Planning Enforcement Policy

What is planning enforcement?

Planning enforcement is the investigation of alleged breaches of planning control and, where a breach of planning control is identified, the aim is to resolve these using the most appropriate action. Wyre Borough Council is responsible for enforcing control for all planning matters other than matters relating to minerals or waste disposal which are the responsibility of Lancashire County Council.

Within the Planning Service, the Council employs two part time Enforcement Officers based in the Development Management team. They investigate cases from the initial receipt of the alleged breach of planning control through to the closure of the case, including the service of any formal notices, appeals, and court action. Additional legal support, particularly in the drafting of the relevant legal notices and the taking of proceedings in the Court, is provided by the Council’s Legal team.

What is a breach of planning control?

A breach of planning control is defined in the Town and Country Planning Act 1990 as “the carrying out of a development without the required planning permission, or failing to comply with any condition or limitation subject to which planning permission has been granted”.

There are two main ways in which a breach of planning control can occur:

- Building work or engineering operations or changes in the use of land or buildings that are carried out without the necessary planning permission. However, not all building/engineering work or changes of use require planning permission. Many are either considered not to be development at all or are
defined as 'permitted development', meaning that planning permission does not have to be obtained to allow them to be carried out.

- **Where planning permission has been granted but the development or use is not being carried out in accordance with the plans or conditions attached to the approval.** For example, a building may be larger than shown on the approved plans or a condition that specifies the working hours of a business may not be being complied with.

A breach of planning control becomes immune from enforcement action if no formal action has been taken within certain time limits set out in the relevant legislation. Essentially these are:

**Four years** from the substantial completion of building works or other operational development and from the change of use of any building to use as a dwelling house.

**Ten years** for all other breaches (i.e. changes of use of land or buildings and breaches of conditions).

If owners of land or property consider that a breach of planning control has become immune from enforcement action through the passage of time they may apply for a **Certificate of Lawfulness.** If granted, such a certificate provides legally binding documentation that establishes the lawfulness of the existing use or development.

It is important to note that a breach of planning control occurring in either of the two main ways set out above does **not** constitute an offence in law. The development or use will be unauthorised and may be subject to enforcement action, but it would only constitute an offence if a valid enforcement notice requiring action to remove or modify a development or to cease a particular use, is not complied with.

Other breaches of planning control, however, **do** constitute an offence, and the council may deal with such matters directly through the courts. These include:

- **Where advertisements** are displayed without the necessary **advertisement consent** an offence will have been committed. However, many advertisements do not require consent from the council.

- **Unauthorised works or alterations to a listed building.** If works are carried out to a listed building which should have had **listed building consent** an offence will have been committed.

- **Carrying out works to trees** (e.g. pruning) or felling trees that are either protected by a **Tree Preservation Order** or are situated within a **conservation area** is an offence and can lead to action being taken by the council.
Why enforce?

The main **objectives** of the planning enforcement process are:

- To promote compliance with planning requirements.
- To remedy the undesirable effects of unauthorised development.
- To bring unauthorised activity under control to maintain the credibility and achieve the purpose of the planning system.
- To strike an acceptable balance between protecting the amenity of the citizens of Wyre and other interests of acknowledged importance, and allowing development to take place/businesses to operate without undue interference.
- To provide a service that will pursue pro-active initiatives which would either improve the environment and built heritage, safeguard the amenities of the area or support the policies of the development plan.

Our approach to planning enforcement

Planning law gives Councils **powers** of enforcement. It does not place a **duty** on Local Planning Authorities to enforce planning controls. Rather, any decision to take (or not) enforcement action will be at the council’s discretion, based on the particular circumstances of each case and the degree of harm caused by the breach.

Our approach to planning enforcement has regard to the National Planning Policy Framework (NPPF) which states that ‘**Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control**’, and to the relevant guidance set out in the National Planning Practice Guidance (NPPG) as well as the Government’s Enforcement Concordat which sets out good practice guidance for enforcement. In the first instance, the Council will endeavour to resolve any breaches of planning control by negotiation. Where enforcement action is necessary, that action will be applied in a professional, efficient, consistent, timely and equitable manner, taking into account the Council’s adopted planning policies, and in accordance with any relevant professional codes of conduct.

Addressing breaches of planning control without formal enforcement action can often be the quickest and most cost effective way of achieving a satisfactory and lasting remedy. For example, a breach of control may be the result of a genuine mistake where, once the breach is identified, the owner or occupier takes immediate action to remedy it. Furthermore in some instances formal enforcement action may not be appropriate.

In deciding whether or not to take action, the council must consider whether enforcement action is a **proportionate** response to the breach of planning control and whether it is **expedient** to enforce in each case. It must consider whether the breach of planning control unacceptably affects public amenity or safety or the existing use of land or buildings meriting protection in the public interest. This means that a judgement has to be made in each case as to the seriousness of the breach and the level of any harm that it causes. Harm resulting from a breach may include an adverse effect on the
appearance of the landscape, a noise nuisance or a danger to highway safety. It cannot include, for example, loss of value to a neighbouring property, loss of an individual's view, interference with someone's private rights or matters relating to trade/business competition.

In deciding, in each case, what is the most appropriate way forward, the council will usually avoid taking formal enforcement action where:
• there is a trivial or technical breach of control which causes no material harm or adverse impact on the amenity of the site or the surrounding area;
• development is acceptable on its planning merits and formal enforcement action would solely be to regularise the development;
• we consider that an application is the appropriate way forward to regularise the situation, for example, where planning conditions may need to be imposed.

When making decisions on planning applications the council must take into account the planning policies for the Borough and the policy guidance that is published from time to time by the Government. The same is true when deciding whether or not to pursue enforcement action. The relevant planning policies are set out in the Wyre Borough Local Plan (adopted in 1999).

Making a complaint about an alleged breach of planning control

Anybody may make a complaint about an alleged breach of planning control. Complaints can be made in writing, by telephone (01253 891000), by e-mail to planning@wyre.gov.uk, through the council's contact centre 'Connectwyre', or by completing and submitting the online Complaint Report Form on our web site (www.wyre.gov.uk).

For any complaint being made about an alleged breach of planning control the council will ask for the following information to be provided:
• the precise location of the site or property to which the complaint relates;
• the exact nature of concern i.e. the alleged breach of planning control;
• the name, address and contact telephone number of the person making the complaint; and,
• the identity of the person / organisation responsible for the breach and the date and / or time the breach began (where known).
• an indication of any harm caused/being caused.

Except in special circumstances, the council will not act on anonymous complaints. In this respect ‘anonymous’ means where the name of the complainant and their contact details are not provided.

Where appropriate, the Development Management team will liaise with other Council Services and external agencies in order to ensure the most appropriate form of action is taken in order to resolve any complaint. Where the nature of the breach overlaps with responsibilities of another agency, the Council will, as far as possible, work in partnership with that body to resolve the matter.
Breaches of planning control concerning minerals, waste developments or other “County Matters” will be referred to Lancashire County Council for their consideration.

**How the enforcement objectives will be achieved.**

The council’s planning enforcement team is committed to ensure that:

- enforcement is carried out in a professional, efficient, consistent, timely, proportionate and equitable manner.
- advice and information regarding legislation will be given in plain language
- we provide a courteous and efficient service with staff identifying themselves by name.
- advice is confirmed in writing together with an explanation of why remedial works are required.
- whenever possible, discussions take place with a view to resolving the issue without the need for formal proceedings.
- firm action is taken, where appropriate, against those who flout the law or act irresponsibly.
- the service will be operated to be effective and responsive in the prevention and control of unauthorised development.
- effective monitoring procedures will be implemented where resources allow, to ensure development is carried out in accordance with planning permissions.
- service delivery will be fair, responsive, helpful and consistent in its approach.
- Ensuring compliance when formal enforcement action has been taken;

**Important Note:**
The Council treats very seriously any threats made against its employees. Any person making such threats will be reported to the Police who may be requested to attend any future site visit. The Council has the full support of the Police in this regard. Nothing set out in the above shall be construed as limiting either your legal rights or obligations or the Council’s rights to take any action as set out in relevant legislation.

**How are investigations carried out?**

Complaints are dealt with in strict confidence, such that the complainant’s personal details are not made known to any other party. The identity of the complainant may only be revealed by their own consent, There will be some circumstances where the Council has to reveal information about witnesses e.g. if they are needed for an enforcement appeal or court hearing. There will be situations where the Council cannot proceed with enforcement action without the willingness for complainants to act as witnesses.

Any investigation will usually involve a visit to the site as well as more desk based investigations such as looking into the planning history of the site. The investigating officer will also contact the complainant and the person(s) against whom the complaint has been made, in order to gather evidence relating to the alleged breach.
Council officers are authorised, under the provisions of Section 196A of the Town and Country Planning Act 1990 (as amended) to enter any land at any reasonable time for the purpose of investigating whether or not there has been a breach of planning control. If an owner/occupier of that land is present at the time, the officer will seek permission to go on to the land.

Occasionally, more covert surveillance or monitoring may be required and, where necessary this would have to be authorised under the Regulation of Investigatory Powers Act 2000.

**Prioritising the complaint**

Some complaints will be more urgent than others and these will need to be given higher priority:

**Priority 1**
- Listed building control where demolition or alterations are taking place.
- Protected hedgerows or trees where loss or damage is likely.
- Conservation area controls where immediate, irreparable damage would be caused.
- Planning controls or conditions that result in serious threat to health and/or safety.
- Development taking place within sensitive archaeological or ecological sites including County Heritage Sites and SSSI's particularly where it affects the natural and remote character of the area or harms the features of the SSSI.

**Priority 2:**
- Building works being carried out in an Area of Outstanding Natural Beauty or Green Belt.
- Other building works which are ongoing at the time of the submission of the complaint
- Uses of land and/or buildings that are causing harm to amenity or public safety and/or are seriously damaging to the valued characteristics of the area (e.g. noisy activities close to residential properties).
- Planning control or conditions that cause demonstrable nuisance and loss of amenity to the residential enjoyment of neighbouring properties.
- Advertisement control in conservation areas.
- Advertisement control involving widespread fly-posting campaigns.

**Priority 3:**
- All other complaints, including those relating to developments that are already complete or uses of land which already exist at the time the complaint is made.
What happens next? – Our commitment to the complainant

- We will acknowledge receipt of the complaint in writing **within 5 working days**. This will provide you with a case reference number and the name and telephone number of the officer who will be the case officer responsible for investigating your complaint.

- The complaint will be given a priority classification, and an investigation will be carried out in accordance with the relevant timescale for that complaint.
  - **Priority 1**: Investigation commenced immediately upon receipt of complaint
  - **Priority 2**: Investigation commenced within 10 working days of complaint
  - **Priority 3**: Investigation commenced within 15 working days of complaint

- All investigations will be carried out on a strictly **confidential** basis and your details will not be revealed by the investigating officers. However, if a matter proceeds to appeal or to court, your evidence and details may be required to secure a successful outcome. You will be contacted to confirm whether you wish your evidence to be used before your identity is revealed.

- The investigation will involve the case officer making a site visit to determine whether a breach of planning control has occurred, and the nature of any breach. In most cases, and particularly where there is a need to go on to the site, we will have to contact the person responsible for the alleged breach of planning control and inform them of the complaint. The case officer may also contact you to discuss the complaint or to seek further information about the complaint.

- You will be notified of our findings and what action, if any, we propose to take as soon as we have concluded our investigations. We will also notify you of our decision in relation to the complaint, i.e. whether it is expedient to take any action (if a breach of planning control has been identified), and if action is to be taken, what form that action will take.

- If we have been unable to complete our investigations within 28 days and need further time, we will inform you accordingly. Some developments involving the use of land may require monitoring over a period of time to determine whether or not a breach of planning control has occurred. We may also need to seek additional information from you relating to the breach of planning control.

- Where a breach of planning control is found to have occurred, the person responsible for the breach will be informed of their right to submit an application for planning permission for the use/development. If an application is submitted, you will be advised, and given the opportunity to make representations on the application.
Where the council issues an enforcement notice requiring compliance within a certain timescale we will visit the site to check such compliance within 5 working days of the expiry of the deadline and will inform you of our findings and any further action that may be considered.

A person upon whom an Enforcement Notice is served has the right to appeal to the Secretary of State. The Planning Inspectorate determines enforcement appeals on behalf of the Secretary of State. If an appeal is lodged against the enforcement notice, you will be advised of this. We will provide you with details of how to make representations and subsequently notify you of the appeal decision.

If there is a failure to comply with the Notice within the specified period, you will be advised of this and of any subsequent action that the council intends to take.

What happens next? – Our commitment to persons or organisations whose activities are the subject of a complaint

Where somebody has made an allegation to us that you are, or have carried out operations or a use of land without planning permission, or where it is considered that there may otherwise be a breach of planning control, the site will, if necessary to determine whether or not a breach of planning control has occurred, be visited by an officer of the Council. In most cases this will involve looking around the site and/or buildings and may involve asking you questions to assist us in determining whether a breach of planning control has occurred. To ensure that you are treated fairly, that you understand your rights and are kept advised of the progress of the investigation, you can expect the following:

Site Visit

- An officer or officers from the Council’s Planning Services will visit the site, normally without prior appointment and, if entry to the site or premises is necessary, will introduce themselves to you or your representative, give their name and explain to you the purpose of their visit. This will include you being advised of the nature of the alleged breach of control.

- All of the Council’s Planning officers and Enforcement officers have the power under the Town and Country Planning Act 1990 sections 196A, 214B and 324 as amended by the Planning and Compensation Act 1991, and the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 88, to enter land for the purposes of investigating breaches of planning control. Normally, and notwithstanding their right to enter the land, if you do not allow the officer(s) to enter the site or premises at that time, a date and time when entry must be permitted will be arranged by mutual agreement. Occasionally, however, it may be necessary for the officer to look around the site immediately and you will be required to allow him/her access. Failure to allow such access is a criminal offence. If the site visit requires the officer to enter your home then, whilst you may refuse such a request, the officer may demand
access at 24 hours notice. Further confirmation of the rights of the officer to enter land will be produced on request.

- Officers will treat you politely and with respect (and it is hoped that this will be reciprocated by you). Where no one is available on site, the Council reserves its right to carry out an unaccompanied inspection in accordance with the law.

- Occasionally, it may be necessary to conduct more long term monitoring or surveillance to establish whether there has been a breach of planning control. Under such circumstances we will ensure that such surveillance is authorised under the Regulation of Investigatory Powers Act 2000.

Written Notification

- You will be given written notification of the council’s findings as quickly as possible once we have completed our investigations. If we have been unable to complete our investigations within 28 days and need further time, we will inform you accordingly. Often, however, it is necessary for further information to be gathered or assessed to determine whether the activity complained of constitutes a breach of planning control, and this may take some time. In order to acquire this information the council may send you a formal notice that you are required by law to complete and return to the council within a specified timescale. It is an offence not to comply with the requirements of this notice. The notice may in one of two forms:

  - **Planning Contravention Notice**: This sets out a number of questions about the alleged use or development which you required to answer to enable the council to determine whether a breach of planning control has occurred.

  - **Requisition for Information Notice (S330 Notice)**: This sets out a number of questions relating to the ownership of the land and your legal interest in it. It is normally used when the council are considering taking enforcement action and need to be sure that such action is taken against the relevant person(s).

Where a breach of Planning Control is identified:-

- Formal enforcement action is the last resort and will only be taken where it is necessary and expedient to do so (to remedy a harm being caused by the breach). You will be informed in writing of the nature of the breach and if it is expedient you will be asked to carry out necessary works or actions to remedy the breach. You will also be invited to discuss the matter further with the case officer and/or another planning officer with the aim of satisfactorily resolving the breach of planning control without formal enforcement action being required.

- You will be advised of your right to make a retrospective planning application to regularise the breach, without prejudice to the decision that may be made on such an application. The council will, however, reserve its right to pursue enforcement action if it is expedient to do so. If you decide to submit a planning application, and it
is subsequently approved, no further action will be taken provided any conditions attached to the planning permission are complied with.

- Where it is considered that a breach of planning control has taken place and the council decides that it is expedient to take enforcement action, you will be advised in writing **within 5 working days** of this decision and the reasons why the action is considered necessary. The relevant Enforcement Notice will subsequently be sent to you and potentially to any other persons who have an interest in the land (e.g. mortgagee). You will also be advised of your right to appeal.

- Where the council issues an enforcement notice requiring compliance within a certain timescale we will visit the site to check such compliance **within 5 working days** of the expiry of the deadline and will inform you of our findings and any further action that may be considered. You should note that failure to comply with an enforcement notice within the time scale set out in the notice constitutes an **offence** in law and that the council could then proceed to prosecute you in the Magistrates Court.

**What are the council’s options when a breach of planning control is confirmed?**

When it is clear that a breach of planning control has occurred, the council will consider what, if any action it is expedient to take. Such action may include:-

- If the breach is minor with no significant harmful effects or if the development is such that it is in line with the relevant planning policies – no further action may be taken.
- If the breach is likely to be immune from enforcement action due to the passage of time – an application for a **Certificate of Lawfulness** will be invited and no further action will be taken, unless that application is subsequently refused, at which time the council will reconsider what further action is warranted.
- If the breach is contrary to planning policy or causes harm such that planning permission is unlikely to be granted, the council will ask for the use to cease, or unauthorised development to be removed or appropriately modified, voluntarily. A suitable period of time will be allowed, depending on what needs to be done.
- As a last resort formal enforcement notices can be issued (see below). This is a discretionary decision which will be made on a case by case basis. The council must be able to justify taking formal action and be sure that the steps specified in any notice, and the period for compliance with each step, are reasonable (i.e. sufficient only to remedy the harm arising from the breach of planning control).
- Where an **Enforcement Notice** or other notice takes effect, but is not complied with, any owner/occupier or other person who has control of, or has an interest in the land, can be prosecuted.

Where appropriate, and if other means have not secured a cessation of the breach being enforced against, the council will consider using its default powers to take direct
action to remedy the breach of planning control, recovering the cost from the owner or placing a legal charge on the land.

The majority of breaches of planning control are resolved informally and by negotiation with the owner/occupier of the land. Formal action, in accordance with national advice, only takes place where it is expedient and where other means to resolve the problem have been unsuccessful.

For many cases, in order to help us to decide what action we should take we will consult with both internal and external statutory and non statutory organisations (such as the local highway authority) to seek their views on the development, particularly in relation to whether any harm is arising, (e.g. highway safety, noise etc.).

**The options for formal action**

Formal enforcement action may take several forms. The decision to take any such action is taken by the Head of Planning Services in consultation with the Director of People and Places under delegated powers. These powers are set out in the council's Constitution, details of which may be found on our web site www.wyre.gov.uk.

**Breach Of Condition Notice** - where there is a breach of a condition on a planning permission a Breach of Condition Notice may be issued. This will set out the steps required to be taken to comply with the condition and the time periods (not less than 28 days).

**Enforcement Notice** - an Enforcement Notice sets out the breach of planning control, the steps that must be taken to remedy the breach, the planning reasons for taking the action and the time period for compliance. An Enforcement Notice does not have to require the whole of the breach to be removed or undone. The Enforcement Notice may specify ‘under enforcement’ – i.e. steps sufficient to make the development acceptable, e.g. restricting hours of use or requiring works such as noise insulation or screening. The effect of ‘under enforcing’ is that planning permission would be granted for those aspects of the development not required to be removed by the Enforcement Notice.

**Stop Notice** - where an Enforcement Notice has been served a Stop Notice may also be issued at the same time to stop the use or the building works continuing. However, this power should only be used in extreme cases where the development is causing immediate, unacceptable and irreparable harm.

**S215 Notice** – where the complaint relates to the untidy state or appearance of land (including buildings). If it is decided that there is resultant harm to the amenity of the area a notice under this section of the Town and Country Planning Act may be served, which sets out what actions (including the repairs to buildings or removal of items from the land) are required to be undertaken to remedy the harm.
**Injunction** - this is a court order and only used in the most extreme of cases where all other efforts have failed or it can be demonstrated that they are unlikely to be successful.

If an Enforcement Notice or S215 notice is not complied with, the council may elect to prosecute the person who has breached planning control in the Courts. If that person is found guilty, the Courts may impose an appropriate fine. The council may also consider taking steps to remedy the breach of planning control itself, which may include serving notice that its own employees or contractors have the right to enter the land and carry out the necessary works in default. If the Council carries out works in default, steps will be taken to recover the costs of such action, including by putting a charge on the property.

In relation to breaches of planning control involving listed buildings, tree preservation orders and advertisements, these are *criminal offences* and the council has the power to prosecute directly in the Magistrates Court, any decision made will have regard to the Code for Crown prosecutors. In the case of advertisements, the Council has powers, in some circumstances, to remove or obliterate them. In such cases, you will be advised of the necessary procedures and of your rights and obligations.

**Appeals**

There is no right of appeal against a **Breach of Condition Notice**. If the notice is not complied with a prosecution may be sought through the courts.

There is a right of appeal against the issue of an **Enforcement Notice**. If an appeal is made, an independent Inspector from the Government’s **Planning Inspectorate** is appointed to look at both the council’s and the appellant’s cases. Appeals may take the form of **Written Representations** (an exchange of written statements), an **Informal Hearing** where members of the public may attend and contribute, or by a **Public Inquiry** where formal evidence is presented, and both sides have legal representation. The subsequent decision of the Inspector is binding, although the appellant may make a further appeal to the High Court on a point of law, but not for the planning merits of the case to be re-examined.

If a notice becomes effective (either because there was no appeal or the appeal was dismissed) and the period for compliance has passed without the notice having been complied with, a prosecution may be sought through the courts.

**Planning law and guidance**

- Sections 171 to 196 of the Town and Country Planning Act 1990, as amended by the Planning and Compensation Act 1991, provide the legal basis for planning enforcement, including powers to serve various notices.

A number of other documents provide more detailed guidance on the operation of these powers:
Human Rights issues

The European Convention on Human Rights (ECHR) was brought into English law via the Human Rights Act 1998 (HRA) with effect from October 2000. The HRA introduces an obligation on the Council to act consistently with the ECHR. There are 3 Convention Rights likely to be most relevant to planning decisions:

- Article 1 of the First Protocol - Protection of Property
- Article 6 - Right to a Fair Hearing
- Article 8 - Right to respect for Private and Family Life

It is important to note that these types of right are not unlimited. Although in accordance with the concept of 'proportionality' any interference with these rights must be sanctioned by law, (e.g. The Town and Country Planning Act 1990) and must go no further than necessary.

Essentially, private interests must be balanced against the wider public interest and against competing private interests. However, human rights issues must be taken into account when reaching decisions on all planning applications and enforcement action.

What happens if you are not happy with our service?

The Council aims to provide an efficient and effective service for everyone it deals with and to maintain good relations with those who use its services. If you feel we are not succeeding in this in carrying out our enforcement function then you are invited to let us have your views. You can do this in person at the council’s offices, via the council’s website ([www.wyre.gov.uk](http://www.wyre.gov.uk)), in writing by letter, e-mail ([planning@wyre.gov.uk](mailto:planning@wyre.gov.uk)), or fax, or by telephone (01253 891000). You can also let us know what you think of our service by contacting a local Councillor or your M.P. We will acknowledge your feedback as soon as it is received and we will respond within 10 working days where possible.

If you would like this information in another format, please contact ConnectWyre on 01253 89100.