Areas of Safeguarded Land and outlines the restrictions on development in such areas that will be pursued over the period of the Local Plan. Development involving the extension of, an existing business for example, will need to take account of the provisions of this policy.

### Policy BNE3: Areas of Land Safeguarded for Future Development Needs

**Development other than that permissible in the countryside whether Green Belt or Area of Other Open Countryside will not be permitted on Safeguarded Land as shown on the Policies Map at:**

<b>BNE3.1</b>	<b>East of M61, Chorley</b>
<b>BNE3.2</b>	<b>Harrisons's Farm, Adlington</b>
<b>BNE3.3</b>	<b>North of Bond's Lane, Adlington</b>
<b>BNE3.4</b>	<b>Babylon Lane, Heath Charnock</b>
<b>BNE3.5</b>	<b>North of Hewlett Avenue, Coppull</b>
<b>BNE3.6</b>	<b>Blainscough Hall, Coppull</b>
<b>BNE3.7</b>	<b>East of Tincklers Lane, Eccleston</b>
<b>BNE3.8</b>	<b>Between Bradley Lane, 7 Parr Lane, Eccleston</b>
<b>BNE3.9</b>	<b>Pear Tree Lane, Euxton</b>
<b>BNE3.10</b>	<b>West of M61, Whittle-le-Woods</b>
<b>BNE3.11</b>	<b>South east of Belmont Road &amp; Abbey Grove, Adlington</b>

### Areas of Separation

- 7.18** In some parts of the borough there are relatively small amounts of open countryside between certain settlements. Core Strategy Policy 19 refers to two Areas of Separation within the Borough to help protect built up areas from merging into each other and maintain the openness of these areas of countryside by preventing inappropriate development. These are between Chorley and Euxton, and between Chorley and Whittle-le-Woods. Areas of Separation are also designated Green Belt.

### Policy BNE4: Areas of Separation

**The two Areas of Separation as shown on the Policies Map are between:**

- **Chorley and Euxton**
- **Chorley and Whittle-le-Woods**

### Redevelopment of Previously Developed Sites in the Green Belt

- 7.19** The Framework allows for the partial or complete redevelopment of previously developed sites (brownfield), whether redundant or in continuing use (excluding temporary buildings) which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development. Green Belt sites are often in edge of settlement or isolated locations where redevelopment could place very different demands on existing infrastructure. It will be necessary to consider the impact on infrastructure as a result of redevelopment. It may be necessary to co-ordinate the delivery of development with the delivery of infrastructure improvements.

**7.20** Policy BNE5 covers all previously developed sites in the Green Belt. Chorley Council has identified (on the Policies Map) eight major previously developed sites in the Borough 'washed over' by Green Belt. They are:

- Eastern Section of the Royal Ordnance Site (part developed)
- Park Hall/Camelot Leisure Complex
- Washington Hall Fire Training and the former Forensic Science Establishment
- Rivington Water Treatment Works
- Former Tile Works at Twin Lakes, Croston
- Garth and Wymott Prisons
- Lisieux Hall
- Cuerden Hall

#### **Policy BNE5: Redevelopment of Previously Developed Sites in the Green Belt**

**The reuse, infilling or redevelopment of previously developed sites in the Green Belt, will be permitted providing the following criteria are met:**

**In the case of re-use:**

- a) **The proposal does not have a materially greater impact than the existing use on the openness of the Green Belt and the purposes of including land in it;**
- b) **The development respects the character of the landscape and has regard to the need to integrate the development with its surroundings, and will not be of significant detriment to features of historical or ecological importance.**

**In the case of infill:**

- c) **The proposal does not lead to a major increase in the developed portion of the site, resulting in a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.**

**In the case of redevelopment:**

- d) **The appearance of the site as a whole is maintained or enhanced and that all proposals, including those for partial redevelopment, are put forward in the context of a comprehensive plan for the site as a whole.**

#### **Light Pollution**

**7.21** New developments, especially commercial and leisure facilities are frequently floodlit for security reasons. Floodlighting can enhance buildings in some circumstances but excessive lighting can also be intrusive and cause a nuisance. Bright lighting can be visible for a considerable distance, causing light pollution, and in rural areas it can significantly alter the character of a dark location, disturbing wildlife and the natural environment.

**7.22** Any development proposals should give careful consideration to the amount and type of lighting associated with the scheme so that only the minimum necessary for safety and security is provided and that nuisance is not created for neighbouring properties. The character of an area and the natural environment should not be unduly subject to light pollution.

**Policy BNE6: Light Pollution**

Applications for development requiring, or likely to require, external lighting must include details of the lighting scheme as part of the application. Lighting schemes will be permitted provided the applicant demonstrates that:

- a) The amount of lighting is the minimum required for security and public safety; and
- b) Light spillage will be minimised; and
- c) There will be no nuisance to neighbours or adverse effect on the character of an area.

**Unstable Land**

- 7.23** The Framework refers to preventing both new and existing development being put at unacceptable risk from, or being adversely affected by land instability. As a Local Authority, we are able to draw attention to the general areas where subsidence may occur, however the onus of proof that any instability can be overcome rests with the applicant. Unstable land is most likely to arise in connection with former coal workings such as in and around Adlington (including Anderton and Heath Charnock), Coppull and Chorley Town.

**Policy BNE7: Unstable Land**

Applications for development on unstable or potentially unstable land must be accompanied by a stability report identifying the relevant issues and how they will be overcome and demonstrating all of the following:

- a) There is no unacceptable risk to the occupiers of the developing or neighbouring land;
- b) There is no threat to the structural integrity of any building built, or to be built, on or adjacent to the site;
- c) The development would not cause the instability of adjoining land or buildings;
- d) That adequate measures to alleviate any gas emissions can be provided and that arrangements have been made for regular monitoring;
- e) Before any work begins, a scheme of remedial work, and where appropriate of maintenance arrangements, has been approved by the planning authority in writing;
- f) That all the remedial work proposed in a scheme approved by the planning authority has been completed before the development is first occupied.

**The Historic Environment**

- 7.24** The importance of the historic environment is confirmed in the Framework section on conserving and enhancing the historic environment. The Framework states that Local Authorities should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. They should take into account:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- The desirability of new development making a positive contribution to local character and distinctiveness and
- Opportunities to draw on the contribution made by the historic environment to the character of place.

- 7.25** Core Policy 16: Heritage Assets seeks to protect and enhance heritage assets. The historic environment is a non-renewable resource and once harmed sites, buildings and places can lose their character and their significance. A sustainable environment is one in which future generations will have the same opportunity as people today to enjoy, study and make use of our heritage assets. There are many alterations that can needlessly harm what is special about the borough's historic environment and these will be strongly resisted. For this reason there is a presumption in favour of the conservation and enhancement of the borough's historic environment.
- 7.26** Chorley Council may from time to time make Article 4 Directions to protect parts of the historic environment that, if lost, would harm the significance, appearance, character and setting of a heritage asset or the surrounding historic environment. Chorley Council will collate information on the borough's historic environment including maintaining up to date Conservation Area Appraisals and Management Strategies; a Local List of heritage assets of significance to the borough and make this publicly available through the website and the Historic Environment Record.

### **Heritage Assets**

- 7.27** The historic environment contributes to the enjoyment of life in the borough and provides a unique sense of place. As a Council, we have a duty to conserve and enhance the significance, character and appearance of the borough's historic environment when carrying out its statutory functions and through the planning system.
- 7.28** There is a wide variety of heritage assets across the Borough, most of these are undesignated but some have been assessed and given statutory protection. Our nine Conservation Areas include the town centre and rural settlements. The Borough has around 500 statutory listed buildings which include former farmhouses, mill buildings and many churches; all buildings that are of nationally recognised interest. A full schedule of listed buildings within the Borough can be found on Chorley Council's website.
- 7.29** Chorley Council will endeavour to help applicants identify feasible climate mitigation solutions through pre-application discussions which minimise the impact on heritage assets. Where conflict between climate change objectives and the conservation of heritage assets does occur, the public benefit of mitigating the effects of climate change will be weighed against any harm to the significance of heritage assets.
- 7.30** Heritage assets are buildings, monuments, sites, places, areas or landscapes that have heritage significance. They include designated heritage assets such as listed buildings and conservation areas and locally important assets such as locally listed buildings and locally important areas. The more important the asset, the greater the weight that will be given to its conservation. Where a proposed development will lead to substantial harm or total loss of significance of a designated heritage asset, consent will only be granted where it can be demonstrated that the substantial public benefits outweigh that harm or loss as set out in Para 133 of the Framework.

### **Listed Buildings**

- 7.31** There are currently 482 Listed Buildings in the Borough, which includes structures such as canal bridges and milestones as well as farmhouses and halls. Of these five are listed at Grade I, twenty seven at Grade II\* with the remainder being protected at Grade II. Listed Building Consent is required for any changes that would affect their character as buildings of special architectural or historic interest and apply to internal and external works as well as to any structure or object fixed to the building or within its grounds which has been there since before July 1948. The Listed Buildings in the Borough are listed on the Council's website at [www.chorley.gov.uk](http://www.chorley.gov.uk).

### **Locally Important Areas and Buildings**

- 7.32** Not all of Chorley's heritage is nationally designated and it is important that we recognise the value of our 'local' historic environment in planning for the future.
- 7.33** In recognition of this, Chorley Council maintains a list of Locally Important Buildings which may include buildings, structures, street furniture, war memorials, and more if it is of significance to the Borough. A full list of Locally Important Buildings can be found on our website [www.chorley.gov.uk](http://www.chorley.gov.uk).
- 7.34** There may also be areas that are considered to be historically significant on a more local level, in effect being "Locally Important Areas". These include, for example, areas of lower density housing where the character and distinctiveness of the houses and private residential gardens is worthy of extra protection from development pressures.
- 7.35** The following areas have been identified as Locally Important Areas, as shown on the Policies Map:
- Sections of Queens Road and Windsor Road with adjacent elements of Southport Road, Chorley
  - Gillibrand Walks, Chorley adjacent to Trinity Methodist Church
  - Top o' th' Lane, Brindle
- 7.36** This list is not exhaustive and Chorley Council will continue to survey areas and give consideration to the creation of further locally important areas. Consideration of buildings and areas will be based upon the following criteria:
- Does the building/area display architectural quality in design or construction?
  - Was the building designed by a notable local or regional architect?
  - Is the building/area in original condition retaining many original features?
  - Does the building/area have any local significance – is it associated with local social history – events or people?
  - Does the area embody definable landscape character – mature trees, green space?
  - Does the building/area include rare or unusual survivals of architectural styles or details?
- 7.37** Any designation will be preceded by a period of consultation similar to that used for the designation of Conservation Areas.

### Scheduled Monuments

- 7.38** There are ten Scheduled Monuments within the Borough as shown on the Policies Map. These are sites of national archaeological importance and the Council will seek their on-going conservation and protection:
- The Headless Cross, Grimeford
  - Pike Stones Long Barrow, Anglezarke
  - Noon Hill Ring Cairn
  - Bradley Hall (Moated Site), Ecclestone
  - Batters Farm (Moated Site), Heath Charnock
  - Roundloaf Barrow, Anglezarke
  - Clayton Hall, Clayton-le-Woods
  - Winter Hill Round Barrow
  - Ingrave Farm (Moated Site), Ecclestone
  - Croston Town Bridge, Croston

### Historic Parks and Gardens

- 7.39** Astley Park, Lever Park, Rivington Gardens and Hoghton Tower are designated as Historic Parks and Gardens under the National Heritage Act 1983. These areas are shown on the Policies Map and have historic layouts and features which make them of special historic interest. Development should aim to conserve and enhance the character and appearance of historic parks and gardens.

### Conservation Areas

**7.40** There are a total of nine Conservation Areas within the Borough as shown on the Policies Map. Currently, Chorley Council has produced appraisal and management proposals for five of these conservation areas, and is in the process of preparing the outstanding proposals. The following are designated Conservation Areas:

- |                 |                  |                  |
|-----------------|------------------|------------------|
| ▪ St Laurence's | ▪ Bretherton*    | ▪ St Georges     |
| ▪ Rivington     | ▪ Croston*       | ▪ Withnell Fold* |
| ▪ Brindle       | ▪ White Coppice* | ▪ Abbey Village  |

*\*Appraisal and management proposals are still to be prepared*

### Policy BNE8: Protection and Enhancement of Heritage Assets

- a) Applications affecting a Heritage Asset or its setting will be granted where it:
- Is in accordance with the Framework and relevant Historic England guidance;
  - Where appropriate, takes full account of the findings and recommendations in the Council's Conservation Area Appraisals and Management Proposals;
  - Is accompanied by a satisfactory Heritage Statement (as defined by Chorley Council's advice on Heritage Statements) and;
- b) Applications will be granted where they sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of the heritage asset itself and the surrounding historic environment and where they show consideration for the following:
- The conservation of features and elements that contribute to the heritage asset's significance and character. This may include: chimneys, windows and doors, boundary treatments, original roof coverings, earthworks or buried remains, shop fronts or elements of shop fronts in conservation areas, as well as internal features such as fireplaces, plaster cornices, doors, architraves, panelling and any walls in listed buildings;
  - The reinstatement of features and elements that contribute to the heritage asset's significance which have been lost or damaged;
  - The conservation and, where appropriate, the enhancement of the setting of heritage assets;
  - The removal of additions or modifications that are considered harmful to the significance of any heritage asset. This may include the removal of pebbledash, paint from brickwork, non-original style windows, doors, satellite dishes or other equipment;
  - The use of the Heritage Asset should be compatible with the conservation of its significance. Whilst the original use of a building is usually the most appropriate one it is recognised that continuance of this use is not always possible. Sensitive and creative adaptation to enable an alternative use can be achieved and innovative design solutions will be positively encouraged;
  - Historical information discovered during the application process shall be submitted to the Lancashire Historic Environment Record.

Development involving the demolition or removal of significant heritage assets or parts thereof will be granted only in exceptional circumstances which have been clearly and convincingly demonstrated to be in accordance with the requirements of the Framework.

### Other Sites

**7.41** The Lancashire Historic Environment Record includes the designated sites above and more than 1,800 other known heritage assets in the Borough. Development proposals and plans are checked against the Record on behalf of the Council and are dealt with on their merits. Where appropriate, further information or works to

mitigate the impact of development proposals on the Borough's heritage assets will be required. Developers may therefore wish to consult the Record themselves at an early stage in planning a scheme.

### **Natural Environment**

**7.42** The Framework states that the planning system should contribute to and enhance the natural and local environment by:

- Protecting and enhancing valued landscapes, geological conservation interests and soils
- Recognising the wider benefits of ecosystem services
- Minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;

**7.43** It requires that Local Planning Authorities set out criteria based policies against which proposals for any development on or affecting potential wildlife or geodiversity sites or landscape areas will be judged. It states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests and soils; recognising the wider benefits of ecosystem services; and minimising impacts on biodiversity and providing net gains in biodiversity where possible.

**7.44** The importance of the natural environment to all cannot be overstated. Natural resources, flora, fauna and their ecosystems are vital to our very existence on the planet. One of the key aims of planning, in the words of Natural England, is to, "...conserve, enhance and restore the diversity of England's wildlife and geology by sustaining, and where possible improving, the quality and extent of natural habitat and geological and geomorphological sites; the natural physical processes on which they depend; and the populations of naturally occurring species which they support." Furthermore, Natural England continues, Local Development Frameworks should "identify any areas or sites for the restoration or creation of new priority habitats which contribute to regional targets, and support this restoration or creation through appropriate policies."

**7.45** Core Strategy Policy 18 – Green Infrastructure seeks to manage and improve environmental resources. The important contribution landscape makes to areas distinctiveness is also highlighted in Core Strategy Policy 21 – Landscape Character Areas, and Policy 17 – Design of New Buildings - which require new development to be well integrated into the landscape.

### **Biodiversity and Nature Conservation**

**7.46** All sites with international, national and local environmental designations are recognised by the Core Strategy and are afforded a level of protection from any adverse impacts of development through Core Strategy Policy 22: Biodiversity and Geodiversity.

**7.47** Chorley has an extensive network of sites important for biodiversity. These include Sites of Special Scientific Interest (SSSI) are statutory sites of national conservation value. There are at present two SSSIs in Chorley Borough, at White Coppice and Charnock Richard. The locations of these sites are shown on the Policies Map.

**7.48** Similarly, at the county and local level, sites that make a significant contribution to the natural diversity of the Plan area and are worthy of protection in their own right are Biological Heritage Sites (BHS), Geological Heritage Sites (GHS) and Wildlife Corridors. They form an important part of the nature conservation network and need to be protected from development that will cause fragmented networks or isolated habitats. Biological Heritage Sites (BHS) and Geological Heritage Sites (GHS) are identified on the Policies Map.

- 7.49** As well as the need to protect, conserve and enhance designated sites it is also important to protect, conserve and enhance nationally and locally important species that use a variety of sites/habitats as part of a nature conservation network. An Ecological Network for Lancashire is currently being identified, and this will include Chorley.
- 7.50** Biodiversity has many important roles and functions including protecting biodiversity for its own sake, adapting to climate change, recreation, health and wellbeing etc. As part of a changing climate it is important to allow habitats and species the opportunities to adapt, making provision where possible. Ecological networks form an important basis for this and it is the Council's view that these networks should be maintained and enhanced, where appropriate to allow habitats and species the best opportunity to adapt to a changing climate.
- 7.51** Priority species and habitats (as covered by Local Plan Policy BNE11) play an important role and are protected under European and National Law. Where species or habitats may come under threat, it is the developer's responsibility to carry out all necessary surveys. Ecology surveys need to be provided to assess the quality, quantity and value of biodiversity on site or near the site and how the development may affect biodiversity. In certain cases development will not be permitted and in other cases mitigation/compensatory measures of equal area, quality and diversity, if not higher will apply to try and reduce or overcome the impacts and where possible provide net gains or enhancements to improve the Borough's nature conservation assets.
- 7.52** The Council is working with Preston and South Ribble Councils to produce a Supplementary Planning Document on Biodiversity and Nature Conservation. This will provide further guidance on understanding the local policies and on what is required as part of the planning application process in relation to biodiversity and ecological networks.

### **Policy BNE9: Biodiversity and Nature Conservation**

**In Chorley, Biodiversity and Ecological Network resources will be protected, conserved, restored and enhanced:**

**Priority will be given to:**

- i. **Protecting and safeguarding all designated sites of international, national, regional, county and local level importance including all Ramsar sites, Special Protection Areas, Special Areas of Conservation, national nature reserves, sites of special scientific interest and biological heritage sites, geological heritage sites, local nature reserves and wildlife corridors together with any ecological network approved by the Council;**
- ii. **Protecting, safeguarding and enhancing habitats for European, nationally and locally important species;**
- iii. **The ecology of the site and the surrounding area (safeguarding existing habitats / features such as but not exclusive to trees, hedgerows, ponds and streams), unless justified otherwise;**
- iv. **When considering applications for planning permission, protecting, conserving, restoring and enhancing Chorley's ecological network and providing links to the network from and/or through the proposed development site.**

**In addition development must adhere to the provisions set out below:**

- a) **The production of a net gain in biodiversity where possible by designing in wildlife and by ensuring that any adverse impacts are avoided or if unavoidable are reduced or appropriately mitigated and/or compensated;**
- b) **The provision of opportunities for habitats and species to adapt to climate change;**



- c) The support and encouragement of enhancements which contribute to habitat restoration;
- d) Where there is reason to suspect that there may be protected habitats/species on or close to a proposed development site, the developer will be expected to carry out all necessary surveys in the first instance; planning applications must then be accompanied by a survey assessing the presence of such habitats/species and, where appropriate, make provision for their needs;
- e) In exceptional cases where the need for development in that location is considered to significantly outweigh the impact on the natural environment, appropriate and proportionate mitigation measures or as a last resort compensatory habitat creation and/or restoration will be required through planning conditions and/or planning obligations.

The following definition of what constitutes damage to natural environmental assets will be used in assessing applications potentially impacting upon assets:

1. Loss of the undeveloped open character of a part, parts or all of the ecological network;
2. Reducing the width or causing direct or indirect severance of the ecological network or any part of it;
3. Restricting the potential for lateral movement of wildlife;
4. Causing the degradation of the ecological functions of the ecological network or any part of it;
5. Directly or indirectly damaging or severing links between green spaces, wildlife corridors and the open countryside; and
6. Impeding links to ecological networks recognised by neighbouring planning authorities.
7. Significant adverse effect on the interest features of a designated nature conservation site.

### Trees and Woodlands

- 7.53** Trees and woodlands also make a significant contribution to the visual quality of the environment both in the countryside and in towns. The area of land covered by trees has decreased over time but there are still areas of ancient woodland and many fine specimen trees in the Borough. The remaining trees and woodlands need to be protected for the enjoyment of future generations. Hedgerows and trees, particularly stands of trees and woodlands, can provide habitats for wildlife and help to reduce carbon dioxide levels in the air around us. Therefore, wherever a loss of tree cover or a hedgerow is considered unavoidable during development, Chorley Council will require replacements to be provided.
- 7.54** Trees are also very important landscape features in Conservation Areas and contribute greatly to providing an attractive setting to historic areas. Their loss, or indeed inappropriate works to them, can have a marked and detrimental effect on the character and appearance of Conservation Areas. Trees shown to be of significant landscape value to a Conservation Area will be protected by placing Tree Preservation Orders. All works to trees in Conservation Areas need to be clearly justified and any proposals accompanied by an assessment from a suitably qualified arboriculturalist.
- 7.55** All Ancient Woodland areas in the Borough are designated as Biological Heritage Sites and are therefore afforded protection through Core Strategy Policy 22: Biodiversity and Geodiversity.
- 7.56** Protection of some hedgerows of historic or nature conservation importance is given through the Hedgerows Regulations 1997 which are administered by Chorley Council.

### Policy BNE10: Trees

Development proposals which would result in the loss of trees and/or involve inappropriate works to trees which contribute positively to the character and appearance of a Conservation Area will not be permitted. The removal of such trees will only be permitted in exceptional circumstances and where consent is granted, replacement trees will be required to be planted.

**Proposals that would result in the loss of trees, woodland areas or hedgerows which make a valuable contribution to the character of the landscape, a building, a settlement or the setting thereof will not be permitted.**

**Replacement planting will be required where it is considered that the benefit of the development outweighs the loss of some trees or hedgerows. Tree planting will be required as part of new development proposals and an associated maintenance scheme. Tree Preservation Orders will be used to protect trees of landscape or townscape significance.**

### **Species Protection**

- 7.57** Nature conservation designations are not always related to sites. Part 1 of the Wildlife and Countryside Act 1981 (as amended) sets out the protection that is given to specific wild animals and plants. Every five years this list of protected species is reviewed. Some species, for example, badgers, are given protection under their own legislation, the Protection of Badgers Act 1992. European protected species, which includes all species of bat in Britain, are given additional protection under the Conservation of Habitats and Species Regulations 2010. The presence of a protected species is a material consideration when considering development proposals. The planning system has, therefore, an important role to play in the implementation of the legislation relating to protected species.
- 7.58** Amongst other things, it is an offence to damage the resting or breeding places of protected animals and to destroy protected plants. Chorley Council may require applicants to commission a survey by a suitable specialist to identify the extent of the protected species on a site and to assess the effect of their proposals. In some cases this may involve survey work at an appropriate time of the year. Natural England is consulted on any planning applications which would affect a protected species and Chorley Council has a duty to inform applicants of their obligations under the legislation which is additional to that provided by the planning system.
- 7.59** Priority will be given to the in situ conservation of protected species which can often be achieved through careful design, landscaping, timing and method of development. The option of translocation will only be considered where the benefits of the development outweigh the value of in situ conservation. Government guidance is available for developers. Development affecting a European Protected Species will only be permitted where the requirements of the Conservation of Habitats and Species Regulations 2010 can be met. Planning conditions and, where appropriate, planning agreements will be used to secure suitable safeguards and management to sustain the population of the protected species. Where Chorley Council considers that satisfactory provisions have not been provided or cannot be achieved, then development will be considered inappropriate.

### **Policy BNE11: Species Protection**

**Planning permission will not be granted for development which would have an adverse effect on a priority species unless the benefits of the development outweigh the need to maintain the population of the species in situ. Should development be permitted that might have an effect on a priority species planning conditions or agreements will be used to:**

- a) Facilitate the survival of the individual species affected;**
- b) Reduce the disturbance to a minimum; and**
- c) Provide adequate alternative habitats to sustain the viability of the local population of that species.**

## 8. Promoting Health and Wellbeing

### Core Strategy Objectives

- SO18: To improve the health and wellbeing of all Central Lancashire's residents and reduce the health inequalities that affect the more deprived areas.
- SO19: To improve access to health care, sport and recreation, open green spaces, culture, entertainment, and community facilities and services, including healthy food.
- SO20: To create environments in Central Lancashire that help to reduce crime, disorder and the fear of crime, especially in the more deprived areas which often experience higher levels of crime.

### Key Core Strategy Policies

- Policy 23: Health
- Policy 24: Sport and Recreation
- Policy 25: Community Facilities

### Introduction

**8.1** Health and wellbeing is identified as one of the Core Strategy's main cross cutting themes as many aspects of planning policy contribute to achieving and maintaining better health.

**8.2** The Core Strategy sets out a number of proposals to promote health and wellbeing including the provision and protection of health care facilities, sport and recreation facilities and community facilities. This Local Plan achieves this by protecting existing facilities and allocating land for new facilities.

### Open Space, Sport and Recreational Facilities

**8.3** Access to open spaces and opportunities for sport and recreation can make an important contribution to the health and wellbeing of residents. For this reason, the Core Strategy aims to protect existing open spaces and sport and recreational facilities in the Borough unless they are proven to be surplus to requirements or unless improved alternative provision is made. The Core Strategy also states that sites for major new facilities will be identified where there is evidence of need.

**8.4** An Open Space Study and Playing Pitch Strategy have been produced which set minimum local standards for provision and identify any deficiencies in provision. These local standards will be applied to all housing developments and are included in policies HS4A: Open Space Requirements in New Housing Developments and HS4B: Playing Pitch Requirements in New Housing Developments. The majority of deficiencies can be addressed by seeking new open space, sport and recreation provision from new housing developments. In some cases, suitable land has been identified and allocated for new provision. The Open Space Study recommends new allotment provision in the Borough. This is addressed in Policy HW5. The Playing Pitch Strategy identifies the need for a new playing pitch in Croston. A site has been identified and allocated for new provision.

**8.5** Any planning applications for new open space, sport and recreational facilities, including ancillary facilities such as changing facilities, toilets and parking will be assessed against Policy HW1: New Open Space, Sport and Recreational Facilities.

**Policy HW1: New Open Space, Sport and Recreational Facilities**

Proposals for the provision of new open space, sport and recreational facilities or extensions to existing facilities will be permitted if all of the following criteria are met:

- a) The development will not have an adverse impact on the local environment or visual character of the landscape;
- b) The development will not result in the loss of the best and most versatile agricultural land (Grades 1, 2 and 3);
- c) The development will not cause harm to a site of nature conservation value;
- d) The development will not harm the amenities of local residents;
- e) The site is accessible by a choice of means of transport other than the private car and the traffic generated would not have a severe impact on the highway network.

Ancillary development for an existing open space, sport or recreational facility will be permitted if all of the following criteria are met:

- i. It is in connection with and will enhance the recreational and/or amenity value of the open space.
- ii. It is of a size and scale which does not detract from the character of the open space.
- iii. It will not have a detrimental effect on any site of nature conservation value.
- iv. It does not result in the loss of any other sporting facility on the site.

Playing pitches are proposed at the following location:

**HW1.1 Land off Westhead Road, Croston**

- 8.6** The Open Space Study assessed the quality and value of all areas of open space in the Borough, with the exception of areas of amenity greenspace and natural/semi-natural greenspaces below 0.2 hectares as it is considered that sites below this size have less recreational value. These sites however provide valuable visual amenity and will continue to be protected from development. The quality and value assessment was used to decide which areas of open space should continue to be protected.
- 8.7** The Policies Map identifies areas of land in use as amenity greenspace, provision for children/young people, parks and gardens, natural and semi-natural greenspace, green corridors and playing pitches to be protected. Other areas of land which are currently in use as, or were last used as, open space, sport or recreational facilities not identified on the Policies Map are also protected.
- 8.8** Ancillary facilities such as changing facilities, toilets and parking will also be protected from redevelopment where they are necessary to sustain the continued use of the open space, sport or recreational facility.

**Policy HW2: Protection of Existing Open Space, Sport and Recreational Facilities**

Land and buildings currently or last used as, or ancillary to, open space or sports and recreational facilities will be protected unless:

- a) Alternative facilities of an equivalent or enhanced standard are provided nearby before the existing facilities cease to be available; or
- b) It can be demonstrated that the loss of the site would not lead to a deficit of provision in the local area in terms of quantity and accessibility; and

- c) The site is not identified as being of high quality and/or high value in the Open Space Study; and
- d) It can be demonstrated that retention of the site is not required to satisfy a recreational need in the local area; and
- e) The site does not make a significant contribution to the character of an area in terms of visual amenity.

### Valley Parks

- 8.9** Chorley Borough has three Valley Parks, namely Yarrow Valley, Cuerden and Chapel Brook. These parks consist of attractive areas of countryside, and have considerable recreational value due to their location adjacent to the main urban centres of Chorley Borough.
- 8.10** Chapel Brook at Euxton is a separate area of countryside with a similar role to play as a Valley Park. Some additional land at Chapel Brook West has been acquired by Chorley Council and, together with the southern end of the housing site at School Lane, Euxton, has formed a valuable extension to the park lying immediately adjacent to the village.

### Policy HW3: Valley Parks

**Proposals to enhance the recreational value of the Valley Parks at Yarrow Valley, Cuerden and Chapel Brook will be permitted if it can be demonstrated that they would not detract from the amenity, recreational and wildlife value of the Valley Parks.**

### The Leeds and Liverpool Canal

- 8.11** The Leeds and Liverpool Canal is an important heritage and recreational resource, and the Canal and River Trust encourages the inclusion of proposals for the conservation and recreational use of canals in Local Plans. Awareness of pleasure boating on canals is increasing, and there is a clear need for additional moorings locally. These would generally be encouraged on off-canal marina developments rather than linear facilities.

### Policy HW4: The Leeds and Liverpool Canal

**Proposals for tourism or recreational facilities along the canal will be permitted provided that all of the following criteria are satisfied:**

- a) The historic character of the waterway will not be damaged.
- b) The water quality or ecological value of the canal will not be damaged.
- c) The design reflects the character and appearance of the surrounding area.

### Allotments

- 8.12** The recreational and environmental benefits of allotment gardens are widely accepted. Allotments provide valuable green space within the Borough and this is recognised by the Core Strategy, which aims to help reduce health inequalities by safeguarding and encouraging the role of allotments. The Central Lancashire authorities have jointly prepared a Supplementary Planning Document on Access to Healthy Food which promotes the creation of more allotments and encourages community food growing opportunities.
- 8.13** An Open Space Study has been produced which recommends new allotment provision in Adlington, Croston, Euxton and Whittle-le-Woods to address identified deficiencies in quantity and accessibility. New allotment sites have been allocated in these settlements and will be protected for such use. In addition to these sites, the Council is committed to providing more allotment sites across the Borough to meet the high level of

demand and large waiting list in the Borough. These will be brought forward through the development control process.

### **Policy HW5: Allotments**

The redevelopment of land which is currently or was last used for allotments will only be permitted if:

- a) It is demonstrated that the site is surplus to requirements; or
- b) An equivalent and equally convenient provision of allotments is laid out and made available elsewhere.

New allotments will be provided at the following sites:

**HW5.1 Manor Road, Clayton Brook/Green ( completed)**

**HW5.2 Land at Sylvesters Farm, Euxton**

**HW5.3 Harrison Road, Adlington**

**HW5.4 Land East of Station Road, Croston**

### **Health and Community Facilities and Related Uses**

- 8.14** New and improved health facilities in the Borough have been identified by NHS Central Lancashire over the plan period to meet expected demand. Chorley and South Ribble Clinical Commissioning Group is responsible for the provision of health care facilities in the Borough. The projects that have already been completed are the extension and refurbishment of Euxton Medical Centre, the enhancement of Eccleston Medical Centre and Adlington Clinic and a new surgery at Buckshaw Village. A new Health Centre on Friday Street, Chorley is also identified as a health project.
- 8.15** Where other schemes come forward Chorley Council will assess the scheme against the relevant policies in this Local Plan.
- 8.16** The Core Strategy encourages the provision of new community facilities and protection of existing community facilities including community centres, village and church halls, places of worship, public houses, children's centres, libraries, cultural facilities and health facilities. They act as the focus of community activity and contribute towards community cohesion. Local shops are protected under Policy EP8: Existing Local Shops.
- 8.17** This Local Plan seeks to safeguard existing facilities within the Borough. The Council will require any application for planning permission for a proposed change from a community use to be accompanied by the submission of a report demonstrating the criteria within Policy HW6: Community Facilities. The Rural Development SPD provides guidance on the change of use of any local community facility.

### **Policy HW6: Community Facilities**

Development proposing the change of use or loss of any premises or land currently or last used as a community facility (including community centres, village and church halls, places of worship, public houses, children's centres, libraries, cultural facilities and health facilities) will be permitted where it can be demonstrated that:

- a) The facility no longer serves the local needs of the community in which it is located; and
- b) Adequate alternative provision has been made, or is already available, in the settlement or local area; and

- c) The use is no longer financially viable; and
- d) The facility is in an isolated location remote from public transport routes; or
- e) There is an amenity or environmental reason why the facility is no longer acceptable.

### **Burial Facilities**

- 8.18** Chorley Borough contains facilities for traditional methods of burial and cremation, with a number of cemeteries and a crematorium at Charnock Richard.
- 8.19** Chorley Council owns two cemeteries at Adlington and Chorley. An extension to Chorley Cemetery is now being used for burials. An extension to Adlington Cemetery is required to provide additional burial facilities.
- 8.20** An allotment site (HW5.3) has been allocated adjacent to the proposed cemetery extension in Adlington. Access may be required through the proposed cemetery extension and allotments may be incorporated into the final design of the cemetery extension.

### **Policy HW7: Crematoria and Burial Facilities**

**Land is reserved for additional burial facilities at:**

**HW7.1 Chapel Street, Adlington**

### **Hot Food Takeaways**

- 8.21** The government is committed to promoting healthier communities. Their research highlights the need for Local Authorities to manage the concentration of fast food outlets as a means of combating the known adverse impact on community health.
- 8.22** Proposals for hot food takeaways will only be permitted in Chorley Town Centre and in District and Local Centres where it would not result in an overconcentration of hot food takeaways to the detriment of the retail function of the centre as a whole. Proposals for hot food takeaways in these locations will be assessed against Policies EP6: Chorley Town Primary Shopping Area, Primary and Secondary Frontages and EP7: Development and Change of Use in District and Local Centres.

## 9. Tackling Climate Change

### Core Strategy Objectives

- SO21: To reduce energy use and carbon dioxide emissions in new development.
- SO22: To encourage the generation and use of energy from renewable and low carbon sources.
- SO23: To manage flood risk and the impacts of flooding especially at Croston.
- SO24: To reduce water usage, protect and enhance Central Lancashire's water resources and minimise the pollution of water, air and soil.

### Key Core Strategy Policies

- Policy 27: Sustainable Resources and New Developments
- Policy 28: Renewable and Low Carbon Energy Schemes
- Policy 29: Water Management
- Policy 30: Air Quality
- Policy 31: Agricultural Land

### Introduction

- 9.1** Tackling climate change is a cross cutting theme of the Core Strategy. Improving the energy efficiency of new developments and encouraging renewable and low carbon energy generation in the Borough are key aims of the Core Strategy.

### Energy Efficiency of New Developments

- 9.2** The Core Strategy requires all new developments to be designed and built in a sustainable way and requires new buildings to reach specific levels of the Code for Sustainable Homes and BREEAM. Although the policies within the Core Strategy are not site specific, the potential of a site to be supplied with decentralised, renewable or low carbon energy will be taken into account when determining planning applications.

- 9.3** The Central Lancashire Supplementary Planning Document 'Design Guide' also includes resources and efficiency as one of six key design principles to be applied to new developments.

### Sites for Renewable Energy Generation

- 9.4** Government guidance encourages local authorities to consider identifying areas suitable for renewable and low carbon energy. Any formal proposals received by the Council for renewable or low carbon energy schemes will be supported provided they meet the criteria set out in Policy 28 of the Core Strategy.

### Managing Flood Risk

- 9.5** This Local Plan contributes to adapting to the effects of climate change, which includes increased summer temperatures and a higher risk of flooding or droughts, by directing development away from areas of high flood risk. Research has shown that, whilst flood risk is generally low in Central Lancashire, parts of Croston are at higher risk. The Core Strategy does not therefore encourage development in Croston or any other high flood risk areas.

- 9.6** There is also a risk of sewer flooding in areas of Euxton. This has been taken into account in deciding the amount of land allocated for development in the locality.

### Agricultural Land

- 9.7** The Core Strategy aims to protect the best and most versatile agricultural land (Grades 1, 2 and 3a). This has been taken into account in deciding allocations for development.



# Appendix A

## Parking Standards

Class	Broad Land Use	Specific Land Use	Chorley Town Centre	All Other Areas	Disabled Parking		Bicycles	Motorcycles	Coaches	
			Spaces per gross floor area (unless otherwise indicated)		Up to 200 bays	Over 200 bays			Parking (minimum)	Drop off (minimum)
A1	Shops	Food retail	1 per 15sqm	1 per 14sqm	3 bays or 6% of total	4 bays + 4% of total	1 per 140sqm (min. 2 spaces)	1 per 350sqm (min. 2 spaces)	-	-
		Non-food retail	1 per 21sqm	1 per 20sqm	3 bays or 6% of total	4 bays + 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min.2)	-	-
		Retail warehouse	1 per 45sqm	1 per 40sqm	3 bays or 6% of total	4 bays + 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min.2)	-	-
A2	Financial and professional services	Banks/building societies, betting offices, estate and employment agencies, professional and financial services	1 per 32sqm	1 per 30sqm	3 bays or 6% of total	4 bays + 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min.2)	-	-
A3	Restaurants and cafes	Restaurants, cafes/snack bars, fast food and drive through	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays + 4% of total	1 space per 50sqm (min.2)	1 space per 125sqm min.2)	Negotiated on a case by case basis	Negotiated on a case by case basis

Class	Broad Land Use	Specific Land Use	Chorley Town Centre	All Other Areas	Disabled Parking		Bicycles	Motorcycles	Coaches	
			Spaces per gross floor area (unless otherwise indicated)		Up to 200 bays	Over 200 bays			Parking (minimum)	Drop off (minimum)
<b>A4</b>	Drinking establishments	Public Houses/wine bars/other drinking establishments	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays + 4% of total	1 space per 50sqm (min.2)	1 space per 125sqm min.2)	Negotiated on a case by case basis	Negotiated on a case by case basis
<b>A5</b>	Hot Food Takeaways									
<b>B1</b>	Business	Office, Business Parks, Research and Development	1 per 32sqm	1 per 30sqm	1 per disabled employee +2 or 5% of total	6 + 2% of total capacity	1 per 300sqm (min.2)	1 per 750sqm (min.2)	-	-
		Call centres	1 per 32sqm (starting point for discussions)	1 per 30sqm (starting point for discussions)	1 per disabled employee +2 or 5% of total	6 + 2% of total capacity	1 per 300sqm (min.2)	1 per 750sqm (min.2)	-	-
<b>B2</b>	General Industry	General Industry	1 per 48sqm	1 per 45sqm	1 per disabled employee +2 or 5% of total	6 + 2% of total capacity	1 per 450sqm (min.2)	1 per 1000sqm (min.2)	-	-
<b>B8</b>	Storage and Distribution	Storage and Distribution	1 per 100sqm	1 per 100sqm	1 per disabled employee +2 or 5% of total	6 + 2% of total capacity	1 per 850sqm (min.2)	1 per 2000sqm (min.2)	-	-
<b>C1</b>	Hotels	Hotels, boarding and guesthouses	1 per bedroom including staff parking provision	1 per bedroom including staff parking	3 bays or 6% of total	4 bays + 4% of total	1 per 10 guest rooms (min.2)	1 per 25 guest rooms (min.2)	Negotiated on a case-by-case basis	1 (hotels only)

Class	Broad Land Use	Specific Land Use	Chorley Town Centre	All Other Areas	Disabled Parking		Bicycles	Motorcycles	Coaches	
			Spaces per gross floor area (unless otherwise indicated)		Up to 200 bays	Over 200 bays			Parking (minimum)	Drop off (minimum)
				provision						
C2	Residential Institutions	Residential care homes/Nursing homes	1 per 5 beds	1 per 5 beds	3 bays or 6% of total	4 bays + 4% of total	1 per 40 beds (min.2)	1 per 100 beds (min.2)	-	-
		Sheltered accommodation	1 per 3 beds	1 per 3 beds	3 bays or 6% of total	4 bays + 4% of total	1 per 20 beds (min.2)	1 per 50 beds (min.2)	-	-
C3	Dwelling Houses	1 Bedroom	1 Space		Negotiated on a case by case basis	Negotiated on a case by case basis	1 alloc. 1 comm	-	-	-
		2 to 3 Bedrooms	2 Spaces				2 alloc. 1 comm	-	-	-
		4+ Bedrooms	3 Spaces				4 alloc. 2 comm	-	-	-
D1	Non-residential institutions	Clinics and health centres (excludes hospital)	1 per 2 staff plus 4 per consulting room	1 per 2 staff plus 4 per consulting room	3 bays or 6% of total	4 bays + 4% of total	2 per consulting room (min)	1 per 2 consulting rooms (min)	-	-
		Crèches, day nurseries and day centres	1 per member of staff	1 per member of staff	3 bays or 6% of total	4 bays + 4% of total	1 per 4 staff + 1 per 200sqm	1 per 10 staff (min 2)	Negotiated on a case by case basis	Negotiated on a case by case basis

Class	Broad Land Use	Specific Land Use	Chorley Town Centre	All Other Areas	Disabled Parking		Bicycles	Motorcycles	Coaches	
			Spaces per gross floor area (unless otherwise indicated)		Up to 200 bays	Over 200 bays			Parking (minimum)	Drop off (minimum)
							(min 2)			
		Schools (primary and secondary)	2 per classroom	2 per classroom	Case by case	Case by case	1 per 5 staff + 1 per 3 students	1 per 10 staff	Case by case based on demand for school buses	1
		Art galleries, museums, libraries	1 per 25sqm	1 per 20sqm	3 bays or 6% of total	4 bays + 4% of total	1 per 200sqm (min 2)	1 per 500sqm (min 2)	Case by case	1
		Halls and places of worship	1 per 6sqm	1 per 5sqm	3 bays or 6% of total	4 bays + 4% of total	1 per 50sqm (min 2)	1 per 125sqm (min 2)	-	-
		Higher and further education	1 per 2 staff + 1 per 15 students	1 per 2 staff + 1 per 10 students	Case by case	Case by case	1 per 5 staff + 1 per 3 students	1 per 10 staff + 1 per 10 students	Case by case	1
<b>D2</b>	Assembly and Leisure	Cinemas, bingo and casinos, conference centres, music and concert halls	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays + 4% of total	1 per 20 seats (min 2)	1 per 50 seats (min 2)	Case by case	1
		General leisure, dance halls (not night clubs), swimming baths, skating rinks and	1 per 23sqm	1 per 22sqm	3 bays or 6% of total	4 bays + 4% of total	1 per 20 seats (min 2)	1 per 50 seats (min 2)	Case by case	1

Class	Broad Land Use	Specific Land Use	Chorley Town Centre	All Other Areas	Disabled Parking		Bicycles	Motorcycles	Coaches	
			Spaces per gross floor area (unless otherwise indicated)		Up to 200 bays	Over 200 bays			Parking (minimum)	Drop off (minimum)
		gymnasiums								
-	Miscellaneous/sui generis	Theatres	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays + 4% of total	1 per 20 seats (min 2)	1 per 50 seats (min 2)	Case by case	1
		Motor car showrooms	1 per 52sqm internal showroom	1 per 50sqm internal showroom	3 bays or 6% of total	4 bays + 4% of total	1 per 5 staff	Minimum of 2 spaces	-	-
		Petrol filling stations	1 space per pump	1 space per pump	1 space minimum	-	1 per 5 staff	Minimum of 2 spaces	-	-

## Appendix B

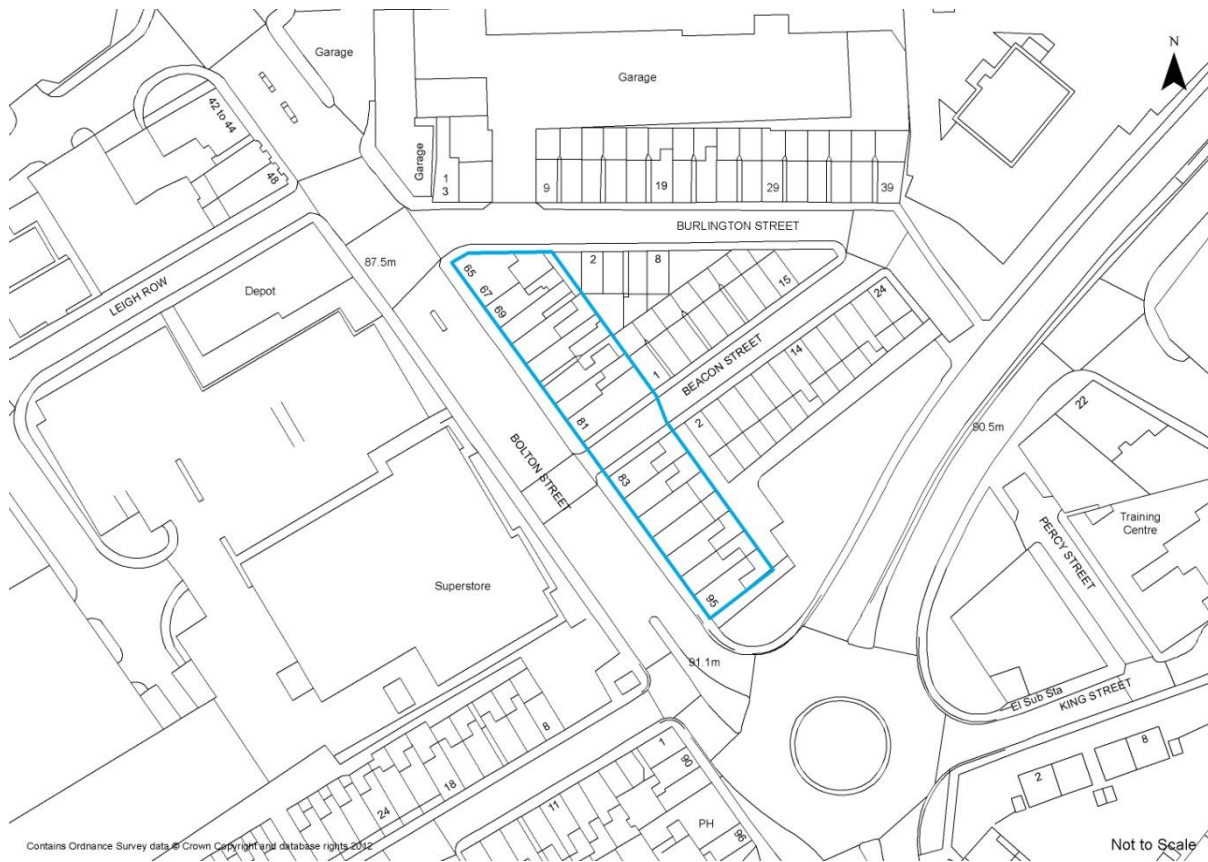
### Indicative Housing Development Phasing Schedule

Ref	Location	G'field or B'field	Dwellings Available	Phasing Schedule		
				2012-2016	2016-2021	2021-2026
<u>Key Service Centre: Chorley Town</u>						
HS1.1	Eaves Green, off Lower Burgh Lane	G	419	159	150	110
HS1.2	Carr Lane (Vertex Site)	B	194	124	70	
HS1.3	Former Lex Auto Logistics Site Pilling Lane	B	154	154		
HS1.4	Land off Quarry Road	B	37	37		
HS1.5	Cowling Farm	G	158			158
HS1.6	Crosse Hall Mill Farm	G	65	65		
HS1.7	Talbot Mill, Froom Street	B	149	30	119	
HS1.8	Botany/Great Knowley/Blackburn Brow	G/B	200		100	100
HS1.9	Chancery Road	G	50		50	
HS1.10	Gillibrand	G	46	25	21	
HS1.11	Hodder Avenue	B	14	14		
HS1.12	Park Mills, Deighton Road	B	64	64		
HS1.13	Land off Duke Street	G/B	70	30	40	
HS1.14	Lyons Lane Mill, Townley Street	B	24	24		
HS1.15	Railway Road	B	20	20		
HS1.16	Initial Textile Services, Harpers Lane	B	41	41		
HS1.17	Cabbage Hall Fields	G	11		11	
HS1.18	Rydal House, Chorley Hall Road	B	26	26		
HS1.19	Land adjacent to Northgate	G	21		21	
HS1.20	Land at Southport Road	G	59		59	
Total			1,822	813	641	368
<u>Buckshaw Village: Strategic Site</u>						
HS1.21	Group 1, Former Royal Ordnance Site, Euxton Lane	B	761	60	375	326
HS1.22	Buckshaw Village	B	796	700	96	
Total			1,557	760	471	326
<u>Local Urban Service Centres</u>						
<u>Adlington</u>						
HS1.23	Grove Farm, Railway Road	G/B	67	60	7	
HS1.24	Land Adjacent to Bolton Road	G	170	15	150	5
HS1.25	Weldbank Plastics	B	20	20		
HS1.26	Fairport, Market Place	B	31		31	
Total			288	95	188	5
<u>Clayton Brook/Green</u>						
HS1.27	Back Lane Reservoir, Back Lane	B	14	14		
HS1.28	Radburn Works, Sandy Lane	B	17	17		
HS1.29	Westwood Road	G	23		23	
HS1.30	Land off Chorley Old Road, Swansey Lane	G	39		39	
Total			93	31	62	0
<u>Clayton-le-Woods</u>						
HS1.31	Land to east of Wigan Road (A49)	G	699	180	300	219
HS1.32	Burrows Premises Wigan Road	B	13	13		
Total			712	193	300	219
<u>Coppull</u>						
HS1.33	Discover Leisure, Chapel Lane	B	117	60	57	

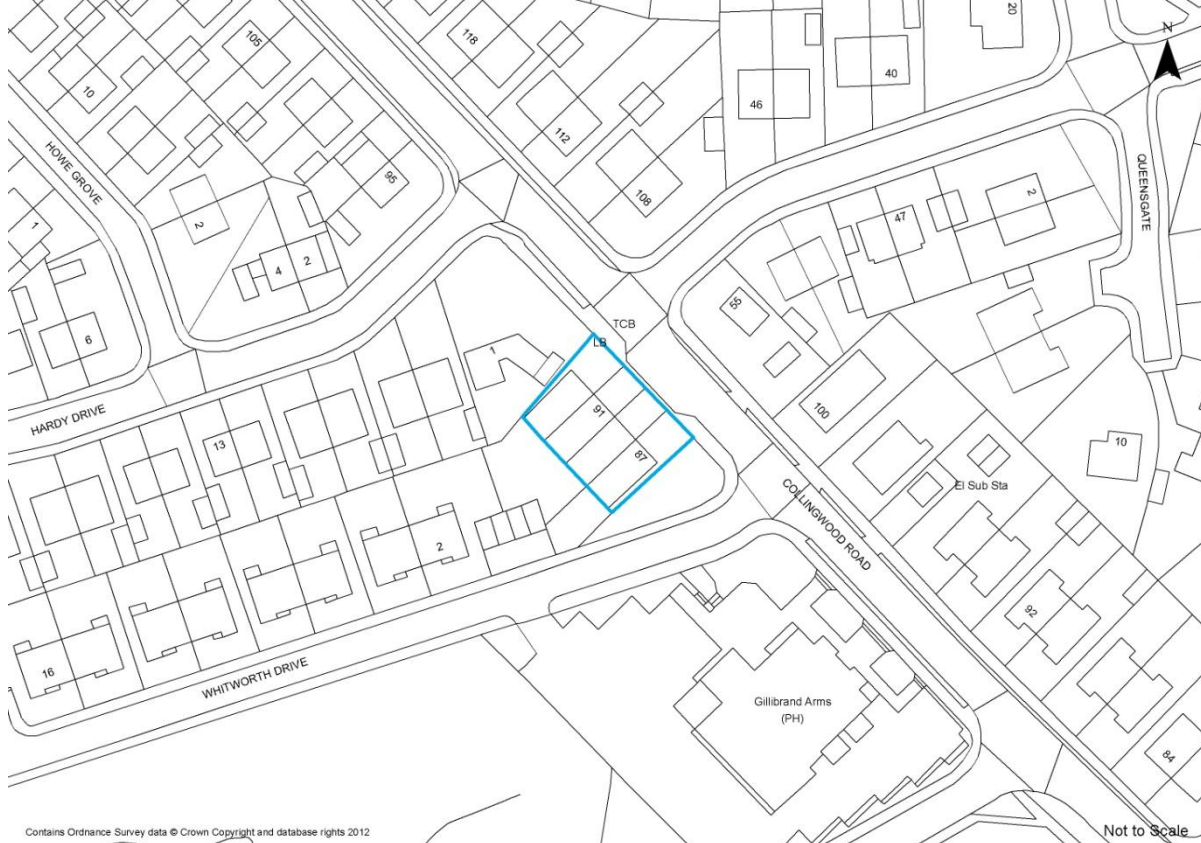
Ref	Location	G'field or B'field	Dwellings Available	Phasing Schedule		
				2012-2016	2016-2021	2021-2026
HS1.34	Regent Street	B	22	22		
HS1.35	Land at Northenden Road	G	19	19		
HS1.36	Coppull Enterprise Centre, Mill Lane	B	49	49		
HS1.37	Clancutt Lane	G	28	28		
HS1.38	Mountain Road	G	22		22	
Total			257	178	79	0
<b>Euxton</b>						
HS1.39	Land at Sylvesters Farm	G	161		81	80
HS1.40	Land at end of Dunrobin Drive	G	36		36	
HS1.41	37-41 Wigan Road	B	12	12		
HS1.42	Land at Greenside	G	17		17	
Total			226	12	134	80
<b>Whittle-le-Woods</b>						
HS1.43A	Land West of Lucas Lane	G	121	75	46	
HS1.43B	Land East of Lucas Lane	G	107	15	92	
HS1.43C	Land off Moss Lane	G	76		60	16
HS1.44	Hill Top Lane	G	22		22	
HS1.45	202 Chorley Old Road	G	12	12		
HS1.53	Little Quarries, Hill Top Lane	B	85	30	55	
Total			423	132	275	16
<b>Rural Local Service Centres and Other Places</b>						
HS1.46	Land at Drinkwater Farm, Windsor Drive, Brinscall	G	10	10		
HS1.47	Land Adjacent 32 Moor Road, Croston	G	24	24		
HS1.48	Croston Timber Works Goods Yard, Station Road, Croston	B	26	26		
HS1.49	75 Towngate, Ecclestone	G	12		12	
HS1.50	Carrington Centre, Ecclestone	G/B	62	40	22	
HS1.51	Sagar House, Langton Brow, Ecclestone	G/B	66	66		
HS1.52	Pole Green Nurseries, Charnock Richard	G/B	29	29		
Total			229	195	34	0
<b>Overall Totals</b>			<b>5,607</b>	<b>2,409</b>	<b>2,184</b>	<b>1,014</b>

# Appendix C District and Local Centre boundaries Chorley Town

## Bolton Street Local Centre, Chorley

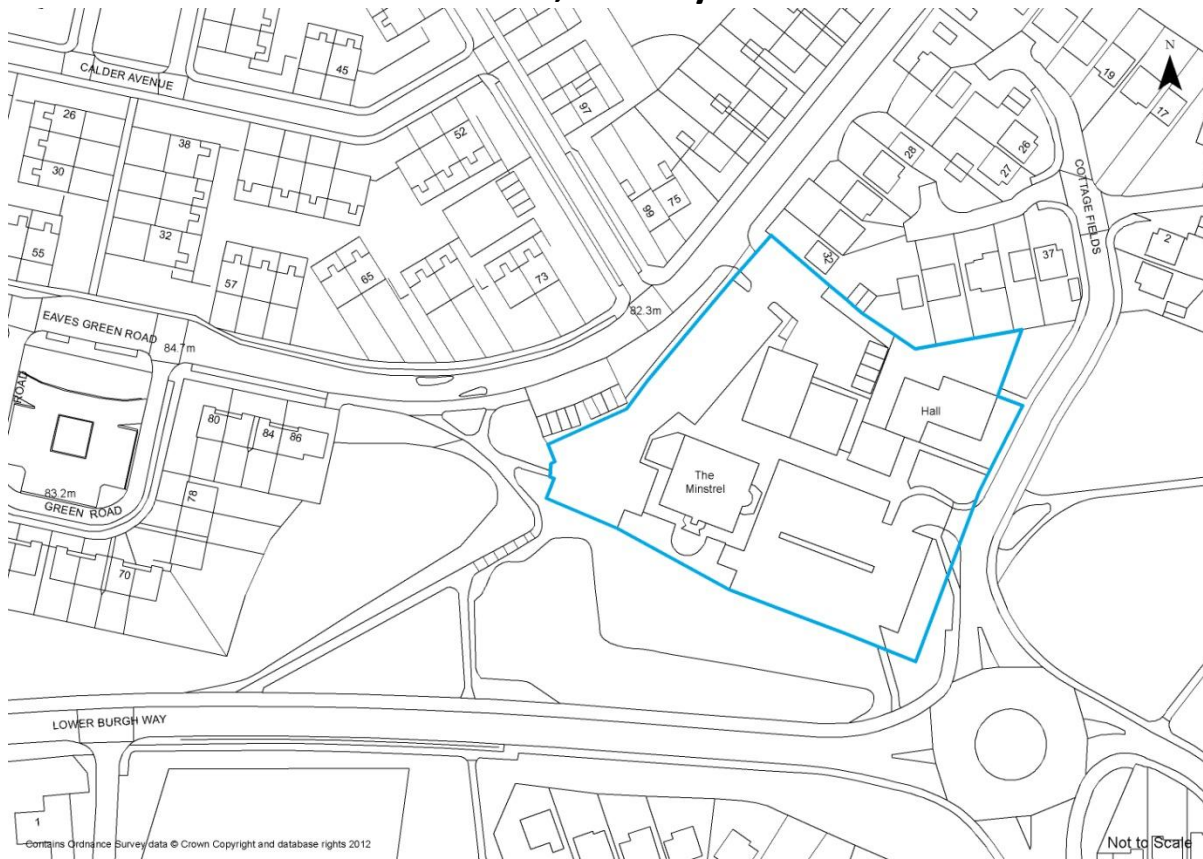


## Collingwood Road Local Centre, Chorley





### Eaves Green Road Local Centre, Chorley



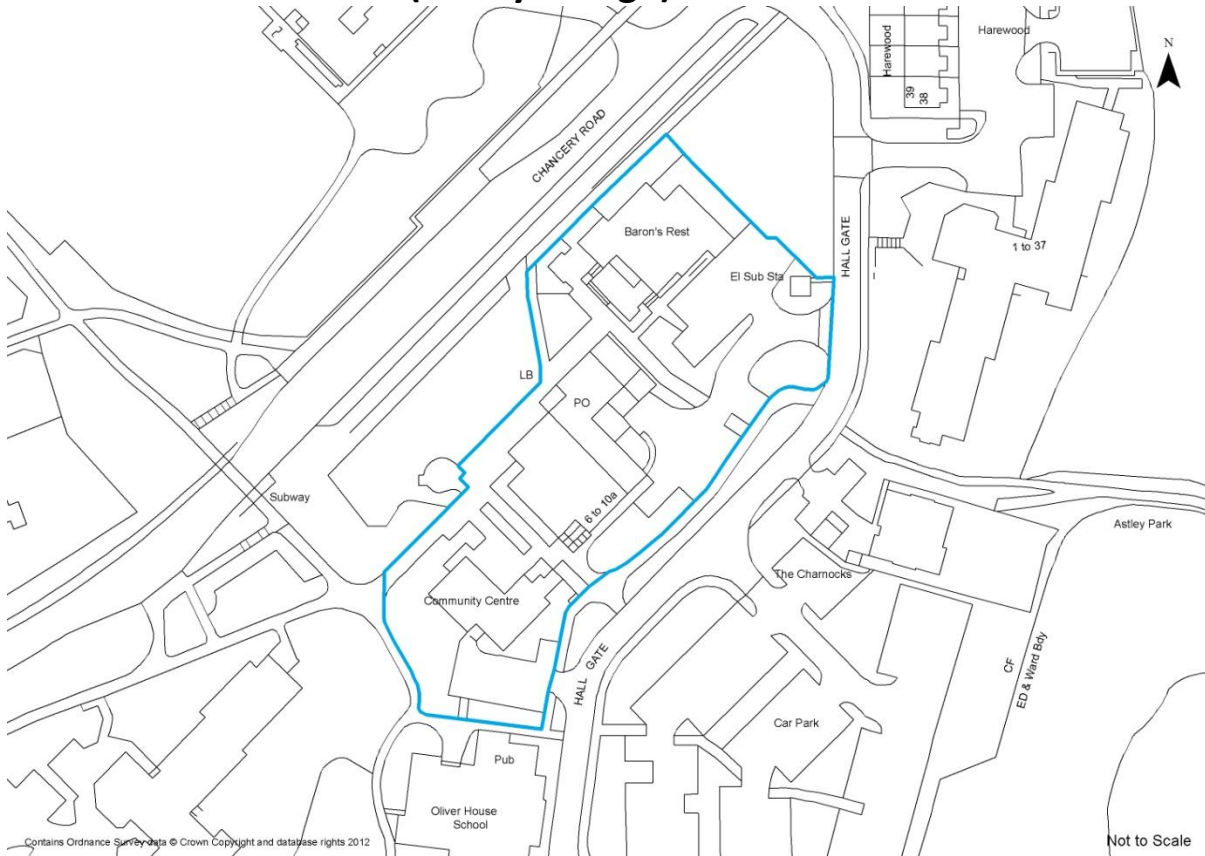
### Eaves Lane (North) Local Centre, Chorley



### Eaves Lane (South) Local Centre, Chorley



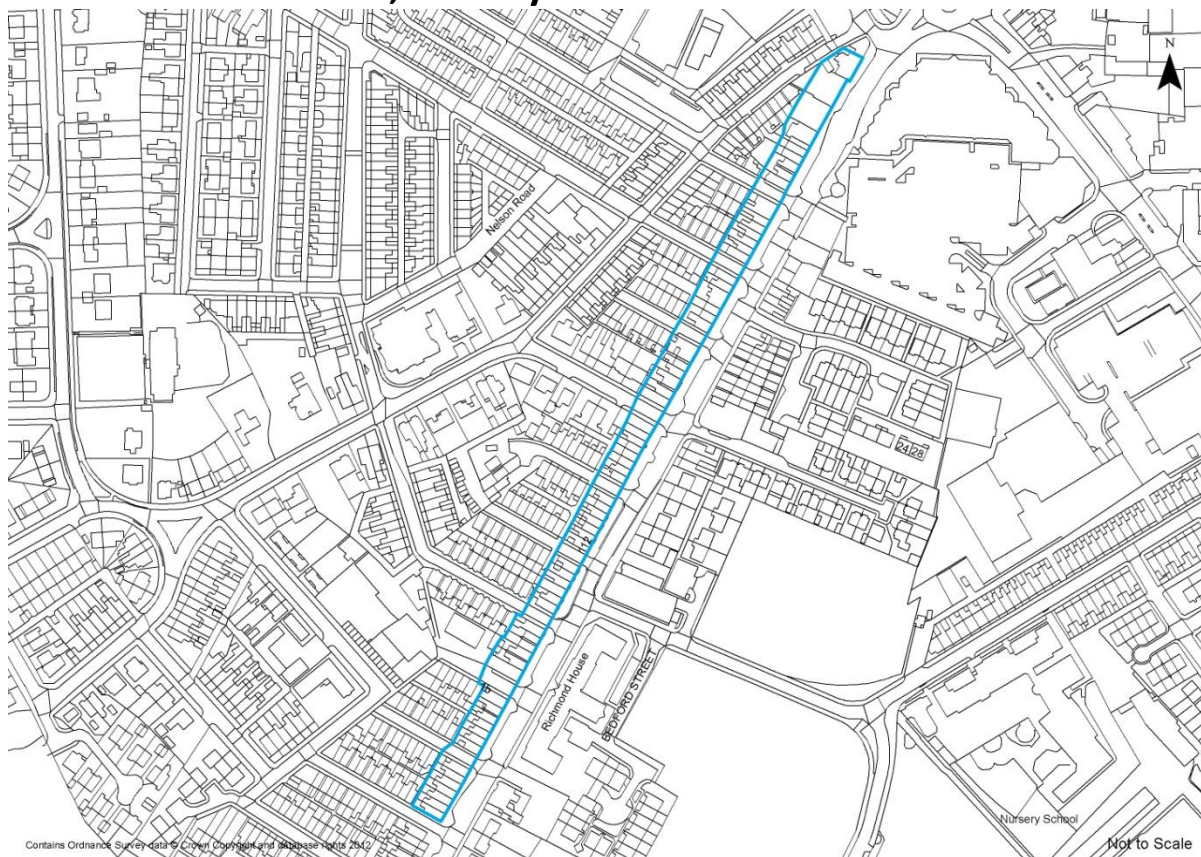
### Hall Gate Local Centre (Astley Village)



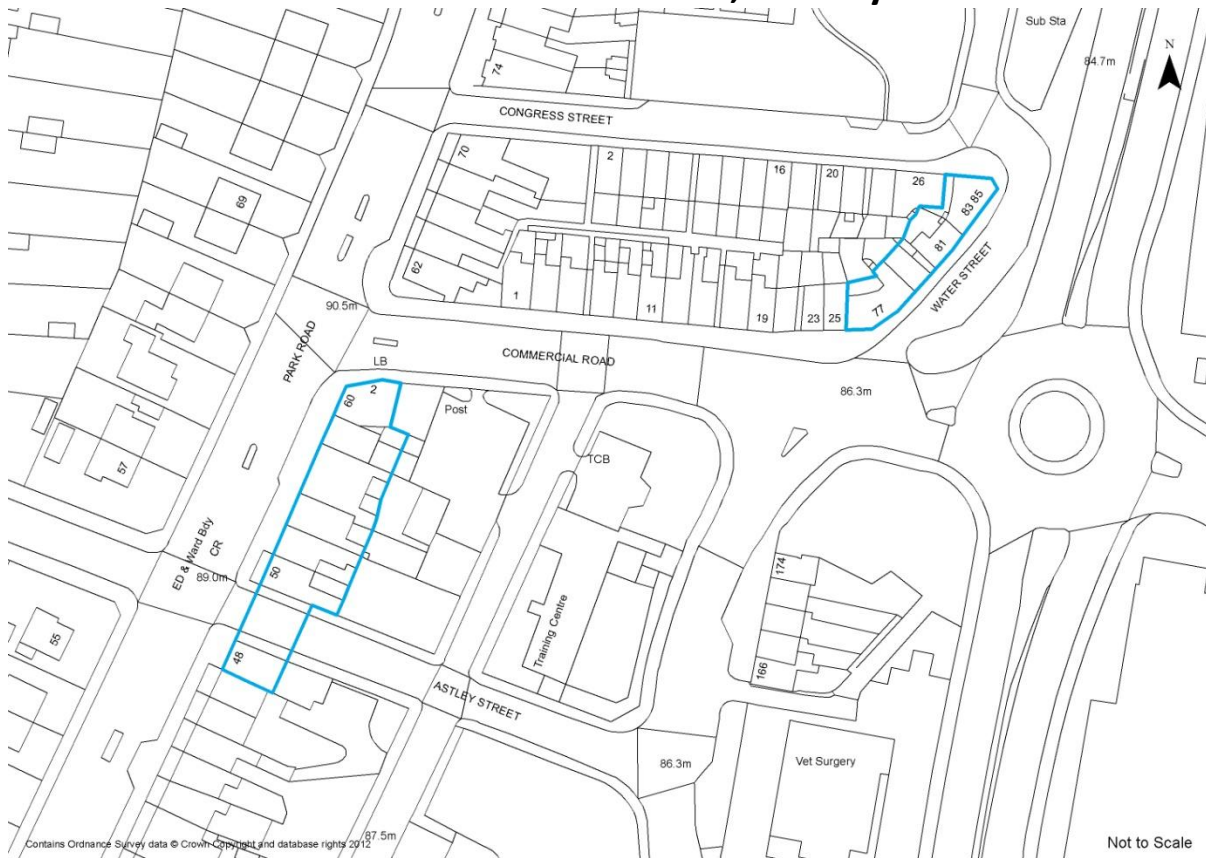
### Harpers Lane Local Centre, Chorley



### Pall Mall Local Centre, Chorley



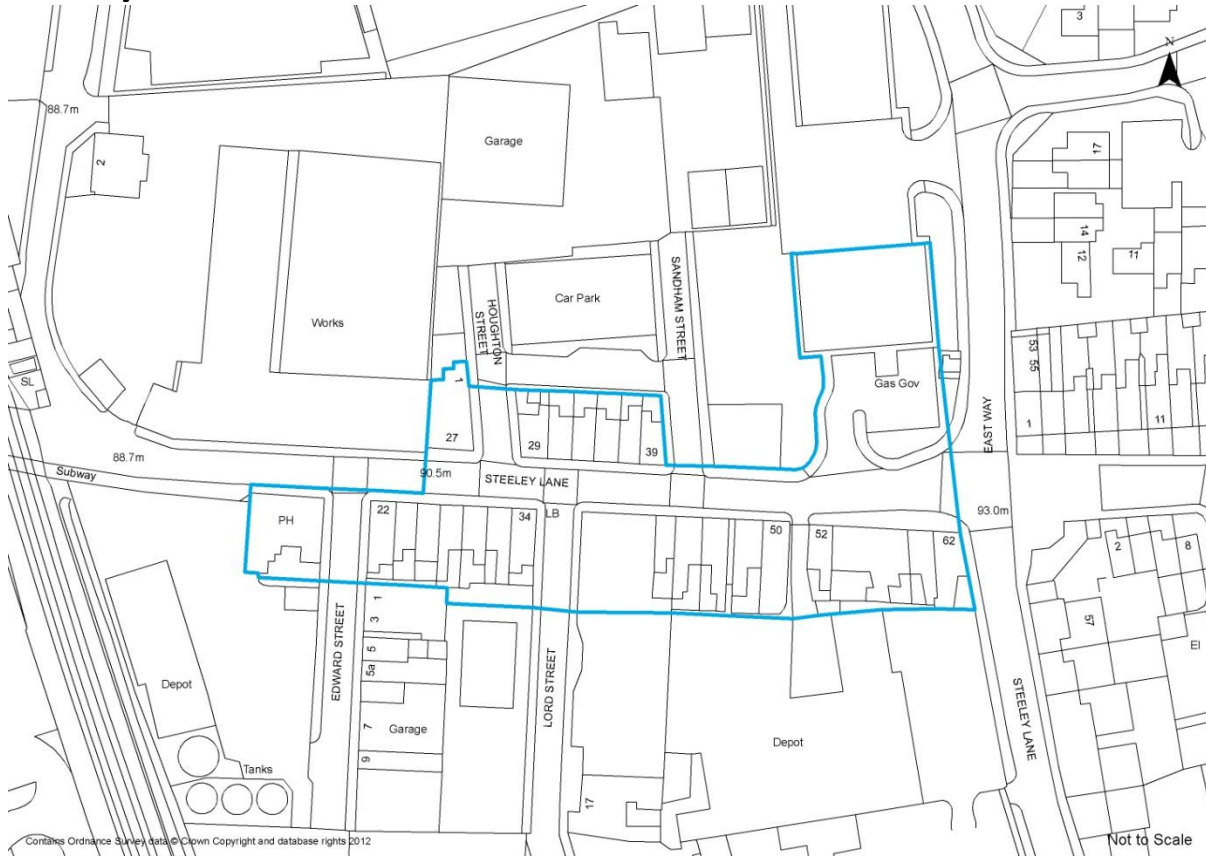
### Park Road and Water Street Local Centre, Chorley



### Pilling Lane Local Centre

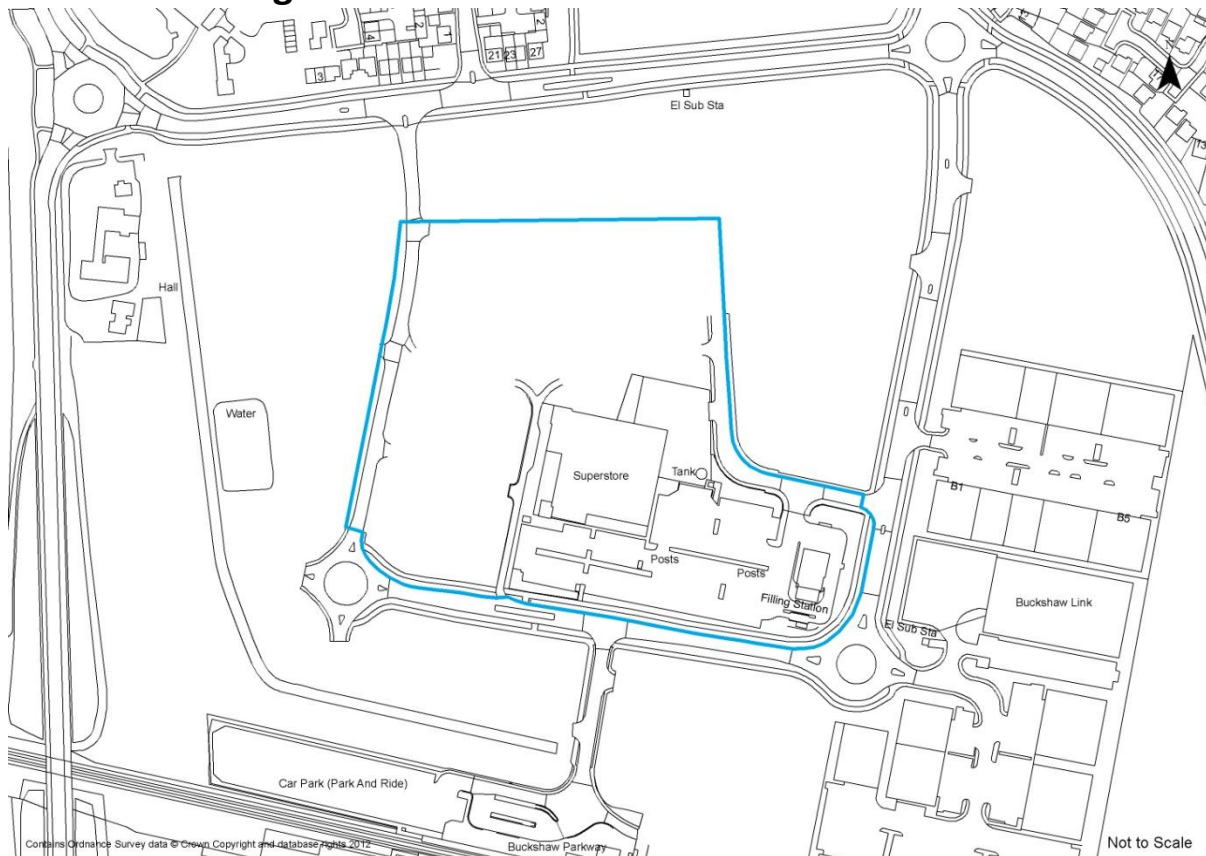


### Steeley Lane Local Centre



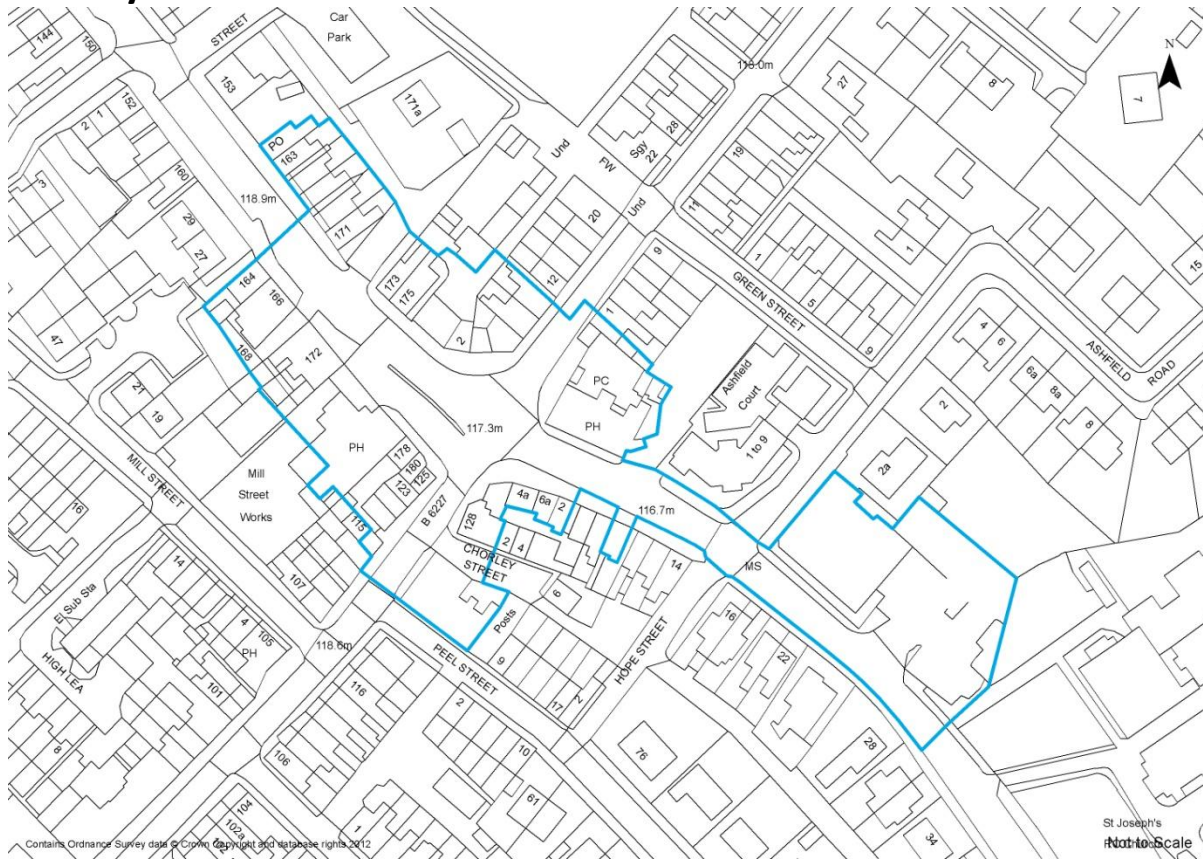
### Buckshaw Village

### Buckshaw Village District Centre

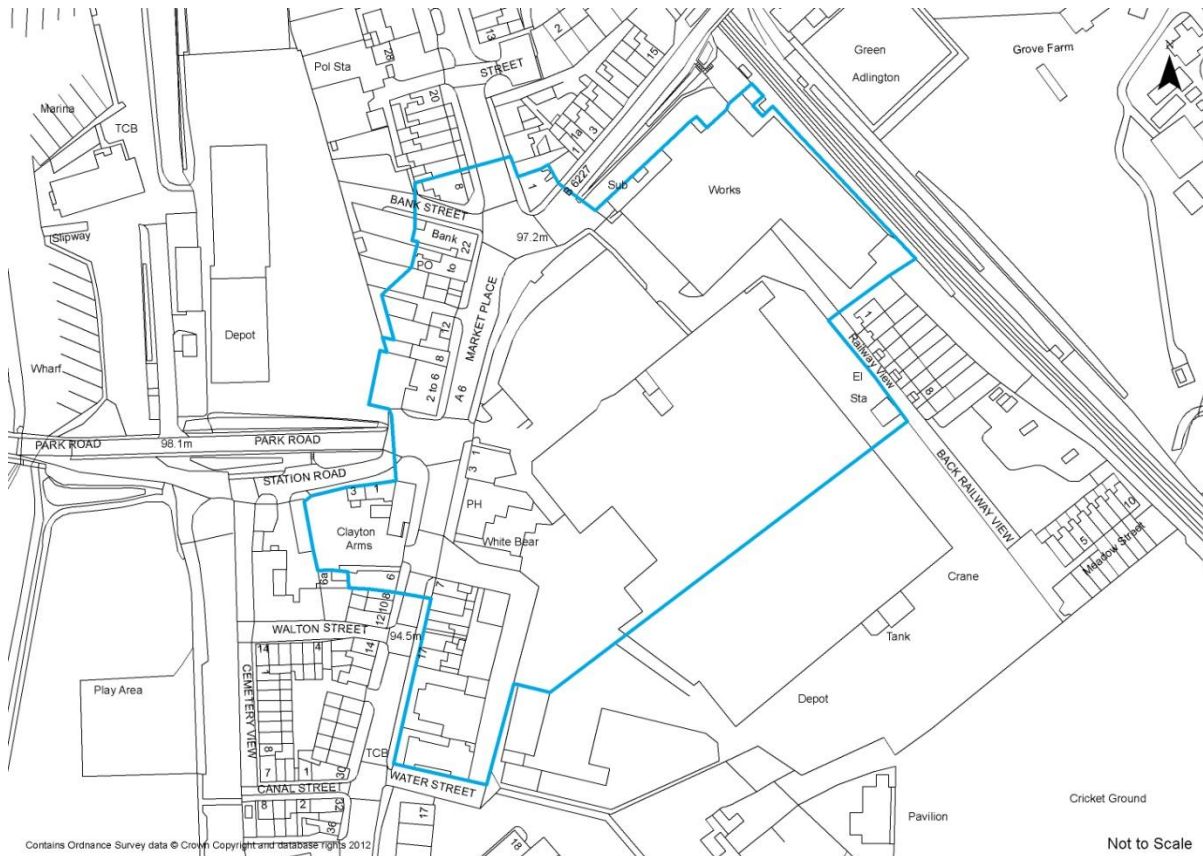


# Adlington

## Chorley Road Local Centre



## Market Place Local Centre



### Clayton Brook/Green Clayton Green District Centre

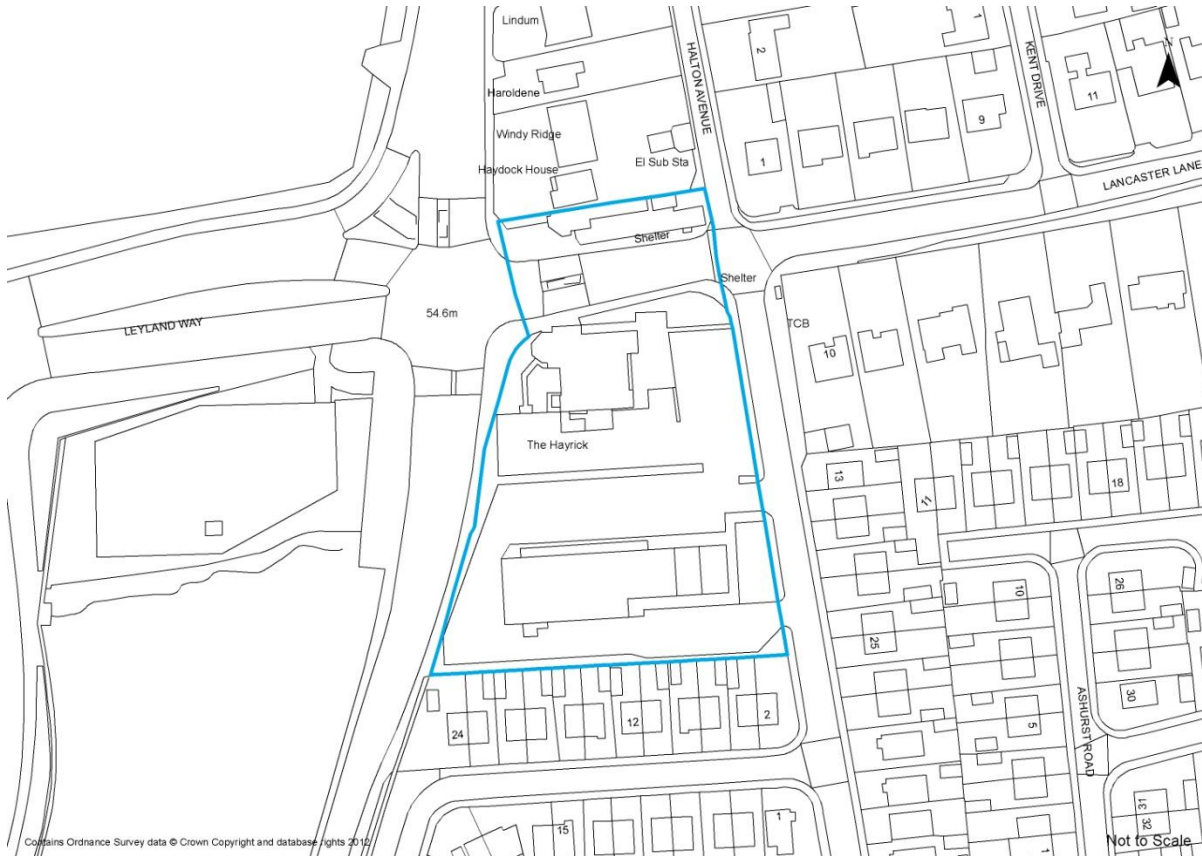


### Great Greens Lane Local Centre



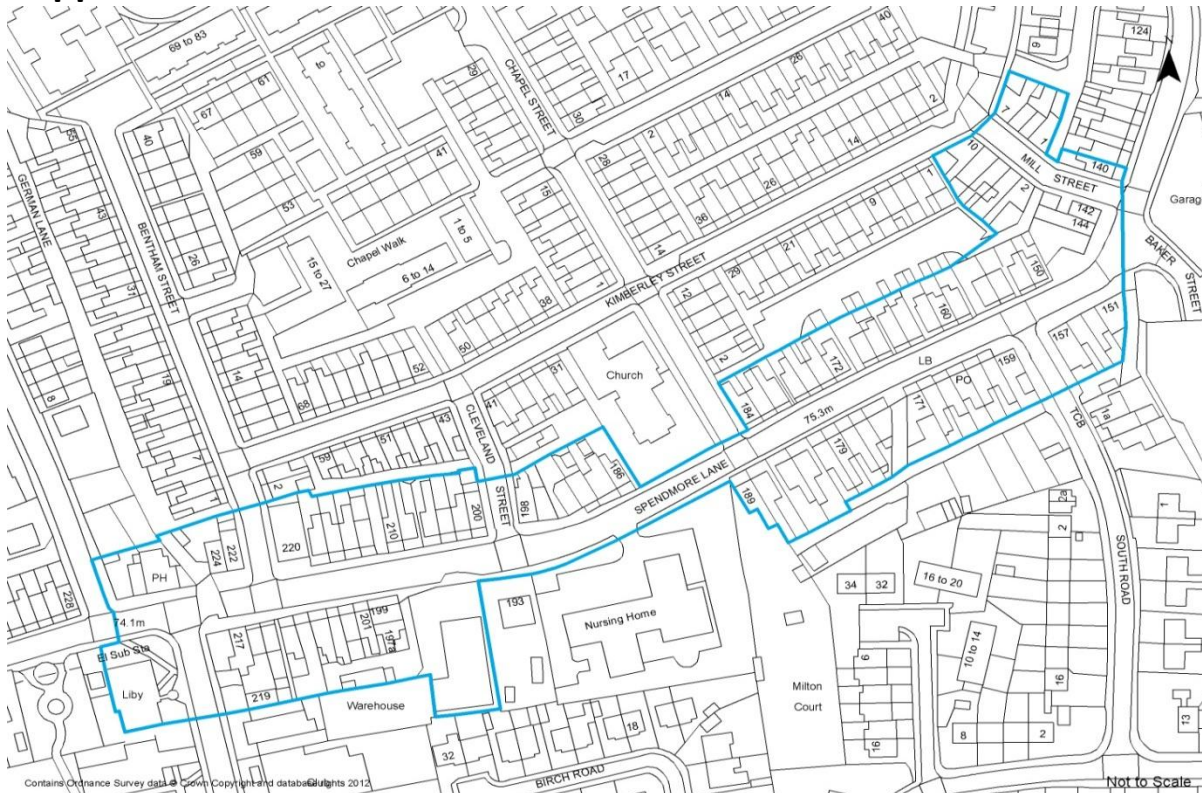
### Clayton-le-Woods

#### Lancaster Lane Local Centre



### Coppull

#### Coppull Local Centre



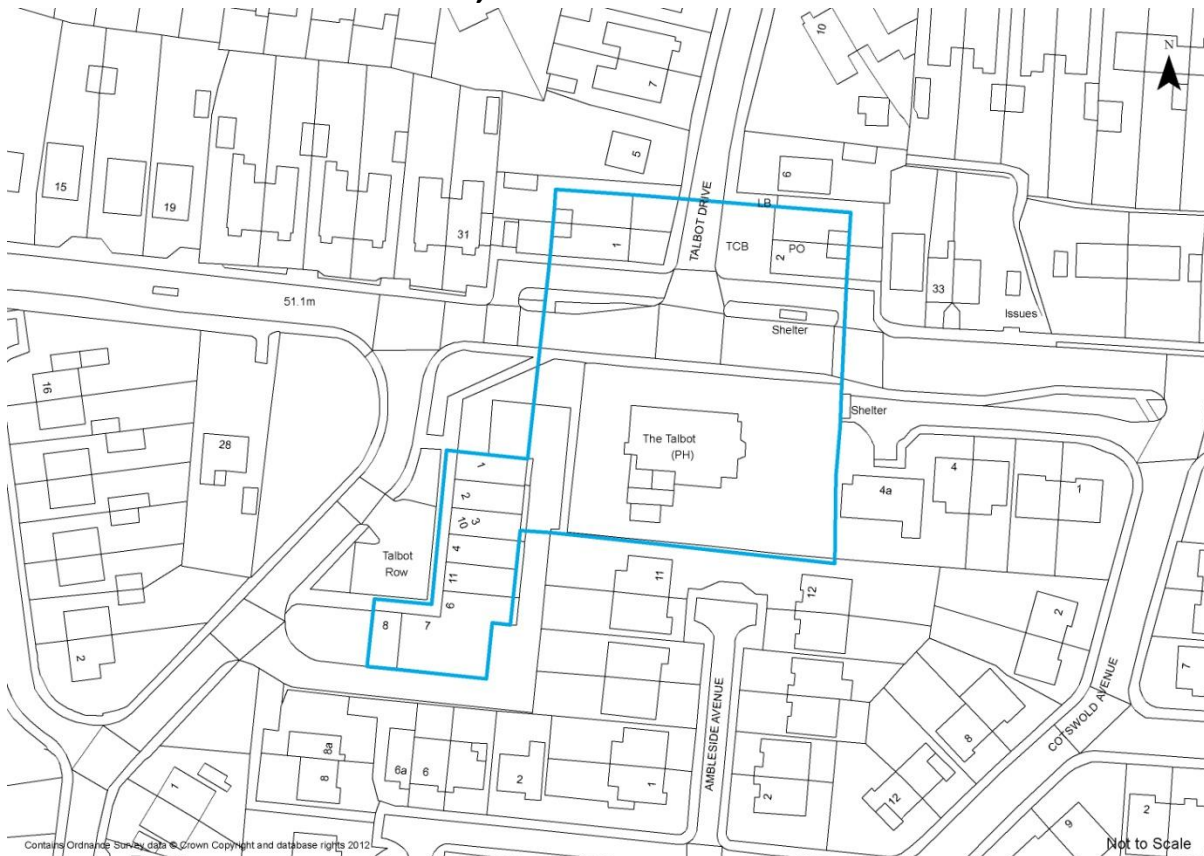


**Euxton**

**Runshaw Lane Local Centre, Euxton**

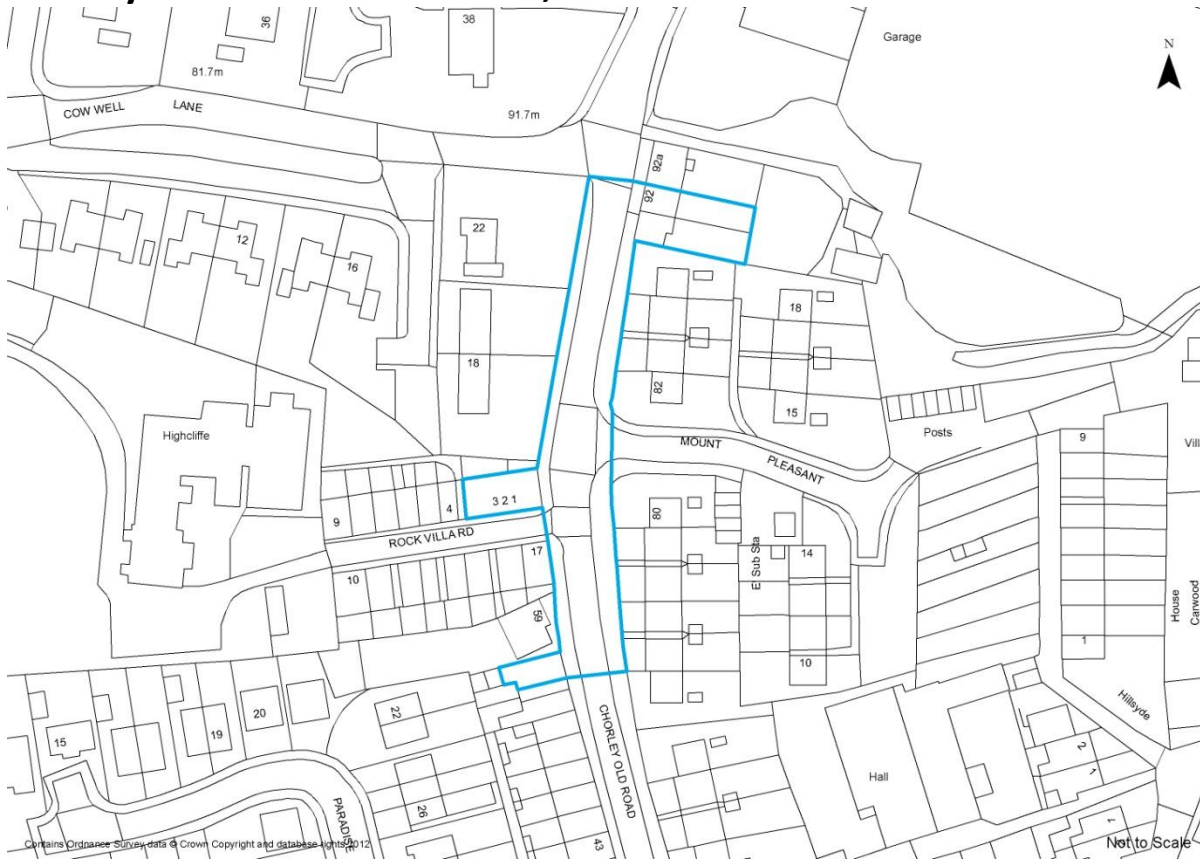


**Balshaw Lane Local Centre, Euxton**



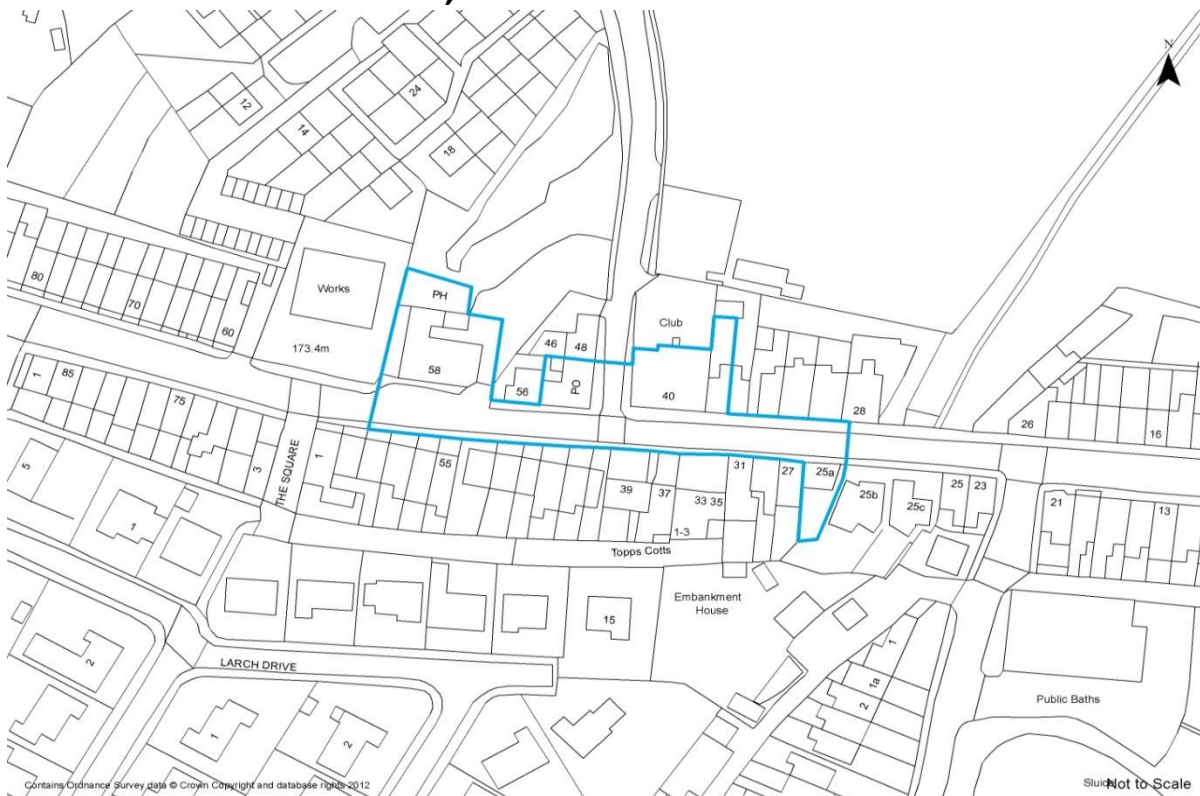
### Whittle-le-Woods

#### Chorley Old Road Local Centre, Whittle-le-Woods

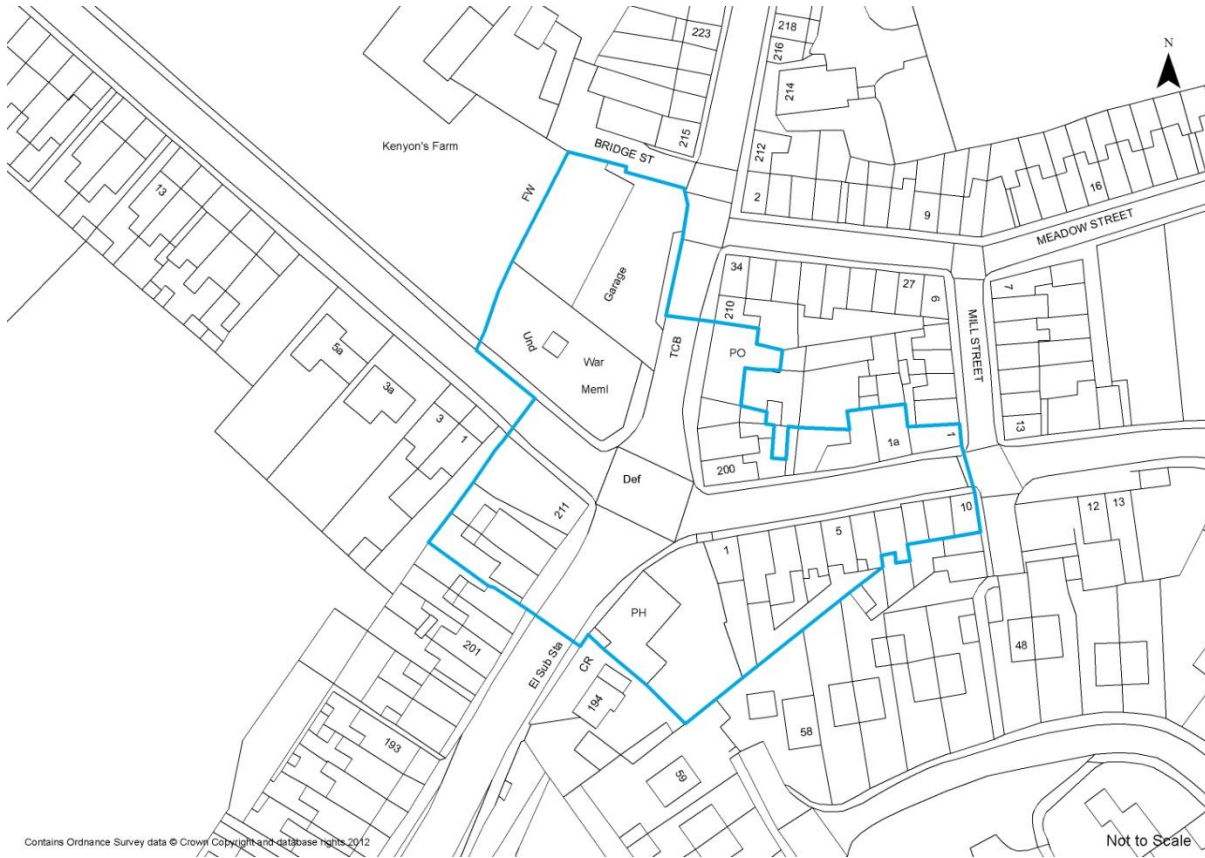


### Rural Local Service Centres and Other Places

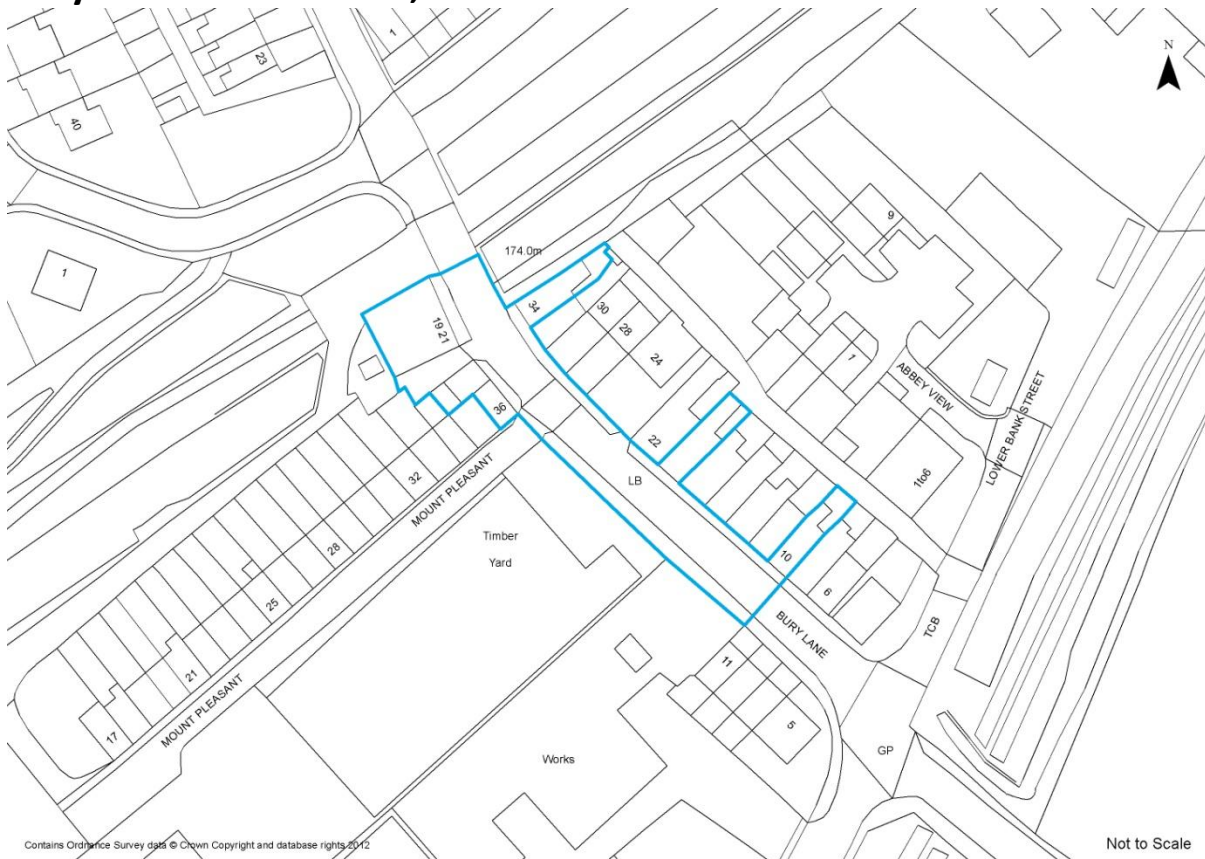
#### School Lane Local Centre, Brinscall



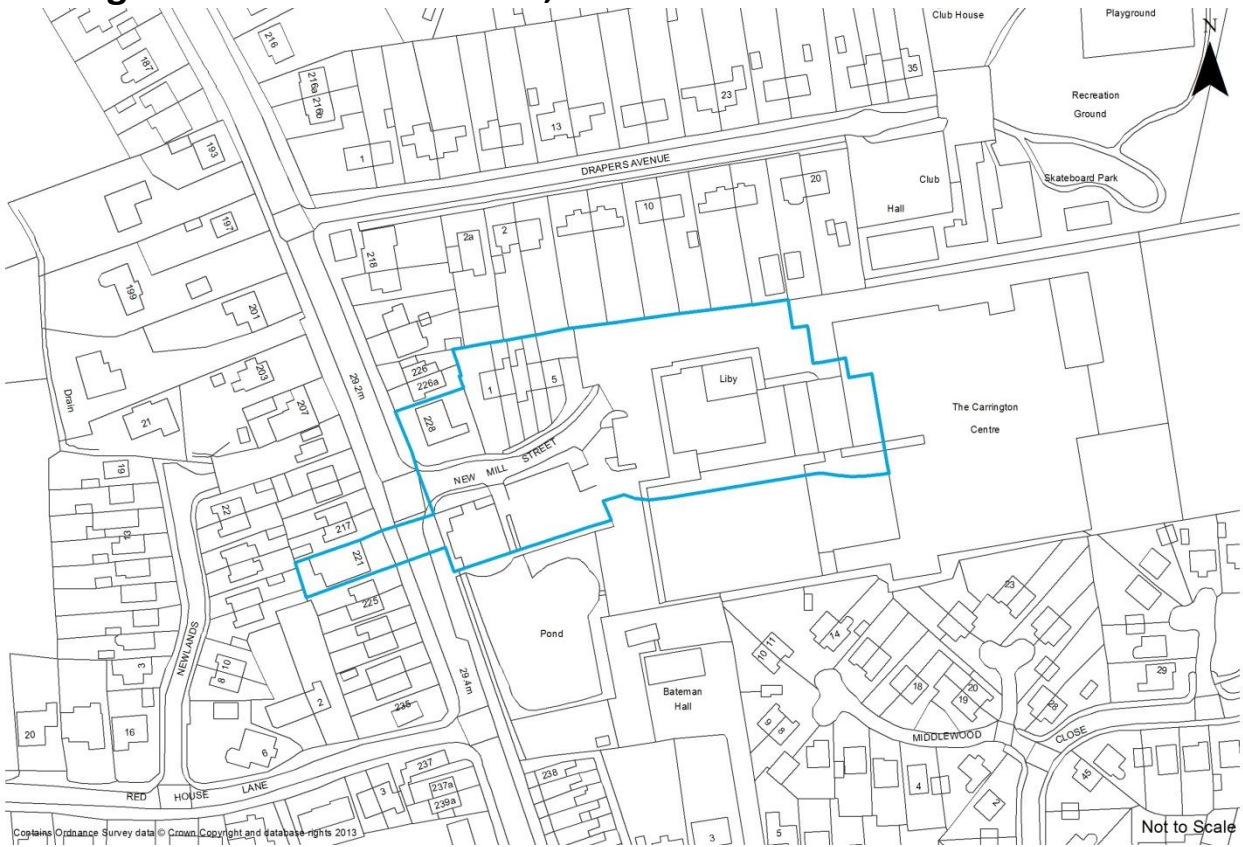
### Wheelton Local Centre



### Bury Lane Local Centre, Withnell



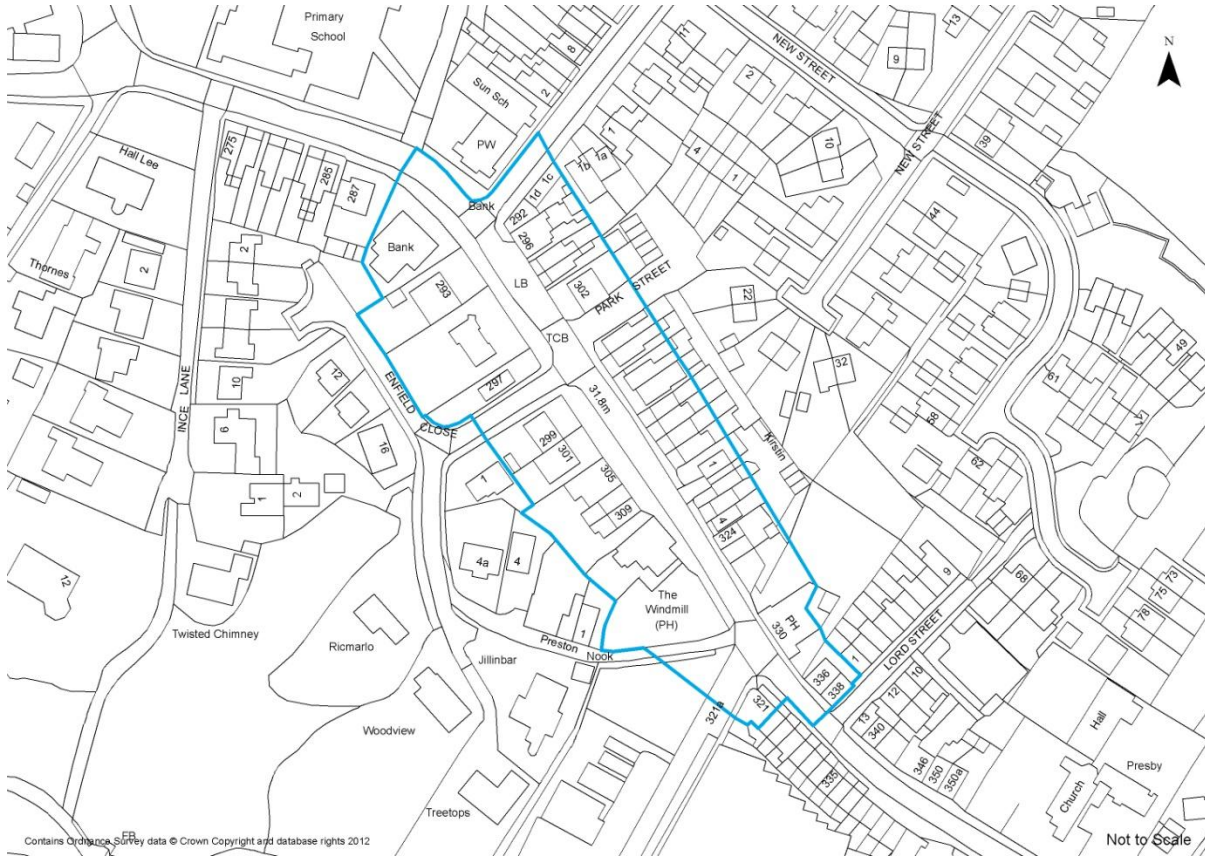
### Carrington Centre Local Centre, Ecclestone



### Croston Local Centre



### Eccleston Local Centre



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Not to Scale

### Mawdesley Local Centre



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Not to Scale

## Appendix D

### Monitoring Framework

In order to ensure that the policies in this document are effective in delivering the overarching long term vision for the borough it is necessary to make sure that there is appropriate monitoring in place. Each year Chorley Council produces an Annual Monitoring Report (AMR) which monitors the effectiveness of planning policies and whether they are meeting Chorley Council's vision and objectives.

Monitoring, review and implementation are key aspects of the 'plan, monitor and manage' approach to the planning system. Monitoring is crucial to the successful delivery of this document as it will chart the progress of the policies and proposals and will enable adjustments and revisions to be made if necessary. The monitoring framework for this document will assess the extent to which policies and sites are being implemented, identify policies or sites that may need to be amended or replaced, and establish whether policies have had unintended consequences.

The Core Strategy establishes a clear framework for delivering and monitoring the policies and objectives of the Local Development Framework. However, for this document 'local' indicators have been chosen which are mainly within the influence of Chorley Council as a local authority, relate to particular local circumstances and issues, or outputs of policies not covered by the Core Strategy Performance Monitoring Framework.

Chorley Council is committed to the effective monitoring of the policies within this document, in particular to establish when interventions might be necessary to ensure timely delivery of what is proposed.

The tables on the following pages show the monitoring framework for this document which comprises a short set of indicators and targets.

## Chorley Local Plan Key Indicators and Targets

Ref	Indicator	Relevant Policy	Measure	Target
1 (a)	Net additional dwellings – in previous years	HS1: Housing Site Allocations HS2: Phasing Policy	Annual completions for the previous five year period or since the start of the relevant plan period	Core Strategy requirement
1 (b)	Net additional dwellings in – future years	HS1: Housing Site Allocations	Net additional housing expected to come forward over the next 15 year period or up to the end of the plan period	Core Strategy requirement
1 (c)	Managed Delivery Target	HS1: Housing Site Allocations HS2: Phasing Policy	Net additional housing expected to come forward each year over the remaining plan period to meet the overall housing requirement. This should take into account the previous delivery of dwellings since the start of the plan period	Core Strategy requirement
2	Additional Dwellings on previously developed land	CS4: Housing Delivery	Gross completions on PDL as a total of all gross completions.	70%
3	Additional Dwellings on residential gardens	HS4: Private Residential Garden Development	Gross completions on residential gardens as a percentage of all gross completions.	Not applicable
4	Proportion of rural buildings in the Green Belt, Safeguarded Land and Area of Other Open Countryside granted planning permission for non-housing re-use	HS9: Conversion of Rural Buildings in the Green Belt and Other Designated Rural Areas	Number of rural buildings granted planning permission for non-housing re-use	60%
5	Planning permissions granted contrary to EA advice	CS29: Water Management	Number of planning permissions granted contrary to the advice of the Environment Agency on flood risk or water quality grounds. This should only include unresolved objections.	Nil
6	Renewable energy generation	CS28: Renewable and Low Carbon Energy Schemes	The amount of renewable energy generation reported for (i) developments/installations granted planning permission, and (ii) completed renewable energy developments/installations.	Not applicable
7	Completed non-residential development complying with car parking standards	ST4: Car Parking Standards	Number of new non-residential developments completed and the number of sites complying with the car parking standards. Minimum floor space 1,000 m <sup>2</sup> .	100%
8	Completed residential development complying with car parking standards	ST4: Residential Car Parking Standards	Number of new residential developments completed and the number of sites complying with the residential car parking standards. Minimum threshold of 10 dwellings.	100%
9	Employment land available – by type	EP1: Employment Site Allocations	Land available should include (i) sites allocated for employment uses, and (ii) sites for which planning permission has been granted for employment uses. Land should be measured in hectares.	Core Strategy requirement
10	Employment lost to other uses (hectares)	CS10: Employment Premises and Sites EP1: Employment Site Allocations	Employment land/premises redeveloped or reused for non-employment uses including residential and retail use.	Less than 1 hectare per year
11	Vacant ground floor units	EP6: Chorley Town	Proportion of vacant ground floor units in Chorley Town Shopping	7.5% in Chorley Town Centre

Ref	Indicator	Relevant Policy	Measure	Target
	in shopping centres	Primary Shopping Area, Primary and Secondary Frontages. EP7: Development and Change of Use in District and Local Centres	Centre and in District and Local Centres	10% in District and Local Centres
12	Major retail development permitted away from town centre and edge of centre (over 1,000m <sup>2</sup> floorspace)	EP9: Development in Edge-of-Centre and Out-of-Centre Locations	Number of planning permissions for major retail development permitted away from town centre and edge of centre	Nil
13	Production of the Gypsy and Traveller and Travelling Showpeople Local Plan	HS11: Gypsy and Traveller and Travelling Showpeople	Progress against the milestones in the Local Development Scheme (LDS)	To meet milestones in the LDS



## Appendix E

### Glossary

This glossary assists readers in understanding the text of the Local Plan particularly where technical or unfamiliar terms are used. It does not purport to provide a definitive or legalistic description of such terms.

**Affordable Housing:** Social rented, affordable rented and intermediate housing provided to eligible households whose needs are not met by the market.

**Allocation:** The land use assigned to a parcel of land as proposed in a statutory Local Plan

**Annual Monitoring Report (AMR):** An annual publication that assesses the Council's progress in preparing local plan documents, monitors their performance in terms of various indicators and the success of its planning policies in achieving their aims.

**Biodiversity:** The whole variety of life, including genetic, species and ecosystem variations.

**Biological Heritage Sites:** Sites of County ecological importance identified by Lancashire County Council and partners.

**Biomass:** Also known as biofuels or bioenergy, is obtained from organic matter either directly from plants or indirectly from industrial, commercial, domestic or agricultural products. The use of biomass is classed as a 'carbon neutral' process because the carbon dioxide released during the generation of energy from biomass is balanced by that absorbed by plants during their growth.

**Building Research Establishment Environmental Assessment Method (BREEAM):**

BREEAM is a nationally and internationally recognised environmental assessment method and rating system for non-domestic buildings. It was first launched in 1990 and sets the standard for best practise in sustainable building design, construction and operation and is a recognised measure of a building's environmental performance.

**Brownfield Land:** See 'Previously Developed land'.

**Carbon footprint:** The measure of the impact our individual activities have on the environment, and in particular climate change. It relates to the amount of greenhouse gasses produced in our day-to-day lives through burning fossil fuels for electricity, heating and transportation etc.

**Climate Change:** This is a change in the average weather experienced over a long period, including temperature, wind and rainfall patterns. There is strong scientific consensus that human activity is changing the world's climate and that man-made emissions are its main cause. In the UK, we are likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea-levels increasing the risk of coastal erosion

**Community Infrastructure Levy (CIL):** A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area. The money can be used to support development by funding infrastructure that the council, local community and neighbourhoods need/want - for example new or improved road schemes, park improvements or a new health centre. It applies to a range of new buildings and charges are based on the size and type of the new development.

**Community Involvement:** When preparing the Local Plan, the local authority needs to involve the local community, businesses, landowners, and anyone else with an interest in the area. Ideally these "key stakeholders" should be involved from the start, and right through the local plan preparation process.

**Conservation Area:** An area designated by a Local Planning Authority for preservation and enhancement due to the special architectural or historic interest of its buildings and their settings

**Convenience Goods:** Goods which the customer normally buys frequently, of necessity and with minimum effort including food, confectionary, tobacco and news papers

**Core Strategy:** The main Development Plan Document that sets out the long-term spatial vision for the Borough, the spatial objectives and strategic policies to deliver that vision, having regard to the Sustainable Community Strategy. The Central Lancashire Core Strategy (adopted July 2012) covers the local authority areas of Chorley, South Ribble and Preston City.

**District Centre:** Usually comprise groups of shops often containing at least one supermarket, and a range of non-retail services, such as banks, building societies and restaurants as well as local public facilities such as a library.

**Examination:** This is essentially a public inquiry conducted by an independent inspector to test the soundness of the documents produced as part of the Local Plan to decide if they are legally compliant and 'sound'.

**Economic Development:** Development including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

**Geological Heritage Site:** Regionally Important Geological Sites identified by the Lancashire RIGS group and approved as Geological Heritage Sites by Lancashire County Council.

**Green Belt:** Areas of land where development is tightly controlled in order to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns and assist in urban regeneration by encouraging the recycling of derelict and other urban land.

**Greenfield Land:** Land which has not been previously developed, or which has now returned to its natural state. This includes playing fields and residential gardens.

**Green Infrastructure:** Network of natural environmental components and green and blue spaces, including (but not limited to): hedges, outdoor sports facilities, grassland and heathland, cemeteries, churchyards and burial grounds, agricultural land, allotments, community gardens and urban farms, moorland, village greens, open spaces, degraded land, private gardens, wildlife habitats, parks, fields, open countryside, woodlands, street trees, ponds, lakes, waterways.

**Health and Wellbeing:** A definition of the general condition of a person in terms of mind, body and spirit

**Heritage Assets:** A building, monument, site, place area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets (Scheduled Monument, Listed Building, Registered Park and Garden or Conservation Area designated as such under the relevant legislation) and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including a local listing)

**Housing Needs Assessment:** A survey that estimates the number of households within an area that are in need of affordable housing and/or housing that meets their specific requirements.

**Impact Assessment:** Assessment of the impact of a proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area

**Infrastructure:** Roads, water supply, sewage disposal, schools and other community facilities needed to support housing, industrial and commercial uses.

**Infill:** The filling of a small gap in an otherwise built-up street frontage, e.g. typically a gap which could be filled by one or possibly two houses of a type in keeping with the character of the street frontage.

**Infrastructure Delivery Plan (IDP):** The IDP is a supporting document to the Local Plan. Its purpose is to provide background evidence regarding the physical and social infrastructure likely to be needed to support identified development in the Borough over the plan period. It sets out a baseline assessment of existing infrastructure provision and provides an indication of the existing capacity and shortfalls of all types of infrastructure. The document will be updated and monitored regularly and will assist in future delivery of infrastructure requirements. The IDP relies on the input of infrastructure partners and stakeholders and is therefore only as accurate as the plans of our partners.

**Issues and Options:** The name previously given to the earliest stage in the preparation of the development plan document when local planning authorities should gather evidence about their area and engage with stakeholders. Changes to the regulations in 2008 removed this term, however early engagement with stakeholders remains a requirement.

**Key Service Centre:** Towns or villages which act as service centres for surrounding areas, providing a range of services including: retail, leisure, community, civic, health and education facilities and financial and professional services. They should have good public transport links to surrounding areas, or the potential for their development and enhancement.

**Local Centres:** Includes a range of shops of a local nature, serving a small catchment, typically local centres might include amongst other things a mall supermarket, a newsagents, a sub post office and pharmacy.

**Local Development Framework:** The Local Development Framework (LDF) was introduced through the Planning and Compulsory Purchase Act 2004. The Local Development Framework replaced the previous system of Structure Plans and Local Plans. A local Development Framework was a set of documents that determined how development in an area would be planned over time. The Government has now abandoned the term Local Development Framework and, through its recent reforms, switched to the term 'Local Plan' to describe the portfolio of documents.

**Local Enterprise Partnership (LEP):** a partnership between local authorities and businesses formed in 2011 to help determine local economic priorities and lead economic growth and job creation within its local area e.g Lancashire Enterprise Partnership. They carry out some of the functions previously carried out by the regional development agencies which were abolished in March 2012.

**Local Service Centre:** Towns or villages which provide a more limited range of services to the local community.

**Local Transport Plan (LTP) :** Local Transport Plans are strategic documents which set out the local transport priorities in the long term. The current Local Transport Plan for Lancashire, Local Transport Plan )(A Strategy for Lancashire) runs from 2011 to 2021. This LTP consists of a 10 year overarching strategy, supported by 3 year rolling implementation plans. Lancashire County Council is the transport authority representing Lancashire and has prepared a joint document with Blackpool Council and Blackburn-with-Darwen Borough Council.

**Mixed Use Development** – This combines a mix of uses, including housing, either on a site or within individual buildings such as flats over shops.

**Open Space:** All open space of public value, including not just land, but also areas of water (such as rivers, canals lakes and reservoirs) which offer important opportunities for sport and recreation

**Park and Ride facility:** A facility for the exchange of transport mode from a car or motorcycle to public transport such as a train or bus including parking provision for the original mode.

**Primary Shopping Area:** Defined area where retail development is concentrated. Area is shown on the Policies Map.

**Primary Frontage area:** Includes a high proportion of retail uses which may include food, drinks, clothing and household goods. Frontages are shown on the Policies Map.

**Previously Developed Land (PDL):** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Policies Map:** A map on an Ordnance Survey base, illustrating the policies and proposals of a local plan and defining sites for particular developments or land uses and the areas to which specified development management policies will be applied.

**Ramsar sites:** These are wetlands of international importance, designated under the Ramsar Convention.

**Reasoned justification:** Part of the Local Plan which explains the reasoning for the inclusion of a particular policy.

**Retailing:** The sale of goods and services direct to the consumer

**Rural Exception Sites:** A site that is within or adjoins existing rural communities which may be subject to policies of restraint, such as Green Belt, and which would not otherwise be released for housing, but may be developed in order to provide affordable housing to meet local needs in perpetuity

**Safeguarded Land:** Land between some major settlements and the Green Belt is safeguarded for future development needs beyond the Plan period. Planning permission for the permanent development of safeguarded land will only be granted following a Local Plan Review which proposes the development.

**Secondary Frontage area:** Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses. Frontages are shown on the Policies Map

**Section 106 Agreement:** Section 106 (S106) of the Town and Country Planning Act 1990 allows a local planning authority to enter into a legally-binding agreement or planning obligation with a landowner in association with the granting of planning permission. The obligation is termed a Section 106 Agreement and is a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms. They are increasingly used to support the provision of services and infrastructure, such as highways, recreational facilities education, health and affordable housing.

**Sequential Test:** The Sequential Test requires major retail, cultural and service development to be located on the most central sites in town centres before considering less central sites.

**Sites of Special Scientific Interest (SSSI):** Sites with statutory protection of national and international importance, designated by Natural England under the Wildlife and Countryside Act 1981.

**Soundness:** Soundness means founded on a robust and credible evidence base. For a Local Plan to be sound it must be positively prepared (to meet development needs) justified, effective deliverable) and consistent with national policy.

**Strategic Environmental Assessment (SEA):** An assessment required by EU legislation that is incorporated into the Sustainability Appraisal (SA).

**Strategic Flood Risk Assessment (SFRA):** carried out in consultation with the Environment Agency (EA) to examine the risk of flooding in the Borough from sea and rivers. It includes information on flood risk areas, flood infrastructure, history of flooding in the Borough and expected future development pressures and their potential impact.

**Strategic Housing Land Availability Assessment (SHLAA):** This examines the availability of land in the Borough for residential use and forms part of the Local Plan Evidence Base. It does not allocate sites for housing.

**Strategic Housing Market Assessments (SHMA):** Strategic Housing Market Assessments are a requirement under national planning policy, and are a key part of the evidence base required to ensure the delivery of housing that meets the needs of communities now and in years to come. They provide a comprehensive survey of housing, including the housing market and local housing needs requirements across all tenures and for a range of client groups.

**Supplementary Planning Document (SPD):** These documents cover a range of issues, both topic and site specific, and provide further detail on policies in the Local Plan. SPDs are capable of being a material consideration in planning decisions but are not part of the development plan.

**Supplementary Planning Guidance:** Non-statutory planning guidance prepared prior to Supplementary Planning Documents.

**Sustainability Appraisal (SA):** Development Plan Documents are subject to a "Sustainability Appraisal", examining how the policies and proposals in the DPD would be likely to impact upon the economy, the environment, transport, and the community. This will ensure that decisions are made that accord with sustainable development.

**Sustainable Development:** Development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. There are three dimensions to sustainable development: economic, social and environmental.

**Town Centre:** Area defined on the Policies Map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area.

**Tree Preservation Order (TPO):** A TPO is made by a local authority to protect specific trees or a particular area, group or woodland from deliberate damage and destruction.

**Use Classes Order Guide:** This outlines broad uses for land and buildings and defines where a change of use from one class to another usually requires planning permission. The different land uses are:

A1 – Shops	C1 - Hotels
A2 – Financial and Professional Services	C2 - Residential Institutions
A3 -- Restaurants and Cafes	C2A - Secure Residential Institutions
A4 – Drinking Establishments	C3 - Dwellinghouses
A5 -- Hot Food Takeaways	C4 - Houses in Multiple Occupation
B1 -- Business	D1 - Non- Residential Institutions
B2 – General Industrial	D2 - Assembly and Leisure
B8 – Storage or Distribution	Sui Generis – a use which is not included in one of the above definitions

Refer to Town and Countryside (Use Classes) Order 1987 and the Town and Country Planning (General Permitted Development) Order 1995, both as amended. Additional changes of use not requiring planning permission (permitted development rights) apply from May 2013.

**Vitality and Viability:** The vitality and viability of town and district centres depends on retaining and developing a wide range of attractions and amenities: creating and maintaining an attractive environment:

ensuring good accessibility to and within the centre: and attracting continuing investment in development or refurbishment of existing buildings. Local Planning Authorities are encouraged to measure vitality and viability by assessing the health of town centres.

**Washed Over:** Some sites are included within, rather than surrounded by, areas of Green Belt. Where this is the case the term washed over is used to describe the Green Belt conditions prevailing.

**Windfall Site:** Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available.



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Report of	Meeting	Date
Chief Executive (Introduced by the Executive Leader and Executive Member for Economic Development and Partnerships)	Council	21 July 2015

## **CENTRAL LANCASHIRE GYPSY, TRAVELLER & TRAVELLING SHOWPEOPLE'S ACCOMMODATION ASSESSMENT – JUNE 2015**

### **PURPOSE OF REPORT**

1. To inform members about the revised Central Lancashire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) – June 2015.

### **RECOMMENDATION(S)**

2. Those members defer the consideration of the Assessment Document and the progression of the Traveller Local Plan to the next Council meeting.

### **EXECUTIVE SUMMARY OF REPORT**

3. A revised draft GTAA published in May 2015 identified a need for 11 permanent pitches for Travellers in Chorley Borough, (an additional 6 to the 5 being progressed through the Chorley Local Plan 2012-26) 22 in Preston, 1 in South Ribble and a Central Lancashire wide need for 4 transit pitches to 2026.
4. The GTAA provides an up to date assessment of the Gypsy, Traveller and Travelling Showpeople's housing needs in the Central Lancashire area. Its findings inform the approach taken to cover this issue in Local Plans and it forms part of the evidence base behind the Central Lancashire Gypsy, Traveller and Travelling Showpeople Local Plan.
5. Following discussions and clarifications sought from the Council this figure has been revised down to a need for 10 permanent pitches.
6. It is the understanding of the Council that this pitch requirement may be challenged by the local traveller community upon whose need the assessment is primarily based. It is understood that the position of the local traveller community is that the Assessment may overstate the number of pitches needed to be provided. Local Circumstances are also a relevant factor for considering the appropriate provision.

<b>Confidential report</b> Please bold as appropriate	Yes	<b>No</b>
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<b>Key Decision?</b>	Yes	<b>No</b>
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**REASONS FOR RECOMMENDATION(S)**

**(If the recommendations are accepted)**

- 7. As the GTAA forms a significant part of the evidence to the Central Lancashire Gypsy, Traveller and Travelling Showpeople Local Plan, the Issues and Options version of which is currently being drafted, it is important that the Council proceed on the most certain position possible. As the Assessment findings have changed again it is appropriate at this stage to try to obtain this certainty.
- 8. Central Government have also indicated that they intend to review their policies on Gypsy and Traveller Planning matters at the earliest opportunity. Again if these policies are to change it changes the context of and therefore undermines the Council’s approach to the preparation of the Gypsy and Traveller Local Plan.

**ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

- 9. Failure to undertake a GTAA and progress a local plan to allocate sufficient land to meet the identified need for new pitches would be contrary to national planning policy guidance.

**CORPORATE PRIORITIES**

- 10. This report relates to the following Strategic Objectives:

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

**BACKGROUND**

- 11. The previous GTAA published in May 2007 covered a 10 year period to 2016. It was used to evidence the Central Lancashire Core Strategy, which was found sound and adopted by the Central Lancashire Councils in July 2012.
- 12. However, at the Chorley Local Plan Examination hearing (April 2013), the Inspector did not accept that this study was sufficiently up to date and only issued a Partial Report (on 25<sup>th</sup> October 2013) on her findings into the soundness of the Plan on all matters other than those relating to Gypsies, Travellers and Travelling Showpeople. It was her intention to re-convene the Examination following completion and consultation on an up to date Central Lancashire GTAA and consultation on proposed sites and policies in order to enable the progression of the Chorley Local Plan to adoption.
- 13. Arc4 was commissioned by the Central Lancashire Authorities (Chorley Council, Preston City Council and South Ribble Borough Council) in July 2013 to undertake a Central Lancashire Gypsy and Traveller Accommodation Assessment to determine the need for any additional pitch and plot provision in the area.
- 14. This study was initially completed in January 2014 and identified a need for 5 permanent pitches for Travellers in Chorley Borough, 15 in Preston, none in South Ribble and a Central Lancashire wide need for 15 transit pitches to 2026. No need for Travelling Showpeople accommodation was established in Central Lancashire.

15. The GTAA was considered by the Inspector, however she was concerned that it may have underestimated the level of need and she asked for further detailed work on this matter. In the meantime, in order to progress the Chorley Local Plan to adoption, she advised that a site of 5+ permanent Traveller pitches should be allocated.
16. Accordingly, additional fieldwork was undertaken by Arc4 between 7<sup>th</sup> June 2014 and 6<sup>th</sup> October 2014. This provided more detailed information about current and future accommodation needs and aspirations of Gypsies, Travellers and Travelling Showpeople.
17. The revised GTAA was completed in May 2015. It has identified a need for 10 permanent pitches for Travellers in Chorley Borough (an additional 5 to the 5 being progressed through the Chorley Local Plan 2012-2016), 22 in Preston, 1 in South Ribble and a Central Lancashire wide need for 4 transit pitches to 2026. There is also an 'aspirational need' identified for 13 Travelling Showperson plots in Central Lancashire.

#### **DEFINITION OF GYPSY AND TRAVELLER**

18. The definition of 'Gypsies and Travellers' is set out in the Government's 'Planning Policy for Traveller Sites (March 2012) as:  
*'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily or permanently....'*

#### **LEGISLATIVE AND POLICY CONTEXT**

19. In March 2012 the Government published both the National Planning Policy Framework and its Planning Policy for Traveller Sites. These documents replace all previous national planning policy and guidance in respect of Gypsies and Travellers. This national guidance is a material consideration in determining local planning applications and its overarching aim is 'to ensure fair and equal treatment for Travellers'.
20. Under this guidance Local Authorities should make their own assessment of Gypsy, Traveller and Travelling Showpeople accommodation needs for the purposes of planning, and plan for sites over a reasonable timescale.
21. The policy also states that:
  - Plan making and decision taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.'
  - Planning policies need to be fair, realistic and inclusive; and
  - Planning policies should increase the number of Traveller sites in appropriate locations with planning permission, to address under-provision and maintain an appropriate level of supply.
22. It is within this policy context that local planning authorities have to plan future provision for Gypsies and Travellers across their respective areas. The Framework emphasises the role of evidence and how it should be used within this context. Policy A: Using evidence to plan positively and manage development stresses the need for timely, effective and on-going community engagement (both with Travellers and the settled community); in addition the 'use of a robust evidence base to establish accommodation needs to inform the preparation of Local Plan and make planning decisions' is advocated.

23. Paragraphs 8 and 9 of Planning Policy for Traveller Sites state that;
- ‘Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities’.
- Local planning authorities should, in producing their Local Plan:
- a) Identify and update annually, a supply of specific deliverable sites sufficient to provide five years’ worth of sites against their locally set targets;
  - b) Identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15;
  - c) Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
  - d) Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density; and
  - e) Protect local amenity and environment.
24. Despite the revocation of the North West Regional Spatial Strategy (North West of England Plan – Regional Spatial Strategy to 2021) in May 2013, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act (2011) introduced on local planning authorities the Duty to Co-operate in relation to planning sustainable development. Under this Duty local planning authorities must engage constructively, actively and on an ongoing basis in the preparation of development plan documents, other local development documents, and activities that can be considered in any way to prepare the way for development plan documents. Under the Act the sustainable development or use of land that would have a significant impact on at least two planning areas is considered to be a strategic matter falling within the Duty to Co-operate<sup>1</sup>.
25. Paragraph 181 of the National Planning Policy Framework (The Framework) states that “Local planning authorities will be expected to demonstrate evidence of having effectively co-operated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination”.
26. The Framework also provides further guidance on the duty, focusing on “planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities set out in paragraph 156”. (Para 178, The Framework). The Framework is clear that local planning authorities (LPAs) and other public bodies should work collaboratively on Gypsy and Traveller and Travelling Showpeople provision and reflect this in Local Plans.

## STUDY METHODOLOGY

27. The methodology used for the study was as prescribed by the legislation, and guidance contained in the Framework and Planning Policy for Traveller Sites. It also included the ‘Gypsy and Traveller Accommodation Needs Assessments – Guidance’ (CLG 2007).

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<sup>1</sup> The Localism Act 2011 Part 6 Chapter 1 Duty to co-operate in relation to planning of sustainable development Section 110

- 28. It comprised; interviews with Gypsies and Travellers, desktop analysis of existing documents, data and pitch information, a key stakeholder on-line questionnaire for professionals who have direct contact with Gypsy and Traveller and Travelling Showpeople communities, a review of the bi-annual caravan count for DCLG and Local Authority information on existing site provision (permanent and temporary) and unauthorised encampments.
- 29. The results of the study are set out below:

**HEADLINE FINDINGS – PERMANENT PITCH REQUIREMENTS BY AUTHORITY**

	Chorley	Preston	S Ribble
<b>Total additional requirement to 2026 for Gypsy and Traveller pitches to fit to Local Plan timeframe 2013/14 to 2026</b>	<b>10</b>	<b>22</b>	<b>1</b>

- 30. The report also highlights a shortfall of 13 Travelling Showperson plots to 2026. This is based on aspirational need across Central Lancashire and is explained further in paragraph 29.

**TRANSIT NEED REQUIREMENT**

- 31. The study also identifies a need for 4 transit pitches across Central Lancashire. This need is calculated using data on unauthorised encampments from each of the three authorities (numbers of caravans and duration of stay). The report recommends that Central Lancashire authorities work together to explore the opportunities of a joint provision to satisfy this need.

**TRAVELLING SHOWPEOPLE NEED**

- 32. In respect of the Travelling Showpeople’s ‘aspirational need’ of 13 identified, this cannot be quantified as actual need.
- 33. The revised study secured 9 interviews with Travelling Showpeople, none of whom live in the Central Lancashire area. In addition, none presented themselves as having a ‘need’ to locate within Central Lancashire. Of the 9 Travelling Showpeople who were interviewed, 8 expressed a desire to re-locate to Central Lancashire, 4 specifically mentioned Chorley as a preferred base for their yard. However, this ‘aspiration’ to live in Central Lancashire would only be taken as a ‘need’ if it could be demonstrated that there are family connections or work reasons to locate in Central Lancashire. As only 3 households provided details on where they travel to, a ‘need’ cannot be accurately quantified. All those respondents are currently accommodated in surrounding areas. Chorley is only mentioned as a destination for one of the households for one month during a full year of travelling therefore there is no evidence to suggest that Chorley should accommodate these Showpeople.
- 34. In the absence of more complete information, the study recommends that further engagement work is undertaken as part of the Gypsy and Traveller and Travelling Showpeople Local Plan in order to establish whether there is in fact a need for permanent Travelling Showpeople plots.

**LOCAL CIRCUMSTANCES**

35. In addition to the Assessment the Council are also obliged to take into account local circumstances in addressing need. It is understood that the local Gypsy and Traveller Community may consider the level of pitch need to be overstated. This is a further issue to be taken into account and requires further investigation which may result in a lower figure of permanent need than that contained in the GTAA Assessment.

**GYPSY AND TRAVELLER AND TRAVELLING SHOWPEOPLE LOCAL PLAN**

36. Chorley's permanent Travelling pitch need figure of 10 is largely based on the Traveller Community currently residing at Hut Lane projected forward to 2026 (the emerging Chorley Local Plan period). The prescribed model takes their presence as a current indication of need for a permanent site. Given that the current local plan will allocate 5 permanent pitches at Cowling Farm, the remaining 5 would need to be allocated through the Traveller Local Plan. The figure also includes one Traveller in bricks and mortar who wishes to reside on a pitch and an estimate of 1 'hidden need' from a potential additional Traveller in bricks and mortar.
37. Chorley Council will progress a permanent site for a minimum of 5 Traveller pitches through its Local Plan. A report recommending the endorsement of the Inspector's Minded Modifications and the adoption of the Local Plan is also being considered at this meeting.
38. Chorley's remaining 5 permanent Traveller pitches and any additional 'need' across Central Lancashire will be explored through a Local Plan on Gypsy and Travellers and Travelling Showpeople.
39. A public consultation on an Issues and Options version of this document will invite comment on the study methodology and identify key issues that have to be addressed by the plan.
40. Central Lancashire officers and Members will agree how and where the transit need can be best provided and proposed sites will be subject to a sustainability and deliverability assessment. Preston, South Ribble and Chorley will also explore how best to satisfy their respective permanent Traveller site needs and any Travelling Showpeople need.
41. Outside Central Lancashire, surrounding authorities are all progressing their own GTAA's, therefore their respective Gypsy and Traveller and Travelling Showpeople needs will be covered by these. Any cross boundary need will be satisfied through the arrangements set up under the duty to cooperate.

**NEXT STEPS**

42. Failure to undertake a GTAA and progress a local plan to allocate sufficient land to meet the identified need for new pitches would be contrary to national planning policy guidance and would have a number of impacts including:
- Continuing the current problem of unauthorised development and encampments, as well as tensions with the settled community;
  - Reinforcing the cycle of nomadism for those Gypsies and Travellers who may prefer a more settled existence, but cannot find a permanent site;
  - Restricting the Councils' ability to enforce against unauthorised development as ability to enforce is related to proactivity in meeting the need for new provision; and
  - Increasing the difficulty of ensuring that the Gypsy and Traveller community has access to all the support and services they need.

43. The Gypsy and Traveller Accommodation Needs Assessment Guidance (CLG 2007) states 'This guidance aims to provide advice on carrying out an assessment of the accommodation needs of gypsies and travellers. It is not exhaustive or prescriptive. While it is recommended that the basic principles outlined in it should be followed, the exact approach will need to be adapted to local circumstances.'
44. The GTAA is largely based on the Traveller Community currently residing at Hut Lane projected forward to 2026. However, the guidance does not specifically state that an existing temporary permission for Travellers should constitute a need. Rather Para 62 states that such information should be used to 'inform the assessment'.
45. However, an illustration of how current and future need might be calculated (para 96) considers unauthorised encampments and unauthorised developments for which planning permission is not expected as constituting a need, therefore the implication is that a temporary permission is considered need. Indeed, the consultants have advised that their model is widely used throughout England and has been considered sound/robust at a number of public examinations.
46. In addition to this in September 2014 the government undertook public consultation on updating the PPTS. Within this paper it proposed to change the definition of Travellers and also proposed that draft planning guidance on assessing accommodation needs of gypsies and Travellers would be laid in Parliament (as required under Section 226 of the Housing Act 2004). This commitment was re-affirmed in parliament on 10 June to be undertaken at the "earliest opportunity".
47. There is therefore be an argument to state that given the governments intentions, the existing guidance is out of date and no-longer fit for purpose, which makes the figures that have been arrived at potentially open to challenge. There could also be merit in exploring whether there are local circumstances that could influence the final figure of need in Chorley. The Local circumstances are that the Hut Lane travellers are living as an extended family unit which reduces their need for actual pitches as up to three caravans can be accommodated on a pitch. In a statement to the Local Plan Inspector their consultant stated that 'the family itself they need accommodation equivalent in scale to 5 pitches now (albeit laid out as an extended family site), and with potential for subsequent further expansion'. The nature of their future expansion needs to be clarified in order for a final need figure to be established.
48. It is therefore recommended that further work be undertaken by Officers to ascertain when the government's revised guidance on Travellers is likely to be issued and to further explore the issue of 'local circumstances' that may apply to Chorley Borough. This will then be reported to a future Council meeting.
49. Officers will then report on this work and any implication it may have for the figure of need identified in the GTAA. A revised timetable for the progression of the Central Lancashire Gypsy and Traveller and Travelling Showpeople Local Plan can then be set.
50. Before the Traveller Local Plan is adopted, should any applications be submitted for Gypsy or Traveller sites, Central Lancashire Authorities will apply Core Strategy Policy 8: Gypsy and Traveller and Travelling Showpeople in order to assess the appropriateness of any proposed sites.

**IMPLICATIONS OF REPORT**

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

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

**COMMENTS OF THE STATUTORY FINANCE OFFICER**

52. Inevitably any increase in pitch numbers will have an impact on the resources required to create the site. At this point in time, and until the master planning of the site is completed and the DPD adopted, it is not possible to identify the full cost implications. In previous reports I have highlighted that the infrastructure costs of developing out the site could be significant and at this point in time nothing has changed.
53. We will, of course, look to the HCA to part fund some or all of this potential development, but again, until such time that there is clarity on the exact requirements I am unable to furnish members with an estimate of costs.
54. Given the time frames and the next steps the outcomes from pieces of work referred to above will need to feed into the Councils budget setting process and I will, of course, bring details before members as soon as this is possible.

**COMMENTS OF THE MONITORING OFFICER**

55. As the report addresses issues of fact or professional judgment there are no comments in this regard. The statements concerning the implications of non-adoption are supported. One of the potential reasons for scrutinising the GTAA figures further is the intention of the Government to revisit and update the policy documents concerning Gypsy and Travellers. This commitment was re-affirmed in parliament on 10 June to be undertaken at the "earliest opportunity". Given that existing need, as stated by the occupiers of the temporary Gypsy and Traveller site, is to be met by allocations within the Local Plan document, it could be argued that by fixing in a local planning policy document now, measures to address future need based upon methodology and policies that are to be updated (whatever the impact of the updating) is premature. This position, if taken, will need frequent revisiting to ensure that no stakeholders are being adversely affected by any delay caused in adopting the traveller local plan.
56. It is reasonable to ensure the information before Council is as complete as possible before commencing the procedure for the preparation of the Gypsy and Traveller and Travelling Showpeople Local Plan and a deferral at this stage to get this certainty is acceptable. However this is not to say that such a delay will always be appropriate and consideration should be given at the point of making the decision.

<b>Background Papers</b>			
<b>Document</b>	<b>Date</b>	<b>File</b>	<b>Place of Inspection</b>
Central Lancs GTAA	May 2015	web	<a href="http://chorley.gov.uk/Pages/AtoZ/Examination-news.aspx">http://chorley.gov.uk/Pages/AtoZ/Examination-news.aspx</a>
<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Peter McAnespie	5286	27 May 2015	





Report of	Meeting	Date
Chief Executive	Council	21 <sup>st</sup> July 2015

## **BIODIVERSITY AND NATURE CONSERVATION SUPPLEMENTARY PLANNING DOCUMENT**

### **PURPOSE OF REPORT**

1. To seek adoption of the Biodiversity and Nature Conservation Supplementary Planning Document (SPD).

### **RECOMMENDATION(S)**

2. Members are asked to adopt the Biodiversity and Nature Conservation SPD as detailed in Appendix 1.

### **EXECUTIVE SUMMARY OF REPORT**

3. This report explains the purposes and objectives of the Biodiversity and Nature Conservation SPD, which has now been finalised and is intended to be adopted.

<b>Confidential report</b> Please bold as appropriate	Yes	No

### **CORPORATE PRIORITIES**

4. 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**

5. SPDs offer local planning authorities the opportunity to add guidance in specific policy areas. They are documents that must be prepared in consultation with interested parties, and must be subject to a screening process to discover whether a Sustainability Appraisal would be required. Unlike Development Plan Documents (DPDs) SPDs do not require independent examination before they are adopted.
6. On adoption, this SPD will be one of a suite of Central Lancashire SPDs that form part of the Local Development Framework for the Central Lancashire authorities of Chorley, Preston and South Ribble. They are to be considered alongside policy in the Central Lancashire Core Strategy and the Local Plans of the three authorities.

7. This SPD relates to Core Strategy Policy 22 on Biodiversity and Geodiversity and the local policies on biodiversity and nature conservation in the emerging Local Plans of the three authorities.
8. This SPD explains the Councils' approach towards conserving, protecting and enhancing biodiversity. Planning can make an important contribution to protecting and improving biodiversity, which is defined as 'the variety of all life on earth'. Development can have a negative impact on biodiversity, both directly, through the destruction of habitat, and indirectly (e.g. development that results in changes to air or water quality over time). Development can also have positive impacts for biodiversity by integrating new habitats with adjacent spaces.
9. The SPD provides guidance for applicants in terms of understanding the relevant Central Lancashire policies and what is required as part of the planning application process in order to protect, conserve and enhance biodiversity. It also provides information on how to consider planning applications having an impact on ecological networks, which are links between sites of biodiversity importance. In Lancashire they have been mapped by Lancashire County Council on behalf of the Lancashire Local Nature Partnership.

#### **DRAFT SPD CONSULTATION RESPONSES**

10. A draft version of the SPD was consulted on between 12<sup>th</sup> November and 23<sup>rd</sup> December 2015. Thirteen representations were received in relation to the consultation. A summary of the main issues raised and how those issues have been addressed in the SPD are included in Appendix 2. Over 1,500 people and organisations were consulted including statutory consultees and other organisations and members of the public that have asked to be kept informed of work on the Local Plan.
11. Three consultees had no specific comments to make, one supported the SPD (Bretherton Parish Council), three supported the SPD subject to amendments, five suggested further amendments to the SPD and one objected to the SPD.
12. The representations supporting the SPD subject to amendments were from the RSPB, Natural England and Fylde Council. Lancashire County Council, The Wildlife Trust, the Environment Agency and two Central Lancashire residents also suggested amendments to the SPD.
13. The proposed amendments suggested ways to enhance the SPD by referring to other legislation and guidance, by updating information that was out-of-date or incorrect, by providing greater clarity on the approach to be taken by planning applicants and by putting a greater emphasis on enhancing biodiversity and the positive role that planning can have in this regard.
14. The SPD has been amended to take account of the comments made, where practicable. It now includes:
  - Revised information about the role of sustainable drainage systems
  - References to additional legislation
  - Information about pollinators such as bees
  - Further information regarding nesting and roosting boxes
  - Reference to the Lancashire Ecological Network Approach and Analysis Document
  - Revised information about where nature conservation information and legislation can be found
  - Revised information about priority species
  - Reference to legal agreements in appropriate circumstances
  - More information about the positive impacts that planning can have for biodiversity

- Some additional information regarding designated international sites
- An expanded list of relevant environmental policies

15. The objection was received from PWC Surveyors who stated that they act on behalf of many clients that would be affected by the Lancashire Ecological Network designations. Whilst agreeing with the principle of establishing Ecological Networks they argued that the Network mapping was arbitrary and without adequate explanation. They stated that unjustified designations will result in unreasonable delays to the planning system whilst specialist ecological opinion is sought. They argued that a detailed assessment showing why areas identified are important should be carried out and be made available to view in another consultation period prior to publishing the SPD.
16. Given that the purpose of consultation was to seek views on the approaches suggested and not to consult on the Ecological Network mapping which was undertaken by other organisations, or the detailed methodology behind this, it is considered that there is no need to undertake a further consultation period prior to publishing the SPD, or to further amend the SPD. Since consultation on the SPD the Lancashire Local Nature Partnership have produced a Lancashire Ecological Network Approach and Analysis Document, which provides further guidance on the Network designations and this document is now publicly available on the Council’s website at <http://chorley.gov.uk/Pages/AtoZ/Planning-Policy.aspx> alongside the Chorley Grassland and Woodland Ecological Network maps, the SPD and Consultation Statement.

**NEXT STEPS**

17. Under the planning regulations, the revised SPD along with a statement setting out the people consulted when preparing the SPD, a summary of the main issues raised and how these issues have been addressed must be made available for a minimum of 4 weeks before it is adopted. The 4 week period is taking place between 19th June and 17th July 2015.
18. Accordingly, the final version of the SPD is being placed before Members for approval to adopt for use for development control purposes. The SPD is also due to be adopted in Preston and South Ribble over the summer.

**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	X	Policy and Communications	

**COMMENTS OF THE STATUTORY FINANCE OFFICER**

20. No comments

**COMMENTS OF THE MONITORING OFFICER**

21. No comments

GARY HALL  
CHIEF EXECUTIVE

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Stephen Lamb	5282	26/06/15	***

# Appendix 1: Central Lancashire Biodiversity and Nature Conservation Supplementary Planning Document

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July 2015



# Central Lancashire Biodiversity and Nature Conservation Supplementary Planning Document

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## **A: INTRODUCTION**

### **What is a Supplementary Planning Document (SPD) and what is the purpose of this SPD?**

1. Supplementary Planning Documents (SPDs) provide further detail and guidance in relation to policies and proposals within the development plan; although they do not form part of the statutory development plan themselves. SPDs must be consistent with national planning policies, as well as the policies set out in the development plan.
2. This SPD is one of a suite of Central Lancashire SPDs that have been prepared in accordance with the Local Planning Regulations (SI 2012 No.767) and the National Planning Policy Framework (the Framework), conforming and responding to all relevant local and national policies, and based upon a robust and up-to-date evidence base. These SPDs form part of the Local Development Framework (LDF) for the Central Lancashire authorities of Chorley, Preston and South Ribble. They are to be considered alongside policy in the Central Lancashire Core Strategy and the Site Allocations and Development Management Policies Development Plan Documents (DPDs) - now referred to as Local Plans, of the three authorities. The SPD guidance should therefore be taken into consideration from the earliest stages of the development process of any site, including any purchase negotiations and in the preparation of development schemes.
3. The Central Lancashire Councils recognise the important contribution that planning can make to improving biodiversity within Central Lancashire. This includes enhancing the international, national and local areas of recognised importance, as well as species and habitats. To this end, the Councils have worked with The Wildlife Trust for Lancashire, Manchester & North Merseyside (The Wildlife Trust) and Lancashire Environment Record Network (LERN) to produce this Biodiversity and Nature Conservation SPD.
4. Development can have a negative impact on biodiversity, both directly, through the destruction of habitat, and indirectly. These impacts can be significant and lead to the decline of biodiversity. Development can also have positive impacts for biodiversity for sites where there is little wildlife, by integrating new habitats with adjacent spaces. The main goal of this SPD is to ensure that there is no net loss of nature conservation assets, and where appropriate there is an improvement in them. It explains the Councils' approach as local planning authorities towards conserving, protecting and enhancing biodiversity and ecological networks.
5. This SPD provides guidance for applicants in terms of understanding the relevant Central Lancashire policies and what is required as part of the

planning application process. This includes guidance in relation to ecological networks. Once adopted, this SPD should be afforded significant weight as a material consideration in determining planning applications.

## What is biodiversity and why is it important?

6. Biodiversity is defined as 'the variety of all life on earth' in the Government's Biodiversity Strategy - 'Biodiversity 2020 – A Strategy for England's wildlife and ecosystem services'. Natural ecosystems provide us with a wide range of goods and services that support our economic and social wellbeing. These include essentials such as food, fresh water and clean air, and also services such as protection from natural disasters and regulation of our climate. Biodiversity is important for its own sake and Central Lancashire supports species and habitats of international, national and local importance.

## B: LEGISLATIVE FRAMEWORK

### Key Legislation

7. Key legislation in relation to biodiversity and nature conservation that is of relevance to this SPD includes:
  - **The Conservation of Species and Habitat Regulations 2010:** These Regulations provide for the designation and protection of 'European sites', the protection of 'European protected species', and the adaptation of planning and other controls for the protection of European Sites.
  - **The Natural Environment and Rural Communities Act 2006:** This includes the duty on public bodies, including local planning authorities, to have proper regard to conserving biodiversity in the exercise of their functions. It also lists species and habitats of principal importance for biodiversity in England.
  - **Wildlife and Countryside Act 1981:** The Act covers protection of wildlife (birds, and some animals and plants), the countryside and the designation of protected areas including Sites of Special Scientific Interest (SSSIs) that are identified for their flora, fauna, geological or physiographical features.
  - **The Water Framework Directive:** This came into force in December 2000 and became part of UK law in December 2003. It applies to all surface freshwater bodies (including lakes, rivers and streams), groundwater, groundwater dependant ecosystems, estuaries and coastal waters out to one mile from low water. The Directive aims to improve the ecological health of inland and coastal waters and prevent further deterioration. The overall aim is for all inland and coastal water bodies to reach at least "good" ecological status by 2015.



- **The Bathing Water Directive 2006:** This aims to safeguard public health and clean bathing waters. One mechanism of doing this is through the planning and development process to ensure that new developments do not pose a threat to water quality whilst enhancing the quality of our habitats for wildlife.
  - **The Hedgerows Regulations (1997):** These Regulations protect most countryside hedgerows from being removed.
8. There is other legislation covering biodiversity such as the Protection of Badgers Act 1992. A summary of nature conservation legislation and regulation within the UK can be found on the United Kingdom's Joint Nature Conservation Council (JNCC) website, at <http://jncc.defra.gov.uk/page-1359>

### What is a protected species?

9. Legislation in the United Kingdom, under domestic or European law, provides for the protection of certain species of wild plants, birds and animals. The degree of protection could be partial (e.g. trade is prohibited) or full, in which case the disturbance, killing or injuring of one of the species could constitute an offence. Breeding places and sheltering places associated with protected species are also protected. A summary of species protection and legislation in the UK can be found on the United Kingdom's JNCC website, at <http://jncc.defra.gov.uk/page-1747> A basic guide to the role of Local Planning Authorities and the responsibilities of developers to statutorily protected species in England can be found at <https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals>
10. Priority species were those that were identified as being the most threatened and requiring conservation action under the UK Biodiversity Action Plan (BAP). The UK Bap was succeeded by the UK Post 2010 Biodiversity Framework in July 2012. Further information on priority species can be found on the United Kingdom's JNCC website, at <http://jncc.defra.gov.uk/page-5717>

## C: PLANNING POLICY

### National Policy

11. Guidance on planning policy is issued by Central Government in the Framework. Local Planning Authorities have to take the contents of the Framework into account when determining planning applications and preparing Local Plans and Supplementary Planning Documents.
12. The Framework includes a range of requirements relating to biodiversity that are relevant to this SPD, It states that:
- the planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in

biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures [paragraph 109].

- local planning authorities should set criteria-based policies against which proposals for development on or affecting protected wildlife will be judged. Distinctions should be made between the hierarchy of international, national and locally designated sites so that protection is commensurate with their status and give appropriate weight to their importance and the contribution that they make to wider ecological networks [paragraph 113].
13. To minimise impacts on biodiversity the Framework sets out, at paragraph 117, that planning policies should:
- Plan for biodiversity at a landscape scale across local authority boundaries
  - Identify and map components of the local ecological networks including the hierarchy of international, national and locally designated sites of importance for biodiversity, wildlife corridors and stepping stones that connect them and areas identified by local partnerships for habitat restoration or creation.
  - Promote the preservation, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets
14. The Framework states [paragraph 118] that when determining planning applications, local planning authorities should apply the following principles:
- If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or as a last resort, compensated for, then planning permission should be refused
  - Proposed development on land within or outside a SSSI likely to have an adverse effect on a SSSI should not normally be permitted
  - Opportunities to incorporate biodiversity in and around developments should be encouraged
  - Planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats

## **Local Policy**

15. The Framework policy requirements are reflected in the Central Lancashire Core Strategy and the emerging Local Plans for each of the three local authorities.
16. The Core Strategy is the key planning policy document for Central Lancashire, as it sets the overarching vision for the area. It is underpinned by the emerging Local Plans for each of the three local authorities. The Central Lancashire Core Strategy was adopted in July 2012. This SPD relates to Core Strategy Policy 22 on Biodiversity and Geodiversity, which aims to

conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area, through a series of measures.

17. In addition, the three Central Lancashire authorities each have a policy on Biodiversity and Nature Conservation in their emerging Local Plans. These policies were produced in conjunction with advice from the Lancashire Environmental Records Network (LERN) and the Wildlife Trust. They address the same issues, although there are some differences in the detailed policy wording. Chorley and Preston also have policies on Species Protection. Appendix 1 contains the local policies for the three authorities.
18. Section F of this SPD deals with Biodiversity and the Planning Application Process. This sets out how these policies will be applied in relation to the planning application process.

## **D: DESIGNATED SITES**

19. Some sites have a statutory designation and are protected by legislation such as the Conservation of Species and Habitat Regulations 2010 and the Wildlife and Countryside Act 1981 (as amended).
20. The following types of sites are identified on the Local Plan Policies Maps of each local authority and are protected by the Local Plan Policies on Biodiversity and Nature Conservation:
  - International Sites designated under European legislation, which include Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). The Ribble and Alt Estuaries SPA is an example. This site is also designated as a Ramsar site, which are wetlands of international importance. The SPD is unlikely to have any significant effect on a SPA or SAC, above and beyond any significant effects that the Core Strategy or Local Plans are likely to have, either individually or in combination with other plans and projects. Therefore, the SPD will not trigger the need for an Appropriate Assessment.
  - Sites of National importance for conservation, which are designated as Sites of Special Scientific Interest (SSSIs)
  - Locally important sites, which may have been designated as Local Wildlife Sites – known in Lancashire as Biological Heritage Sites (BHSs) and Local Geodiversity Sites (LGS, formerly RIGs).

## E: THE LANCASHIRE ECOLOGICAL NETWORK

### What are Ecological Networks?

21. The 'Making Space for Nature' (2010) report was an independent national review of England's wildlife sites and the connections between them. It concluded that the conservation objectives behind the identification of sites cannot be successfully achieved if sites remain, or become, further fragmented and isolated from each other. Particularly when considered in the light of the need for species to be able to respond to potential environmental changes arising from climate change.
22. It recommended that ecological connections which exist between high quality sites are maintained, and developed, to allow species populations, or at least their genes, to move between them to establish a coherent and resilient network.
23. This review has informed national planning policy in the Framework, which requires Local Planning Authorities to identify, preserve, restore and re-create ecological networks linking existing sites of biodiversity importance.
24. The priorities for action to enhance the resilience and coherence of ecological networks are summarised by the mantra: *better, bigger, more and joined*. To achieve this, 'Making Space for Nature' recommends:
  1. Improving the quality of current sites by better habitat management.
  2. Increasing the size of current wildlife sites.
  3. Enhancing connections between, or join up, sites, either through physical corridors, or through 'stepping stones'.
  4. Creating new sites.
  5. Reduce the pressures on wildlife by improving the wider environment, including through buffering wildlife sites.
25. Core Strategy Policy 22 and the individual authority Local Plans all refer to ecological networks. This SPD includes guidance on how to deal with development which is located within an ecological network.

### What is the Lancashire Ecological Network?

26. In Lancashire, ecological networks are being mapped, on behalf of the Lancashire Local Nature partnership, in response to the recommendations contained in the 'Making Space for Nature' review and to assist local planning authorities to comply with the Framework.
27. The Lancashire Ecological Network (the Network) seeks to identify linkages between known wildlife sites. The Network is mapped using existing data about wildlife sites, habitats and species preferences. These data are

evaluated to identify areas of high 'landscape integrity' where habitats are in relatively natural condition and have lower levels of human modification. Separate habitat preference maps were created for three different broad habitat groups:

- Woodland and Scrub;
- Grassland;
- Wetland and Heath.

These habitat groups are likely to support species that are believed to have similar preferences and needs.

28. Mapping software was used to identify the best connections between core habitat sites for each species group using a series of steps:
  1. Identify Core Areas
  2. Map Habitat suitability
  3. Identify corridors connecting core sites based on the 'least cost path' between core areas.
29. More detailed information on the Lancashire Ecological Network is contained within the 'Lancashire Ecological Network Approach and Analysis' document.

## **Elements of the Lancashire Ecological Network**

30. For each of the three identified broad habitat groupings, the following components have been identified:

### **Core Areas:**

31. These are identified wildlife sites of at least county importance. All Core Areas are classified by the priority habitat groupings for which they are of importance. The following types of wildlife site are included in Core Areas:
  - Natura 2000 ('European sites'), which are international designations
  - Sites of Special Scientific Interest
  - Biological Heritage Sites;
  - Local Nature Reserves of County importance.

Therefore, many existing designated sites form part of the ecological network.

### **Corridors:**

32. Corridors comprise continuous stretches of permeable habitat that can, over time, be utilised by species to move between Core Areas. They are classified by length (0 – 250m, 250m - 3km, 3 – 5km). Corridors can contain habitat features which also act as Stepping Stones. In general, shorter routes, and routes through higher quality habitat, are preferable for habitat connectivity as species are more likely to successfully move through sites. Long paths between sites may represent paths that are only accessible to some species.

33. Attention is focused on corridors of 3 kilometres or less as the corridors that are most likely to be contributing to movement of individuals and species. This distance represents an intermediate dispersal capability and is proposed as an interim standard for evaluating overall network condition and connectivity. This measure can be adjusted upwards or downwards for individual habitat types or for all habitat types as future research indicates is appropriate.

**Stepping Stones:**

34. Mapping ecological corridors and protected sites allows areas that are potential stepping stones to be highlighted — high quality habitats occurring in long corridors. Stepping Stones include:
- District level wildlife sites (where these exist) and Local Nature Reserves (of district wildlife significance) and important road verges. These are classified in respect of the priority habitats they support.
  - Areas of priority habitat, outside protected sites but within, or partially within, the ecological network corridor.
35. The Core Areas, Corridors of 3km or less and Stepping Stones are the Primary Features of the Network.

**Ecological Network Mapping**

36. The Ecological Network mapping can be viewed on the individual authority websites.
37. Information on integrating Ecological Networks in the development process is found in the following section on Biodiversity and the Planning Application process.

**F: BIODIVERSITY AND THE PLANNING APPLICATION PROCESS**

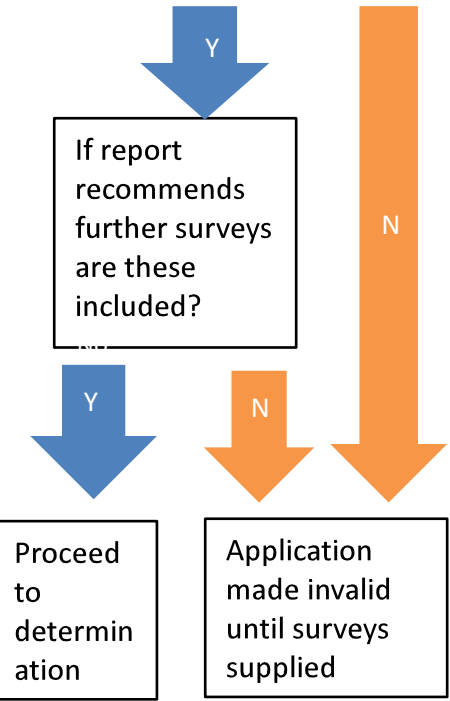
38. This section sets out how biodiversity and nature conservation can be integrated into the planning application process. The following flowchart guides applicants and officers through the steps that should be taken to ensure biodiversity is addressed as part of proposals.
39. Core Strategy Policy 22 on Biodiversity and Geodiversity aims to conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area, through a series of measures including promoting the conservation and enhancement of biological diversity and seeking opportunities to conserve, enhance and expand ecological networks. The full text of the policy can be found in Appendix 1.
40. The Policies on Biodiversity and Nature Conservation in each of the emerging Local Plans include criteria to:

- protect and safeguard all designated sites and ecological networks
  - protect, safeguard and enhance habitats for European, nationally and locally important species
  - protect, conserve, restore and enhance ecological networks and provide links to the network from and/or through the proposed development site
  - take account of the ecology of the site and the surrounding area, unless justified otherwise (Chorley and Preston only)
41. In addition the policies also include a range of other criteria, including:
- the need to provide net gains in biodiversity, where possible, and ensuring that any adverse impacts are avoided, or if unavoidable, are reduced or appropriately mitigated and/or compensated
  - where there is reason to suspect that there may be protected habitats/species on or close to a proposed development site, requiring planning applications to be accompanied by a survey undertaken by an appropriate qualified professional
42. The criteria differ slightly for each authority and planning applicants are advised to check the criteria for the relevant authority, as set out in Appendix 1. Chorley and Preston also include policies on Species Protection.
43. Therefore, there is a strong local policy basis to support this SPD and the approach that it takes towards biodiversity and nature conservation.

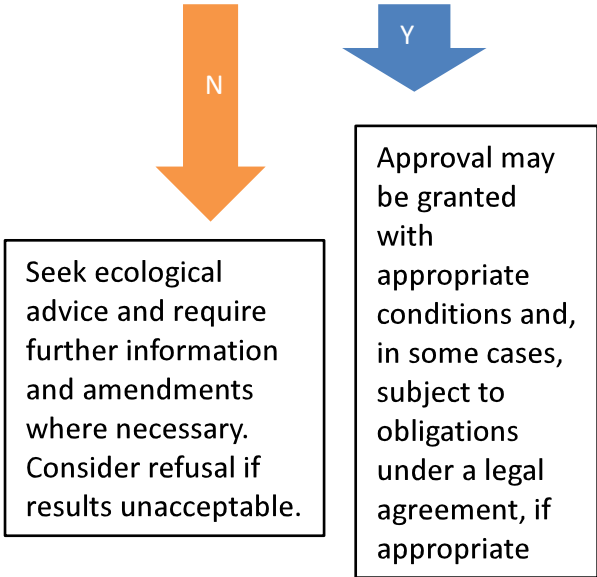
Dealing with Ecological Issues in the Planning Process

**Pre-application:**  
Applicant to establish whether any biodiversity considerations apply, including opportunities for improvements and additions to the ecological network, and to commission surveys and assessments where needed in line with advice in this SPD.

**Validation by LPA:**  
Is adequate ecological assessment/survey information submitted if needed?



**Determination by LPA:** Does application demonstrate that harm to species/habitats can be avoided or mitigated, or as a last resort compensated for?



**Implementation:**  
Applicant to apply to discharge ecological conditions as appropriate. Applicant to implement mitigation/management regime if required



### **When are surveys and assessments required?**

44. Many planning applications have the potential to impact in some way on biodiversity, through the direct loss of habitats and species, and/or the reduction in the value of habitats and their ability to support the species that depend on them, and/or through the destruction, degradation, maintenance, enhancement, restoration and/or even creation of local ecological network functionality. It is essential that the potential positive and negative impacts of a proposal on biodiversity are considered before a development scheme is designed and before a planning application is submitted.
45. Where required (as set out below), a survey and assessment of the impact on the relevant species or feature should be undertaken and submitted with the application. Where appropriate this report should include details of measures to be implemented to mitigate or compensate for adverse impacts. This ensures that: the Local Planning Authority has sufficient information to make an informed decision about whether wildlife can be protected during development; and makes certain that there will be no adverse impact on local biodiversity as a result of the development. Applications will not be valid if the appropriate information is not submitted. Each authority produces validation checklists which specify what is required to accompany a planning application.

### **When are surveys and assessments required for designated sites and priority habitats?**

46. Where an application is likely to affect designated sites or priority habitats, as listed in Table 1 in Appendix 2, a survey and assessment for the relevant feature must be submitted with the application. This also includes applications for developments that are adjacent to such a site, but which might have an impact upon it. The designated sites are shown on the individual Local Plan Policies Maps for the three authorities.
47. A full survey and assessment may not be required in the following circumstances:  
*International and national sites:* A survey and assessment will not be required where the applicant is able to provide copies of pre-application correspondence with Natural England, where the latter confirms in writing that they are satisfied that the proposed development will not affect any statutory sites designated for their national or international importance.

### **When are surveys and assessments required for Ecological Networks?**

48. The Ecological Network mapping can be viewed on the individual authority websites. These maps should be assessed before an application is submitted in order to ascertain whether proposals fall within one of the networks. If an application is likely to affect a Key Feature of the Ecological Network, a survey and assessment of the impact of the proposal on the function of the Network must be submitted with the application. Designated sites, priority habitats and biodiversity features will often also form components of the Ecological Network. Therefore, if development is likely to affect them, a survey and assessment will already be required. The survey and

assessment should be expanded to also assess the function of these areas as part of the Ecological Network and the impact of the development upon the Network.

49. In any circumstances where a proposal comes forward within the Network, and it is not considered likely to affect a designated site, priority habitat or biodiversity feature as set out in Appendix 2, Table 1 (or trigger a Protected Species Assessment, as set out in Appendix 3, Table 2), applicants should consult with a qualified ecologist to ascertain whether the functioning of the Ecological Network is likely to be affected by the development. If Ecological Networks are likely to be affected, then a Survey and Assessment will be required. If they are not likely to be affected then a covering letter from an ecologist should support the application demonstrating that there has been no net loss of biodiversity and, ideally, demonstration that there has been a net gain to the functioning of the Network.

### **When are surveys and assessments required for Protected and Priority species?**

50. If the application involves any of the development proposals shown in Appendix 3, Table 2, a protected species survey and assessment must be submitted with the application. However, there are some exceptions. A full species survey and assessment may not be required in the following circumstances:
- Following consultation by the applicant at the pre-application stage, the Local Planning Authority has stated in writing that no protected species surveys and assessments are required.
  - If it is clear that no protected species are present, despite the guidance in Table 2 indicating that they are likely, the applicant should provide evidence with the planning application to demonstrate that such species are absent (e.g. this might be in the form of a letter or brief report from a suitably qualified and experienced person, or a relevant local nature conservation organisation).
  - If it is clear that the development proposal will not affect any protected species present, then only limited information needs to be submitted. This information should, however,
    - (i) demonstrate that there will be no significant effect on any protected species present and
    - (ii) include a statement acknowledging that the applicant is aware that it is a criminal offence to disturb or harm protected species should they subsequently be found or disturbed.
51. In some situations, it may be appropriate for an applicant to provide a protected species survey and report for only one, or a few, of the species shown in Table 2 (e.g. those that are likely to be affected by a particular activity). Applicants should make clear which species are included in the report and which are not, because exceptions apply.
52. Natural England publishes Standing Advice which explains how LPAs should deal with applications that involve protected species. When determining an application for development that is covered by Standing Advice, the Councils will take this Advice into account. This Advice includes a decision tree that identifies features on application sites that are likely to be associated with protected species. It also identifies some of the protected species most often affected by development and

contains more detailed information on survey and mitigation requirements for these species. Further information can be found at <http://www.naturalengland.org.uk/ourwork/planningdevelopment/spatialplanning/standardadvice/advice.aspx#application> .

### **Who should undertake a survey and assessment?**

53. The Survey should be undertaken and prepared by competent persons with suitable ecological qualifications and experience. Where surveys involve disturbance, capture or handling of a protected species, then only a licensed person can undertake such surveys (e.g. issued by Natural England).

### **At what time of the year should surveys and assessments be carried out?**

54. For certain species and habitats, surveys and assessments can be carried out at any time of the year, but for other species, particular times of year are required to give the most reliable results. Surveys must be carried out at an appropriate time and month of year, in suitable weather conditions and using nationally recognised survey guidelines/methods where available. Table 3 in Appendix 4 sets out the most appropriate times of year to undertake surveys for particular species.
55. Surveys conducted outside of the optimal times, as set out in Table 3, may be unreliable. For certain species (e.g. Great Crested Newt) surveys over the winter period are unlikely to yield any useful information. Similarly negative results gained outside the optimal period should not be interpreted as absence of a species and further survey work maybe required during the optimal survey season. This is especially important where existing surveys and records show the species has been found previously on site or in the surrounding area. An application may not be valid until survey information is gathered from an optimal time of year.
56. Species surveys are also very weather dependent so it may be necessary to delay a survey, or to carry out more than one survey if the weather is not suitable (for example heavy rain is not good for surveying for otters, as it washes away their spraint - droppings). Likewise bat surveys carried out in wet or cold weather may not yield accurate results.
57. It is also important to note that the absence of evidence of a species does not necessarily mean that the species is not there, nor that its habitat is not protected. For example, a bat roost is protected whether any bats are present or not.

### **Where can data to inform the survey be obtained?**

58. The survey and analysis may be informed by the results of a search for ecological or geological data from other sources, such as the local Bat and Badger Groups, and the Lancashire Environment Record Network (LERN), which is the local

environmental record centre for Lancashire. Further information can be found at <http://www.lancspartners.org/lern/> .

### **What should be included in a survey and assessment?**

59. This section sets out what should be included in a survey and assessment. Providing comprehensive information in a survey is essential to enable the proper assessment of a planning application. Insufficient or unclear conclusions on how the development could impact on biodiversity may make an application invalid, or result in delays to its consideration.
60. Appendix 5, Table 4 sets out suggested content for an ecological assessment and survey.

### **What should be included in a survey and assessment of designated sites, priority habitats and ecological networks?**

61. Where a survey and assessment is required, the survey must be to an appropriate level of scope and detail and must:
  - Record which sites, habitats, species and features are present on and, around the site, including features that form part of identified ecological networks, as appropriate.
  - Pay particular attention to habitats and species identified in appropriate legislation, and to species identified as being of local significance.
  - Identify the extent/area/length present;
  - Map their distribution on site and/or in the surrounding area shown on an appropriate scale plan.
62. The survey should be informed by of a search for appropriate ecological data from LERN and other sources.
63. Following on from the survey, the assessment should identify and describe potential development impacts likely to harm designated sites, priority habitats, and the Ecological Network, including both direct and indirect effects both during construction and afterwards. Where harm is likely, evidence must be submitted to show:
  - How alternatives designs or locations have been considered;
  - How adverse effects will be avoided wherever possible;
  - How unavoidable impacts will be mitigated or reduced;
  - How impacts that cannot be avoided or mitigated will be compensated.
64. In addition, proposals are to be encouraged that will enhance, restore or add to designated sites priority habitats, other biodiversity features or geological features and to the functioning of ecological networks. The assessment should give an indication of likely change in the area (hectares) of priority habitat on the site after development e.g. whether there will be a net loss or gain. An ecological survey and assessment may form part of a wider Environmental Impact Assessment.

**What should be included in a survey and assessment for protected and priority species?**

65. Where a protected species survey and assessment is required, the survey must be to an appropriate level of scope and detail and must:
- Record which species are present and identify their numbers (may be approximate);
  - Map their distribution and use of the area, site, structure or feature (e.g. for feeding, shelter, breeding).
66. The survey should be informed by of a search for appropriate ecological data from LERN and other sources.
67. Following on from the survey, the assessment must identify and describe potential development impacts likely to harm the protected species and/or their habitats identified by the survey, including direct and indirect effects, both during construction and afterwards. Where harm is likely, evidence must be submitted to show:
- How alternatives designs or locations have been considered;
  - How adverse effects will be avoided wherever possible;
  - How unavoidable impacts will be mitigated or reduced;
  - How impacts that cannot be avoided or mitigated will be compensated.
68. In addition, proposals are to be encouraged that will enhance, restore or add to features or habitats used by protected species. The assessment should also give an indication of how species numbers are likely to change, if at all, after development (e.g. whether there will be a net loss or gain).
69. The information provided in response to the above requirements are consistent with those required for an application to Natural England for a European Protected Species Licence. A protected species survey and assessment may form part of a wider Ecological Assessment and/or part of an Environmental Impact Assessment.

**Designing development to conserve and enhance biodiversity**

70. In accordance with Core Strategy Policy 22, the Nature and Conservation policies in the authorities' emerging Local Plans, and the Framework, biodiversity should be conserved and enhanced. Whilst new development can potentially cause harm to biodiversity, it can also create opportunities to enhance habitats and improve the functioning and resilience of ecological networks. The enhancement of sites is considered later in this section.

**The Mitigation Hierarchy**

71. The National Planning Policy Framework [paragraph 118] sets out a mitigation hierarchy that should be followed when designing schemes and when determining planning applications. It sets out that:

- Significant harm resulting from a development should be avoided through locating on an alternative site with less harmful impacts
  - If harm cannot be avoided then it should be adequately mitigated.
  - As a last resort, if significant harm cannot be avoided, or adequately mitigated, it should be compensated for.
  - In circumstances where significant harm cannot be avoided, mitigated, or compensated for, then planning permission should be refused.
72. Criterion a) in the Biodiversity and Nature Conservation policies in all three of the emerging Local Plans, as set out in Appendix 1, re-iterates that development should follow this mitigation hierarchy.
73. The Chorley and Preston Local Plan Biodiversity and Nature Conservation policies, both also include definitions of what constitutes damage, or harm, to natural environmental assets and these definitions will be used when assessing applications that occur in Central Lancashire.
74. Utilising the survey evidence, the ecological assessment should identify and describe potential development impacts likely to harm designated sites, priority habitats, other listed biodiversity features and ecological networks, where appropriate, including both direct and indirect effects, both during construction and afterwards.
75. The survey and assessment should then inform the design of the scheme.

### **Harm Avoidance**

76. The objective is for proposals to avoid harm to habitats and species. Preferably this should involve locating on an alternative site with less harmful impacts. Harm can also be avoided by measures such as reducing the scale of development and/or providing buffering, or locating development to an alternative part of the site.
77. In all cases, schemes should be designed to ensure that important features and ecological connectivity between them and features outside the site are retained.

### **Mitigating harm**

78. Where it is not possible to avoid harm to existing sites, habitats, species and ecological networks, it may still be possible to minimise potentially damaging impacts through mitigation measures. In such cases the mitigation steps required should be proposed by the developer and will then normally be the subject of planning conditions or obligations on design, methods or timing of development.
79. Measures that could achieve this include, amongst others:
- Timing the development of sites to avoid the breeding seasons of species present
  - Creating new areas of habitat, or managing existing ones
  - Creating buffer zones between sensitive areas and development areas to reduce disturbance to habitats

- Ensuring that new infrastructure such as bridges are built to enable movement of wildlife to continue
  - Steps to ensure that the hydrological status of sensitive sites is maintained through the careful design of drainage infrastructure
  - Translocation of species from destroyed habitat (to be used as a last resort)
80. However, mitigation still entails harm of some form. Where a site or its surroundings have clear biodiversity value and the proposed mitigation steps are insufficient to reasonably protect this value, then planning permission may be refused on these grounds once all other planning issues have been taken into account.

### **Compensating for loss**

81. Where damage is unavoidable, and will still occur in spite of mitigation, then consideration should be given to compensating for any loss to biodiversity by creating new habitat in replacement either on site, or off-site.
82. This could include the enhancement and restoration of habitats in identified ecological networks. Where this is appropriate then the steps required will be proposed by the developer and will then normally be the subject of planning conditions or planning obligations, for example to ensure re-creation of habitat in a certain place by a certain time and normally as a duty of the developer.
83. Established habitat usually acquires biodiversity value over a very long period of time, as its ecology diversifies and changes. Artificially recreated habitat will therefore usually be greatly inferior to established habitat. For example, newly planted woodland is of lesser value than existing ancient woodland. There are only very limited circumstances where this loss is justified. It should not be considered unless a planning decision has been made to permit a development in the face of harm to biodiversity, once other planning issues have been taken into account. Compensation for lost habitat will not make an unacceptable development acceptable.

### **Enhancement of Sites**

84. The Framework, the Core Strategy and the emerging Local Plan Biodiversity and Nature Conservation policies seek the enhancement of sites and a net gain in biodiversity, where possible.
85. Proposals are to be encouraged that will enhance, restore or add to designated sites, priority habitats, other biodiversity or geological features, or which will enhance or restore ecological networks.
86. Developers should look to design in opportunities to improve habitats for biodiversity conservation, and to increase the overall quality of the development by enhancing existing habitats or creating new areas appropriate to the wider landscape context and even to create new links.
87. Useful design measures that might achieve this would include, amongst others:

- Creating areas of new habitat such as woodland, scrubland, coarse grassland or ponds in landscaped areas or public open space
  - Siting open space and landscaping so that planting within them enhances habitat connectivity between areas of habitat within and adjacent to the site
  - Using native species of local or regional genetic origin in planting schemes
  - Making provision on new buildings for species such as bats, swallows, barn owls or other species that might live locally. This could include, but is not limited to, nesting and roosting boxes to be built as part of the fabric of the building for building reliant birds (e.g. swift, swallow and house martin) and bats and birds associated with urban areas such as house sparrows and starlings
  - Restoring landfill and mineral sites to heathland, grassland or reed bed
88. Sustainable Drainage Systems (SuDs) can create new and enhance existing wildlife sites, particularly soft engineering SuDs features such as ponds, swales and wetlands. They can form links with the wider ecological network to create a coherent 'blue infrastructure' of water habitats in Lancashire. SuDs are encouraged within the drainage strategy of proposed developments and the positive impact that they can have for biodiversity and for ecological networks should be taken into account in scheme design.
89. Pollinators, such as bees, provide an essential service of pollinating flowers and crops, whilst providing other benefits for native plants and the wider environment. Planting schemes should include and retain suitable flowers, shrubs and trees that provide nectar and pollen as food for bees and other pollinators throughout the year. Further useful information on catering for the needs of bees and other pollinators can be found in the National Pollinator Strategy: for bees and other pollinators in England (November 2014).

## **Determination of Applications**

90. In reaching a decision on a planning application that is likely to have an impact on biodiversity, the necessary surveys and assessments will need to be supplied, to ensure that the impacts of proposals can be properly assessed, and the requirements of all policies addressed. The Councils will utilise standing advice from authorities such as Lancashire County Council and Natural England, where relevant, and seek advice from relevant authorities, including the above and the Environment Agency, where necessary. Decisions will be made based upon the evidence supplied and advice received. Ecological conditions will be attached to planning decisions and in some cases, if appropriate, subject to obligations under a legal agreement.

## **Implementation**

91. Applicants will need to apply to discharge ecological conditions as appropriate and to implement mitigation/management regimes if required.



## **G: SUSTAINABILITY APPRAISAL AND HABITATS REGULATIONS ASSESSMENT**

### **Sustainability Appraisal and Strategic Environmental Assessment**

92. A Sustainability Appraisal/Strategic Environmental Assessment and Habitats Regulations Screening Document is published alongside this document.

## **H: MONITORING AND REVIEW**

93. The Councils will monitor the effectiveness of this guidance, including Core Strategy and Local Plan key indicators, and review as appropriate in the light of its performance and future changes in planning law and policy guidance.

## **I: STATUS OF THIS DOCUMENT**

94. Once adopted, this document should be afforded significant weight as a material consideration in determining planning applications.

## **J: FURTHER INFORMATION**

95. The SPD will primarily be implemented through the development management process and the determination of planning applications. Charges may apply for pre-application consultations; please see the individual Council websites for details. Planning Officers will be pleased to provide advice and guidance on planning matters regarding biodiversity and nature conservation. They can be contacted on:

### **Chorley Council**

[www.chorley.gov.uk](http://www.chorley.gov.uk)

01257 515151

### **Preston City Council**

[www.preston.gov.uk](http://www.preston.gov.uk)

01772 906912

### **South Ribble Borough Council**

[www.southribble.gov.uk](http://www.southribble.gov.uk)

01772 421491

01772 625567

## APPENDICES

### Appendix 1: Planning Policies

#### Central Lancashire Core Strategy

##### Policy 22: Biodiversity and Geodiversity

Conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area, through the following measures:

- (a) Promoting the conservation and enhancement of biological diversity, having particular regard to the favourable condition, restoration and re-establishment of priority habitats and species populations;
- (b) Seeking opportunities to conserve, enhance and expand ecological networks;
- (c) Safeguarding geological assets that are of strategic and local importance.

##### Policy 18: Green Infrastructure

Manage and improve environmental resources through a Green Infrastructure approach to:

- (a) protect and enhance the natural environment where it already provides economic, social and environmental benefits;
- (b) invest in and improve the natural environment, particularly;

i. the river valley networks including:

- the River Ribble at Penwortham and south to Lostock Hall and Bamber Bridge, to create a 'central park' area incorporating footpaths, cycleways and a Local Nature Reserve;
- Savick Brook upstream of Preston;
- the River Darwen between Roach Bridge and Walton-le-Dale; and
- the Yarrow and Cuerden Valley Parks.

ii. the canal networks including:

- the Lancaster Canal into Preston; and
- the Leeds and Liverpool Canal through Chorley and Adlington.

iii. where it contributes to the creation of green wedges and the utilisation of other green open spaces that can provide natural extensions into the countryside.

- (c) secure mitigation and/or compensatory measures where development would lead to the loss of, or damage to, part of the Green Infrastructure network.

##### Policy 20: Countryside Management and Access

Support the continued development of plans and proposals for the Ribble Coast and Wetlands Regional Park, Beacon Fell Country Park and the Moorland Gateway to the West Pennine Moors especially for the benefits to land management, nature conservation and sustainable access.

##### Policy 21: Landscape Character Areas

New Development will be required to be well integrated into existing settlement patterns, appropriate to the landscape character type and designation within which it is situated and contribute positively to its conservation, enhancement or restoration or the creation of appropriate new features.

## **Emerging Chorley Local Plan 2012 – 2026**

### **Policy BNE9: Biodiversity and Nature Conservation**

In Chorley, Biodiversity and Ecological Network resources will be protected, conserved, restored and enhanced:

Priority will be given to:

- i. Protecting and safeguarding all designated sites of international, national, regional, county and local level importance including all Ramsar sites, Special Protection Areas, Special Areas of Conservation, national nature reserves, sites of special scientific interest and biological heritage sites, geological heritage sites, local nature reserves and wildlife corridors together with any ecological network approved by the Council;
- ii. Protecting, safeguarding and enhancing habitats for European, nationally and locally important species;
- iii. The ecology of the site and the surrounding area (safeguarding existing habitats / features such as but not exclusive to trees, hedgerows, ponds and streams), unless justified otherwise.
- iv. When considering applications for planning permission, protecting, conserving, restoring and enhancing Chorley's ecological network and providing links to the network from and/or through the proposed development site.

In addition development must adhere to the provisions set out below:

- a) The production of a net gain in biodiversity where possible by designing in wildlife and by ensuring that any adverse impacts are avoided or if unavoidable are reduced or appropriately mitigated and/or compensated;
- b) The provision of opportunities for habitats and species to adapt to climate change;
- c) The support and encouragement of enhancements which contribute to habitat restoration;
- d) Where there is reason to suspect that there may be protected habitats/species on or close to a proposed development site, the developer will be expected to carry out all necessary surveys in the first instance; planning applications must then be accompanied by a survey assessing the presence of such habitats/species and, where appropriate, make provision for their needs;
- e) In exceptional cases where the need for development in that location is considered to significantly outweigh the impact on the natural environment, appropriate and proportionate mitigation measures or as a last resort compensatory habitat creation and/or restoration will be required through planning conditions and/or planning obligations.

The following definition of what constitutes damage to natural environmental assets will be used in assessing applications potentially impacting upon assets:

1. Loss of the undeveloped open character of a part, parts or all of the ecological network;

2. Reducing the width or causing direct or indirect severance of the ecological network or any part of it;
3. Restricting the potential for lateral movement of wildlife;
4. Causing the degradation of the ecological functions of the ecological network or any part of it;
5. Directly or indirectly damaging or severing links between green spaces, wildlife corridors and the open countryside; and
6. Impeding links to ecological networks recognised by neighbouring planning authorities.
7. Significant adverse effect on the interest features of a designated nature conservation site.

### **Policy BNE11: Species Protection**

Planning permission will not be granted for development which would have an adverse effect on a priority species unless the benefits of the development outweigh the need to maintain the population of the species in situ. Should development be permitted that might have an effect on a priority species planning conditions or agreements will be used to:

- a) Facilitate the survival of the individual species affected;
- b) Reduce the disturbance to a minimum; and
- c) Provide adequate alternative habitats to sustain the viability of the local population of that species

## **Emerging South Ribble Site Allocations and Development Management Policies Development Plan Document**

### **Policy G16 – Biodiversity and Nature Conservation**

The borough's Biodiversity and Ecological Network resources will be protected, conserved and enhanced. The level of protection will be commensurate with the site's status and proposals will be assessed having regard to the site's importance and the contribution it makes to wider ecological networks:

Regard will be had to:

- Protecting and safeguarding all designated sites of international, national, regional, county and local level importance including all Ramsar, Special Protection Areas, Special Areas of Conservation, national nature reserves, sites of special scientific interest and biological heritage sites, geological heritage sites, local nature reserves, wildlife corridors together with any ecological network approved by the Council;
- Protecting, safeguarding and enhancing habitats for European, nationally and locally important species;
- When considering applications for planning permission protecting, conserving and enhancing the borough's ecological network and providing links to the network from and/or through a proposed development site.

In addition development should have regard to the provisions set out below:

- a) The need to minimise impacts on biodiversity and providing net gains in biodiversity where possible by designing in wildlife and by ensuring that significant harm is avoided or if unavoidable is reduced or appropriately mitigated and/or, as a last resort, compensated;
- b) The need to promote the preservation, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of priority species populations;
- c) Where there is reason to suspect that there may be protected habitats/species on or close to a proposed development site planning applications must be accompanied by a survey undertaken by an appropriate qualified professional;
- d) Where the benefits for development in social or economic terms is considered to outweigh the impact on the natural environment, appropriate and proportionate mitigation measures and/or compensatory habitat creation of an equal or greater area will be required through planning conditions and/or planning obligations.

## Emerging Preston Local Plan 2012 - 2026

### Policy EN10 – Biodiversity and Nature Conservation

In Preston, Biodiversity and Ecological Network resources will be protected, conserved, restored and enhanced:

Priority will be given to:

- i. Protecting and safeguarding all designated sites of international, national, regional, county and local level importance including all Ramsar sites, Special Protection Areas, Special Areas of Conservation, national nature reserves, sites of special scientific interest and biological heritage sites, [PC79] S41 Habitats of Principle Importance, geological heritage sites, local nature reserves and wildlife corridors together with any ecological network approved by the Council;
- ii. Protecting, safeguarding and enhancing habitats for European, nationally and locally important species;
- iii. The ecology of the site and the surrounding area (safeguarding existing habitats/features such as but not exclusive to trees, hedgerows, ponds and streams), unless justified otherwise.
- iv. When considering applications for planning permission, protecting, conserving, restoring and enhancing Preston's ecological network and providing links to the network from and/or through the proposed development site.

In addition development must adhere to the provisions set out below:

- a. The production of a net gain in biodiversity where possible by designing in wildlife and by ensuring that any adverse impacts are avoided or if unavoidable are reduced or appropriately mitigated and/or compensated;
- b. The provision of opportunities for habitats and species to adapt to climate change;
- c. The support and encouragement of enhancements which contribute to habitat restoration;
- d. Where there is reason to suspect that there may be protected habitats/species on or close to a proposed development site, the developer will be expected to carry out all necessary surveys in the first instance; planning applications must then be accompanied by a survey assessing the presence of such habitats/species and, where appropriate, make provision for their needs;
- e. In exceptional cases, where the need for development in social or economic terms is considered to significantly outweigh the impact on the natural environment, appropriate and proportionate mitigation measures and/or compensatory habitat creation and/or restoration will be required through planning conditions and/or planning obligations.

The following definition of what constitutes damage to natural environment assets will be used in assessing applications potentially impacting upon assets:

1. Loss of the undeveloped open character of a part, parts or all of the ecological network;
2. Reducing the width or causing direct or indirect severance of the ecological network or any part of it;
3. Restricting the potential for lateral movement of wildlife;
4. Causing the degradation of the ecological functions of the ecological network or any part of it;
5. Directly or indirectly damaging or severing links between green spaces, wildlife corridors and the open countryside; and
6. Impeding links to ecological networks recognised by neighbouring planning authorities.

### **Policy EN11: Species Protection**

Planning permission will not be granted for development which would have an adverse effect on a protected species unless the benefits of the development outweigh the need to maintain the population of the species in situ. Should development be permitted that might have an effect on a protected species planning conditions or agreements will be used to:

- a) Facilitate the survival of the individual species affected;
- b) Reduce the disturbance to a minimum; and
- c) Provide adequate alternative habitats to sustain the viability of the local population of that species

## Appendix 2: Local Requirements for Designated Sites, Priority Habitats, Ecological Networks and Other Biodiversity Features: Criteria (Trigger List) for When a Survey and Assessment are Required

If an application is likely to affect any of the Designated Sites, Key Features of the ecological Network and Priority Habitats listed in Table 1, a survey and assessment for the relevant feature must be submitted with the application, unless one of the exceptions indicated in Section F is relevant.

The Priority Habitats are Habitats of Principal Importance for Biodiversity under S.41 of the NERC Act 2006), which potentially occur in Central Lancashire. Descriptions of the individual habitats can be found on the Joint Nature Conservation Committee section of the Defra website at <http://jncc.defra.gov.uk/page-5706> .

**TABLE 1**

<b>Designated Sites (as shown on the Policies Maps of the Central Lancashire Authorities)</b>	
Internationally designated sites	Special Protection Areas (SPA) Special Areas of Conservation Ramsar Sites
Nationally designated sites	Sites of Special Scientific Interest National Nature Reserves
Regionally/locally designated sites	Biological Heritage Sites Geological Heritage Sites Ancient Woodland Local Nature Reserves Wildlife Corridors
<b>Priority Habitats (Habitats of Principal Importance for Biodiversity under S41 of the NERC Act 2006)</b>	
<b>Broad habitat</b>	<b>Habitat name</b>
Arable and horticulture	Arable field margins
Arable and horticulture	Traditional orchards
Boundary	Hedgerows
Coastal	Coastal saltmarsh
Coastal	Intertidal mudflats
Freshwater	Eutrophic standing waters
Freshwater	Ponds
Freshwater	Rivers
Grassland	Lowland calcareous grassland
Grassland	Lowland dry acid grassland
Grassland	Lowland meadows
Grassland	Purple moor-grass and rush pastures
Heathland	Lowland heathland

Heathland	Upland heathland
Inland rock	Inland rock outcrop and scree habitats
Inland rock	Open mosaic habitats on previously developed land
Wetland	Blanket bog
Wetland	Coastal and floodplain grazing marsh
Wetland	Lowland fens
Wetland	Lowland raised bog
Wetland	Reedbeds
Wetland	Upland flushes, fens and swamps
Woodland	Lowland mixed deciduous woodland
Woodland	Upland oakwood
Woodland	Wet woodland
Woodland	Wood-pasture and parkland
<b>Ecological Network Elements</b>	
Core Areas	
Corridors (classified as having a length of 3km or less)	
Stepping Stones	



### Appendix 3: Local Requirements for Protected Species: Criteria and indicative Thresholds (Trigger List) for When a Survey and Assessment are Required

Table 2

Proposals for Development that will trigger a Protected Species Survey	Species likely to be affected and for which a survey will be required									
	Bats	Barn Owls	Breeding Birds	Great Crested Newts	Otters	Water Vole	Badger	Reptiles	Amphibians	Plants
<p>Proposed development which includes conversion, modification, demolition or removal of buildings (including hotels, schools, hospitals, churches, commercial premises and derelict buildings) which are:</p> <ul style="list-style-type: none"> <li>• agricultural buildings (e.g. farmhouses, barns and outbuildings) of traditional brick or stone construction and/or with exposed wooden beams;</li> <li>• buildings with weather boarding and/or hanging tiles that are within 200m of woodland and/or water;</li> <li>• pre-1960 detached buildings and structures within 200m of woodland and/or water;</li> <li>• pre-1914 buildings within 400m of woodland and/or water;</li> <li>• located within, or immediately adjacent to woodland and/or immediately adjacent to</li> </ul>	●	●	●							

Proposals for Development that will trigger a Protected Species Survey	Species likely to be affected and for which a survey will be required									
	Bats	Barn Owls	Breeding Birds	Great Crested Newts	Otters	Water Vole	Badger	Reptiles	Amphibians	Plants
water;										
<ul style="list-style-type: none"> <li>Dutch barns or livestock buildings with a single skin roof and board-and-gap or Yorkshire boarding if, following a preliminary roost assessment the site appears to be particularly suited to bats.</li> </ul>	●									
<p>Development affecting built structures:</p> <ul style="list-style-type: none"> <li>tunnels, mines, kilns, ice-houses, adits, military fortifications, air raid shelters, cellars and similar underground ducts and structures; unused industrial chimneys that are unlined and brick/stone construction;</li> <li>bridge structures, aqueducts and viaducts (especially over water and wet ground).</li> </ul>	●									
<p>Floodlighting of:</p> <ul style="list-style-type: none"> <li>churches and listed buildings, green space (e.g. sports pitches) within 50m of woodland, water, field hedgerows or lines of trees with connectivity to woodland or water;</li> <li>any building meeting the criteria listed in (1) above.</li> </ul>	●	●	●							
Felling, removal or lopping of:										

Proposals for Development that will trigger a Protected Species Survey	Species likely to be affected and for which a survey will be required									
	Bats	Barn Owls	Breeding Birds	Great Crested Newts	Otters	Water Vole	Badger	Reptiles	Amphibians	Plants
<ul style="list-style-type: none"> <li>woodland;</li> </ul>	●		●				●			●
<ul style="list-style-type: none"> <li>field hedgerows and/or lines of trees with connectivity to woodland or water bodies;</li> <li>old and veteran trees that are more than 100 years old;</li> <li>mature trees with obvious holes, cracks or cavities, or which are covered with mature ivy (including large dead trees).</li> </ul>	●		●				●			●
<p>Proposals affecting water bodies:</p> <ul style="list-style-type: none"> <li>in or within 200m of rivers, streams, canals, lakes, reed beds or other aquatic habitats</li> </ul>	●		●		●	●			●	●
<p>Proposals located in or immediately adjacent to:</p> <ul style="list-style-type: none"> <li>quarries or gravel pits</li> <li>natural cliff faces and rock outcrops with crevices or caves and swallets.</li> </ul>	●		●					●		
Proposals for wind farm developments of multiple wind turbines and single wind turbines	●									
Proposed development affecting any type of buildings, structures, feature or location where protected species are known to be present	●	●	●	●	●	●	●	●	●	●

## Appendix 4: Ecological Survey Seasons

Table 3 Ecological Survey Seasons

Optimal Time



Extending Into



	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC
Badgers		Optimal Time			Extending Into					Optimal Time	Extending Into	
Bats (Hibernation Roosts)	Optimal Time										Optimal Time	
Bats (Summer Roosts)				Extending Into	Optimal Time				Extending Into			
Bats (Foraging/ Commuting)				Extending Into	Optimal Time				Extending Into			
Birds (Breeding)			Optimal Time			Extending Into						

Birds (Over-Wintering)													
Great Crested Newts			TERRESTRIAL										
			AQUATIC										
Otters	[Redacted]												
Reptiles				[Redacted]									
Water Voles				[Redacted]									
White Clawed Crayfish								[Redacted]					
Habitats/ Vegetation			WOODS										

## Appendix 5: Suggested Content of Ecological Surveys

Table 4: Suggested content of ecological surveys and assessments:

Suggested heading	Content to be included
<b>Summary sheet</b>	Include the date of survey, OS grid reference, main findings, conclusions and recommendations for mitigation where necessary.
<b>Introduction:</b>	Aims and objectives of the survey and report Site location- include maps, aerial photos and OS Grid reference Site description- include area measurement of the application site, current use/previous use if abandoned, Description of the proposed works- ensure that any survey work is conducted correctly.
<b>Methodology:</b>	Desk Study: List all sources used, if no desk study has been undertaken explain why. The main sources of species records and local site designations should be LERN to ensure the most accurate resolution. LERN can advise if there are species groups or data sets available from other organizations. Ecological Network mapping can be found on the Lancashire County Council mapping at <a href="http://mario.lancashire.gov.uk/agsmario/">http://mario.lancashire.gov.uk/agsmario/</a> Field Survey Date of survey Methodology used e.g. BCT Bat survey guidelines. Evidence that the survey has been tailored to the specific site conditions Weather conditions Names and details of surveyors List of equipment used by surveyors.
<b>Limitations of survey:</b>	Explain any limitations to the survey work in full (e.g. difficulties accessing areas)
<b>Results:</b>	State the findings of the survey including: What identified statutory or non-statutory wildlife sites are present on or within the vicinity of the development site What elements of the Lancashire Ecological Network are present on or within the vicinity of the development site What habitats are present at the survey and are they locally/national important What adjacent habitats exist: immediately adjacent to the site or in the wider landscape, and whether good connectivity is evident, including for ecological networks Will the development have an impact on ecological networks as detailed in this SPD? How will the development impact? (minimally/ to a large extent/ will the ecological network function around the development etc.) Potential for European Protected Species (EPS) to use the site. Evidence of EPS using the site What evidence was found Where the evidence was found

	<p>Whether identification of the species is possible          Understanding of species' use of the site, not just their presence/absence          Evidence of other protected species using the site          Nerc Act S41 lists species and habitats of principal importance          Locally important species using the site e.g. any Lancashire BAP or BAP Long List species          What? Where? How many?          How will the development impact? (minimally/ to a large extent/ will the ecological network function around the develop etc.)</p>
<b>Conclusions:</b>	<p>Assess significance of any habitats/species within or adjacent to the site that could be affected          Give professional judgement as to how development will impact on the ecology of the site, including any function in terms of ecological network, based on the evidence found during survey          Ensure all plans, appendices and photos are fully referenced for clarity          State if a further survey is required, what this is to consist of and when it should be carried out.          Can all expected impacts be mitigated for?          Recommend mitigation clearly, to ensure no adverse impacts on habitats/species          State if any part of the proposed development could have an adverse impact which it would not be possible to mitigate against.</p>
<b>Recommendations:</b>	<p>Timing of works to reduce adverse impacts          Specific mitigation designed to remove or reduce impacts on named habitats or species.</p>
<b>Mitigation:</b>	<p>Mitigation must be designed specifically to avoid or reduce the impacts of the development on the ecology of the site and its surroundings (don't give 'broad brush' or 'worst case scenario' solutions).          Give examples where you have found this type of mitigation successful, if it is particularly innovative.          Mitigation strategy should build on cumulative national and international knowledge          Note any mitigation proposal may also need approval relating to landscape design.          For large schemes, detail how monitoring will be built into the timescale to keep a check on success and make provision for small adjustment to ensure effectiveness          If mitigation is designed for EPS it must be likely to satisfy the Natural England licencing criteria          If a licence is likely to be refused the LPA cannot issue a planning permission          What mitigation can be put in place to ensure that the development has minimal impact on ecological networks, if relevant?</p>
<b>Enhancement:</b>	<p>This is over and above mitigation          Design for named habitats/species State the findings of the survey including:          What habitats are present at the survey and are they locally/national important          What adjacent habitats exist: immediately adjacent to the site or in the wider landscape, and whether good connectivity is evident          Potential for European Protected Species (EPS) to use the site.          Evidence of EPS using the site:          What evidence was found          Where the evidence was found          Whether identification of the species is possible          Understanding of species' use of the site, not just their presence/absence</p>

	Evidence of other protected species using the site Nerc Act S41 lists species and habitats of principal importance What? Where? How many?
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## Appendix 2: Central Lancashire Biodiversity SPD Consultation Responses

Respondent	Summary of Response	Central Lancashire Authority Response	Proposed Amendment
<p><b>Lancashire County Council</b></p>	<p><b>Local Flood Risk</b> Lancashire County Council is the Lead Local Flood Authority for Lancashire (LLFA). The Flood and Water Management Act (FWMA) sets out the requirement for the LLFA to manage "local" flood risk (surface water, groundwater and flooding from ordinary watercourses) within their area. It is advised that flooding from "local" sources is taken into consideration, where possible, and especially where there is a known flooding issue in an area. The Lancashire and Blackpool Local Flood Risk Management Strategy was formally adopted on 9 April 2014 and is a material consideration during plan making.</p> <p><b>SuDS Approval Body (SAB) Comments</b> Under Government proposals, approval will be required for the drainage design on any new development for which a full planning approval is submitted to the Local Planning Authority which meets the requirement criteria of 10+ dwellings or greater than 0.5 hectare from the date of implementation. The LLFA strongly promote Sustainable Drainage Systems (SuDS) to be incorporated within the design of a drainage strategy for any proposed development, applying the SuDS management train. The LLFA encourages that site surface water drainage is designed in line with the current draft National SuDS Standards, including restricting developed discharge of surface water to greenfield runoff rates making suitable allowances for climate change and urban</p>	<p>The Central Lancashire authorities note that Lancashire County Council is the LLFA and acknowledge that the Lancashire and Blackpool Local Flood Risk Management Strategy is a material consideration during plan making.</p> <p>The role of SuDs is recognised in paragraph 86 of the SPD, but the text is proposed for amendment to give greater emphasis to the important role that SuDs can play.</p> <p>It is acknowledged that Local Planning Authorities (LPAs) can have a major role in delivering and achieving the objectives set out in the Water Framework Directive and Bathing Water directive. This</p>	<p>Delete the existing bullet point in paragraph 86 relating to SuDs:</p> <ul style="list-style-type: none"> <li>● <del>Using Sustainable Drainage Schemes so that drainage infrastructure also acts as biodiversity habitat and contributes to the ecological network</del></li> </ul> <p>Insert a new paragraph 88 with the following text in Section F on the Enhancement of Sites (all following paragraphs to be renumbered sequentially):</p>

Respondent	Summary of Response	Central Lancashire Authority Response	Proposed Amendment
	<p>creep, managing surface water as close to the surface as possible and prioritising infiltration as a means of surface water disposal where possible. Regardless of the site's status as greenfield or brownfield land, LCC encourages that surface water discharge from the developed site should be as close to the greenfield runoff rate as is reasonably practicable.</p> <p>Given the purpose of this SPD, SuDS are considered to be especially important in creating new and enhancing existing wildlife sites, particularly soft engineering SuDS features such as ponds, swales and wetlands. It is advised that the SPD acknowledges the potential impact SuDS can have in forming links with the wider ecological network to create a coherent 'blue infrastructure' of water habitats in Lancashire; SuDS can go a long way in helping to deliver such an aspiration.</p> <p><b>Water Framework Directive 2000 and Bathing Water Directive 2006</b>  The European Water Framework Directive (WFD) came into force in December 2000 and became part of UK law in December 2003. The WFD considers the ecological health of surface water bodies (good status being defined as a slight variation from undisturbed natural conditions), as well as achieving traditional chemical standards. It provides an opportunity to plan and deliver a better water environment, focussing on ecology, through river basin management planning.  The Bathing Water Directive (BWD) 2006 was introduced to safeguard public health and clean bathing waters, and</p>	<p>SPD, in tandem with relevant Core Strategy and Local Plan policies (including Core Strategy Policy 29 on Water Management), aims to ensure that development does not have a negative impact on biodiversity and ecological network resources; good water quality is fundamental to these resources.</p> <p>The Water Framework Directive is listed in Section B of the SPD that deals with the Legislative Framework. There is no reference to the Bathing Water Directive in the document but additional text relating to this Directive is proposed for Section B.</p>	<p><u>Sustainable Drainage Systems (SuDS) can create new and enhance existing wildlife sites, particularly soft engineering SuDS features such as ponds, swales and wetlands. They can form links with the wider ecological network to create a coherent 'blue infrastructure' of water habitats in Lancashire. SuDS are encouraged within the drainage strategy of proposed developments and the positive impact that they can have for biodiversity and for ecological networks should be taken into account in scheme design.</u></p> <p>Insert the following to Section B: Legislative Framework in the Key Legislation section:</p> <ul style="list-style-type: none"> <li>• <b><u>The Bathing Water Directive 2006:</u></b>  <u>This aims to safeguard public health and clean bathing waters. One mechanism of doing this is through the planning and development process to ensure that new developments do not pose a threat to water quality whilst enhancing the quality of our habitats for wildlife.</u></li> </ul>

Respondent	Summary of Response	Central Lancashire Authority Response	Proposed Amendment
	<p>stricter controls for testing of bathing water quality will be introduced from 2015. The BWD requires the monitoring and assessment of bathing waters and authorities must inform the public about bathing water quality and beach management, through the so-called bathing water profiles, in their area.</p> <p>Local government has a major role in delivering and achieving the objectives set out in the WFD and BWD and to help the natural and modified environment adapt to the impacts of climate change . One mechanism of doing so is through the planning and development process to ensure that new developments do not pose a threat to water quality whilst enhancing the quality of our habitats for wildlife.</p> <p>It is recommended that the Local Planning Authority has regard for the WFD and BWD in developing this SPD. The employment of SuDS, if and where possible, is strongly encouraged to help achieve water quality benefits and the LLFA advises that this is reflected accordingly.</p>		
<p><b>Dr Arthur Earnest Smith</b></p>	<p>There is little regarding pollinators and the role they play, or how they can be encouraged at low cost. Pollinator numbers have declined substantially over recent years, but with good flora their numbers can recover and there has been an increase in bumble bees over the past two decades. However, observation suggests that there is still insufficient food flora.</p> <p>To encourage pollinators suitable flora are needed throughout the season. Not all plants/flowers can provide nectar to pollinators. Encouraging a season long range of nectar rich flora in wildlife corridors has the potential at a low cost to increase pollinator numbers greatly benefiting</p>	<p>Comments noted.</p> <p>Additional text proposed to be added to section F in the section on the Enhancement of Sites to relate to pollinators.</p>	<p>Insert the following text in a new paragraph 89 in Section F in the section on the Enhancement of Sites (all following paragraphs to be renumbered sequentially):</p> <p><u>Pollinators, such as bees, provide an essential service of pollinating flowers and crops, whilst providing other benefits for native plants and the wider environment. Planting schemes should include and retain</u></p>

Respondent	Summary of Response	Central Lancashire Authority Response	Proposed Amendment
	flora and fauna diversity. Perhaps some consideration of the needs of pollinators can be a component of future planning.		<u>suitable flowers, shrubs and trees that provide nectar and pollen as food for bees and other pollinators throughout the year. Further useful information on catering for the needs of bees and other pollinators can be found in the National Pollinator Strategy: for bees and other pollinators in England (November 2014).</u>
<b>RSPB</b>	<p>Would like to commend us in respect of the SPD, but would urge more to be done, particularly in terms of biodiversity enhancement which at present only gets a brief mention in the section – Designing development to conserve and enhance biodiversity.</p> <p>Take the view that the current text undersells the potential for enhancement, there is much more that can be done. State that Exeter City Council have produced an excellent Residential Design (Biodiversity) SPD, which sets out to developers the measures that they can take to integrate biodiversity into built developments.</p> <p>Within Lancashire, Ribble Valley has already taken on board many of the principles within the Exeter document. They would like the Central Lancashire authorities to specifically adopt the provision for both swift and bat bricks and suggest some wording that could be incorporated.</p>	<p>Additional text is proposed in the Enhancement section relating to Sustainable Drainage Systems and to pollinators.</p> <p>Additional text is proposed relating to nesting and roosting boxes and other built fabric additions.</p>	<p>Add additional text to the following paragraph 86 bullet point:</p> <ul style="list-style-type: none"> <li>• Making provision on new buildings for species such as bats, swallows, barn owls and other species that might live locally. <u>This could include, but is not limited to, nesting and roosting boxes to be built as part of the fabric of the building for building reliant birds (e.g. swift, swallow and house martin) and bats and birds associated with urban areas such as house sparrows and starlings.</u></li> </ul>
<b>Highways Agency</b>	Having reviewed the draft SPD, we have no specific comments to make.	Comments noted.	No amendments
<b>PWC Surveyors</b>	Act on behalf of many clients who would be affected by the Lancashire Ecological Network (The Network) designations (including corridors and stepping stones)	The SPD provides more detailed advice and guidance in relation to the application	Delete the following text in paragraph 28: <del>A more detailed summary of the</del>

Respondent	Summary of Response	Central Lancashire Authority Response	Proposed Amendment
	<p>throughout Central Lancashire. Comments relate to the methodology behind the Network designations and the mapping exercise.</p> <p>It is agreed that the Networks should be identified, preserved, restored and recreated to ensure existing sites of biodiversity importance are linked and in accordance with the National Planning Policy Framework. However, the initial Ecological Network Maps that have been produced show completely arbitrary corridor and stepping stone locations. I cannot find any justification or detailed methodology for the designations, apart from a short inadequate explanation within paragraphs 25 – 28 of the consultation paper.</p> <p>Paragraph 28 states that a more detailed summary will be published at a later date. This detailed methodology and explanation of designations needs to be available for scrutiny prior to publishing the final SPD and maps. At present the draft maps show large areas that have no reasoned boundaries. Publication of such unjustified designations will result in unnecessary, unreasonable delays to the planning system whilst specialist ecologist opinion is sought, which the government is clearly attempting to prevent as stated within the National Planning Policy Framework and the National Planning Guidance.</p> <p>In conclusion, a detailed assessment showing why areas identified within the maps are important to identified Core Areas should be carried out and available to view in</p>	<p>of adopted Core Strategy Policy 22: Biodiversity and Geodiversity and the relevant Local Plan policies of the individual authorities.</p> <p>These policies set out that ecological network resources will be protected, conserved, restored and enhanced, in accordance with the Framework.</p> <p>The consultee comments relate to the methodology behind the Network designations and the mapping exercise.</p> <p>The SPD provides guidance for applicants in terms of understanding the relevant Central Lancashire policies and what is required as part of the planning application process for a range of biodiversity issues, including Ecological Networks. The purpose of the consultation was to seek views on the approaches suggested.</p>	<p><del>development of the Lancashire Ecological Network will be published at a later date.</del></p> <p>Replace with:</p> <p><u>More detailed information on the Lancashire Ecological Network is contained within the ‘Lancashire Ecological Network Approach and Analysis’ Document.</u></p> <p>Delete the following text in paragraph 35:</p> <p><del>The Ecological Network mapping can be viewed on the Lancashire County Council website at <a href="http://mario.lancashire.gov.uk/agsmario/">http://mario.lancashire.gov.uk/agsmario/</a> (not available yet)</del></p> <p>Replace in paragraph 36 with:</p> <p><u>The Ecological Network mapping can be viewed on the individual authority websites.</u></p> <p>Amend the text in paragraph 48 as follows:</p> <p><del>The Lancashire Ecological Network mapping will be made available to view on the Lancashire County Council website at <a href="http://mario.lancashire.gov.uk/agsmario/">http://mario.lancashire.gov.uk/agsmario/</a></del></p>

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	<p>another consultation period prior to publishing the SPD.</p>	<p>The purpose of the consultation was not to consult on the Ecological Network mapping for the identified habitat groups, or the detailed methodology behind the mapping. There is no need to undertake a further consultation period prior to publishing the SPD.</p> <p>Further information on the Lancashire Ecological Network is published in the 'Lancashire Ecological Network Approach and Analysis' Document. This is proposed to be referred to in the document</p> <p>The Ecological Networks are not plan allocations. This is a SPD and does not include a Policies Map. The Policies Map can only be amended through the formal Local Plan process.</p> <p>The Ecological Network mapping for each authority is no longer proposed to be made available on the Lancashire County Council</p>	<p><del>(not yet available)</del>- <u>The Ecological Network mapping can be viewed on the individual authority websites.</u> These maps should be assessed before an application is submitted in order to ascertain whether proposals fall within one of the networks <del>(currently identified for Woodland and Scrub, Grassland, Wetland and Heath).</del></p>

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		<p>Mario website. The mapping for woodland and scrub, and grassland habitats for each authority will be published on the individual authority websites.</p>	
<p><b>The Wildlife Trust for Lancashire, Manchester &amp; North Merseyside</b></p>	<p>State that HM Government has now archived Natural England's website and that the links in paragraphs 8 &amp; 9 are no longer available. A summary of nature conservation legislation &amp; regulation within the UK can still be found on the United Kingdom's Joint Nature Conservation Council (JNCC) website.</p>	<p>Noted. Text proposed to be changed to refer to the JNCC website, rather than the Natural England website.</p>	<p>Delete the following text in paragraph 8:</p> <p><del>A list of legislation covering wildlife and the countryside can be found on Natural England's website or by following the link <a href="http://www.naturalengland.org.uk/...">http://www.naturalengland.org.uk/...</a></del></p> <p>Replace with the following text:</p> <p><u>A summary of nature conservation legislation and regulation within the UK can be found on the United Kingdom's Joint Nature Conservation Council (JNCC) website, at <a href="http://jncc.defra.gov.uk/page-1359">http://jncc.defra.gov.uk/page-1359</a></u></p> <p>Delete the following text in paragraph 9:</p> <p><del>Details of the species which are protected under the various pieces of legislation can be found on the Natural England website at <a href="http://www.naturalengland.org.uk/ourwork/planning...">http://www.naturalengland.org.uk/ourwork/planning...</a></del></p>

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	<p>A basic guide to prospective developers' responsibilities to statutorily protected species in England may be found on the <a href="http://www.gov.uk">www.gov.uk</a> website.</p> <p>It would also be useful to include a table of 'Priority Species' occurring within Central Lancashire, perhaps in draft Appendix 2, following on from that for 'Priority Habitats'.</p>	<p>Additional text proposed to be added to refer to the guide to prospective developers' responsibilities.</p> <p>Whilst a list of priority species could be useful no definitive list for Central Lancashire has been found. This section of the SPD refers specifically to 'protected' species, rather than Priority Species. Additional text proposed to refer to priority species.</p>	<p>Replace with the following text:</p> <p><u>A summary of species protection and legislation in the UK can be found on the United Kingdom's JNCC website, at <a href="http://jncc.defra.gov.uk/page-1747">http://jncc.defra.gov.uk/page-1747</a></u></p> <p>Insert the following additional text at the end of paragraph 9:</p> <p>A basic guide to the role of Local Planning Authorities and the responsibilities of developers to statutorily protected species in England can be found at <a href="https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals">https://www.gov.uk/protected-species-and-sites-how-to-review-planning-proposals</a></p> <p>Insert the following new paragraph after paragraph 9 to relate to priority species :</p> <p><u>Priority species were those that were identified as being the most threatened and requiring conservation action under the UK Biodiversity Action Plan (BAP). The UK Bap was succeeded by the UK Post 2010 Biodiversity Framework in July 2012. Further information on priority species can be found on the United Kingdom's JNCC website, at <a href="http://jncc.defra.gov.uk/page-5717">http://jncc.defra.gov.uk/page-5717</a></u></p>



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	<p>In terms of the Lancashire Ecological Network: This section describes clearly how the network has been /is being identified and section 9 does refer, in paragraph 39, to the restoration and enhancement of ecological networks so that intention is also clearly there. As the corridors themselves contain significant areas of land of limited ecological value, inclusion within the corridor is an indication that that land should be considered to be of higher priority for restoration than land not included; though, of course, this does not preclude habitat improvements to land outside the identified network. However, we would wish to see a little more emphasis on the opportunities for restoration and creation of linkages in the network and have made a number of suggestions about this in the following comments.</p> <p>Point out syntax error in pre-application text.</p> <p>At present, if a site doesn't contain any important habitats / designations it seems to us that the applicant might reasonably assume that there aren't any other biodiversity considerations (other than a desire to enhance biodiversity generally). This is why we think it is important that, if there are any areas where there is a need for new connectivity to be created, then these should be clearly shown on a map; preferably the proposals map but, failing that, one associated with this SPD. Hopefully, all the</p>	<p>Comments noted. The pre-application text is proposed for amendment in line with the comments made.</p> <p>This is an SPD and does not include a Proposals Map. The Proposals (Policies) Map can only be amended through the formal Local Plan process.</p>	<p>Delete the following text in box dealing with the Pre-application process in the Dealing with Ecological Issues in the Planning Process flowchart</p> <p><del>Applicant to establish whether any biodiversity considerations and commission surveys and assessments where needed in line with advice in this SPD</del></p> <p>Replace with the following text:</p> <p><u>Applicant to establish whether any biodiversity considerations apply, including opportunities for improvements and additions to the ecological network, and to commission surveys and assessments where needed in line with advice in this SPD.</u></p>

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	<p>definitive maps may be available in time for publication of the approved draft; though we're all too aware of the capacity constraints we're all under.</p> <p>However, we suggest the <i>text</i> would be more immediately improved by amending the diagram's leftmost box's text to read:  "Pre-application: Applicant to establish whether any biodiversity considerations apply, <u>including opportunities for improvements and additions to the ecological network</u>, and to commission surveys and assessments where needed in line with advice in this SPD."</p> <p>There is no reference in this figure/diagram to legal agreements. There will be cases where any biodiversity measures and network links would best be secured, in terms of provision, management and maintenance, by means of a s106 agreement. This should be mentioned as a possibility in this figure so that potential applicants will be aware that it may be required.</p> <p>In view of our earlier comments, an ecological assessment would also be needed where the proposed development would affect an area identified for improving or creating a new network connection. This section covered by paragraphs 43 and 44 needs to reflect this.  We suggest adding text to paragraph 43 as follows (or similar):  "Many planning applications have the potential to impact in some way on biodiversity; through the direct loss of habitats and species, and/or the reduction in the value of</p>	<p>Text proposed for amendment in line with comments.</p> <p>Include reference to legal agreements in figure text.</p> <p>Text proposed for amendment in line with comments.</p>	<p>Add the following text to the flowchart:  Approval may be granted with appropriate conditions <u>and, in some cases, subject to obligations under a legal agreement, if appropriate</u></p> <p>Insert the following additional text to paragraph 44:  Many planning applications have the potential to impact in some way on biodiversity; through the direct loss of habitats and species, <u>and/or the reduction in the value of habitats and their abilities to support the species that depend on them; and/or through the destruction,</u></p>

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	<p>habitats and their abilities to support the species that depend on them; <u>and/or through the destruction, degradation, maintenance, enhancement, restoration and/or even creation of local ecological network functionality. It is essential that the potential positive and negative impacts of a proposal on biodiversity are considered before a development scheme is designed and before a planning application is submitted.</u></p> <p><b>Enhancement of Sites (Paras 83 – 86)</b>  <b>Comment:</b>            These paragraphs contain some good wording but don't reflect need or opportunity to create new connectivity. We suggest amending paragraph 85 as follows:            "... <u>and even to create new links</u>".</p> <p>State that obligations under a s106 agreement (where appropriate) should be referred to as well as planning conditions.</p> <p>Where a proposed development site's 'red line' abuts a 'Primary Feature' of the network but the applicant does</p>	<p>Text proposed for amendment in line with comments.</p> <p>Text proposed for amendment to refer to obligations.</p> <p>Text proposed for amendment in line with comments.</p>	<p><u>degradation, maintenance, enhancement, restoration and/or even creation of local ecological network functionality.</u> It is essential that the <u>potential positive and negative</u> impacts of a proposal on biodiversity are considered before a development scheme is designed and before a planning application is submitted.</p> <p>Insert the following additional text to paragraph 86:</p> <p>Developers should look to design in opportunities to improve habitats for biodiversity conservation, and to increase the overall quality of the development by enhancing existing habitats or creating new areas appropriate to the wider landscape <u>and even to create new links.</u></p> <p>Insert the following additional text to paragraph 90:</p> <p>Ecological conditions will be attached to planning decisions <u>and in some cases, if appropriate, subject to obligations under a legal agreement.</u></p> <p>Insert the following additional text to paragraph 76:</p>

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	<p>not propose it for maintenance or enhancement or offer mitigation – perhaps because it is not on land within the applicant’s control - it would seem useful to seek some provision for “buffering” within the red line to reduce the risk of secondary impacts, <i>e.g.</i> such as occurs to the quality of semi-natural woodland adjacent to housing development through dumping of garden spoil, accidental or deliberate introduction of invasive horticultural species, increased predation by domestic pets &amp;c.</p> <p>The nature and suitability of such buffering would depend on the type of development, the type of habitat(s) and the species supported, and the extent and local context so it’s not possible to be generically prescriptive: ecological advice would need to be sought.</p> <p>The following paragraphs of the NPPF are apposite:  109 - <i>“including by establishing coherent ecological networks that are <u>more resilient</u> to current and future pressures”</i>;  114 - <i>“planning <u>positively</u> for the creation, <u>protection</u>, enhancement and management of networks”</i>  117 - <i>“and <u>areas identified</u> by local partnerships for habitat restoration or creation”</i>.</p> <p>The <u>emphases</u> are ours.</p> <p>If our proposal be accepted, paragraphs 75-76, under “<b>Harm Avoidance</b>”, would seem the most suitable location for a little extra text to address this. We suggest:  75. The objective is for proposals to avoid harm to habitats and species. Preferably this should involve locating on an alternative site with less harmful impacts. Harm can also be avoided by measures such as reducing the scale of development and / or providing buffering, or locating</p>		<p>Harm can also be avoided by measures such as reducing the scale of development <u>and/or providing buffering</u>, or locating development to an alternative part of the site.</p>

<b>Respondent</b>	<b>Summary of Response</b>	<b>Central Lancashire Authority Response</b>	<b>Proposed Amendment</b>
	development to an alternative part of the site.		
<b>Marine Management Organisation</b>	No specific comments to make but would like to draw attention to their planning remit	Comments noted.	No amendment.
<b>Bretherton Parish Council</b>	Bretherton Parish Council support the contents of the SPD and where reassured that the importance of the issues of biodiversity and conservation are recognised.	Comments noted.	No amendment.
<b>English Heritage</b>	Thank you for consulting English Heritage on the above document. At this stage we have no comments to make on its content.	Comments noted.	No amendment.
<b>Susan Fox</b>	<p>I should like to make the following comments in relation to the Biodiversity &amp; Nature Conservation Supplementary Planning Document:-</p> <p><b>B. LEGISLATIVE FRAMEWORK.</b> The Hedgerow Regulations (1997) should be added to, and included in, the list.</p> <p><b>C. PLANNING POLICY</b> The National Planning Policy Framework (NPPF) states clearly that the three aspects of 'sustainable development, economic, environmental &amp; social. are of equal importance and that net gains for nature must replace loss of biodiversity during any development through mitigation. &amp; compensation.in order to ensure that wildlife foraging grounds and habitats are not adversely affected and wildlife species will continue to thrive during and after development.</p>	<p>Comments noted.</p> <p>The Hedgerow Regulations will be added to the list.</p>	Add the Hedgerows Regulations (1997) to the list of Legislative Framework.
<b>Fylde Council</b>	Fylde Council confirms that it supports in principle the	Comments noted.	

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	<p>draft Biodiversity and Nature Conservation SPD. Set out in the correspondence below are more specific comments on the content of the document.</p> <p><b>Sections A (Introduction), B (Legislative Framework) and C (National and Local Planning Policy)</b> Fylde Council welcomes the detailed and comprehensive legislative and policy background provided in the first three sections of the document. It would also be helpful if there was a cross reference in Section A to the wording in paragraph 15 of the accompanying Screening Document, i.e. <i>“The SPD is unlikely to have any significant effect on a SPA or SAC, above and beyond any significant effects that the Core Strategy or Local Plans are likely to have, either individually or in combination with other plans and projects. Therefore, the SPD will not trigger the need for an Appropriate Assessment.”</i></p> <p><b>Section D: (Designated Sites)</b> It is considered that Section D could be enhanced by the provision of more site specific information such as a list of all of the Internationally, Nationally and Locally important sites (i.e. the hierarchy of sites) situated within Central Lancashire. It is also considered that some of the key characteristics and features of these specific sites could be described in a contextual summary, or in a table, together with their implications for the planning process.</p> <p>Fylde Council in particular would wish to see more detail provided on the Ribble and Alt Estuaries Special Protection Area (SPA), particular given its international importance for</p>	<p>An amendment to Section A has been proposed in line with the suggested text.</p> <p>It is not considered appropriate or necessary to include a list of all sites across the Central Lancashire area, as such as list is always likely to be subject to changes.</p> <p>The importance of the Ribble and Alt Estuaries are recognised by the authorities.</p>	<p>Amend bullet point at paragraph 20 to add: <u>The SPD is unlikely to have any significant effect on a SPA or SAC, above and beyond any significant effects that the Core Strategy or Local Plans are likely to have, either individually or in combination with other plans and projects. Therefore, the SPD will not trigger the need for an Appropriate Assessment</u></p>

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	<p>biodiversity and the substantial size of the area designated which encompasses several Local Authorities, (including Fylde).</p> <p>As Fylde and South Ribble share a boundary in the middle of an internationally important Biodiversity Area (the Ribble and Alt Estuaries SPA), Fylde Council wish to continue working together on cross boundary issues as part of the council’s duty to co-operate with Neighbouring Authorities.</p> <p>It is also considered that more information could be provided as to the particular characteristics of the Central Lancashire area as a whole compared to other local authorities. Information could be included, such as how Central Lancashire features of Biodiversity Importance compare to other areas in terms of scale and importance and what the distinguishing features and characteristics of the Central Lancashire area are with regard to Biodiversity and Nature Conservation.</p> <p><b>Section E (The Lancashire Ecological Network)</b> Fylde Council welcomes reference in Section E to the Lancashire Ecological Network. Is there a typographical error in the second bullet point of paragraph 30, with the reference to Biological Sites of Special Scientific Interest? Should the bullet point read:  <input type="checkbox"/> Biological Sites of Special Scientific Interest?</p> <p><b>Section F (Biodiversity and the Planning Application Process)</b> The information in Section F provides clear and robust</p>	<p>It is not considered necessary to go into detail about specific sites in the SPD.</p>	<p>The second bullet point will be amended to remove reference to biological.</p> <p>The Yes/No Arrows will be corrected in the flowchart in section F.</p>

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	<p>advice to developers and landowners when submitting planning applications, where there are biodiversity considerations. However, the flow chart – ‘Dealing with Ecological Issues in the Planning Process’ – needs re-visiting in terms of the ‘Yes’ / ‘No’ down arrows and the text in the box which says “Proceed to determination” needs amending.</p> <p><b>Pagination</b> It is considered that the accessibility and usability of the document could be enhanced with the addition of a contents page and page numbers. The addition of page numbers would make it easier to quote certain sections and to pinpoint relevant information. In addition, the appendices do not have paragraph numbers to help identify where a particular paragraph is located.</p> <p><b>concluding comments</b> Fylde Council supports the approach taken by the Central Lancashire Authorities in the Biodiversity and Nature Conservation SPD. It is considered that the SPD provides clear, helpful and robust advice in terms of the national and local policy perspective, together with guidance for applicants preparing planning applications. However, it is considered that the SPD would benefit from the inclusion of more site specific information, such as a list of all of the Internationally, Nationally and Locally important sites (i.e. the hierarchy of sites) situated within Central Lancashire, so as to make the document more focussed on the biodiversity of Preston, Chorley and South Ribble.</p>		<p>Page numbers and a contents page will be added.</p>



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<p><b>Natural England</b></p>	<p>Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development. Natural England strongly supports the production of a Biodiversity SPD that aims to prevent the loss of biodiversity and where possible to enhance biodiversity.</p> <p><b>What is the Lancashire Ecological Network</b> It is very encouraging to hear that ecological networks are being mapped as this will highlight any gaps or opportunities for the most effective enhancement, this will be a very useful tool and can help developers produce the most appropriate mitigation packages.</p> <p><b>F. Biodiversity and the Planning Application Process</b> Would it be possible for the flowchart to reflect enhancement opportunities?</p> <p>The Lancashire Ecological Network Mapping – Natural England strongly support the statements in this paragraph and believe this is an assured method for preventing the loss of biodiversity. The mapping exercise and ensuring it is used as described here is the key to success.</p> <p>In general, Natural England are of the opinion that this document could be improved by including a current picture of the sites/species/habitat/landscape of this area and maybe some maps to demonstrate this.</p> <p><b>Screening document for Strategic Environmental Assessment and Habitats Regulations Assessment</b> We have no comments to make in relation to this document.</p>	<p>Comments noted.</p> <p>It is not considered necessary to amend the flowchart, however, alterations are to be made to the document to expand the enhancement section.</p>	<p>Add additional text to the following paragraph 87 bullet point:</p> <ul style="list-style-type: none"> <li>• Making provision on new buildings for species such as bats, swallows, barn owls and other species that might live locally. <u>This could include, but is not limited to, nesting and roosting boxes to be built as part of the fabric of the building for building reliant birds (e.g. swift, swallow and house martin) and bats and birds associated with urban areas such as house sparrows and starlings.</u></li> </ul>

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<p><b>Environment Agency</b></p>	<p><b>Consultation</b></p> <p>Thank you for consulting with us on the above Supplementary Planning Document (SPD) which we have considered and have the following comments to make:-</p> <p><b><u>Green Infrastructure</u></b></p> <p>The SPD makes no connection to other local plan policies that seek to protect and increase Green Infrastructure resources. The protection and enhancement of the interconnected network of green and blue spaces such as green roofs, parks and gardens, playing fields and allotments, beaches, watercourses and wetlands, river corridors, woodlands, grasslands, trees, hedgerows will provide multiple benefits and services to people and the environment and so they will link back to the biodiversity and nature conservation policies.</p> <p>In relation to our remit, they can provide benefits such as flood risk management (flood storage, swales), water management (surfaces for infiltration and storage) and habitat creation (river corridors) and we would recommend that this overlap between different policies is referred to in the document to ensure developers and the public are aware of these links and can take account of them as necessary.</p> <p><b><u>Water Framework Directive</u></b></p> <p>There are a number of Water Framework Directive (WFD)</p>	<p>There is a section on relevant local plan policies in the SPD. It is not considered to be appropriate to list every relevant policy in the SPD, however, a list can be added to the appendices. Policies would still be a material planning consideration even if they weren't specifically referred to in the document itself.</p> <p>The Water Framework Directive is listed in Section B of the SPD that deals with the Legislative Framework.</p>	<p>Expand the list of relevant environmental policies in Appendix 1.</p>

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	<p>waterbodies in central Lancashire and as such the applicant / developer should refer to the 2<sup>nd</sup> cycle River Basin Management Plans (RBMPs) and Flood Risk Management Plans (FRMPs) that are currently out for consultation.</p> <p>They should ensure that the proposed development will not result in the deterioration of the water body status and seek opportunities to improve the water body status if it is at less than 'good ecological status (GES) or good ecological potential (GEP).</p>		

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**EXECUTIVE CABINET**

1. Any Cabinet recommendations on the reports that require Council decisions appear as separate items on the agenda.

**GENERAL REPORT OF MEETING HELD ON 25 JUNE 2015****Public Questions**

2. There was one question from a member of the public, which related to the Central Lancashire Gypsy, Traveller & Travelling Showpeople's Accommodation Assessment - May 2015. That report appears as a separate item on the Council agenda.

**Report of the Commission on the Future of Public Services in Chorley**

3. I presented the report of the Project Director which encloses the report from the commission on the Future of Public Services in Chorley.
4. On 4 and 5 March, the council hosted an independent commission to examine the future of public services in the borough. The commission received evidence from a range of organisations and individuals, and has produced a final report.
5. The report sets out the findings of the commission, and their recommendations for making public services sustainable while meeting the needs of the borough in the future.
6. I thanked all those people who were involved in the Commission and noted that, although other organisations deliver services across a different footprint, they are all delivering services for Chorley residents. The report doesn't give the answers, but evidences that, in the main, partners support the approach being taken by the Council.
7. We noted the report.

**Chorley Council Performance Monitoring Report - Fourth Quarter 2014/15**

8. The Deputy Executive Leader and Executive Member (Resources) presented the report of the Chief Executive which sets out the performance against the delivery of the Corporate Strategy, and key performance indicators during the fourth quarter of 2014/15.
9. The report provides an update on the performance of last year's Corporate Strategy projects and the outcomes achieved. All projects have been successfully completed or are rated green with highly positive outcomes that have been developed and taken forward in 2015/16.
10. Overall performance of 2014/15 key projects is excellent, with 94% of the projects on track or scheduled to start later in the year. One project; Deliver the

Chorley Youth Zone has been rated amber due to delays in the agreement of the design, operation and funding for the Chorley Youth Zone. We considered a report on the Youth Zone later on the agenda.

11. Overall performance on the Corporate Strategy indicators and key service delivery measures is good. 75% of the Corporate Strategy indicators and 90% of the key service measures are performing above target or within the 5% tolerance. The Corporate Strategy measures performing below target are; the median workplace earnings in the borough, the number of town centre visits, the number of long term empty properties in the borough, and the percentage of customers dissatisfied with the way they were treated by the Council. The key service delivery measure performing below target is the time taken to process all new claims and change events for Housing and Council Tax benefit. Action plans are included within the report outlining what actions are being taken to improve performance.
12. We noted the report.

### **Cuerden Valley Country Park Visitors Centre**

13. The Deputy Executive Leader and Executive Member (Resources) presented the report of the Director of Public Protection, Streetscene and Community to consider providing £65,000 financial support to Cuerden Valley Country Park towards their new visitor centre.
14. The centre will help with viability and safeguard the park's future. The scheme addresses an action in the Play, Open Space and Playing Pitch Strategy to work with the Trust to address their sustainability.
15. It is intended that the building will be an environmentally friendly and sustainable in keeping with the Park's ethos, surroundings and environmental objectives. The building construction proposed involves eco-friendly methods and materials, consisting mainly of straw bales with a shingle roof, utilising timber from the park as part of the construction and with foundations incorporating recycled materials.
16. We supported the grant and noted this will be a major improvement to a Chorley asset. We granted approval to provide a grant of £65,000 to Cuerden Valley Country Park towards their visitor centre.

### **Single Front Office Policies Review**

17. The Deputy Executive Leader and Executive Member (Resources) presented the report of the Director of Customer and Advice Services seeking approval for several revised and updated policies.

18. As part of the implementation of the single front office, a review of policies within the service has been carried out to ensure that they are up-to-date and consistent with both the aims of the service and the council's corporate priorities.
19. The report provides a summary of each of the policies, outlining the legislative background, the general principles within each policy and the funding arrangements where applicable. The policies provide transparency for customers in terms of the council's approach. In addition, staff will follow operational procedures and guidance on a day-to-day basis.
20. We granted approval to consult on the policies with other precepting authorities, interested parties and the wider community and for the adoption of the policies under delegated powers by the Executive Member for Resources, following a successful consultation outcome.
21. We granted delegated authority to the council's Chief Financial Officer/Executive Member for Resources to approve changes to the policies where the changes are cost neutral and granted delegated authority to the council's Chief Financial Officer to approve the granting of discretionary housing payments and council tax discretionary hardship relief where these will exceed the current budget. Finally, we granted delegated authority to the council's Chief Financial Officer to approve bankruptcy and liquidation proceedings under the Debt Management Policy.

#### **Executive Cabinet Response to the Overview and Scrutiny Task Group on Neighbourhood Working**

22. The Executive Member (Community Services) presented the report of the Director of Public Protection, Streetscene and Community providing the response to the Overview and Scrutiny Task Group Review of Neighbourhood Working. The review had been undertaken in late 2014 and reported to Executive Cabinet in February 2015.
23. We accepted all the recommendations, apart from one (Recommendation 4) relating to the provision of a single point of contact on neighbourhood matters for parish councils and community groups.
24. Councillor Murray thanked all those who contributed to the inquiry.
25. We granted approval to accept the recommendations made by the Overview and Scrutiny Task Group Review of Neighbourhood Working as outlined in the report.

#### **VCFS Commissioning 2014/15 2016/17; End of Year One**

26. The Executive Member (Community Services) presented the report of the Chief Executive which gives an update on the performance of the commissioned VCFS providers during 2014/15.

27. In March 2014 Executive Cabinet approved the providers for the contracts procured through the VCFS commissioning process. It has been agreed that all contracts would be 1 +1 +1; meaning that the contract will be for 1 year with the option to extend on an annual basis for up to a further two years subject to contract review, with a maximum contract length of 3 years.
28. The report recognises the valuable work being undertaken within our communities by voluntary, community and faith groups. Each of the organisations commissioned has expressed that they can see no risks to the future delivery of their service, and that their service is on track to achieve year two and three targets. Following the successful contract reviews it has been agreed that in line with the contract, the Agreement will be extended for a further term of one year (1 April 2015 – 31 March 2016).
29. We noted the report.

### **Chorley Youth Zone**

30. I presented the confidential report of the Chief Executive which briefs Members on the proposed terms and conditions for the development of the Chorley Youth Zone off Railway Street, Chorley and sought authority for the Executive Member for Resources to approve the final agreed terms and conditions by way of an Executive Member Decision.
31. We granted approval that the terms and conditions set out in the report be approved and the Head of Governance and Property Services be authorised to negotiate and agree final terms and conditions with all relevant parties involved in the development and that such agreed terms be reported for approval by the Executive Member for Resources by way of an Executive Member Report.
32. We granted approval that the Director of Public Protection, Streetscene and Community, Jamie Carson, be the Council's nominated trustee on Chorley Youth Zone Charitable Trust.

### **Proposed Buckshaw Community Centre**

33. The Deputy Executive Leader and Executive Member (Resources) presented the confidential report of the Chief Executive which sets out the terms agreed for the acquisition of the land and building comprising the Buckshaw Community Centre off Ordnance Road, Buckshaw Village, and seeks authority to accept the terms as negotiated.
34. We granted approval that the terms be agreed and the Head of Governance and Property Services be authorised to complete the acquisition.



**CCTV Infrastructure Upgrade - Procurement Update**

35. The Executive Member (Public Protection) presented the confidential report of the Director of Public Protection, Streetscene and Community which advises of the current procurement exercise for a contractor to deliver the CCTV infrastructure upgrade and repair/maintenance services which Executive Cabinet approved in October 2014 for delivery in 2015/16.
36. We noted the current progress of procuring a CCTV infrastructure upgrade including service and maintenance contract, the procurement process to date and granted approval to the evaluation process to be used in determining the successful contract bidder.
37. We granted delegated authority to the Executive Member for Public Protection to award the contract to the winning bidder in accordance with the proposed selection criteria.

**Police Community Support Officer - Deployment Update**

38. The Executive Member (Public Protection) presented the confidential report of the Director of Public Protection, Streetscene and Community which updates on changes being made by Lancashire Constabulary to the number and deployment of Police Community Support Officers (PCSO's) in the Chorley Council area.
39. We granted approval to continue the funding support for PCSO deployment in Chorley at current levels with an annual review to commence as part of the budget setting process for financial year 2016/17.
40. We noted the planned reduction in PCSO numbers and the Constabulary's use of an element of the PCSO resource to be directed to early intervention and prevention case work and we granted approval to task senior Council Officers to continue discussions with Lancashire Constabulary to implement any reduction in PCSO resource in consultation with the Council and at a pace that minimises its impact.

**Recommendation**

41. That the report be noted.

COUNCILLOR ALISTAIR BRADLEY  
Executive Leader

RR

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Report of	Meeting	Date
Chief Executive (Introduced by the Executive Member for Resources)	Executive Cabinet	25 June 2015

## **PROVISIONAL REVENUE AND CAPITAL OUTTURN 2014/15**

### **PURPOSE OF REPORT**

1. To present the provisional revenue outturn figures for the Council as compared against the budgets and efficiency savings targets set for the financial year 2014/15.
2. To present the provisional outturn figures for the 2014/15 Capital Programme and update the Capital Programme for financial years 2015/16 to 2017/18 to take account of the re-phasing of expenditure from 2014/15 and other proposed budget changes.
3. The accounts are provisional at this stage and are also subject to final checking and scrutiny by the Council's external auditor. Should there be any significant changes to the outturn as a result of this process a further report will be submitted to Executive Cabinet.

### **RECOMMENDATION(S)**

4. Note the full year outturn position for the 2014/15 revenue budget and capital investment programme.
5. Request Council approval for slippage requests and other transfers to reserves outlined in Appendix 2 of the report to finance expenditure on specific items or projects in 2015/16.
6. Approve the transfer of £176k net income from Market Walk in 2014/15, split 80:20 between the Change Management Reserve and Equalisation Reserve (to limit the future impact of any potential reduction in income).
7. Note the impact of the final capital expenditure outturn and approve the re-phasing of capital budgets to 2015/16.
8. Request Council approval of the financing of the 2014/15 Capital Programme to maximise the use of funding resources available to the Council.
9. Note the 2014/15 outturn position on the Council's reserves.

### **EXECUTIVE SUMMARY OF REPORT**

10. The Council's overall savings target of £130k in 2014/15 from management of the establishment has been achieved.
11. There is a provisional underspend against the budget at year-end of £139k (as detailed in Appendix 1) which takes into account requests for slippage of committed items of £424k. The following items are excluded from the provisional underspend:

- Balances remaining from new investment items added to the budget in 2014/15.
- Additional net income generated from Market Walk.
- Any surplus/deficit relating to Business Rates Retention.

12. In the 2014/15 budget the expected net income from Market Walk is £559k. The final outturn position, after taking into consideration £102k reserved to fund feasibility costs of the proposed extension and £100k transferred to fund further Town Centre Investment, is £735k. The proposed surplus of £176k will be transferred to reserves, allocated 80:20 between the change management reserve and the Market Walk income equalisation reserve. This will bring Market Walk reserves to £200k by 31st March 2015.
13. The provisional capital outturn for 2014/15 is £3.655m.
14. The Council’s Medium Term Financial Strategy proposed that working balances were to be maintained at a level no lower than £2.0m due to the financial risks facing the Council. I am pleased to report that should the recommendations in this report be accepted, the level of balances proposed at 31 March 2015 will exceed the minimum of £2.0m by £0.288m. This puts the Council in a strong position for the start of the next financial period.

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

**REASONS FOR RECOMMENDATION(S)**  
(If the recommendations are accepted)

15. To ensure the Council’s budgetary targets are achieved.

**ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

16. None.

**CORPORATE PRIORITIES**

17. 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	√

Ensuring cash targets are met maintains the Council’s financial standing.

**BACKGROUND**

18. The last report to the Executive Cabinet of 26<sup>th</sup> March contained a projected outturn for 2014/15 which outlined a forecast underspend of £146k based on information to the end of February and that the level of General Balances at year-end would exceed the minimum £2.0m set out in the Medium Term Financial Strategy by £0.295m.
19. The previous forecast underspend reported to Executive Cabinet excluded the following special items:
  - Any underspends on committed items which are expected to be carried forward into 2015/16.
  - Investment items added to the budget in 2014/15.
  - Additional net income generated from Market Walk.
  - Any surplus/deficit relating to Business Rates Retention.
20. The Council's approved revenue budget for 2014/15 included target savings of £130,000 from management of the staffing establishment.
21. It was recommended in the June budget monitoring report that £100k of additional income from Market Walk be transferred to invest in the Town Centre Grants Programme and that any surplus additional income, previously forecast to be around £142k, be divided on a 80:20 basis between two reserves: the equalisation reserve to smooth any fall in forecast income from Market Walk in future years; and the change management reserve which would assist in funding future organisational change.
22. The previous forecast for capital expenditure in 2014/15 was £5.383m.

**SECTION A: CURRENT FORECAST POSITION – REVENUE**

23. The net expenditure at the end of the financial year shows a provisional underspend against the Council's budgets of around £139,000 (after taking requests for slippage and other special items into account). Details of the revenue outturn position are shown in Appendix 1 and requests for slippage and the transfer of resources to reserves are outlined in Appendix 2. Analysis of the main variances over and above those previously reported in monitoring is shown in the table below. Further details are contained in the service unit analysis available in the Members' room.

**ANALYSIS OF MOVEMENTS****Table 1 – Significant Variations from the last monitoring report**

Note: Savings/underspends are shown as ( ).

	£'000	£'000
<b>Expenditure:</b>		
Meals on Wheels Service	(24)	
Property Searches Legal Settlement	30	
Chorley Local Plan	<u>(19)</u>	(13)
<b>Income:</b>		
Land Charge Search Fees	(12)	
Public Realm Agreement (roundabout maintenance)	(17)	
Community Infrastructure Levy – award of costs	(17)	
Planning Income	<u>23</u>	(23)
<b>Other:</b>		
Housing Benefits	(27)	
Net Financing (Interest on Investments)	18	
Increase in Bad Debts Provision	42	
Other minor variances	<u>10</u>	43
<b>Net Movement (excluding slippage items)</b>		<b>7</b>

24. In 2014/15 the Council introduced a new mainstream investment budget of £30k for the Meals on Wheels service to deliver hot meals to older vulnerable people. The service offered 3 meals per week at a subsidised rate as well as support with minor household duties. Take up of the service has been limited in the first 12 months with expenditure for the year around £6k resulting in an underspend against budget of £24k. Actions have been put in place to increase numbers including increasing the subsidies to 5 days a week and providing an introductory offer of 2 weeks at half price. As this is a recurrent budget a further £30k is available in 2015/16 and this should be sufficient to cover any costs over the next 12 months.
25. The previous monitoring report to Executive Cabinet on 26 March detailed an estimated liability to the Council of around £120k in relation to the outstanding legal settlement for property search fees. The estimate was based on a briefing note received in December from Bevan Brittan Solicitors and included the estimated settlement figure of around £90k plus costs of £30k. A further update has since been received on 31 March with a revised settlement figure of £110k and costs of £40k. Whilst the settlement amount is still subject to change, our solicitors expect any adjustments to be minor. Based on this latest information, the revised costs have been charged to the 2014/15 revenue account.

However, there may be some good news on the horizon as Bevan Brittan Solicitors have just confirmed that Central Government is intending to make two interim payments to authorities in respect of LLCR personal search fees amounting in total to £8m and £34m. They do not yet know the amount of the interim payments for each authority or when the payments will be made. As such, members will be updated in future budget monitoring reports once Central Government have published details of the individual grants awarded.

26. One issue highlighted in previous monitoring reports was the legal costs associated with the site allocation for Gypsy and Traveller and Travelling Showpeople under the Chorley Local Plan 2012-26. Following the re-opening of the examination hearing, the previous estimates for legal costs were around £42,000 required to cover potential costs of the Programme Officer, Inspector and Barrister. Although there is no change to the overall estimate of costs at this stage, a significant proportion of the work will only be carried out in the new financial year. As a result, the revised forecast for 2014/15 costs has been reduced by £19,000.
27. Income levels received throughout 2014/15 for Land Charge Searches indicated that the final outturn position would be broadly in line with budget. However, in quarter 4, agreement was reached with TM Property Search for one-off requests for searches and this generated additional income of around £17k. Other routine requests fell slightly in the final quarter, reducing this surplus to around £12k for the year.
28. Each year the Council receives an agreed sum from Lancashire County Council under the Public Realm agreement for grass cutting, verge maintenance, weed control and sign cleaning. In addition to this, the Council's Streetscene team has carried out work to Chorley roundabout displays and the Central Avenue Embankment. LCC have until recently been unable to confirm if the Council would receive additional payments for this work but agreement has finally been reached and a sum of around £17k has now been received for 2014/15.
29. One issue that is finally drawing to a close is the legal case with Fox Strategic Land and Property over the charges made by the Council under the Community Infrastructure Levy (CIL). The court dismissed the case and ruled in the Council's favour over 12 months ago. However, the total legal costs incurred of around £64k (shared with Lancashire County Council, Preston City Council and South Ribble Borough Council) and the prospect of having them reimbursed has still to be settled. The Council has rejected a settlement offer of £60k and is pursuing a claim for around £78k to cover the legal costs and staff time involved with the case. As the issue is still ongoing, an estimated minimum recovery figure of £60k has been assumed in the 2014/15 accounts and this will offset the Council's share of residual costs reported in 2013/14. The final outcome will be reported to members in future budget monitoring reports.
30. Previous forecasts of income levels from Planning Applications had estimated a deficit of around £25k against the annual budget of £650k. Income levels have continued to fall over the final quarter of 2014/15 and the actual total received for the year stands at £602k, a further reduction of £23k. This compares to a total of £648k received in 2013/14.
31. Monitoring reports throughout 2014/15 highlighted the significant increase in the level of housing and council tax benefit overpayments recovered as a result of pro-active investigation work. Income levels for the final quarter continued to show an increase in the level of costs recovered compared to budget and this has generated an additional surplus in income. Although this increases potential income levels to the revenue account, not all of this income will be fully recovered and consideration is also given to the levels of outstanding debt for both current and previous years. The total level of debt outstanding at the end of March has been reviewed and as a result, the provision for non-recovery (Bad Debt Provision) has been increased accordingly. After taking this into account, there remains a further surplus of £27k from previous forecasts on housing benefit payments.
32. The previous monitoring report highlighted the potential impact of lower interest rates on Council investments resulting in a forecast reduction in interest receivable. Interest rates have remained low over the final quarter of the year and this has further reduced income levels compared to budget resulting in a shortfall of around £18k.
33. As previously outlined, the level of debt outstanding for Housing & Council Tax benefit overpayments is reviewed at the end of March to assess the provision required for potential

non-recovery of the debt (Bad Debt Provision). This principal also applies to other non-benefit related debts (sundry debtors) outstanding at the end of the financial year. The analysis of these outstanding debts showed an increase in the level of arrears of around £112k compared to the figure as at 31 March 2014. Although the majority of these debts may still be recovered over time it is prudent to increase the provision for non-payment to mitigate against the risk of default. As a result, the bad debt provision for sundry debtors has been increased by £42k.

34. As previously detailed in the report to Executive Cabinet on 26 March, one area excluded from the forecast figures detailed in Appendix 1 is the additional income generated in 2014/15 from the recovery of Council Tax Summons and Liability Orders. The previous forecast estimated an increase in income of around £100,000 in 2014/15. Raising these charges is no guarantee that these costs will actually be recovered and an allowance will need to be made for non-payment. It is unclear at this stage as to the level of recovery as this can take place over a number of years. As a result, the Council approved that the surplus income in 2014/15 is set aside to offset any future increased liability in bad debts as a result of these charges. The final surplus income figure is £116k and this has been transferred to reserves to mitigate any future liability in bad debts.

### **COMMITTED ITEMS/SLIPPAGE REQUESTS**

35. Each year the Council commits itself to expenditure that may not always be incurred in the financial year. It is customary to allow directorates that have a budget underspend to carry forward these resources to pay for specific items in the following year. This is an important part of the budget management process as it allows officers to commit earmarked resources to specific projects particularly towards the end of the financial year.
36. A full schedule of the budget carry forward (slippage) requests for 2014/15 is outlined in Appendix 2.
37. One area that warrants specific mention in respect of slippage is for Customer & ICT Services as the requests for this service makes up £288k of the total slippage requested of £424k. The principle aim of the continued investment in digital services is to deliver services for less cost. The modernisation of the council's technical infrastructure in 2010 is now reaching end of life and needs further investment. The council will need to continue future proofing digital services to capitalise on improving productivity leading to better performance and resource management. Greater service efficiency and the potential for improvements in infrastructure will reduce waste and operational costs in the longer term.
38. Every effort is made within the service to reduce the need for external borrowing. It is therefore prudent to use the savings from 2014/15 within the Customer & ICT Services budget, which in the main have been realised as a result of external grant funding, vacant posts across the service following the last restructure, and contract savings in ICT. The savings will carry forward to 2015/16 and will be used to fund:
- Additional resources to continue with changes in business process within the Single Front Office.
  - Specialist expertise for a refresh in the councils technical infrastructure
  - Additional hardware requirements to continue supporting the roll out of digital services
  - Support commercial agreements for software contract refresh and procurement
39. It is essential to increase the take-up of Council digital services so more users can benefit from improved government services. Increased take-up will also make it possible for assisted digital support to be focused on those who are currently unable to use them.



**MARKET WALK**

40. The budgeted net rental income from Market Walk in 2014/15 was £559k. This is a decrease of £10k from the net budget reported at March Executive Cabinet due to an additional £10k budget provision being made available for the design and feasibility project for the extension to Market Walk.
41. The approved budget made provision for a £50k transfer to reserve to fund asset maintenance costs outside of the service charge agreement and a £50k transfer to an equalisation account to build up a reserve to fund any future reduction to income levels. These transfers have been actioned and following that net income to 31<sup>st</sup> March 2015 is £836k, this exceeds the budgeted estimate by £277k.
42. Of the additional net income around £102k relates to unspent budget provision made for the Market Walk extension project. This has been transferred to a reserve to allow the project to continue in 2015/16.
43. The final outturn position is therefore a net income position of £175k. It is proposed that this additional income is transferred to reserves, allocated on the 80:20 split between the Market Walk income equalisation reserve and the change management reserve. This is in line with the allocation made in 2013/14 and as proposed in the budget monitoring reports presented to Members throughout 2014/15.
44. The forecast outturn as reported in March 2015 was £142k; the improved position of £175k is largely due to the Council reducing the costs of financing the acquisition. This has been achieved by the fact that some borrowing has been financed with internal cash balances that alternatively would have been invested and only realised a very small rate of return.
45. The statement below summarises the outturn position.

**Table 2: Market Walk Outturn 2014/15**

	2014/15 Budget	2014/15 Outturn	2014/15 Variance
<b><i>Income Budget</i></b>			
<b>Gross Income</b>	<b>(1,759,830)</b>	<b>(1,792,366)</b>	<b>(32,536)</b>
<b><i>Expenditure Budget</i></b>			
Operational costs and financing as reported March 2015	1,189,630	845,943	(343,687)
Add: Additional budget provision for Market Walk extension project	9,960	9,960	0
Less: Transfer to Town Centre Grants Programme	(100,000)	0	100,000
Add: Smaller budget variations	1,200	0	(1,200)
<b>Gross Expenditure</b>	<b>1,100,790</b>	<b>855,903</b>	<b>(244,887)</b>
<b>Net Income</b>	<b>(659,040)</b>	<b>(936,463)</b>	<b>(277,423)</b>
<b><i>Transfer to reserve as per 2014/15 Budget Report</i></b>			
Equalisation Reserve (annual contribution)	50,000	50,000	0
Asset Management re Market Walk	50,000	50,000	0
<b><i>Transfer to reserve</i></b>			
Market Walk extension project - carry budget forward to 2015/16	0	101,780	101,780
<b>Revised Net Income</b>	<b>(559,040)</b>	<b>(734,683)</b>	<b>(175,643)</b>
<b><i>Transfer surplus to reserves</i></b>			
Change Management Reserve		140,515	<b>140,515</b>
Market Walk Equalisation Reserve		35,129	<b>35,129</b>
<b>2014/15 Outturn</b>	<b>(559,040)</b>	<b>(559,040)</b>	<b>0</b>

## 2014/15 INVESTMENT AREAS

46. The budget for 2014/15 saw the introduction of a budgeted investment package funded from available surplus of New Homes Bonus. The new revenue investment programme totalled £660k and the progress to date with regard to spend is detailed in Appendix 3.
47. Due to the scale of the investment, delivery of these projects will be made over more than one year and any unspent balances at the end of the 2014/15 financial year will be transferred to specific project reserves. The reserves will be matched to expenditure as it is incurred during 2015/16.

## GENERAL FUND RESOURCES AND BALANCES

48. With regard to working balances, and as per Appendix 1, we started the year with a balance of £2.189m. The approved MTFs proposed that working balances are to be no lower than £2.0m given the budgetary challenges facing the Council. The provisional outturn position (after taking requests for slippage into account) shows that the General Fund closing balance will be around £2.288m as detailed in the table below.

**Table 3 – Movement in General Fund Balance**

<b>General Balances</b>	<b>£m</b>
Opening Balance 2014/15	2.189
Additional resources approved for Single Front Office	(0.040)
Provisional revenue budget underspend	0.139
<b>Closing General Fund Balance 2014/15</b>	<b>2.288</b>

49. Appendix 4 provides further information about the specific earmarked reserves and provisions used throughout 2014/15, and those that would be available for use in 2015/16 if the recommendations of this report are approved.

## RETAINED BUSINESS RATES

50. The Business Rates Retention (BRR) system of resource allocation was introduced in April 2013, so 2014/15 was the second year of operation. Under BRR there is a direct link between growth or decline in net business rates income and the amount of money the council has available to spend on service provision. The council's share of net rates income is influenced not only by each year's Local Government Finance Settlement (which confirms the Baseline Funding Level and Tariff – used to estimate the Levy payable to Central Government), but also growth or decline in gross rates, take-up of reliefs by businesses, potential bad debts, and the level of appeals that may be successful. Together these introduce an element of volatility into resource allocation under BRR, which means that use of a Business Rates Retention Reserve to smooth resource availability between years is advisable.
51. Appendix 5 presents a comparison of the provisional outturn for net business rates income (plus Government S31 Grants paid to the council to compensate for loss of income as a result of the extension of Small Business Rates Relief and Autumn Statement reliefs) with the approved budget for 2014/15 and the forecast outturn presented in budget monitoring. The Council's share of retained rates is 40% of the net rates income after deducting mandatory and discretionary reliefs, and movements in the provisions for bad debts and appeals. Actual income transferred to the General Fund is as estimated before the start of

the financial year in the NNDR1 return, but the Levy and S31 Grants are recalculated according to outturn figures in the NNDR3 return.

52. Performance of the business rates element of the Collection Fund was better than estimated, with the result that the council is due £199,860 of the surplus. The surplus was achieved by a combination of income growth, reduced take-up of reliefs, and decisions that contributions to the provisions for bad debts and appeals need not be as large as estimated. The provision required for appeals against the valuation of premises was based on the year-end list produced by the Valuation Office Agency, and took account of the probability of success of appeals and the potential reduction in rateable values. Many council's found that a large number of possibly speculative appeals were submitted late in the financial year, perhaps making the judgement as to the provision required more difficult than before. Should successful appeals in 2015/16 or later exceed the provision, BRR-related resources would be reduced.
53. As a result of the reduction in relevant reliefs, entitlement to S31 Grant has reduced by £106,552. In addition, the increase in net rates income also requires an increase in the accrued Levy payable to Central Government. The immediate effect of the improvement in the Collection Fund is a reduction in total BRR-related resources. This has been offset by reducing the transfer into the BRR Reserve so that overall BRR-related resources are broadly as budgeted. The balance on the reserve available to smooth resource variances in future years is £383,601.
54. The Council gets the benefit of the improved performance in subsequent years. Part of the improvement was reflected in the budget for 2015/16; and the balance will feed into the 2016/17 budget.

#### **SECTION B: CURRENT FORECAST POSITION – CAPITAL**

55. Amendments to the capital programme 2014/15 to 2016/17 have been reported to Executive Cabinet through the quarterly in-year monitoring reports.
56. The Capital budget Report to Special Council in March 2015 contained the new capital programme 2015/16 to 2017/18 as well as the latest forecast of expenditure in 2014/15. The capital programme as reported to Council was as follows:
  - 2014/15: £5.368m
  - 2015/16: £9.214m
  - 2016/17: £3.991m
  - 2017/18: £2.232m
57. Capital expenditure in 2014/15 was £3.655m. Appendix 6 sets out a breakdown of the capital schemes undertaken.
58. A summary of the schemes undertaken during 2014/15 is set out below:

#### *Asset Management, regeneration and governance - £0.207m*

59. The refurbishment of the White Hart Public House was completed during 2013/14. Resurfacing of the car park along with associated infrastructure costs were completed during 2014/15, this completes the work required to bring a prominent town centre site back into full use.

60. A Changing Places toilet facility has been installed at the Town Hall as a joint venture with Lancashire County Council who provided the funding. This brings an important facility into the Town Centre where previously none were publically available.
61. The refurbishment of 98-102 Market Street was completed during 2014/15. Two of the units have been let with an agreement in place to let a third.
62. During 2014/15 the Cabinet Office issued an additional grant to support further work to get people on the electoral register before the May 2015 election. This was used in part to buy equipment to support this aim.
63. Initial work on the 2015/16 investment project to split the Bengal Street depot into two areas allowing one of the areas to be leased to Recycling Lives and the remaining area to be retained by the council as an operational depot commenced during 2014/15.

#### *Housing - £1.570m*

64. The Council contributed £405k in 2014/15, funded from government grant and contributions from registered providers, to the disabled facilities programme for work to adapt homes for disabled occupants.
65. The improvement works at Cotswold House, aimed at improving the housing offer and accommodation was completed during 2014/15. The opportunity to upgrade the electrical works following health and safety recommendations and minimising future disruption was also taken.
66. The programme of affordable housing approved in 2013/14 was completed during 2014/15. This included contribution to works at St George's Street, Halliwell Street, Beaconsfield Terrace and Chapel Lane in Coppull.
67. The vacant property located at 2 Thirlmere road was purchased and demolished to provide a cleared site to be transferred to Chorley Community Housing for redevelopment both providing affordable housing and improving the local area.

#### *People and Places - £1.736m*

68. The Multi Use Games Area (MUGA) at Clayton Green Sports Centre has been replaced; the majority of this was funded by a contribution from Places for People.
69. A fan motor within the Air Handling Unit for the pool hall at All Season's Leisure Centre was replaced.
70. The provision of waste and recycling bins has cost less £10k than forecast; however, the budget had been accelerated from 2015/16 so this will be re-phased back into the 2015/16 provision.
71. The Section 106 project to improve landscaping, recreation and play provision at Eaves Green commenced during 2014/15 and works are due to be completed during 2015/16.
72. Delivery of the Section 106 funded improvements at Rangletts's Recreation Ground commenced in 2013/14 with site remediation works. Phase 1 works, which include land drainage works, footpaths, railings/gates, allotments, lighting, overflow parking and a grass football pitch. Phase 2 (play area, multi-use games area and associated works) and Phase 3 (skate park) contracts were awarded during 2014/15 with work to commence and complete in 2015/16.

73. The planned programme of resurfacing and improvement works to the Portland Street, Fleet Street short stay and Flat Iron car parks were all completed during 2014/15.
74. Works to deliver and support the “Astley 2020” development plan were undertaken during 2014/15 with the remaining work scheduled to be completed during 2015/16. These include:
- Completion of the restoration work on the Memorial Arch including lighting.
  - Provision of a fountain at Astley Lodge to help improve water quality and reduce the future need to dredge/clear the lodge,
  - Work to the destination play area, a concept designed play area themed on the ruins of a 17<sup>th</sup> century castle. The play area is now open.
  - Preliminary works on the events car parking off Southport Road were started and due for completion during 2015/16.
  - Restoration works to some of the footpaths and steps leading through the park as well as the sensory garden were undertaken.
  - Conservation and maintenance work at Astley Hall.
  - Refurbishment work at Astley Hall Farmhouse to provide a new exhibition space.
75. Purchase of 5 vans for the Neighbourhood Team, fitted with dog cages, replacing neighbourhood vans that had come to the end of their lease term and were due for replacement.
76. The scheme of improvement and upgrading of facilities at Jubilee Recreation Ground in Adlington, comprising of a new skate park, ball court resurfacing, fencing, landscaping and a new play area were completed during 2014/15.
77. The delivery of a Youth Zone in Chorley is a key investment area in the 2015/16 budget. The purchase of the Leigh Arms Public House took place during 2014/15. The site, along with land held by the Arts Partnership, will be the preferred site for the Youth Zone.
78. Section106 funded works to improve and equip the existing trim trail at Carr Brook commenced during 2014/15 scheduled to be completed during 2015/16.

*Planning - £0.142m*

79. The regeneration works to implement a shared surface scheme to the southern end of Market Street, as part of the ASDA redevelopment were successfully completed.
80. Payment of a Section 106 commuted sum towards the provision of a cycle network in Buckshaw Village was made to Lancashire County Council.

**CAPITAL PROGRAMME 2015/16 ADDITIONS AND RE-PHASING**

81. The capital outturn of £3.655m was a reduction of £1.728m compared to the last reported forecast estimate of £5.383m reported to Council in April 2015.
82. Of the £1.728m variance £0.870m relates to the Market Street redevelopment scheme. Budget of £1m was set for the full scheme of works, of which £0.800m was due to be funded by Lancashire County Council. Instead of the funding being passed to Chorley

Council the work has been carried out and financed directly by Lancashire County Council. It is therefore not an under spend but a change in the assumed delivery of the project.

83. The remaining variance of £0.928m is not an underspend but due to the requirement to re-phase a number of budgets in-line with revised timescales of delivery outlined in further detail below.
84. Phases two and three of the Ranglett's Recreation Ground project delivering the play area and skate park are scheduled to commence in 2015/16. The remaining budget, funded from Section 106 contributions, of £0.455m has been re-profiled in line with the timescale for delivery.
85. Section 106 funding has been identified to deliver various schemes under the Play, open Space and Pitch strategy including play facilities on Coronation recreation ground, improvements to the pitches on Westway, play areas in Withnell and Eccleston, as well as a general provision for playing pitches in the borough. The schemes will be re-profiled into 2015/16 accordingly, with budget provision of £0.188m.
86. Planning permission has been approved to extend the community centre at Eaves Green together with landscaping work and improvements to the football pitch. This work is scheduled for completion in 2015. The remaining budget of £0.106m will be re-profiled into 2015/16 accordingly.
87. The programme of works in Astley Hall and Park is ongoing with good progress made to date; an element of the budget already agreed will be carried forward for continued use in completing the scheduled programme of works. The remaining budget of £0.102m will be carried forward into 2015/16 for works on Astley Hall; green stage in the walled garden; events car parking; woodland paths and footsteps and footpath lighting. This work will also use the budget that has already been re-profiled and the £0.218m investment budget already approved for next year.
88. The redevelopment works to Market Street have been completed, however Lancashire County Council have been unable to clarify if all the costs that Chorley are liable for have been accounted for. Therefore the remaining budget of £0.070m will be re-phased as a contingency.
89. The green play area scheme at Buttermere, financed by Section 106 receipts and a Lancashire County Council contribution with a total budget of £0.034m will be re-phased into 2015/16.
90. Works at the Big Wood Reservoir were dependent on Section 106 receipts that have not yet been received. As the work is season dependent, requiring vegetation to have died back. The works will therefore be rescheduled to Autumn 2015, and the £0.012m budget which is already within the capital programme will be re-profiled accordingly.
91. The £0.022m budget held in reserves for ICT projects and £0.007m budget for climate change grants will be re-phased for use in 2015/16.
92. The 2015/16 budget for recycling receptacles was brought forward into 2014/15 by £0.045m to cover the forecast requirement. Only £0.035m was needed so the remaining £0.010m will be transferred back for use in 2015/16.
93. Agreement has already been given at Special Council in April to carry forward budgets for Cotswold House Improvements and Leisure Centre Improvements into 2015/16 in line with

the forecast delivery of the projects. Expenditure was slightly higher than forecast in 2014/15 (£4k and £6k respectively) so it is recommended that the 2015/16 is reduced to reflect actual delivery.

94. The 2015/16 investment project to split the Bengal Street depot into two areas allowing one of the areas to be leased to Recycling Lives and the remaining area to be retained by the council as an operational depot commenced during 2014/15 with a small value expenditure of £5k. It is recommended that the 2015/16 is reduced to reflect the early commencement date on this project.
95. Small year-end variations on the Adlington Jubilee Recreation facility (£4k); Carr Brook Trim Trail (£6k -Section 106 funded); and Electoral Management System (£4k – Government Grant funded) will be carried forward into 2015/16.
96. A total value of £0.075m additional expenditure was incurred during 2014/15. The majority of this (£0.048m) was on the purchase of 5 Neighbourhood vans. The upgrade was required as the fleet was unreliable and had come to the end of their lease term. An exercise to determine the best way to finance the vehicles, for example, through leasing will be carried out during 2015/16.
97. Of the remaining additional expenditure £0.010m was for additional works required on the White Hart car park. These were required above and beyond the original scope as the area was identified as unsafe due to the location of a drain. The area has now been made safe.

#### **CAPITAL PROGRAMME FINANCING 2014/15**

98. The financing of capital expenditure in 2014/15 is summarised in the table below:

**Table 4 – Capital Financing**

<b><i>Financed by:</i></b>	<b>£'000</b>	<b>%</b>
Government Grants	294	8%
External Contributions	1,496	41%
Revenue Financing	907	25%
Capital Receipts	163	4%
Borrowing	795	22%
<b>Total</b>	<b>3,655</b>	<b>100%</b>

99. **Government Grants** – The grants applied were used to fund the programme of disabled adaptations and the electoral management equipment. In 2014/15 we received £0.286m of Disabled Facilities Grant (DFG). A Cabinet Office grant of £0.012m had been carried forward, of which, £0.008m was used during 2014/15.
100. **External Contributions:**
  - a. £0.018m from Registered Providers and £0.100m from the Regional Housing Pot were used to contribute to disabled adaptations.
  - b. £0.852m Section 106 contributions were used to fund affordable housing and play and recreation projects.
  - c. £0.046m contribution from Lancashire County Council was used for the Changing Places toilet facility;
  - d. £0.092m from the Regional Housing Pot towards affordable housing schemes and £0.360 towards the Cotswold House Improvements;
  - e. £0.014m contribution from Places for People towards the Clayton Green Sports Centre MUGA;

- f. £0.009m grant from Chorley Community Housing towards the play area at Ranglett's Recreation Ground;
- g. £0.005m contribution received from Adlington Parish Council towards the play facilities at Jubilee Recreation Ground.

**101. Revenue Financing:**

- a. £0.026m VAT shelter income was used to fund schemes at the Leisure Centres, Cotswold House and Thirlmere Road (affordable housing);
- b. New Homes Bonus of £0.446m was used, of this £0.100m was for asset improvement and regeneration projects and £0.346m for the work at Astley Park to support the Astley 2020 plan;
- c. £0.008m of the buildings maintenance earmarked reserve was used to fund the works at Astley Hall Farmhouse;
- d. Performance Reward Grant of £0.049m was used towards the improvement works at Cotswold House;
- e. The remaining spend of £0.011m on the acquisition and demolition of Thirlmere Road is funded from an earmarked revenue reserve;
- f. £0.185m was used to fund the purchase of new bins through the use of the Section 31 grant;
- g. £0.136m has been used towards resurfacing works on the Town Centre car parks funded from the Town Centre Reserve;
- h. Revenue budget of £0.042m has been reallocated to capital towards the delivery of the scheme at Jubilee Recreation Ground;
- i. £0.004m held in an earmarked revenue reserve for the work at Clayton Brook Village Hall was also used.

**102. Capital Receipts** – capital receipts brought forward totalled £0.325m with an additional £0.368m received in-year. Of this £0.163m was used on the following schemes:

- a. £0.040m towards the refurbishment of 98-102 Market Street;
- b. £0.005m towards the preliminary work for splitting the Bengal Street depot;
- c. £0.066m towards resurfacing the town centre car parks;
- d. £0.049m towards the work at Astley Park to support the Astley 2020 plan;
- e. £0.002m towards work at Yarrow Valley reservoir.

**103. Prudential Borrowing** – capital expenditure of £0.795m was financed from external borrowing compared to an original funding estimate of £0.834m. The reduction in the 2014/15 borrowing requirement is due to the re-profiling of schemes to 2015/16 (£0.096m) and additional borrowing for the Neighbourhood vans (£0.048m). An exercise to determine the best funding approach between borrowing and leasing for the additional vehicles will be undertaken during 2015/16. In order to best plan for the future use of the Council's own resources, long term investment for the Youth Zone site (£0.183m), Market Street redevelopment (£0.130m), car park resurfacing (£0.222m), and Cotswold House improvements (£0.213m) has been financed from borrowing which allows capital receipts to be retained to fund short term assets, which would be more costly to finance through borrowing, in future years.

**IMPLICATIONS OF REPORT**

**104.** 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**

105. The financial implications are detailed in the body of the report.

**COMMENTS OF THE MONITORING OFFICER**

106. The Monitoring Officer has no comments.

GARY HALL  
CHIEF EXECUTIVE

There are no background papers to this report.

Report Author	Ext	Date	Doc ID
Dave Bond/Hanne Harland	5488/5028	04/06/15	Provisional Revenue and Capital Outturn 2014-15.doc

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	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
<b>General Fund Revenue Budget Monitoring Provisional Outturn 2014/15</b>	<b>Original Cash Budget</b>	<b>Impact of Council Restructure</b>	<b>Agreed Changes (Directorates)</b>	<b>Agreed Changes (Other)</b>	<b>Amended Cash Budget</b>	<b>Contribution to Corp. Savings (Staffing)</b>	<b>Contribution to Corp. Savings (Other)</b>	<b>Current Cash Budget</b>	<b>Provisional Outturn</b>	<b>Variance</b>	<b>Variance</b>
	£	£	£	£	£	£	£	£	£	£	%
Chief Executive	5,715,980	(1,063,130)	(4,440)	(52,760)	4,595,650	(80,000)		4,515,650	4,386,866	(128,784)	-2.9%
Customer & Advice Services	1,048,820	985,900	66,460	358,480	2,459,660	(30,000)		2,429,660	2,144,934	(284,726)	-11.7%
Public Protection, Streetscene & Community	6,459,780	77,230	(35,020)	(81,120)	6,420,870	(20,000)		6,400,870	6,402,369	1,499	0.0%
<b>Directorate Total</b>	<b>13,224,580</b>	<b>-</b>	<b>27,000</b>	<b>224,600</b>	<b>13,476,180</b>	<b>(130,000)</b>	<b>-</b>	<b>13,346,180</b>	<b>12,934,169</b>	<b>(412,011)</b>	<b>-3.1%</b>
Budgets Excluded from Directorate Monitoring:											
Pensions Account	244,380				244,380			244,380	230,607	(13,773)	-5.6%
Pensions Deficit Recovery (Fixed Rate)	709,600				709,600			709,600	709,600	-	-
Benefit Payments	91,040				91,040			91,040	(68,621)	(159,661)	-175.4%
Market Walk	(542,000)		(27,000)	(90,040)	(659,040)			(659,040)	(659,040)	-	-
<b>Corporate Savings Targets</b>											
Management of Establishment	-			(130,000)	(130,000)	130,000		-	-	-	-
Efficiency/Other Savings	-			-	-			-	0	-	-
<b>Total Service Expenditure</b>	<b>13,727,600</b>	<b>-</b>	<b>-</b>	<b>4,560</b>	<b>13,732,160</b>	<b>-</b>	<b>-</b>	<b>13,732,160</b>	<b>13,146,715</b>	<b>(585,445)</b>	<b>-4.3%</b>
<b>Non Service Expenditure</b>											
Contingency Fund	-				-			-	0	-	-
Contingency - Management of Establishment	(130,000)			130,000	-			-	0	-	-
Efficiency/Other Savings	-				-			-	0	-	-
Revenue Contribution to Capital	424,000			662,740	1,086,740			1,086,740	907,242	(179,498)	
Net Financing Transactions	357,240			(23,750)	333,490			333,490	371,082	37,592	
Parish Precepts	564,710				564,710			564,710	564,713	3	
<b>Total Non Service Expenditure/Income</b>	<b>1,215,950</b>	<b>-</b>	<b>-</b>	<b>768,990</b>	<b>1,984,940</b>	<b>-</b>	<b>-</b>	<b>1,984,940</b>	<b>1,843,037</b>	<b>(141,903)</b>	
<b>Total Expenditure</b>	<b>14,943,550</b>	<b>-</b>	<b>-</b>	<b>773,550</b>	<b>15,717,100</b>	<b>-</b>	<b>-</b>	<b>15,717,100</b>	<b>14,989,752</b>	<b>(727,348)</b>	<b>-4.6%</b>
<b>Financed By</b>											
Council Tax	(6,462,660)				(6,462,660)			(6,462,660)	(6,462,669)	(9)	
Grant for freezing Council Tax 2014/15	(66,250)				(66,250)			(66,250)	(66,138)	112	
Revenue Support Grant	(2,998,550)				(2,998,550)			(2,998,550)	(2,998,546)	4	
Retained Business Rates	(2,531,460)				(2,531,460)			(2,531,460)	(2,488,211)	43,249	
Government S31 Grants (Small Business Rate Relief)	(752,580)				(752,580)			(752,580)	(646,028)	106,552	
Business Rates Retention Reserve	502,940				502,940			502,940	353,134	(149,806)	
New Homes Bonus	(2,629,750)				(2,629,750)			(2,629,750)	(2,638,654)	(8,904)	
New Burdens Grant	(16,400)				(16,400)			(16,400)	(22,017)	(5,617)	
Collection Fund (Surplus)/Deficit	(35,840)				(35,840)			(35,840)	(35,848)	(8)	
Use of Earmarked Reserves - capital financing	-			(26,190)	(26,190)			(26,190)	153,308	179,498	
Use of Earmarked Reserves - revenue expenditure	47,000			(722,520)	(675,520)			(675,520)	(675,487)	33	
Community Infrastructure Levy (CIL)				(24,840)	(24,840)			(24,840)	(24,840)	-	
Other Misc. Balances	-				-			-	(397)	(397)	
Budgeted Contribution to General Balances	-				-			-	-	-	
<b>Total Financing</b>	<b>(14,943,550)</b>	<b>-</b>	<b>-</b>	<b>(773,550)</b>	<b>(15,717,100)</b>	<b>-</b>	<b>-</b>	<b>(15,717,100)</b>	<b>(15,552,393)</b>	<b>164,707</b>	<b>-1.0%</b>
<b>Net Expenditure</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(562,641)</b>	<b>(562,641)</b>	
<b>General Balances Summary Position</b>				<b>Target</b>	<b>Forecast</b>	<b>Less slippage to 2015/16</b>			<b>423,900</b>		
				<b>£</b>	<b>£</b>						
<b>General Fund Balance at 1 April 2014</b>				2,000,000	2,188,920	<b>Provisional Outturn 2014/15</b>			<b>(138,741)</b>		
Budgeted Contribution to General Balances					0						
<b>Funding set aside for additional resources in Single Front Office</b>					<b>(40,000)</b>						
<b>Provisional (Over)/Under Spend</b>					<b>138,741</b>						
<b>Forecast General Fund Balance at 31 March 2015</b>				<b>2,000,000</b>	<b>2,287,661</b>						

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**Slippage Requests to 2015/16**

Directorate/Service	Name	Details of Request	Amount £
<b>Chief Executive</b>			
Chief Executives Office	Susan Halton	Reward & recognition budget to fund initiatives in 2015/16	23,670
Governance	Carol Russell	Core Funding - balance of Councillor Community Grants funding to be carried forward for use in 2015/16	4,900
Governance	Chris Moister	Commitment to pay a contribution toward repair and maintenance work undertaken by St Mary's Church.	7,000
Human Resources	Jane McDonnell	Training & Development budget required to fund the committed corporate and personal safety training in 2015/16.	13,100
Policy & Performance	R.Huddleston/S.James	Core Funding (Commissioned Services) - balance of funding to be carried forward for use in 2015/16	18,660
Policy & Performance	R.Huddleston/S.James	Temporary staffing requirements in 2015/16 to support increasing the visitor economy, campaigns & corporate events sponsorship	23,000
Economic Development	Cath Burns	Markets Fixtures Fittings - additional CCTV cameras.	2,070
Shared Financial Services	S Guinness	Consultancy, staff development & professional training.	15,000
<b>Customer &amp; Advice Services</b>			
Customer & ICT Services	Asim Khan	Staffing savings and DWP grant in 14/15 to fund temporary Single Front Office staffing requirements in 2015/16	81,000
Customer & ICT Services	Asim Khan	Staffing savings in 14/15 to fund ICT Consultancy requirements in 2015/16	9,000
Customer & ICT Services	Asim Khan	ICT contract savings in 14/15 to fund additional tablet devices and scanners, and desktop updates.	41,000
Customer & ICT Services	Asim Khan	Staffing savings in 14/15 to fund ICT Software upgrade/renewal requirements in 2015/16	156,000
Customer & ICT Services	Asim Khan	Uniforms	1,000
Housing	Zoe Whiteside	For Abris implementation of the rent recovery module/training, and upgrades to the choice based lettings system.	10,000
<b>Public Protection, Streetscene &amp; Community</b>			
Streetscene & Leisure Contracts	Carol Gore	Surplus from Tatton Community Centre coming in-house to be used for Clayton Brook Village Hall extension	9,000
Health, Environment & Neighbourhoods	Simon Clark	Additional Schools income in 14/15 to fund an additional staffing resource in 15/16 to help promote the schools coaching programme	9,500
<b>Total</b>			<b>423,900</b>

**Transfers to Specific Reserves**

Directorate/Service	Name	Details of Request	Amount £
Market Walk	Rebecca Huddleston	Market Walk - balance of feasibility/design budget for Market Walk Extension to reserve for use in 2015/16	101,780
Market Walk	Gary Hall	Transfer of revenue - split 80:20 between the Change Management Reserve and Market Walk Equalisation Account.	175,643
<b>Total</b>			<b>277,423</b>



## Budget Growth Projects 2014/15

Project	Investment 2013/14	Recurring investment	New Investment 14/15	Total Investment 2014/15	Spend 2014/15	Transfer to Reserves	Key Outcomes
<b>Involving residents in their local area and equality of access for all</b>							
Deliver agreed neighbourhood priorities	99,260		50,000	149,260	95,906	53,354	This project delivers priorities established through the neighbourhood group meetings and agreed by Executive Cabinet. The budget investment provides additional funding to support works over and above business as usual. Approved budget carried forward of £54,500 has been transferred to this project.
Chorley in Bloom			10,000	10,000	10,000	0	In October 2013, Chorley was awarded a Gold Medal Award in the best Small City Category and for the first time was nominated to represent the North West finalists in the national In Bloom finals. A capital budget of £15,858 was raised for the project, £10,000 funding from Council and £5858 funding through sponsorship from local business. Actual expenditure as at project close, 5th August 2014, is £15,230, leaving a balance of £628. Judging took place on 6th August 2014, the National Judges advising that the improvements in Chorley for 2014 are the best they have ever seen, commenting on the excellent Community involvement. This reflects how the project has united partners in working together resulting in improved working with Schools, Friends Groups, Volunteers, Chamber of Commerce and Traders Alliance amongst many others. The project ran well with planned targets of improvement being met on time and within budget. The town centre was highlighted by the judges as an area of concern with the lack of quality planting, although the project has received considerable positive feedback from residents and visitors in Chorley.
Connecting Communities through food			12,000	12,000	1,740	10,260	The aim of this project was to review activity to alleviate social isolation following the findings from the successful 6 month meals on wheels pilot launched in November 2013. The aim of this project is to put in place interventions to support a reduction in the level of social isolation across the borough with initiatives such as <ul style="list-style-type: none"> <li>• Develop options and agree a way forward</li> <li>• Implement the way forward which may include extension and/or expansion of the current meals on wheels scheme (see project below)</li> <li>• Investigate alternative solutions such as casserole and luncheon clubs, community transport and community kitchens</li> <li>• Develop a number of initiatives such as Wheels 2 meals</li> <li>• Implement initiatives and monitor success.</li> </ul> £2,000 has been committed for food based initiatives in the Western Parishes
Meals on wheels service			30,000	30,000	5,904	0	After a successful pilot the Meals on Wheels service has now been launched across the whole of Chorley. We now have 86 new customers have signed up for the service, with most customers committing to 3 meals a week. Weekly numbers are steadily growing and currently stand at 326 meals per week being administered. The budget spend is ongoing with the contractor raising an invoice every 4 weeks. The development of an evening service was put on hold until the lunch time meals increased. Further development has included increasing the subsidy from 3 to 5 meals per week, and an introductory offer of ½ price meals for the first two weeks.
Expand the food bank			15,000	15,000	15,000	0	The focus of this project was to ensure the availability of short term food provision for individuals and families from across the borough in crisis situations. A budget of £15,000 was allocated to The Living Waters Storehouse who provide the main food bank facility in Chorley. This funding was provided to enable them to improve their existing facility and meet increasing local demand. 1143 food parcels were administered between December 2013 and September 2014. However it should be noted that overall performance for this project is not measured through the number of food parcels administered, as the overall aim of the project is to decrease the number of referrals into the Food Bank through preventive measures and this can be either into the council's employability and housing officers or external agencies. Numbers of referrals into the employability officer have been steadily increasing with just 5 referrals being made in April 2014 increasing to 20 referrals in August 2014. Review meetings are ongoing with all partners to improve the number of referrals and engagement with support services.
Community development and volunteering	28,230	70,000		98,230	72,701	25,529	Working with the social enterprise SPICE. 75 local government organisations/community groups using time credits involving 750 volunteers.
Support to the VCFS Network		15,000		15,000	15,000	0	This investment is paid to support the infrastructure of the VCFS network which supports the sector.

## Budget Growth Projects 2014/15

Project	Investment 2013/14	Recurring investment	New Investment 14/15	Total Investment 2014/15	Spend 2014/15	Transfer to Reserves	Key Outcomes
<b>A strong local economy</b>							
Inward Investment Delivery	253,600		100,000	353,600	109,092	244,508	This includes Market Street Shops refurbishment, inward investment events and Choose Chorley Grant funding. So far comprehensive visual improvements to Market Street have been completed with 27 shops taking part in the scheme. Whilst this work was underway several additional premises took the opportunity to improve without our help i.e. Argos, Outlet, Yorkshire Bank, DW Sports, Swinton Ins. 2 Choose Chorley grants have been awarded leveraging in £135,500 from the private sector and improving 870 sq.ft employment floor space with the potential to create an additional 40 jobs.
Support the expansion of local businesses	46,620		45,000	91,620	12,518	79,102	As part of the business support service for existing businesses a reward scheme was launched in April 2013 to support existing businesses in their expansion and growth plans. This scheme is called the Chorley Business Investment for Growth grant (Chorley BIG) and aims to support businesses that are creating or safeguarding jobs with capital investments or works. The scheme is delivered through a hybrid grant model with businesses undertaking to re-pay into the community for the funding they have received. 3 Chorley Business Investment for Growth grant applications have been approved with 21 jobs forecasted.
Business start-up scheme			66,500	66,500	16,818	49,682	The Starting Business Grant was introduced in September 2012 and has supported over 100 businesses to date. This project reviews the scheme in order to deliver a more sustainable support mechanism for business start-ups through moving away from a straight, non-repayable grant into a hybrid grant/loan scheme and provide a cost-effective means of continuing to financially support new start-up businesses in the borough. After reviewing the scheme the decision has been taken to no longer fund the loans through the council but to provide loans through the Credit Union. This provides a more cost effective means and provides savings for the council. So far 10 loans have been authorised by the Credit Union at a total cost of £910. Action - Discussions have taken place with Cath around carrying forward the budget next year to fund grant.
Town Centre and Steeley Lane pilot action plans			100,000	100,000	16,350	83,650	This is part of a two year programme of local area projects within the town centre and Steeley Lane areas of Chorley. Spend has been delayed, however to date 80k has been identified for CCTV, new pavements and public realm which are to be implemented this financial year.
Town Centre campaign			20,000	20,000	20,000	0	The focus of the campaign has been around communicating the change in the town centre, putting on more activities to give people more reason to visit, drawing the Market Walk brand into the offer and developing the appeal to coach parties. A full review of this work setting out what has been delivered and what outcomes have been achieved has been carried out.
Promoting the council's assets campaign							The overall aim of this campaign is to increase the number of people coming to visit and/or using the council's assets while simultaneously increasing the income generated by those assets. For example more events have been arranged at Astley such as Little Boo and Astley Illuminated which has resulted in over 6,000 more visitors than the previous year. An Astley Hall, Coach House and Park Facebook page has been created and the council has taken over the Astley Hall trip advisor pages. This has resulted in a 4.5 out of 5 rating; a 96 per cent thumbs, a certificate of excellence for 2014 and Astley Hall is now ranked number one out of 24 things to do in Chorley. Also a new brand identity has been created for the Lancastrian to appeal to a wider audience and make the venue stand out and there has been an increase in bookings and income in the last year. Again a full review of this campaign setting out what has been delivered and what outcomes have been achieved has been carried out.
Town Centre master plan			35,000	35,000	0	35,000	The budget was also earmarked for the creation of a detailed master plan for Fleet St investment opportunity. This has now been prepared in house and details usage for residential and extra care. The savings generated through using in house resources will be used for initial costs of the proposed extra care scheme at Fleet Street and earmarked for other town centre masterplanning.
Joint Employment Initiative with Runshaw College	29,370			29,370	22,500	6,870	Two year programme assisting employers through grant assistance to help overcome some of the obstacles in employing an Apprentice i.e. IT Equipment and office resources
<b>Clean, safe and healthy communities</b>							



## Budget Growth Projects 2014/15

Project	Investment 2013/14	Recurring investment	New Investment 14/15	Total Investment 2014/15	Spend 2014/15	Transfer to Reserves	Key Outcomes
Free Swimming			8,000	8,000	7,500	0	This project offers free swimming to 16 year olds and under during the summer school holiday period (Monday to Friday). There were 3,579 free swimming attendances during summer 2014. That's a 5% increase on last year's figures. Of these 1403 were children who on average attended the All Season Pool 2.2 times and the Brinscall Pool 4.5 times. The average age of the children participating where between 10 and 12 years old.
16/17 young person's drop in centre			21,000	21,000	19,000	2,000	The drop-in service is for 16/17 year olds only and operates two days a week on Tuesdays and Fridays from Lord Street in Chorley. It is the gateway (single point of access) for referrals of 16/17 year olds from the Chorley area that are at risk of becoming homeless. The drop in also provides mediation and support to 16/17 year olds at risk of homelessness. The service has been delivering outcomes since January 2012 and was developed following a one-off payment of £30k from the Department for Communities and Local Government. Funding of £21,000 has been allocated for the cost of the service to be delivered until March 2015. The funding will be used to pay for the two part time mediation/support workers, the hiring of the venue, equipment and some materials.
Street Furniture	6,340		35,000	41,340	37,390	3,950	In 2011 a replacement litter bin programme was implemented and investment over the last three years has totalled £130k to primarily invest in new combined litter bins. However the project has now been expanded to include cycle racks, further green litter bins and picnic benches in Astley Park as well as the purchase of further black litter bins with an investment of £35k for 2014/15. The following items have been purchased with delivery due towards the end of October 2014. <ul style="list-style-type: none"> <li>• Eight cycle racks that will be installed at Tatton Rec, Coronation Rec, Harpers Rec, King Georges (double near changing rooms), Astley Park near walled garden and bowling hut, Jubilee Rec and Rangletts.</li> <li>• Twenty green litter bins for Astley Park.</li> <li>• Fifteen green picnic benches for Astley Park</li> <li>• One hundred black litter bins – to replace town centre car park bins, additional bins for the top end of Market Street when work completed and replacement of other old bins throughout the borough.</li> </ul> <p>Installation of the items will then be scheduled into Streetscene work taking into consideration that installation in development areas will take place after the work has been completed. Because of this some installations will not be completed until 2015.</p> <p>The project enhances our areas and through awareness campaigns encourages people to use the bins helping to keep our areas litter free and meet our corporate priorities.</p>
Provide a mediation service for ASB case resolution (Mediation service for anti social behaviour disputes)			7,000	7,000	0	7,000	The aim of the project is to procure an external mediation service which can be used by the Intervention and Prevention Officers together with partner agencies to resolve antisocial behaviour and neighbour disputes where it is deemed appropriate.
Play and Open Play Strategy	100,000	100,000	50,000	250,000	13,070	10,930	The Play, Open Space and Playing Pitch Strategy builds upon the Opens Spaces Study undertaken in 2011-12 and covers three key areas, open spaces, playing pitches and play areas. Following approval at Executive Cabinet in August 2014 the strategy and associated action plan will be implemented from 2014-19, year 1 of the strategy will therefore now commence 2014/15. The budget has been transferred to the Capital Budget to best reflect project delivery.
British Cycling tour of Lancashire			20,000	20,000	18,562	0	This project supports the development and delivery of a cycling and sporting programme of activities and events in Chorley in partnership with British Cycling. Many actions have been completed including a cycling festival held in March and the launch of Sky Ride Local which has developed routes for community rides that impact on all neighbourhood areas. The project culminates with the promotion and delivery of a weekend long sporting event planned in April 2015; this event will help raise the profile of Chorley not just within the sporting community but also on a wider scale in terms of economic development and inward investment.
<b>An ambitious Council that does more to meet the needs of residents and the local area</b>							

## Budget Growth Projects 2014/15

Project	Investment 2013/14	Recurring investment	New Investment 14/15	Total Investment 2014/15	Spend 2014/15	Transfer to Reserves	Key Outcomes
Chorley Council Energy advice switching service			15,000	15,000	0	15,000	The Energy Switching Support contractor has provided services at Civic Offices on a weekly basis since Monday 2nd June and the service has been promoted to partner agencies including Help Direct, Age UK and Parish Councils.
Develop the offer at Chorley's Credit Union	9,000	50,000		59,000	50,000	9,000	This is a three year recurring budget from 2013/14 and contributes to rent and staffing costs of the Credit Union in the Town Centre
Private Property Improvement Scheme	48,030			48,030	9,800	38,230	This budget is being used to fund a new Empty Homes Officer post within HEN for a period of 18 months. Around 60 properties have been identified within the borough that have fallen into disrepair, the officer will work closely with owners to improve the appearance of the properties and bring them back into use. During the 18 months the work will be monitored assessing impact and reviewing how we have engaged with owners to improve properties and bring them back into use.
Employee health scheme			20,000	20,000	20,000	0	The Health Care Cash plan scheme proved to be very successful in its first year and this project sees the scheme extended for a further 12 months. The investment enables the council to pay a fixed contribution per employee, allowing employees to claim back costs of health related treatments. Claims for the period 1st January to date are at £15,192 with 392 claims being made. This is up from the same period last year when £14,123 was paid with 360 claims made, reflecting that the scheme is well used by staff.
	<b>620,450</b>	<b>235,000</b>	<b>659,500</b>	<b>1,514,950</b>	<b>588,851</b>	<b>674,065</b>	

**Analysis of Reserves and Provisions 2014/15**

Reserve or Provision	Purpose	Opening Balance 01/04/14 £	Other Transfers 2014/15 £	Use in 2014/15 £	Closing Balance 31/03/15 £	Notes
<b>RESERVES</b>						
<b>General Fund Balance</b>		<b>2,188,920</b>	<b>98,740</b>	<b>0</b>	<b>2,287,660</b>	(1)
Change Management Reserve	Unused balance from 2012/13	6,600	(6,600)		0	
Change Management Reserve	From Market Walk net income 2013/14	260,950	147,110	(25,290)	382,770	
VAT Shelter Income	Capital/revenue financing	121,340		(29,830)	91,510	
Provision for Pension Liabilities	Payment to Lancashire Pension Fund	1,750,000			1,750,000	
Non-Recurring Expenditure	Revenue resources for capital financing 2015/16	0	179,500		179,500	
Market Walk	Income Equalisation Reserve	65,240	85,130		150,370	
Market Walk	Asset Management	0	50,000		50,000	
Market Walk	Extension feasibility and planning	0	101,780		101,780	
S31 Grant	Empty property/small business rate relief	331,770		(185,100)	146,670	
Business Rates Retention	Surplus on levy payment	30,470	353,130		383,600	
<b>Non-Directorate Reserves</b>		<b>2,566,370</b>	<b>910,050</b>	<b>(240,220)</b>	<b>3,236,200</b>	
<b>Chief Executive</b>						
	Slippage from 2013/14	24,000		(24,000)	0	
	Slippage from 2014/15	0	23,670		23,670	(2)
<b>Chief Executive's Office</b>		<b>24,000</b>	<b>23,670</b>	<b>(24,000)</b>	<b>23,670</b>	
	Slippage from 2013/14	9,000		(9,000)	0	
	Slippage from 2014/15	0	41,660		41,660	(2)
	PRG - capital financing	48,860		(48,860)	0	
	PRG - uncommitted	29,350			29,350	
	Public Service Reform funding	0	36,430		36,430	
	2013/14 New Investment Projects	9,000			9,000	(3)
	2014/15 New Investment Projects	0	10,260		10,260	(3)
<b>Policy &amp; Performance</b>		<b>96,210</b>	<b>88,350</b>	<b>(57,860)</b>	<b>126,700</b>	
	Town Centre Grants	92,900	100,000	(104,650)	88,250	
	Town Centre Reserve (Capital)	135,620		(135,620)	0	
	Town Centre Reserve (Revenue)	22,680		0	22,680	
	2013/14 New Investment Projects	329,590	346,500	(177,290)	498,800	(3)
	Slippage from 2014/15	0	2,070		2,070	(2)
<b>Economic Development</b>		<b>580,790</b>	<b>448,570</b>	<b>(417,560)</b>	<b>611,800</b>	
	Legal Case Mgt System	1,520			1,520	
	Town Hall Roof Safety Boards	16,000	(16,000)		0	
	Union Street Roof Safety Boards	10,000	(10,000)		0	
	Capital financing	73,760		(4,380)	69,380	
	2013/14 New Investment Projects	48,030		(9,800)	38,230	(3)
	Slippage from 2013/14	26,140		(26,140)	0	
	New Burdens Funding	0	32,500		32,500	
	Slippage from 2014/15	0	11,900		11,900	(2)
	Buildings Fund	176,680	114,070	(66,230)	224,520	
	Elections	85,000		(27,000)	58,000	
<b>Governance</b>		<b>437,130</b>	<b>132,470</b>	<b>(133,550)</b>	<b>436,050</b>	
	Slippage from 2013/14	5,000		(5,000)	0	
	Slippage from 2014/15	0	15,000		15,000	(2)
<b>Shared Financial Services</b>		<b>5,000</b>	<b>15,000</b>	<b>(5,000)</b>	<b>15,000</b>	
	Slippage from 2013/14	13,640		(13,640)	0	
	Slippage from 2014/15	0	13,100		13,100	(2)
	HR Reserve for maternity cover	20,000		0	20,000	
	Impact of 2014/15 Pay Policy	0	10,000	0	10,000	
	Additional external NEETs (Econ Dev)	44,330		(5,330)	39,000	
<b>Human Resources &amp; OD</b>		<b>77,970</b>	<b>23,100</b>	<b>(18,970)</b>	<b>82,100</b>	
<b>Chief Executive</b>		<b>1,221,100</b>	<b>731,160</b>	<b>(656,940)</b>	<b>1,295,320</b>	
<b>Customer &amp; Advice Services</b>						
	Slippage from 2013/14	10,610		(10,610)	0	
	Slippage from 2014/15	0	10,000		10,000	(2)
	Government Grants (Housing)	542,820	7,050	(335,500)	214,370	
	Handyperson Scheme	45,870		(2,000)	43,870	
	Employability Officer Funding	0	30,000		30,000	
	2014/15 Investments	0	17,000		17,000	(3)
	Capital financing	7,920	3,170	(11,090)	0	
<b>Housing</b>		<b>607,220</b>	<b>67,220</b>	<b>(359,200)</b>	<b>315,240</b>	
	ICT Projects	211,390	45,830	(110,340)	146,880	
	ICT Reserve from 2013/14 underspends	25,000	(25,000)	0	0	
	Slippage from 2013/14	116,270	(20,830)	(68,900)	26,540	
	Slippage from 2014/15	0	288,000		288,000	(2)
	Single Front Office	0	40,000		40,000	
	Council Tax Summons/Liability Order Bad Debts	0	116,000		116,000	
	Capital financing	8,450		0	8,450	
<b>ICT Services</b>		<b>361,110</b>	<b>444,000</b>	<b>(179,240)</b>	<b>625,870</b>	
<b>Customer &amp; Advice Services</b>		<b>968,330</b>	<b>511,220</b>	<b>(538,440)</b>	<b>941,110</b>	

**Analysis of Reserves and Provisions 2014/15**

Reserve or Provision	Purpose	Opening Balance 01/04/14 £	Other Transfers 2014/15 £	Use in 2014/15 £	Closing Balance 31/03/15 £	Notes
<b>Public Protection, Streetscene &amp; Community</b>						
	Environmental clean-ups/grot spots.	56,500		(56,500)	0	
	Buckshaw Youth Development Grants	0	15,310	(13,940)	1,370	
	Neighbourhood Working (pump priming)	71,270		0	71,270	
	2013/14 New Investment Projects	72,990		(72,990)	0	
	Slippage from 2013/14	7,600		(7,600)	0	
	2014/15 New Investment Projects	0	85,880		85,880	(3)
	Disability Shortbreaks Funding	0	10,580		10,580	
	Slippage from 2014/15	0	18,500		18,500	(2)
	S106 Contribution re: Carr Brook Trim Trail	0	15,000		15,000	
	<b>Health, Environment &amp; Neighbourhoods</b>	<b>208,360</b>	<b>145,270</b>	<b>(151,030)</b>	<b>202,600</b>	
	Play area improvements - 2013/14 Investment	100,000		(100,000)	0	
	2013/14 New Investment Projects	6,340		(6,340)	0	
	2014/15 New Investment Projects	0	14,880		14,880	(3)
	Slippage from 2013/14	45,010		(45,010)	0	
	North West in Bloom	0	40,000		40,000	
	Redrow Funding for Gas Cowsls at Gillibrands	0	16,830		16,830	
	Astley Hall Works of Art	5,840	40		5,880	
	Allotment Development	10,830		(10,830)	0	
	Maintenance of Grounds	62,200	10,000		72,200	
	<b>Streetscene &amp; Leisure Contracts</b>	<b>230,220</b>	<b>81,750</b>	<b>(162,180)</b>	<b>149,790</b>	
	Planning Appeal Costs	47,830		(8,700)	39,130	
	Government Grants (Personal Searches)	34,350		(34,350)	0	
	Local Development Framework	0			0	
	<b>Planning</b>	<b>82,180</b>	<b>0</b>	<b>(43,050)</b>	<b>39,130</b>	
	<b>Public Protection, Streetscene &amp; Community</b>	<b>520,760</b>	<b>227,020</b>	<b>(356,260)</b>	<b>391,520</b>	
	<b>Directorate Reserves</b>	<b>2,710,190</b>	<b>1,469,400</b>	<b>(1,551,640)</b>	<b>2,627,950</b>	
	<b>Earmarked Reserves</b>	<b>5,276,560</b>	<b>2,379,450</b>	<b>(1,791,860)</b>	<b>5,864,150</b>	
	<b>Total Reserves - General and Earmarked</b>	<b>7,465,480</b>	<b>2,478,190</b>	<b>(1,791,860)</b>	<b>8,151,810</b>	
<b>Provisions</b>						
Insurance Provision	Potential MMI clawback	20,780	7,010	(8,250)	19,540	
Other Provisions	Asda re: land at Bolton Street	10,000		0	10,000	
	<b>Total Provisions</b>	<b>30,780</b>	<b>7,010</b>	<b>(8,250)</b>	<b>29,540</b>	

**Notes:**

- (1) Closing General Fund Balance as at 31 March 2015.
- (2) Slippage from 2014/15 total £423,900. Please see Appendix 2 for itemised list.
- (3) New Investment Projects total £674,060 and listed in Appendix 3.

**Business Rates Retention 2014/158 - comparison of provisional outturn to budget and forecast outturn**

Line	Description	Budget 2014/15 £	Forecast Outturn £	Provisional Outturn £	Variance from Budget £	Comments
1.	Chorley Council share of net rates income (before Tariff and Levy deductions)	10,796,680	10,880,900	10,996,540	199,860	Net rates income greater than estimated; and contributions to bad debts and appeals provisions lower than estimated.
2.	Actual transfer to General Fund	10,796,680	10,796,680	10,796,679	(1)	
	<b>Chorley share of (Surplus)/Deficit</b>	<b>0</b>	<b>(84,220)</b>	<b>(199,861)</b>	<b>(199,861)</b>	
	<b><u>Postings to General Fund 2014/15</u></b>					
3.	Chorley retained rates from above	10,796,680	10,796,680	10,796,679	(1)	
4.	Less Tariff to Central Government	(7,645,640)	(7,645,640)	(7,645,636)	4	
5.	Sub Total	3,151,040	3,151,040	3,151,043	3	
6.	Less levy payment to Central Government	(619,580)	(626,350)	(662,832)	(43,252)	Levy increases because of increased net rates compared to budget.
7.	Add S31 Grant for SBRR/Autumn Statement reliefs	752,580	630,750	646,028	(106,552)	Grant entitlement reduced because of lower than estimated relevant reliefs.
8.	Budgeted share of deficit from 2013/14	(66,050)	(66,050)	(66,046)	4	
9.	<b>Total BRR-related resources 2014/15</b>	<b>3,217,990</b>	<b>3,089,390</b>	<b>3,068,193</b>	<b>(149,797)</b>	
10.	Transfer to Business Rates Retention Reserve	(502,940)	(374,340)	(353,134)	149,806	Transfer to BRR Reserve reduced to offset increase in levy and reduction in S31 Grants.
11.	<b>Resources after transfer to BRR Reserve</b>	<b>2,715,050</b>	<b>2,715,050</b>	<b>2,715,059</b>	<b>9</b>	

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## Capital Programme 2014/15 - 2017/18

	2014/15 Q3 Forecast	2014/15 Outturn	2014/15 Variance	2015/16 Q3 Forecast	2015/16 Current Forecast	2015/16 Variance	2016/17 Q3 Forecast	2016/17 Current Forecast	2016/17 Variance	2017/18 Q3 Forecast	2017/18 Current Forecast	2017/18 Variance	2014/15 to 2017/18 Current Forecast	2014/15 to 2017/18 Variance
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Regeneration Programme</b>														
Market Street Redevelopment	1,000	130	(870)	0	70	70	0	0	0	0		0	200	(800)
Other Regeneration Projects	0	0	0	0	0	0	0	0	0	0		0	0	0
Car Park Resurfacing	411	424	13	0	0	0	0	0	0	0		0	424	13
Market Street Refurbishment (98-102)	55	68	13	0	0	0	0	0	0	0		0	68	13
Asset Improvement Programme	115	126	11	196	196	0	200	200	0	200	200	0	722	11
Bengal Street Grant	0	0	0	40	40	0	0	0	0	0		0	40	0
Chorley Youth Zone	182	182	0	118	118	0	0	0	0	0		0	300	0
Chorley East Health Centre	0	0	0	1,759	1,759	0	4,988	3,518	(1,470)	1,759	1,759	0	7,036	(1,470)
HR Management System	0	0	0	0	0	0	0	0	0	0		0	0	0
Chorley Market Gazebos	0	0	0	0	0	0	0	0	0	0		0	0	0
Electoral Registration	12	8	(4)	0	4	4	0	0	0	0		0	12	(0)
<b>Affordable Housing Projects</b>														
St George's Street	272	272	(0)	0	0	0	0	0	0	0		0	272	(0)
Halliwel Street	77	77	0	0	0	0	0	0	0	0		0	77	0
Beaconsfield Terrace	27	28	1	0	0	0	0	0	0	0		0	28	1
Chapel Lane	9	9	0	0	0	0	0	0	0	0		0	9	0
Housing Renewal - Acquisition of 2 Thirlmere Road	100	97	(3)	0	0	0	0	0	0	0		0	97	(3)
Disabled Facilities Grant	405	405	(0)	420	420	0	0	0	0	0		0	825	(0)
Cotswold House Improvements	678	684	6	31	25	(6)	0	0	0	0		0	709	0
Bengal Street Depot Accommodation	0	0	0	75	75	0	0	0	0	0		0	75	0
Home Energy Repair Grants	0	0	0	0	0	0	0	0	0	0		0	0	0
Climate Change Pot	7	0	(7)	0	7	7	0	0	0	0		0	7	0
IT projects	22	0	(22)	0	22	22	0	0	0	0		0	22	0
Unified Intelligent Desktop	0	0	0	0	0	0	0	0	0	0		0	0	0
Astley Hall & Park Development - New Investment	505	395	(110)	574	676	102	0	0	0	0		0	1,072	(8)
Adlington Play Facilities (s106)	215	211	(4)	0	4	4	0	0	0	0		0	215	0
Big Wood Reservoir	12	0	(12)	0	12	12	0	0	0	0		0	12	0
Clayton Brook Village Hall Extension	3	4	1	127	127	0	0	0	0	0		0	131	1
Eaves Green Play Development (s106)	180	74	(106)	0	106	106	0	0	0	0		0	180	(0)
Leisure Centres Improvements	17	21	4	275	271	(4)	75	75	0	75	75	0	442	0
Play Areas - 2013/14 Investment (Years 2 and 3)	0	0	0	200	200	0	0	0	0	0		0	200	0
Play Area and Playing Pitch S106	188	0	(188)	0	188	188	0	0	0	0		0	188	0
Play & Recreation Fund (s106) [BUTTERMERE]	34	0	(34)	0	34	34	0	0	0	0		0	34	0
Ranglets Recreation Ground (s106)	635	180	(455)	0	455	455	0	0	0	0		0	635	(0)
Recycling receptacles (bin replacement)	195	185	(10)	75	85	10	115	115	0	115	115	0	500	(0)
Buckshaw Village Cycle Network (s106)	11	11	0	0	0	0	0	0	0	0		0	11	0
Buckshaw Village Rail Station (s106)	0	0	0	726	726	0	0	0	0	0		0	726	0
Eaves Green Link Road - contbn to LCC - (s106)	0	0	0	0	0	0	0	0	0	0		0	0	0
Highway Improvements Pilling Lane Area (s106)	0	0	0	0	0	0	0	0	0	0		0	0	0
Puffin Crossing Collingwood Letchworth (s106)	0	0	0	48	48	0	0	0	0	0		0	48	0
Yarrow Valley Country Park Reservoir Work	2	2	0	0	0	0	0	0	0	0		0	2	0
Croston Flood Prevention Scheme	0	0	0	1,100	1,100	0	0	0	0	0		0	1,100	0
Delivery of CCTV provision	0	0	0	84	84	0	0	83	83	83	83	0	250	83
People & Places Vehicles (Neighbourhood Vans)	0	48	48	0	0	0	0	0	0	0		0	48	48
Carr Brook Trim Trail	15	9	(6)	20	26	6	0	0	0	0		0	35	(0)
Union Street Play Area (S106)	0	0	0	10	10	0	0	0	0	0		0	10	0
Coronation Recreation Ground (s106)	0	0	0	12	12	0	0	0	0	0		0	12	0
<b>New Investment</b>														
Buckshaw Community Centre	0	0	0	600	600	0	0	0	0	0		0	600	0
Recycling Lives - Depot split	0	5	5	120	115	(5)	0	0	0	0		0	120	0
Yarrow Valley Car Park	0	0	0	225	225	0	0	0	0	0		0	225	0
Deliver Improvement to Market Street	0	0	0	1,000	1,000	0	0	0	0	0		0	1,000	0
Contribution to Youth Zone	0	0	0	1,000	1,000	0	0	0	0	0		0	1,000	0
Recreational Strategy	0	0	0	170	170	0	0	0	0	0		0	170	0
Land Assembly	0	0	0	250	250	0	0	0	0	0		0	250	0
<b>Total Capital Programme</b>	<b>5,383</b>	<b>3,655</b>	<b>(1,728)</b>	<b>9,255</b>	<b>10,258</b>	<b>1,003</b>	<b>5,378</b>	<b>3,991</b>	<b>(1,387)</b>	<b>2,232</b>	<b>2,232</b>	<b>0</b>	<b>20,135</b>	<b>(2,112)</b>

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**REPORT OF OVERVIEW AND SCRUTINY**

1. This report summarises the business considered at the meetings of the Overview and Scrutiny Committee on 16 April 2015, the Overview and Scrutiny Performance Panel on 22 June and the work to date on the Task Group relating to Public Transport Issues in Chorley.

**OVERVIEW AND SCRUTINY COMMITTEE – 16 APRIL 2015****Scrutiny of the Chorley and South Ribble Community Safety Partnership**

2. We received a report on the scrutiny of the Chorley and South Ribble Community Safety Partnership to enable the Committee to undertake its statutory duty under the Crime and Disorder (Overview and Scrutiny) Regulations 2009 to determine if local community safety issues were being dealt with effectively.
3. Chorley and South Ribble Community Safety Partnership consists of a number of key agencies that form a statutorily determined Responsible Authorities Group (RAG). In previous years this Group met on a quarterly basis to oversee the delivery of the partnerships strategic assessment. However, the decision was taken in 2014, that in an effort to increase partner's capacity, the number of meetings would be reduced to one single meeting per year with the ability to call an extraordinary meeting as necessary.
4. An annual open meeting and conference was held in October 2014 and many members of the Overview and Scrutiny Committee attended to experience at first hand the new arrangements and actively participate in the process. The conference was well attended by over 40 people who represented a wide and varied cross section of partner agencies, Ward Members, County Councillors and the Voluntary, Community and Faith Sector and resulted in the production of the Partnership Plan for 2015/16, identifying the five main strategic priorities that would be delivered by the Officer Working Group (OWG) over the forthcoming year.
5. Prior to the annual conference taking place a web based public consultation was undertaken seeking public views on what broad areas of community safety the Partnership should be addressing that provided limited responses from 12 people across both Chorley and South Ribble areas and their responses were provided within the report for information. Although this was a small number it was still an increase on involvement by the public in previous years with extremely poor attendances at specially arranged public meetings.
6. A number of representatives were in attendance at the scrutiny meeting to offer their views and experiences of the new arrangements that included:
  - Mark Gaffney – South Ribble Council (Chair of the Chorley and South Ribble Partnership)
  - Chief Inspector Tracie O'Gara – Lancashire Constabulary
  - Phil O'Donnell – Lancashire Probation Service
  - Bridget Cheyne – Voluntary, Community and Faith SectorCouncillor Paul Walmsley – Executive Member for Public Protection (Chorley Council) had been unable to attend but provided a written response on his view of the new arrangements.
7. It was the general consensus of the Partnership that the new arrangements were an improvement on the previous regime, although it was recognised that further improvements could be made around public engagement. The web based consultation used to engage the public in the process had been more successful than previous years where the public had been invited to an open meeting. The public consultation and conference provided an opportunity for representatives, partners and the

public to identify more local issues which appeared to fit with the overall strategic themes that the Partnership were seeking to address which are, Domestic Abuse, Road Safety, Child Sexual Exploitation, Counter Terrorism and Anti-Social Behaviour and Hate Crime.

8. The delivery of the Partnership's Plan is driven by the Officer Working Group and the representatives present explained what is happening across a range of organisations to address these issues. There was good partnership working arrangements that existed across the partners and projects were undertaken in a programmed way agreed by all. We also discussed the importance of improving the sharing of intelligence based information. Work was needed to overcome barriers to data sharing and better use of intelligence that different organisations hold about vulnerable people in order to target support where is most needed.

#### **Select Move – First Monitoring Report**

9. The Committee received the first monitoring report informing them of progress made against the recommendations of the Task Group review into the Select Move Choice Based Lettings scheme, of which the Council is a member along with nine Registered Providers of social housing.
10. The number of Chorley households on the Housing Register has fallen over the last two years and whilst the fall in number was mainly due to changes in the Allocations Policy, the increased number of lets in Chorley has also helped. The task group had identified some areas of Select Move that could be improved upon and with the implementation of the refreshed Allocations Policy and software system upgrade, there have been, and will be ongoing improvements for the customer interface and experience.

#### **Private Rented Sector Housing Inspection Programme Review – Second Monitoring Report**

11. The Committee received the second monitoring report informing them of progress made against the recommendations of the Task Group review into Private Rented Sector Housing Standards Inspections. The levels of complaints directly from tenants is historically low and as a result the Council had identified that in order to improve housing standards in the private rented sector, a different approach was required to engage with both tenants and landlords.
12. A protocol for data sharing has been drawn up with the housing benefits team and procedures are being finalised. This will greatly improve the existing property database and enhance the team's ability to target this particular housing sector. It is anticipated that the new arrangements with Housing Benefits will ensure that targets are achieved.
13. The proactive housing inspection scheme has also recently been re-branded as the Council's 'Healthy Homes Scheme' and the Council launched a media campaign to target the link between health and housing standards and information will be placed in GP surgeries, Health centres and pharmacies across the borough. Social media and traditional press releases will also support the campaign to raise awareness for tenants and landlords.

#### **Adoption of Estates Review – Second Monitoring Report**

14. The Committee received the second monitoring report informing them of progress made against the recommendations of the Task Group review into the Adoption of Estates in Chorley. The final report of the Overview and Scrutiny Task Group considering the Adoption of Estates was presented to Executive Cabinet on 20 June 2013, and detailed fourteen recommendations, all of which were agreed by the Executive Cabinet in their response in October 2013.

15. The report set out each of the recommendations made and gave an update on progress made against each one. It was generally accepted by the Committee that Chorley could expect to see rewards for current efforts being made in the next five years. Many of the existing schemes now have agreed schedules and gradually areas are starting to be adopted across the borough, especially on the Gillibrand and Buckshaw Village estates.
16. The culture of partnership working has been one of the biggest development areas and massive improvements have been achieved, working together more effectively even amid personnel changes at Lancashire County Council. The Director of Public Protection, Streetscene and Community commented that he had been disappointed at the level of information that had been provided at the recent Neighbourhood Working meetings and promised that this would be improved upon at future meetings. It was also agreed that a further monitoring report be brought to the Overview and Scrutiny Committee in six months' time.

### **Chorley BIG Grant Funding Scheme**

17. At my request, the Committee received a report informing us of funding allocated to businesses under the Chorley Business Investment Growth (BIG) scheme. Chorley Council currently provides a diverse range of support services to local businesses to deliver its key commitment of 'Developing a Strong Local economy'. The Chorley Investment for Growth (BIG) capital grant scheme assists local companies to expand and create jobs. This compliments existing Council and partners grant schemes in providing financial support for capital expenditure to businesses with growth ambitions.
18. The funds support small and medium sized enterprises (SMEs) who are planning to invest in the range of activities detailed above. An SME is a company which employs fewer than 250 persons (full time equivalent), and has a turnover of less than 50 million Euros and/or has an annual balance sheet of less than 43 million Euros. No more than 25% of the company's capital or voting rights may be held by a parent company which is not itself an SME. Businesses can apply for 50% of total eligible project costs up to a maximum of £10,000. Grants are based on £2,000 per job created but ultimately the grant scheme aspires to achieve far greater job creation than this level.
19. The Chorley BIG grant payments are phased, with all payments being paid to businesses once the works have been completed or equipment purchased and grant assistance is conditional on receiving business advice and support from the Council's Business Advisor whose remit is to support existing businesses.
20. The 'Community Repayment' requires applicants to provide payback to the value of 50% of the grant received to local community registered charities or social enterprises. This can be offered in either goods or services provided by the applicant or as a time value to allow businesses to share their expertise with local organisations.
21. Since the start of the grant scheme nine Chorley BIG grants have been approved to a total of £72,302. 15,016 square feet of floor space will be improved or developed and 51 jobs forecasted to be created. The Chorley BIG grant scheme will continue into 2015/16 with additional funding agreed through the budget allocation process.

**OVERVIEW AND SCRUTINY PERFORMANCE PANEL****Performance Focus: Time Credits**

22. The Committee welcomed Councillor Beverley Murray, Executive Member for Community Services to the meeting who was attending to answer questions on the performance focus topics. We also received a report on the Time Credit project and the progress made against the delivery of the Play, Open Spaces and Playing Pitch Strategy.
23. Councillor Murray gave an overview of the Time Credits scheme which is a three year programme funded by the Council and is a positive and proactive means of encouraging and developing volunteering effort to benefit local communities. Work undertaken in year one had focussed on existing groups to build up the service and encourage already established organisations to sign up, year two was concentrating on embedding the process into service delivery and encouraging new organisations and volunteers to engage. The programme has generated positive outcomes for users and although growth has slowed in the second year performance has been consistently good and exceeded targets, particularly in comparison to the national scheme with Chorley being notably higher, with 72% of Chorley Time Credit volunteers giving their time at least once a week.
24. Time Credits has opened many opportunities for people to get involved in new activities and people now regularly do things that they didn't do before. The scheme has incentivised its members to start new community groups and it helps people to adopt healthier lifestyles and improves physical and mental wellbeing. The Time Credits Facilitator, Angela Barrago spends most of her time out in the community promoting the scheme and encouraging people to get involved and the Panel felt that all Elected Members of the Council should be encouraged to be actively involved with the scheme, to help promote engagement within their neighbourhoods.

**Performance Focus: Play, Open Spaces and Playing Pitch Strategy:**

25. The Play, Open Space and Playing Pitch strategy 2013 – 2018 had been approved and formally adopted by the Executive Cabinet in September 2014. The Strategy provides a five year action plan to protect, manage, enhance and secure sites and identifies deficiencies and future priorities.
26. The first year of delivery was now complete and it was considered appropriate to review the progress of actions and outcomes to date. The Panel were provided with a list of actions that had commenced in October 2014 and were updated on the details and progress made. Some works, for example the Westway playing pitches had been identified within the strategy but were planned to commence later and some timescales for delivery had been revised compared to the dates originally identified in the strategy.
27. It was reported that Section 106 money that had already been identified to support the Strategy was nearer to £1M but that the majority of this funded was allocated to specific projects. The strategy highlighted sites which were low quality and low value. Housing developers are asked to allocate S106 to the nearest lowest scoring site to the development. Much of the strategy will be funded via future development in the Borough as well as Council funds and external funding. Around £170K of current funding was money that would have previously funded the play and recreation fund that parish councils could bid for, however, as the planning laws on how this money was to be received and spent in the future had changed, the Council were exploring how best to allocate this money against the remainder of works that had been prioritised in the Strategy. A report outlining the options would be considered at a future Executive Cabinet meeting.

28. Members felt that the absence of bowling green provision was a major oversight in the Strategy and asked if the Council had assessed the need for demand across the borough. Some of the existing provision had either closed or was under threat of closure and members felt that this could be something that the Council could help to support. Bowling greens had not been included within the strategy as they are mainly privately owned but there was an acceptance that the Council could do more and it was agreed that the Council would undertake a register of bowling facilities and work with existing clubs to prevent closure. The Councils neighbourhoods teams and PCSO's were working together to combat vandalism issues on the Tatton and Coronation Recreational grounds bowling greens.
29. The Panel also discussed allotment provision across the borough. A lot of work had been undertaken to try to address demand and Chorley is one of the top performing providers in Lancashire. The waiting list has been refreshed to ensure it is up to date and the terms and conditions of the leases are more strenuously enforced. Some sites that had been identified have been found to be unsuitable; however two new sites, Ranglett's Recreational Ground in Chorley and St. Oswald's in Coppull have recently been developed. Councillor Murray explained that the Council are willing to undertake any investigatory grounds work to assess suitability on any suggested sites.

### **Organisational Plan 2015/16**

30. We received the single organisational business plan for 2015/16 that reviewed the programme of projects that would be delivered over the coming year. The Plan pulled all the Council's key activity into a single programme that focused on the administrations strategic priorities, encouraging ownership and accountability, increasing viability and promoting cross cutting working.
31. All the projects within the 2013/14 organisational plan had been reviewed and were either complete or a revised completion date had been identified. A small number of projects had been carried forward into 2015/16 due to the scale or complexity of work that included:
- Single Front Office
  - Astley 20:20
  - Friday Street Health Centre
  - Youth Zone
  - Play, Open Space and Playing Pitch Strategy (specific actions)
32. There are a total of 58 projects in the organisational plan for 2015/16, 18 are corporate strategy projects, of which 10 have attached budget investment, 23 are budget investment work streams and 15 business improvement projects. A brief overview of each project was provided within the plan.
33. The SharePoint based MyProjects system has now been adopted across the organisation as the primary tool for the day to day management and monitoring of all actions and projects and Members were urged to log into the system to monitor the detailed milestones and timescales. A revised list of local performance measures have also been developed to support the delivery of the plan and indicators selected to give an accurate picture of the organisations performance whilst ensuring ease of reporting.

**Overview and Scrutiny Task Group – Public Transport Issues**

34. The Group has met on several occasions and considered a wide range of issues that has included exploring community and rural transport schemes and the new criteria for subsidised bus services. The group recently met with representatives from Transport for Greater Manchester who came to talk about the work being undertaken on transport through the Combined Authority. It is expected that the final report on the review will come to Committee in October.

**Recommendation**

35. To note the report.

COUNCILLOR JOHN WALKER  
CHAIR OF OVERVIEW AND SCRUTINY COMMITTEE

DS

# Scrutiny Reporting Back

Chorley Council's Annual Report on Overview and Scrutiny in 2014/15



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### 1. MEMBERSHIP OF OVERVIEW AND SCRUTINY COMMITTEE



**Councillor John Walker**  
**Chair of Overview and Scrutiny Committee 2014/15**



**Councillor June Molyneaux**  
**Vice Chair of Overview and Scrutiny Committee 2014/15**

Councillors Eric Bell, Julia Berry, Charlie Bromilow, Doreen Dickinson, Robert Finnamore, Margaret France, Mike Handley, Mark Jarnell, Matthew Lynch, Greg Morgan, Alistair Morwood and Kim Snape



## 2. INTRODUCTION BY THE CHAIR AND VICE CHAIR OF OVERVIEW AND SCRUTINY COMMITTEE

2014/15 has been a busy year for Overview and Scrutiny with the Committee undertaking a varied and extensive Work Programme and Two task group reviews. We welcomed Councillor John Walker who had been appointed as the new Chair and Councillor June Molneaux took the Vice Chair. We also welcomed several new members to Overview and Scrutiny and Lesley-Ann Fenton, Director of Customer and Advice Services taking a Lead Director role in the work of overview and scrutiny.

At the start of the year, the Committee undertook some valuable scrutiny training. It has been a while since we undertook any scrutiny training so this session was a refresher for all Councillors and covered, how to prepare for reviews, how to choose topics for investigation, planning and developing questions, innovative ways of collecting evidence and making recommendations effective.

The training programme had been tailored to provide members with an opportunity of discussing different ways in which the Committee could effectively scrutinise the Executive. It was agreed that better scrutiny of the notice of executive decisions could highlight areas of interest and further information sought before decisions are taken.

Members of the administration could also seek further details or influence the decision of all Cabinet reports, at its Informal Cabinet meetings which take place before the items are determined by the Executive at Cabinet meetings, and the call-in procedure could be implemented by any Member that felt a decision had been an incorrect one.

Our dedicated Performance Monitoring Panel, consisting of six Councillors met quarterly to monitor the Councils Business Plan performance, along with a focus on a number of different service issues that included, streetscene services, customer dis-satisfaction, Market Walk shopping centre and the newly formed Chorley Public Service Reform Board.

We still continue to receive six monthly monitoring reports following the Executive's response on the implementation of outcomes and measure success from past scrutiny reviews that this year have included:

- **Health Impact Assessments** – We received the Executive's response to the final report that accepted all seven recommendations of the task group. A review of the toolkit had already been undertaken and the assessment criteria in relation to health and wellbeing had been amended to reflect the priorities of both the Lancashire Health and Wellbeing Board and the local Health and Wellbeing Partnership. Training of all key officers and elected members was also scheduled to take place.
- **Adoptions of Estates** – Many of the existing schemes now have agreed schedules and gradually areas are starting to be adopted across the borough, especially on the Gillibrand and Buckshaw Village estates. The culture of partnership working has been

one of the biggest development areas and massive improvements have been achieved, working together more effectively even amid personnel changes at Lancashire County Council.

- **Select Move** – The task group had identified some areas of Select Move that could be improved upon and with the implementation of the refreshed Allocations Policy and software system upgrade, there have been, and will be ongoing improvements for the customer interface and experience.
- **Private Rented Housing** – The implementation of a Housing Standards Enforcement Policy that sets out the process for inspection and enforcement. The proactive housing inspection scheme has also recently been re-branded as the council's 'Healthy Homes Scheme' and the Council announced a media campaign to target the link between health and housing standards and information will be placed in GP surgeries, health centres and pharmacies across the borough.

This year the Committee has undertaken two reviews:

A review of Neighbourhood Working was suggested by the Chair and Vice Chair of the Committee as the new arrangements had been in place since a review of the neighbourhood working model in 2012.

The Committee undertook a review of Public Transport Issues in Chorley in response to complaints from constituents across the borough with regards to reduced services particularly for those residents that lived in the more rural areas of Chorley.

We also received the final report of the scrutiny review undertaken by Lancashire County Council at our request on the proposed changes to the Disabled Facilities Grant Funding for 2015/16 and concluded the review of CCTV provision and infrastructure in Chorley.

### 3. CHALLENGING PERFORMANCE

Our dedicated Performance Panel focused on the performance elements of scrutiny and considered all monitoring information. Scrutinising performance is a key role for scrutiny and one of the benefits to the dedicated resource is that a smaller number of Members are able to drill down to the detail in key areas and adopt some consistency in approach.

The Performance Panel for 2014/15 consisted of the following Membership:

Councillor John Walker – Chair  
Councillor June Molyneaux – Vice Chair  
Councillor Julia Berry  
Councillor Mark Jarnell  
Councillor Greg Morgan  
Councillor Alistair Morwood

The Panel has met four times in the last 12 months and has considered the Council's Corporate Strategy key projects and monitoring and the Council's Organisational Improvement Plan that captures all the directorate and service level business improvement plans.

Each meeting also considered an additional performance focus, were we looked at particular areas of concern or poor performance and the relevant Executive Member was invited to attend. The areas of focus are summarised below:

### **3.1 STREETSCENE SERVICES**

**(Councillor Adrian Lowe, Executive Member for Streetscene Services attended)**

Members had expressed an interest in scrutinising the performance of Streetscene Services, with a particular focus on grounds maintenance, street cleansing and parks and open spaces. We were presented with a report which gave key performance indicators for Streetscene Services and summarised project delivery, budget investment, modernisation and customer satisfaction information.

Councillor Adrian Lowe also answered Members questions in the following areas:

- Performance - the implementation of new IT systems to tackle underperforming performance indicators and promotion of the use of My Account to register and monitor service requests and issues.
- Project Delivery - the prioritisation of the 35 neighbourhood projects and how capacity is managed by staggering delivery throughout the year.
- Budget Investment – the erection of the new litter bins with larger capacity across the borough had received good feedback although due to issues around adoption, the siting of the litter bins was proving complicated in the Buckshaw area.
- Modernisation - the need to either cut grass more frequently or to collect the cuttings whilst mowing grassed areas. Both of these issues had cost implications and the Council would look at hotspot problem areas.
- Customer Satisfaction - IT solutions and calling cards were in place to improve this and the Council were analysing customer feedback to identify particular themes or recurrent issues.

### **3.2 CUSTOMER DISSATISFACTION**

**(Head of Customer and Advice Services and Head of Policy and Communications attended)**

Ensuring that customers are satisfied with the services they receive from the Council is a high priority for the authority. The Council measures satisfaction in a number of ways including a comprehensive resident's survey every few years that captures residents' views on levels of satisfaction of the quality of life in their local area and of the Council and its services, together with a monthly survey which seeks feedback from customers on specific services they have requested from the Council.

A target of less than 20% had been set to measure customer levels of dissatisfaction with the services that they receive from the Council. This target reflected the Council's ambitious approach in continually improving its services and levels of customer satisfaction. The latest figures taken at the end of August reported current performance levels at 22.6% which indicated that the figures continued to fall and officers were confident that their target could be achieved.

My Account had been launched to enable customers to track the progress of their requests 24/7 via the website and contractors such as Veolia had been issued with mobile devices to enable them to provide up to date progress on customer requests.

There had also been an internal communications drive for all staff to get back to the customer within two working days. Customer dis-satisfaction levels are available via the Loop and articles appear on a regular basis reminding all staff of the importance of customer call backs. And everyone within the authority can use the My Tasks system to assess the current status of any request. Work is progressing to ensure that the same standards are implemented across all services, whether by email, phone or face to face.

### **3.3 MARKET WALK**

**(Councillor Peter Wilson, Executive Member for Resources attended)**

The Market Walk shopping centre had been purchased by the Council on 29 November 2013 to help support the Council's priorities in developing a vibrant town centre. The purchase enabled the Council to have greater control and influence over the future development of the town centre and would improve opportunities to implement Economic Development Strategies and the Town Centre Masterplan over the long term. In addition the purchase supported the Council's Medium Term Financial Strategy by providing an additional income stream which the Council could use to further invest in the Town Centre.

Following a review of the arrangements after the first 12 months, the Executive Cabinet agreed proposals to bring the operational and financial management of Market Walk in house at the end of the contract in 2015. In addition, work has been undertaken to look at the feasibility of a range of options for extending Market Walk.

It was reported that expected income from the 35 units within the centre would not only cover the loan repayments, but also bring in an additional income of at least £400,000 a year. The Market Walk centre has also been rebranded to demonstrate the change in ownership and in the summer the Council took on full responsibility for the marketing and promotion work. Since then work had also been undertaken to improve the number of events to increase footfall to the mall.

Overall the Council was happy with its decision to purchase the Market Walk shopping centre and had been pleased with the additional income generated over the past 12 months. There was greater confidence going forward in facilitating the actual management of the centre and had plans are in place to develop the asset in the future.

### **3.4 CHORLEY PUBLIC SERVICE REFORM BOARD**

**(Councillor Alistair Bradley, Executive Leader attended)**

The Chorley Partnership had changed to become the Chorley Public Service Reform Board. This was to focus the partnership on a collaborative approach to transforming public services. Whilst being ambitious, this has enabled the Board to move from a traditional 'local strategic partnership' approach and structure, to one that has real focus and objective on improving services for the residents of Chorley by bringing together leaders from across public services that will consider how they can make changes within their organisations to improve quality and access of services.

The Board is chaired by the Leader and members of the board include, Chorley Council, Lancashire County Council, Lancashire Fire and Rescue Services, Lancashire Constabulary, Lancashire Teaching Hospital, Chorley and South Ribble CCG, Lancashire Care NHS Trust, VCFS Network, Live Well Champion, Age UK Lancashire, Department for Work and Pensions, Runshaw College and a business representative from Porter Lancastrian.

The Board operates to a terms of reference with its key objective being to work together to ensure high quality public services with the best outcomes and value for residents and provide better coordinated and integrated services which are intelligence led and would be delivered through an annual work plan consisting of three enabling workstreams (data sharing, assets and commissioning) it was thought that if the Board could deliver some agreements and improvements in these areas, it would lay the foundations for future integration and joint working.

#### **4. KEY MESSAGES FROM SCRUTINY TASK GROUPS IN 2014/15**

##### **4.1 NEIGHBOURHOOD WORKING – Chaired by Councillor June Molyneux**

The Scrutiny inquiry into Neighbourhood Working had been chosen by the Overview and Scrutiny Committee as the new arrangements had been in place since a review of the neighbourhood working model in 2012. It was intended that the new neighbourhood working arrangements should start to transcend all Council delivery and integrate with Council and partners services and Members were tasked to provide the evidence that this was starting to take place.

The Council had recently developed a Civic Pride Campaign and were currently reviewing how to promote this work effectively. Members felt that Civic Pride should be integrated fully into the Neighbourhood Working regime and Members should be engaged in all aspects of Civic Pride so we took this opportunity to explore how this could be improved upon.

The success of Neighbourhood Working is not totally reliant on the Council so it was important that we consulted with existing stakeholders to understand their strength of engagement and to explore better ways of working together in partnership.

The review identified that strengthening partnership working was key to the successful implementation of a neighbourhood working regime which was embedded throughout all communities across the borough. Partnership structures brought together agencies, such as the police, council, housing associations and others to tackle problems that no single agency could solve alone. Problems could be solved by using local knowledge gained through experience, talking to local people and front-line workers, as well as being 'out and about' in the neighbourhoods.

The feedback from parish councils, community groups and organisations involved in Neighbourhood Working was generally positive with regards to the current approach being taken to implement and develop neighbourhood working.

There was recognition by the Group that communication on the delivery of projects and activities in the neighbourhood areas to all interested parties could be improved upon along with a view that networking and the sharing of best practices between Voluntary Community and Faith Sector (VCFS) groups across the borough could be developed further. This work was not solely reliant on the Council as engagement with residents by Parish Councils, community groups and members varied across the neighbourhood areas and a view was taken that these stakeholders, especially Parish Councils and District Council members could be more pro-active in their approach particularly when nominating projects to be considered at the neighbourhood area meetings.

#### **4.2 PUBLIC TRANSPORT ISSUES IN CHORLEY – Chaired by Councillor Robert Finnamore**

The review of public transport issues in Chorley is still currently underway. The Group have undertaken consultation on the proposed new criteria of Lancashire County Council for subsidised bus services, researched rural bus schemes that operate elsewhere in the country, sought to clarify and understand issues with those providers of trains that service Chorley and consulted with parish councils to understand current bus provision and where improvements can be made. The Group aims to complete the review shortly and present its final report to Overview and Scrutiny Committee in October.

#### **4.3 DISABLED FACILITIES GRANT FUNDING**

We received for information, the final report of the Disabled Facilities Grant Funding review that had been undertaken by Lancashire County Council following a request made by this Committee in January 2014. Councillor Julia Berry had been appointed to the Committee to represent Chorley and both officers and councillors had attended and contributed to a workshop that scoped the review.

The review included assessment of the funding allocation process, consistency of approach across the county, different ways of working, member involvement and enhancing their role.

A number of recommendations had been identified that included:

- The development of a single consistent approach to the delivery of Disabled Facilities Grants across Lancashire.
- Commitment from the Chief Executives of the 12 Lancashire District Councils and Lancashire County Council to work in partnership with Clinical Commissioning Groups to redesign the system to deliver an integrated service across Lancashire
- Areas of best practice identified, acknowledged and shared across the different aspects of the system.

The Director of Customer and Advice Services for the Council commented that Chorley was one of the districts that had good working practices already in place and applications were dealt with efficiently.

#### **4.4 CCTV PROVISION AND INFRASTRUCTURE – Chaired by Councillor Robert Finnamore**

We concluded the review of CCTV Provision and Infrastructure in Chorley that had commenced the year before. Following the consideration of a report of the Director of People and Places on the Chorley's CCTV service the Overview and Scrutiny Committee had asked the Task Group to undertake a scrutiny inquiry to look at CCTV provision in more detail.

Chorley Council's closed circuit television system (CCTV) is solely owned and operated by the Council and comprises a number of overt cameras located across the Chorley borough area. The infrastructure has been in place for 18 years with some upgrades and improvements to equipment during that time but is essentially analogue based whereas current technology has moved to a digital format.

There are three main areas to the system:

- CCTV suite with monitored screens
- Recording capability for images
- Image capturing hardware – cameras

Improvements over recent years have been to partially digitise recording capacity which is now at full capacity; upgrading of monitoring screens; and the replacement of some cameras when irreparable or

requiring excessive maintenance. Present monitoring operating times meet current periods of high demand and are regularly reviewed based on crime and other intelligence data. This element of the service has been the subject of a recent internal audit and several management actions arising out of the review have been implemented.

Overall there was significant support for the provision a CCTV service from key partners such as police; from public response to a consultation; from local town centre businesses and Parish Councils and the Group were satisfied that they had received the appropriate data that was required to evidence the continued need for CCTV in Chorley.

After considering the information obtained during the review of Chorley Council's CCTV service, the Overview and Scrutiny Committee concluded that the provision of CCTV plays an integral role in the tackling of Crime and Antisocial Behaviour. Evidence suggests that Chorley Council's CCTV is a key tool which supports the reporting, detection and prosecution of crime and antisocial behaviour which occurs across the Borough. Additionally the results of a resident survey commissioned as part of the review, shows that for the majority of residents, the presence of CCTV makes them feel safe. It is evident that CCTV proves useful in helping to safeguard vulnerable residents, including those who go missing from home.

The Executive have agreed to set aside a significant sum for the upgrade of the Council's CCTV infrastructure and at a full Council meeting Members decided to accept the recommendations which included investing £250,000 from the capital budget to fund the upgrading of the existing CCTV provision and its maintenance over the next three years. New guidance was also available and the siting of the cameras would be re-evaluated based upon need. The Council are currently conducting a procurement exercise and consultation on the siting of the cameras will be undertaken in due course.

## **5. CRIME AND DISORDER: NEW COMMUNITY SAFETY PARTNERSHIP ARRANGEMENTS**

Under the requirement to undertake scrutiny of crime and disorder matters, the Committee considered the new arrangements for the Chorley and South Ribble Community Safety Partnership that had been established over the last year. It was explained that the Partnership consists of a number of key agencies that form a statutorily determined Responsible Authorities Group (RAG). In previous years this Group met on a quarterly basis to oversee the delivery of the partnerships strategic assessment. However, the decision was taken in 2014, that in an effort to increase partner's capacity, the number of meetings would be reduced to one single meeting per year with the ability to call an extraordinary meeting as necessary.

An annual open meeting and conference was held in October 2014 and many members of the Overview and Scrutiny Committee attended to experience at first hand the new arrangements and actively participate in the process. The conference was well attended by over 40 people who represented a wide and varied cross section of partner agencies, Ward Members, County Councillors and the Voluntary, Community and Faith Sector. The conference resulted in the production of a Partnership Plan for 2015/16, identifying the five main strategic priorities that would be delivered by the Officer Working Group (OWG) over the forthcoming year.

It was the general consensus of the Partnership that the new arrangements were an improvement on the previous regime, there was recognition that further improvements could be made around public engagement, although the web based consultation used to engage the public in the process had been more successful than in previous years, where the public had been invited to attend an open meeting.

The public consultation and conference provided an opportunity for representatives, partners and the public to identify more local issues which appeared to fit with the overall strategic themes that the Partnership were seeking to address which are, Domestic Abuse, Road Safety, Child Sexual Exploitation, Counter Terrorism and Anti-Social Behaviour and Hate Crime.

The importance of improving the sharing of intelligence based information was also discussed and it was agreed that vital work was needed, to overcome barriers to data sharing and better use of intelligence, that different organisations hold about vulnerable people in order to target support where is most needed.

## **6. CHALLENGING THE EXECUTIVE**

The Committee has continued to work together positively with the Executive Leader and his Cabinet in scrutinising the delivery of their proposals.

The following areas are additional areas that Overview and Scrutiny has considered in 2014/15

- Chorley Big Grant Funding
- Key Partnerships Monitoring Report.
- Refreshed Economic Development Strategy
- Budget Principles

## **7. CALL-IN OF AN EXECUTIVE DESION – 118a The Fathings, Astley Village (Councillor Pater Wilson – Executive Member for Resources attended the meeting)**

A request was received for the call-in of an Executive Member decision of 5 February by the Executive Member for Resources on the proposed sale of land to the rear of 18A, The Farthings, Astley Village. The call-in request was on the grounds that the land was open space and formed a protective barrier.

Executive Member Approval had been granted on 13 December 2013 declaring land to the rear of 18A The Farthings to be surplus to Council requirements and authorising the sale to the resident for garden and garage/parking use. Approval was granted to declare the land surplus to Council requirements to enable a sale, authority was also granted for the negotiation of the terms of sale of the land and placing of advertisements/notices in accordance with provisions of the Local Government Act 1972, Section 123(2A).

Councillor Peter Wilson explained that as part of the original request to purchase the land, the intended area had included an area of the existing shelter belt, but that this had been reduced to exclude existing trees and shrubs from the sale. The area did form part of the larger open space provision in that area but was not openly accessible to members of the public and the existing trees and shrubs forming the shelter belt between the land and adjoining road (West Way) would still serve as a buffer for the estate and would be retained in Council ownership if the sale were to proceed. The administration were committed to ensuring that they invested any S106 money back into the area via projects like the £14,000 invested into improving Astley Village Community Centre through the Neighbourhood Area meeting process and after a thorough discussion on all the points raised at the Committee members were satisfied with the decision made and so the call in request was rejected.

## **8. FINANCIAL SCRUTINY**

The Committee considered the agenda papers that were submitted to the Executive Cabinet on 22 January 2015 setting out the 2015/16 budget including the forecast for the following two years to 2017/18 and provided a presentation of relevent proposals of potential investment in the Council's Corporate Streategy priorities in 2015/16 and details of the budget consultation.



Council Tax was to be frozen and not increase in 2015/16. This would be the third consecutive year that the Council had achieved a balanced budget position for the forthcoming financial year without increasing Council Tax, even though the Council had seen large scale reductions in Central Government grant placing unprecedented levels of pressure on the budget.

Proposed budgeted new investments for 2015/16 were set out within the report and capital schemes included the delivery of CCTV provision, which would mean improvements to the existing service and was in response to recommendations made by a scrutiny task group.

The projected budget position consistently showed a significant budget gap in future years 2016/17 and 2017/18. This shortfall, together with heightened uncertainty and risk in the form of year on year variable new funding regimes, meant that budget austerity measures would continue to impact on the Council's budget.

## **9. CONCLUSION AND THE YEAR AHEAD**

2014/15 has been an interesting year for scrutiny, resulting in some key recommendations on topics of concern to Members and the public. Challenges ahead are to continue to scrutinise areas of interest and concern to Councillors and their constituents; to follow up on the implementation of scrutiny recommendations; to work more effectively with our partners on scrutiny and to continue to challenge our Executive Members in a constructive way with recommendations that result in positive outcomes for the residents in Chorley.

The Council will hold a total of eight scrutiny meetings in 2015/16, with four main Overview and Scrutiny Committee and four Performance Panel meetings. Councillor John Walker will continue as the Chair of the Committee, with Councillor Hasina Khan taking the Vice Chair and we welcome several new Members to the Committee. In addition, at its first meeting, Members will agree a number of scrutiny review topics for inclusion in the Work Programme for 2015/16.

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**REPORT OF GOVERNANCE COMMITTEE**

1. This report summarises the business transacted at the Governance Committee meeting on 24 June 2015.

**GOVERNANCE COMMITTEE – 24 JUNE 2015****Strategic Risk Register Update Report**

2. We received a report of the Chief Executive that provided the Committee with an update of the Strategic Risk Register which included 15 strategic risks to the Council, including actions in progress and details of new actions planned to further mitigate identified risks.
3. The risk register is continually reviewed and currently, the majority of risk categories remain stable with five identified as high risk, seven medium risk and three low risk. One risk had been increased to the highest level to reflect the importance of partnership working in achieving public sector reform and maintaining local services in the light of budgetary cuts.
4. Members commented that the first five risks in the register were all integral to good partnership working relationships and sought assurances on what action the Council were actually taking to mitigate these risks. The Committee considered that further detail was required from the Executive Cabinet to evidence that robust procedures were in place and asked if this could be provided at a future meeting.
5. One risk had reduced following the successful work to embed actions around Welfare Reforms and engage with partners to minimise the impact of changes on residents. Members queried the low score for this in light of the major changes to the welfare system, it was explained that the infrastructure that the Council had put in place had been successful and were confident that it would meet future demands.
6. The Committee requested that a letter be sent to Executive Cabinet requesting detailed information on what action the Council is taking to mitigate the risks associated with partnership working.

**Treasury Management Annual Report 2014/15**

7. The Chief Finance Officer submitted the Treasury Management Annual Report that detailed the Council's performance and compliance with Prudential Indicators for the financial year ended 31 March 2015. The report advised on compliance with Prudential and Treasury Indicators in 2014/15. The return on investments for the year was 0.59%, which although not high, had exceeded the benchmark of 0.35%. The report also detailed the Council's borrowing and investments as at 31 March 2015.
8. The current regulatory environment concerning treasury management places a greater onus on members to scrutinise treasury policy and activity. To enable this, each year the Council is required to consider, as a minimum, three treasury reports. An annual strategy statement in advance of the year, a mid-year review of that strategy, and an out-turn report.

9. Revised Prudential and Treasury Indicators for 2014/15 were included in the report “Treasury Strategies and Prudential Indicators 2015/16 to 2017/18”, presented to Special Council of 3 March 2015. Where relevant, comparisons with 2014/15 indicators in this report were to those approved most recently.
10. In order to ensure that local authorities borrow only for capital purposes, the Prudential Code requires that borrowing net of investments should not exceed the Capital Finance Requirement for the preceding year plus any anticipated increase in the current and the next two years.
11. Total borrowing at 31 March 2015 was £19.042m (excluding accrued interest), all of which was from PWLB. Cash balances (net of bank overdraft) invested at year-end were £1.468m, which meant that borrowing net of investments was £17.574m. This was higher than the estimated net figure of £16.042m because surplus cash available for investment at year end was less than estimated.
12. It was explained to the Committee that it was more secure for the Council to have less cash in hand and that as time goes on, the Council will have to replace external borrowing with internal borrowing. The key is to borrow at the right time to reduce borrowing in the future. It had also been agreed at the request of this Committee that the calculations that would evidence how savings had been made by reducing external borrowing purchase the Market Walk shopping mall would be evidenced in future reports.

#### **Draft Statement of Accounts**

13. The Chief Finance Officer presented the Committee with the draft Statement of Accounts (SOA) for 2014/15 before they are signed and authorised for issue by the end of June 2015. The report also advised about the process leading up to the formal submission of the SOA for approval by Members following the completion of the external audit and the new statutory requirements arising from the Accounts and Audit Regulations 2015.
14. The statement is currently an unsigned draft, which may be subject to change before being signed and made available to the External Auditor. The SOA cannot be signed until Executive Cabinet approved transfers to reserves and financing of the capital programme at its next meeting.
15. The Accounts and Audit Regulations 2015 came into force on 1 April 2015. The main impact of the regulations is changes to the year-end closedown process and external audit arrangements will be required to enable the Council’s audited accounts to be published two months earlier than they are currently. The deadline applies from 2017/18 onwards, with 2015/16 and 2016/17 being transition years.
16. We had received training prior to the meeting to help us to understand the role of Governance Committee and officers had delivered sessions on audit, financial accounting and standards. The Committee will continue to receive regular financial accounting training sessions to help promote debate at future meetings on the Statement of Accounts and Treasury Management reports.

**Annual Governance Statement**

17. The Head of Governance and Property Services presented a report reminding the Committee of the regulatory framework requiring the Council to continuously review its system of governance and to formally publish an annual governance statement alongside its annual financial statements. We considered the draft statement which had been produced in accordance with guidelines issued by the Chartered Institute of Public and Accountancy (CIPFA) and the Society of Local Authority Chief Executive (SOLACE).
18. Agreed improvements were detailed within the report that would build and strengthen the Council's corporate governance arrangements in relation to three themes, staff/member development, information management and equality and diversity. We also agreed that a change of wording was needed to better reflect the level of improvements needed, as none of the outstanding issues were considered significant and an additional theme relating to the holding of information by third parties that had been identified through the recent cyber risk/vulnerability would be included in future Annual Government Statements.
19. The Committee agreed for the Annual Governance Statement be formally signed off by the Leader, Chief Executive and myself before being submitted for external audit alongside the 2014/15 financial statements.

**Internal Audit Report**

20. The Head of Shared Assurance Services submitted a report that summarised the work undertaken by the Internal Audit Service during the 2014/15 financial year. The report also gave an opinion on the adequacy and effectiveness of the Council's framework of governance, risk management and control and gave an appraisal of the Internal Audit service performance. An appendix to the report provided a detailed account of the individual audits undertaken and showed the approach that had been taken, the controls assurance rating that had been awarded and a summary of any actions that had been agreed with management to further improve controls within the areas audited.
21. The start of the Payroll Contract Review had been postponed and would now be undertaken as part of the 2015/16 Internal Audit Plan and the Planning Income audit had been replaced to reflect their on-going participation in the Single Front Office Project Team which did include an examination on the way in which Planning Income is collected.
22. There was some variation between the planned and actual time spent on contingency as the individual estimates proved to be excessive in practice, resulting in a net surplus of 23 days over the course of the year. The reviews of the key financial systems were largely completed on time and any remaining work finalised in quarter one of 2015/16. We were reminded that all individual audits are awarded separate controls assurance ratings of either minor, major or critical and are inherent to each system/area audited, reflecting the impact that they would have on the Council in financial or reputational terms if they were to fail.
23. During 2014/15 a total of 19 systems/areas were reviewed, 14 of which were critical and 5 were major systems. Members observed that the vast majority of areas reviewed were awarded either an amber or green controls assurance rating. Therefore, concluding that the Council continues to operate within a strong control environment.

24. One area, Elections (Postal Voting and Proofing) had been rated as red. Although the review had identified that there were robust arrangements in place with regards to postal voting, it had been established that there had been non-compliance with the Contract Procedure Rules in relation to the procurement of documents. It was further explained by the Chief Executive that this had been in relation to the procurement of the printing company. Due to the specialised arrangement for election printing a waiver had to be applied for and due to excessive work demands relating to the new arrangements for Individual Electoral Registration this had been missed.

### **Cyber Risk and Information Governance Review**

25. We considered a report on a Cyber Risk and Information Governance Review that had been undertaken by Zurich Management Services Ltd. Cyber and information risk is an area of increasing concern for any organisation which uses IT systems and technology to handle personal, sensitive or confidential data and the Council's ability to secure its information, people and reputation is essential.
26. The Council had commissioned the company to conduct a cyber and information risk management exercise, to highlight any potential areas of vulnerability and assess the current risk exposure of the Council. The process involved a desktop review of existing documentation and processes, and interviewed senior managers and key people across the authority.
27. The report presented its overall findings and recommendations for manager's actions arising from Zurich Municipal's observations and views of participants with objective risk ratings allocated to each section. Only one section, Third Parties, had an amber rating and action had been taken to include this in the Annual Governance Statement and we were assured that all management actions would be monitored by Internal Audit over the coming months.

### **Compliance with International Auditing Standards**

28. The Head of Shared Assurance Services submitted a report to enable the Committee, as those "charged with governance" and the Chief Executive on behalf of "management" to provide a range of assurances being sought by the external auditors, Grant Thornton as part of the Council's 2014/15 accounts. The specific assurances being sought by Grant Thornton were set out in two letters appended to the report.
29. Given that the assurances requested were similar to the evidence being collated by Internal Audit to support the Annual Governance Statement (AGS) and in the interests of transparency, it was agreed with Grant Thornton that responses to their letters would be provided following consideration at this meeting and both the Chief Executive and I signed the assurance letters.

### **Appointment of External Auditors**

30. We received a report of the Head of Shared Assurance Services informing them of a recent Local Government Association (LGA) survey that sought the views of Council Chief Executives on the options for appointing auditors beyond 2017 when their current contracts cease. The report provided the options together with a view by the Local Government Association on the respective advantages and disadvantages. The results of the survey will influence the decision

making by the Department for Communities and Local Government (DCLG) on an agreed way forward.

31. The current external audit contracts, led by the Audit Commission are due to end in March 2017 but can be extended for up to three years. All councils can procure their own external auditor or a sector-led body is created to procure external audit on behalf of councils, in the same way that the Audit Commission has done to date.
32. The Local Government Association view is that a contract extension would be in the best interests of councils in the immediate term and that there are many benefits to be derived from councils banding together to enter into collective procurement arrangements in the future. Our Chief Executive also has his own reservations about procuring our own auditor as the main reason for coming away from the Audit Commission in the first place was to drive down costs which have been achieved. There is also a lot of experience within our current provider, Grant Thornton which is invaluable in these austere times.

#### **External auditors approach to the audit of financial systems**

33. The Council's External Auditors, Grant Thornton provided the Committee with a briefing note on their approach to the audit of the Council's key financial systems and how this linked to the work of Internal Audit. The Committee were assured that even though the audit fee has been halved they still continued to deliver the same standard of service.
34. It is important for members to understand the context of external and internal audit services. Most of the compliance audit work is carried out by Internal Audit with External Audit dealing with the core financial systems. Value for Money is an area where there has been a reduction in work although Grant Thornton continues to undertake research to establish best practice.

#### **Governance Committee Update**

35. The External Auditors provided a report on the progress made in delivering their responsibilities to the Council. It also included a summary of the relevant emerging national issues and developments and included a number of challenge questions for Members to consider.
36. Works being undertaken on the audit of the 2014/15 final accounts and Value for Money (VfM) conclusion was on track to be reported to this Committee in September. The report also contained the results of the fourth annual review of local government governance that focussed on three key areas:
  - Governance of the organisation
  - Governance in working with others
  - Governance of stakeholder relations
37. Legislation was recently passed to bring forward the deadlines for the preparation and audit of Local Government financial statements from 2017/18 onwards. The timeframes for the preparation of the financial statements and their subsequent audit will be reduced by one month and two months respectively as follows:
  - Deadline for preparation of financial statements – 31 May (currently 30 June)
  - Deadline for audit completion – 31 July (currently 30 September)

38. Although July 2018 is over 3 years away, both local authorities and their auditors will have to make real changes in how they work to ensure they are 'match-fit' to achieve this deadline. This will require leadership from members and senior management and is a real challenge but they were confident that this would be achieved.

**Planned Audit Fee Letter**

39. The Committee received the Planned Audit Fee Letter for 2015/16 which included details of the fee for the Council along with the scope and timing of the work and key members of the audit team for Grant Thornton that would support the Council.
40. The Council's scale fee for 2015/16 has been set by the Audit Commission at £45,255, which was a reduction on the fess for 2014/15. This reduction has been enabled by the procurement exercises run by the Commission across both the Local government and Health sectors.

**Recommendation**

41. That the report be noted.

COUNCILLOR PAUL LEADBETTER  
CHAIR OF GOVERNACE COMMITTEE

DS





Report of	Meeting	Date
Chief Executive (Introduced by the Leader)	Council	21 <sup>st</sup> July 2015

## CHORLEY COUNCIL ANNUAL REPORT 2014/15

### PURPOSE OF REPORT

- To provide a summary of the Council's achievements during 2014/15 as well as highlighting the challenges and opportunities facing the Council in 2015/16.

### RECOMMENDATION(S)

- That the report be noted.

### EXECUTIVE SUMMARY OF REPORT

- Over the last 12 months, activity to meet the corporate priorities has been highly successful in achieving positive outcomes. Chorley's local economy has been strengthened as we've supported the establishment of 94 new businesses; we've advised 92 businesses and intensively assisted 56, with 94% of new businesses surviving over 24 months. In addition inward investment and employment initiatives continue to deliver more mixed skill jobs for Chorley residents. Improvement works and campaigns in line with the town centre masterplan have been completed, while projects to address health inequalities, social isolation and community safety concerns continue to drive improvements across our communities.
- Looking ahead, reducing budgets and an increasing demand for services will require all public service organisations to work innovatively to meet the needs of local residents and protect the most vulnerable members of our communities. Working together with partners through the Chorley Public Service Reform Board and developing alternative delivery models to promote an early intervention and prevention approach will be vital in shaping the Council's response to the challenges ahead.

<b>Confidential report</b> Please bold as appropriate	Yes	<b>No</b>
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<b>Key Decision?</b> Please bold as appropriate	Yes	<b>No</b>
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### REASONS FOR RECOMMENDATION(S)

(If the recommendations are accepted)

- N/A

### ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- N/A

## 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

8. The annual report is a key mechanism for presenting information on the Council's performance to residents, partners and key stakeholders. The report provides information on what the Council has delivered over the past 12 months to meet its vision of an ambitious council that achieves more by listening to the whole community and exceeding their needs. Looking ahead the report identifies key challenges faced by the council in order to meet resident's needs, setting out a number of key initiatives for 2015/16 that will deliver improvements in these areas.

## SUMMARY OF THE REPORT

9. The Chorley Council Annual Report is attached to this report as an appendix. The key headlines from the report are:

**a. Involving residents in improving their local area and equality of access for all –**

The welfare reform action plan has helped many residents at risk to adjust to the recent welfare changes by working with agencies to prevent evictions or re-possession, and assist residents with personal budgeting. During 14/15, 77 repossession cases have been averted through interventions and attendance at court. Neighbourhood area priorities were collectively identified and works were completed which improve the local environment. Community engagement continues to be strong through the Time Credit scheme with a 40.5% increase in the number of organisations engaged with the scheme this year and 11,041 hours of volunteering provided by the 1,111 members. Thousands of residents and visitors have been attracted to a varied and successful events programme including Picnic in the Park and Chorley Live, and £146,317 was awarded to a range of local Voluntary, Community and Faith sector groups to support and deliver vital services such as Home-Start providing support to families and the Chorley Women's Centre who provide valuable support to vulnerable women.

**b. A strong local economy –** Public realm improvements to the Southern end of Market Street and shop front improvements in line with the town centre masterplan have taken place this year in order to enhance the town centre. Plans to extend Market Walk have progressed with the first tenant confirmed and the scheme's planning application being submitted. The inward investment campaign together with business grants totalling over £200,000 have all assisted in supporting business to start, survive, expand and create jobs all of which are supporting economic growth in the area. In addition, projects to target and tackle barriers to employment as well as increase opportunities for the young through apprenticeships and skills development have also been highly successful, reducing the number of NEETs (Young People not in Employment, Education or Training) by 27.8% in 14/15.

**c. Clean safe and healthy communities –** The "Don't Mess with Chorley" campaign highlighted environmental issues such as dog fouling, fly tipping and littering with over 10,400 people encouraged to utilise the "Do It On-Line" reporting mechanisms which

enable residents to track the progress of their requests. Chorley continues to achieve some of the highest levels of affordable home building in Lancashire with 165 delivered during 2014/15 alone, while also reducing the number of long term empty properties by 1.8%. Overall crime rates have reduced by 4.3% in 14/15 as have the anti-social behaviour and burglary rates, reducing by 6.4% and 2.4% respectively. The five year Play and Open Pitch Strategy continues to provide new and renovated recreational facilities across the borough which supports, and encourages increased attendance figures at our leisure facilities; 12.6% higher than in the previous year, and many initiatives like "Couch to 5K" continue to inspire and encourage residents to make healthy lifestyle changes.

- d. An ambitious council that does more to meet the needs of residents and the local area** – Continuing budget cuts means that the way in which public services are delivered is unsustainable. The Commission into the Future of Public services in Chorley was held and a number of recommendations identified and progressed through the Chorley Public Service Reform Board including development of new service delivery models. The continued development of our high street Credit Union is also proving a success, increasing the number of registered savers and offering residents an alternative to pay day lenders. 859 savers joined the scheme this year, 40% more than the expected outcome. Our service to directly support residents with energy switching issues has resulted in the 141 residents supported receiving an average saving of £213.37, and the opening of the new Single Front Office at the Council’s Union street site has enhanced our customer first approach by speeding up processing times and making the whole process easier for the 6941 customers who accessed the Front Office in 14/15.
  
- e. Council Spending** - The Council’s budget management has been strong, investment has been effective and significant budget efficiencies have been achieved. The programme of investment for 2015/16 totals £0.807m revenue investment and £3.615m capital investment to support key priority areas.
  
- f. Challenges and how we will continue to make it happen in 2015/16** – Developing Chorley’s economy continues to be a priority and a number of initiatives have been put in place for 2015/16 to create new jobs, promote inward investment and continue to improve the retail and leisure offer in the town centre. We must also challenge the way public services are delivered to achieve better outcomes; significant budget reductions are inevitable across public sector partners and therefore we must work together to find new and innovative ways to provide services.

**IMPLICATIONS OF REPORT**

10. 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**

11. No comment

**COMMENTS OF THE MONITORING OFFICER**

12. No comment

Gary Hall  
Chief Executive

<b>Report Author</b>	<b>Ext</b>	<b>Date</b>	<b>Doc ID</b>
Jason Mills	5775	7 <sup>th</sup> July 2015	Annual report 2014_15 covering report



# Chorley Council Annual Report 2014/15



## Welcome to Chorley Council's Annual Report

**Councillor Alistair Bradley, Leader of Chorley Council, Executive Member for Economic Development and Partnerships**



It's our ambition to make things happen for the people of Chorley and I'm pleased to report that once again this year, we have achieved some fantastic outcomes for local people and families.

Across the borough, residents have seen improvements to their local communities including exciting new play spaces, better quality facilities and more attractive community spaces. Events such as the Chorley Grand Prix and North West In Bloom spanned the borough from the town centre to our rural villages, getting local people involved and attracting many new visitors to come and see the great things Chorley has to offer.

Raising the profile of Chorley to help grow the local economy continues to be a key priority, bringing in new businesses to create jobs and opportunities for local residents so that everyone is better off. Investment in the town centre means that we now have a really vibrant local offer and continue to progress plans to deliver new facilities including the Market Walk shopping centre and Youth Zone.

Continuing to working innovatively is vital; central government funding is set to reduce even more over coming years and all public services will need to work differently if they are to continue to meet the needs of local people. We recently held a 'Commission into the Future of Public Services in Chorley' which brought key local service providers together to help us understand what we needed to do and we now have projects in place to make the changes that are needed. As well as many improvements, this report sets out some of the future challenges and how we want to work with you and your community to enable you to achieve even more for your local area. I know that together, we can continue to 'Make It Happen'.

**Councillor Peter Wilson, Deputy Executive Leader, Executive Member (Resources)**



Overall our performance in meeting our key priorities has gone well this year, delivering positive outcomes for the residents of Chorley, while balancing our financial responsibilities. We continue to tackle areas of underperformance with great improvements in areas such as customer dissatisfaction.

Planning for the future, building a strong local economy and enabling our communities will be important tasks for us in 2015/16.



## Introduction - Making it happen in Chorley

### About us

Chorley Council delivers a range of services to residents, businesses and visitors across Chorley. For example we empty your bins, keep your streets clean and tidy, run the leisure centres providing activities for people of all ages, deal with planning applications and maintain the lovely parks and open spaces we have in the borough.

### Our Vision

An ambitious Council that achieves more by listening to the whole community and exceeding their needs.

### About Chorley in 2014/15

The Council's Corporate Strategy sets out the council's priority areas, which are based on what you have told us is important to you.

This report provides an overview of some of the work that was carried out for each of the priority areas during 2014/15.

### The Challenges in 2014/15

In a challenging economic climate, during this period there remained areas of significant deprivation in Chorley, increasing levels of debt and the need to support the most vulnerable members of our communities at risk of issues such as social isolation.

Job creation and developing the local economy in a difficult environment remained challenging particularly against the back drop of continuing reductions in central grant funding. There was also a need to take a proactive approach to improving customer satisfaction through better communication. The council's approach to addressing these challenges is set out in this report.





## Involving residents in improving their local area and equality of access for all

### What will success look like?

- Residents who take pride in where they live and their achievements
- All residents are able to take an active part in their community
- Easy access to high quality public services

**Neighbourhood Working** – 24 neighbourhood working priorities were identified at neighbourhood area meetings for delivery in 2014. Working together with partners we have delivered a range of projects that have improved local communities including:

- Adlington Car Parking in Southeast Parish – Additional car parking provision for the area created up to 27 car parking bays including two disabled bays.
- Carr Brook Bridge Repairs in Clayton & Whittle – Six bridges in the area received repairs to enable better connectivity.
- Coronation Recreation Ground Improvement Works – A range of improvement works undertaken to encourage increased use of the facility, and the development of a local “Friends of Coronation Rec” group to establish support for the facility.

**Welfare Reform Action Plan:** Working with partners from local social housing providers, the Department for Work and Pensions and the CAB, the Welfare Reform Plan implemented a range of actions to help mitigate any negative effect on households as a result of Welfare Reform changes.

- A new Welfare Reform Officer was employed to support residents by working with agencies to prevent evictions or re-possession and assist with personal budgeting
- An agreement was put in place with the DWP to support the roll-out of Universal Credit which has provided support to UC claimants to apply on line and help with personal budgeting

**38** REFERRALS FROM THE DWP FOR PERSONAL BUDGETING SUPPORT ACCEPTED

**374** HOUSING ADVICE AND PREVENTION CASES HANDLED

**77** CASES FOR REPOSSESSION HAVE BEEN AVERTED

**Royal Horticultural Society Britain in Bloom** - Chorley scooped two national awards for its spectacular floral displays and creations that bloomed across the borough over the summer of 2014. The town took the silver award after being chosen to represent the North West in the small city category of the prestigious Britain in Bloom competition after impressing the judges with its willow figures and wildflower planting.

 **CHORLEY ALSO WON THE RHS BRITAIN IN BLOOM 50<sup>th</sup> ANNIVERSARY AWARD FOR POLLINATOR-FRIENDLY PLANTING**





**Time Credits** – The Chorley Time Credits programme continues to be successful with even more groups now signed up from across the borough. A recent evaluation found that the amount of time Chorley people are giving through Time Credits is significantly higher than the national average, with 38% of respondents reporting that they now do things they hadn't before and 47% reporting that they now feel healthier with a better quality of life.



**Meals on Wheels** - The Meals on Wheels service is part of a larger piece of work to address social isolation amongst older people in Chorley by connecting communities through food. It not only delivers hot meals to people's homes but also provides some extra support and safety checks, along with a level of company and social interaction. The service aims to reach the more vulnerable members of the community who are most at risk of becoming socially isolated and who need more support.

To encourage more people to access the service, in February 2015 the number of subsidised meals provided per week was increased from 3 to 5 days, as well as the implementation of an introductory offer which provided the first two weeks meals at half price.

Following a successful 20 week pilot in 2013/14, the Meals on Wheels service was rolled out to the rest of the Borough from July 2014.

EXTRA HELP IS ALSO PROVIDED:





**Events Programme** -. During 2014/2015 Chorley has hosted a variety of successful major and community events, providing an attraction for the local community while drawing large crowds to the district. Events in 2014/15 included: Get Up and Cycle; What's Your Story Chorley; Museums at Night; Animals in the Park; Theatre in the Park; Big Drum Day; Playday; Playtime in the Park; Little Boo; Nutcracker Trail & Storytelling; Chorley Land Train and meet Father Christmas; Christmas Saturday

**PICNIC IN THE PARK**  
ATTENDANCE 8,000

**CHRISTMAS LIGHTS**  
ATTENDANCE 6,000

**ASTLEY ILLUMINATED**  
ATTENDANCE 5,000

**CHORLEY LIVE**  
ATTENDANCE 5,000



**Grants and Commissioning**

**£139,984**

was awarded this year through a new VCFS commissioning process to enable local VCFS groups to deliver vital services and projects within the community.

**Family support service**

**Home-Start** - 140 families have been supported in the Chorley area, this includes 291 children. Home-Start has also trained 15 new volunteers this year, and currently has 59 volunteers.

**Community safety support service**

**Chorley Street Pastors** - The Street Pastors have engaged with more than 4500 individuals in 2014/2015. The numbers of Street Pastors have been maintained with a new cohort of 8 volunteers trained to provide support when necessary to vulnerable people in Chorley Town Centre, Clayton Brook, Coppull and Buttermere.

**Arts and employability programme for young people**

**The Arts Partnership** - 46 young people took part on the introduction to radio/interview skills programme using Chorley FM Community radio station. All of the young people who took part achieved entry level and/or level 1 AQA awards.

**Advice services**

**Lancashire West CAB** - 5647 people accessed the service with 43.6% enquiring about Debt and 21.9% enquiring about benefits and tax credits. In 2014/15 Chorley CAB has provided volunteer opportunities for over 100 people.

**Support vulnerable adults (women)**

**Chorley Women's Centre** - 575 clients attended a total of 799 counselling sessions over the year; they supported clients through stress, depression and anxiety, emotional crisis and self-esteem related issues, and relationship breakdown. A further 122 clients received domestic violence or abuse counselling provided by Circle Counselling.

**Volunteering provision to support to older people**

**Age UK Lancashire** - 56 volunteers and more than 1,800 older people used the service during 2014/15. Over 30 older peoples groups have also received information on services, governance, and campaigns.

**17 SMALL COMMUNITY GRANTS AWARDED TO GROUPS & ORGANISATIONS TOTALLING £6,333**



## A strong local economy

### What will success look like?

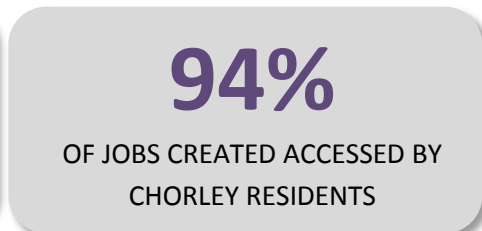
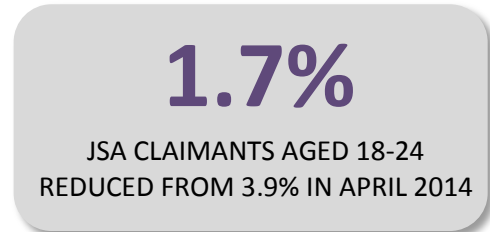
- A vibrant town centre and villages
- A strong and expanding business sector
- Access to high quality employment and education opportunities

**Inward Investment Campaign** – Through a diverse range of activities to attract media attention, including: the launch of the inward investment website; lighting of Rivington Pike; outdoor advertising including Manchester airport and railway stations; social media and; an email campaign with the Business Desk; this campaign successfully established the Choose Chorley brand, promoting and increasing inward investment to support economic growth and provide a mix of well paid, high and low skilled jobs across the borough.

**Growth Deal** - We successfully secured £1.8m growth deal funding, one of six schemes put forward by the Lancashire Enterprise Partnership. The scheme includes improvements to the M6 Junction 28 and new Business Growth Centre which create a start-up / incubation led site at Shady Lane that can provide flexible space for start-up businesses and SME's adjacent to the new housing development.



**Business Start-Up** - 2014 saw the launch of the 200<sup>th</sup> business to receive help from Chorley Council since its new business support scheme was launched in 2012. The Chorley Council business support service offers a complete package for people setting up in business from grant aid through to advice and support. This year 16 “Boost your Business” & “Choose Chorley” events took place with 362 attendees along with 17 “Business JIGSAW Workshops” attracting 97 attendees..



**£209,735** BUSINESS GRANTS AWARDED TO LOCAL BUSINESSES



### Improving the Town Centre



**Market Walk** - Since taking over the Market Walk shopping centre, the Council has successfully reduced the number of vacant units and revenue generated from the centre is above anticipated levels, providing an additional income stream for the council.

The project to extend Market Walk will aim to improve the retail and leisure offer in the town centre, attracting national retailers and more visitors, creating growth and opportunities for the future through the development of a 84,000 sq.ft. extension with ten new retail and leisure units on part of the flat iron car park. Also included in the project are improvements to public realm, development of additional parking spaces to offset those that will be lost due to the development and the temporary relocation of the markets and shop mobility.

In March 2015 the scheme gained its first tenant with national chain cinema company publicly declaring its commitment to the scheme with a 20 year lease and a formal planning application for the scheme was also submitted. If planning permission is given a decision to proceed with the development will be made by full council.

**Town Centre Improvements** - A number of improvement actions in line with the Town Centre Masterplan have taken place during the year including the ASDA junction developments, Market Street (south) public realm improvements, Market Street Shop Front Improvements, and the development of new retail outlets at 98-102 Market Street. A programme of car park improvement works have also been completed including the re-surfacing of Fleet Street, the Flat Iron and Portland Street car parks. All these works have provided numerous benefits including:



**Town Centre Campaigns:** In 2014, the council launched its town centre campaign to support the aim of having a vibrant town centre. Examples of some of the work that was involved include putting on bigger and better events such as Chorley Live and the Christmas light switch on, which were attended by over 12,400 people. Promotional material for coach parties were refreshed and more coaches visited Chorley that the previous year. We also worked with local business and residents to keep them informed of changes in the town centre, particularly around the Market Street improvements.



**Employment Initiatives – Runshaw College Employment Support Project**

- We have continued to work with Runshaw College in delivering the second year of a joint employment project, supporting young people into apprenticeships by reducing some of the main the barriers to apprentice take-up. The project encourages employers to access support towards costs additional to wages such as equipment costs in particular IT equipment, and enables apprentices to access support to suit their specific needs, such as transport costs or uniform costs. The availability of funds has proved a valuable incentive to persuade Chorley businesses to recruit from within the area.

- 57** Young people supported by the fund in Year 2 – a total of 86 in years 1 & 2
- 27** Of these young people were NEET – a total of 53 in years 1 & 2
- 48** Apprenticeship vacancies filled as a result of the fund - 115 in Years 1 & 2
- 134** New apprenticeships vacancies have been created - a total of 300 in Years 1 & 2

**Young People not in Employment, Education or Training (NEET)**

Over the last twelve months the number of NEET's in Chorley has reduced from **176** to **127** a reduction of **27.8%** through working more closely with our partners and creating additional apprenticeship places.



**Tackling Unemployment** - The Chorley Works Tackling Unemployment Programme is about incentivising employers and supporting local people into sustainable jobs with particular targeting of those most affected by the Welfare Reforms. The Employability Group (25 partner organisations) carried out a gap analysis of employment support, and two key gaps in provision were evident: recruitment incentives and travel expenses once in a job. The Council has worked closely with Lancashire County Council, Jobcentre Plus and partners in developing the project.

**31** JOBS CREATED THROUGH TARGETED INTERVENTIONS

**110** RESIDENTS REFERRED TO CHORLEY WORKS PROGRAMME

**18** RESIDENTS RECEIVED EMPLOYMENT UPON COMPLETION OF A CHORLEY WORKS PLACEMENT



## Clean safe and healthy communities






### What will success look like?

- Clean and safe streets
- Reduced health inequalities
- A wide range of quality recreational activities
- High quality affordable and suitable housing
- Quality play areas, parks and open spaces

**Couch 2 5K** - In January 2014, 150 people began training 3 times a week to build up their fitness from walking to running over a 9 week period with over 100 completing the final 5K run in March.

“Brilliant idea by CBC and so glad to see another one planned already. Probably 35 years since I did any serious running but the C25k has got me fitter, losing weight and given me a new interest, I've become hooked on running! Watching everyone in all the groups keep going has been inspirational.” C25K participant

**The Community Team** - works closely with the Council's sports facilities, sports clubs, schools, community organisations and groups to increase sports and leisure participation through partnership working. Examples in 2014 include:

-  National Finalist for Streetgames project of the Year 2014 recognised in the top four (England and Wales).
-  Held face to face contact and offered support to local community organisations, clubs and groups on 209 occasions.
-  Secured over £13,000 external funding to set up, deliver and complete three doorstep sport clubs to provide young people aged 14 plus with activity and opportunity.
-  Delivered over 10 primary school inspire inter school events attracting in excess of over 800 attendances
-  Successful delivery of Club One programme and Us Girls work targeting young teenage women with lower levels of Physical Activity.

**Friday Street Health Centre** - The proposal for a new health centre to be sited on Friday Street in Chorley East ward has been under discussion for several years. The delivery of this facility is key to achieving outcomes in relation reducing health inequalities in Chorley. To date the feasibility study to develop the Friday Street Health Centre has been completed, and a funding application for £4.3million from the Primary Care Infrastructure Fund has been successful pending further detailed work.

**12.6%** INCREASE IN THE NUMBER OF VISITS TO LEISURE CENTRES



**Affordable Housing** - delivery remains strong within the district. In previous years Chorley recorded the highest number of affordable homes in Lancashire for three of the past four years. This year build levels have again stayed consistent with previous years with 294 affordable housing units being delivered during the previous two years. This has meant that we have already reached our 3 year delivery target of 300 affordable homes delivered over a 3 year period.



**1.8%**

**Reduction of long term empty properties in the borough during 2014/15**

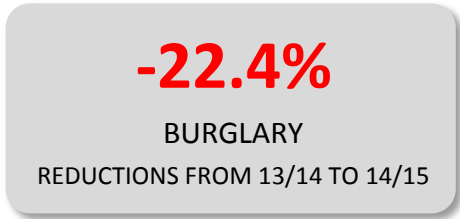
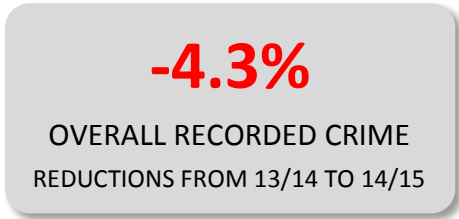


**165**

**Affordable homes delivered during 2014/15**

**Fleet Street (Extra Care Scheme)** - Since last summer we've been pulling together options for the site after the opportunity was highlighted in the town centre masterplan. The flagship £9million scheme would provide much-needed accommodation to allow elderly people to maintain their independence. It would also provide a community hub close to the town centre, and provide an income to the council in the future.

**Crime and Anti-Social Behaviour-** We continue to take a multi-agency approach to tackling a range of community safety issues including anti-social behaviour (ASB) and domestic violence. Working with partners in areas with high incidence of ASB, initiatives have been put in place to encourage young people to make positive choices including alternative activities such as youth clubs, music sessions and arts and crafts. Since the start of the project, there has been a reduction in calls to the police regarding ASB. Work to tackle domestic violence through intensive support has also been undertaken in partnership achieving positive outcomes in terms of education, support and engagement with those at risk.





**A Cleaner Chorley** - Having clean and safe streets is one of the council’s priorities as it is important to our residents. In 2014, a fresh campaign was launched called ‘Don’t Mess with Chorley’. The four main target areas were dog fouling, littering, fly-tipping and graffiti. One of the major successes has been highlighting the environmental issues and getting people to talk about them. 10,400 people were engaged with through Facebook solely on environmental issues where people have clicked through or shared our content.

The campaign has also been successful in driving more people to report things online using the ‘Do it Online’ area.

**Dog Fouling** - An over-sized bin was produced to highlight the question of how big bins need to be for people to be able to see and use them. This generated plenty of debate and got people talking about the issue of dog fouling. Through these conversations 40 dog fouling hotspots were identified by residents in the first week and were used to inform Neighbourhood Officer Patrols

**Fly Tipping** - Over a 4-week period all fly-tipping in Chorley was posted on social media in order to highlight the environmental and financial issues involved with fly-tipping as well as getting residents talking about the issues.

The percentage of dog fouling requests completed online has increased by 13%, whereas the number of contacts received about dog fouling issues has reduced by 4.8%

The percentage of fly tipping requests completed online has increased by 27%, whereas the number of contacts received about fly tipping has reduced by 0.3%.

**Parks and Open Spaces** - The Play, Open Space and Playing Pitch Strategy 2013-2018 was approved in September 2014. The strategy provides a 5 year action plan to protect, manage, enhance and secure sites and identifies deficiencies and future priorities. The first year of delivery has witnessed;

- The redevelopment of Rangleetts Recreation Ground which has some included new play space, allotments and access improvements.
- Astley Parks works including; Phase 1 of the Destination Play Area; Feasibility study for event car parking; Footpath and steps improvements along with the Astley marketing and publicity plan.
- Improvements to play facilities at Jubilee Recreation Ground
- A new play area installed at Stansted Road.
- A new junior pitch created at Astley Park
- A new 5 v5 mini pitch created at Jubilee Ground



**48%** OF ALL WASTE THAT WE PRODUCE IN CHORLEY IS RECYCLED AND COMPOSTED, AND CHORLEY COUNCIL REMAINS ONE OF THE HIGHEST PERFORMING WASTE COLLECTION AUTHORITIES IN LANCASHIRE





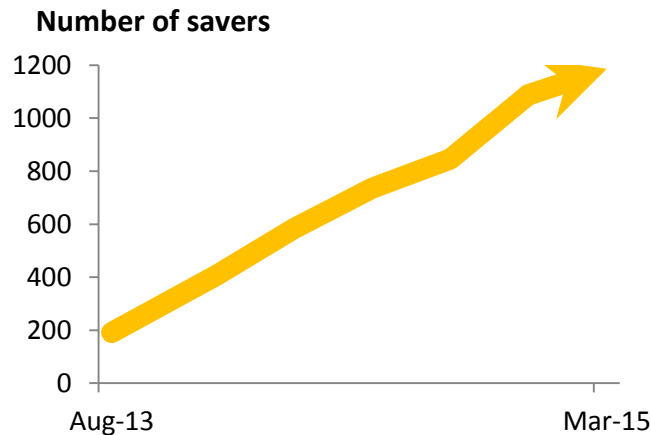
## An ambitious council that does more to meet the needs of residents and the local area

### What will success look like?

- A council that consults and engages with residents
- An ambitious council that continually strives to improve

**Customer Satisfaction** - This project has looked at the reasons for dissatisfaction and tried to address them in order to improve customer satisfaction rates over the last year. Key to this has been raising awareness with staff as to the reasons for dissatisfaction and to be clear on what all officers can do to improve customer services, such as keeping customer informed of progress. Performance in 2014/15 saw a vast improvement with dissatisfaction falling by 7.4%.

**21.3%**  
CUSTOMERS DISSATISFIED WITH THE SERVICE THEY RECEIVED FROM THE COUNCIL



**Credit Union** - Chorley Credit Union opened in the summer of 2013, enabling people to save as well as offering low cost loans. The union is owned and run by members and provides annual dividends back to its members, as well as providing support with opening bank accounts, budgeting as well as providing a safe and ethical place to borrow from. This is particularly important to our residents considering the impact of the changes taking place within the welfare system.

This year 859 Savers joined the scheme 40% more than the expected outcome and a total of £493,182 was provided in loans to members, 75% more than our expected outcome.

From the commencement of the Credit Union in August 2013, 1187 savers have joined the scheme and £772,051 has been provided in loans to members

**£30,084** TOTAL SAVINGS PROVIDED THROUGH THE ENERGY ADVICE SWITCHING SUPPORT SERVICE\*

\*BASED ON 141 HOUSEHOLDS



**Public Service Reform** – Continuing budget cuts means that the way in which public services are delivered is unsustainable therefore, working in partnership, the ambition for Chorley is to make a step change in the way we work together across public services for the people of Chorley and add real value to the approach and delivery of services.

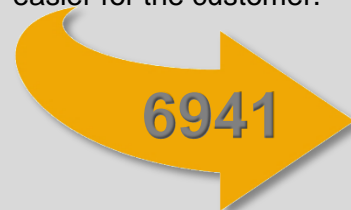
The Chorley Public Service Reform Board was established this year and will continue to develop over the coming years, delivering a work plan which has a clear focus on how organisations can collectively deliver high quality public services to the public efficiently and effectively ensuring a better service for communities and better outcomes and value for residents. This has so far involved looking at sharing information across organisations, looking at opportunities to share physical assets in the borough, and considered how services are commissioned.

**Public Service reform Partners include:**

- Lancashire Fire and Rescue Service
- Lancashire Teaching Hospitals NHS Trust
- Lancashire Care NHS Foundation Trust
- Chorley and South Ribble Clinical Commissioning Group
- Lancashire County Council
- Chorley VCFS Network
- Lancashire Constabulary
- Runshaw College
- Department for Work and Pensions

**Faster benefits processing**

October 2014 saw the opening of the new single front office at the Council’s Union Street site where residents in need of benefits can now come with all of their relevant documentation and receive a decision on their benefit claim in a single visit, speeding up processing times and making the whole process easier for the customer.



CUSTOMERS HAVE  
ACCESSED THIS  
SERVICE SINCE  
OCTOBER 2014

**Transformation Challenge Award** - Following a successful bid to a central government transformation fund, Chorley Council is working with LCC and partners to deliver a new service to improve health and wellbeing outcomes and service standards.

**Chorley Youth Zone** - Plans for a Chorley Youth Zone have moved forwards in the last year. Approval has been given to deliver state of the art facilities on a proposed site on Railway Street, where the Arts Partnership and Leigh Arms currently stand. The facilities would include a sports hall, performing arts area, martial arts space, a base for the Arts Partnership, fitness suite, kick pitch and other activity rooms. Young people will also be able to get support and advice on matters such as careers, education and lifestyles.



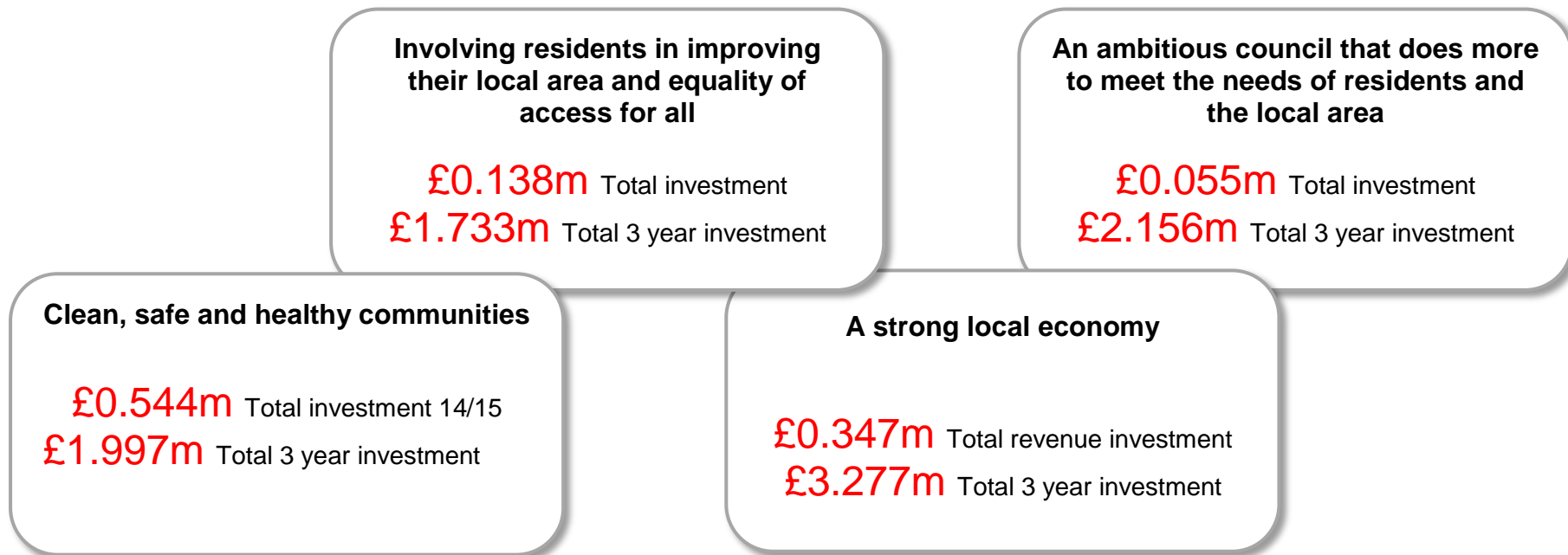
Chorley achieved Fairtrade status in January 2015



## Council spending

In the 2014/15 budget and in light of continuing large scale cuts to Central Government grants, Chorley Council’s administration again achieved a balanced budget position through careful budget management and utilisation of available New Homes Bonus funds.

This meant that the council was still in a position where it could commit to make critical investments of £1.084m in priorities identified by local people to help create jobs, support the local economy, make more of local assets such as landmark sites as well as helping young people. Over the three year period 2013/14 to 2015/16 this gives a total investment programme of over £9.1m.





## Making It Happen in 2015/16 – The Challenges

Chorley residents have seen many positive improvements in 2014/15 and it will be important to build on this work if we are to tackle the challenges ahead. Whilst both unemployment and the number of working age people claiming benefits is reducing, deprivation remains a key issue in some areas of the borough. Creating more employment opportunities and skilled jobs through attracting new businesses and developing the local economy remains a top priority.

Looking forward, Chorley’s population is changing and the council must respond to this so that it can continue to meet the needs of residents despite reducing budgets. The population is growing, increasing the need for family and community support as well as services for older people, particularly those linked to health and social care. All public services face further significant budget reductions and must therefore work together to find new and innovative ways to do things.

The council must continue to engage with residents and meet expectations by getting back to people and communicating effectively.

<p><b>Population</b></p>	<ul style="list-style-type: none"> <li>• Chorley is predicted to have the fastest rate of population growth of any Lancashire districts with almost 10% growth by 2025</li> <li>• By 2020 it is estimated that almost 25% of Chorley’s population will be aged 60 or over</li> </ul>
<p><b>Health</b></p>	<ul style="list-style-type: none"> <li>• 5.5% of the population have very bad health and 18.5% have a long term illness or disability</li> <li>• Emergency hospital admissions in Chorley are higher than the all England average</li> <li>• The rate of hospital stays for self-harm and alcohol issues is higher than the all England average</li> </ul>
<p><b>Economy and employment</b></p>	<ul style="list-style-type: none"> <li>• Forecasts show that unemployment in Chorley will continue to be lower than national and regional averages</li> <li>• Chorley has a well-qualified workforce and the number of NEET young people is reducing</li> <li>• Residency based earnings will continue to be higher than workplace earnings with net commuting to a greater extent than other districts in the County</li> <li>• Economic inactivity due to long term sickness is higher in Chorley than the national average</li> </ul>
<p><b>Deprivation and debt</b></p>	<ul style="list-style-type: none"> <li>• Chorley has significant pockets of deprivation which correlate with a shorter life expectancy</li> <li>• The number of people seeking advice from the CAB increased by 5.6% with an increase of 10.2% in people receiving debt related advice compared to 2013/14</li> </ul>



## How will we continue to make it happen?

A number of key initiatives have been put in place to support the challenges outlined above;

- ✓ **Neighbourhood Working:** Continuing to seek further engagement with residents in community areas and deliver community led projects based on neighbourhood priorities
- ✓ **Customer Satisfaction:** Building on advances made in customer satisfaction rates over previous years with the development of new digital communications and a focused workforce which surpasses customer expectations.
- ✓ **Community Action Plans:** Developing detailed community action plans to identify community needs and work with partners to coordinate the delivery of services at a local level.
- ✓ **Town Centre & Market Walk:** Improving the retail and leisure offer in the town centre through the development of new leisure and retail units; attracting national retailers, more visitors while creating growth and opportunities for the future.
- ✓ **Extra Care Scheme:** Delivering an extra care facility that will provide facilities for community based health and medical services for the benefit of both residents and the local community.

### Doing things differently:

- ✓ **Partnership Working:** Changing the way public services are delivered to achieve better outcomes and increased value for residents through the Chorley Public Service Reform Board, which includes partners from health, police, fire and the voluntary sector,
- ✓ **New Business Models:** Continuing to investigate future business models for the delivery of public services in Chorley and to seek proposals to test the viability of a unitary council for Chorley which would see decision making and resources localised to the borough.
- ✓ **Enabling Communities** – Working alongside communities and extending the Chorley Time Credits programme to develop skills and capacity so that residents can make things happen in their local area.

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Report of	Meeting	Date
Chief Executive	Council	21 July 2015

## ELECTORAL REVIEW OF LANCASHIRE

### PURPOSE OF REPORT

1. The Local Government Boundary Commission for England (LGBCE) has formally commenced an electoral review of Lancashire and is seeking views on future electoral division boundaries for Lancashire County Council. The review was triggered by 29 of the 84 divisions having an electoral variance of more than 10% from the average electorate for an LCC division.
2. A letter of consultation (**Appendix 1** to this report) has been widely circulated seeking views on the review. The deadline for responses is 31 August 2015 and views are requested on a formal Council response to the consultation at this stage. There will be further consultation at future stages of the review.
3. The letter contains links to a number of information sources including LCC's submission on the review and LGBCE guidance on how to propose a pattern of wards. **Appendices 2 and 3** to this report provide electorate information for 2015 and projected to 2021 and a map showing boundaries for County divisions, Borough wards, parishes and polling districts.

### RECOMMENDATIONS

4. Members views are sought on whether the Council should make a formal submission to the LGBCE's review of Lancashire's electoral divisions requesting that Chorley is represented by 8 rather than 7 single member county divisions. This would need to be supported with detailed statistical evidence.
5. If this approach is agreed, Members views are sought on the proposed configuration of those 8 divisions based on the LGBCE's criteria of equality of electorate; efficient and convenient local government; and reflecting the interests and identities of local communities.

Confidential report Please bold as appropriate	Yes	No

### 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 TO THE REVIEW AND ELECTORATE INFORMATION

7. The electoral arrangements for Lancashire County Council were last reviewed in 2003/04 and this increased the number of divisions (each single member) from 78 to the current 84. Since then there have been increases in population in a number of areas in Lancashire including Chorley and this has been the trigger to the current review.
8. Currently the average electorate served by a County Councillor in Lancashire is 10,474. By 2021 this is forecasted to be 10,766.
9. In Chorley, the average electorate of the current 7 divisions is 11,866 and by 2021 this is projected to be 12,355. It is therefore evident that Chorley is already significantly outside the 10% variance of the average LCC divisional electorate. A spreadsheet of electorate information by ward and division (including down to parish and polling district detail) is attached at **Appendix 2**. This shows in particular that the division of Chorley East is 15% under the average division electorate (for Chorley) and Chorley North is 20% over the average electorate (for Chorley) based on 2015 figures.
10. On the basis of these statistics which were requested by the Boundary Commission (both current and projected to 2021) to assist the review, there appears to a clear case for an additional LCC electoral division within Chorley borough.

## CONFIGURING ELECTORAL DIVISIONS

11. If Members wish to support the argument for an eighth division, there needs to be a well evidenced case put forward with a recommended configuration for the 8 divisions. Whilst electorate changes may appear in just a small number of areas, the impact is likely to be felt by the majority of divisions.
12. The LGBCE has issues guidance on how to configure wards/divisions but the 3 main criteria which must be balanced are:
  - a. **Delivering electoral equality** – each county councillor representing roughly the same number of electors.
  - b. The pattern of electoral boundary **divisions should as far as possible reflect the interests and identities of local communities.**
  - c. The electoral **arrangements should provide for effective and convenient local government.**
13. The LGBCE has already stated that they expect to recommend 84 divisions (ie no change from the current number overall) and that their recommendations will not cross district council boundaries. They will, as far as possible, ensure coterminosity with existing borough ward boundaries – this helps ensure the delivery of effective and convenient local government. For a number of reasons maintaining coterminosity is desirable, it provides clarity for residents; improved accountability; more effective political management as well as electoral administration.
14. Attached as **Appendix 3** is a map of the Borough showing current divisions and wards – including ward electorate figures projected to 2021. In putting forward any proposals, it is important that the Council uses the 2021 figures to future proof arrangements as far as possible.



It does highlight the fact that a number of Chorley Council ward councillors serve average electorates far higher than others – mostly as a result of the Buckshaw Village development. These are arguments we can raise with the LGBCE in putting forward our submission, however the Commission will not make changes to borough wards under this review – it is not within their remit to do so at this time, but it may prompt a ward boundary review in the future for the Chorley area.

- 15. Members views are requested on the number and configuration of the LCC divisions in Chorley with a view to the Council making a submission to the LGBCE review of Lancashire’s electoral divisions.

**IMPLICATIONS OF REPORT**

- 16. This report has implications in the following areas and the relevant Directors’ comments are included:

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

**COMMENTS OF THE STATUTORY FINANCE OFFICER**

- 17. There are no comments.

**COMMENTS OF THE MONITORING OFFICER**

- 18. There are no comments.

**GARY HALL  
CHIEF EXECUTIVE**

There are no background papers to this report.

Report Author	Ext	Date	Doc ID
Carol Russell	5196	8 July 2015	***

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APPENDIX 1

**From:** Fuller, Heather [<mailto:heather.fuller@lgbce.org.uk>]

**Sent:** 23 June 2015 14:59

**To:** Contact

**Subject:** Electoral review of Lancashire

Chorley Borough Council

23<sup>rd</sup> of June 2015

Dear Sir or Madam

## **ELECTORAL REVIEW OF LANCASHIRE**

The Local Government Boundary Commission for England has formally commenced an electoral review of Lancashire County Council. The purpose of this letter is to inform you of the review and seek your views on future electoral division boundaries for the council.

The Commission is carrying out a review to deliver electoral equality for voters across the county. At present, some county councillors represent many more, or many fewer, electors than their colleagues elsewhere in the county. The review aims to correct those imbalances.

### **What is an electoral review?**

The electoral review will recommend new electoral arrangements for Lancashire County Council. In particular, it will propose:

- The total number of councillors elected to the council in the future.
- The number of electoral divisions
- The number of councillors representing each electoral division
- Electoral boundaries
- Names of electoral divisions

For parishes, the review can recommend changes to the electoral arrangements of parish and town councils i.e. the number, names and boundaries of parish wards and the number of parish councillors for each parish wards. However, this is only in circumstances where the parished area is to be divided between divisions. Even in these circumstances, the Commission will not normally recommend any change to the number of councillors to be elected to a parish or town council. The Commission has no power to consider changes to the external boundaries of a parish or the creation of new parishes.

### **When?**

Today, **23 June 2015** is the start of a **10** week public consultation during which the Commission is inviting proposals for new **electoral division** arrangements. The consultation will close on **31 August 2015**. After considering all representations made during this consultation, the Commission intends to publish draft recommendations in **November 2015**. There will then be a further period of consultation on the draft recommendations. Final

## APPENDIX 1

recommendations are expected to be published in **April 2016**. The new electoral arrangements will come into effect at the local elections in 2017.

**How to get involved?**

This is a public consultation and we welcome views from individuals and organisations across the county on where they think new electoral boundary division patterns should be drawn.

The Commission is minded to recommend that 84 councillors should be elected to Lancashire County Council in the future. It is now inviting proposals to help it draw up a pattern of divisions to accommodate Lancashire county councillors.

In drawing up a pattern of electoral divisions, the Commission must balance three criteria, which are set out in law, namely:

- To deliver electoral equality where each county councillor represents roughly the same number of electors as others across the county.
- That the pattern of electoral boundary divisions should, as far as possible, reflect the interests and identities of local communities.
- That the electoral arrangements should provide for effective and convenient local government.

We are asking local people and organisations for their views as to the best pattern of electoral boundary divisions for the county which meet the requirements set out above.

The Commission will treat all submissions equally and will judge each case on its merits and against the statutory criteria. If you wish to put forward a view, we would also urge you to ensure that your submission is supported by evidence. For example, if you wish to argue that two parishes should be included in the same electoral division, make sure you tell the Commission why they should be together, providing evidence about community facilities, ties, organisations and amenities, rather than simply asserting that they belong together.

There is plenty more advice on our website about how you can get involved in the consultation and put your views forward. Log on to [www.lgbce.org.uk](http://www.lgbce.org.uk) to find out more. The website includes the technical guidance that explains the process and our policies as well as guidance on how to take part in each part of the process. We have set up a page on our site which is dedicated to the review of Lancashire County Council where you can find all the relevant information.

You can also access interactive maps of the current electoral division boundaries across the county on our specialist consultation portal. The portal also allows you to draw your own boundaries, mark areas of interest on the map and upload documents directly to the site. Log on to [www.consultation.lgbce.org.uk](http://www.consultation.lgbce.org.uk) to access the portal or find it via our main website.

**Get in touch**

We encourage as many people and organisations as possible to get involved with the consultation and we encourage local organisations and parish councils to engage their local networks and communities in the review.

## APPENDIX 1

View interactive maps of the county, draw your own boundaries and have your say at our specialist consultation portal at: <https://consultation.lgbce.org.uk/node/5383>.

Find out more about the review at: <http://www.lgbce.org.uk/current-reviews/north-west/lancashire/lancashire-county-council>.

Email your views to: [reviews@lgbce.org.uk](mailto:reviews@lgbce.org.uk).

Follow us on Twitter at: [@lgbce](https://twitter.com/lgbce)

Write to:           Review Officer (Lancashire)  
                      Local Government Boundary Commission for England  
                      14<sup>th</sup> Floor  
                      Millbank Tower  
                      Millbank  
                      London  
                      SW1P 4QP

This phase consultation closes on **31 August 2015**. We will write to you again when we open our consultation on draft recommendations.

Please note that the interests of transparency, copies of the all representations we receive during this review will be placed on our website. We remove any personal identifying information such as signatures and private residential addresses prior to placing any submissions in the public domain.

Yours sincerely



**William Morrison**  
**Review Officer**  
[Reviews@lgbce.org.uk](mailto:Reviews@lgbce.org.uk)  
0330 500 1276

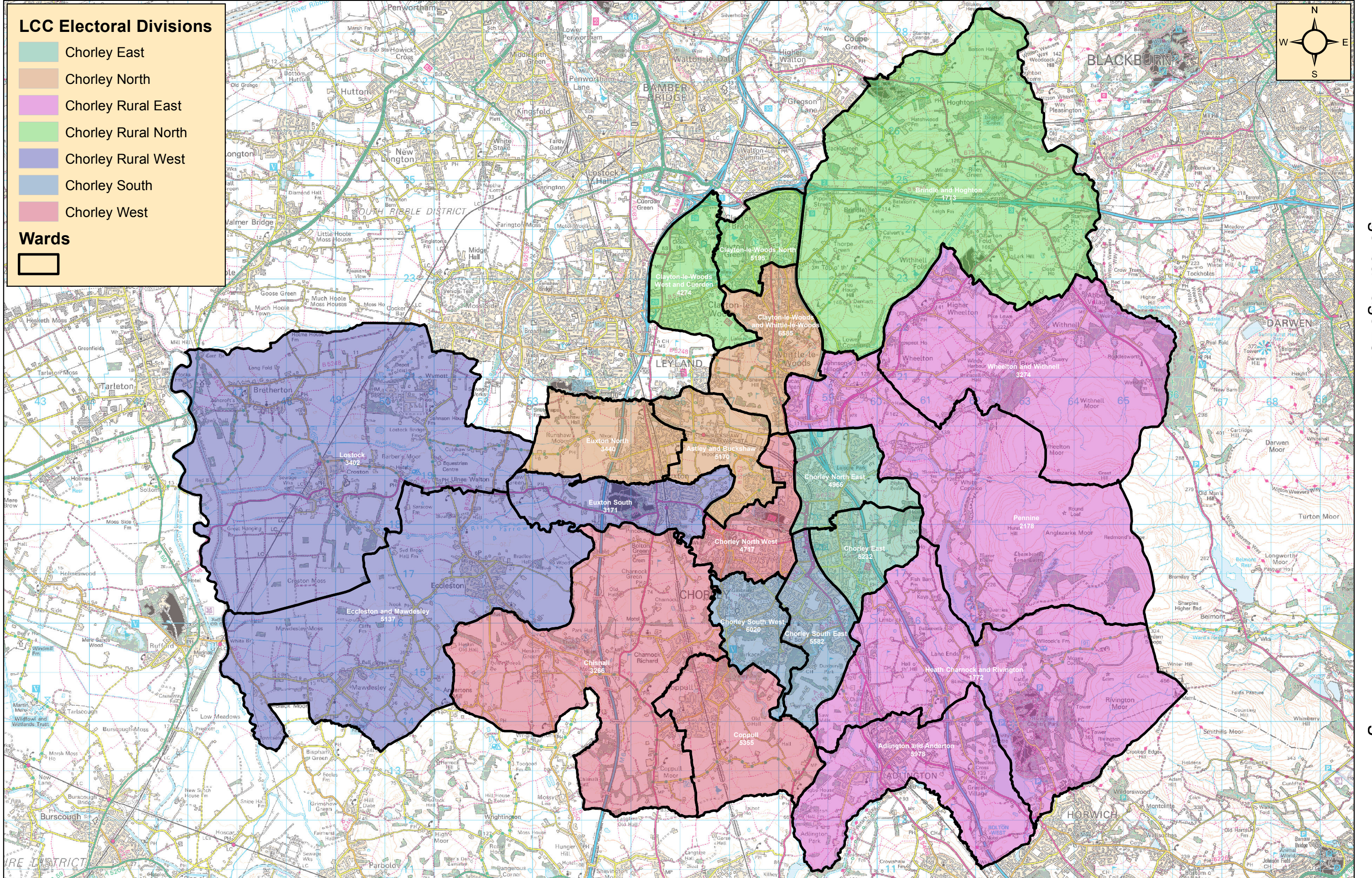
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## COUNTY COUNCIL ELECTORATE 2015 / 2021 - COUNTY DIVISIONS AND BOROUGH WARDS

COUNTY DIVISION	BOROUGH WARD	PARISH	POLLING DISTRICT	ELECTORATE AS AT 1 JUNE 2015	WARD ELECTORATE AS AT 1 JUNE 2015	DIVISION ELECTORATE AS AT 1 June 2015	PROJECTED ELECTORATE AS AT 2021	WARD ELECTORATE AS AT 2021	PROJECTED DIVISION ELECTORATE AS 2021	DIVISION ELECTORATE 2015 - % VARIANCE FROM AVERAGE	DIVISION ELECTORATE 2021 - % VARIANCE FROM AVERAGE
Chorley East	Chorley East	Not Parished	05A	1754	5175		1877	5232	10198	-15.39	-17.46
	Chorley East	Not Parished	05B	1845			1801				
	Chorley East	Not Parished	05C	1576			1554				
	Chorley North East	Not Parished	06A	1099	4949	10124	1073	4966			
	Chorley North East	Not Parished	06B	1501			1477				
	Chorley North East	Not Parished	06C	2349			2416				
Chorley North	Astley & Buckshaw	Astley Village	02A	2279	4335		2218	5170	15195	20.56	22.98
	Astley & Buckshaw	Euxton North East	02B	168			232				
	Astley & Buckshaw	Euxton North East	02C	1888			2720				
	Clayton-le-Woods & Whittle-le-Woods	Clayton-le-Woods (East)	10A	2776	6571		2780	6585			
	Clayton-le-Woods & Whittle-le-Woods	Whittle-le-Woods (West)	10B	2630			2631				
	Clayton-le-Woods & Whittle-le-Woods	Whittle-le-Woods (West)	10C	1165			1174				
	Euxton North	Euxton North	15A	3520	3520	14426	3440	3440			
Chorley Rural East	Adlington & Anderton	Adlington North	01A	1206	5874		1195	5978	13202	6.28	6.85
	Adlington & Anderton	Adlington East	01B	950			1118				
	Adlington & Anderton	Adlington Central	01C	883			873				
	Adlington & Anderton	Adlington West	01D	1432			1394				
	Adlington & Anderton	Anderton	01E	1076			1066				
	Adlington & Anderton	Adlington North	01F	327			332				
	Heath Charnock and Rivington	Heath Charnock	17A	546	1792		542	1772			
	Heath Charnock and Rivington	Rivington	17B	81			76				
	Heath Charnock and Rivington	Heath Charnock	17C	1165			1154				
	Pennine	Anglezarke	19A	21	1767		19	2178			
	Pennine	Heapey	19B	490			488				
	Pennine	Heapey	19C	241			232				
	Pennine	Whittle-le-Woods (East)	19D	1015			1439				
	Wheelton & Withnell	Withnell South	20A	323	3285		319	3274			
	Wheelton & Withnell	Withnell South	20B	531			527				
	Wheelton & Withnell	Withnell South	20C	368			431				
	Wheelton & Withnell	Withnell South	20D	1248			1215				
	Wheelton & Withnell	Wheelton	20E	815			782				
						12718		13202			

COUNTY DIVISION	BOROUGH WARD	PARISH	POLLING DISTRICT	ELECTORATE AS AT 1 JUNE 2015	WARD ELECTORATE AS AT 1 JUNE 2015	DIVISION ELECTORATE AS AT 1 June 2015	PROJECTED ELECTORATE AS AT 2021	WARD ELECTORATE AS AT 2021	PROJECTED DIVISION ELECTORATE AS 2021	DIVISION ELECTORATE 2015 - % VARIANCE FROM AVERAGE	DIVISION ELECTORATE 2021 - % VARIANCE FROM AVERAGE	
Chorley Rural North	Brindle & Hoghton	Brindle	03A	449	1750		449	1773				
	Brindle & Hoghton	Brindle	03B	370			363					
	Brindle & Hoghton	Hoghton	03C	662			669					
	Brindle & Hoghton	Withnell North	03D	269			292					
	Clayton-le-Woods North	Clayton-le-Woods (North)	11A	1225	5266		1202	5195				
	Clayton-le-Woods North	Clayton-le-Woods (North)	11B	2599			2540					
	Clayton-le-Woods North	Clayton-le-Woods (North)	11C	1442			1453					
	Clayton-le-Woods West and Cuerden	Clayton-le-Woods (West)	12A	2858	3442		2849	4274				
	Clayton-le-Woods West and Cuerden	Clayton-le-Woods (West)	12B	466			1318					
	Clayton-le-Woods West and Cuerden	Cuerden	12C	118			107					
							10458			11242	-12.60	-9.01
	Chorley Rural West	Eccleston & Mawdesley	Eccleston	14A	1940	4992		1918	5137			
Eccleston & Mawdesley		Eccleston	14B	1608	1669							
Eccleston & Mawdesley		Mawdesley	14C	1444	1550							
Euxton South		Euxton South	16A	3193	3193		3171	3171				
Lostock		Bretherton	18A	572	3452		587	3402				
Lostock		Croston	18B	2290			2238					
Lostock	Ulnes Walton	18C	590	577								
						11637			11710	-2.75	-5.22	
Chorley South	Chorley South East	Not Parished	08A	449	5537		434	5582				
	Chorley South East	Not Parished	08B	1669			1727					
	Chorley South East	Not Parished	08C	2045			2106					
	Chorley South East	Not Parished	08D	447			447					
	Chorley South East	Not Parished	08E	927			868					
	Chorley South West	Not Parished	09A	306	5985		294	6020				
	Chorley South West	Not Parished	09B	2185			2091					
	Chorley South West	Not Parished	09C	2267			2426					
	Chorley South West	Not Parished	09D	1227			1209					
							11522			11602	-3.71	-6.10
Chorley West	Chisnall	Heskin	04A	710	3287		710	3266				
	Chisnall	Charnock Richard	04B	1529			1517					
	Chisnall	Coppull West	04C	1048			1039					
	Chorley North West	Not Parished	07A	1115	4706		1142	4717				
	Chorley North West	Not Parished	07B	1258			1229					
	Chorley North West	Not Parished	07C	984			993					
	Chorley North West	Not Parished	07D	1349			1353					
	Coppull	Coppull East	13A	2166	4885		2249	5355				
	Coppull	Coppull East	13B	2719			3106					
				<b>TOTALS</b>	<b>83763</b>	<b>83763</b>	<b>83763</b>	<b>86487</b>	<b>86487</b>	<b>86487</b>		
			<b>Average</b>				11966		12355			





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