

May 2012

NORTH WEST LEICESTERSHIRE LOCAL PLAN: CORE STRATEGY

DISTRIBUTION OF NEW HOUSING DEVELOPMENT

**SUSTAINABILITY APPRAISAL
BACKGROUND PAPER**



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1.0 BACKGROUND

- 1.1 The 2008 Consultation put forward 4 options for housing distribution, but it was made clear that the final distribution would not necessarily reflect one particular option per se. These options are set out at Appendix 1. A consistent theme of all of these options was that Coalville was always identified as having the largest amount of development to reflect the requirements of the Regional Plan. However, the amount of development in Coalville varied between the different options, as did the amounts of development in the other main settlements (referred to at that time as Rural Towns).
- 1.2 Subsequent work on the Strategic Housing Land Availability Assessment (SHLAA) identified that both Option 1 and 2 had very serious deliverability issues in the Coalville area. This was noted in a report to Cabinet on 14 July 2009 and suggested that Options 3 and 4 to be considered further as providing the basis for the distribution of development.
- 1.3 A further report to the Council's Cabinet of 20th October 2009 suggested the following distribution of development.

Table 1 – Suggested housing figures October 2009.

	Dwellings 2006- 2026
Coalville	6,500
Ashby	1,000
Castle Donington	1,000
Ibstock	500
Kegworth	300
Measham	400
Other [Rest of District]	500
Total	10,200

- 1.4 A further report to the 1st March 2011 Cabinet suggested a revised overall figure of 8,000 dwellings and the following distribution of development:

Table 2 – suggested housing figures March 2011.

	Total no of dwellings required 2006 – 2026
Coalville	4,398
Ashby	785
Castle Donington	785
Ibstock	393
Kegworth	233
Measham	313
Rest of district	393
Total	8,000*

* a figure of 700 dwellings not included in the above table were to be re-distributed from Coalville to other settlements.

- 1.5 A further report to the 18th October 2011 Cabinet suggested a revised overall figure of 9,700 dwellings and the following distribution of development:

Table 3 – suggested housing figures October 2011

	Total no of dwellings required 2006 – 2031
Coalville	5,000
Ashby de la Zouch	1,400
Castle Donington	1,000
Ibstock	500
Kegworth	450
Measham	450
Rest of district	900
Total	9,700

- 1.6 It is necessary that the distribution of new housing development be subject to Sustainability Appraisal in order to ensure that what is proposed has had due regard to the issue of sustainability.
- 1.7 Therefore, appraisals of each of the possible distributions set out above that have been considered as part of the preparation of the Core Strategy have been undertaken

- 1.8 The results of the Sustainability Appraisal, which uses the objectives established as part of Sustainability Appraisal Scoping Report, are set out in Appendix 2.
- 1.9 Each of the three options considered has a different overall figure due to the decision to revise the overall housing figure. However, what is considered as part of the Sustainability Appraisal is not the overall figure, but how the distribution of development is likely to perform against the Sustainability Objectives. Therefore, this difference between the various options is not considered to be crucial in respect of the issue of distribution of development.

2.0 OUTCOME OF APPRAISAL

2.1 Before considering the outcome from the appraisal it is worth noting that there were some difficulties encountered in undertaking the appraisal. These were:

- The assessment undertaken is at quite a high level which makes it difficult to be certain in many instances as to the impact of one or more of the options on the various factors considered. Only when more details are known, for example in respect of the actual location of development, will the true extent of any impact be clearer.
- There is a lot of similarity between some of the options such that the results of the appraisal are similar for one or more of the options
- Whilst an impact in more than one option might be recorded as being the same (positive, negative etc), there may be slight differences in the impact such that one option is better (or worse) compared to one or more of the other options. This distinction is not immediately apparent from the results.

2.2 In summary the Sustainability Appraisal of the various potential housing distributions shows that:

Overall

- For most objectives the impact is unpredictable. In many cases a negative impact is potentially off-set by a positive impact and vice-versa.
- For a large number of objectives there was no identifiable relationship
- At this stage there are few positive impacts which have been identified and there are more negative impacts.
- A number of negative impacts are associated with the potential effects of needing to travel from smaller settlements to access services and facilities. This has consequences in terms of seeking to reduce the number of journeys, the generation of pollution and energy use. However, it is the same issues which are then positive for some of the other options.

October 2009

- The impact on the objectives was 1 positive, 4 negative, 8 unpredictable and 9 no identifiable relationship.
- The only positive impact was in respect of providing good quality homes as the distribution struck a reasonable balance between homes in larger and smaller settlements, thus making it more likely that there would be a reasonable supply of affordable housing.

- The negative impacts reflect the overall findings outlined above as being related to the effects associated with travel. However, in addition, it was considered that there would be negative impacts in respect of the efficient use of land.
- Of the unpredictable effects six (impact on heritage assets; character of the built environment; landscape character; biodiversity and geo-diversity; flooding and open space) these were all attributable to the fact that the nature and extent of any impact (positive or negative) will largely depend upon the location, size and design of any new development. The two remaining factors related to the potential impact on the vitality and viability of existing centres and social inclusion.

March 2011

- The impact on the objectives was 2 positive, none negative, 11 unpredictable and 9 no identifiable relationship.
- The positive impacts related to the efficient use of land and energy usage, primarily because locating more development in larger settlements is likely to reduce the need to travel and can utilise Brownfield sites whilst any Greenfield sites are likely to be able to be developed at a higher density than in smaller, rural settlements.
- There were no negative impacts recorded reflecting the fact the need to travel should be reduced under this option.
- Of the unpredictable effects six (impact on heritage assets; character of the built environment; landscape character; biodiversity and geo-diversity; flooding and open space) these were all attributable to the fact that the nature and extent of any impact (positive or negative) will largely depend upon the location, size and design of any new development. The five remaining factors related to the potential impact on the provision of good quality affordable homes; reducing the need to travel (as it was not clear if the potential benefits would be sufficient to justify this as a positive impact); the vitality and viability of existing centres; social inclusion and pollution

October 2011

- The impact on the objectives was 1 positive, 4 negative, 8 unpredictable and 9 no identifiable relationship.
- The only positive impact related to enhancing the vitality and viability of existing town centres and village centres as a result of having such large number of new houses in the rural areas.
- The negative impacts reflect the overall findings outlined above as being related to the effects associated with travel. However, in addition, it was considered that there would be negative impacts in respect of the efficient use of land objective.

- Of the unpredictable effects (vitality and viability of town centres, social inclusion, impact on heritage assets; character of the built environment; landscape character; biodiversity and geo-diversity; flooding and open space) these were all attributable to the fact that the nature and extent of any impact (positive or negative) will largely depend upon the location, size and design of any new development.

Overall conclusion

- 2.3 The result of the Sustainability Appraisal suggests that the March 2011 distribution is more positive from a sustainability point of view than the October 2009 and October 2011, both of which produced identical results. The March 2011 distribution has no negative impacts, although it does have the greatest number of unpredictable impacts (11) whilst all had the same number of no identifiable relationships (9). On the basis of this assessment it was concluded that the October 2011 distribution should be re-considered to ensure a more sustainable pattern of development.
- 2.4 As a result if this re-consideration of the distribution of development figures (more details of which are set out in a separate background paper), the distribution proposed is:

Table 4 – Housing distribution April 2012

Coalville	4,950
Ashby	1,400
Castle Donington	1,300
Ibstock	550
Kegworth	450
Measham	550
Rest of District	500
Total	9,700

- 2.4 This was subjected to a separate Sustainability Appraisal as set out in Appendix 3.
- 2.5 The results of the assessment were identical to those for March 2011 (i.e. the impact on the objectives was 2 positive, none negative, 11 unpredictable and 9 no identifiable relationship).

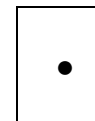
APPENDIX 1 – HOUSING DISTRIBUTIONS SUGGESTED IN 2008 CONSULTATION

Settlement	Option 1 – The Coalville Focus Option	Option 2 - Coalville focus with significant amount in a Rural Town	Option 3 - Coalville focus with a significant amount in two of the Rural Towns	Option 4 – Coalville focus with significant amount in two of the Rural Towns
Coalville	9800 dwellings	8000 dwellings	5400 dwellings	7700 dwellings
Ashby de la Zouch	500 dwellings	2400 dwellings	1800 dwellings	500 dwellings
Castle Donington	500 dwellings	350 dwellings	1200 dwellings	1000 dwellings
Ibstock	100 dwellings	100 dwellings	1000 dwellings	1000 dwellings
Kegworth	50 dwellings	75 dwellings	800 dwellings	400 dwellings
Measham	50 dwellings	75 dwellings	800 dwellings	400 dwellings

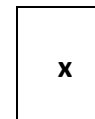
APPENDIX 2 – SUSTAINABILITY APPRAISAL OF VARIOUS SUGGESTED DISTRIBUTIONS OF DEVELOPMENT

Key to appraisal symbols used

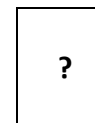
Likely to contribute to the achievement of greater sustainability according to the identified objective



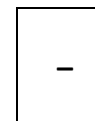
Likely to hinder the achievement of greater sustainability according to the identified objective



Likely effect but too unpredictable to specify, or multiple impacts which are potentially both positive and negative



No identifiable relationship between the topic covered in the policy and the sustainability concern



OPTIONS CONSIDERED

	OCTOBER 2009	MARCH 2011	OCTOBER 2011
Coalville	6,500	4,398	5,000
Ashby	1,000	785	1,400
Castle Donington	1,000	785	1,000
Ibstock	500	393	500
Kegworth	300	233	450
Measham	400	313	450
Outside Coalville and Rural Towns	500	393	900
Total	10,200	8,000*	9,700

* a figure of 700 dwellings was to be re-distributed from Coalville to other settlements.

SUSTAINABILITY OBJECTIVE	OCTOBER 2009	MARCH 2011	OCTOBER 2011
Provide an adequate supply of good quality employment land needed to encourage and accommodate indigenous and inward investment	–	–	–
Help develop a prosperous, competitive and diverse rural economy which adds value to existing agricultural, forestry and leisure sectors.	–	–	–
Make the most efficient use of land	X	•	X
	A reasonable amount of development in rural areas is likely to involve Greenfield sites as there are few Brownfield sites in rural areas and may be at lower densities to reflect the existing character of such areas,.	With virtually all development in Coalville and the Rural Towns new development should be at a reasonable density and can take advantage of brownfield opportunities that tend to be concentrated in these settlements.	A reasonable amount of development in rural areas is likely to involve Greenfield sites as there are few Brownfield sites in rural areas and may be at lower densities to reflect the existing character of such areas.
Reduce waste generation and promote re-use and recycling	–	–	–
	The overall amount of development is more likely to impact on this factor than the distribution.	The overall amount of development is more likely to impact on this factor than the distribution.	The overall amount of development is more likely to impact on this factor than the distribution.

Reduce water consumption	–	–	–
	The overall amount of development is more likely to impact on this factor than the distribution.	The overall amount of development is more likely to impact on this factor than the distribution.	The overall amount of development is more likely to impact on this factor than the distribution.
Provide good quality homes that meet local needs and reflect local circumstances	•	?	•
	Under this option there would be more scope to deliver affordable housing as there is less development in the rural areas, but there would also still be a reasonable amount of development in rural areas which would meet some local needs, as well as more general market needs.	Under this option most development would be concentrated in Coalville and the Rural Towns and will be of sufficient scale to support the provision of a significant amount of affordable housing. However, this may be offset by the limited amount of new housing in rural areas which may reduce the scope for local people to access the local housing market and local need will not be met.	Under this option there would be more scope to deliver affordable housing as there is less development in the rural areas, but there would also still be a reasonable amount of development in rural areas which would meet some local needs, as well as more general market needs.
Reduce the need to travel and extend public transport choices for non car modes (public transport, walking and cycling)	X	?	X
	In this option about 10% of all new development would be in settlements outside of Coalville and Rural Towns. These settlements have fewer facilities and generally speaking poorer public transport accessibility and so it is likely that this would not reduce the need to travel to the extent required.	Under this option only 5% of all new development would be in rural areas but it is not clear as to whether this would reduce the need to travel sufficiently such that this option could be regarded as having a positive impact.	In this option about 9% of all new development would be in settlements outside of Coalville and Rural Towns. These settlements have fewer facilities and generally speaking poorer public transport accessibility and so it is likely that this would not reduce the need to travel to the extent required.
Enhance the vitality and viability of existing town centres and village centres	?	?	?
	Having the vast majority of new housing development in all the larger settlements is likely to benefit those centres. However, putting less	Having the vast majority of new housing development in all the larger settlements is likely to benefit those centres. However, putting less development in rural areas	Having the vast majority of new housing development in all the larger settlements is likely to benefit those centres. However, putting less

	development in rural areas could have an adverse impact on the services and facilities in these areas, therefore negating any benefits elsewhere.	could have an adverse impact on the services and facilities in these areas, therefore negating any benefits elsewhere.	development in rural areas could have an adverse impact on the services and facilities in these areas, therefore negating any benefits elsewhere.
Improve the health and wellbeing of the district's population	–	–	–
Promote social inclusion and reduce inequalities across the District	?	?	?
	Provision of reasonable amount of housing in rural areas may provide social benefits if existing residents are able to remain in these settlements. However, may partly depend upon issues of affordability so there is no guarantee that this benefit would be realised.	Provision of limited amount of new housing in rural areas will disadvantage residents seeking to access housing market, although this may partly be offset by the fact that most new development will occur where people have access to services and facilities.	Provision of reasonable amount of housing in rural areas may provide social benefits if existing residents are able to remain in these settlements. However, may partly depend upon issues of affordability so there is no guarantee that this benefit would be realised.
Reduce crime and fear of crime	–	–	–
Increase education attainment and promote lifelong learning and training	–	–	–
Encourage jobs that match the skills and needs of local residents	–	–	–
Conserve and	?	?	?

enhance the character, diversity and local distinctiveness of the District's cultural, historic and archaeological heritage	Ashby de la Zouch, Castle Donington, Ibstock and Measham have designated Conservation Areas. Potential that any new development could impact upon this factor but would depend upon the individual development and its exact location in relation to these areas and other features of interest. The impact in rural villages which have designated Conservation Areas is also potentially significant due to the amount of development in rural areas.	Ashby de la Zouch, Castle Donington, Ibstock and Measham have designated Conservation Areas. Potential that any new development could impact upon this factor but would depend upon the individual development and its exact location in relation to these areas and other features of interest. The impact in rural villages which have designated Conservation Areas is also likely to be less by virtue of the least amount of development in these areas of all the options considered.	Ashby de la Zouch, Castle Donington, Ibstock and Measham have designated Conservation Areas. Potential that any new development could impact upon this factor but would depend upon the individual development and its exact location in relation to these areas and other features of interest. Under this option the amount of development in these settlements is the highest and so the impact is likely to be greater than all other options. A number of villages in rural areas also have designated Conservation Areas which could also be impacted upon depending on location and scale of development.
Conserve and enhance the character, diversity and local distinctiveness of the District's built environment	?	?	?
	New development could have an impact upon this factor, either positive or negative, but the exact nature of any impact will depend upon the individual developments themselves.	New development could have an impact upon this factor, either positive or negative, but the exact nature of any impact will depend upon the individual developments themselves.	New development could have an impact upon this factor, either positive or negative, but the exact nature of any impact will depend upon the individual developments themselves.
Conserve and enhance the quality of the District's landscape character	?	?	?
	Under this option there would be a reasonable amount of development outside of Coalville and the Rural Towns. This would be likely to have an impact upon landscape character, although the fact that development would be spread across the district could avoid significant local impacts. Any new development	Under this option there would be a limited amount of development outside of Coalville and the Rural Towns and so it is likely that there would be less impact than any other options considered. However, whatever development takes place could have an impact upon this objective, either positive or negative, but the exact nature	Under this option there would be a reasonable amount of development outside of Coalville and the Rural Towns. This would be likely to have an impact upon landscape character, although the fact that development would be spread across the district could avoid significant local impacts. Any new development

	could have an impact upon this objective, either positive or negative, but the exact nature of any impact will depend upon the individual developments themselves.	of any impact will depend upon the individual developments themselves.	could have an impact upon this objective, either positive or negative, but the exact nature of any impact will depend upon the individual developments themselves.
Protect and enhance the District's Biodiversity and Geodiversity	?	?	?
	Significant development in the River Mease catchment could have adverse impact upon SAC, although not clear at this time. Elsewhere potential impact upon this factor will largely depend upon where development takes place and what mitigation measures are incorporated in to development.	Significant development in the River Mease catchment could have adverse impact upon SAC, although not clear at this time. This option would result in less development than other options so any impact is likely to be less. Elsewhere potential impact upon this factor will largely depend upon where development takes place and what mitigation measures are incorporated in to development.	Significant development in the River Mease catchment could have adverse impact upon SAC, although not clear at this time. Elsewhere potential impact upon this factor will largely depend upon where development takes place and what mitigation measures are incorporated in to development.
Reduce flood risk and impact from floodings	?	?	?
	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact. However, the fact that the Coalville area would take the vast majority of development would be an advantage as this area is less affected by flooding than others.	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact.	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact.
Reduce water, air, light and noise pollution to levels to avoid damage natural systems and protect human health	X	?	X
	The reasonable amount of development outside Coalville and the Rural Towns is likely to lead to a need to travel to access most services and facilities and so is likely to increase (or at least not	Under this option there would be a limited amount of development outside of Coalville and the Rural Towns. This should reduce the need for people to travel to access services and facilities and so could	The reasonable amount of development outside Coalville and the Rural Towns is likely to lead to a need to travel to access most services and facilities and so is likely to increase (or at least not

	reduce) air pollution associated with private vehicles.	be beneficial in reducing air pollution associated with private vehicles. However, there is no guarantee that people living in larger settlements will not use private vehicles to access services and facilities which could result in more traffic in the larger settlements and hence pollution to offset any benefits. To some extent this will depend upon the exact location and nature of any development and any mitigation measures taken to discourage people from using private vehicles.	reduce) air pollution associated with private vehicles.
Maintain and enhance open-space , sport and recreation provision	?	?	?
	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact.	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact.	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact.
Support sustainable extraction and the reuse and recycling of minerals and aggregate resources	–	–	–
Reduce energy	X	●	X

requirements across the District and increase the proportion of that requirement met from renewable or low carbon sources	A reasonable amount of development in rural areas outside of Coalville and the Rural Towns where there are a good range of services and facilities will mean that there is a need to travel to these settlements. Whilst some of this may be on public transport it is likely that most will involve the use of private vehicles which will result in additional (or at least not reduced) CO2 consumption.	Under this option there would be a limited amount of development outside of Coalville and the Rural Towns. This should reduce the need for people to travel to access services and facilities and so not result in the use of as much energy as the October 2009 option. Also by locating more development in larger settlements it will be more likely that such developments will be of scale where it is easier to achieve economies of scale and hence incorporate appropriate measures to reduce energy consumption and/or renewable energy technologies	A reasonable amount of development in rural areas outside of Coalville and the Rural Towns where there are a good range of services and facilities will mean that there is a need to travel to these settlements. Whilst some of this may be on public transport it is likely that most will involve the use of private vehicles which will result in additional (or at least not reduced) CO2 consumption.
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APPENDIX 3 – SUSTAINABILITY APPRAISAL OF DISTRIBUTION PROPOSED IN CORE STRATEGY

SUSTAINABILITY OBJECTIVE	APRIL 2012
Provide an adequate supply of good quality employment land needed to encourage and accommodate indigenous and inward investment	–
Help develop a prosperous, competitive and diverse rural economy which adds value to existing agricultural, forestry and leisure sectors.	–
Make the most efficient use of land	• With virtually all development in Coalville and the Rural Towns new development should be at a reasonable density and can take advantage of Brownfield opportunities that tend to be concentrated in these settlements.
Reduce waste generation and promote re-use and recycling	– The overall amount of development is more likely to impact on this factor than the distribution.
Reduce water consumption	– The overall amount of development is more likely to impact on this factor than the distribution.
Provide good quality homes that meet local needs and reflect local circumstances	? Under this option most development would be concentrated in Coalville and the Rural towns and will be of sufficient scale to support the provision of a significant amount of affordable housing. However, this may be

	offset by the limited amount of new housing in rural areas which may reduce the scope for local people to access the local housing market and local need will not be met.
Reduce the need to travel and extend public transport choices for non car modes (public transport, walking and cycling)	?
	Under this option only 4.6% of all new development would be in rural areas but it is not clear as to whether this would reduce the need to travel sufficiently such that this option could be regarded as having a positive impact.
Enhance the vitality and viability of existing town centres and village centres	?
	Having the vast majority of new housing development in all the larger settlements is likely to benefit those centres. However, putting less development in rural areas could have an adverse impact on the services and facilities in these areas, therefore negating any benefits elsewhere.
Improve the health and wellbeing of the district's population	–
Promote social inclusion and reduce inequalities across the District	?
	Provision of limited amount of new housing in rural areas will disadvantage residents seeking to access housing market, although this may partly be offset by the fact that most new development will occur where people have access to services and facilities.
Reduce crime and fear of crime	–
Increase education attainment and promote lifelong learning and training	–
Encourage jobs that match the skills and needs of local residents	–

Conserve and enhance the character, diversity and local distinctiveness of the District's cultural, historic and archaeological heritage	?
	Ashby de la Zouch, Castle Donington, Ibstock and Measham have designated Conservation Areas. Potential that any new development could impact upon this factor but would depend upon the individual development and its exact location in relation to these areas and other features of interest. A number of villages in rural areas also have designated Conservation Areas which could also be impacted upon depending on location and scale of development, although the overall amount of development in these areas is limited and so there is likely to be less impact.
Conserve and enhance the character, diversity and local distinctiveness of the District's built environment	?
	New development could have an impact upon this factor, either positive or negative, but the exact nature of any impact will depend upon the individual developments themselves.
Conserve and enhance the quality of the District's landscape character	?
	Under this option there would be reasonably limited amount of development outside of Coalville and the Rural Towns. However, whatever development takes place could have an impact upon this objective, either positive or negative, but the exact nature of any impact will depend upon the individual developments themselves.
Protect and enhance the District's Biodiversity and Geodiversity	?
	Significant development in the River Mease catchment could have adverse impact upon SAC, although not clear at this time. Elsewhere potential impact upon this factor will largely depend upon where development takes place and what mitigation measures are incorporated in to development.
Reduce flood risk and impact from flooding	?
	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact.
Reduce water, air, light and noise pollution to levels to avoid damage	?

natural systems and protect human health	Under this option there would be a limited amount of development outside of Coalville and the Rural Towns. This should reduce the need for people to travel to access services and facilities and so could be beneficial in reducing air pollution associated with private vehicles. However, there is no guarantee that people living in larger settlements will not use private vehicles to access services and facilities which could result in more traffic in the larger settlements and hence pollution to offset any benefits. To some extent this will depend upon the exact location and nature of any development and any mitigation measures taken to discourage people from using private vehicles.
Maintain and enhance open-space , sport and recreation provision	?
	The location of specific developments could impact upon this factor but not possible at this stage to determine exact nature of impact.
Support sustainable extraction and the reuse and recycling of minerals and aggregate resources	—
Reduce energy requirements across the District and increase the proportion of that requirement met from renewable or low carbon sources	•
	Under this option there would be a limited amount of development outside of Coalville and the Rural Towns. This should reduce the need for people to travel to access services and facilities and so not result in the use of as much energy as some of the other options considered. Also by locating more development in larger settlements it will be more likely that such developments will be of scale where it is easier to achieve economies of scale and hence incorporate appropriate measures to reduce energy consumption and/or renewable energy technologies.