

Item 3b	14/00022/OUTMAJ
Case Officer	Adele Hayes
Ward	Mawdesley
Proposal	Outline application for the means of access to a mixed use development comprising up to 56 residential units, a community building with car park and public open space at land off Gorsey Lane (outline) and a change of use from B1 (office) / B8 (storage) use to a retail showroom
Location	Goodyear Business Park, Gorsey Lane, Mawdesley
Applicant	Bloor Homes North West
Consultation expiry:	26 February 2014
Decision due by:	6 August 2014

Recommendation

It is recommended that this application is granted conditional outline planning approval subject to an associated Section 106 Agreement secure the provision of 21 affordable dwellings, financial contributions towards the provision of public open space, sustainable transport measures and the cost of promoting a TRO to secure off site highway improvements.

Representations

Objection	Support
Total No. received: 276	Total No. received: 49
<p data-bbox="188 400 488 427"><u>Principle of Development</u></p> <ul data-bbox="237 464 1189 1335" style="list-style-type: none"> <li data-bbox="237 464 1122 523">• The proposed development will harm the rural character of Mawdesley which is an award winning village. <li data-bbox="237 528 1160 619">• The Chorley Borough Council Local Plan for 2012-2016 concludes that development should not take place on this site and development would be unsound. <li data-bbox="237 624 1151 715">• Alternative Site no. is 4.2 hectares in area and is located at Gorsey Lane, Mawdesley. It contains part of site EP1.17 and is proposed in representations for residential, employment and community uses. <li data-bbox="237 719 1160 810">• Mawdesley is a rural settlement that is not identified in Core Strategy (CS) policy 1 as a location for growth, except for small scale development in limited circumstances. <li data-bbox="237 815 1182 938">• Other suggested Alternative Sites are located outside settlements identified for growth in CS policy 1. Since the Plan has not sought to re-define their boundaries, their allocation would be inconsistent with the development plan and would make the Plan unsound. <li data-bbox="237 943 1189 1177">• Any proposal for housing use on an existing employment site will need to be assessed under the 2010 Central Lancashire Core Strategy Policy 10 Employment Premises and Sites - criteria a) to h) and will need to be subject to 12 months marketing and assessment of the viability of employment development including employment re-use and employment redevelopment. According to the 24 May 2013 "Outstanding Matters from the Inspector" report, "the owners of the site have not demonstrated they have fulfilled the criteria assessment for the Goodyear Business Park". <li data-bbox="237 1182 1055 1209">• The submitted plans do not accurately show adjoining properties. <li data-bbox="237 1214 1137 1273">• The proposal is unsustainable and will cause a significant environmental and safety impact. <li data-bbox="237 1278 1189 1335">• There is no proven need for more family houses in Mawdesley and there are many houses currently on the market in the village with a mix of prices and 	<p data-bbox="1211 400 1512 427"><u>Principle of Development</u></p> <ul data-bbox="1261 464 2022 1335" style="list-style-type: none"> <li data-bbox="1261 464 1688 491">• The development is a good idea. <li data-bbox="1261 496 2011 751">• The flyer from the Mawdesley Resident Association is considered to be misleading. It highlighted buildings, and was marketed to the public, to suggest that where some units and many offices would stand would be for housing. This is incorrect, a large proportion of the business park will remain as offices units. The buildings to be removed are the furniture business alone which will be relocated with no loss of jobs. <li data-bbox="1261 756 2007 943">• Over many years since 1990's there have been businesses on the park. Nearly all the businesses are not from Mawdesley and neither are their employees, therefore to suggest that local jobs will be created / lost is untrue since nearly all the business park has people who travel into Mawdesley. <li data-bbox="1261 948 1966 1007">• The site is an ageing site it will need a large expenditure shortly to many of the ageing buildings. <li data-bbox="1261 1011 2022 1335">• People cannot comment on the viability of the business as they do not have a grasp of the figures. The business park and furniture annexes generate a huge rateable value for the Council. The rates alone of the furniture shop are in excess of £55000 excluding the rates for the offices and units. In these economic circumstances combined with staff wages it is simply unmanageable to have such a large site with empty space in order to make a profit a huge amount of stock has to be sold. Occupying a smaller site will make the business more profitable and manageable going forward into the

sizes.

- The planning application as submitted by Bloor Homes for the construction of 56 new homes is clearly out of scale with the size of the village. This development would be an increase of approx. 8% to the size of the village. This is completely against the planning strategy contained within the Chorley Local Plan, which clearly provides for only infill and small scale developments within Mawdesley. It also specifically prevents residential development on the Goodyear site which is part of this proposal.
- The loss of the Goodyear business park would greatly reduce employment opportunities for local residents.
- The owners of this site have failed to demonstrate that they actively marketed this site in order to attract new businesses

Highway safety

- Mawdesley is a small village with the roads already at capacity.
- If the proposed development is approved there would be at least another 100 cars travelling along Gorsey Lane which would be a serious safety issue.
- The access roads in and out of Mawdesley are un-paved country lanes and the increased traffic arising from the development will increase the risk of life threatening injuries to pedestrians, cyclists and service providers such as post, milk and refuse collectors.
- With the already obstructive on-road parking in the village and likely difficulty in exiting Gorsey Lane onto New Street, the traffic will tend to use Bradshaw Lane, Dark Lane, Ridley Lane, Back Lane and School Lane all of which have single file sections and used by school children walking to and from the bus.
- Gorsey lane is a small street which is too busy already with traffic to Cedar Farm making it dangerous at some times as it is; there are a lot of children and elderly people living on and around Gorsey lane. If the site in question had another means of access for vehicles then the proposal would be much more reasonable.
- The prospect of all the needed trucks and plant during the construction

future ensuring jobs.

Provision of affordable housing

- There is a serious lack of affordable housing within the community.
- A development such as this will provide much needed housing for the younger people of the village who are at the moment priced out of the area and forced to move to neighbouring more affordable villages. This is a shame, when having lived within a community for most of your childhood.
- It is preferable to have houses at the rear of existing properties than some forms of light industry.
- A lot of families are forced to leave Mawdesley when first buying property, this development is an opportunity for people to stay in the village.
- A small housing development must have a more positive impact than ageing industrial units.

Sustainability

- The proposed development will be a much needed boost to some of the smaller schools and businesses within the village.
- There are two schools within the village; whilst one may be over-subscribed, the other has ample places and would benefit greatly from a boost of numbers
- The additional population, should this development go ahead, would provide extra trade for local businesses such as the shop and pub.
- It is important to remember that in order to retain the sustainability of the village we must attract new families and

phase can be nothing but dangerous on such a small lane. This site needs direct access to a main road to be feasible and to be safe.

- Gorse Lane is too small to be the only access to such a large estate.
- There have been several accidents involving hay bales breaking free from the tractors resulting in damage to residents' fencing and causing blockages in the roads.
- Traffic calming measures on New Street could urbanise its look. This is a village rural road used by many heavy vehicles, buses, horse boxes and tractors which often struggle to negotiate hazards and congestion.
- New Street has many old properties with little or no foundations and raised road calming measures would cause vibration and damage. Being a rural area there are many single track and narrow country lanes that are not suitable for the major increase in traffic that this development would encourage.
- Drivers leaving the development will not necessarily use the Gorse Lane junction and the country lanes where residents are encouraged to walk, cycle and ride would become too busy and unsafe.
- The plan to promote sustainable transport is flawed. 814 school service currently runs from Eccleston to Mawdesley Catholic School and back. By extending it to the centre of the village does not provide transport to all the schools. Currently school transport is available to Bishop Rawstone Academy but an increase in school age children in the village may mean that places are not available for all.
- Local railway stations will still mean that people still need to use the car. Local transport would never be sufficient.
- There is a planning condition upon the access to the Goodyear Furniture Site requiring that the access be provided with gates which were to be locked overnight Monday to Saturday and all of Sunday to minimise local disturbance. This is still the current practice. The access thus would appear not to be a public thoroughfare. Whilst no doubt this can be changed it would appear to have been assumed that the access route from Gorse Lane is regarded as a public road and the only available access.
- A relatively large number of vehicles that use New Street and subsequently High Street are either agricultural or equestrian in their nature, given that one of the most popular equestrian competition centres in the North West

children. In an ageing society if we fail to provide opportunities for new families to move in to the village then businesses will eventually suffer.

- The current house prices within the village are out of the price range of a lot of people so the proposed affordable housing is a welcome boost.
- Although Croston high school may be getting full, there are other local high schools of a similar quality and distance to Croston school.

Highway safety

- The new development would attract people and cars and comments relating to this, stating there will be 100 extra cars on the road are misleading. They will not all be on the road at once as people work at different times.
- One of the main issues with Gorse Lane is the insistence of the residents parking unnecessarily on the road, when they have driveway space available, at times when the business on a daily basis has HGV vehicles it makes it difficult.
- 90 percent of the time there is no other car at the junction of Gorse Lane leaving the lane. The junction is dangerous due to sight lines not volume of traffic. Enforcing the existing speed limit would help considerably.
- There are no traffic issues in Mawdesley currently, and drivers are rarely stuck behind other cars when leaving Gorse Lane at the New Street end. The only issue is visibility is poor.

Community Building

- A facility for the scouts and a community building would be well received. This would be a great boost for the village.

lies at the top of High Street (Church Farm) and these vehicles would be significantly disrupted by the proposed roadway alterations.

- The proposals do not take into consideration the stress caused to animals in transit of such raised platforms, and the potential danger to both pedestrians and other road users as well as the animals of having to negotiate these obstacles.
- Whilst the relevant traffic studies appear to show that the roads around Mawdesley have the capacity to deal with the obvious increases to vehicular traffic that another 56 homes would create, the applicant cannot measure the physical nature of the road surfaces and the specific demands on these roadways that a rural area creates.
- Many of the lanes around the village centre, and in particular on the roads to the south east of the site (Back Lane, Moody Lane, Back Lane East and School Lane) do not have any paved footpaths or streetlighting but are frequently used by numerous pedestrians walking their dogs or by significant numbers of horse-riders or cyclists on a daily basis.
- For anyone using the lanes for this purpose, there is a marked difference in one's perceived safety at the weekend with the higher traffic volumes that Cedar Farm creates than during the weekdays. An influx of a further 75-100 estimated cars created by the additional homes, the majority of which will travel in and out of the village via the aforementioned routes on a daily (or probably twice daily) basis will have a significant impact on the safety of other road users and can only exacerbate the erosion of the road surfaces within these areas, many of which are effectively single track already due to the edges of the carriageway having been worn away.

Infrastructure

- Village schools are already full and there are problems with village residents getting their children into Croston secondary school.
- There is a Village Hall for the use of the residents as well as church rooms for hire. Scout building would be fine but for the youth groups only.
- There are ample play areas for the children plus tennis club if they wish to join and football/cricket club/karate all take place in the village.
- The development is too large, the village has few facilities and the

- The local scout group have confirmed that they have been looking for permanent premises for over 5 years since they added a scout troop for 10–14 year olds to their thriving group. The Village Hall could only offer limited evenings, necessitating the use of the School, the Methodist Hall or being outdoors. Neither of the venues are big enough to accommodate over 20 scouts learning Scouting skills for life. The evening meetings are very carefully planned and it is difficult to assume that they can be outdoors on certain evenings. The young people need continuity with facilities to play games and display badge work / achievements. Unfortunately the Village Hall, while an excellent venue for lots of functions and groups that don't have the same needs as the scouts, has restrictions on the activities they can undertake and does not allow permanent displays or storage for more than the most basic equipment. The new cricket pavilion only has a small room available for the winter months. If the scouts were to do anything with the cricket club they would need to fund a separate facility. The scout group is growing, and has never closed sections due to lack of Leaders. They would like to offer scouting to more young people in the area, but it is difficult at the moment. They cannot open second sections, offer new provision for 14–18 year olds or support any other youth groups. Some of the group executive live in Mawdesley and all the committee have the interests of the local young people at heart. It is the young people who will benefit from the new facility, with opportunities to supplement the weekly evening meetings with weekend and holiday activities.

infrastructure would need improving prior to a population increase of possibly several hundred residents.

- Due to the lack of local amenities residents of the village heavily depend on travelling by car to neighbouring villages for these amenities rather than using the limited local bus service.

Flooding

- Within the village there is a risk of flooding. A number of properties have in previous years been affected. Bloor Homes have totally failed to advise how they have addressed this ever increasing problem.
- The housing would border a lake which flows downstream through the village to a point beyond the sheltered housing. Following the Brookfield development in the '60s the stream was poorly culverted, resulting in periodic flooding ever since - the last being 10 years ago & affecting 6 houses. An estate this size by replacing natural drainage with concrete would hugely increase the flood risk & require replacement of the entire culvert.

Ecology

- The site contains the closest natural wildlife wood & grassland areas to the village. Tree felling has already reduced or driven out owls, cuckoos, newts, badgers & other diminishing species.
- Pond 12 comprises two very small garden pond features, which have been created in the rear garden of a residential property that adjoins the southern boundary of the application site. The ponds have been created using a liner and they are diminutive features in which an array of aquatic and emergent plant species have been introduced. They collectively have a HSI score of 0.52, suggesting they have 'below average' potential to support GCN, however it is the diminutive size of the pond hollows that is a significantly limiting factor and if left to nature they would be likely to dry out quite frequently. Since they are managed for their wildlife value, their potential value for GCN is somewhat higher than is reflected by the HSI score. Further the survey recognises that Pond 12 supports a medium

colony of GCN's. The entirety of the proposed means of access will thus pass through the area defined as immediate zone to Pond 12 and the extension of the current site access to incorporate pedestrian access alongside the vehicular access would involve considerable excavation to the south east where there currently exists an earth bank.

- The ecological survey records an estimated population of 12 GCN whereas that was the number seen during the daylight inspection and would normally be taken to represent between 5% and 30% of the estimated actual population. Great Crested Newts have been observed within the environment of the pond at the northerly end of the adjoining garden over a period of 16 or more years and using the English Nature assessment of population size it is estimated the colony to be of medium size – i.e. up to 13 Great Crested Newts have been counted in a single observation approximating to a total population of 39 or more.
- The northerly end of an adjoining garden is adjacent to the junction of the proposed access route and the south easterly part of the proposed development, currently occupied by one of the buildings of Goodyear's Furniture World. Incremental housing development has over the last decade lowered the observed water table by some 12" or more in response to which residents have been obliged to line what was the shallow section of their enhanced natural pond to prevent it drying out though the deeper section has never dried out in the last 17 years and as the current level of the water table appears to be level with the surface of the proposed access route there are concerns that any further drainage of the area will further damage an amphibian habitat which is fully protected under Schedule 5 of the Wildlife and Countryside Act 1981 (as amended) and Schedule 2 of The Conservation of Habitats and Species Regulations 2010. The proposed incorporation of 2 metre footways alongside the proposed entrance to the site would further jeopardise this environment by significantly reducing the earth retaining bank which a slightly longer shot photograph of the area covered by Photograph 22 in the ecological survey, shows would involve removal of a significant amount of that earth bank to achieve a normal pavement level.
- Vehicular access to the site of the proposed development is also available from New Street, adjacent to the access to the "New Street Garage" which

for some reason has been excluded from this proposal.

Housing

- There are houses on the market unsold already in the village and in respect to affordable housing, there is a property in The Willows for £142,000. Housing may be required however the infrastructure needs improving and a better safer alternative site needs finding.
- Will local people be given priority or will they be given to those on top of the Chorley Borough housing list. Once in the hands of a housing association there is no guarantee of priority. People want to stay in or return to Mawdesley for its quietness, charm, family and sense of community that it currently provides by being a small village.
- Figures used to quantify the need for so many affordable houses are a borough need and not a local need.

Community Building

- Mawdesley does not require a further “Communal Hall”. Meeting halls include at present; Mawdesley Village Hall (Charity No 521251, max capacity 200) whose registered aims/activities include General hire: Playgroup, Beavers, Rainbows, Cubs, Brownies, Guides, Scouts, Tennis, W.I., Parish Council meetings, Band practice, Drama, Dancing –Ballroom, Line, Ballet, U3A Activities, Liverpool University Courses in Local History, etc. (from Charity Commission website).
- The Village Hall is a valuable community resource which was established in 1971 with the registered objectives of providing; “A village hall for the use of the inhabitants of the parish of Mawdesley without distinction of political religious or other opinions including the use for meetings, lectures and classes and for other forms of recreation and leisure time occupation with object of improving the conditions of life for the said inhabitants.” This charity has met these needs for the period since with a proven track record of expanding its facilities to meet the agreed needs of its regular users which includes the Mawdesley Scout Group against a background of sound financial management.

- The Methodist Church Hall accommodates smaller groups by arrangement. At present this includes a bridge group, the badminton group, table tennis and lunch club on a regular basis and various musical events including the local choir occasionally.
- Mawdesley Cricket Club will have a new pavilion, where work has already started to replace the pavilion with a new building which will according to the business plan be available to provide accommodation for village activities. It is worth noting the Cricket Club is now in its 130th year which would seem to imply a sound financial base.
- All these locations are situated at the edges of the village rather than being located centrally to residential areas which the proposed new “amenity” would be and have a proven record in avoiding disruption by noise, access or financial requirements.
- Mawdesley Bowling Club, (Mawdesley British Legion Hall) hosts 1 U3A activity session and 2 Open Training Sessions per week during the period March to September using both the hall and green as well as parochial meetings throughout the year.
- St Peter’s Church and two schools in the village also have halls which currently serve their parochial needs raising the question of whether a further facility for groups to meet is justifiable or indeed financially viable in the village.

Community involvement

- The questionnaire provided by Bloor Homes at the poorly staffed consultation day contained too many leading questions that and its revised plans are unacceptable. The current leaflet only highlights what they consider plus points and in no way reflects the feelings of the majority of residents.

Consultee	Summary of Comments received
Architectural Liaison Officer	Recommended that the scheme is developed in accordance with the principles of the Secured By Design security scheme. This can be secured by condition in accordance with Policy 26 of the Core Strategy
LCC Ecology	<p>Requested supplementary bat survey results and a revised illustrative proposals plan which have been submitted. LCC have confirmed that the subject of roosting bats has been adequately addressed by Ribble Ecology's supplementary survey work, with an agreement that one or more suitably worded planning conditions can now be used as a means of securing precautionary measures and replacement roost habitat opportunities for bats. Raised concerns about whether the proposed mitigation strategy for Great Crested Newts (GCNs) is adequate, with the outstanding topics of concern being as follows:</p> <ul style="list-style-type: none"> • Whether or not there is adequate extent of GCN mitigation habitat in which to maintain the GCN population, specifically with a request for clarity about 'before' and 'after' extents of GCN habitat availability for the whole Application Site, not just the 'immediate' 50m radius around the ponds. • Whether or not there is sufficient provision of habitat connectivity for GCNs to move between ponds, such as to maintain a connected metapopulation. • Whether or not it is possible to achieve sensitive habitat management and land use that retains habitat of enhanced quality for GCNs, without conflict with recreational pressures such as the presence of footpaths or the introduction of fish or invasive species. <p>In response the applicant has provided a further illustrative proposals plan that now demonstrates that the extent of suitable 'immediate' habitat around both ponds (2 and 12) can be increased as a result of the proposal, plus that habitat connectivity can be maintained. In recognition that there is a net loss of 'intermediate' habitat extent, this 'immediate' habitat will be enhanced and managed so that it provides high quality habitat value for GCNs, so that the population can remain at favourable conservation status. It is agreed that details such as the control of public access will be important in relation to managing the habitat so it has long-term value for GCNs, but it is judged that such details can be secured by means of an appropriately worded planning condition. Details about public access and habitat management will also be legally covered in the content of an EPS Mitigation Method Statement.</p> <p>The LCC Ecologist has been made aware of this assertion and has not raised any further objection.</p>
The Wildlife Trust	<p>Echo the initial concerns of LCC ecology and consider that the principal nature conservation issues relevant to this application are a) retention of a viable population of Great Crested Newts and 2) retention of a viable population of bats. Refer to comments above regarding mitigation.</p> <p>Would prefer inclusion of some provision for protection and future maintenance and management of open areas particularly with regard to the ongoing maintenance and management of the pond within the site. On this relatively small site, it may be more difficult to justify an on-going management agreement.</p>
Coal Authority	The application site is outside the coalfield area

LCC Highways	Raise no objections and recommend conditions
LCC Education	<p>The latest information available at this time was based upon the 2013 annual pupil census and resulting projections. Based upon the latest assessment, LCC are seeking a contribution for 8 secondary school places. However, LCC are not seeking a contribution for primary school places.</p> <p>Calculated at the current rates, this would result in a claim of:</p> <p>Secondary places: $(£18,469 \times 0.9) \times \text{BCIS Indexation (310.60 April 2012 / 288.4 Q4 2008 = 1.076976)}$ $= £17,901.60 \text{ per place}$ $£17,901.60 \times 8 \text{ places} = \mathbf{£143,213}$</p> <p>However this is now covered by the Community Infrastructure Levy and a commuted sum is not applicable on this occasion</p>
CBC Environmental Health (Contamination)	Note that the applicant has submitted a Phase 1 desk study report, by Coopers (Ref 5909dsr), which has been reviewed and the officer is satisfied with this report in making an initial appraisal of the site. Agree with the recommendation for a Phase 2 intrusive investigation (and any necessary remediation) to be carried out prior to any development and an appropriate condition is recommended.
CBC Environmental Health (Noise)	Have no objection to this proposal
CBC Strategic Housing	<p>The Chorley Rural Housing Needs Study which was undertaken in 2011 identified a need for a total of 63 affordable homes over a 5 year period between 2011 /12 to 2015/16 in Mawdesley .</p> <p>If the proposed scheme is approved the preferred tenure split would be 70% Social Rented homes and 30% Intermediate homes (i.e. shared ownership) with a preference, in terms of mix of house types, being for 2bed houses for both Social Rent and as Intermediate units.</p> <p>If the scheme is approved all of the affordable homes should be transferred to an Affordable Housing Provider who is a member of the Select Move choice based lettings scheme.</p>
CBC Economic Development	The Council's Economic Development Team has not raised any objection to the proposal and has made detailed comments about the availability of commercial premises which are detailed below in the main body of the report.
CBC Parks and Open Spaces Officer	No comments received
CBC Tree Officer	<p>The majority of trees on the site are within the boundary hedge and fence line. Trees on the site contribute to the landscape and serve to screen the development. The significance of the trees in the local surroundings/setting and wider impact is important. Some of the trees on the site require some attention to rectify defects.</p> <p>The following trees showing signs of significant defects, structural and physiological flaws, in decline, physiological stress, diseased or dead. Recommendation for removal. Groups at the site entrance would be improved with replacement better quality planting. T4,T7,T8,T10,T11,T12,T13,T15,T16,T19,T21,T22,T23,T24,T26,T27,T40,T43. G5 Remove ash, willow, sycamore, cypress. G6 trees side of access into site. Pruned badly in past some trees dead or in advanced decline. Developer</p>

	<p>recommends removing existing trees, replacing with new formal avenue of lime or oaks. Agree with this course of action.</p> <p>G7 Conifers each side of entrance, recommend removal. G2 group of trees around pond. Remove trees with identifiable defects.</p> <p>The following trees have merit for retention. T1,T2,T3,T5,T6,T9,T14,T17,T18,T20,T25,T28,T29,T30,T31,T32,T33,T34,T35,T36,T37,T38,T39,T41,T42,T44,T45. Retain Group 1. Retain Group 2 trees around pond. Some trees within this group evidence of stem failure, occasional multi stem trees with compressed unions at the base. Retain as many trees as practically possible due to high/important habitat value. Group 3 Retain. Group 4 Retain some tree management work required. Group 5 Silver birch, horse chestnut within group worthy of retention.</p>
Environment Agency	<p>A revised Flood Risk Assessment (FRA) prepared by Betts Associates Ltd (Ref: BLH02_FRA, Rev 3.1) has been submitted as part of the application.</p> <p>The Environment Agency have confirmed that they have reviewed the revised report and have confirmed that they are satisfied that the proposed development would be safe and that it would not be at an unacceptable risk of flooding or exacerbate flood risk elsewhere, provided that any subsequent development proceeds in accordance with the recommendations of the FRA.</p> <p>The Environment Agency have confirmed that they have withdrawn their initial objection and recommend the imposition of conditions and informative notes.</p> <p>In addition the Environment Agency have confirmed that they have reviewed the <i>Ecological Survey and Assessment</i> prepared by Ribble Ecology and support the proposed enhancement, management and mitigation for habitats and protected species.</p>
United Utilities	Have raised no objections
LCC SUDs Approval Board	No comments received
LCC Mineral Safeguarding	No comments received
Parish Council	<p>Mawdesley Parish Council strongly objects to the proposal citing the following grounds:</p> <p><u>Significant Harm</u></p> <p>Mawdesley is one of the last truly rural villages within the Chorley district, a jewel in the crown of Chorley Borough having been winners of the Lancashire best kept village competition some three times within the past 15 years. The village continues to be an aspirational place to live, work and visit and as such retains a character that has so many times been degraded in other rural villages around the county. To impose a development of this scale would cause significant irreparable harm.</p>

Mawdesley thrives on its foundations of strong family and community values and does so to make the village appealing to all who live, work and visit. Mawdesley has many assets which need to be protected and cherished and not exploited by outside institutions or professional organisations.

Mawdesley is blessed with one of the best community facilities in Lancashire, The Village Hall, and a well-used and well managed charity which won Lancashire Best Community Facility 2012. This and the three church halls are all available to rent for any local organisation or club. Another community building is not only not needed but is not viable or sustainable and as such will cause significant harm to the existing facilities.

Sustainability and Affordable Housing

For a housing development to be sustainable there has to be an identified need for those built properties within the direct area. Although Mawdesley Parish Council believes that the homes built for sale will no doubt be very desirable and sell for a value approximated at some 40% higher than the average house price in the surrounding villages, Mawdesley does not see a NEED for these properties, nor does it have a need for affordable housing of which the majority will be rental for the younger community in the village.

This can be demonstrated by the recent construction of 4 affordable homes on Hurst Green which at present have just one tenant who previously resided in the village, demand for these homes from current Mawdesley residents is poor.

Economic Impact

In order to drive a need for these new homes employment must be taken into account. The current proposal seeks to diminish a well established employment site within the village by removing a significant amount of suitable storage, office and light industrial buildings, perfectly positioned and constructed to provide employment for many of Mawdesley's past, current and future residents, in effect reducing industrial and commercial buildings and damaging the current village economy.

Mawdesley Parish Council believe the current owners of the site, since acquisition, have actively sought to diminish employment on the site and under utilise the existing building in order to question the viability of the current site allocation. We believe this has been done by creating unattractive rental agreements, refusing to rent space to potential viable incoming businesses and under marketing the available units.

It is a significant development in an area where the infrastructure is at its capacity, it is not in sympathy with existing village life.

	<p><u>Conclusion</u></p> <p>Mawdesley Parish Council cannot demonstrate or justify a need for affordable housing within the village and therefore reject Exceptional Reason 1: Identified Need for Affordable Housing in Mawdesley (Planning Statement Paragraph 6.14). Nor does the Parish Council wish to see a reduction in its current employment areas and a negative effect on our economy, Exceptional Reason 2: Economic Benefits (Planning Statement Paragraph 6.23). Fundamentally these Exceptional Reasons carry no weight to this application and should therefore be rejected outright.</p>
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In addition Mawdesley Parish Council have submitted a series of 'specific objections' relating to the proposed development that are report below together with the applicant's response.

No	Item	Reason for Objection	Applicant's response
1	Ignoring local circumstances	<p>Refer to NPPF (paragraph 10) and the need to respond to the different opportunities for achieving sustainable development in different areas.</p> <p>Refer to 'local circumstances' such as development in surrounding areas meeting adequately meeting any demand that exists in Mawdesley and the lack of any A or B roads in Mawdesley, which cannot accommodate the extra traffic and will result in detriment to the safety of walkers and cyclists</p>	<p>Bloor Homes have fully considered the local circumstances in Mawdesley and it is the delivery of affordable housing that is an established local need identified in the Chorley Rural Housing Needs Study 2011. This is set out as 'Exceptional Reason 1' in the Planning Statement (para's 6.14-6.22), which should be referred to. The neighbouring areas cited by the Parish Council, such as Croston and Eccleston have their own affordable housing need identified in the Study, which will (in part) be met by new developments in these areas. In the absence of any new development in Mawdesley of a sufficient scale to deliver affordable housing this identified local need will remain unfulfilled.</p> <p>The NPPF (paragraph 6) makes it clear that the purpose of the planning system is to contribute to the achievement of sustainable development and the Government's view of what constitutes sustainable development is set out in the policies in paragraphs 18 to 219 when read as a whole.</p> <p>The Planning Statement prepared by Nexus Planning has taken this holistic view and has been structured in a way that assesses the proposals in the context of the NPPF when read as a whole. It demonstrates that the application proposals conform with the presumption in favour of sustainable development set out in the NPPF.</p>
2	Supporting rural economic growth	Supporting rural economic growth	There is to be a 68% reduction in floorspace on the Goodyear estate. Of the demolished floorspace, 92% is occupied by the Goodyear Furniture Centre business, which is to relocate

		<p>Refers to paragraph 28 of the NPPF, which requires planning policies to support economic growth in rural areas in order to create jobs and economic prosperity. The Parish Council state that the employment floorspace is to reduce by 75% and that there has been no rigorous marketing campaign to 'explore new tenants or alternative employment uses.'</p>	<p>into the vacant space in the adjoining Business park. This will see occupancy in the retained section increase from 41% to 86%, helping to consolidate this important local source of employment space.</p> <p>At present, the Goodyear Furniture Centre occupies far more space than is required and so this will ensure that the business, which has been established in Mawdesley since 1983 is retained in the village, continues to provide a valuable local source of employment and is able to operate on a far more efficient basis.</p> <p>The Planning Statement prepared by Nexus Planning and Economic Report prepared by Gerald Eve demonstrate that the loss of this floorspace is compliant with Policy 10 of the Central Lancashire Core Strategy. A vigorous marketing campaign is only required where housing is proposed to replace an employment use; this is not the case here as the buildings to be demolished have an established use as an A1 retail premises with ancillary warehousing and the area occupied by the Premier Drum Company (B1c use) is to be replaced by the scout hut/community building. Criterion g and h of Policy 10 do not therefore apply.</p>
3	<p>Priority to pedestrian and cycle movements / Poor public transport facility</p>	<p>Paragraph 35 of the NPPF is referred to that states developments should be located and designed where practical to give priority to pedestrian and cycle movements and have access to high quality public transport facilities. Reference is then made to the unsuitability of the Gorsey Lane junction, Gorsey Lane itself and the other surrounding roads, such as Back Lane to support the development. Doubt is also cast on whether alternative means of sustainable transport are available in the area.</p>	<p>The Transport Statement makes it clear that the Gorsey Lane junction is of a sufficient standard to accommodate the development and other off site improvements to the local highway network such as the improvements to the Gorsey Lane/High Street/New Street junction and traffic calming measures along New Street ensure that the proposals can be considered acceptable in highway terms. There is also no concern regarding the capacity of the local highway network to accommodate the level of vehicle movements that will be generated by the development. This has been confirmed in Lancashire County Council's highways departments statutory consultation response, who raise no 'in principle' objection to the proposals and make recommendations for other improvements that could potentially be implemented. These recommendations are currently being considered by Bloor Homes highways consultants Cameron Rose Associates and any necessary clarification will be provided.</p> <p>The promotion of sustainable development where it relates to the use of and proximity to alternative modes of sustainable transport is centred upon a choice being readily available. Paragraph's 6.61 – 6.65 of the Planning Statement clearly set out that the site is well provided for in this respect.</p>

4	School Places	<p>Refer to paragraph 72 of the NPPF and the need to ensure that a sufficient choice of school places is available to meet the needs of existing and new communities.</p> <p>Specifically in relation to Mawdesley, it was stated that the CofE school in the centre of the village was full in Sept 13 and will have a full intake again in Sept 14. It was also acknowledged that the Catholic primary, 'which may not be everyone's choice' has space available. It is also claimed that the nearest secondary schools are also 'heavily oversubscribed'.</p>	<p>Mawdesley is particularly well served by primary schools and both St Peter's C of E Primary School and St Peter and Pauls Catholic Primary School are within walking distance of the site. St Peter and Pauls does have capacity and although it is a Catholic school its selection criteria allows children not of a Catholic faith to enrol so there is confirmed surplus capacity available for new pupils entering the area.</p> <p>In terms of secondary schools and colleges, Bishop Rawstone C of E Academy in Croston (5km/3miles), Burscough Priory Science College (8km/5 miles) and Standish Community High School (6 miles/10km) are within an accessible distance of the site.</p> <p>The Community Infrastructure Levy is now in force in Chorley and the development is CIL liable. A contribution will therefore be made towards the delivery of key infrastructure, which includes education provision.</p>
5	Flood Risk	<p>Refers to paragraph 94, 99 and 100 of the NPPF that deals with the issue of flood risk.</p> <p>Specific concerns raised in relation to the annual flooding of the attenuation pond adjacent to the north east corner of the site, the impact that an increase in surface water drainage will have and the sub-standard nature of the culvert that runs under New Street.</p>	<p>These concerns have been fully addressed in the accompanying Flood Risk Assessment prepared by Betts Associates and the subsequent update produced in March 2014 that addresses the issues raised by the Environment Agency in their statutory consultation response.</p> <p>Sufficient technical information has therefore been provided that confirms that the development can be considered appropriate in accordance with the NPPF.</p>

6	Affordable Housing Need	<p>Refer to Policy 1 of the CLCS that categorises Mawdesley as a 'tier f' smaller village where development will be typically small scale and limited to appropriate infilling, conversion of buildings. Reference is then made with regards to the exceptional reasons being presented by Bloor Homes to justify a larger scale of development, in particular the need for affordable housing.</p> <p>The assertion that there is a need for affordable housing is challenged on the following basis:</p> <ul style="list-style-type: none"> i. Development in the areas immediately around Mawdesley (Croston, Eccleston and potentially the Camelot site) will all contribute towards affordable housing need in Mawdesley. ii. A recently development at Hurst Green delivered 4 affordable houses and only 1 is now occupied by someone who previously lived in Mawdesley. iii. The CLCS Spatial Vision states that the character of rural villages will have been 	<p>Paragraph's 6.14-6.22 of the Planning Statement clearly set out the exceptional reason that an identified need for affordable housing exists in Mawdesley.</p> <p>The Chorley Rural Housing Needs Survey (September 2011) was presented as an evidence base document in the recent Chorley Local Plan EiP and it establishes that there is significant affordable housing need in rural areas including Mawdesley that is not being met. Despite the Parish Council's assertion that new development in the area around Mawdesley such as Eccleston and Croston will help to satisfy this demand, the study has also highlighted the level of affordable housing needed in these areas.</p> <p>Specifically in the parish of Mawdesley, there is a need to deliver 63 affordable homes over the period 2012-2017. Bearing in mind that we are already well into this period, the need to deliver affordable housing is made that much more acute.</p> <p>The Council's own evidence base therefore demonstrates that there is a significant need for new affordable housing in Mawdesley. As such, the contribution that the proposal would make towards addressing this need carries significant weight and the delivery of affordable housing in Mawdesley would perform the key social role of sustainable development as set out in the Framework. It would support <i>'strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations'</i> (paragraph 7) and comply with the requirement that <i>'local planning authorities should plan housing developments to reflect local needs...'</i> and <i>'... in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs'</i> (paragraph 54).</p> <p>This identified need will have to be met through the delivery of additional windfall housing sites as the emerging Chorley Local Plan 2012-2026 has not identified any new housing allocations in Mawdesley and there is no sign of this situation being addressed by any other means. A site will need to come forward that can deliver a critical mass of affordable housing as CLCS Policy 7 sets a minimum site size threshold of 5 dwellings. It is therefore evident that windfall 'infill' sites will simply not deliver the affordable housing so desperately needed in Mawdesley. Adactus Housing have expressed an interest in taking the affordable units to be delivered at the site.</p> <p>The proposal is to deliver up to 56 residential units, of which 37.5% would be affordable (which is in excess of the CLCS Policy 7 target) and there is an opportunity to address the</p>
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		<p>maintained.</p> <p>Mawdesley Parish Council called a public meeting in December 2013 and of the 140 in attendance, 138 were against the development, 1 abstained and 1 was in favour. There is a suggestion that the 'rhetoric' used by Bloor Homes is not reflective of the situation on the ground.</p>	<p>chronic shortage of affordable housing that exists in Mawdesley; a situation that has arisen over a number of years. From a land use perspective, Policy V2 of the CLP 2012-2026 confirms that housing is an acceptable use within settlement boundaries.</p> <p>With regards to the issue of local objection/support, we suggest that the responses received to the formal application consultation should be referred to and a much higher level of local support has come forward than has been suggested exists by the Parish Council. Crucially a large number of the local residents supporting the proposals identify the lack of affordable housing as a valid reason to approve the application.</p>
7	Does not accord with CLCS in respect of landscape impact	<p>Refers to para's 10.18 and 10.19 of the CLCS and the importance of landscape contributing to an area's distinctiveness and the reference made to Mawdesley in respect of wider landscape character areas.</p>	<p>In order to assess any potential impact from both a local and wider landscape perspective, a full Landscape and Visual Impact Assessment has been undertaken by TPM Landscape and was prepared in accordance with the most recent national and local character assessment guidelines. This issue is also dealt with in the Planning Statement, 6.98-6.105.</p> <p>From a landscape perspective, the LVIA assessed the site as having 'low' landscape sensitivity, 'low' landscape value and 'poor' landscape quality. Taking this into account as a baseline position, the change to the proposal site itself has been assessed as being 'medium' (following the implementation and establishment of mitigation measures, such as enhanced landscaping and the creation of the open space/wildlife area around the pond in the south east corner of the site). This is a reflection of the ability of the scheme to balance the substantial shift in land use from unmanaged agricultural land and industrial type buildings to housing and community uses without further detriment to the site or its surroundings.</p> <p>The proposals will retain and enhance features which are identified as attractive, including the ponds and the existing vegetation and seek to remove detracting contributors to the landscape, including overhead electric cables and the industrial units. It will retain the key character elements of field structure, hedgerows and hedgerow trees and maintain much of the visual understanding of this land pattern through the careful arrangement of the proposed layout. The proposed development will also promote a positive relationship with the adjoining housing, existing recreation area space, open countryside and the existing public footpaths.</p> <p>The change to the broader landscape (beyond the development site), particularly that within the visual envelope of the site, has been assessed in the LVIA as being 'low' as a result of the</p>

			distinct lack of short or long distance views being available of the site. There are no landscape receptors assessed as experiencing significant effects pre or post mitigation.
8	Convincing evidence of a lack of employment demand/assessment of employment re-use and redevelopment	<p>Refer to CLCS points g and h which require a rigorous and active 12 month marketing campaign and an assessment of the viability of employment development.</p> <p>Criticism that this assessment has not been carried out.</p>	<p>As set out in the Planning Statement and the Economic Report prepared by Gerald Eve submitted with the application, criterion g and h are of CLCS Policy 10 (and the accompanying SPD) are not applicable in planning policy terms for the following reasons:</p> <ul style="list-style-type: none"> • The buildings to be demolished have an established use as an A1 retail premises with ancillary warehouse and the area that is currently occupied by a B1(c) use is to be replaced by the scout hut/community use and not housing. • The 'loss' of B1/B8 space in Goodyear Business Park is to accommodate the change of use to A1 with ancillary warehousing allowing for the relocation of the Goodyear Furniture Centre. <p>Criterion g and h require robust marketing and viability information to be provided, but only where housing is proposed to replace an employment use. It has been demonstrated that this is not the case here. Nevertheless, Mr Goodyear (landowner) has been marketing the vacant units to let and the following evidence has been provided to the Council:</p> <ul style="list-style-type: none"> • Some examples of the adverts that have been placed in the Ormskirk Advertiser, Chorley Guardian and Lancashire Evening Post for just over a 2 year period. • Copies of the receipts/invoices for these adverts demonstrating that they have been placed in the newspapers for a continuous period of just over 2 years. <p>The units have been advertised to let on a private basis and following discussions with Mr Goodyear, the main issue why these vacant units have not been taken up has been the basic lack of interest. Units have become available for a variety of reasons and it is estimated that only around 5 or 6 people have visited the site in the last 2 years since formal marketing of the site began and no specific reason was provided as to why these individuals did not choose to take up tenancy of any of the available units.</p> <p>It should be noted that for its size, Mawdesley is particularly well served in terms of office units for rent. Towngate Works is one such local example and following a recent enquiry it has been confirmed that space is currently available there and more will become available at</p>

			the end of April 2014 once some fire damaged units once again become available.
9	<p>Concurring with the Inspector's findings / supporting Chorley Borough's strong record of delivering housing supply</p>	<p>Refer to paragraph 97 of the Inspector's report which states that the land at Gorsey Lane, Mawdesley should not be allocated in the Plan, the reasoning set out in para 153 is then provided.</p> <p>Reference made to comments in Planning Statement regarding 'factual inaccuracies' in the Inspector's report and the fact that they have not subsequently been formally challenged by Bloor Homes.</p> <p>Final comments regarding the strong record of housing delivery in Chorley who currently have a five year housing supply, which constitutes evidence that Chorley can deliver the housing requirements, without the need to 'overrule the Chorley Local Plan'.</p>	<p>Paragraph 5.51 of the Planning Statement highlights some factual inaccuracies that exist in the Inspectors report, namely that employment allocation EP1.17 formed part of Alternative site 22 (it doesn't) and the failure to acknowledge that CLCS Policy 1(f) allows for larger scale development opportunities where exceptional circumstances exist. Notwithstanding these comments, paragraph 6.6 of the Planning Statement makes it clear that 'significant weight' has been attached to the Inspectors report and the plans/policies amended as a result and paragraph 6.10 accepts that the site could not have been allocated at the time as sufficient evidence was not available at the time to justify the 'exceptional circumstances' that exist to warrant allocation of the site. This application is supported by the necessary evidence to justify the release of part of the site as a windfall housing site. In addition to this the application site has been reduced in size from the one that was promoted through the Local Plan process by Bloor Homes as a result of the feedback received during the public consultation process.</p> <p>Bloor Homes fully accept that Chorley have a five year supply of housing land and have not sought to challenge this as part of the application. The application does not 'overrule' the Chorley Local Plan and a clear argument has been presented that justifies the proposals in accordance with Policy 1 of the CLCS (and the exceptional reasons that exist to justify larger scale development), Policy 21 of the CLCS which requires new development to be 'well integrated into existing settlement patterns' and Policy V2 of the CLP 2012-2026 states that housing and community uses are appropriate uses within settlement boundaries, subject to the presumption in favour of sustainable development set out in the Framework, development plan policies and other material planning considerations. It has been demonstrated that the proposals are fully in compliance with the presumption in favour of sustainable development set out in the NPPF and there are no other technical reasons why the development cannot come forward at the site.</p>

Proposal

1. This is a hybrid (part full / part outline) mixed use planning application, with all matters reserved on the outline element other than for the principal access onto Gorsey Lane. The proposal is described as:

“Mixed use development comprising of up to 56 residential units, a community building with car park and public open space at land off Gorsey Lane (outline) and a change of use from B1 (office) / B8 (storage) use to a retail showroom at Goodyear Business Park (“the Proposed Development”)

2. This application is accompanied by an illustrative Masterplan and Design and Access Statement showing how the development might be accommodated on the site. The following documents have also been submitted in support of the application;:

- Economic Report
- Statement of Community Involvement
- Transport Statement
- Landscape and Visual Impact Statement
- Flood Risk and Drainage Assessment
- Geo-Environmental Phase 1 Desk Top Study
- Ecological Appraisal
- Tree Survey, Preliminary Constraints & Indicative Assessment Plans

3. The section of the application site submitted in outline form, that is proposed to accommodate residential and community uses, has a gross site area of 2.59 ha and comprises 0.68 ha of previously developed land, currently occupied by the Goodyear furniture business and 1.91 ha of agricultural land that is not currently in agricultural use or part of an agricultural holding.

4. The applicant has confirmed that they will deliver the scout hut as part of the development and hand the finished building over to the local scout group (46th Ormskirk (Mawdesley)) who will then take on responsibility for its continued ownership and management. They currently use the Village Hall, but have confirmed that there is no scope to store any of their equipment there (this is currently in storage units at the Scout Leaders’ private residences) and there are restrictions on the type of activities that can be undertaken there, for example no ball games are allowed and nothing can be pinned to the walls.

5. The Scout Group have been looking for a building or land to accommodate a new facility for a number of years but a combination of the lack of available alternatives and insufficient funding has resulted in the search being unsuccessful. The Scouts were looking at the possibility of creating a new facility on part of the adjacent employment allocation (garage site) and submitted representations to the Chorley Local Plan process to that effect.

6. At present, the Group have a thriving Beaver colony, Cub pack and Scout troop with between 60 and 70 young people enjoying scouting every week. There are also 9 Young leaders under the age of 18 helping to run all three sections and about a dozen adult Leaders.

7. The majority of the young people are very local with over 75% living in Mawdesley village.

8. The Scout Group have also confirmed that if they were to get their own Scout Headquarters, they would hope to be able to open an Explorer Scout Unit for the area. This is not possible in the Village Hall as they have no regular free evenings.

9. The full (change of use) element of the application site comprises the remaining Goodyear Business Park building. A defined section of the building is currently vacant and is to be occupied by the Goodyear Furniture business following their relocation; it was last used for a combination of B8 storage use and B1 office purposes.

10. All of this land is located within the defined settlement boundary of Mawdesley. It is bound in broad terms by properties along Gorsey Lane to the south, a mix of commercial, industrial and residential properties along New Street to the west, an agricultural/wooded area also within the settlement boundary to the north and an industrial premises and Green Belt agricultural land to the east.

11. The application site is essentially flat, with some undulations and the agricultural land comprises a pasture field, along with a small pond to the rear of the existing premises occupied by Goodyear Furniture. There are mature trees and shrubs adjoining the field boundaries and there are woodland copses beyond the north and east boundaries.

12. The primary access to the site is from Gorsey Lane. A secondary access is also available from New Street, and this will continue to serve the remaining section of Goodyear Business Park as it does currently.

13. The proposed development comprises up to 56 new homes, including 37.5% affordable homes (21 no.), together with the provision of a 175 sq m community building which will primarily be occupied by the Mawdesley Scout Group but will also be made available for use by the wider community and publicly accessible open space as well as the relocation of the existing Goodyear furniture business from its current premises into a section of Goodyear Business Park, which would constitute a change of use from B1/B8 use to a retail showroom.

14. Vehicular access is proposed via the existing junction from Gorsey Lane and this access will primarily serve the residential/community development. The access from New Street will continue to serve the remaining section of Goodyear Business Park as it does currently. Access between the residential/community site and the remaining section of Goodyear Business Park is to be barrier controlled and will only be made available for use as a pedestrian/cycle link, an emergency access and for large delivery vehicles visiting the Goodyear Furniture Business.

Applicants Summary of Benefits

Economic Dimension	Social Dimension	Environmental Dimension
<ul style="list-style-type: none"> ▪ The building of 56 houses will provide economic stimulus as well as help to support new local employment opportunities throughout the construction phase. ▪ In addition to the creation of direct jobs, development of the site will also have a positive impact on employment throughout the construction supply chain. ▪ Beyond the construction phase, additional benefits will occur through household expenditure in the local area, which would help to generate further employment opportunities. ▪ New residents will also generate an additional demand for services such as public transport, retail, healthcare and education that could help to support even more jobs. ▪ The proposals will ensure that a key local employer, the Goodyear Furniture Centre, that has operated in Mawdesley for 30 years, is retained in Mawdesley. ▪ Relocation of the Goodyear Furniture Centre will bring a vacant section of Goodyear Business Park back into viable economic use and retain the 10 staff (5 full time; 5 part time) currently employed by the business. ▪ Housing supply can play a key role in the flexibility of the local labour market which itself is an important component in local economic competitiveness. This is because a shortage of housing or lack of affordability 	<ul style="list-style-type: none"> ▪ The delivery of potentially up to 37.5% affordable housing at a level in excess of the target set out in CLCS Policy 7 will go a significant way towards meeting an identified need for affordable housing in Mawdesley and the delivery of affordable housing in areas of identified need is firmly established as a key indicator of social well-being. ▪ The additional population created by the development and their associated expenditure will also help to sustain and enhance existing local shops and services in Mawdesley and the surrounding area. ▪ Financial contributions required through the Community Infrastructure Levy and Section 106 agreement will help to improve local facilities such as education and deliver local infrastructure improvements. ▪ The delivery of a new community facility that will complement the existing provision at Mawdesley Village Hall will ensure that an integrated approach is taken towards considering the location of housing, economic uses and community facilities and services as set out in paragraph 70 of the Framework. ▪ The locally responsive design will help to facilitate the integration of new residents with the existing community, creating healthy inclusive communities which is also supported by the Framework in paragraph 69. 	<ul style="list-style-type: none"> ▪ The Application Site is set within a sustainable location where there is an alternative to car travel through walking, cycling and public transport options and a number of local facilities and services are available within walking and cycling distance of the site. ▪ The development will be located outside of the floodplain and will not result in a greater risk of flooding elsewhere. ▪ The proposals will have a positive ecological impact through the protection of important features and the creation of new habitats and have no material impacts on archaeology or heritage assets. ▪ The primary enhancement being delivered by the site from an ecological perspective is the creation of a new 'wildlife area' surrounding the pond that is located in the south east corner of the site. This represents a significant improvement from the existing situation as the Goodyear Furniture buildings are located in extremely close proximity to the pond.

<p>can act as a barrier to people accessing employment opportunities. Mawdesley's central location provides local residents with easy access to a large number of employment opportunities.</p>	<ul style="list-style-type: none">▪ The creation and retention of new permanent and temporary jobs that will be facilitated by the proposals has social benefits as well as the economic ones outlined above due to new or increased income that can provide wider social opportunities such as access to new or better goods and services.	
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Assessment

15. The assessment critically relies upon the development and re-use of that part of the site that is the brownfield element and this will therefore be considered first before the development of the greenfield part of the site.

National Policy - The Framework

16. The Framework sets out the Government's planning policies and how these are expected to be applied. The following paragraphs are of relevance to this planning proposal:

- Para 6 - identifies that the purpose of the planning system is to contribute to the achievement of sustainable development.
- Para 7 - identifies that there are three dimensions to sustainable development: economic, social and environmental and that the planning system must therefore perform a number of roles:

An economic role – contributing to building a strong, responsive and competitive economy;

A social role – supporting strong, vibrant and healthy communities;

An environmental role – contributing to protecting and enhancing the natural, built and historic environment.

17. Para 14 - at the heart of the Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking. "For plan making this means that:

- Local planning authorities should positively seek opportunities to meet the development needs of their area;
- Local plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change unless:
Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in this Framework taken as a whole

18. For decision-taking this means:

- Approving development proposals that accord with the development plan without delay; and
- Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:

Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole;

19. Para 17 - sets out the 12 core land-use planning principles. All are of relevance to this application

20. Para 19 - indicates the Government is committed to ensuring the planning system does everything it can to support economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the system.

21. Para 21 - "In drawing up Local Plans, local planning authorities should support existing business sectors taking account of whether they are expanding or contracting..... Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances".

22. Para 24 - Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of

centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.

23. Para 25 - This sequential approach should not be applied to applications for small scale rural offices or other small scale rural development.

24. Para 28 - planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. Also promotes the retention and development of local services and community facilities in villages.

25. Para 32 - all development that generates significant amounts of movement should be supported by a Transport Statement which the applicant has submitted. Decisions should take account whether improvements can be undertaken within the transport network that cost effectively limit the significant impacts of a development. Development should only be refused on transport grounds where the residual cumulative impacts of development are severe. The Transport Assessment is discussed below.

26. Para 33 - Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in the Framework particularly in rural areas.

27. Para 38 - For larger scale residential developments, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Key facilities such as primary schools and local shops should be located within walking distance of most properties.

28. Para 47 – to boost significantly the supply of housing local planning authorities should:

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the Framework.
- Identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land.

29. Para 49 - requires housing applications to be considered in the context of the presumption in favour of sustainable development and where a local planning authority cannot demonstrate a five year supply of deliverable housing sites, relevant policies for the supply of housing should not be considered up to date.

30. Para 50 - To deliver a wide choice of high quality homes, widen choice for home ownership and create sustainable inclusive and mixed communities local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community.

31. Para 54 - In relation to rural areas - Local Planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs.

32. Para 56 - 57 - The Government attaches great importance to the design of the built development.

33. Para 70 - To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities, and other local services to enhance the sustainability of communities and residential environments.
- Ensure an integrated approach towards considering the location of housing, economic uses and community facilities should be taken.

34. Para 111 – planning policies and decisions should encourage the effective use of re-using land that has been previously developed (brownfield land), providing that it is not of high environmental value.

35. Para 123 – planning decisions should aim to:

- Avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
- Recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established.

36. Para 187 - local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible.

37. **In summary** there is a clear presumption in the Framework in favour of a sustainable development which will support economic growth, create jobs, facilitate the provision of significant affordable housing and provide community facilities. The Framework states for larger scale residential developments, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Key facilities such as primary schools and local shops should be located within walking distance of most properties. The Framework identifies that there are three dimensions to sustainable development: economic, social and environmental and that the planning system must therefore perform a number of roles: an economic role – contributing to building a strong, responsive and competitive economy; a social role – supporting strong, vibrant and healthy communities; and an environmental role – contributing to protecting and enhancing the natural, built and historic environment.

38. This site was specifically considered as part of the Chorley Borough Local Plan 2012 – 2026 and the detailed consideration is as follows.

Chorley Local Plan 2012 - 2026

39. At the Preferred Option stage (Sept 2011): Representation PO/333 was submitted by the landowner (Mr G Goodyear), suggesting that the site is identified as a mixed use site with the existing employment area retained, the adjoining allocation in the current Local Plan transferred to the Site Allocations DPD as currently proposed, and the balance of the site identified for residential purposes. Whilst the existing commercial buildings within the site have proven difficult to let, it is considered that by increasing the availability of housing in the village the viability of the existing employment can be improved. It is considered that this might well be the only way to ensure the longevity of the existing employment activity within the site. It will also help sustain the existing community and facilities whilst meeting an identified housing need. The development of the site would also assist in providing public open space within the village, of which there is currently very little.

40. At Publication consultation (Sept 2012): Representation PB/488 was submitted by Broadway Malyan (on behalf on the landowner Mr G Goodyear) indicating an opportunity exists to identify Mawdesley's future development needs to 2026 and ensure that sufficient land is allocated for appropriate sustainable development that responds to identified gaps in community infrastructure provision, employment requirements, public open space provision and housing need. Exceptional reasons exist to allocate land at Gorsey Lane as a mixed use opportunity. In order for employment allocation EP1.17 to be considered deliverable, this site must be incorporated into a larger mixed use development site, which allows for residential

and community uses to be delivered alongside the B1 employment uses that will clearly not come forward in isolation. Identifying this site as a mixed use development opportunity will make a significant contribution towards infrastructure and service provision in Mawdesley and adhere to the presumption in favour of sustainable development. The representation also referred to the proposed allocation EP1.17 where some expansion land remains undeveloped despite being allocated for the last 9 years and that it was important that rural employment development opportunities are provided and then maximised by ensuring that they are deliverable.

41. At the Publication consultation (Sept 2012): Representation PB/186 was submitted by Mawdesley Scout Group to re-classify Site EP1.17 as a dual use for either employment or community use. Mawdesley Scout Group had approached the owner of land allocated for employment use as part of (EP1.17) regarding purchasing the land. This part of EP1.17 was not in Goodyear’s ownership.

42. The Council’s approach was not to allocate sites for housing in Policy 1f) villages because they were not identified in the Core Strategy for growth unless there were exceptional reasons for large scale redevelopment schemes. Prior to the examination the Council had approved and then subsequently allocated 3 sites for housing within Policy 1f) villages:

- HS1.47 Croston - Moor Road p/p 2010 – 24 affordable houses
- HS1.52 Charnock Richard -Pole Green p/p 2011 – 29 dwellings
- HS1/48 Croston Timber Works p/p 2013 (subject to 106 at hearing session)- 26 dwellings.

43. Before the Examination Hearing sessions the Inspector asked the Council to respond to a number of Main Matters, Issues and Questions. As part of Main Matter 4 – Homes for All – Policies HS1 and HS2 the Inspector asked us: *What is the evidence that the Council has considered all feasible alternative sites and has provided clear reasons why those alternative sites have been rejected?*

44. The Gorsey Lane, Mawdesley site was an alternative site, suggested at Publication stage. In our March 2013 written response to the Inspector we stated that:

45. *“The Sustainability Appraisal (SA) Scoping Report published in September 2009 set out a filtering exercise to eliminate housing and employment site suggestions that were not considered to be reasonable or feasible alternatives. The purpose of the Local Plan is to determine specific sites for development in accordance with the policies and general locations for development set out in the Core Strategy. The filtering exercise therefore focussed on eliminating sites that were not in accordance with the Core Strategy. Housing and employment site suggestions not within the boundaries of the settlements identified as locations for growth in Core Strategy Policy 1 and sites in Flood Zone 3 were eliminated and were not considered further. Sites below 0.4 ha were also eliminated as it is considered that sites below this size are too small to allocate for housing and/or employment and development proposals on such sites can be dealt with through normal planning procedures”.*

46. A table was included setting out the sites that were filtered out. This included Gorsey Lane, Mawdesley. The Gorsey Lane site was filtered out because it was not in conformity with Core Strategy Policy 1 – not within settlement identified for growth. (table extract below).

Site Suggestion Ref	Publication Rep Number	Site Address	Reason site not considered further
PO/333	PB/488	Land at Gorsey Lane, Mawdesley	Not in conformity with Core Strategy Policy 1 – not within settlement identified for growth.

47. The Inspector also asked the same question in relation to Main Matter 6 – Delivering Economic Prosperity, in terms of employment sites. The Gorsey Lane site was included as an

alternative employment site as the site was proposed for mixed uses including employment. Again we stated that the site was filtered out because it was not in conformity with the Core Strategy and it was also noted that a small part of the site was allocated for employment (EP1.17).

48. At the Examination Hearing the applicant provided evidence at 2 hearing sessions – Main Matter 4 – Homes for All and Main Matter 6 – Delivering Economic Prosperity that included covering affordable housing and that releasing land in the ownership of Goodyear for residential development allows the capital receipt to fund relocation of the existing business to exiting employment premises on the site. The size of the area under examination was 4.2 hectares.

49. The Local Plan Inspector asked for clarification on two matters:-

50. At the hearing sessions the Inspector expressed concern that the Council may not have properly applied the findings of its Rural Housing Needs Assessment and may have considered itself to be too fettered by a rigid interpretation of Core Strategy policy 1f to enable the allocation of deliverable sites within the settlement boundaries of smaller villages, which could contribute to providing for identified rural housing need. Furthermore, she stated that the Council has not been transparent in what it considers to be the appropriate levels of growth for the smaller villages having regard to the Rural Housing Needs Assessment, their settlement boundaries and other sustainability/environmental factors. She asked for a short statement to be produced clarifying the Council's approach and for any additional allocations if and where necessary for compliance with paragraph 47 of the Framework.

51. The Council's response was:

"The Council is charged with not only meeting objective needs, but also to produce a sustainable pattern of growth in accordance with the Core Strategy growth locations. The Council does not believe that it has been over-rigid in its application of the Core Strategy, but rather has sought to balance the competing interests of meeting objectively assessed needs, achieving a sustainable pattern of development, and respecting environmental constraints.

This approach accords with the Framework. As well as meeting the housing needs of an area, the Framework's paragraph 17 also requires planning to take account of the different roles and character of areas, including recognising the intrinsic beauty of the countryside and supporting thriving rural communities within it. It also stresses the importance of conserving and enhancing the natural environment and actively managing patterns of growth to make the fullest possible use of public transport, walking and cycling and focussing significant development in locations which are or can be made sustainable. The Council seeks to balance these competing interests.

Core Strategy Policy 1 aims to ensure a sustainable pattern of growth throughout the Borough and directs most growth to the more sustainable locations in the Borough. It identifies and designates the most sustainable locations in the Borough. The Council has considered the Rural Housing Needs assessment and is of the opinion that the approach that it is pursuing through the Core Strategy and Local Plan strikes the right balance between competing demands. Core Strategy Policy 1 is flexible. Criterion f) states that development will typically be small scale, but it allows proposals to meet local need in smaller villages. It does not define small scale and does not restrict development, providing it meets local needs. Whether the scale is appropriate would depend upon the characteristics of the village, and its sustainability credentials, as they do vary in character and the facilities they provide. The affordable housing requirement on a site in a rural village is 35% on sites of five units or more (Core Strategy Policy 7). Therefore, the policy does allow for a significant proportion of market housing, providing it meets a local need. Policy HS8 also allows for the provision of affordable housing on rural exception sites, where housing would not normally be permitted. Therefore, the Council considers that the approach that it is pursuing sets out a flexible approach to meeting identified rural need, whilst balancing the need to protect the countryside and ensure that development is sustainable. The Council does not consider that additional allocations are required".

52. Following further discussion at the hearing sessions the text of paragraphs 5.3 (MMEC42) and 2.10 (MMEC52) in the Local Plan was modified to provide clarity on the Council's approach to development in rural areas, specifically relating to the issue of scale.

53. Additional text was added to paragraph 5.3 which stated that:

"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"

After the hearing session the Inspector asked the Council to clarify why the Council consider that the allocation of Alternative Site AL03 at Mawdesley would be preferable to allocating land at Gorsey Lane Mawdesley for housing (Alternative Site 22).

54. The Council's response was:

"Alternative Site 3, land to the east of New Street, Mawdesley and Alternative Site 22, land at Gorsey Lane, Mawdesley are classified in the Sustainability Appraisal as Band D, and could help meet local needs, but the former site is preferable for allocation for housing. Alternative Site 3 is smaller in size being 1.5 hectares, is adjoined on three boundaries by development, and is central to the village being located immediately to the east of Mawdesley Local Centre. Alternative Site 22 has a larger site area of 4.2 hectares, and is only adjoined on part of the south western boundary and the southern boundary by development. The proposed southern boundary encompasses a large part of the Goodyear Business Park. This is an existing employment site partly in use. The site was assessed by the Employment Land Review and ranked as an "Other Urban" site. This ranking means such sites are generally of reasonable quality and perform a role in the employment hierarchy including for local businesses. Core Strategy Policy 10 (Employment Premises and Sites) protects all existing employment premises and sites last used for employment use. There is a presumption that Best Urban and Good Urban sites will be retained for B use class employment use. Under this policy there is an approach to releasing sites that are no longer viable for alternative uses. This will ensure that only employment allocations that are deliverable will continue to be protected. The SPD on Controlling Re-use of Employment Premises adopted October 2012 provides further detail on Core Strategy Policy 10. This policy is in conformity with the NPPF that states planning policies should avoid the long term protection of employment sites.

Any proposal for housing use on an existing employment site will need to be assessed under Core Strategy Policy 10 criteria a) to h) and will need to be subject to 12 months marketing and an assessment of the viability of employment development including employment re-use and employment redevelopment. The owners of the site have not demonstrated they have fulfilled the criteria assessment for the Goodyear Business Park. Subject to compliance with Core Strategy Policy 10 and any other relevant policies, part of the Goodyear Business Park could come forward as a windfall without the need to allocate it as such.

If housing is required to support the delivery of the proposed employment allocation and potential community facilities (as contended by the Agent) the Council would prefer this to be small scale, reflecting the character of Mawdesley. The Council has produced an indicative plan showing where this additional housing could potentially be located; this equates to approximately 1.5 ha of housing land. The Council considers that this should be an alternative to the allocation of Alternative Site 3, as to allocate both sites would by nature of the amount of proposed development be contrary to a sustainable pattern of growth. Nevertheless, the Council still consider that if all of Alternative site 22 came forward its scale would not be in keeping with the village of Mawdesley"

55. The Inspector's Partial Report (Oct 2013) concluded on the Alternative Site 22:

“97. Other suggested ALs (Alternative sites) are located outside settlements identified for growth in CS policy 1. Since the Plan has not sought to re-define their boundaries, their allocation would be inconsistent with the development plan and would make the Plan unsound. Consequently, I conclude that the following sites should not be allocated; AL03 - Land to the east of New Street, Mawdesley, AL22 - Land at Gorsey Lane, Mawdesley,....”

56. The Inspector’s Partial Report concluded:

“Employment Sites Allocated in Other Places

(151). A 0.6 hectare site at the rear of New Street, Mawdesley, which is allocated as EP1.17 for Class B1 use is not objected to in principle in representations. It is an existing employment site that is partly in use. It is ranked in the Employment Land Review as an Other Urban Site, but representations made on behalf of the landowners highlight that in isolation, the site is thought to be unattractive and unviable for future employment development. They consider that site is deliverable only as part of a larger mixed use allocation, including housing and community uses, which I discuss below.

(152). However, the allocated site has not apparently been subject to a robust marketing exercise, as set out in the Council’s SPD on Controlling the Re-Use of Employment Premises. Therefore, it’s contended non-deliverability is not supported by robust evidence, if it were, at least part of the site could potentially come forward as a windfall housing site subject to it satisfying all other relevant policies of the development plan. In the absence of such evidence I conclude that the allocation is sound”.

“Suggested Alternative/Additional Employment Sites

(153). AL22 is 4.2 hectares in area and is located at Gorsey Lane, Mawdesley. It contains part of site EP1.17 and is proposed in representations for residential, employment and community uses. Mawdesley is a rural settlement that is not identified in CS policy 1 as a location for growth, except for small scale development in limited circumstances, which the proposal does not meet due to its fairly large area in the context of this settlement and its poor SA score of band D. Consequently, I conclude that the allocation of Alternative Site 22 would conflict with CS policy 1 and would not be sound. However, the employment element could be permitted in accordance with allocation EP1.17, as discussed above”.

57. Since the Local Plan Examination was held and the modifications made it should be noted that the landowner has provided information and evidence about how the site has been marketed which demonstrated there is no demand for these premises in Mawdesley and that there is additional employment premises and employment land supply in the ward. The proposed scheme is such that it would not undermine the adjoining employment allocation coming forward. The application site size is 2.69 hectares, smaller than the site area of 4.2 hectares given consideration at the Local Plan Examination.

Central Lancashire Core Strategy (CS) (adopted July 2012)

58. **Under the provisions of Core Strategy Policy 1**, Mawdesley is not a settlement identified for growth. This policy directs growth and investment to Chorley (Key Service Centre), and Strategic sites (Buckshaw Village), some growth and investment at Urban Local Service Centres, and limited growth and investment at Rural Local Service Centres (Eccleston). CS Policy 1 Criteria f) relates to “In other places” – smaller villages, substantial built up frontages and major developed sites – development will be typically small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need, unless there are exceptional reasons for larger scale redevelopment schemes.

59. The application site is approximately 2.69 hectares in size. The proposal is not wholly to meet local need; 21 houses are for affordable homes (37.5%), the remainder 35 are general market housing. The site combines brownfield and greenfield land within the Mawdesley settlement. The brownfield element of the site is about 40% and the greenfield element is about 60%.

60. Under the provisions of Core Strategy policy 10, the applicant needs to demonstrate the “exceptional reasons” that support their application.

61. Paragraphs 5.3 (Main Modifications:MMEC42) and 2.10 (MMEC52) also provide clarity on the Council’s approach to development in rural areas, specifically relating to the issue of scale dependent on the characteristics of the village and their sustainability, as they vary in character and in terms of the facilities they provide.

62. This site is ranked in Band D in the Council’s Sustainability Appraisal of sites. Site Suggestions for the emerging Local plan were banded A – E with band A being the most sustainable and Band E the least. The site assessment shows distances to: a railway station is over 3km; a service centre is over 3km; a supermarket is over 3 km; a GP surgery is over 3km. Bus frequency is less than 1 hour in each direction, the distance to a NHS hospital is over 10km and distance to a further/higher education is over 5km.

63. Checking the bus service routes 337 (Ormskirk-Mawdesley-Eccleston-Chorley) and 347 (Southport-Mawdesley-Eccleston-Chorley), they run at a frequency of one bus per hour between the times of 0750 – 1807 Monday to Saturday. There is no service on Sunday. There are bus stops on New Street, Smithy Lane and High Street within walking distance of the site offering access to the following centres: Eccleston, Burscough, Chorley, Southport and Ormskirk which have a wide range of facilities and services. The bus service allows access to rural local service centres and key service centres in the boroughs of Chorley and West Lancashire.

64. There are health centres at Eccleston (open every week day) and Croston (open twice a week pm Tuesday and Friday) and the surgery website indicates they are currently accepting new patients within the catchment area which includes Mawdesley.

65. In March 2014 Lancashire County Council and BT announced the next 15 communities to benefit from the £130 million Superfast Lancashire programme. High-speed fibre broadband will start to become available in: Eccleston, Croston, and Mawdesley during April to June 2014 and will support economic activity in the area.

66. The site was considered as part of the Local Plan process (see Chorley Local Plan 2012 – 2026 section above) and the Local Plan Inspector did not recommend the allocation of this site for housing because the Inspector did not have sufficient evidence before her at that time. However this does not preclude the site being considered for development.

67. The scale of the development uses the site efficiently whilst protecting the ponds and providing buffers and is consistent with Core Strategy Policy 5 (Housing Density). The density is not out of character with the village and respects the densities of surrounding properties.

68. In accordance with the Framework (para 55) this development promotes sustainable development in rural areas as it says housing should be located where it will enhance or maintain the vitality of rural communities. It is considered this development would help to support services in Mawdesley village and may support services in adjacent villages including Eccleston.

69. The Planning Practice Guidance (March 2014) also states “A thriving rural community in a living, working countryside depends, in part, on retaining local services and community facilities such as schools, local shops, cultural venues, public houses and places of worship. Rural housing is essential to ensure viable use of these local facilities”.

70. This site is wholly located in the settlement and is already part brownfield. The site is central to the village which has a wide range of facilities unique, and not replicated in other smaller villages elsewhere in the Borough, which can be reached by walking. The distance from the centre of the application site to the Village Hall using the New Street pedestrian link is less than 700m. This route takes in the St Peter’s primary school and village centre facilities

including the Londis store /post office, pubic house and pantry/cafe. Just off the New Street access there is an insurers, estate agent, hairdressers and one vacant shop unit.

71. The proposed development does not undermine, or harm, the strategic objectives of the Core Strategy. These include SO6 (To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land); SO8 (To significantly increase the supply of affordable housing... in places of greatest need such as in more rural areas); and SO10 (To ensure there is a sufficient range of locations available for employment purposes).

72. **Core Strategy Policy 10, Employment Premises and Sites**, states all existing employment premises and sites last used for employment will be protected for employment use. There will be a presumption that “Best Urban” and “Good Urban” sites will be retained for B use class employment use. This policy covers and protects B1, B2 and B8 employment uses.

73. The site has a number of buildings on site comprising a mix of employment uses:

- The Goodyear Furniture Centre with:
building accommodating a 43,112sqft (4005sqm) A1 retail showroom use (with ancillary office and storage use 7,680sqft (714 sqm)). Overall total size 50,792sqft (4,719sq m),
- Unit 11a - a single industrial building for B2 use, 4470 sqft, (415sqm) presently occupied by company on short term lease. This building is not free standing but attached to the unit used as ancillary storage.
- Goodyear Business Park with:
2 storey building comprising multi office /warehouse 11,883 sq. ft. (1,104 sqm.) use with 30% occupied by tenants on short term lease. The applicants have indicated this building is occupied by 10 tenants, but it is apparent not all occupiers are for B1/B8 uses.

74. Proposals on all employment sites/premises for re-use or redevelopment other than B use class employment uses will be assessed under criteria a) to f) which are explained in more detail below.

a) there would not be an unacceptable reduction on the type, quality or quantity of employment land supply;

75. The Economic Report by Gerald Eve which has been submitted to support the application and confirms 2 years marketing concludes that there would not be an unacceptable reduction on the type, quality or quantity of employment land supply.

76. The Framework states that LPAs should support economic growth through the planning system and the planning system should do “everything it can to support sustainable economic growth”.

77. The adopted Core Strategy sets the overall employment requirement for Chorley as 112 ha to 2026. The Chorley Local Plan (2012 -2026) Inspector has now issued a Partial Report on her findings into the soundness of the emerging Local Plan on all matters other than those relating to Gypsies, Travellers and Travelling Showpeople (dated 25th October 2013). The emerging Local Plan 2012-26 cannot be adopted until the Gypsies, Travellers and Travelling Showpeople issue has been heard at a reconvened Examination hearing session later this year. However, she states in her Partial Report that because of the very advanced stage in the examination process that the main modifications have reached, significant weight should be attached to all policies and proposals of the Plan that are amended accordingly.

78. The Partial Report is accompanied by an Appendix containing the Main Modifications. In respect of employment the Inspector concluded “that allocations accord with the quantum and locational strategy of the CS for employment development, and that the range and site sizes and types provide a flexible portfolio of sites”. The Main Modifications provide a Chorley employment land supply for the period 2010 -2026 as 100.61 ha with commitments

(MMEC48). This figure does not take into account vacant stock in the Borough. This figure does include Policy EP1 employment site allocations amounting to 88.74ha. Within Mawdesley there is the employment site allocation EP1.17 – Land to the Rear of New Street, Mawdesley. Site EP1.17 is in the ownership of the applicant but is not included within this planning application boundary.

79. The Council accepted the Inspector's modifications for Development Management purposes at its Executive Committee on 21st November 2013. It is therefore considered that significant weight can be given to her report, and to the policies and proposals of the emerging Local Plan, as amended by the main modifications.

80. The applicant refers to the Chorley Employment Land Monitoring Report (ELMR- Oct 2013). The applicant addresses the employment land supply of 99.76 hectares (April 2013) and an ambitious take up rate of 3 hectares per year, and calculates that the borough of Chorley currently has a 33 year employment land supply. The Council has actually shown in this document that annual take –up has been 3.8ha per year since 2010 and currently has a 26 year supply over a remaining 13 year plan.

81. Employment Land Supply has been endorsed by the Inspector therefore this argument need not be considered further.

82. The development of the application site will not leave Mawdesley without B use development opportunities because adjacent to the site there is allocation EP1.17 Rear of New Street (0.6ha) within the settlement which can be developed for B1 uses.

83. Furthermore the applicant has indicated there is a considerable amount of existing vacant stock comprising industrial/warehousing and office space available within Chorley borough including Town Gate Works Industrial site on Dark Lane, Mawdesley which is located 1.7km from the site. The Council's Economic development section has confirmed there is currently 967,237 sq. ft. (893,223 sq ft – this does not include retail) of commercial premises being marketed for rent and/or purchase within the borough. Additionally the Council's Economic Development Team has confirmed there is 17.32 hectares of land being marketed for industrial development in the Borough. Within Mawdesley parish it has been confirmed there is a total 1,450 sq. ft. of employment premises (no change from the applicant's figure) currently being marketed within the Town Gate Works Industrial site. The Town Gate Works is classified in the Employment Land Review as an "Other Urban" site and has a mix of building styles mainly of brick construction and breeze blocks. It is of older construction than the Gorse lane site but appears to be operating well with a mix of users. A fire last year was contained to one building. The agent for the Towngate works site has confirmed there are 27 units available for rent between 21m sq and 156msq in size (as of March 2014).

84. It is not considered that the loss of approximately 4,470 sq. ft. (415 sq. m.) of B2 accommodation and 11,883 sq. ft. (1,104 sq.m) of vacant B1/B8 accommodation would result in an unacceptable reduction in the type, quality or quantity of the employment land supply. The site/premises are not required to enable the Council to provide a reasonable provision of employment land in the Borough throughout the plan period. There is a sustainable distribution of employment land in Mawdesley in the form of allocation EP1.17; there are premises at Towngate Works and surrounding villages.

b) the provision and need for the proposed use;

85. The Controlling Re- use of Employment Premises SPD para 20 indicates the regeneration of sites is a high priority. In some circumstances there can be advantages in reorganising land uses such that it is appropriate for redevelopment of an employment site for other uses. Such a proposal would need to demonstrate that it is in the wider economic social and environmental interests of the area. Proposals should not result in a net loss of employment numbers and should be seen as an opportunity to improve/resolve any infrastructure issues.

86. The SPD gives examples. In respect of retail use it is considered these will not be acceptable on former employment sites outside existing shopping centres. The sequential test in para 24 (Framework) should be applied.

87. As the application requires the change of use of part of the existing Goodyear Business Park from B1/B8 to A1 with ancillary warehouse the applicant has considered the sequential approach to site selection as covered in paragraph 24 of the Framework which states that Local Planning Authorities should apply a 'sequential test' to applications for main town centre uses outside centres. Out-of-centre sites should only be considered suitable if sites are not available in more central locations.

88. The applicant has indicated the only other site capable of potentially accommodating the required 1,104 sq m (11,883 sq ft) is the land off New Street to the rear of the Red Lion pub that wraps around the existing village centre. However, the applicant indicates this land is not available as it is being promoted for residential development by a private landowner. The applicant has indicated there are no other suitable sites available within Mawdesley closer to the village centre than the application site and from a sequential perspective, the building to be occupied by the Goodyear Furniture Business is closer to the centre than its existing premises. Sequentially, the application site is the most preferable location in Mawdesley to accommodate the scale of retail development proposed. The fact that an existing (largely vacant) building is to be converted to accommodate this use and the scale of retail development proposed is a considerable reduction from the existing amount of floorspace in retail use further reinforces the acceptability of the proposals in retail policy terms.

89. Impact assessments are covered in paragraph 26 of the Framework. They are required for retail, leisure and office development outside town centres above a proportionate, locally set floorspace threshold (or otherwise above 2,500 sq m). An impact assessment is not required in this situation.

90. The SPD says in respect of community facilities, proposals for a community building that could have an adverse effect on existing business or other adjoining users e.g. residential areas will not be acceptable. Community uses generally will require high levels of environmental and landscape quality and this will be respected in any approval.

91. The applicant has indicated the application proposals will facilitate the delivery of a Scout Hut/Community Building that would be located on the site of Unit 11a which is occupied on a short tenancy. Mawdesley Scout Group currently use space in the Village Hall, but this does not allow the scouts to operate to their full potential. The Village hall is a highly successful and well used asset in Mawdesley and a number of different activities take place there throughout the week and at weekends. The applicant says this has implications for the Scout Group, in particular they are limited as to the activities that can take place and the vast majority of their equipment is stored at the scout leader's house in storage containers. The applicant states a long term solution is therefore required.

92. The applicant states the Scout Group have been actively searching for land and premises to suit their needs for a number of years without success, partly through a lack of availability but also through a shortage of funds. Therefore providing a purpose built facility for the scouts to use removes this problem and will allow the Scout Group to remain in Mawdesley and maximise their full potential, to the benefit of future generations of Mawdesley residents.

93. Council officers are also aware that Mawdesley Scouts have been looking for a site for a scout hut for a while including funding opportunities (see PB/186 –Chorley Local Plan section) and indeed a letter of support for the proposal has been received from the Scout Group. This also sets out Mawdesley Village Hall is too restrictive and they need a facility which they can use all the time for their activities and storage.

94. The applicant states this facility will be complementary to the Village Hall and will not be for the exclusive use of the scouts; it will also be made available for use by the wider community and will help to encourage social interaction leading to an inclusive community.

95. The applicant has stated there are 2 exceptional reasons for the proposed use that exist that justify redevelopment of the site in the context of CLCS Policy 1. The first exceptional reason relates to employment needs. Goodyear have undertaken a strategic review of their furniture retailing business and have concluded that they could operate more efficiently and effectively with approximately 25% of the space currently occupied by the furniture retailing business. The proposed solution is to relocate their furniture showroom into the majority of the vacant accommodation (70% vacant) within the Goodyear Business Park. Goodyear has indicated that the proposal would not result in a net loss of employment numbers for their Goodyear Furniture Centre as 10 jobs will be maintained.

96. The main issue for consideration here is the demand by an occupier for Unit 11a on site and the 2 storey premises (Goodyear Business Park) by locally based occupiers comprising B use and Non B uses, albeit on a short term tenancy.

97. Concerns were raised with the applicants when the application was initially submitted about the proposed location of the Scout Hut on the site of Unit 11a as the building is in use, appears to be in a good condition and serves an employment function in the village. In response the applicant has provided further information and has confirmed that one of the existing tenants, (Intercornici – in B1c use (Light Industry) who occupy a large ground floor unit employing 1 employee has served notice on the owner of the building and will be vacating the premises towards the end of August.

98. As such, Premier Drum Company who currently occupy Unit 11a, and has 4 employees operating a B2 use (General Industrial) could be accommodated within the remaining section of the business park should they wish to do so.

99. The applicant has indicated the 2 storey premises is not occupied to full capacity because of the configuration of the space i.e. small cellular offices providing a basic level of office specification for SME's (Small and Medium sized Enterprises); limited ventilation or no windows in the offices, no lift and limited broadband connectivity not available at the level required. The applicant asserts partly as a result of the limitations of the building the Goodyear Business Park remains 70% vacant despite an active marketing campaign for over 2 years which confirms limited demand for this type of accommodation within Mawdesley.

100. The applicant originally indicated this building is occupied by 10 tenants, but it is apparent not all users are for B1 (Business)/B8 (Storage or Distribution) uses. The applicant has provided further information on the current tenants. At the Goodyear Business Centre there are actually 8 current tenants in occupancy. Of these one is D2 Use class (Assembly and Leisure) –(JPT Holistic /Gym) who lease two units. There are no B8 uses within the building. The remaining 7 current tenants are within the B1a use (Offices –other than those in A2 (Financial and Professional Services) with one being in B1c use (Light Industry).

101. The applicant has confirmed of the 8 current tenants in occupancy, 1 will be vacating, 4 will have no change in location and 2 tenants (Offices Nos. 1 and 2) will be relocated to the first floor. The current tenants employ 18 full time employees and 4 part time employees.

102. The applicant indicates of the existing 1,457 sq m vacant space at the Goodyear Business Park, these proposals will see the Goodyear Furniture Centre business take up 1,104 sq m, which will see occupancy levels increased to 83%. This will help to maintain the future viability of Goodyear Business Park, and the change of use proposals will still allow for a range of accommodation (a total of 990 sq m) to be made available to suit smaller scale requirements.

103. The applicant states Mr Goodyear has placed adverts on a fortnightly basis for the last 24 months in both the Ormskirk Advertiser and the Chorley Guardian for vacant units on the Goodyear Business Park and advertising boards have been on site.

104. The Council's Economic Development Team has confirmed there is no record of Goodyear Business Park advertising their vacant units on the Chorley Evolutive which forms

part of a the Central Lancashire commercial property database/website. The Central Lancashire Controlling Re-use of Employment Premises Employment says a site such as the Goodyear Business Park should be continuously included on a commercial agent's website and the Councils' commercial property database /website (Evolutive) and other commercial property search sites together with the agents own property papers and /or lists of commercial premises. To reiterate the points made earlier, and whilst marketing has not followed the specific marketing advice and procedure, officers are satisfied the marketing is adequate given the submission of invoices and receipts to verify the advertising.

105. The Evolutive system has found live records for Towngate Works, Dark Lane, Mawdesley for units between 450 and 1000 sq. ft.(Feb 2014)

c) the relative suitability of the site for employment and for the alternative use;

106. The Employment Land Review to 2021 (2009) assessed all the Goodyear premises and the allocation EM1.14 (Local Plan Review) and indicated that the site is more than two miles from a motorway or arterial route and the local access road is narrow; while the surrounding uses (residential) will limit site attractiveness to certain users and the site has no visible street frontage and the site access is narrow.

107. The application site is part brownfield and this has been able to accommodate a mix of employment uses including furniture showroom, without conflict with adjacent users on Gorsey Lane. The greenfield site is also located within the settlement boundary.

108. The site remains suitable for a reduced area to accommodate employment uses including the Goodyear furniture showroom and ancillary uses. The proposal will allow for the regulation of the employment use e.g. hours of operation. The housing and the scout hut/community use are considered suitable because the site is in a sustainable location within close proximity and walking distance of the village's local services and facilities.

d) the location of the site and its relationship to other uses;

109. The site is located to the rear of existing residential properties with large long gardens on Gorsey Lane and adjacent to the employment allocation EP1.17 to the rear of New Street protected for B1 uses (Business). There are no amenity issues for adjacent users.

e) whether the ability to accommodate smaller scale requirements would be compromised;

110. The proposal involves the change of use of vacant offices/warehouse (B1/B8) approximately 11,883 sq. ft. (1,104 sq. m.) into retail showroom use with ancillary storage (A1) to accommodate the Goodyear Furniture Centre.

111. It is accepted that the Goodyear Business Park will still continue to provide 10,659 sq. ft. (990 sq.m.) of B1/B8 accommodation for SME's with an average size of 1039 sq.ft. (97sq.m.). It is not appropriate to have B2 use consent here given that the site is within a village and such uses are likely to cause a reduction in the level of the amenity enjoyed by the residents here. Therefore this application does not compromise the ability of the site to accommodate smaller scale requirements and as such the current scheme is considered to be a positive benefit.

f) there would be a net improvement in amenity.

112. The site is in private ownership and there is no public access to most of the site. The proposed development will provide for a net improvement in amenity by enhancement to the ecology given that the open areas will be subject to a management regime which can be secured through the imposition of a condition.

113. Of the properties on Gorsey Lane the nearest dwelling is 42 metres from the site. Of the properties on New Street the nearest property is 36m from the existing Goodyear

Business premises. The proposal would allow the regulation of the employment use e.g. hours of operation. Such control again is a positive benefit for local residents and can be secured through the imposition of conditions.

114. In addition, Policy 10 requires development proposals for housing on all employment sites / premises will need to accommodate criteria (a) – (f) as detailed above and will also be subject to:

- g) Convincing evidence of lack of demand through a rigorous and active 12 months marketing period for employment re- use and employment redevelopment;
- h) an assessment of the viability of employment development including employment re –use and employment redevelopment.

Goodyear Furniture Centre and Unit 11a

115. The applicant indicates the buildings comprising the Goodyear Furniture Centre are not subject to Policy 10 criteria g) and h) because the A1 retail showroom use with ancillary office and storage, is not a use protected by Policy 10 and Unit 11a - the site of the industrial building is not proposed for housing but a scout/community building. Criterion g) and h) require robust marketing and viability information to be provided, but only where housing is proposed to replace an employment use. It has been demonstrated by the applicant this is not the case here and in any event the landowner has provided further evidence of marketing the vacant units to let. Examples of the adverts, and copies of the receipts and invoices for the adverts demonstrate they have been placed in the Ormskirk Advertiser, Chorley Guardian and Lancashire Evening Post for just over a 2 year period.

116. The Council is satisfied the premises have been marketed during a 2 year period. Whilst marketing has not followed the specific marketing advice and procedure in that the site has not been marketed on the Central Lancashire database, the premises on site have been advertised over a two year period and this is documented in the Gerard Eve Report and officers have requested and received invoices and receipts to verify the advertising.

117. The applicant has split the Goodyear Furniture Centre into 7 buildings and clarified that 4 of these buildings are presently used as a retail showroom and 2 buildings are used as ancilliary storage. The remaining unit is Unit 11a. The applicant has indicated that Goodyear first occupied the site in 1982 as a joiners workshop and then expanded the business with a retail showroom use first being introduced in 1985 and expanded over a number of the buildings for retail showroom purposes for an uninterrupted period for 10 or more years (the most recent being in 1991 – 23 years ago. The applicant says they benefit from an established use as a retail showroom and all the warehouse space is ancillary to the primary purpose of the business which is the retail sale of the furniture. The Council's own records corroborate the applicant's claim of the length of the use. The Council is satisfied the premises have been used for retail and all the warehouse space is ancillary since 1991 with no intervening uses. There are no records of enforcement and any informal action having been taken.

118. The Council accepts the retail showroom use is long established on the site as the Goodyear Furniture Centre has operated a retail use from the site since 1983 and through its relocation will be reduced in scale.

Goodyear Business Park

119. The Council requested more information with regards to the reasons given why potential occupiers have not chosen to take up the units currently vacant at Goodyear Business Park. The units have been advertised to let on a private basis and following discussions with Mr Goodyear, the main issue has been the basic lack of interest. Units have become available for a variety of reasons and it is estimated that only around 5 or 6 people have visited the site in the last 2 years since formal marketing of the site began and no specific reason was provided as to why these individuals did not choose to take up tenancy of any of the available units.

120. The Employment Land Review 2009 classified a 1.64ha site to the rear of New Street and Gorse Lane, Mawdesley as an "Other Urban site". This classification comprised all the Goodyear premises and the Local Plan Review 2003 employment allocation to the rear of New Street (site EM1.14). Sites with this classification are generally of reasonable quality but may be constrained limiting their full current availability or market attractiveness. Certain "Other Urban" sites may be of interest mainly to local occupiers only. The assessment refers to some of the premises being occupied by a furniture showroom (Cane Capital) and also indicates the site is partly occupied by modern well maintained buildings. The assessment also covered marketing and enquiry interest and states "There has been some limited marketing through local agents of the site – at the time of the site visit – "Offices and Units to TO LET" advertised at the entrance to the site". The 2009 assessment did not list the number of units that were "to let".

The Central Lancashire "Controlling the Re – Use of Employment Premises Supplementary Planning Document" (SPD)

121. The Central Lancashire "Controlling the Re-Use of Employment Premises Supplementary Planning Document" (SPD) (adopted October 2012) aims to guide the implementation of Core Strategy Policy 10 and ensure:

- An adequate supply of employment land in Central Lancashire to 2026 including the provision and availability of suitable locations for industrial and commercial developments and provision for a broad range of business types
- Protect existing employment sites and premises including those last used for employment purpose) and a presumption to retain Best/Good Urban sites for B use class employment use & the maintenance /creation of employment opportunities in Central Lancashire.

122. The SPD para 19 explains the potential for all employment uses for a site should be considered before a planning application is made for any non-employment use. It states evidence such as that provided by the marketing requirement set out under Policy10 criteria g) and Appendix 1 of the SPD will be required to determine market signals.

123. The second exceptional reason relates to the provision of new affordable housing and this is covered in detail below. However the Council's adopted SPD Controlling Re-Use of Employment Premises states (para 25) that 'proposals that include a level of affordable housing above the normal policy requirement will be given additional weight as part of this SPD. Any additional weight will be proportionate to the level of provision secured over and above the current policy requirement, but will need to be carefully balanced against the loss of jobs/employment land. Affordable housing proposals will be given greater weight in settlements that are identified as having significant local affordable housing needs.'

124. In respect of this statement it is not duplicated in the Affordable Housing SPD. The provision of one extra unit above the policy provision of 35% to provide 37.5% affordable housing is not considered significant additional affordable housing to merit additional weight. However the provision of 21 affordable homes is considered to make a significant contribution towards Mawdesley parish's affordable housing needs.

125. This is consistent with the Framework para 54 which says that local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs.

Other Material Considerations

Housing Land Supply

126. Chorley has a five year deliverable supply of housing plus 5%. The November 2013 Five Year Supply Statement for Chorley indicates a 7.3 year deliverable housing supply over the period 2013 – 2018. In the emerging Local Plan Partial Report the Inspector concludes that, with her modifications, the Plan allocates sufficient housing land in the right locations to accord with the requirements of the Core Strategy and with paragraph 47 of the Framework.

Therefore, there is no urgent requirement to release additional land for housing in the Borough. However, housing requirements are not a maximum and the Government requires local planning authorities to boost significantly the supply of housing. Proposals for additional housing will be determined in accordance with the development plan unless material considerations indicate otherwise.

Housing Supply in Mawdesley

127. From April 2010 (the start date of the Core Strategy housing period) to April 2013 a total of 8 dwellings have been completed in the whole parish of Mawdesley including the village.

128. Since April 2013, 4 affordable housing units have been completed at the former garage site, Hurst Green, in the centre of Mawdesley. The Council's housing records confirm that three of these properties have been let to households with connections to Mawdesley and the other to a person living elsewhere in Chorley at the time.

Strategic Housing Market Assessment (SHMA)

129. The 2009 Strategic Housing Market Assessment (SHMA) estimated that there is an annual shortfall of 723 affordable properties a year borough wide in Chorley, but it does not set out the levels of need in different settlements. However, it clearly indicates high levels of affordable housing need in the Borough as a whole. Therefore, it is considered important to seek 35% affordable housing on appropriate sites, which also accords with the Core Strategy Strategic Objective SO8 which aims to significantly increase the supply of affordable and special needs housing particularly in places of greatest need such as more rural areas. There is a significant need in Chorley Borough

Chorley Rural Housing Needs Survey (Sept 2011)

130. The Study states 63 affordable homes are required in Mawdesley parish over the next five years over the period 2012-2017. This study captured an aspirational need not a natural need.

131. The applicant refers to the 144 new households for Mawdesley parish referred to in this survey. The figure quoted actually represents all households not just affordable households.

132. As above, 4 affordable housing units have been developed in Mawdesley during 2013.

133. In respect of adjacent villages this Study states 110 affordable homes are required in Eccleston parish and 90 affordable homes are required in Croston parish over the next five years period 2012-2017.

Affordable Housing

134. In line with Policy 7 of the Core Strategy, 35% affordable housing is required, as the site is not located within a defined urban settlement boundary and does not fall to be considered a rural exception site.

135. The Central Lancashire Affordable Housing SPD (Oct 2012) requires on – site provision. The proposal is for 21 affordable homes (37.5%), one additional affordable unit above the policy provision of 20 dwellings (para 49 Affordable Housing SPD).

136. The mix of affordable units proposed is as follows:

20% (4no.)	1 bed 2 person Maisonette 506-563 sq.ft Rent
35% (8no.)	2 bed 4 person House 733 sq.ft Rent
15% (3no.)	3 bed 5 person House 884 sq.ft Rent

15% (3no.) 2 bed 3 person House 648 sq.ft Intermediate
15% (3no.) 3 bed 4 person House 762 sq.ft Intermediate

The above reflects a split of 70% Rent and 30% Intermediate

137. The Government announced on 27 January 2014 a programme to build up to 165,000 new affordable homes over 3 years as being an essential part of the government's long-term economic plan. This scheme could contribute to the delivery of this plan because it will secure affordable housing.

138. Adactus have confirmed their support for the proposal and have commented that the affordable housing scheme will support their delivery programme over 2015/2016. Adactus have advised the Local Planning Authority that they are keen to work with Bloor Homes to develop a suitable mix of units to meet both the needs of the area and their own aspirations in terms of stock acquisition.

Landscape and Visual Impact

139. Mawdesley has a Parish Plan 2004 and a Village Design Statement which aims to manage long-term change and to maintain and enhance the character of Mawdesley within its distinctive rural and agricultural setting.

140. The Mawdesley Village Design Statement, in relation to new housing development, indicates there are very few opportunities for in-fill building without losing the valued and characteristic open aspect and vistas of Mawdesley.

141. Policy 21, 'Landscape Character Areas' of the Core Strategy, states that 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. In order to assess any potential impact from both a local and wider landscape perspective, a full Landscape and Visual Impact Assessment (LVIA) has been submitted to support the application. This has been prepared in accordance with the most recent national and local character assessment guidelines. The LVIA has assessed the site as having 'low' landscape sensitivity, 'low' landscape value and 'poor' landscape quality. Taking this into account as a baseline position, the change to the site itself has been assessed as being 'medium' (following the implementation and establishment of mitigation measures, such as enhanced landscaping and the creation of the open space/wildlife area around the pond in the south east corner of the site). The LVIA states that this is a reflection of the ability of the scheme to balance the substantial shift in land use from unmanaged agricultural land and industrial type buildings to housing and community uses without further detriment to the site or its surroundings.

142. It is accepted that the proposals will retain and enhance features which are identified as attractive, including the ponds and the existing vegetation and seek to remove detracting contributors to the landscape, including overhead electric cables and the industrial units.

143. The change to the broader landscape (beyond the development site), particularly that within the visual envelope of the site, has been assessed in the LVIA as being 'low' as a result of the distinct lack of short or long distance views being available of the site. There are no landscape receptors assessed as experiencing significant effects pre or post mitigation.

144. From a visual impact perspective, the proposed development has been considered from three representative viewpoint locations within a 1km study area. There are limited receptors surrounding the proposal site due to the enclosure by the existing residential and commercial properties and the vegetation cover. The main receptors are those neighbouring the proposal site.

145. None of the identified receptors were assessed as experiencing 'high' impacts. One receptor was assessed as experiencing a 'low' change to the view and following mitigation

and the assimilation of the development in the landscape it is concluded that many views will be unaffected.

146. Views from adjacent public footpaths are assessed as a 'negligible change' in the LVIA due to the substantial vegetation within the field boundaries limiting wider views.

147. A series of assessment criteria were used in the LVIA to determine visual effects and whether the receptor is of local, regional or national importance. None of the identified receptors were identified as experiencing significant effects pre or post mitigation.

148. It is considered that from a landscape and visual impact perspective, development of the site will have minimal impact on its surroundings and will not have a negative impact upon any valued landscape or sensitive sites.

Trees

149. The application is accompanied by a detailed tree survey that has confirmed that the proposed development, as indicated on the illustrative masterplan, would require the removal of two trees and development of the site would remain within the confines of the existing hedgerows and trees located along the existing field boundary.

150. Generally, the trees around the perimeter of the site are in good health with the exception of trees T8, T22, T40 and G6, which are considered to be 'Category U', which are in such a condition that they cannot realistically be retained as living trees in the context of the current land use for longer than 10 years.

151. The survey concludes that in general terms there is opportunity to enhance the quality of planting in certain sections of the perimeter, in particular the southern and eastern boundaries, as well as throughout the site and it is accepted that this will compensate for the loss of trees T15 and T16, which are considered to be Category B2 (trees of moderate quality).

152. One area that will need to be given greater consideration when detailed proposals for the site are considered, are the apple and cherry trees that line the existing access from Gorse Lane, which have been found to be Category U (Ref: G6). The removal of these trees is not necessary to accommodate the new access layout, however the survey does recommend their removal given their poor condition and replacing them with a good quality formal avenue of Lime or Oaks, which will help to form an attractive green corridor into the site.

153. A comprehensive landscaping scheme at detailed stage will need to take all of these considerations. The tree immediately adjacent to the site entrance covered by a Tree Preservation Order will remain unaffected as a result of the proposals.

154. From an arboricultural perspective, the proposals are considered to be acceptable and compliant with the provisions of Policy BNE10 of the emerging Local Plan 2012-2026 which states that proposals will not be permitted if they result in the loss of trees, woodland areas or hedgerows which make a valuable contribution to the character of the landscape or settlement.

Layout and Design

155. The applicant has submitted a detailed Design and Access Statement which demonstrates an understanding of the site, its context and proposes a layout which responds to the character of Mawdesley and the site.

156. Opportunities to enhance the setting of the site have been taken, for example the creation of a wildlife/open space area in the south east corner is indicated on the indicative masterplan.

157. There are residential properties immediately adjoining the site to the south. The illustrative masterplan demonstrates the potential layout of the residential/community element of the proposals and has considered the relationship the new development will have with the existing properties. The properties along Gorsey Lane have the closest relationship with the site. At present the existing Goodyear Furniture Centre and Business Park buildings run along the entire southern boundary and are of a considerable height and massing. The proposals will significantly reduce the dominant impact these buildings currently have upon the properties along Gorsey Lane and so will result in a significant improvement from a visual perspective as the built form along this boundary will be significantly reduced.

158. Whilst matters of siting are not for consideration at this stage, there is a sufficient degree of separation between the existing dwellings and the developable area of the site to ensure that the Council's spacing standards will be respected. As such it is considered that the proposal will not result in any loss of amenity for existing residents and the future residents within the development.

159. The development density will be 27dph. Existing development within Mawdesley and which forms the context of the application site is built at a similar density. The proposed density level will also enable the provision of a significant amount of open space across the wider site. It is considered in this instance that the proposed density will make efficient and effective use of the land whilst reflecting the density of the surrounding development.

Ecology

160. Due to the nature of the application site, the application is supported by an Ecological Survey and Assessment, as well as supplementary reports.

161. The Ecologist at Lancashire County Council has reviewed the proposals and confirmed that the subject of roosting bats has been adequately addressed by Ribble Ecology's supplementary survey work, and has recommended the imposition of planning conditions as a means of securing precautionary measures and replacement roost habitat opportunities for bats.

162. The LCC Ecologist initially indicated that the proposed mitigation strategy for Great Crested Newts (GCNs) was inadequate. In particular, the following topics of concern were highlighted:

- Whether or not there is adequate *extent* of GCN mitigation habitat in which to maintain the GCN population, specifically with a request for clarity about 'before' and 'after' extents of GCN habitat availability for the whole Application Site, not just the 'immediate' 50m radius around the ponds.
- Whether or not there is sufficient provision of *habitat connectivity* for GCNs to move between ponds, such as to maintain a connected metapopulation.
- Whether or not it is possible to achieve sensitive *habitat management and land use* that retains habitat of enhanced quality for GCNs, without conflict with recreational pressures such as the presence of footpaths or the introduction of fish or invasive species.

163. These topics have all been given further consideration by the applicant and the illustrative proposals plan demonstrates that the extent of suitable 'immediate' habitat around both ponds (2 and 12) can be increased as a result of the proposal, plus that habitat connectivity can be maintained. In recognition that there is a net loss of 'intermediate' habitat extent, this 'immediate' habitat will be enhanced and managed so that it provides high quality habitat value for GCNs, so that the population can remain at favourable conservation status.

164. It is agreed that details such as the control of public access will be important in relation to managing the habitat so it has long-term value for GCNs, an appropriate condition is recommended. Details about public access and habitat management will also be legally covered in the content of an EPS Mitigation Method Statement.

165. The Environment Agency have also confirmed that they have reviewed the *Ecological Survey and Assessment* (Ref: RB-13-38, dated 28 November 2013) prepared by Ribble Ecology and support the proposed enhancement, management and mitigation for habitats and protected species. In particular, they support the recommendation that if any drainage outfalls are proposed, a water vole survey should be carried out. Appropriate conditions are recommended.

166. Following the Supreme Court ruling (*Morge vs Hampshire County Council* – Supreme Court ruling Jan 2011) the Local Authority now have a responsibility regarding proposals which may affect protected species and ask the following questions:

- Is the proposal likely to result in a breach of the Habitats Regulations?
- If so, is Natural England likely to grant a licence?

167. Following the high court decision (*R (on the application of Simon Woolley) v Cheshire East Borough Council*, June 2009) the Local Planning Authority have a legal duty to determine whether the three 'derogation tests' of the Habitats Directive implemented by the Conservation (Natural Habitats &c.) Regulations 1994 have been met when determining whether to grant planning permission for a development which could harm a European Protected Species. The three tests include:

- (a) the activity must be for imperative reasons of overriding public interest of for public health and safety;
- (b) there must be no satisfactory alternative and
- (c) favourable conservation status of the species must be maintained.

168. This requirement does not negate the need for a Licence from Natural England in respect of Protected Species and the Local Planning Authority are required to engage with the Directive

169. It is considered that the ecological impacts of the proposals have been fully considered and as such it is considered that the Council, subject to suitable conditions, has discharged its obligations in respect of the above tests.

Open Space

170. The Open Space and Playing Pitch SPD was adopted for development control purposes at the Council meeting on 17th September 2013. Therefore, these comments are based upon the standards within emerging Local Plan Policies HS4A and HS4B and the approach in the SPD.

171. Amenity Greenspace - Emerging Local Plan Policy HS4A sets a standard of 0.73 hectares per 1,000 population. There is currently a deficit of provision in the Mawdesley settlement in relation to this standard, a contribution towards new provision in the settlement is therefore required from this development. As the development is 10 or more dwellings the required amenity greenspace is being provided on-site and will be managed and maintained by the applicant.

172. Provision for children/young people - Emerging Local Plan Policy HS4A sets a standard of 0.08 hectares per 1,000 population. There is currently a deficit of provision in the Mawdesley settlement in relation to this standard, a contribution towards new provision in the settlement is therefore required from this development. The amount required is £134 per dwelling. Total £7,504

173. Parks and Gardens - There is no requirement to provide a new park or garden on-site within this development. There are no parks/gardens within the accessibility catchment (1,000m) of the site identified as being low quality and/or low value in the Open Space Study, a contribution towards improving existing provision is therefore not required.

174. Natural and Semi-Natural Greenspace - There is no requirement to provide new natural/semi natural greenspace on-site within this development. There are no natural/semi-natural greenspaces within the accessibility catchment (800m) of the site identified as being

low quality and/or low value in the Open Space Study, a contribution towards improving existing provision is therefore not required.

175. Allotments - There is no requirement to provide allotment provision on site within this development. A new allotment site is proposed at Station Road, Croston (HW5.4) which is within the accessibility catchment (10 mins drive time) of the site. A contribution towards the provision of this allotment allocation is therefore required. The amount required is £15 per dwelling. Total £840.00

176. Playing Pitches - A Playing Pitch Strategy was published in June 2012 which identifies a Borough wide deficit of playing pitches but states that the majority of this deficit can be met by improving existing pitches. A financial contribution towards the improvement of existing playing pitches is therefore required from this development. The Playing Pitch Strategy includes an Action Plan which identifies sites that need improvements. The amount required is £1,599 per dwelling. £89,544

177. THE TOTAL FINANCIAL CONTRIBUTION REQUIRED FROM THIS DEVELOPMENT IS AS FOLLOWS:

Equipped play area	= £7,504
Parks/Gardens	= £0
Natural/semi-natural	= £0
Allotments	= £840
Playing Pitches	= £89,544
Total	= £97,888

178. Financial contributions towards the provision of public open space will be secured through a Section 106 Obligation whilst amenity greenspace will be provided on site.

Flood Risk

179. A revised Flood Risk Assessment (FRA) prepared by Betts Associates Ltd (Ref: BLH02_FRA, Rev 3.1) has been submitted as part of the application.

180. The site is located within Flood Zone 1, within which 'vulnerable' uses such as residential uses are considered to be an appropriate development type. There is no in principle issue with development of the site from a flood risk perspective.

181. In order to better understand the site specific impacts, the FRA has reviewed all sources of flood risk to both the proposed development and to the existing adjacent development as a result of the proposals, including; fluvial, tidal, pluvial, groundwater, sewers and flooding from artificial sources and there was found to be a relatively low risk as a result of the development.

182. As a result of the low risk of flooding attached to the site, the principle focus of the FRA was on the effective management of surface water drainage.

183. The FRA has been reviewed by the Environment Agency who have confirmed that they are satisfied that the proposed development would be safe and that it would not be at an unacceptable risk of flooding or exacerbate flood risk elsewhere, provided that any subsequent development proceeds in accordance with the recommendations of the FRA. Appropriate conditions are recommended.

Traffic and Transport

184. The proposal would involve relocation of the existing Goodyear Furniture Business from its current location into a section of the Goodyear Business Park, which would constitute a change of use from B1/B8 use to A1 retail showroom. A Transport Statement (TS) has been submitted as part of the application documents which is considered in detail below.

185. Study area and base networks - The application was subject to pre-application discussions between the applicant and LCC Highways and the site access and the junction of Smithy Lane, High Street, New Street and Gorsey Lane were agreed as part of the application study area.

186. Traffic Surveys - The applicant undertook traffic surveys (manual traffic counts) at the site accesses to Gorsey Lane and New Street and the junction of Smithy Lane, High Street, New Street and Gorsey Lane on 18 June 2013 to determine the peak hour traffic flows. From the survey, it was determined that during weekday mornings and afternoons, traffic flow was at its highest between 07:45-08:45 and 16:00-17:00

187. Assessment years - The traffic flows obtained from the above were then growthed to a design year of 2018, i.e. 5 years after the date of the planning application. LCC have confirmed that the background traffic growth figures using the Temprow computer program and can confirm the acceptance of the applicant's approach.

188. Committed Developments - No committed developments seem to have been considered during assessment of the proposal, but it would appear the only other potential large-scale development near the area is the proposed residential development near Charnock Richard on the former Camelot Theme Park, which would not adversely impact this proposal in terms of cumulative traffic flows.

189. Accident information - The applicant's accident assessment was for a 5 year period from 2007-2012 and shows one slight and one serious personal injury accidents occurring on New Street and Hall Lane. This information does not appear up to date as there has in fact been a third recorded personal injury accident (serious accident) on New Street opposite the Londis/Post Office as recent as July 2013. Nonetheless, these accidents were not due to specific trends and that the proposed improvement measures for Smithy Lane/High Street/New Street/Gorsey Lane would go a long way in reducing the accident risks.

190. Trip generation - To determine the trips currently generated by the existing Goodyear Business Park, surveys were conducted at the Gorsey Lane and New Street accesses during the morning and afternoon peaks. The survey shows that the existing site generates 38 two-way vehicle trips during the AM peak of which, 25 two-way trips use the New Street access and 13 two-way trips use the Gorsey Lane access. During the PM peak, 20 two-way trips use the New Street access and 6 two-way trips use the Gorsey Lane access, a total of 26 two-way trips. This means for the existing site, more vehicles use the New Street access than Gorsey Lane.

191. It is indicated in the TS that the residential/community hall developments will only be accessed from Gorsey Lane, therefore, having ascertained the existing trip generation, the TRICS database was used to determine traffic to be generated by the proposed 56 dwellings during peak periods. The trips to be generated by the community building were not included in this assessment as it was considered ancillary. Also, trips to be generated by large goods vehicles that will access the remaining section of the Goodyear Business Park from Gorsey Lane do not appear to have been considered.

192. The applicant estimated that for the proposed 56 dwellings, 32 two-way trips will use Gorsey Lane during the AM peak and 29 two-way trips during the PM peak. This means that the proposed development would generate 6 less two-way vehicle trips through Gorsey Lane during the AM peak than the existing site. For the PM peak, the proposal would generate 3 two-way trips more than the existing site.

193. The applicant's omission of trips associated with the community building and the remaining section of the Goodyear Business Park seems questionable, however, having cross checked, LCC have confirmed that any increase in vehicular trips due to the proposed change of use and the community building can still be accommodated by the network without resulting in any unsatisfactory highway conditions in the area. LCC have accepted the applicant's approach to the trip generation.

194. Trip distribution and assignment - The pattern of distribution and assignment of the trips as shown in Figure 6.1-6.4 of the TS seems satisfactory.
195. Junction capacity - Junction capacity assessments were made for the proposed Gorsey Lane access and Smithy Lane/High Street/New Street/Gorsey Lane. The results show that even with the proposed developments, the junctions would operate well within the 5 year period from 2013-2018. The figures show that there will be no capacity or queuing problems at any of the above junctions. LCC have confirmed that they agree with this assessment.
196. Proposed Site Access - It is clear from the manual traffic count data provided that for the existing site, more vehicles use the New Street access than Gorsey Lane. A visit to the site however shows that the New Street access is sub-standard and has limited visibility, particularly to the left when leaving the site. The applicant however proposes to prevent vehicular use of the New Street access by residents of the proposed development and reserve its use for only vehicles to the remaining section of the Goodyear Business Park, as pedestrian/cyclist link between the site and New Street and for emergency purposes. As such, a controlled barrier is proposed to be installed on the boundary of the proposed residential site and the remaining section of the Goodyear Business Park to restrict vehicular access to residents of the new development.
197. While LCC Highways are not opposed to the installation of the controlled barrier, it should be noted that any misuse of this barrier can lead to traffic from the residential development accessing and egressing the site from New Street instead of Gorsey Lane. It can also lead to external traffic rat-running through the site. Therefore, the reserved matters application can only be acceptable to LCC Highways if the barrier is robust and effective in controlling unauthorised use of the access. This can be the subject of a condition.
198. Pedestrians and Cyclists - As indicated above, access will be provided through the control barrier to allow for pedestrians and cyclists movements between the residential development and New Street. This is acceptable.
199. Public Transport - There are currently three bus stops within acceptable walking distance of the site, two on New Street and one on Smithy Lane. In addition, there are four stops for school buses within close vicinity of the site. If realistic opportunity is to be created for residents to move towards a more sustainable way of travelling, it would be essential that improvements to quality standards are made to at least the bus stop closest to the site on New Street, i.e. the bus stop outside 7 New Street. LCC Highways have recommended that serious consideration be given to securing the delivery of an upgrade to this bus stop to quality standard to include shelter, raised kerbs, clearway markings etc. to ensure that it is accessible to people with mobility impairments. It is estimated that the cost of this improvement to be undertaken through the S278 will be in the region of £12,000.
200. Internal Layout and parking - The internal layout would be scrutinized in greater detail at the reserved matters stage of the application process; however, the indicative masterplan shown in Appendix B of the TS seems to have followed the principle of the Manual for Streets (MfS). The design seems to have incorporated sufficient speed control measures and turning areas. In addition, the reserved matters proposal should give adequate attention to servicing, delivery, waste collection and parking, which must all be in line with appropriate standards. The final detailed layout must conform to and be constructed in accordance with the Lancashire County Council Specification for Construction of Estate Roads to ensure satisfactory access and in order to be acceptable for adoption under the S38 agreement of the Highways Act 1980. The applicant should be aware that the existing internal roads, footways, highway drainage etc. will not be accepted for adoption unless they are brought up to the County Council's approved standard. As confirmed in Section 4.0 (4.3.1) of the TS, parking should be in accordance with the current Chorley Council Parking Standard.
201. Highway impact mitigation - To reduce the impact and influence of the proposal so as to deliver sustainable development, the applicant proposes the following measures.
- provide zebra crossing on New Street.
 - provide financial contribution towards diversion of school bus service 814.

- provide financial contribution of £3,500 towards installation of cycle storage lockers at Rufford railway station.
- provide a junction table at Smithy Lane/High Street/New Street/Gorse Lane.
- provide kerb realignment at High Street/Gorse Lane and New Street/Gorse Lane for improved visibility.

202. The revised speed limit guidance issued by the Department for Transport in January 2013 stressed the need for speed management measures to be implemented with the support of the local community. The applicant has referred to some of these measures in the submitted Statement of Community Involvement, although it is noted that some local residents and Mawdesley Parish Council are concerned with the proposed junction table at Smithy Lane/High Street/New Street/Gorse Lane. Therefore while LCC Highways are not opposed to implementation of engineering measures such as the junction table to reinforce the 20MPH speed limit, there is need for the local community and stake holders such as the Police and Fire Service to be consulted before any proposals for traffic calming are finalised. In addition to the above measures, to further enhance motorists' awareness and visibility of the 20MPH speed limit, the County Highway Engineer recommends that the applicant provides carriageway speed roundels on entries to the village to supplement the existing 20MPH speed limit signs at the following locations.

- outside 70 Gorse Lane near Gorse Lane/Back Lane
- near Smithy Brook Bridge, High Street
- opposite 8 Smithy Lane near Smithy Lane/Astrees
- near Brook Farmhouse, Hall Lane

203. The markings which should be in accordance with the Traffic Signs Regulations and General Directions 2002 (Diagram 1065) should be provided on red textureflex surfacing.

204. High Street/New Street/Gorse Lane - Site visits show that vehicles regularly park on this junction especially during church activities. This makes it difficult for vehicles leaving Gorse Lane to be properly positioned in the appropriate lane to turn into High Street and New Street.

205. To turn into High Street and New Street, traffic from Gorse Lane often had to either straddle the hazard line markings or turn from the wrong lane due to parked vehicles occupying the exit lane. In doing so, there were times when this conflicted with traffic turning into Gorse Lane from High Street and New Street, leading to inappropriate reversing manoeuvres at the junction to the detriment of highway safety. This situation would inevitably be exacerbated as a result of the proposed development as more vehicles enter and leave Gorse Lane.

206. For improved safety and to avoid delays to traffic at this junction, it is recommended that the applicant makes a Traffic Regulation Order to introduce 10m lengths of 'No Waiting at Anytime' restrictions at the junction on both sides of Gorse Lane stretching 10m into High Street and New Street. The applicant should be aware that the Traffic Regulation Order (TRO) requires a separate statutory consultation process beyond the planning application process and all cost associated with the TRO will be the applicant's responsibility.

Education

207. Lancashire County Council's Education Department has requested a commuted sum of £143,213 towards the provision of 8 secondary school places. However this is now covered by the Community Infrastructure Levy (CIL) following its adoption by Chorley Council on 16th July 2013 and the commencement of charging from 1st September 2013. The CIL charging schedule sets out the rates to be charged per square metre for different types of development (a CIL liability form was submitted with the application providing this information) and this money is to be used to fund infrastructure across the borough, including education facilities. A commuted sum for education is therefore not applicable on this occasion.

Community Infrastructure Levy

208. The Chorley CIL Infrastructure Charging Schedule provides a specific amount for housing - £65 per sq m and charging commenced 1 September 2013. There is no CIL charge for change of use or for community facilities in respect of this application.

209. There is 100% relief from CIL on those parts of a chargeable development which are intended to be used as social housing. Therefore only 35 dwellings will be chargeable for CIL.

210. There is also a reduction in the total CIL charged where there are existing buildings on the site. The Community Infrastructure Levy (Amendment) Regulations 2014 has expanded on "in-use buildings". While any new building over the threshold size will be subject to CIL, the gross internal area of any existing building(s) on the site to be demolished will be deducted from the final liability provided a part has been in lawful use for a continuous period of at least 6 months within the period of three years ending on the day planning permission first permits the chargeable development. It will be for the applicant or their agent to demonstrate lawful use by providing appropriate evidence such as Council tax records or Business Rate documentation.

Sustainability

211. Policy 27 of the Core Strategy relates to Sustainable Resources in New Developments. This requires new dwellings to be built to Level 4 (or Level 6 if commenced after January 2016) of the Code for Sustainable Homes.

212. Policy 27 also includes the following requirements which are applicable to schemes of five or more dwellings.

Criteria (a) - Evidence is set out to demonstrate that the design, orientation and layout of the building minimises energy use, maximises energy efficiency and is flexible enough to withstand climate change;

Criteria (b) - Prior to the implementation of zero carbon building through the Code for Sustainable Homes for dwellings or BREEAM for other buildings, either additional building fabric insulation measures,

Or

appropriate decentralised, renewable or low carbon energy sources are installed and implemented to reduce the carbon dioxide emissions of predicted energy use by at least 15%;

Criteria (c) - Appropriate storage space is to be provided for recyclable waste materials and composting;

Criteria (d) - If the proposed development lies within a nationally designated area, such as a Conservation Area or affects a Listed Building, it will be expected to satisfy the requirements of the policy through sensitive design unless it can be demonstrated that complying with the criteria in the policy, and the specific requirements applying to the Code for Sustainable Homes and BREEAM, would have an unacceptable adverse effect on the character or appearance of the historic or natural environment.

213. Appropriate conditions are recommended.

Other Matters

Counsel Opinion

214. The applicant has sought Counsel opinion that concludes that Policy 1 of the Core Strategy aims to achieve a number of things. It is accepted that Policy 1 has a hierarchy of locations for growth and that Mawdesley is in the "smaller village" category. Comment is made that Mawdesley is not a principal location for growth within the Borough and the policy seeks to permit development in villages such as Mawdesley where such development has particular characteristics or there are exceptional reasons.

188. The characteristics of development which the policy supports are those which are "small scale and limited to appropriate infilling" and also those which "meet local

need”.

189. The Counsel opinion states that whether the application proposal is small scale or not is, to a degree, a matter of judgment, which is a matter for the Local Planning Authority (LPA). However, it is acknowledged that the LPA will consider the proposal to be not ‘small scale’ and indeed this is the case.

190. It goes on to say that there is plainly an affordable housing need which is not being met and again accepts that it is a matter for the LPA judge and acknowledges that the LPA will conclude that the proposal does meet a local need in respect of affordable housing. Again this is the case given that the scheme involves market housing as well.

191. The Counsel opinion is clear that the LPA is likely to find that the proposal is not of a scale which would normally fall within the scope of Policy 1 but which nevertheless meets an identified local need. Hence, there is a need to form a view on the extent of compliance with Policy 1 because the proposal neither wholly complies nor wholly contravenes the primary thrust of the policy.

192. The key consideration then falls to the issue of the exceptional reasons part of the policy which allows for other exceptional justification so far as is necessary to offset any finding that the proposal is not small scale etc.

193. The Counsel opinion argues that the shortfall in affordable housing provision and the offer of a proportion of affordable housing which exceeds the policy requirement in Policy 7 is capable of amounting to an exceptional reason in that it both addresses a planning circumstance of some seriousness and is provision which is beyond the norm, i.e. it is an exception to the usual rule or policy.

194. It goes on to state that further features of the proposal may also properly be considered to be exceptional, either on their own, or in combination with other features of the proposal. In particular, in this instance a proportion of the site is PDL and there is an economic feature of the proposal in maintaining the future economic prospects of the Goodyear business park.

195. The Counsel opinion concludes that the combination of circumstances are considered to be unique or at least very unlikely to be replicated. In that context, it is most unlikely that any precedent could be created.

Overall Conclusion

196. This application site is wholly located in the settlement and is already part brownfield. The site is central to the village which has a wide range of facilities unique and not replicated in other smaller villages elsewhere in the Borough which can be reached by walking. The distance from the centre of the application site to the Village Hall using the New Street pedestrian link is less than 700m. This route takes in the St Peter’s primary school and village centre facilities including the Londis store /post office, pubic house and pantry/cafe. Just off the New Street access there is an insurers, estate agent, hairdressers and one vacant shop unit.

197. The proposed development does not undermine, or harm, the overarching strategic objectives of the Core Strategy. These include SO6 (to achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land); SO8 (To significantly increase the supply of affordable housing... in places of greatest need such as in more rural areas); and SO10 (To ensure there is a sufficient range of locations available for employment purposes).

198. The applicant has addressed the requirements of Core Strategy Policy 10 a) – e). As the application proposes to provide housing use on a retail showroom and scout hut/community building on Unit 11a, the applicant has not had to conform to the requirements

of Core Strategy g) and h) and the relevant sections in the SPD – Controlling Re- use of Employment Premises. Notwithstanding this, the applicant has shown there is no demand for the premises and there is additional employment premises and employment land supply in the ward.

199. The occupiers of Unit 11a could be accommodated within the existing building and the site owner's have stated that they could operate more efficiently and effectively with approximately 25% of the space currently occupied by the furniture retailing business and relocate their furniture showroom into the majority of the vacant office /warehouse accommodation (presently 70% vacant) within the Goodyear Business Park. Goodyear has indicated that the proposal would not result in a net loss of employment numbers for their Goodyear Furniture Centre as 10 jobs will be maintained. The existing businesses will be relocated within existing accommodation, with the exception of one which is vacating their premises towards the end of August.

200. In accordance with paragraph 47 of the Framework, Council has a deliverable 7.3 year housing supply. The proposal is for 21 affordable houses (37.5%), one additional affordable unit above the policy provision of 20 dwellings. Core Strategy Policy 1f) limits development in smaller villages such as Mawdesley to typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need unless there are exceptional reasons for larger scale redevelopment schemes.

201. The key issue for consideration is whether the proposal accords with Policy 1: Locating Growth, of the Core Strategy. This sets out a hierarchy for locations for growth and investment in Central Lancashire. Mawdesley is classed as a 'smaller village' and falls within category (f), where development will 'typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need'. However, larger scale redevelopment schemes can be justified where there are 'exceptional reasons' to do so.

202. In addition, Policy 7: Affordable and Special Needs Housing, of the Core Strategy sets affordable housing targets of 30% in urban areas, 35% in rural areas on sites in or adjoining villages which have, or will have, a suitable range of services; on any rural exception sites including those in the Green Belt there will be a requirement of 100% Provision.

203. Paragraph 6 of the Framework states that the purpose of the planning system is to contribute to the achievement of sustainable development and that the policies contained in paragraphs 18 to 219, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system. The proposals have been assessed in this context, in conjunction with specific policies in both the CLCS and the main modifications to the CLP 2012-26 and it has been demonstrated that the proposed development conforms with all relevant policies.

204. The applicants have confirmed that upon completion of the 30th private housing unit, all of the affordable units and the community building will be complete. This will be secured through a provision within the Section 106 Obligation and ensures the delivery of the proposed scheme in its entirety .

205. It is considered that the affordable housing and downscaling to ensure the long term viability of the furniture business are exceptional reasons to allow this development. There are no technical reasons preventing the site from being developed and accordingly the application is recommend for approval subject to the imposition of conditions and a section 106 obligation to secure the affordable housing, financial contributions towards the provision of public open space, sustainable transport measures and the cost of promoting a TRO to secure off site highway improvements.

Planning Policies

In accordance with s.38 (6) Planning and Compulsory Purchase Act (2004), the application is to be determined in accordance with the development plan (the Central Lancashire Core Strategy, the Adopted Chorley Borough Local Plan Review 2003 and adopted Supplementary Planning Guidance), unless material considerations indicate otherwise. Consideration of the proposals has had regard to guidance contained with the National Planning Policy Framework (the Framework), the development plan and the emerging Local Plan 2012-2026. The specific policies/ guidance considerations are contained within the body of the report and for convenience are also detailed below.

Chorley Borough Local Plan

The Chorley Local Plan Review was adopted in August 2003. It was saved in September 2007

The relevant saved Local Plan policies are:

- GN4: Settlement Policy- Other Rural Settlements
- GN5: Building Design & Retaining Existing Landscape Features.
- DC1: Development in the Green belt
- DC6: Major Developed Sites in the Green Belt
- EP4- Species Protection
- EP9- Trees and Woodland
- EP20- Noise
- HS4- Design and Layout of Residential Developments
- HS21- Playing Space Requirements
- TR1- Major Development – Tests for Accessibility & Sustainability
- TR4- Highway Development Control Criteria
- TR18: Provision for Pedestrians and Cyclists in New Development

Central Lancashire Core Strategy (adopted July 2012)

Policies to be given weight are:

- Policy MP
- Policy 1 Locating Growth
- Policy 4 Housing Delivery
- Policy 5 Housing Density
- Policy 7 Affordable Housing
- Policy 10 Employment Premises and Sites
- Policy 17 Design of new buildings
- Policy 21 Landscape Character Areas
- Policy 22 Biodiversity and Geodiversity
- Policy 25 Community Facilities
- Policy 27 Sustainable Resources & New Developments

Supplementary Planning Guidance

- The Central Lancashire Supplementary Planning Document Design Guide (adopted October 2012) is relevant as it aims to encourage high quality design of places, buildings and landscapes in the Borough.
- The Central Lancashire Supplementary Planning Document- Affordable Housing (adopted October 2012)
- Open Space and Playing Pitch Supplementary Planning Document

Emerging Local Plan

Chorley Local Plan 2012 - 2026

Relevant Policies are:

- Policy V1 : Model Policy
- Policy V2 Settlement Areas – development in settlements. The site is within the settlement of Mawdesley. The policy says there is a presumption in favour of appropriate sustainable development, subject to material planning considerations and other policies and proposals within the plan. 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 ST1 New provision or improvement of footpaths, cycleways, bridleways and their associated facilities in existing networks and new development
- Policy ST4 Car Parking Standards – proposals will need to make parking provision in accordance with the standards set out in Appendix D
- Policy HS4A Open Space requirements in new developments
- Policy HS4B Playing pitch requirements in new housing developments
- EP1 Employment Site Allocations – EP1.17 Rear of New Street , Mawdesley
- Policy EP9 : Development in Edge – of Centre and Out of Centre Locations
- BNE1 Design Criteria for New Development.
- BNE9 – Biodiversity and Nature Conservation
- BNE10 – Trees
- BNE11- Species Protection

Planning History

There is no planning application history of specific relevance to this Proposed Development. However a number of applications have been submitted across Goodyear Business Park over a number of years. The following are considered to be of most relevance (specifically the Change of Use element of the proposals):

Reference	Description	Decision
02/01209/FUL	Change of Use from storage space to offices with alterations to elevations	Approved: 03.02.2003
00/00859/COU	Change of use of mixed use building to Class B1 (office/light industrial) use	Approved: 14.02.2001
98/00839/FUL	Provision of new windows at first floor level	Refused: 10.03.1999
92/00700/FUL	Vehicular and pedestrian access	Refused: 30.03.1993
90/00709/COU	Change of use from storage to light industrial (Unit 2)	Approved: 18.12.1990
87/00278/FUL	Erection of office storage and display building (Unit 11)	Approved: 15.06.1987
82/00449/FUL	Change of use from basketware store to joiners workshop (Unit 11)	Approved: 24.08.1982
77/01098/OUT	Outline application for single storey storage building	Approved: 11.04.1978
76/00594/FUL	2 storey workshop	Approved: 05.10.1976
76/00073/FUL	Two storey warehouse/workshop, and alterations to existing shop/offices	Approved: 05.04.1976