

Chapter 8: Managing the Delivery of the Melton Local Plan

8.1 Delivering Infrastructure

- 8.1 1 New development in Melton Borough will need to be supported by an appropriate level of infrastructure. Infrastructure is all the utility needs generated by development, including energy and water, as well as new physical and social provision such as transport, schools, doctors' surgeries, open space and leisure facilities.
- 8.1 2 The type and scale of infrastructure required will depend on how development is distributed, as well as how existing and future residents choose to live their lives in the future.
- 8.1 3 Where it is likely that infrastructure will be funded via contributions from development, we will need to check that the contribution would meet the following tests for planning obligations, i.e. that they are:
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and,
 - fairly and reasonably related in scale and kind to the development.
- 8.1.4 New development cannot be used to fund an existing lack of infrastructure or address current shortfalls in provision, but is solely required to address the needs arising from new development.
- 8.1.5 The Community Infrastructure Levy (CIL) was introduced in April 2010 through legislation which allows local authorities to collect a levy or tariff on specific types of development based on a cost per floor area. The tariff is used to fund essential Infrastructure which cannot be funded through developer contributions. Further information on this is at Section 8.10 below.

8.2 The Melton Borough Infrastructure Delivery Plan

- 8.2 1 A high level assessment of the infrastructure that will be required to support new housing and employment growth within the Borough over the plan period is set out in the Melton Local Plan Infrastructure Delivery Plan (2017). A table setting out the additional infrastructure required, an estimate of its costs, who is expected to provide it and when is set out in the Infrastructure Delivery Schedule (see Appendix 4) within that document.

8.3 Transport

- 8.3.1 Melton is a rural Borough with a dispersed pattern of villages and a central main town of Melton Mowbray. Primary roads cross the Borough at Melton Mowbray and pass along the northern and western parts of the Borough. Melton Mowbray and Bottesford in the north have rail access but overall, there are limited public transport services, even in and serving Melton Mowbray.
- 8.3.2 Significant new housing and economic development is proposed in this local plan (Policy SS2), with new housing to be distributed mostly in Melton Mowbray (approx.. 65%) with the remainder in the larger rural settlements (approx.. 35%), and all new employment land identified at Melton Mowbray or nearby Asfordby. When considered against other reasonable alternatives, this spatial strategy performed best against the Local Plan objectives and sustainability criteria, including levels of access to sustainable travel options including walking, cycling and public transport. From a transport perspective, focusing housing growth in the town makes it easier to develop a coordinated approach to dealing with the transportation impacts of future population growth, as opposed to, say, a more dispersed pattern of development.
- 8.3.3 Leicestershire County Council, as Local Highway Authority, has set out its transport priorities in the Leicestershire Local Transport Plan 3 (LTP3), and new development in Melton Borough should contribute towards achieving its goals. These are to achieve an efficient, resilient, accessible, integrated and sustainable transport system that:
- supports a prosperous economy and provides successfully for population growth.
 - is well managed and maintained.
 - helps to reduce the carbon footprint of Leicestershire.
 - helps promote equality of opportunity for all our residents.
 - improves the safety, health and security of our residents.
 - helps to improve the quality of life for our residents and makes Leicestershire a more attractive place to live, work and visit.
- 8.3.4 The spatial strategy of the local plan supports LTP3 by focusing new development in locations which reduce the need to travel by car and where there are sustainable travel alternatives, and where new development can maximize the use of existing services and facilities. Sustainable transport measures to support development proposed through the plan will be pursued where appropriate. However, there are currently limited public transport services, and few opportunities to support more cycling and walking within an existing highway network that is already operating close to capacity within the town.
- 8.3.5 Whilst the provision and enhancement of sustainable transport alternatives will go some way to supporting new development, without mitigation, the amount of growth and its spatial distribution is likely to have severe

highway impacts within the town and therefore hamper its ability to grow. Melton Mowbray already experiences high levels of cross town and through traffic, with limited rail and river crossings resulting in few alternative route options. The heavy goods vehicle element of this traffic exacerbates the impact of this, and is in addition to the vehicles serving businesses located in the Borough. It has given rise to increasing carbon emissions and locally significant levels of traffic congestion, which in turn is having a negative impact on the quality and vitality of places, particularly Melton Mowbray town centre. It is also causing unacceptable delays and unreliable journey times, affecting businesses and residents alike, and adversely impacting on the attractiveness of the town as a place to live and do business.

- 8.3.6 Significant new highway investment is also needed to open up the new land for the development that will support growth. This needs to be provided in a way that avoids worsening the adverse effects of traffic on the environment, communities and the economy, and ensures that access to services is maintained and journey reliability not further compromised.

Melton Mowbray Transport Strategy

- 8.3.7 As the most sustainable location for new development in the Borough, the local plan envisages that most new housing and employment development will take place within or on the edge of Melton Mowbray. Also, as the main place serving the needs of the Borough's residents, it is critical that the town centre's range of shops, services and visitor appeal is sustained and enhanced.

- 8.3.8 However, without intervention, this planned growth would worsen many existing transport problems. Furthermore, the problem of limited highway network capacity would continue to hinder the delivery of effective schemes to enhance public transport and walking/cycling as alternative modes of travel for local people, and would not alleviate the highly significant levels of congestion and the HGV movements through the town centre, both of which this local plan seeks to address.

- 8.3.9 The identification and delivery of essential transport measures required to support the Local Plan are being pursued through the development of a Melton Mowbray Transport Strategy (MMTS). The MMTS will help deal with existing issues and those forecast to arise over the local plan period in a comprehensive and integrated way. It will support economic growth and new housing development, including opening up new development land, and will address transport issues for the town.

- 8.3.10 The package of measures in the MMTS will include a Melton Mowbray Distributor Road (MMDR), which is currently being planned as a crucial element, along with complementary sustainable and other transport measures within the town to provide interim relief whilst the MMDR is still being completed and/or longer term benefits thereafter.

- 8.3.11 The MMTS will include measures to reduce the impact of the traffic using

routes into and within Melton Mowbray Town Centre, and measures to improve the existing road network within the town centre. These could include increased pedestrian and cycling access to the town centre and other attractors.

8.3.12 This preferred approach to supporting growth and tackling transport barriers preventing this within Melton Mowbray follows an options appraisal undertaken in 2016, which found that a strategic highway improvement would deliver wider benefits for residents as part of the overall growth strategy for the town, particularly reducing congestion and supporting future development plans. The three strategic highway options considered were for an outer distributor road to the east of the town, an outer distributor road to the west of the town and a short inner relief road, within the main urban area.

8.3.13 This work concluded that the most appropriate way to facilitate Melton Mowbray's future growth would be via a Melton Mowbray Distributor Road (MMDR) from the A606 Nottingham Road to the A607 Leicester Road around the east of the town. It was found that this would have the greatest positive long term effects on traffic congestion within the town centre and offer best value for money.

8.3.14 It is envisaged that the MMDR would be delivered in part by developers as new or improved highway, designed to a specification agreed with the Local Highway Authority when land is brought forward for housing and employment in the northern and southern urban extensions (see Policies SS4 and SS5). Financial contributions would also be sought from other developments in Melton Mowbray through mechanisms such as s106 obligations and Community Infrastructure Levy, and by securing significant public funding. Up to £2.8 million has already been secured from the Department for Transport's 'Large Local Major Transport Schemes Fund' to prepare a business case to underpin a future bid for funding towards construction of the scheme. If successful, it is envisaged that construction on the northern and eastern sections of the route (from the A606 Nottingham Road to the A606 Burton Road) would begin in 2020 and be completed by 2022.

8.3.15 The Revised Local Plan and CIL Viability Study (May 2017) has shown that assumptions used about developer contributions and/or their ability to fund sections of the route as part of development schemes are realistic.

8.3.16 Work to model, engineer and cost route options for the MMDR is ongoing as part of the transport strategy (MMTS). In terms of its overall design standard:

- it will be a single carriageway all purpose 'A' road
- it will have a minimum carriageway width of 7.3m;
- the sections of MMDR adjacent to the Melton North Sustainable Neighbourhood (NSN) and Melton South Sustainable Neighbourhood (SSN) will have a design speed of at least 40mph, whereas the remaining

sections of the road (i.e. away from developments) will have a design speed of 60mph;

- the number of junctions and direct frontage accesses will be limited as necessary to secure and retain the required design standards and speeds (as set out above);
- it will include appropriate facilities to provide for the safe movement of pedestrians, cyclists (and, as appropriate, horse riders); and
- it will include measures to minimise/mitigate the scheme's impacts on existing and future residents and on the environment and ecology along its route.

8.3.17 In conjunction with these design standards, the overall length and alignment of the MMDR will need to be sufficiently direct to provide attractive alternative for traffic compared to existing routes through the town centre. A preferred corridor is expected to be agreed by the end of 2017. Work to prepare the MMDR business case also includes the identification of possible opportunities that could be carried out as part of the MMTS to provide more travel choice for journeys within the town and reduce the environmental impacts and severance caused by traffic in the town centre.

8.3.18 To ensure the MMDR can be delivered, the land that is needed for it will be safeguarded from other development. Those sections that would be delivered as part of the northern and southern sustainable neighbourhoods must be identified within agreed masterplans (see Policies SS4 and SS5). For the eastern section that will link the A606 Burton Road in the south to Melton Spinney Road in the north, safeguarding will initially be applied to the corridor of investigation, and subsequently to the more limited preferred route alignment within this corridor, once this has been agreed and planning permission has been granted. Both the County Council (as Local Highway Authority) and the Borough Council are committed to using their compulsory purchase powers, if necessary, to acquire the land needed to deliver the scheme as a whole in order to ensure that the full benefits of the scheme are realised.

8.3.19 The Borough Council and Leicestershire County Council have agreed in principle that some development should be allowed to take place prior to full completion of the MMDR, with the acceptance that there could be some localised adverse traffic impacts with vehicles using alternative routes to move within and through the town until key sections of the route are completed. This is a pragmatic approach that will enable the growth proposed elsewhere in the plan to start coming forward as early as possible and will facilitate an orderly process for delivering the MMDR. Contributions to fund short term mitigation to minimise the interim impacts will be sought from developers whose schemes are contributing to increased traffic, but wherever possible, these funds will be spent on works that will contribute to delivering elements of the MMTS and/or provide long-term benefit to the town.

(New) Policy IN1: Melton Mowbray Transport Strategy (MMTS)

The Borough Council will work with Leicestershire County Council, landowners, developers and others to deliver a transport strategy for Melton Mowbray. The MMTS will comprise the following key components, to be funded and delivered by private developers and the public sector:

- (a) A Melton Mowbray Distributor Road (MMDR) from the A606 Nottingham Road to the A607 Leicester Road around the east of the town, in accordance with the broad design standards and requirements outlined in paragraph 8.3.17, for which a ‘corridor of investigation’ is shown on the Policies Map; and**
- (b) A package of complementary measures, including enhanced pedestrian, cycling and public transport facilities and access to the town centre and the other main local journey attractors from the southern and northern urban extensions.**

If development is proposed within the corridor shown on the Policies Map, it may be permitted provided that it has been demonstrated to the satisfaction of the Local Highway Authority that it would not prejudice the ability to deliver the MMDR as a whole.

Where necessary, the Council and/or the Local Highway Authority will use its compulsory purchase powers to deliver section(s) of the MMDR.

Where a transport assessment indicates that development will add to the cumulative traffic and other transport problems of Melton Mowbray, a financial or in kind contribution will be sought towards delivery of the MMDR and/or complementary measures proposed through the wider MMTS, including appropriate mitigation necessary to reduce local traffic impacts whilst the MMDR is incomplete.

The Borough Council will also work with other bodies to explore opportunities to enhance the public realm in and around Melton Mowbray town centre arising from the development of the Strategy.

Other Transport

8.3.20 To tackle wider transport and accessibility goals and issues within the Borough (see paragraphs 8.3.6 and 8.3.7), the Local Plan makes provision for a variety of methods to be used. These include the spatial distribution of development, improvements to footpaths, cycle and public transport networks and facilities, using design to minimise the need to use cars for shorter trips, measures to reduce car use, such as travel plans and appropriate parking provision, and the provision of critical new road infrastructure.

8.3.21 New development will be a key means of achieving small scale local improvements where the development proposed would otherwise have an adverse impact if not mitigated. For larger non site specific initiatives, the Borough Council will collect developer contributions through CIL or Section 106 contributions, and continue to work with the Local Highway Authority, neighbouring local transport

authorities, Highways England and Network Rail to identify and secure funding for specific larger schemes.

- 8.3.22 The 6C's Design Guide sets out the car parking standards to be applied in new developments, as well as advice on cycle parking provision. This, or any equivalent successor document agreed by the Local Highway Authority, will form the basis for considering the adequacy of parking provision proposed as part of new development.

Policy IN2: Transport, Accessibility and Parking (Old IN1)

The Council and its delivery partners will support and promote an efficient and safe transport network which offers a range of transport choices for the movement of people and goods, reduces the need to travel by car and encourages use of alternatives, such as walking, cycling, and public transport.

All new developments should, where possible, have regard to all the following:

- 1. be located where travel can be minimised and the use of sustainable transport modes maximised;**
- 2. Minimise additional travel demand through the use of measures such as travel planning, safe and convenient public transport, dedicated walking and cycling links and cycle storage/parking links and integration with existing infrastructure;**
- 3. Seek to generate or support the level of demand required to improve, introduce or maintain public transport services, such as rail and bus services;**
- 4. Do not unacceptably impact on the safety and movement of traffic on the highway network or that any such impacts can be mitigated through appropriate improvements;**
- 5. Support the enhancement of existing or proposed transport interchanges such as the railway stations at Melton Mowbray and Bottesford;**
- 6. Provide appropriate and effective parking provision and servicing arrangements.**

8.4 Education

- 8.4.1 National policy on education provision aims to offer choice and diversity for the community. Leicestershire County Council, as the education authority, undertakes modelling work to assess the available capacity of schools in the Borough. This is used to inform the requirements for primary and secondary school places, along with the cost of providing for these requirements.
- 8.4.2 Currently, in Melton Mowbray, the cumulative impact from known housing development proposals would result in a significant deficit of primary school places, which would justify provision of a new primary school within both the North and South Melton Mowbray Sustainable Neighbourhoods.
- 8.4.3 In the rural area, a number of schools are likely to require developer contributions to help meet the costs of providing additional pupil places, either

through an extension to existing schools or through replacement with a new larger school.

- 8.4.4 At secondary school level, the required places resulting from development justify additional provision, as anticipated pupil numbers cannot be accommodated at existing school sites over the plan period. Extensions to John Ferneley College and Belvoir High School are required as well as provision within the South Sustainable Neighbourhood for a new 600 place secondary school.

8.5 Healthcare

- 8.5.1 In April 2013 the East Leicestershire and Rutland Clinical Commissioning Group (ELR CCG) and South West Lincolnshire CCG (SWL CCG) took on full responsibility for commissioning healthcare services for residents in Melton Borough.
- 8.5.2 The Borough Council has worked together with the Public Health Team at Leicestershire County Council to carry out a Health Impact Assessment of the Local Plan. The outcome of this assessment has informed the development of healthcare policies in this draft plan. As part of this work the Council, together with Public Health, followed the “Healthy Towns” concept, especially through the development of the two Sustainable Neighbourhoods planned for Melton Mowbray.
- 8.5.3 It is clear that the forecasted population growth will have an impact on healthcare provision in the Borough and additional provision will be required, namely GP and primary dental care services. Further discussions and engagement is required with healthcare providers in order to establish the location and quantum of provision necessary.

8.6 Energy Supply

- 8.6.1 Electricity is supplied in the Borough by Western Power Distribution (formerly Central Networks). Gas is supplied by the National Grid.
- 8.6.2 Discussions have revealed the need for additional power infrastructure to support the extension of the Leicester Road employment site. The development of the employment site will therefore be expected to provide land to accommodate a new 5KV primary sub-station in this location. Provision of a new 5km power line to feed this sub-station will also be required. Planning for the provision of this infrastructure is underway to ensure that it can be delivered by Western Power in time to meet the power needs of the development as it arises. The capacity of the power network is also an issue in some of the more rural parts of the Borough where there are “power hungry” employment uses. This issue will be addressed as and when the

need arises, however businesses and developers should be aware that it may affect the delivery of development proposals over the plan period.

- 8.6.3 The situation for the provision of utilities can rapidly change and is highly dependent upon the location of development. The Borough Council will engage with the relevant companies throughout the plan period, to ensure that development and utilities provision remains in step.

8.7 Water Supply and Drainage

- 8.7.1 Severn Trent Water is responsible for the water supply and waste water treatment in most of the Borough; a small area in the east of the Borough is covered by Anglian Water. No issues at a strategic level have been identified, but more detailed engagement will take place as individual sites start coming forward.
- 8.7.2 Sustainable Drainage Systems (SuDS) are a requirement of the Flood and Water Management Act 2010. However, SuDS can often be seen as additions to development and the potential multi-functional benefits are not fully realised if they are not fully incorporated in the design process.
- 8.7.3 On this basis, SuDS should be considered at an early stage in the master planning process to allow maximum integration of drainage and open space. This will then maximise the opportunity to create amenity space, enhance biodiversity and contribute to a network of green and blue spaces.
- 8.7.4 To reduce the water generated by development proposals, schemes should make maximum use of drainage measures such as green roofs, permeable surfaces and water butts.

8.8 Police

- 8.8.1 Leicestershire Police is responsible for policing within the Borough. The Police Authority advises that if it is to be able to adequately deal with the number of additional dwellings proposed in the plan, additional funding should be acquired through Section 106 contributions for new housing schemes. Without securing additional funding, the levels of policing may drop below an acceptable standard when the additional housing is built, thus making it necessary to carry out the Section 106 contribution tests.

8.9 Waste

- 8.9.1 The key area of concern is around household and recycling waste sites which are already operating over capacity. Despite the trend in waste generation per capita reducing, based on the assessment of future demand, provision of new Household Waste Recycling facilities is required. These could be delivered on either a single site or through the expansion of existing facilities. Potentially one large site could be delivered in Melton Mowbray for all of Melton Borough,

to meet the aims of sustainable waste management set out in Leicestershire County Council's Pre Submission Draft Minerals and Waste Local Plan 2016.

8.10 Developer Contributions and Community Infrastructure Levy (CIL)

8.10.1 Carefully considered and sensitive development offers substantial benefits to society. It provides homes, employment opportunities and the facilities and services required. It can also stimulate economic growth. However development of all scale impacts on the environment and existing infrastructure, and can place a burden on the community. The planning system exists to reconcile the benefits of a development against the costs it can impose.

8.10.2 The planning system currently provides for some of these burdens or costs to be addressed through planning obligations where the specific planning issues arising from a development proposal can be addressed on a site by site basis. Planning obligations can secure new or extended/enhanced existing infrastructure on the site or in a location fairly and reasonably related to it. For other infrastructure items, CIL pooling restrictions currently allow contributions from up to five development proposals to fund the infrastructure required. ~~This means that in order~~ So to fund the essential infrastructure in the Borough which is either not site specific or is more costly than can be funded through the pooling of developer contributions, ~~the adoption of a CIL charging schedule is necessary.~~ ~~Melton Borough~~ the Council intends to adopt a CIL at a level that will not affect the viability of development in the Borough. A viability assessment has been undertaken to establish appropriate charging levels for different types of developments and locations, and the infrastructure required for which there is a funding gap that could be filled by CIL receipts (a Regulation 123 list) has been identified. ~~a~~ ~~And will be consulting on a Preliminary Draft Charging Schedule after the Pre Submission Draft Local Plan publication period has finished.~~

Policy IN2: Infrastructure Contributions and Community Infrastructure Levy

Development that provides additional dwellings or employment premises will be expected to help to deliver sustainable communities through the payment of Community Infrastructure Levy, where chargeable, and/or by making developer contributions to local infrastructure in proportion to ~~its~~ the scale of its impacts, in the following order of priority:

- i. Essential infrastructure necessary to ensure adequate provision of essential utilities, facilities, water management and safe access, as identified in the Infrastructure Delivery Plan or any made Neighbourhood Plan.**
- ii. Essential infrastructure (including the Melton Mowbray Transport Strategy and its key component, the Melton Mowbray Eastern Distributor Road) identified in the Infrastructure Delivery Plan or any made Neighbourhood Plan, including contributions from residential development towards affordable housing to meet the requirement set out in Policy C4.**
- iii. Desirable infrastructure as identified in the Infrastructure Delivery Plan or any made Neighbourhood Plan.**

8.11 Broadband

8.11.1 Access to broadband is a vital component of infrastructure in today's world. It is key to growing a sustainable local economy, vital for education and home working and an increasingly central part of community cohesion and resilience, particularly in rural areas.

8.11.2 Developers can 'future-proof' their developments by installing superfast broadband infrastructure. In addition to the reputational and wider economic benefits of ensuring that residents are able to access superfast broadband when they move into new developments, there is also the issue of avoiding the costs and frustrations to occupiers of future retrofitting, if the infrastructure is not fit for purpose.

8.11.3 The Government recognises that reliable broadband internet access is essential for homes throughout the country if they are to benefit from online services and for UK businesses to compete globally. It aims to achieve a transformation in the country's broadband access, with everyone in the UK able to access broadband speeds of at least 2 megabits per second (Mbps) and 95% of the UK receiving far greater speeds (superfast broadband) of at

least 24Mbps by 2017. It is also exploring options to extend the benefits of superfast broadband to remaining areas.

8.11.4 The National Planning Policy Framework (NPPF) recognises the importance of infrastructure in delivering sustainable economic growth, and states that ‘the development of high speed broadband technology and other communications networks also plays a vital role in enhancing the provision of local community facilities and services’ (Paragraph 42). The NPPF goes on to say that ‘in preparing Local Plans, local planning authorities should support the expansion of electronic communications networks, including telecommunications and high speed broadband’ (Paragraph 43).

8.11.5 Superfast broadband is currently available to 78% of homes and businesses in the UK. The rollout of the project has been steadily increasing since it began in 2012. The Department for Culture, Media and Sport, which helps fund the project, is hoping that by 2017 the fibre broadband coverage across the UK will be increased to 95%. The Government has worked with Openreach – BT’s local access network business - and the Home Builders Federation (HBF) on an agreement which aims to deliver superfast broadband connectivity to new build residential properties in the UK. The new deal will see fibre based broadband offered to all new developments either for free (for developments of 30 dwellings and over) or as part of a co-funded initiative (for developments of under 30 dwellings). As part of the agreement, Openreach is introducing an online planning tool for homebuilders. This will tell them whether properties in a given development can be connected to fibre for free, or if a contribution is needed from the developer to jointly fund the deployment of the local fibre network.

8.11.6 Superfast Leicestershire (Leicestershire County Council and partners, including Melton Borough Council and BT) is responsible for the implementation of superfast broadband in Leicester City and Leicestershire. Phase 1 of implementation from June 2014 to March 2016 saw coverage increase from 83% to 92%. Phase 2 aims to have 96% coverage by December 2017, with a target of 90% for Melton Borough. Funding is available beyond Phase 2 with the aim of increasing superfast coverage further.

8.11.7 In order to guarantee a fixed fibre solution (which is more reliable than wireless) for superfast broadband of at least 30 Mbps, new developments must be served by either:

- i) fixed fibre to premises technology (FTTP); or
- ii) fixed fibre to cabinet technology (FTTC) which provides speeds of up to 80 megabits per second.

Policy IN3: Broadband

Information communication networks, such as superfast broadband, will be supported across the whole of Melton Borough to reduce the need to travel and will be a requirement for new developments.

Proposals of 30 dwellings or more will be required to provide fixed fibre superfast broadband.

Proposals for residential development of less than 30 dwellings and commercial development will be required to provide fixed fibre broadband where this is technically feasible, subject to viability.

New developments must be served by either:

- i) Fibre to the Premises (FTTP) technology ; or**
- ii) Fibre to the Cabinet (FTTC) technology enabling access to broadband speeds of up to 80 megabits per second.**

KEY EVIDENCE:

Melton Infrastructure Assessment: Infrastructure Delivery Plan; Infrastructure Delivery Schedule; and Regulation 123 List. Arup 2016

Melton Local Plan and CIL Viability Assessment. Cushman and Wakefield 2016.

Melton Mowbray Distributor Road Option Appraisal Report. Jacobs 2016

Melton Mowbray Distributor Road Option Appraisal Report (Phase 2), Jacobs, July 2016

Statement to Parliament from Chris Grayling MP: Roads Funding – Further details of road investment following the 2016 Autumn Statement, 28th November 2016

Report to LCC Cabinet: Melton Mowbray Transport Strategy and Distributor Road – Development of a Business Case and Identification of a Preferred Route, 10th March 2017

Melton Infrastructure Delivery Plan, Arup, April 2017.

Melton Local Plan and CIL Viability Assessment, Cushman and Wakefield, May 2017.