

Chapter 4: Growing Melton Borough – The Spatial Strategy

4.1 Sustainable Development

4.1.1 Sustainable development is at the heart of the planning system and is a key national objective. ~~The planning system therefore has three overarching objectives to help deliver this: NPPF requires the planning system to fulfil the “Three Strands of Sustainability”:-~~

- 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 our natural, built and historic environment.

4.1.2 A presumption in favour of sustainable development ~~is set out in has been introduced by the NPPF. There is a requirement for Local Plans to reflect Plans should apply~~ this presumption, and contain policies that will guide how the presumption will be applied locally.

~~4.1.3 The Planning Inspectorate considers that the model policy below is an appropriate way of meeting this expectation.~~

Policy SS1 - Presumption in favour of Sustainable Development

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

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.

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the application, ~~or relevant policies~~ **or the policies which are most important for determining an application are out of date at the time of making the decision, then the Council will grant permission unless ~~material considerations indicate otherwise, taking into account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

- **the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or**
- **Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the national planning policy framework taken as a whole;** ~~or~~
- ~~**Specific policies in that framework indicate that development should be restricted**~~

4.2 Housing and Employment Growth (Overall Strategy)

4.2.1 The Leicester and Leicestershire Housing and Economic Needs Assessment (HEDNA)(Jan 2017), the Towards a Housing Requirement for Melton report (TAHR)(Jan 2017), and its Addendum (Jun 2017) identify Melton Borough as forming part of the Leicester & Leicestershire Housing Market Area. The HEDNA provides a consistent, objective assessment of need for housing (OAN) following the approach prescribed by Government in Planning Practice Guidance and identifies an Objectively Assessed Need for the equivalent of 170 new dwellings each year from 2011 to 2036 for the Borough of Melton, driven by:

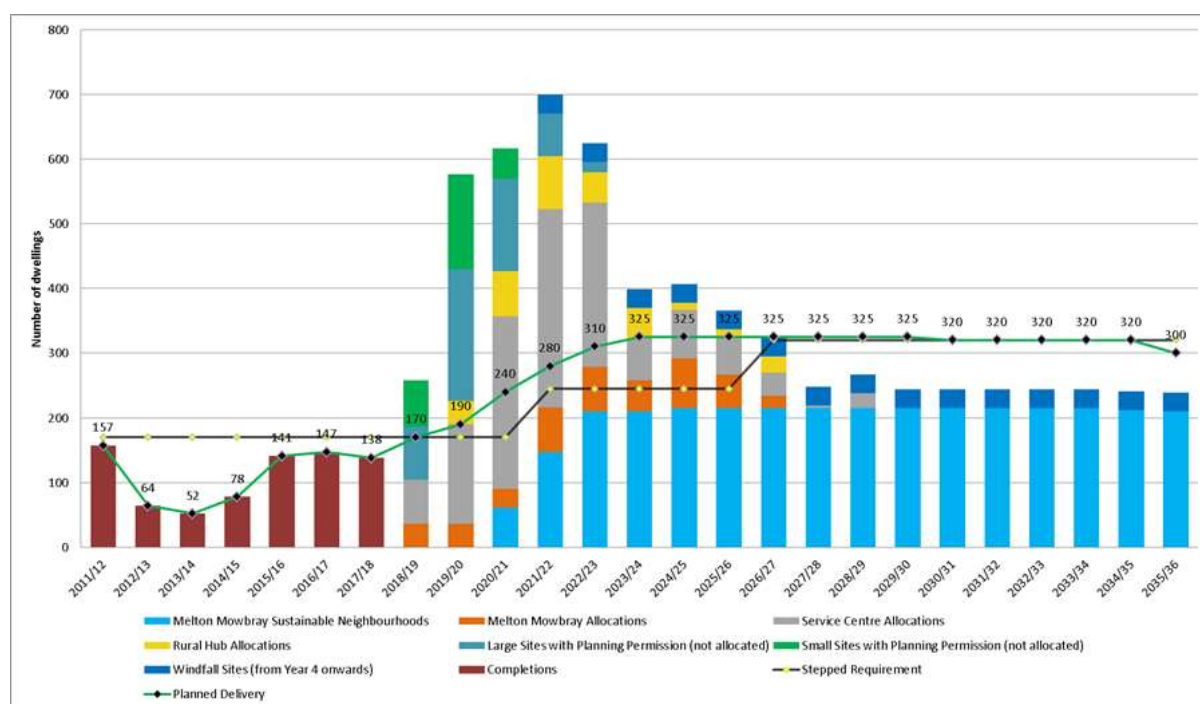
- natural population increase (i.e. births exceeding deaths);
- more people moving into the area than leaving;
- the trend for smaller households, including more people living alone;
- existing shortfalls in housing, particularly affordable housing;
- economic growth trends; and
- an adjustment for market affordability .

4.2.2 The number of homes needed in Melton Borough relates directly to the sustainability and success of the local economy. The Melton Employment Land Study 2015 considers how the Local Plan can support the economy with a supply of employment land, to allow local businesses and the economy to grow, and so provide more jobs and improve opportunities. The Melton TAHR indicated that taking account of wider considerations, there was a clear justification for planning for between 5,750 and 7,000 dwellings, equivalent to 230-280 dwellings per annum. The Council has agreed a housing requirement of 245 dpa, within that range. **The overall quantity proposed is 6125 houses over the plan period of 2011 – 2036. This quantity would meet the demographic needs with affordability adjustment identified by HEDNA of 154 per year (3850 over the plan period) with the additional quantity of 91 per year (2275) required to deliver the strategic and economic objectives of the Plan set out in Chapter 3. This additional quantity would be drawn from the unmet**

need present elsewhere within the Housing Market Area (HMA). Only the City of Leicester have formally declared unmet need up to 2031 and requested that unmet need be dealt with in the Melton Local Plan. Should unmet need be declared elsewhere within the HMA within the local plan period, the apportionment across HMA authorities of all unmet need arising within the HMA shall be agreed as set out in a Memorandum of Understanding (see paragraph 4.7.8). If the unmet needs apportioned to Melton Borough exceed the 2275 dwellings, there may be a need for a full or partial review of the Local Plan, in accordance with Policy SS6.

4.2.3 The planned delivery of this growth, together with the sources of supply and the housing requirement over the whole plan period is illustrated by the a trajectory set out in Figure 6. The key components of housing supply identified to deliver this are identified in Table 2 published alongside this Plan that will be regularly monitored and updated.

Figure 6: Melton Borough Housing Trajectory



Notes

1. The 'stepped requirement' line shows the annual amount of new housing required, which increases in steps so that the overall housing requirement of 6125 new homes can be met over the plan period.
2. The 'planned delivery' line shows the annual amount of new housing that is expected to come forward from the sources of supply identified in the graph and in Table 2 below

Table 2: Key Components of Housing Supply

	Number of dwellings
Completions 2011-2018	777
Remaining completions on large unallocated sites ¹	525
Allocated sites (remaining capacity ²)	5314
Remaining completions on small unallocated sites ³	265
Windfall allowance ⁴	435
TOTAL	7316

¹Dwellings not completed at 31st March 2018 on sites of 10 dwellings or more with planning permission

²Allocations minus 11 completions in 17/18

³Dwellings not completed at 31st March 2018 on sites of less than 10 dwellings with planning permission

⁴Annual windfall allowance of 29dpa from Year 4 (21/22) for 15 years to 2036

4.2.4 The housing trajectory shows that there will need to be a significant uplift in the amount of new housing delivered over the Plan Period if the overall planned requirement of 6125 dwellings by 2036 is to be achieved. Net completions for the period 2011-2018 amount to 777 dwellings, an average of 111 per year, compared to the average annual requirement of 245 per year. The components of the trajectory show that going forward, the plan is reliant on the delivery of housing at the two sustainable neighbourhoods north and south of Melton Mowbray to achieve this uplift, but it will take until 2022/23 before both are delivering significant numbers of new homes every year at close to their full capacity. It is also realistic to expect that the local housing market will need time to adjust to much higher levels of housebuilding. To reflect these matters, the annual housing requirement steps up from 170 dwellings per annum (dpa) for the period to 2021, to 245dpa for the period to 2026 and to 320 dpa thereafter. These stepped requirements are the minimum number of new dwellings that should be provided in the relevant period, and all stakeholders involved in the delivery of housing should play their part in seeking to exceed the requirements by bringing forward development in accordance with the plan policies as a whole.

4.2.3 The Employment Land Study suggested a need for 50.75 hectares (ha) of employment land in the Borough up to 2036. The study indicated there is a realistic supply of 19.46ha and that therefore the Local Plan should provide for an additional 31.29ha of employment land. The Local Plan therefore provides an allocation of 20ha of employment land as part of the Melton South Sustainable Neighbourhood and 10ha as extensions to the Asfordby Business Park, both targeted towards the manufacturing and industrial sectors. A further 1ha of office based employment is allocated close to Melton Mowbray town centre and together, these are Melton's key locations for economic growth. The Local Plan also provides for small scale employment as part of the Melton North Sustainable Neighbourhood. This will provide small-scale office or business start-up accommodation integrated into residential areas of the development, helping to provide a focal point for the community. All this will be supported by the Local Plan's positive approach to the rural economy and rural economic diversification, where plan policies can support the long

term sustainability of the Borough’s villages, building on and furthering the attractiveness of the Borough for homeworking and small business start-ups, particularly as improvements to broadband speeds are made over the plan period.

4.2.4 The roles of the town and villages in the Borough were reviewed following the Emerging Options consultation, and a revised approach adopted. This approach was based upon identifying settlements with four ‘essential criteria’ relating to service and facility provision:

1. primary school;
2. access to employment opportunities;
3. fast broadband; and
4. a community building.

4.2.5 The essential criteria have been used to distinguish between the proposed Service Centres and Rural Hubs. A Service Centre must have all 4 of the essential criteria, whilst Rural Hubs must have at least 3 out of 4, with one of those being a primary school. An addition to this is those settlements within 500m of a Service Centre or 2.5km of Melton Mowbray, which are also identified as a Rural Hub, due to their proximity to services and facilities within a cluster. This gives rise to the identification of five settlement roles which are explained in Table 2 and are identified on Figure 6 below:

Main Urban Area	Melton Mowbray
Service Centres	Service centres are villages that act as a local focus for services and facilities in the rural area. They have the essential services and facilities (primary school, access to employment, fast broadband, community building) and regular public transport, as well as a number of other important and desirable services such that they are capable of serving basic day to day needs of the residents living in the village and those living in nearby settlements. These villages should have all four of the Essential services and a good range of important and other facilities.
Rural Hubs	Rural Hubs are a village or a group of villages which share a range of essential and important local services which serve the basic needs of people living within them and in nearby settlements, which can be accessed by cycling and walking. Residents will generally travel to nearby towns and cities to meet their retail, leisure and employment needs. These villages will have 3 out of the 4 essential services (as set out in para. 4.2.4 above) and a range of other facilities, or easy access to them, in nearby settlements, forming a cluster or hub of village facilities. Settlements within 500m of a Service Centre or 2.5km of Melton Mowbray are also identified as a Rural Hub, due to their proximity to services and facilities

Rural Settlement	Rural settlements (small villages or hamlets that have little or no local services, where residents are entirely dependent upon travelling to a nearby settlement or town or city for work, recreation and service provision).
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Table 2: Melton Settlement Roles

4.2.6 All settlements in the Borough have been identified as fulfilling one of these roles at the current time. However, it is recognised that the availability of facilities in villages can change and that this assessment needs to be regularly reviewed. The Local Plan policies should allow for communities to improve their sustainability or change roles through appropriate and proportionate development that also contributes towards the delivery of the Melton Local Plan vision and priorities. The policies are also sufficiently flexible to respond to changes to sustainability that occur over time.

4.2.7 This consultation draft plan has been prepared on the basis of the conclusions of Settlement Roles and Relationships Report 2016. In this Pre Submission Draft Plan, the following villages are identified as Service Centres and Rural Hubs:

Service Centres
Asfordby
Bottesford
Croxton Kerrial
Harby
Hose
Long Clawson
Old Dalby
Scalford
Somerby
Stathern
Waltham
Wymondham
Rural Hubs
Ab Kettleby
Asfordby Hill
Easthorpe
Frisby on the Wreake
Gaddesby
Great Dalby
Thorpe Arnold

4.2.8 All settlements, together with their existing identified role, are listed at **Appendix 3**.

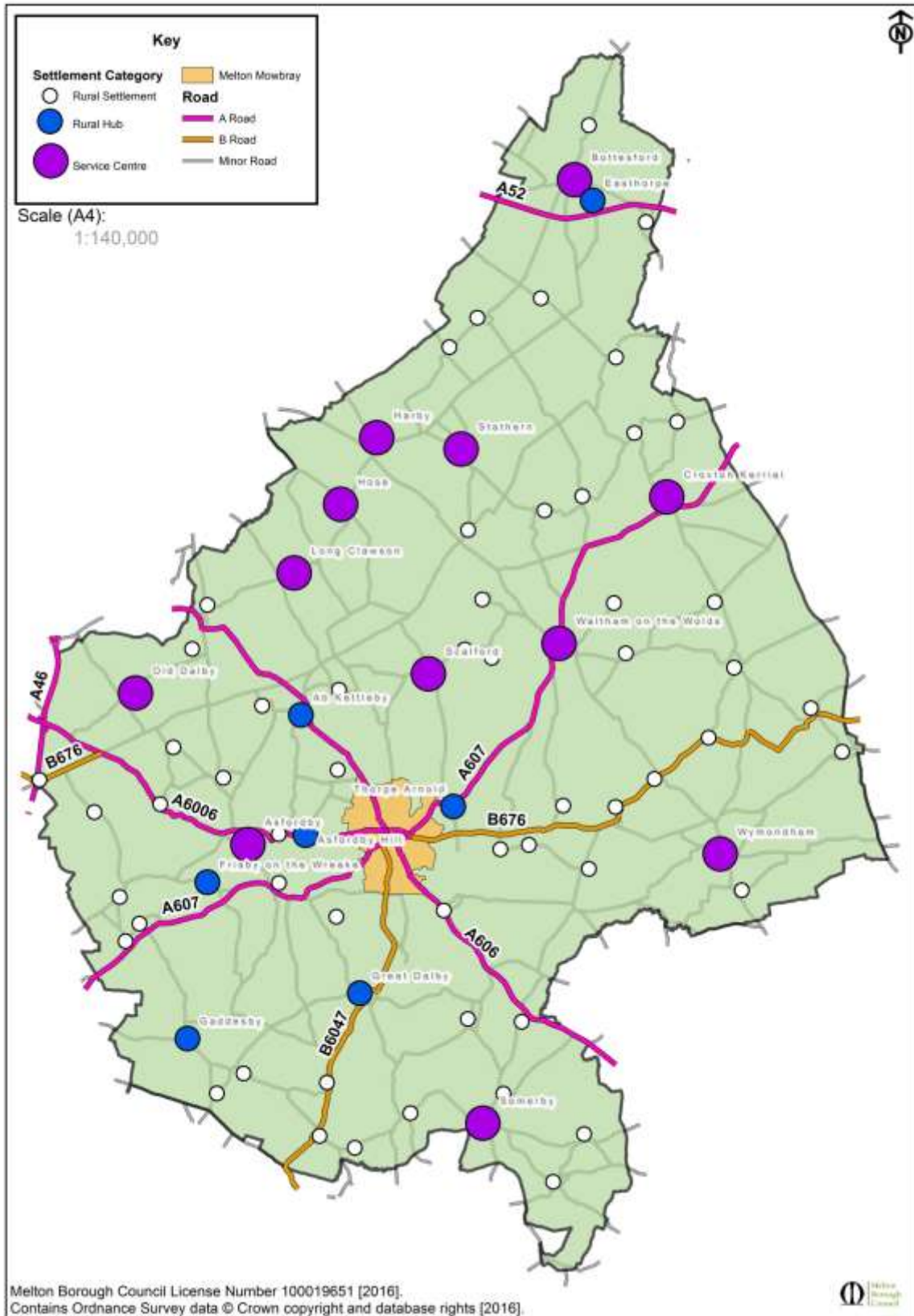


Figure 6 : Melton Settlement Roles

4.2.9 In finalising the Pre Submission Draft Plan, Parish Councils were asked to update a Village Facilities table for their villages in 2016. This update has

revealed a number of changes and corrections to the availability of facilities in some villages from previous stages of plan production. The role of a place is unlikely to change with minor fluctuations in service and facilities provision and it is important to consider what new development could add to a place and the Borough as a whole.

4.2.10 Publication of the Pre Submission Draft Plan and the six week period for making objections and representations that accompanies it provides an opportunity for individuals, Parish Councils, businesses and local groups to make formal representations on the Settlement Roles and Relationships identified and comment on the evidence that underpins them.

4.2.11 The 'Settlement Roles, Relationships and Opportunities Report 2015' assessed the relative merits of maintaining, reducing or increasing the proportional split of historical house building rates in Melton Mowbray and the villages. The study also considered increasing the proportion of the Borough's housing requirement located in Melton Mowbray, to 65% or 70%, with the remaining 35% to 30% being located in the villages. Alongside this, the Council also assessed the merits of delivering much of the Borough's housing requirement by identifying large scale housing development options as urban extensions, or in the form of a new settlement. Three potential locations for a new village were assessed. This work, along with associated sustainability appraisals, concluded that an increased focus of development on Melton Mowbray, delivered through the development of two new sustainable neighbourhoods, would have the greatest potential to realise the vision for the Borough, but that this should not be at the expense of allowing some of the Borough's villages to grow, to become more sustainable and add to housing choice and delivery opportunities.

'Windfall' sites

4.2.12 National policy advises that an allowance for windfall development should only be included in the five year land supply and be assumed to make a contribution toward meeting the Borough's housing requirement where there is strong evidence that such sites will continue to come forward. Past delivery rates and the 'relaxing' of restrictions on small site development in the smaller villages brought about by Policy SS3 provide that.

4.2.13 However, a high reliance on windfall sites will not demonstrate deliverability of housing requirements. Overall an allowance for windfall development of no more than 10% is made. This equates to an average of 25 per year which is lower than delivered in previous years and, with the factors described above, is expected to continue or be exceeded. Table 3 indicates how allowing for 5% windfalls in Melton Mowbray (200 homes – equates to 10 per annum) and

15% for windfalls in the villages (322 homes equates to 16 per annum) affects the overall requirement to identify sites for allocation:

	Requirement (2011-2036)	Windfall allowance	Residual to be identified
Melton Mowbray	3981	200 (5%)	3781
Rural Area	2144	322 (15%)	1822
Borough Total	6125	522 (9%)	5603
Borough Total	6125	522 (9%)	5603

Table 3: Distribution of ‘windfall’ sites

4.2.14 The approach set out above will need to be distributed to the Rural Area accordingly:

- 15% of the 2145 dwellings (322) windfall development across Service Centres, Rural Hubs and Rural Settlements.
- Service Centres & Rural Hubs – 85% of the 2144 dwellings (1822) via allocated sites.

Site allocations in the rural area

4.2.15 It is proposed to allocate housing development within the Service Centres and Rural Hubs on the basis of the existing settlement size. This is considered to be an inherently ‘fair’ and proportionate approach to allocation and will encourage growth in communities that is at a comparable rate, commensurate to their existing size. Paragraphs 4.2.16 to 4.2.22 below set this out in more detail.

Policy SS2 – Development Strategy

Provision will be made for the development of at least 6,125 homes and some 51 hectares of employment land between 2011 and 2036 in Melton Borough. Housing delivery is planned to increase within the plan period as follows:

	Average annual housing requirement
2011-2021	a minimum of 170 dpa
2021-2026	a minimum of 245 dpa
2026-2036	a minimum of 320 dpa

Development will be distributed across the Borough in accordance with the spatial strategy set out below:

Melton Mowbray Main Urban Area is the priority location for growth and will accommodate approximately 65% of the Borough’s housing need. The role and sustainability of Melton Mowbray will be significantly enhanced through the delivery of at least 3,980 homes and up to 31 hectares of additional employment land by 2036 on allocated and other

sustainable sites in accordance with Policy SS1 above. Development will be expected to contribute positively to the provision of key infrastructure, including traffic relief within the town, to support its growing population and economy.

Service Centres and Rural Hubs will accommodate approximately 35% of the Borough's housing **residual requirement* need** (1822) on a proportionate basis. This will be delivered by planning positively for the development of sites allocated within and adjoining the Service Centres and Rural Hubs by 2036, and by encouraging small scale **residential 'windfall'** development, where it would **represent sustainable development under Policy SS1 above or would** enhance the sustainability of the community in accordance with Policy SS3 - Sustainable Communities.

Alongside Service Centres and Rural Hubs, Rural Settlements will accommodate a proportion of the Borough's housing need, to support their role in the Borough through planning positively for new homes as 'windfall' sites within and adjoining settlements by 2036. This development will be delivered through small unallocated sites which meet the needs and enhance the sustainability of the settlement in accordance with Policy SS3.

Open Countryside: Outside the settlements identified as Service Centres, and those villages identified Rural Hubs and Rural Settlements, new development will be restricted to that which is necessary and appropriate in the open countryside.

Neighbourhood Plans: The Council will support the preparation of Neighbourhood Plans and development proposals promoted through Neighbourhood Plans, provided that they are consistent with the strategic objectives **policies** and proposals included within this Local Plan.

*** please see Table 3: Distribution of 'windfall' sites**

Development on unallocated sites in the rural area

4.2.16 Where no sites are allocated for new housing, schemes may be permitted where they **represent sustainable development or** demonstrably meet identified needs and/or help to sustain local services or facilities. Schemes of up to about 10 dwellings may be appropriate within or on the edge of Service Centres, schemes of up to about 5 dwellings for Rural Hubs, and schemes of up to about 3 dwellings for Rural Settlements.

4.2.17 Where employment or other development is proposed, this would need to be in accordance with Policies EC2, EC7, EC8, and C7, as appropriate.

4.2.16 Delivery of the Borough's housing target of 6,125 new homes and an employment land requirement of 31 ha over the period 2011-2036 is essential to the long term prosperity of the Borough, to ensure an appropriate balance between new homes and new jobs, and to create sustainable communities where housing meets the different needs of the local population and supports new and existing services and facilities. To ensure that the housing requirement is met, Policy SS3 establishes individual housing targets for Melton Mowbray and for each settlement in the Service Centre and Rural Hub categories. The majority of the development in these settlements will be met through allocations in the Local Plan. **These are set out in Policy C1.** Housing allocations are on sites that can accommodate 10 dwellings or more.

4.2.17 The villages identified as Service Centres and Rural Hubs each have different sizes and ranges of facilities. They have different functions and different relationships with nearby towns, villages and the rural hinterland. It is important that these differences are recognised and reflected in the scale of new housing each is expected to accommodate. In each case, this has been examined and site allocations informed accordingly. Their ability to accommodate development and any particular constraints or requirements (at either settlement or individual site level) are set out in Appendix 1 which should be read in conjunction with Policy C1.

A proportionate approach

4.2.18 Information on population has been compiled and an estimate of the number of households in each settlement has been calculated. This allows a clear idea of the size of settlements, with the general approach that development should be commensurate with existing settlement size.

4.2.19 This gives rise to the approach to distribution set out in Table 4.

4.2.20 Figures have been calculated identifying the number of new dwellings to be provided in each settlement based on existing population size. This figure has been amended to take into account dwellings that have been completed or are under construction since the beginning of the plan period in 2011, and to allow for those dwellings on small sites with an extant planning permission which are yet to be started. The final residual requirement that should be allocated in each settlement is identified in Table 4 below.

4.2.21 Not all settlements have sufficient allocations with the capacity to meet their residual requirement. Of the 12 Service Centres, 4 villages (Asfordby, Bottesford, Croxton Kerrial and Scalford) do not meet their own residual requirement, however the remaining Service Centre villages provide enough

surplus to cover the shortfall and also provide additional capacity of 119 dwellings. In the Rural Hubs, 2 villages do not meet their residual requirements (Gaddesby and Great Dalby), however as in the case for the Service Centres, the total capacity provided by the remainder of the Rural Hubs cover the shortfall and provide additional capacity of 78 dwellings. This surplus provides a 12% 'buffer' of capacity in the rural area adding flexibility in the plan to react to changing circumstances.

Table 4: Residual Housing Requirements for Service Centre & Rural Hubs	Population Estimate (from ONS Output Areas)	% of population	Requirement based on % of population	Minus	Total Net Completions 2011 - 31/03/2017	Dwellings under construction - 31/03/2017	Dwellings with planning permission on small sites at 31/03/2017	Equals	'Residual' Requirement	Capacity from Site Allocations identified in policy C1(a)
Service Centre										
Asfordby	2446	16%	290		76	0	0		214	225 160
Bottesford	3525	23%	419		72	2	11		334	357 324
Croxtan Kerrial	530	4%	72		3	1	0		68	59 55
Harby	931	6%	109		15	15	1		78	128 139
Hose	580	4%	72		6	0	1		65	76 77
Long Clawson	1066	7%	128		11	2	4		111	90 141
Old Dalby	355	2%	36		5	0	23		8	28
Scalford	356	2%	36		8	2	1		25	23
Somerby	548	4%	72		14	1	13		44	69
Stathern	728	5%	91		10	0	10		71	75 82
Waltham on the Wolds	836	6%	109		19	9	5		76	131 114
Wymondham	632	4%	72		12	1	5		54	55
Service Centres			1506		251	33	74		1148	1316 1267
Rural Hub										
Ab Kettleby	223	1%	18		12	1	3		2	10
Asfordby Hill	589	4%	72		20	5	0		47	87
Easthorpe	143	1%	18		1	0	9		8	21
Frisby on the Wreake	557	4%	72		2	0	2		68	118
Gaddesby	381	3%	55		1	0	7		47	36
Great Dalby	544	4%	72		6	0	1		65	37
Thorpe Arnold	120	1%	18		0	0	0		18	24
Rural Hubs			325		42	6	22		255	
							Totals		1403	1649 1600

Policy SS3 – Sustainable Communities (unallocated sites)

In rural settlements outside the main urban area, the Council will seek to protect and enhance existing services and facilities and will support sustainable development proposals **in accordance with Policy SS2 above** which contribute towards meeting local development needs, contributing towards the vision and strategic priorities of the plan, and improving the sustainability of our rural areas.

~~Outside of~~ **In addition to** those sites allocated through the local plan, planning permission will be granted for new **residential** development in the rural area within or on the edge of existing settlements, provided it is in keeping with the scale and character of the host settlement and **where:** ~~where it has been demonstrated that the proposal enhances the sustainability of the settlement(s) to which it relates and, through repeated application, will not result in a level or distribution of development that is inconsistent with the development strategy.~~ The Council expects proposals to meet the following criteria:

1. The development provides housing ~~or economic development~~ which meets a **proven** local need as identified **by substantive evidence, for example within** in a Neighbourhood Plan or appropriate community-led strategy, **or a** housing or economic needs assessment **or other evidence provided by the applicant;** and
2. **Through repeated application will not result in a level or distribution of development that is inconsistent with the development strategy, and**
3. The development respects the Borough's landscape and settlement character such that it conforms with policies EN1, EN4 & EN6; and that (where relevant), the design conforms with Policy D1; and **applicable environmental policies in any relevant Neighbourhood Plan; and**
4. The development will be served by sustainable infrastructure and or provide new infrastructure or services to the wider benefit of the settlement; and
5. The development respects ecological, heritage and biodiversity features and where appropriate provides mitigation to prevent any potential harm; and
6. Where possible the development does not result in the loss of best and most versatile agricultural land; and
7. The development **can be adequately drained and would** does not increase the risk of flooding, in accordance with Policy EN11.

4.3 Growing Melton Mowbray through Large Scale Development Sites

- 4.3.1 The development required in Melton Mowbray will be focussed in two new large scale 'sustainable neighbourhoods' to the north and the south of the town. These two options were considered in the context of a wider range of options that were informed by the findings of the Melton Local Plan Issues and Options consultation and identified in the Council's Strategic Housing Land Availability Assessment.
- 4.3.2 The Council has produced a paper 'Assessing Large-Scale Development Site Options' which details the methodology for assessing a wide range of large scale site options. Each of the options were scored against their ability to meet the Strategic Objectives and Priorities of the plan including objectives relating to: 'Housing (and Affordable Housing)'; Accessibility and Transport; Safety and Protection Priorities; Jobs and Prosperity; Community Development; and Environment.
- 4.3.3 All options were the subject to 'Sustainability Appraisal' and 'Strategic Environmental Assessment'. The Sustainability Appraisal of the 'Issues and Options' Local Plan concluded that the proposed 'Melton North' and 'Melton South' Urban Extensions offered the best opportunities to provide strategic scale growth which delivered the outstanding requirements for new housing and employment development. Because of their scale, these options are able to support a range of services and facilities, help to encourage communities to form, and reduce the need to travel. They have willing promoters and are considered deliverable during the plan period.
- 4.3.4 These developments will deliver new residential and business communities in the form of attractive and high quality new neighbourhoods and places supported by the infrastructure necessary to mitigate the impacts of growth.
- 4.3.5 The Melton Mowbray Transport Studies have made clear that for the town to grow sustainably, there will be a need for strategic investment in the highway network that improves the north/south connectivity. The transport evidence has appraised options to address traffic congestion within the town and has concluded that an outer distributor road is the best long-term deliverable solution. Additional traffic modelling and engineering solutions are being explored to develop the Melton Mowbray Transport Strategy in conjunction with the Highways Authority. This will include identification of the 'preferred corridor' for the distributor road alongside a series of other measures that will assist traffic management and improve congestion. It is expected that the full route of the distributor road will be delivered in a phased way. It is expected that development which is dependent upon the road for access will provide or contribute towards the delivery of the Melton Mowbray Distributor Road.

- 4.3.6 The Urban Extensions identified in the plan are expected to provide the northern and southern link roads, which will themselves deliver some traffic congestion relief to the town centre. The connecting section between these link roads will require other forms of funding, including public funding. Melton Borough Council is working closely with Leicestershire County Council to determine the route of the outer distributor road and to secure funding for the remaining section via public funding. Developer contributions from other sites in Melton Mowbray (outside the Sustainable Neighbourhoods) of 50 houses or more will also be expected to make a contribution, commensurate to their impact upon traffic conditions
- 4.3.7 Melton North and Melton South Sustainable Neighbourhoods will help to meet the towns need for development up to 2036 and beyond.

4.4 Melton Mowbray South Sustainable Neighbourhood

- 4.4.1 The Local Plan will identify some 120 ha of land to the south of Melton Mowbray as indicated on Figure 7. Melton Borough Council will work with developers and delivery partners to create the Melton Mowbray South Sustainable Neighbourhood (SSN).
- 4.4.2 The SSN is a key part of the delivery strategy for the Local Plan and will help to bring forward some 2,000 houses (of which it is expected that up to 1,700 will be built during the plan period) and 20 hectares of employment land. This constitutes some 30% of the overall housing and 60% of the outstanding employment requirements of the Borough during the plan period.
- 4.4.3 The SSN will create an improved urban edge that respects the town's heritage and relates sympathetically to Burton Lazars and the need to prevent the coalescence of Melton Mowbray with Burton Lazars and Eye Kettleby. The site will provide a new residential and business community which will contribute to the economic growth of Melton Mowbray. The development will provide a mix of homes integrated with the major expansion of the successful Leicester Road Business Park providing an opportunity to live and work within the neighbourhood.
- 4.4.4 The SSN will create improved residential and business gateways and improved connectivity to the town centre. It will improve east/west connectivity through a link road and green infrastructure which connect the A606 (Burton Road) to the A607 (Leicester Road). The former will be part of the Melton Mowbray Distributor Road.
- 4.4.5 A new local centre will be provided off the existing Dalby Road providing a focal point for the new residential and business community. This will provide local shops to serve the new residents and community facilities including a new primary school.

- 4.4.6 The development will be designed to incorporate green infrastructure to create a neighbourhood that is attractive, walkable and well connected to local leisure facilities and main walking, cycling and public transport routes into the town centre. Provision will be made for play and open space areas and the development will contribute to the delivery of sports pitches and built leisure facilities. Provision of sports and built facilities should be informed by the Playing Pitch Strategy and emerging Indoor Facilities Strategy (see Policy EN7). It will enhance the setting of the town and be respectful of its historic assets.
- 4.4.7 The landscape, design and layout principles set out in the Areas of Separation and Settlement Fringe Sensitivity Study (2015) and the Biodiversity and Geo-diversity Study (2015) should be used to develop a comprehensive master-plan and set of design codes to guide the on-going development of the site, to ensure that it respects existing landscape, wildlife and heritage assets and makes a positive contribution to the appearance of the settlement edge in this location. **Particular attention should be paid to mitigating the impact of the development including the Melton Mowbray Distributor Road on the setting of the St Mary and St Lazarus Hospital, which is a Scheduled Ancient Monument, through sensitive design and landscaping measures and contributions towards the public understanding of its value.**
- 4.4.8 **Because the Sustainable Neighbourhoods are so crucial to housing and the wider plan strategy delivery overall, the Council will be closely monitoring their progress to fruition. To ensure that the Sustainable Neighbourhood is developed in a timely and sustainable manner, the Council will review the progress in delivering each of the key elements of the masterplan on at least an annual basis, through ongoing dialogue with delivery partners such as the site promoters, developers and infrastructure providers.**

Policy SS4 – South Melton Mowbray Sustainable Neighbourhood (Strategic Development Location)

Melton Borough Council will work in partnership with developers and delivery partners to deliver the South Melton Mowbray Sustainable Neighbourhood (SSN) identified as a strategic development location on the Policies Map. The Sustainable Neighbourhood will provide:

Housing

h1: 2,000 homes (of which 1,700 will be delivered before 2036), 15% of which should be affordable; **subject to viability**

h2: Homes of a range of tenures, types and sizes in accordance with Policy C2 ;

Extra care housing to meets the needs of our ageing population in accordance with Policies C2, C3 and C8.

Employment

em1: 20 hectares of employment land for B1 (business) B2 (general industrial) and B8 (storage and distribution) uses to expand and enhance the existing Leicester Road Business Park.

Community facilities

c1: A new primary school (2.5 hectares) as part of a local centre and financial contributions towards secondary education, to meet the identified need for school places; and

c2: An accessible local centre to serve the needs of the residents of the development including:

A A parade of shops providing up to 400 sq.m (net) of A1 (retail)

B Up to 400 sq.m (net) of other 'A2 – A5 class' uses;

C Small-scale employment opportunities (including B1 (a) office uses); and

D: A range of appropriate non-retail and community facilities and services (including community hall and medical services).

Transport

t1: A comprehensive package of transport improvements informed by an appropriate transport assessment including:

A: A strategic road link connecting the A606 to the A607 forming part of the Melton Mowbray Distributor Road as part of a wider agreed scheme; and

B: Measures to mitigate the short and medium term impacts of development on the existing transport network where adverse impacts are identified.

C: New and enhanced bus services connecting the development with the Town Centre and local employment opportunities;

t2: Measures that seek to achieve a modal shift away from private car use including:

A: frequent bus service from the site into Melton Mowbray Town Centre and local employment opportunities with accessible bus stops which are less than 400 metres walk from all new residents;

B: well-connected street patterns and walkable neighbourhoods providing high quality, safe and direct walking, cycling and public transport routes including links using the green infrastructure network;

C: the retention of existing and provision of new walking, cycling and road connections within Melton Mowbray, to town centre facilities, and to existing and new employment and education services; and

D: provision of a Travel Plan for new residents which includes measures to encourage the use of public transport, as part of a wider travel plan.

Environment

en1: Protection of the separate identities of Burton Lazars and Eye Kettleby in accordance with Policy EN4 and respond to settlement fringe sensitivity in accordance with Policy EN1 to create a locally distinctive development and an improved town edge, with particular regard to the ridgeline to the south of Melton Mowbray that separates the visual connection between Melton Mowbray and Burton Lazars;

en2: Protection and enhancement of important areas of bio-diversity (habitats and species), in accordance with Policy EN2, including:

A: Protection and enhancement to the existing wildlife corridors and, where appropriate, provide new corridors to create a coherent network of biodiversity and green infrastructure, specifically the River Wreake tributaries and the Edendale Brook; and

B: Establish a protection zone between the River Eye SSSI and any future development; and

en3: Protection and enhancement of historic and archaeological features in accordance with Policy EN13; ~~including the St. Mary and St Lazarus hospital scheduled monument~~ high quality, sensitive design to mitigate the impact of the development including the Melton Mowbray Distributor Road on the setting of St Mary and St Lazarus Hospital Scheduled Ancient Monument, connecting green links within the development to the wider landscape setting of the monument, and contributions towards improvements in the public understanding of its value.

en4: Provide a network of new high quality multi-functional green spaces in accordance with the Council's open space standards set out in policy EN7;

en5: Provision of, or contributions towards, sports pitches and indoor leisure facilities in the town, in accordance with the Playing Pitch Strategy and emerging Indoor Facilities Assessment (see Policy EN7);

en6: Encourage developers to provide a development that ~~exceeds~~ ~~compiles with~~ building regulations for energy efficiency and carbon

emissions, and to seek 10% of houses that obtain energy from renewable sources, ~~where viable~~;

en7: Buildings and spaces which are adaptable to future climatic conditions including extremes of temperature, drought and flooding;

en8: Development that provides appropriate SuDS and flood alleviation measures in accordance with the Melton South assessment in the Strategic Flood Risk Assessment. Areas of the MSSN that are at higher risk of flooding shall not be used for built development; and

en9: Protection and enhancement of water quality.

Master planning and delivery

A master plan, including a phasing and delivery plan, should be prepared and agreed in advance of, or as part of, submission of a planning application for the Melton South Sustainable Neighbourhood (SSN). In order to achieve a comprehensive approach, the master plan should be prepared for the whole SSN including the adjacent employment site. It will set out in detail the structure and development concepts of the SSN to include, amongst other things:

m1: The **amount**, distribution and location of proposed land uses **alongside a timetable for their delivery**;

m2: Important environmental features, including high grade agricultural land and biodiversity sites, and heritage assets that are to be protected;

m3: Areas of green infrastructure and green space (including important strategic green gaps to be protected); and,

m4: Areas of new landscaping;

m5: Design which performs well against Building for Life 12 and seeks to develop the principles of 'Active Design', in accordance with Policy D1.

The SSN master plan will be prepared in consultation with key stakeholders. Planning permission will not normally be granted for the SSN until a comprehensive master plan has been completed to the satisfaction of the Local Planning Authority.

The Local Planning Authority will monitor compliance of the delivery of the SSN in accordance with the agreed master plan and delivery timetable. Where slippage against the agreed delivery timetable in excess of 1 year is identified, the Local Planning Authority will review

the master plan and delivery timetable with partners to ensure sustainable development is delivered in accordance with the Policy.

Subsequent development shall be in accordance with the master plan and agreed design codes.

4.5 Melton Mowbray North Sustainable Neighbourhood

- 4.5.1 The Local Plan identifies a location some 100 ha of land to north of Melton Mowbray, as indicated on Figure 8, for the delivery of the North Melton Mowbray Sustainable Neighbourhood (NSN).
- 4.5.2 The NSN is a key part of the delivery strategy for the Local Plan and will help to deliver some 1,700 houses (of which it is expected that 1,500 will be delivered in the plan period). This constitutes almost 25% of the overall housing requirements of the Borough.
- 4.5.3 The NSN will create a high quality residential neighbourhood around the Melton Mowbray Country Park and a new community hub adjacent to the existing John Fernley Academy, which will include small scale economic development opportunities targeted towards business start-ups and a new primary school.
- 4.5.4 Walking and cycle connectivity to the town centre will be significantly improved, including the provision of a greenway through the Melton Country Park. The development will also provide a new link road connecting the Scafford Road with Nottingham Road and upgrades to Bartholomew's Way and Welby Road linking to the A6006 Asfordby Road, as part of the wider Melton Mowbray Distributor Road.
- 4.5.6 The development will be designed to incorporate new green infrastructure to create a neighbourhood that is attractive and walkable. Provision will be made for play and open space and the development will deliver or facilitate the provision of sports pitches in the immediate vicinity, and contribute towards indoor leisure facilities within Melton Mowbray. Provision of sports and built facilities should be informed by the Playing Pitch Strategy and emerging Indoor Facilities Strategy (see Policy EN7). It will enhance the setting of the town and be respectful of its heritage, designed in a way that development is sensitive to the Melton Mowbray landscape.
- 4.5.7 The landscape, design and layout principles set out in the Areas of Separation and Settlement Fringe Sensitivity Study (2015) and the Biodiversity and Geo-diversity Study (2015) should be used to develop a comprehensive master-plan and set of design codes to guide the on-going development of the site to ensure that development integrates successfully with the Country Park and the surrounding landscape and respects the setting, dark skies, existing

wildlife and heritage assets and makes a positive contribution to appearance of the settlement edge in this location.

- 4.5.8 Because the Sustainable Neighbourhoods are so crucial to housing and the wider plan strategy delivery overall, the Council will be closely monitoring their progress to fruition. To ensure that the Sustainable Neighbourhood is developed in a timely and sustainable manner, the Council will review the progress in delivering each of the key elements of the masterplan on at least an annual basis, through ongoing dialogue with delivery partners such as the site promoters, developers and infrastructure providers.

Policy SS5 – Melton Mowbray North Sustainable Neighbourhood

Melton Borough Council will work in partnership with developers and delivery partners to deliver the North Melton Mowbray Sustainable Neighbourhood (NSN) identified as a strategic development location on the Policies Map. The Sustainable Neighbourhood will provide:

Housing

h1: 1,700 houses (of which 1500 will be delivered before 2036), 15% of which should be affordable; **subject to viability**

h2: Homes of a range of tenures, types and sizes in accordance with Policy C2;

Extra care housing to meet the needs of our ageing population in accordance with Policies C2, C3 and C8; and

Employment

em1: Small scale employment uses as part of a new local centre. Employment uses will mainly be for B1(a) offices. Other employment uses will be acceptable where they could be satisfactorily accessed and activities undertaken without adversely affecting the amenities of the residents of nearby houses.

Community facilities

c1: A new primary school (2.5 hectares) as part of a local centre and financial contributions **or additional land provision** towards secondary education to meet the identified need for school places;

c2: An accessible local centre that will incorporate **a mix of uses including** 'small-scale' retail uses (up to 200 square metres), office based employment uses and a range of community facilities & services, including healthcare facilities as necessary.

Transport

t1: A comprehensive package of transport improvements informed by an appropriate transport assessment including:

A: A strategic road link connecting A606 Nottingham Road to Melton Spinney Road forming part of the Melton Mowbray Distributor Road as part of a wider agreed scheme;

B: Securing a route that allows north/south connectivity as part of the Melton Mowbray Distributor Road;

C: Measures to mitigate the impact of development on the existing transport network where adverse impacts are identified;

D: New and enhanced bus services connecting the development with the town centre and local employment opportunities; and

E: Provision of new walking and cycle links as part of the proposed development.

F: The Melton Park Greenway – a series of measures that improve accessibility and the attractiveness of walking and cycling connections through the Melton Country Park to the town centre and other town attractors such as employment, education and retail.

t2: Measures that seek to achieve a modal shift away from private car use including:

A: a frequent bus service from the site into Melton Mowbray Town Centre and local employment opportunities with accessible bus stops which are less than 400 metres walk from all new residents;

B: Well-connected street patterns and walkable neighbourhoods providing high quality, safe and direct walking, cycling and public transport routes including links using the green infrastructure network;

C: The retention of existing and provision of new walking, cycling and road connections within Melton Mowbray; to town centre facilities; and to existing and new employment and education services; and

D: Provision of a Travel Plan for new residents which includes measures to encourage the use of public transport, as part of a wider travel plan.

Environment

en1: Protection to the separate identities of Scalford and Thorpe Arnold in accordance with Policy EN4 and respond to settlement fringe sensitivity in accordance with Policy EN1 to create a locally distinctive development and an improved town edge;

en2: Protection and enhancement of historic assets and their settings;

en3: Seek to retain and mitigate any potential harm to notable areas identified in the biodiversity study, in accordance with Policy EN2, including:

A: Protection and enhancement to the existing green infrastructure, local wildlife sites, wildlife corridors and, where appropriate, provide new corridors to create a coherent network of biodiversity and green infrastructure providing links from existing green infrastructure to the countryside, specifically Melton Country Park, Scalford Brook and Welby Brook and the disused railway line;

B: Establish a protection zone between Melton Country Park and any future development. Development should respond to the local topography and utilise it to define the protection zone. This zone should also include the provision of an undeveloped area of land between part of the existing northern boundary of the park and the proposed distributor road.

C: Establish a protection zone between areas of high ecological importance identified around Scalford Brook in the biodiversity study and any future development;

en4: Provide a network of new high quality of multi-functional green spaces in accordance with the Council's open space standards set out in Policy EN7;

en5. Provision, or facilitation, of sports pitches in the immediate vicinity, and contribute towards indoor built leisure facilities within Melton Mowbray, in accordance with the Playing Pitch Strategy and emerging Indoor Facilities Assessment (see Policy EN7);

en6: A development that **complies with exceeds building regulations for energy efficiency and carbon emissions, where viable;**

en7: Buildings and spaces which are adaptable to future climatic conditions including extremes of temperature, drought and flooding;

en8: Development that provides appropriate SuDS and flood alleviation measures in accordance with the Melton North assessment in the Strategic Flood Risk Assessment. Areas of the MSSN that are at higher risk of flooding shall not be used for built development, and;

en9: Protection and enhancement of water quality.

Master planning and delivery

A master plan, including a phasing and delivery plan, should be prepared and agreed in advance of, or as part of, submission of a planning application for the Melton North Sustainable Neighbourhood (NSN). In

order to achieve a comprehensive approach, the master plan should be prepared for the whole NSN. It will set out in detail the structure and development concepts of the NSN to include:

m1: The **amount**, distribution and location of proposed land uses **alongside a timetable for their delivery**;

m2: Proposed key transport links, within and outside of the development, including those between the main housing and local centre, town centre and nearby employment uses, services & facilities;

m3: Important environmental features, including high grade agricultural land, biodiversity sites and heritage assets that are to be protected;

m4: Areas of green infrastructure and green space (including important strategic green gaps to be protected);

m5: Areas of new landscaping: and

m6: Design which performs well against BfL12 and seeks to develop the principles of 'Active Design', in accordance with Policy D1.

The NSN master plan will be prepared in consultation with key stakeholders. Planning permission will not normally be granted for the NSN until a comprehensive master plan has been completed to the satisfaction of the Local Planning Authority.

The Local Planning Authority will monitor compliance of the delivery of the SSN in accordance with the agreed master plan and delivery timetable. Where slippage against the agreed delivery timetable in excess of 1 year is identified the Local Planning Authority will review the master plan and delivery timetable with partners to ensure sustainable development is delivered in accordance with the Policy.

Subsequent development shall be in accordance with the master plan and agreed design codes.

Other sites in Melton Mowbray

- 4.5.8 Strategic housing land availability assessment (SHLAA) submissions included other sites in Melton Mowbray for some 723 dwellings and potential for a further strategic development location of in excess of 1,000 dwellings. To provide the flexibility in the plan to help ensure that the housing requirement is met, that a 5 year land supply is maintained and there is sufficient housing choice, the Local Plan proposes to allocate all these sites, but not the strategic development location. These sites, in conjunction with the Sustainable Neighbourhoods and sites already committed, will provide the combined allocation for Melton Mowbray of 3,980 capacity stated in the development strategy, with allowance for 'headroom'. These sites are likely to come forward during the lifetime of the plan and would be considered suitable

in principle because they are located within the most sustainable settlement. These sites are addressed as individual allocations, alongside sites in rural locations, in Policy C1 and its related appendix.

4.6 Large Scale Development Site Delivery

4.6.1 A detailed trajectory for the delivery of housing has been produced alongside this Plan including delivery rates at the proposed Sustainable Neighbourhoods, allocated sites and other potential sources of delivery.

4.6.2 Both the NSN and SSN will be constructed over the duration of the plan period, and beyond. Having regard to nationally accepted build rates for large scale development sites, it is considered realistic to assume an annual average completion rate of 100 dwellings per year, based on the assumption that two house builder outlets would operate concurrently on each site. The effect of this is shown in Table 8.

		2016-2021	2021-2026	2026-2031	2031-2036
1	South Melton Mowbray	300 35	700 525	500 575	520 570
2	North Melton Mowbray	200 25	640 475	740 500	620 500

Table 8: Large Scale Development Site Delivery Summary

4.7 Long term Growth Strategy and review triggers

4.7.1 Melton Borough Council is committed to delivering the required amount of housing and employment to meet the needs of its population and help sustain its economy. The Council monitors housing and employment land (and other development completions) to assess progress to meeting outstanding requirements.

4.7.2 The Council considers that the spatial strategy and development allocations included in this plan are deliverable, but it will continue to monitor progress against targets set out in the attached monitoring framework (Appendix 5).

4.7.3 Where the Council identifies that the strategy is not delivering against the identified target, it will implement and explore ways of addressing any shortfall. Initially this would involve considering the reserve sites identified in this plan, but if these sites prove not to be suitable or deliverable, a partial review of the plan may be required to consider further options and strategic approaches to delivery.

4.7.4 Following the adoption of the Melton Local Plan, if significant shortfalls in housing are identified along with sustained difficulties in providing a five year supply of housing, the Council will assess the suitability of other sites (not included in the plan) that could help to deliver growth. These include

- ~~Sustainable new village proposals such as that previously considered at Six Hills, or other suitable locations;~~
- ~~Other 'Suitable' sites within the rural area not allocated or identified as reserve sites; and~~
- ~~Land to the west of Melton Mowbray.~~

a wide range of options comprising sites already considered during the Plan making process and any new opportunities that subsequently emerge.

4.7.5 Land to west of Melton Mowbray may have potential for longer-term growth, however this will depend upon the future use and availability of this land. At the current time, the majority of the site is in active use and not available for development. The majority of the land is owned and occupied by the Ministry of Defence Animal Centre (DAC). The DAC is a key part of Melton Mowbray heritage and has for many years made a significant contribution to Melton Mowbray's economy.

4.7.6 Melton Borough lies within the Leicester and Leicestershire Housing Market Area. A Housing and Economic Development Needs Assessment (HEDNA) for the L&L area was published in January 2017, which sets out the long term objectively assessed need for new housing in each of the local authority areas up to 2036. A Joint Statement of Co-operation between the L&L housing market area authorities was also agreed concurrently to commit the parties to continue to work collaboratively and has been updated by a version dated November 2017 to establish the scale and distribution of any additional provision particularly to accommodate any unmet needs that may arise within areas of the HMA.

4.7.7 This collaborative working is taking place through the preparation of a joint Leicester and Leicestershire Strategic Growth Plan. The Plan, which is expected to be finalised in Spring Summer 2018, will include a vision for Leicester and Leicestershire to 2050 and will set out the scale and spatial distribution of future development in the HMA up to 2031 and 2036.

4.7.8 Should the Strategic Growth Plan set out a scale and spatial distribution of development for this Council which is significantly different to that set out in the Local Plan, an early review or partial review of the Local Plan will be brought forward to address this matter, unless there is sufficient flexibility already provided for within the plan. Should a review be required, it will be commenced within 42 6 months of any adoption by the Council of the Strategic Growth Plan and Memorandum of Understanding. As and when there is any update to the objectively assessed development needs across the HMA, a similar approach will be applied.

- 4.7.9 In undertaking any review, the Council will work with the qualifying bodies that have or are preparing any Neighbourhood Plans to ensure that any revisions to the local plan and neighbourhood plans align.

Policy SS6 – Alternative Development Strategies and Local Plan Review

Melton Borough Council is committed to meeting its requirements for housing, employment and other development and infrastructure. The Council will regularly monitor delivery of new development in the context of policies and targets within this plan. Where monitoring identifies significant and persistent shortfalls in the delivery of housing and employment, infrastructure or spatial distribution that deviates significantly from the plan strategy, or there are changes within the HMA to the objectively assessed need for development or the spatial distribution of growth across the HMA, the Council will consider an early **a full or partial** review of the Local Plan to identify alternative **or additional** development sites.

To ensure any plan review arising from the above **should be** is carried out quickly, the Council will prioritise exploring ~~the following~~ potential alternative or long term options in terms of their suitability, availability, infrastructure and deliverability including:

- ~~Previously considered large scale site options at Normanton airfield, Dalby airfield and Six Hills;~~
- ~~‘Suitable’ small sites within the rural area; and~~
- ~~Land to the west of Melton Mowbray.~~

The circumstances in which a review (defined as being publication of an invitation to make representations in accordance with Regulation 18 of The Town and Country Planning (Local Planning)(England) Regulations 2012) will be carried out are specified as follows:

- **The adoption by the Council of the Strategic Growth Plan and the Memorandum of Understanding, which proposes a quantity or spatial approach that is significantly different to that set out in the Local Plan, unless there is sufficient flexibility already provided for within the Plan; or**
- **5 years from adoption and every 5 years subsequent to the completion of the Review; or**
- **changes occur within the HMA to the objectively assessed need for development or the spatial distribution of growth across the HMA including Melton; or**
- **Where, when demonstrated by the Monitoring Framework (Appendix 5), that:**

- (i) the Housing Delivery Test indicates that delivery is below 75% of the housing requirement as set out in the housing trajectory, over the previous three years; or**
- (ii) The circumstances for review specified in Policies SS4 and SS5 above in respect of the masterplanning and delivery of the Melton Mowbray Sustainable Neighbourhoods, become applicable**

The review will be commenced within 6 months of occurrence of one of the above circumstances.

Where there is a made Neighbourhood Plan, the review will be carried out in consultation with the NP 'qualifying bodies' and, where applicable, solutions prepared via the NP revision process. If a NP is in preparation but not made, the Council will inform the qualifying body who may consult with their community to identify alternative proposals for consideration.

KEY EVIDENCE:

2011 Census

Leicester and Leicestershire Strategic Housing Market Assessment, GL Hearn 2014

The Melton Strategic Housing Land Availability Assessment, Melton Borough Council, 2015

The Melton Settlement Roles and Relationships Study, Melton Borough Council, 2015

The Melton Alternative Large Scale Development Sites Assessment Report, Melton Borough Council, 2015

The Melton Employment Land Study, BE Group, 2015

The Melton Mowbray North Sustainable Neighbourhood Topic Paper, Melton Borough Council and the Developer Consortium, 2015

The Melton Mowbray South Sustainable Neighbourhood Topic Paper, Melton Borough Council and the Developer Consortium, 2015

The Melton Mowbray Transport Study

Land South of Kirby Lane, Melton Mowbray, Heritage Settings Technical Note, Cotswold Archaeology, 2017