

# AGENDA ITEM 3B

## EXTRAORDINARY MEETING OF FULL COUNCIL

20<sup>th</sup> OCTOBER 2016

### REPORT OF THE HEAD OF REGULATORY SERVICES

#### MELTON LOCAL PLAN EVIDENCE UPDATE

#### 1.0 PURPOSE OF REPORT

1.1 This report seeks approval for five additional technical evidence base documents to be used to inform the preparation of the Pre-Submission Draft Melton Local Plan also reported on this agenda.

#### 2.0 RECOMMENDATIONS

##### 2.1 That Council:

- i) **notes the receipt and the individual recommendations within the following reports (as reported to Melton Local Plan Working Groups in September and October 2016) and approves them as technical evidence to support the Pre-Submission Draft Melton Local Plan:**
  - **A Biodiversity Assessment Addendum Report on additional proposed housing allocations**
  - **Strategic Flood Risk Assessment Addendum Report (2016).**
  - **Areas of Separation, Settlement Fringe Sensitivity and Local Green Space Study Part 2 (August 2016).**
  - **Leicestershire Gypsy and Traveller Accommodation Assessment (GTAA) (2016) and;**
  - **Health Impact Assessment (August 2016)**
- ii) **Agrees the recommendations stated in each of the appendices A1 – A5 for incorporation into the Pre Submission Draft Local Plan,**

#### 3.0 KEY ISSUES

##### Context

- 3.1 The Planning and Compulsory Purchase Act (as amended) 2004 requires Local Planning Authorities to prepare a development plan for their area. At present this development plan is provided by the saved policies of the Melton Local Plan 1999, read in conjunction with the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG).
- 3.2 The NPPF makes clear that Local Plans must be founded on a robust and credible evidence base. The Local Plan evidence base will be used to demonstrate to an Inspector that the Local Plan is sound i.e. whether it is positively prepared, justified by the evidence, effective and consistent with national policy. The Local Plan evidence base comprises a number of technical studies which look in detail at all issues to be addressed by the Local Plan including, the local housing market,

economy, environment and infrastructure needed to support growth. Members will recall that previous reports to Full Council stated that further studies would be prepared and updated up to, during and beyond the Local Plan examination as part of the local plan process.

### **Melton Local Plan Evidence Updates**

- 3.3 Included as Appendix A1 - A5 to this report are summaries of the findings of the following evidence base reports:
- A Biodiversity Assessment Addendum Report
  - Strategic Flood Risk Assessment Addendum Report (2016).
  - Areas of Separation, Settlement Fringe Sensitivity and Local Green Space Study Part 2 (August 2016).
  - Leicestershire Gypsy and Traveller Accommodation Assessment (GTAA) (2016)
  - Health Impact Assessment (August 2016)

The reports have been considered by the Working Group at its recent meetings.

The full report for the 'Areas of Separation, Settlement Fringe Sensitivity and Local Green Space Study Part 2' (August 2016) and the 'Strategic Flood Risk Assessment Addendum Report (2016)' are available online using the web links indicated in each of the summary papers attached to this agenda. The full study of the Leicestershire Gypsy and Traveller Accommodation Assessment (GTAA) (2016) is not likely to be received until at least November 2016, but the part of the GTAA study in relation to Melton Borough was made available and is summarised in Appendix A3. A hard copy of the full Biodiversity and Geo-diversity study (the latest addendum is included to update the November 2015 study) are available in the Member's Room. The full report of the Health Impact Assessment (August 2016) is available in the Melton Local Plan Evidence Base library.

### **4.0 POLICY AND CORPORATE IMPLICATIONS**

- 4.1 These studies develop our understanding of some of the key challenges facing the development of the Borough and how the Local Plan may be able to guide development to address them.
- 4.2 This work, together with the large catalogue of evidence already considered by the Council, has been used to select the preferred development strategy and policies for the Borough in the form of a Pre-Submission Draft Melton Local Plan, which is reported to this Council meeting as agenda item 3A.
- 4.3 These studies are not only relevant to the Melton Local Plan; they provide an evidence base to inform all of the Borough Council's activities and communities wishing to develop their own strategies for the development of their areas through Neighbourhood Plans, and provide evidence to inform decisions on planning applications.

### **5.0 FINANCIAL AND OTHER RESOURCE IMPLICATIONS**

- 5.1 There are no financial or resource implications arising from this report. The studies have been produced have been financed through funds allocated in the Local Plan

budget.

## 6.0 LEGAL IMPLICATIONS/POWERS

- 6.1 The evidence updates are, where relevant, now material considerations to be taken into account when determining planning applications.
- 6.2 The Town and Country Planning (Local Planning) (England) Regulations 2012 and the NPPF require that plans are prepared based on evidence.

## 7.0 COMMUNITY SAFETY

- 7.1 There are no direct community safety implications as a direct result of this report.

## 8.0 EQUALITIES

- 8.1 The Local Plan is being subject to a detailed Equalities Impact Assessment (EIA) through each stage of preparation. An EIA has been carried out in relation to the content of the Pre Submission Draft Plan and is reported within item 3A of this agenda.

## 9.0 RISKS

L I K E L I H O O D	A	Very High				
	B	High				
	C	Significant		1, 4		
	D	Low				
	E	Very Low		2		
	F	Almost Impossible		3		
			Negligible 1	Marginal 2	Critical 3	Catastrophic 4

**IMPACT**

Risk No	Risk Description
1	Any evidence is open to challenge and scrutiny as part of the Local Plan Examination.
2	Evidence needs to be kept up to date otherwise the risk of challenge is increased.
3	Evidence is challenged as part of wider Leicestershire Duty to Cooperate
4	Evidence becomes out dated by development proposal advancing ahead of the Local Plan which are inconsistent with the emerging strategy

## 10.0 CLIMATE CHANGE

10.1 There are no direct climate change issues arising from this report.

## 11.0 CONSULTATION

11.1 The consultation involved in each of the Evidence Base documents is explained in detail in each individual technical report. The evidence will be published alongside the Pre-Submission Draft Melton Local Plan in accordance with Regulation 19 of Town and Country Planning (Local Planning) (England) Regulations 2012 as amended.

## 12.0 WARDS AFFECTED

12.1 All.

Contact Officer: J Worley, Head of Regulatory Services  
Date: 12<sup>th</sup> October 2016

Appendices : **Summaries of Evidence Studies:**  
A1 Biodiversity Assessment Addendum Report on additional proposed housing allocations  
A2 Strategic Flood Risk Assessment Addendum Report (2016).  
A3 Areas of Separation, Settlement Fringe Sensitivity and Local Green Space Study Part 2 (August 2016).  
A4 Leicestershire Gypsy and Traveller Accommodation Assessment (GTAA) (2016)  
A5 Heath Impact assessment

Background Papers: Biodiversity & Geodiversity Study (Addendum updating information to be inserted into existing November 2015 study)  
SFRA 2015 (Updated Addendum 2016 to remain separate)  
Areas of Separation (AoS) Part 1  
Health Impact Assessment

**New Environmental Information for the Melton Local Plan– Summary**

**1. Introduction**

- 1.1 This appendix outlines the findings of Biodiversity assessment information relating to additional proposed housing allocations, which complements previous work.
- 1.2 As an Addendum to the Biodiversity and Geo-diversity Study 2015, a desktop study and Phase 1 Habitat Survey has been carried out of all the site allocations and reserve sites in the Pre-submission Draft Local Plan.
- 2.3 For each site the Study provides information on proximity to designated sites, habitats and flora present on site as well as the presence of notable and/or protected species. The Study recommends requirements for further survey work at planning application stage, as well as recommendations for biodiversity enhancement.
- 2.4 The Survey work makes an assessment of each site’s ecological importance using a traffic light system.
  - Red = High Ecological Importance (significant ecological constraints present within or adjacent to the site e.g. a statutory designated site)
  - Amber = Moderate Ecological Importance (ecological constraints present e.g. a non-designated site)
  - Green = Low Ecological Importance (no significant ecological constraints, although further survey work may be recommended to inform mitigation).
- 2.5 The Study assessed two reserve sites as being of High Ecological Importance; ASFH3 Welby Road, Asfordby Hill and HAR6, Wharflands Dairy, Colston Lane, Harby.

It is recommended that ASFH3 is removed as a reserve site; it contains a Local Wildlife Site (LWS) on site and notable plant species. HAR6 has been retained, with strengthening of the policy wording for mitigation.

<p>ASFH3:  Welby Road, Asfordby Hill</p>	<p>Findings:</p> <p>Two candidate LWSs adjacent to the site’s northern and western boundaries.</p> <p>LWS on the site ref 39275 (calcareous grassland).</p> <p>Woodland and open mosaic of habitats including bare ground, ephemeral vegetation, scrub and early succession woodland (silver birch and willow) vegetation.</p> <p>Moss, lichen and fungi also recorded amongst wooded and ephemeral habitats.</p> <p>Desk Study identified notable Plant - Deptford pink, (<i>Dianthus armeria</i>) on site.</p> <p>Potential habitat for badger, a range of invertebrates, foraging bats, breeding and foraging birds, reptile and terrestrial habitat for amphibians.</p>
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<p>HAR6:</p> <p>Wharflands Dairy, Colston Lane, Harby</p>	<p>Findings:</p> <p>The Grantham Canal (disused) is a SSSI to the north-east of the site. The section of the canal adjacent to the site is a candidate LWS. The site also has potential to support a range of protected and notable species.</p> <p>Tall unmanaged hedges, mature trees surrounding the site and a broad-leaved woodland along the canal (west).</p> <p>Wide managed grass verge.</p> <p>Potential badger, roosting bat and barn owl, reptile and nesting bird habitat. Potential GCN terrestrial habitat.</p> <p>Potential habitat for otter along the canal.</p> <p>Mitigation:</p> <p>Retain and enhance pond.</p> <p>Retention of mature trees with suitable root protection zones; Sensitive lighting strategy to avoid lighting of trees and boundary features; Pre-clearance check of any trees to be lost or managed (including pruning) for otters, cavity-nesting birds and roosting bats. Appropriate pollution protection measures to avoid any runoff/spillage reaching the canal from the development.</p> <p><b>Policy text:</b></p> <p><b>“The woodland and trees, including the riparian corridor along the Grantham Canal candidate LWS, surrounding the site, is to be protected and enhanced as wildlife corridors with appropriate biodiversity improvement. There will be no adverse impact to any protected species”.</b></p>
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- 2.6 Sites of moderate ecological importance can be dealt with through policy wording to support mitigation which reflects the findings of the Study.

### 3.0 RECOMMENDATION

#### 3.1 It is recommended that:

- (i) Council agrees that the changes described at para 2.5 above arising from the additional biodiversity assessment information included in the Draft Plan (Pre-Submission Version), for presentation to Full Council on 20<sup>th</sup> October 2016.

### Strategic Flood Risk Addendum Report 2016 – Summary

**The full report is available to view and download at:**

[https://www.dropbox.com/sh/mb1s6v1rvx6ibya/AAB5t3bl2oRY2JVQ\\_BkjWSD0a?dl=0](https://www.dropbox.com/sh/mb1s6v1rvx6ibya/AAB5t3bl2oRY2JVQ_BkjWSD0a?dl=0)

1.1 The National Planning Policy Framework advises that Local Plans should be supported by a Strategic Flood Risk Assessment (SFRA) in order to provide evidence to inform a Council's choice of allocations and policies. In order to achieve this, an SFRA for the Borough of Melton was completed in March and October 2015 which replaced the 2008 SFRA. This used the latest information to show areas of high and low flood risk. An Addendum Report 2016 has now been prepared to support the Submission Version of the Melton Local Plan.

#### **2. SFRA Report 2015 - Recap**

2.1 The March 2015 Report is a Borough wide assessment, which also provides more detailed evidence in relation to eight large scale development sites that were identified through the Issues and Options consultation and the Council's Strategic Housing Land Availability Assessment. It provided a framework for the flood risk assessment of future site options and a framework for the 'Sequential Test'<sup>1</sup> of sites and, where necessary, the 'Exception test'<sup>2</sup>. It was used to inform the preferred location of future strategic development and the formulation of flooding policies in the Council's Emerging Options (Draft) Local Plan.

2.2 Further modelling work was carried out for small scale site options in October 2015 which informed the identification of small sites in the Emerging Options (Draft) Local Plan.

2.3 The 2015 SFRA has also been used in decision making on planning applications.

2.4 The main content of the 2015 SFRA includes:

- An updated flood map covering the Borough of Melton, including Main River, Ordinary Watercourse, surface water and groundwater flooding and the location of the functional floodplain;
- An assessment of the effectiveness of 'flood risk' protection provided by existing infrastructure;
- An assessment of eight large scale Strategic Development Site Options, including: the north and south of Melton Mowbray; Welby; Thorpe Arnold; Bottesford, Six Hills and Normanton & Dalby airfields. The SFRA considered the potential flooding impacts of these developments both within and outside the Borough of Melton;
- An assessment of small scale site options at risk of flooding; and

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<sup>1</sup> This approach is designed to ensure areas with little or no risk of flooding (from any source) are developed in preference to areas at higher risk.

<sup>2</sup> The 'Exceptions' test is applied when, following the Sequential Test, it is not possible to meet development needs in areas with a lower probability of flooding (zones 1 and 2). The aim of the Exception Test is to ensure that more vulnerable property types, such as residential development can be implemented safely and are not located in areas where the hazards and consequences of flooding are inappropriate.

- An updated review of historic flooding incidents, potential flood hazards and an assessment of the potential increase in flood risk due to climate change.

2.5 The SFRA 2015 identified that Melton Borough will experience a variety of sources of flooding, including flooding from rivers and water-courses and surface water flooding. The areas at risk are shown on a Borough-wide flood zone map and a series of more local flood maps in areas where there is potential for growth.

2.6 The cumulative impact of development has been considered along with an assessment of potential cross-boundary issues. The SFRA does not identify any 'show-stopping' flooding constraints in the context the proposed levels of growth. It does, however, make recommendations in relation to potential mitigation measures that would help to mitigate any impacts including:

- The provision of Sustainable Drainage Systems (SuDS) and other measures to regulated surface water infiltration;
- Incorporating Green Infrastructure; and,
- Seeking to ensure that detailed designs incorporate measures to avoid areas at highest risk of flooding, including hazard free access to sites for vehicles in the event of flooding.

### **3. SFRA Addendum Report 2016**

3.1 An Addendum Report has been prepared to accompany the Pre Submission version of the Melton Local Plan. The purpose of this report is to:

- Take account of changes to national climate change guidance issued by the Environment Agency (EA) in February 2016 and to provide updated climate change mapping for the Borough (Appendix A of the Addendum Report); and
- Carry out an assessment of sites which are at risk of flooding to take account of the new climate change guidance and to cover any additional sites identified subsequent to the Emerging Options (Draft) Local Plan. Of 143 sites which were screened, 45 required detailed site summary tables which are set out in Appendix B of the Addendum Report.

### **4. Changes to Climate Change Mapping**

4.1 For proposals in Flood Zones 2 and 3 and those which exceed one hectare, planning applications must be accompanied by a site specific flood risk assessment. An allowance must be made for climate change in this assessment to help minimise vulnerability and provide resilience to flooding in future. Climate change allowances are predictions of anticipated change for:

- Peak River Flows; and
- Peak Rainfall Intensity

4.2 The climate change maps for the Borough show the potential impacts that climate change may have on river flows and subsequently on flood events in a 'worse-case scenario'. In the 2015 SFRA, this involved applying a 20% change factor to the 1 in 100 year flows. The new EA guidance requires that a 50% change factor be applied to 1 in 100 year flows. This may have implications for future development proposals in the Borough, particularly for residential development which is classified as 'More Vulnerable' in the National



Planning Practice Guidance. Applicants would be required to carry out detailed modelling of watercourses affecting the site and demonstrate how site design has taken account of climate change, for example by raising floor levels or siting the least vulnerable parts of the development in areas at risk.

## **5 Additional Assessment and Level 2 Site Summary Tables**

5.1 The modelling work carried out in the SFRA for additional sites has revealed that some sites will require flood mitigation. This affects the following allocations:

<b>Site Allocation</b>	<b>% in Flood Zone 1</b>
ASF1: Land east of Station Lane and south of Klondyke Way	79
BOT1: Land adjoining Belvoir Road (The Wickets)	95
BOT2: Land rear of Daybells Farm, Grantham Road, Bottesford and Land Adj. to 18 Grantham Road, Bottesford	94
BOT3: Land South of Grantham Road, Bottesford	86
BOT4: Rectory Farm, Bottesford	33
STAT1: Pasture Lane/Mill Hill	88
EAST1: Land east of Green Lane, Easthorpe	92
EAST2: Land west of Green Lane, Easthorpe	90
FRIS2: Water Lane	40
GADD2: Land off Church Lane and Ashby Road	91
MEL1: Land at Nottingham Road, Melton Mowbray	95
MEL3: Land at Thorpe Road, Melton Mowbray	91

5.2 In addition, the site summary tables map a climate change factor of 20%, 30% and 50% applied to the 1 in 100 year flows. Developers will have to take account of these different scenarios in their site specific flood risk assessments. The requirement to make an allowance for climate change could impact negatively upon the ability of some sites to deliver the housing numbers identified in the Local Plan, although it is not possible, without detailed survey work and modelling, to know at this stage the degree to which this would be the case. Sites which could be particularly affected in this way are:

- EAST1: Land east of Green Lane, Easthorpe
- EAST2: Land west of Green Lane, Easthorpe
- BOT4: Rectory Farm, Bottesford

## **6 Recommendation**

6.1 **It is recommended that Council:**

- (i) **accept the study as additional evidence to inform the drafting of the Local Plan**
- (ii) **note that the study has been taken into account in in the site allocation proposals considered by full Council at its meeting of 19th September 2016 and comprised within this agenda at item 3A.**

### **Areas of Separation, Settlement Fringe Sensitivity and Local Green Space Study Part 2 – Summary**

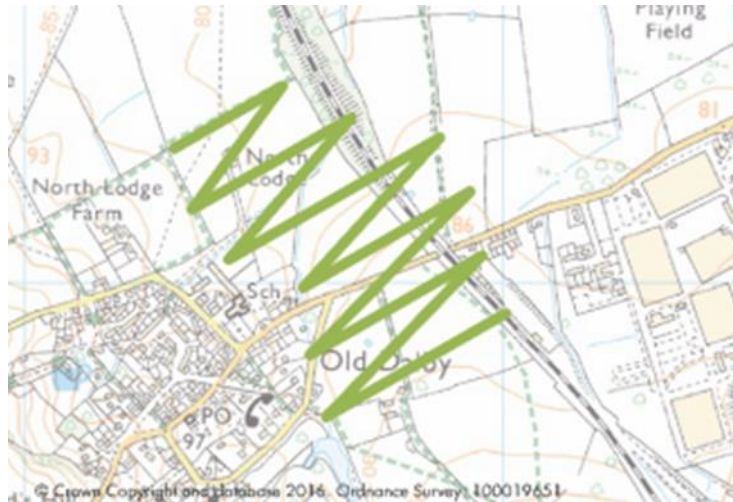
The full report is available to view and download at:

[https://www.dropbox.com/s/ssmdzv9j3mcwu7t/N0318-1%20R01%20Areas%20of%20Separation%2C%20Settlement%20Fringe%20Sensitivity%20and%20Local%20Green%20Space%20Study\\_FINAL.pdf?dl=0](https://www.dropbox.com/s/ssmdzv9j3mcwu7t/N0318-1%20R01%20Areas%20of%20Separation%2C%20Settlement%20Fringe%20Sensitivity%20and%20Local%20Green%20Space%20Study_FINAL.pdf?dl=0)

- 1.1 The Study forms Part 2 of the Areas of Separation, Settlement Fringe Sensitivity and Local Green Space Study (September 2015) which assessed three aspects of landscape in order to inform planning policy formulation and the selection of sites for allocation in the Emerging Options (Draft) Local Plan. It also provided guidance for future development proposals.

#### **Areas of Separation**

- 1.2 Part 1 of the Study reviewed the Areas of Separation (AoS), which were previously identified in the 2006 ADAS Report and further potential AoS which were identified in the Issues and Options Consultation. This informed Policy EN4 in the Emerging Options (Draft) Local Plan which will be taken forward into the Pre-Submission Plan. The policy firstly addresses the overall principle of preventing coalescence and protecting areas of landscape between settlements. Secondly, the policy identifies specific areas of landscape which are particularly important in terms of preventing coalescence and protecting important landscape settings and individual character.
- 1.3 Part 2 of the Study has reviewed two further potential Areas of Separation which were identified through the Emerging Options consultation. These are between:
- Old Dalby and Old Dalby Trading Estate
  - Queensway and Old Dalby Trading Estate
- 1.4 The Study concluded that the AoS between Old Dalby and Old Dalby Trading Estate is important to retain. It is considered to be sensitive to development and important for maintaining the individual character of Old Dalby and the trading estate. The AoS will retain the visual separation of the built areas when viewed from the higher topography of the escarpment slopes, particularly from the Mid-shires Way. The AoS has no defined boundary. Instead, the Study provides guidance for each area which should be used to inform site allocation policies and the consideration of planning applications in identified areas. The figure below illustrates the area covered by the AoS:



- 1.5 The Study concluded that the AoS between Queensway and Old Dalby Trading Estate is not required. There is limited inter-visibility between the two areas by virtue of the well treed landscape at the base of the escarpment slopes and the character and landscape setting of the settlement has been eroded and there is little community focus.

**Settlement Fringe Sensitivity**

- 1.6 This 2015 Study assessed Settlement Fringe Sensitivity for all the Primary and Secondary Rural Service Centres as per the anticipated approach at the time. Further to the Emerging Options consultation, the settlement hierarchy is proposed to be changed such that Service Centres and Rural Hubs are now identified as being suitable for site allocations. This resulted in the need to assess the Settlement Fringe Sensitivity of ten additional settlements. These settlements are set out below:

Great Dalby
Hose
Kirby Bellars
Old Dalby
Queensway
Scalford
Ab Kettleby
Gaddesby
Harby
Thorpe Arnold

- 1.7 The Study divides the landscape around each settlement into separate Landscape Character Zones (LCZs) and makes an assessment of the fringe sensitivity within each one on a five point scale. The assessment takes into consideration the settlement edge character, topography and the wider landscape character and quality.
- 1.8 For each LCZ, the Study provides landscape guidance and principles in relation to development which includes design guidance, identification of areas most suitable for development and identification of landscape elements suitable for incorporation into green infrastructure. This guidance has informed site allocation policies.

**Local Green Space**

- 1.9 The third aspect of landscape assessed is Local Green Space (LGS). The NPPF sets out the criteria necessary for a LGS designation within a Local Plan or

Neighbourhood Plan and these are used as the basis for the Study's assessment of candidate LGSs within the Borough.

- Proximity to local community
- Demonstrably special to local community
- Local in character
- Strength of character, condition and quality

1.10 Part 1 of the Study assessed candidate LGSs identified through the Issues and Options consultation, Protected Open Areas currently designated in the Local Plan 1999 and candidate POAs identified in the Local Plan Review by Parish Councils. Sites worthy of LGS designation in the new Local Plan as well as sites with the potential for designation in future, either as part of a Local Plan Review or in a Neighbourhood Plan, were identified. For each site assessed, a strategy for its management was identified, including how a potential site could be made more robust in relation to the LGS criteria. The Study provided policy recommendations for the protection of LGS designations and informed Policy EN5 in the Emerging Options (Draft) Local Plan which will be taken forward into the Submission Plan.

1.11 Part 2 of the Study assessed candidate Local Green Space at Asfordby Valley which was identified in the Emerging Options through consultation. The area (no. 1 and no.2) assessed is illustrated in the figure below:



1.12 The Study concluded that the space does not meet the established criteria for Local Green Space designation. However, the recreation ground (no.1) is assessed as being a valued open space with moderate accessibility across a footbridge from the roadside which has potential to increase its functionality and community and ecological value through other site uses. With such enhancement it has the potential to meet the LGS criteria.

## 2. RECOMMENDATION

### 2.1 It is recommended that Council:

- accept the study as additional evidence to inform the drafting of the Local Plan**
- note that the study has been taken into account in the site allocation proposals considered by full Council at its meeting of 19th September 2016 and comprised within this agenda at item 3A.**

## **Leicester Gypsy and Traveller Accommodation Assessment (GTAA) 2016 – Summary**

### **1. Background**

1.1 The Leicestershire GTAA 2016 has been undertaken to update the 2013 GTAA. The results of the GTAA show that overall there is no longer any need in the borough for Gypsy and Traveller provision up until 2036. This is due to planning permissions granted since the GTAA 2013 refresh and re-visiting the requirements, taking into account the new definition of Gypsies and Travellers, as stated in the Planning Policy for Travellers Sites (PPTS) (August 2015).

1.2 The results of the assessment show the following:

<b>G&amp;T</b>	<b>2016-21</b>	<b>2021-26</b>	<b>2026-31</b>	<b>2031-36</b>	<b>TOTAL</b>	<b>Notes</b>
<b>Travelling</b>	2	1	0	0	<b>3</b>	The need for the 3 children of the current owners of the site can be met on the adjacent family site with planning permission granted in 2015. Any additional need at Goadby Road, Waltham on the Wolds, can be met on site as permission is for 6 caravans on 1 pitch.

<b>G&amp;T</b>	<b>2016-21</b>	<b>2021-26</b>	<b>2026-31</b>	<b>2031-36</b>	<b>TOTAL</b>	<b>Notes</b>
<b>Unknown</b>	-5	0	0	0	<b>-5</b>	5 unimplemented pitches - 3 private pitches to meet travelling need and any future need at Valley View, and the 2 pitches granted planning permission on Sandy Lane, Melton being sold as a going concern with planning permission.

<b>G&amp;T</b>	<b>2016-21</b>	<b>2021-26</b>	<b>2026-31</b>	<b>2031-36</b>	<b>TOTAL</b>	<b>Notes</b>
<b>Non-Travelling</b>	0	0	0	0	<b>0</b>	No non-travelling households in Melton

1.3 The GTAA 2016 reflects the changes made in the Planning Policy for Travellers Sites (August 2015) to the definition of Gypsies and Travellers. The change redefines 'traveller' to exclude those who no longer travel permanently. The new definition is:

*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of*

*travelling showpeople or circus people travelling together as such.*

- 1.4 The Local Plan Emerging Options reflected the findings of the GTAA 2013. These showed a requirement in the Borough of Melton for:

2012-2017: 8 permanent pitches plus 2 transit pitches

2017 – 2022: 1 permanent pitch

2022 – 2027 – 3 permanent pitches

2027 – 2031 – 3 permanent pitches

**This position is superseded by the new needs study as set out in para.1.2 above.**

- 1.5 Planning permission was granted on 23/04/2015 for 3 permanent pitches and 2 transit pitches as an extension to the existing Valley View site on Dalby Road, Melton Mowbray. Work on these pitches has started and so the planning permission has been activated. Planning permission was granted for a further 2 pitches on Sandy Lane, Melton Mowbray on 28/07/2016. The owner of this site has stated to the Consultants who have undertaken the GTAA 2016, that they intend to sell the site with planning permission for the 2 pitches.
- 1.6 There are no unauthorised encampments in the Borough now. This is due to the site at Goadby Road, Waltham on the Wolds being granted temporary planning permission by an Inspector on 07/09/2016. The site is occupied by three generations of the same family. The granting of the temporary permission allows for the eldest members of the family to live there for their 'remaining years' due to ill health. The Consultants of the GTAA 2016 have stated that we need to be mindful that there may be a point whereby the younger members of this family may apply for planning permission on the site once the temporary permission is no longer in place.
- 1.7 **The results of the GTAA show that overall there is no longer any need in the Borough for Gypsy and Traveller provision up until 2036.** For any planning applications for Gypsy and Traveller sites, we need to have a criteria based policy. This has been set out in Policy C6.

#### **1.8 Transit requirements.**

- 1.8.1 The Consultants of the GTAA 2016 have said the following on this:

*“Whilst it is not considered to be a robust data source evidence from the DCLG Caravan Count shows that there have been relatively low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded in recent years - with many of these believed to be on the unauthorised site at Goadby Road which was granted permission at appeal in September 2016.*

- 1.8.2 *It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling. This may well be the case but it will take some time for any changes to pan out. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a*

*robust post-PPTS 2015 evidence base and there has not been sufficient time yet for this to happen.*

*1.8.3 It is therefore recommended that the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop, and in the short-term the Councils should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments. A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.*

*1.8.4 The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.*

*1.8.5 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities".*

## **2. Conclusions of the Assessment**

2.1 The conclusions of the assessment are that we should amend the wording in the Submission Plan on Gypsies and Travellers and Policy C6 to reflect the findings of the GTAA 2016.

## **3.0 RECOMMENDATION**

### **3.1 It is recommended that Council:**

**(i) Agrees that Policy C6 of the Plan is amended in order to delete the references to identification of 15 additional pitches (this in addition to amending the criteria based policy addressing the assessment of new sites, in response to consultation responses received to 'Emerging Options', as agreed by full Council at its meeting of 27<sup>th</sup> July 2016).**

**(ii) References to provision in Policies SS4 and SS5 are deleted because the requirement is met if full by exiting sites and permissions.**

**(iii) note that the study has been taken into account in the relevant content of the Pre Submission Draft Local Plan and comprised within this agenda at item 3A.**

### CONSIDERATION OF HEALTH IMPACT ASSESSMENT

#### 1.0 Background

- 1.1 The Public Health Department in Leicestershire County Council are working with partners across local government to promote the consideration of health, wellbeing and inequalities in all policies. This includes using the Health Impact Assessment (HIA) for major plans, projects, programmes and developments. The members of the steering group for the HIA are made up from Melton Borough Council and Leicestershire County Council officers and from Latham House Medical Practice (Melton Mowbray). The steering group is responsible for the final report. This HIA will be made publically available as part of the formal consultation process
- 1.2 The purpose of the HIA is to provide a fuller understanding of the Melton Borough community and the impact the Melton Local Plan will have on resident's lives and health, and provide insight into how proposed changes may resonate with people living in particular social and physical environments. On this basis the HIA has appraised chapters 3 to 9 of the Local Plan and evaluation monitoring issues of the HIA in relation to the Melton Local Plan have been highlighted in the HIA as yet to be agreed.
- 1.3 The Draft HIA was made available in April 2016 and the final version was produced in July 2016.
- 1.4 The HIA includes a range of evidence regarding the potential impacts of the Melton Local Plan by addressing a combination of qualitative and quantitative methods summarised as follows:
- Routinely collected local statistics
  - Population Profile of Melton Borough
  - Peer reviewed published research and grey literature
  - Views of residents and professionals with local knowledge and insight through a participatory stakeholder workshop
- 1.5 The initial screening stage of the HIA was undertaken by a Public Health Consultant and Public Health Registrar from Leicestershire County Council following a preliminary meeting with the HIA steering group. The screening identified sections of the population, particularly vulnerable groups, likely to be affected as follows:
- The whole population of Melton Borough will be impacted by the Melton Local Plan, including populations adjacent to the planned developments in terms of loss of open space
  - Groups dependent on public transport
  - Older people, as a result of Melton Borough's ageing population
  - Those who are unemployed/workless, as a result of potential opportunities
  - Deprived/low income groups and those in need of affordable housing



- People with disabilities, mental health problems and long term conditions that are particularly affected by the wider environment, including housing and transport
- Employers, businesses and schools

1.6 The steering group agreed that it was not appropriate to carry out a comprehensive HIA as this method is more suited to more complex proposals and is time consuming and more expensive to achieve. The steering group therefore agreed that it was more appropriate to carry out less expensive and time consuming desktop and rapid types of studies to produce a quantitative and qualitative review, based on a smaller number of participants using existing knowledge and evidence and additional gathering of knowledge and further evidence from a number of local stakeholders.

## 2.0 HIA Consultation

2.1 A number of approaches were considered during the design of the consultation event, including asset-based and participatory methods. Due to the defined nature of the project an entirely asset-based approach was deemed inappropriate. Elements of an asset-based approach were utilised in discussions by facilitators to ensure that the workshop did not focus solely on the negative aspects and considered the assets of Melton Borough that could be maximised through the Melton Local Plan. Consultation has involved a participatory workshop, utilising a user friendly method for creating meaningful and cooperative conversations - led by several facilitators on individual tables. The workshop was conducted in an independent and unbiased way, informed by Chadderton's adapted criteria for effective public participation. A fully representative view from the Melton Borough population was not possible because of time constraints, so the approach of using existing reference group members (18 residents attended the HIA workshop) was considered the best way of gaining views and opinions from residents. There were a small number of attendees at the workshop with an interest in the Melton Local Plan but although not likely to be representative it should not be construed to dilute the messages from the workshop, but needs to be recognised as a limitation.

2.2 A number of potential positive and negative health impacts were identified by participants and a variety of suggested recommendations made for the following areas:

- Lifestyles
- Social and Community Influences
- Living and Environmental Conditions
- Access and Quality of Services
- Economic, Environmental and Sustainability Factors

2.3 The results of the consultation largely echoed the HIA approach described above. The key themes raised by residents are summarised as follows:

- Awareness of the impact of social and community aspects, with a number of suggested recommendations including community build projects, interest groups and activities, meeting rooms, and mixing communities to create community spirit.
- Potential positive and negative impacts of design of buildings and spaces, including consideration to be given to insulation, light and noise suppression, appearance of buildings, use of building materials and the importance of green and open spaces, including reasonable garden sizes in housing plot design in developments.

- Emphasis for the elderly, including points made about the lack of provision of bungalows, and residential and sheltered accommodation for an ageing population in Melton.
- Transport, particularly issues around small villages, including footpath improvements related to coordinating better signposting and disabled access (gates instead of styles). Cycling was identified as not being recognised in the Melton Local Plan with particular recommendations proposing a cycling strategy for Melton Borough to include better identification of routes/cycle paths.
- Allotment provision as a tool to improve diet, physical activity, mental health and community cohesion. Suggested locations for allotments were between new and existing communities and to develop community and school gardens.
- Business development, including a skills academy/enterprise zone in partnership with local employers, enabling the fostering of innovation.
- Better planning around flood risk areas including not building on the flood plain and appropriate use of drainage systems
- Working towards the education and prevention of long term needs and awareness of global sustainability issues within the Melton Local Plan

2.4 Participants ranked their most least and preferred recommendations across three categories including healthy priorities, healthy plans and healthy process. As a result of the consultation exercise the HIA Steering Group has made recommendations for the Working Group to consider and these are listed later in this report.

### 3.0 HIA Steering Group Conclusions

3.1 The HIA has concluded that the Melton Local Plan (Emerging Options 2016) is a well presented document, which demonstrates strong links to public health and its wider determinants. It shows a thorough and detailed approach with many health outcomes considered throughout. The strategic placing of health as a priority could be strengthened within the plan and there is also scope for improving the consistency across the document of the health and wellbeing messages.

3.2 Many positive health impacts were identified across all chapters of the draft local plan. These include impacts on lifestyles (e.g. active travel), Social and community influences (e.g. community cohesion); Living/ environmental conditions (e.g. overcrowding, green and open spaces); Access and quality of services (e.g. new services); and Macro-economic, environmental and sustainability factors (e.g. business development job opportunities, and energy efficiency).

3.3 There were also several potential negative or unintended health impacts identified including pollution, noise, traffic, antisocial behaviour and potential isolation, access and integration issues.

### 4.0 HIA Steering Group Recommendations

4.1 The following recommendations include potential mitigations or enhancements based on the impacts of the Melton Local Plan (Emerging Options 2016) identified above, feedback from the consultation event and agreed by the stakeholder group.

4.2 Overall recommendations from the HIA Steering Group (HIA SG Recommendations)

- The steering group should continue oversight of the health impacts of the Local Plan and monitor and evaluate the recommendations implementation, including

development of further partner relationships, including CCG and social care/community representatives.

- The steering groups should work with partners to maximise the use of Section 106/Community Infrastructure Levy (CIL) funding for new developments that supports implementation of the recommendations to address the wider determinants of health – e.g. infrastructure for active travel including segregated cycle routes where appropriate

## **5.0 Melton Local Plan Chapter Recommendations from the HIA Steering Group, initial officer responses and recommendations**

### **5.1 Chapter 3: Vision and strategic priorities- HIA Steering Group (SG) Recommendations (R)**

HIA SG R1 - Consider incorporating health as part of the vision and/or a strategic priority. Clear strategic acknowledgement will help to ensure that all work streams flowing from the Local Plan will protect and improve health, including its wider determinants beyond provision and access to health care services

HIA SG R2- Consider prioritising active transport within the vision and strategic priorities to enable all relevant strategies to make active travel the default option

### **5.2 Chapter 3: Officer Response**

*The vision for Melton Borough makes reference to “ensure healthy communities” whilst facilitating a sustainable pattern of high quality development. In addition the strategic priorities for the Melton Borough Sustainable Communities Strategy in the last bullet point sets out in the list of objectives to “improve the health and well-being of local people”. Chapter 5 “Melton’s Communities – Strong, Healthy and Vibrant” , under Policy C9 “Healthy Communities”, develops the vision and strategic objectives in further detail by stating that all development proposals should make a positive contribution to promoters of health and well-being. In this respect in answering these points against Chapter 3, Policy C9 should be considered. Policy C9 includes proposals for new health care facilities linked to active transport options, such as public transport services, walking and cycling and are positively promoted as essential in providing healthy communities. Policy C9 states that “proposals for new health care facilities should relate well to public transport services, walking and cycling routes and be accessible to all sectors of the community and goes on to state that “ Opportunities for the multi-use and co-location of health facilities with other services and facilities should be considered to provide co-ordinated care and community focus.” Whilst these words do not make active transport the default position they do make it clear what is expected to be provided in addressing this issue on submission of a major planning application. Policy C9 also states that “health impacts of major development proposals should be considered early in the planning process through the submission of a Health Impact Assessment (HIA) with a planning application”.*

*The Vision, Strategic Objectives and Policy C9 outline as far as is possible of how to achieve a healthy community in response to these two HIA recommendations. It is difficult to consider any more changes in planning policy terms to Chapter 3. The vision and strategic objectives are intended to give an overview in terms of the direction of the Local Plan, whilst Chapter 5 under Policy C9 develops the vision and strategic objectives in more detail. The submission of an acceptable HIA with all future major planning applications, in compliance with Policy C9 and the submitted Local Plan evidence HIA document, will determine how these health issues will be addressed. It may be necessary*

*in the future for the local planning authority to publish planning guidance in greater detail as to what is expected of an applicant's HIA, in addition to Policy C9?*

### **5.3 Recommendation**

No change is proposed to Chapter 3.

### **5.4 Chapter 4: Growing Melton Borough – The Spatial Strategy – HIA Steering Group Recommendations**

HIA SG R3 - Implement measures to minimise the disruption, anxiety and uncertainty that could be experienced by residents during construction of the larger development areas and relocation, particularly vulnerable groups such as older people and those with disabilities. These impacts could be mitigated through careful planning and early involvement of residents and the development and implementation of effective communication plans.

HIA SG R4 - Consider the cumulative impact of increased construction traffic, noise, dust and pollution on residents living in surrounding neighbourhoods of the development and develop plans to mitigate the impact of these including by ensuring that best practice is used e.g. dust minimising measures, noise barriers, and maintaining clean and accessible pavements and roads in and around the construction area

HIA SG R5 - Ensure during the construction phases that pedestrian routes are maintained and that there is good access through and around the town centre, including for emergency vehicle access through development of an access plan in liaison with relevant local partners which identifies alternative safe bus routes and sheltered stops

HIA SG R6 - Foster and enable community cohesion and social networks as part of the new developments, including consideration to minimise disruption to existing social ties and ensure that new communities and residents are able to integrate. e.g. through 'Asset-based community development', community development workers, introducing a community development trust of residents and increasing active citizens opportunities and activities.

HIA SG R7 - Ensure that despite the focus of development on Melton town centre that health inequalities are not widened between smaller rural communities, ensure access and services are available to all

HIA SG R8 - Consider planning smoke free environments in public areas of new developments to reduce the impact of Tobacco smoking on health

HIA SG R9 - Consider greater availability and choice of housing to suit resident's needs with design, landscapes and layouts that reduce opportunities for crime and improve access to services whilst reducing reliance on cars, e.g. diversity of lot sizes, grid like street design, specific guidelines for safety and greater diversity of housing including self-build and eco standards to create safer and healthier environments.

### **5.5 Chapter 4: Officer Response**

*HIA Steering Group Recommendations 3, 4 and 5 - The larger developments will mostly require a masterplan and any disruption caused by construction of that development can be managed by both the masterplan submitted with a planning application and controlled by subsequent planning conditions, if proved to be necessary. Generally in relation to all development proposals, where applicable, disruption due to development construction can*

*be minimised, as practicable and necessary, by the application of planning conditions to decision notices.*

*All major applications would be expected to go through a consultation exercise with the public in the early stages of the planning process and this would result in the early involvement of all residents (vulnerable or not) who may be affected by the development proposal. This issue is not therefore a subject considered to be addressed at the Spatial Strategy level but can be addressed through the planning application process.*

*Consideration could be given to making a reference to managing disruption caused by development construction in Chapter 9 (Managing Development) in relation to the above paragraph?*

*HIA Steering Group Recommendation 6 - This issue is essentially referencing the integration of existing social groups/ties with communities created from new development to enable and foster community cohesion and social networks. This issue is more associated with the aspiration of existing and new communities and is not considered to be able to be an issue to be controlled by planning policy. However, the Spatial Strategy includes a requirement for community facilities with the submission of major housing development, but planning policy has no control of the people using such facilities. An exception to this could be dependent on what detail is to be expected from the submission of a HIA with planning applications for major development – the submission of a HIA with proposals for major developments is required by Policy C9 (Chapter 5).*

*In addition, Policy C9 (Chapter 5) promotes “good quality, accessible green spaces, public realm, sports and recreational facilities close to where people live and work, to encourage greater participation in play, sport, walking and cycling and to maximise opportunities for social interaction”*

*7 - Policy SS3 (Sustainable Communities) point 8 covers this issue. Policy C7 also covers the support for the protection of rural services.*

*8-Smoke free zones in new development to stop the smoking of tobacco cannot be managed by planning policy.*

*9 - Issues raised in this point can be answered in Chapter 5 where different policies relate to different types of housing provision and in Chapter 9 (Managing Development) which covers standard design of development, including siting and layout, landscaping, design for crime prevention etc. all covered in Policy D1.*

## **5.6 Recommendation**

No change is proposed to Chapter 4.

## **5.7 Chapter 5: Melton communities – strong, healthy and vibrant**

HIA SG R10 -Determine the housing needs of vulnerable groups, including the elderly, wheelchair users and disabled residents across Melton Borough and develop an action plan which includes enhancing information, advice and support services to ensure the provision of sufficient and appropriate housing types, including adapted, lifetime and affordable homes which meet the relevant design standards.

HIA SG R11 - Ensure that the delivery of affordable housing is distributed equally across the phases of development so that it does not disproportionately impact on the young, those with low incomes, and first time buyers etc.

## 5.8 Chapter 5: Response

(10) & 11). These points are covered in Chapter 5.

## 5.9 Recommendation

No change is proposed to Chapter 5.

## 5.10 Chapter 6: Melton's Economy – Strong and competitive

HIA SG R12 - Consider training and other employment opportunities such as apprenticeship models afforded by the larger urban developments and business developments, ensuring that local residents including those not in employment or education and those with disabilities are able to benefit from these by ensuring recruitment starts through local job centres before being advertised more widely

HIA SG R13 - Consider working with partners to develop a strategic plan for business development, e.g. including a business enterprise zone that fosters innovation and opportunities.

## 5.11 Response: Chapter 6

12). Points raised are issues covered by employment law and not in the realm of planning policy.

13). Chapter 6 covers Melton's Economy. Policies relate to employment growth, Food Enterprise Zone and food and farming Local Development Order, protecting existing employment areas, maintaining jobs at existing employment sites, Melton business parks, the identification of Employment Growth sectors, Melton Mowbray town centre, other employment and mixed use proposals, retail and commercial leisure requirements in Melton Borough and sustainable tourism. There is adequate reference to the economy and working with partners to promote economic growth.

## 5.12 Recommendation

No change is proposed to Chapter 6.

## 5.13 Chapter 7: Melton Borough's Environment – protected and enhanced

HIA SG R14 - Include consideration of appropriate sized garden, community space and tree provision in the development of new green and open spaces

HIA SG R15 - Consider the development of allotments, community gardens and school garden, particularly between new and existing developments to build community networks

HIA SG R16 - Ensure the development of the sports centre incorporates access for all residents, including vulnerable groups and those with accessibility issues and work with wider partners to encourage those not engaged in sport currently to lead more active lifestyle e.g. through the provision of wider community based activities

## 5.14 Officer Response: Chapter 7

14). Policy EN3, C9 cover the issue of tree provision.

15) Policies EN3, EN7, C9, SS1 and SS3 cover many of these issues

16) Policies SS1 and C9 covers these issues.

## **5.15 Recommendation**

**No change is proposed to Chapter 7.**

## **5.16 Chapter 8: Managing the delivery of the Melton Local Plan**

HIA SG R17 - Consider prioritising active transport methods by working with other departments and wider partners to ensure the provision of active travel infrastructure is supported by interventions to reduce road injuries and develop social norms for active travel e.g. improved awareness, appropriate training, travel plans, 20mph zones, and safer routes to schools programmes.

HIA SG R18 - Develop closer partnership working with CCGs, including integration with social care and community partners, to consider the needs of the development on health services and ensure delivery options are appropriate for the population, including influencing the wider determinants of health

HIA SG R19 - Ensure the standard, appearance and quality of new services and housing developments are maintained over time.

HIA SG R20 - Consider the inclusion of technology in the design of developments, e.g. incorporating new technologies into homes and explore the opportunity for incorporating novel technology e.g. telephone health care and fall alert systems etc.

## **5.17 Officer Response: Chapter 8**

*17) & 18). Policy C9 covers these issues*

*19) Housing maintenance and related services cannot be covered by planning policy.*

*20) The points made cannot be covered by planning policy.*

## **5.18 Recommendation**

No change is proposed to Chapter 8.

## **5.19 Chapter 9: Managing Development**

HIA SG R21 - Continue to advocate for the permeable streets approach in other aspects of the Local Plan, such that pedestrians and cyclists are given priority. This could include planning improved foot and cycle path routes, particularly for disabled access

## **5.20 Officer Response: Chapter 9**

*21). Policy D1 covers these issues.*

## **5.21 Recommendation**

No change is proposed to Chapter 9.

## **5.22 HIA SG comments on Evaluation and Monitoring**

Evaluation and monitoring of the HIA should utilise existing models and approaches where possible (30,31). The inclusion of health related monitoring targets could be included within the final Local Plan monitoring framework, which is to be agreed.

## **5.23 Process evaluation**

This will include undertaking a review of the HIA process to determine its quality including if methods and approaches used were those that would be expected to produce valid predictions on theoretical grounds.

This should include reflection by the project steering group including the usefulness of the different stages involved, extent and effectiveness of partnership working and the degree of local involvement.

#### 5.24 Outcome evaluation

This will include an assessment of how the information from the final HIA report was used, whether the target audiences found it useful and whether or not it influenced decision-making and developments with respect to Melton Local Plan.

#### 5.25 Officer Response (to paragraphs 5.22, 5.23 and 5.24)

*The evaluation and monitoring process, in addition to these points, will depend on the consistency of applying a HIA to major planning applications. Paragraph 5.2 of this report suggests consideration of producing future developer guidance of what is expected of the content of a HIA in its submission with a major planning application in compliance with Local Plan Policy C9 – this should help towards consistency in applying HIA's to major planning applications and hence consistency in evaluation and monitoring of all future HIAs submitted with major planning applications.*

#### 5.26 Recommendation

No change is proposed to the Local Plan.

#### 5.27 Overall Recommendation

The recommendations of the HIA Steering Group listed in this report should be given consideration against the relevant policies of the Melton Local Plan and where relevant to specific policies the recommendations of the HIA Steering Group should be reflected in those policies and/or supporting text.

It is not envisaged that the HIA will involve much change (if any) to the Melton Local Plan policies (as many of the issues highlighted by the HIA are already covered) but it is noted that many of the recommendations from the HIA are about adding emphasis into the Melton Local Plan policies and supporting text in relation to public health issues. Chapters 3 to 9 cover many of the recommendations by the HIA Steering Group (as relevant for inclusion within planning policy) and it is for Council to give consideration as to whether further changes are to be recommended.

Whatever the outcomes are from consideration of whether there should be further amendment to the policies of the Local Plan, and as many of the issues highlighted in the HIA have been covered, it is recommended that:

- (i) the study is accepted as additional evidence to inform the drafting of the Local Plan;**
- (ii) note the evaluation and monitoring guidance from the HIA; and**
- (iii) consider additional future developer guidance on the expected content of a HIA to be submitted with major planning applications – as required by Local Plan Policy C9 (see policy wording in Item 3A, appendix A5 of this agenda).**