

Loughborough Former General Hospital and Aumbery Gap Development Brief

Supplementary Planning Document

Revised following consultation – February 2007

SUSTAINABILITY APPRAISAL REPORT

Former General Hospital and Aumberry Gap Development Brief Supplementary Planning Document Sustainability Appraisal Report

Introduction

1. Sustainability Appraisal is an integral part of the process for preparing Supplementary Planning Documents (SPDs). It is about making sure that, by carrying out the proposals set out in such planning documents, the aim of sustainable development is achieved. To achieve sustainable development the Government has 4 objectives:

- Social progress which recognises the needs of everyone
- Effective protection of the environment
- Prudent use of natural resources and
- Maintenance of high and stable levels of economic growth and employment

2. The contribution to sustainable development is a key aim of planning. Sustainable development is simply about ensuring a better quality of life for everyone now and for future generations. A widely used definition was drawn up the World Commission on Environment and Development in 1987:

'development that meets the needs of the present without compromising the ability of future generations to meet their own needs'.

3. In applying the principles of sustainable development the Council must consider how its planning documents address the four Government objectives. They should seek to achieve outcomes that enable social, environmental and economic objectives are reached together over time. Sustainability appraisal is a tool for achieving this aim.

Methodology

4. The Planning and Compulsory Purchase Act 2004 makes Sustainability Appraisal a requirement for Development Plan Documents and Supplementary Planning Documents. Alongside this is the requirement to undertake environmental assessment of plans and programmes through the European Directive 2001/42/EC. Regulations on Local Development (SI 2004/2204) and the Environmental Assessment of Plans and Programmes (SI 2004/1633) as well as draft Government guidance on sustainability appraisal have also been taken into account in developing an approach. This includes the following stages:

- Setting the context, objectives and baseline data
- Developing and refining options
- Appraising the effects of the draft DPD or SPD
- Consultation on the Sustainability Report and draft DPD or SPD
- Monitoring the implementation of the DPD or SPD

5. The approach adopted for this Sustainability Appraisal Report follows the method being developed by Halcrow Group Ltd for Sustainability Appraisal of the documents comprising Charnwood's Development Framework.

6. A sustainability matrix has been drawn up to assess consistently all the component documents of Charnwood's Development Framework. It takes account of the objectives of national, regional and local planning policy, other strategies, plans and programmes. The matrix assesses the proposals or principles in each document against 27 sustainability objectives in order to establish the economic, social and environmental effects. Where detrimental effects were revealed by this process the document has been revised where possible to reduce or reverse the effect.
7. This Sustainability Appraisal Report focuses on the Former General Hospital and Aumberry Gap Development Brief SPD.
8. The initial Sustainability Appraisal for the Former General Hospital and Aumberry Gap Development Brief SPD was undertaken by Council officers in July 2006. It was revised in February 2007.
9. Appendix I signposts the components of this Sustainability Report which make up the Environmental Report for the purposes of complying with the Strategic Environmental Assessment Directive (2001/42/EC).

Context

10. The Corporate Plan to 2011/12 'Leading in Leicestershire' sets out the overarching priority for the Council as:

*Ensuring the Borough is recognised as Leading in Leicestershire
for the quality of its living environment for all.*

This SPD will support the Council's overarching priority and is relevant to the key aims of the Corporate Plan. Six aims have been identified to support achievement of the priority:

- A sustainable environment;
 - A clean, safe and healthy environment;
 - Leisure and cultural opportunities for all;
 - Decent homes and neighborhoods;
 - An economically prosperous environment;
 - An excellent council.
11. The Former General Hospital and Aumberry Gap Development Brief SPD has been prepared in the context of the Borough of Charnwood Local Plan particularly policies EV/1, CA/4(b) and TR/2.
 12. Policy EV/1 indicates that the Borough Council will seek to ensure a high standard of design in all new developments. The policy sets out a number of criteria against which new development proposals will be judged. To implement policy EV/1 the Council has approved a key document "Leading in Design" which gives guidance on all aspects of design. It has itself been the subject of a sustainability appraisal. It has been closely followed in the writing of the Former General Hospital and Aumberry Gap Development Brief SPD.
 13. Policy CA/4(b) states that planning permission will be granted for the redevelopment of the identified Opportunity Sites at Fennel Street, Baxter Gate and Leicester Road with particular reference to uses at Ground Floor level. It sets out the basic principles for

redevelopment and the Development Brief expands those principles and seeks to clarify them so that appropriate planning applications will be made.

14. Policy TR/2 says that planning permission will not be granted for development that would prejudice the construction of the Inner Relief Road.

Background

15. The purpose of the Former General Hospital and Aumberry Gap Development Brief SPD is to establish the design principles and features that are considered necessary to implement redevelopment of the area of Loughborough town centre that comprises the Former General Hospital site on Baxter Gate, Aumberry Gap, Barrow Street, Leicester Road, High Street and Pinfold Gate.

16. This area has been recognised as an important opportunity site in the context of the Loughborough Town Centre Master Plan in which the Loughborough Inner Relief Road is a key component, and especially so for this particular opportunity site which will be bounded by the new road. The vision for the area is a development of high quality, which will transform an existing blighted area, containing a significant number of vacant buildings and extensive surface parking and servicing areas, into a positive part of the town centre offering a mix of uses, distinctive architecture, respect for heritage assets and an innovative approach to the treatment of the public realm.

17. The aims of the Development Brief are:

- To ensure that any new development pays due regard to the site context and features, planning objectives for the wider area and existing amenities;
- To facilitate phased site development, whilst optimising the area's potential and the quality of the development;
- To inform investment decisions, and land disposals and acquisitions by clarifying development constraints;
- To stimulate interest among owners, developers and prospective occupiers so as to bring the land forward for development;
- To encourage co-operation between owners;
- To ease the planning process for potential applicants, Council officers and Members by anticipating issues and offering greater certainty;
- To provide guidance to Council officers and Members to assist in the determination of planning applications.

18. The planning objectives for the area of the opportunity site are:

- Well planned and phased development, which makes efficient use of brownfield land and follows an urban design strategy based on a structure of routes, public spaces, active frontages, new built form and reuse of buildings of heritage value;
- A coherent, distinctive and attractive development which responds to the positive characteristics and heritage value of its surroundings and relates sensitively to its neighbours;
- A mix of uses that reflect the site's town centre location and includes a significant residential content;
- A development that enhances all key frontages, including new frontages to the proposed Inner Relief Road (IRR) and the proposed principal pedestrian route through the site;

| Former General Hospital and Aumberry Gap Development Brief SPD | | | | | | | | | | | | | | | |
|--|--|--------------------|---|---------------------|----------------------|-----------------|--------------|------------------|-------------------------|------------------|-------------------------------------|------------|----------------|---|---|
| Objective | Vision & Planning Objectives | General Principles | Appropriate Uses | Built Form & Layout | Scale of Development | Heritage Assets | Public Realm | Vehicular Access | Shop Fronts and Signage | Cycle Facilities | Access for People with Disabilities | Public Art | Sustainability | | |
| Natural Environment | To maintain and enhance biodiversity, flora and fauna | ↑ | The General Principles follow the guidance in the Council's adopted SPD "Leading in Design" which has been the subject of Sustainability Appraisal. | ↑ | ↑ | ↑ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ↑ | |
| | To maintain and enhance the landscape and townscape character | ↑ | | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ○ | ○ | ↑ | D | |
| | To protect and improve surface and groundwater quality | ↑ | | ↑ | ↑ | ↑ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ↑ |
| | To minimise water consumption | ○ | | ↑ | ↑ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ↑ |
| | To improve air quality | ○ | | ↑ | ↑ | ○ | ○ | ↑ | ○ | ○ | ↑ | ○ | ○ | ○ | ↑ |
| | To conserve soil resources and quality | ○ | | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| | To reduce contributions to climate change | ○ | | ↑ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ↑ | ○ | ○ | ○ | ↑ |
| | To reduce vulnerability to climate change | ○ | | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ↑ | ○ | ○ | ○ | ↑ |
| Heritage | To conserve and enhance the historic and cultural environment | ↑ | | ↑ | ↑ | ↑ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ↑ | ↑ | ↑ |
| | To increase the re-use of previously developed land and buildings | ↑ | | ↑ | ↑ | ↑ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| Material assets | To reduce the extraction of new and increase the reuse and recycling of minerals and aggregates resources | ↑ | | ↑ | ↑ | D | ○ | ○ | D | ○ | ↑ | ○ | ○ | ○ | ↑ |
| | To manage waste in accordance with the waste hierarchy in all sectors (i.e. household, commercial and industrial) | ○ | | ↑ | ↑ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ↑ |
| | To minimise the use of energy and optimise the use of renewable resources | ○ | | ↑ | ↑ | ○ | ○ | ○ | ○ | ↑ | ↑ | ○ | ○ | ○ | ↑ |
| | To increase sustainable design and construction | ○ | | ○ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ↑ | ○ | ○ | ○ | ↑ |
| Social | To increase the population's access to a full range of appropriate public, private, community and voluntary services | ↑ | | ↑ | ↑ | ↑ | ○ | ↑ | D | ○ | ○ | ↑ | ↑ | ○ | ○ |
| | To increase access to the countryside, open spaces and semi urban environments (eg parks) | ○ | | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ↑ | ○ | ○ | ○ |
| | To promote a strong community where people feel they have a say in the future | ○ | | ↑ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ↑ | ↑ | ↑ | ○ | ○ |
| | To reduce crime, anti social behaviour and increase community safety | ↑ | | ↑ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ○ | ○ | ↑ | ○ | ○ |
| | To increase the population's access and opportunity to participate in culture, media and sport | ↑ | ○ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ○ | ↑ | ↑ | ○ | ○ | |
| | To ensure that the housing stock meets the housing needs of all sections of the community | ↑ | ↑ | ↑ | ↑ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | |
| | To reduce poverty and social exclusion | ○ | ○ | ↑ | ○ | ○ | ↑ | ○ | ○ | ○ | ↑ | ○ | ○ | ↑ | |
| | To increase learning, skills and employability for all sections of the community | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ↑ | ○ | ○ | ○ | |
| | To increase the vibrancy and viability of settlements | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ○ | ○ | ↑ | ↑ | ↑ | ○ | ○ | |
| | To increase healthy life styles | ○ | ↑ | ↑ | ○ | ○ | ↑ | ○ | ○ | ↑ | ○ | ↑ | ○ | ↑ | |
| Economy | To encourage a sustainable economy | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | ↑ | |
| | To increase efficient patterns of movement to support a sustainable economy | ○ | ↑ | ↑ | ↑ | ○ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ○ | ↑ | |
| | To reduce disparities in economic performance | ○ | ↑ | ↑ | ○ | ↑ | ○ | ○ | ↑ | ↑ | ↑ | ○ | ○ | ↑ | |

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|---|---|---|---|---|---|---|--|
| ↓ | Significant negative effect (i.e. a move away from the objective) | ↑ | Significant positive effect (i.e. a move towards the objective) | D | Effect depends on how the policy is implemented | ○ | There is no relationship or no significant relationship between the objective and the policy |
| ↕ | Marginal negative effect (i.e. a move away from the objective) | ↑ | Marginal positive effect (i.e. a move towards the objective) | ? | Not known whether the policy will move towards or away from the objective | T | Denotes a temporary effect. Effects are permanent if this symbol is not used. |

- A development that adds to the quality and quantity of public space, including improved linkages between the area, other parts of the town centre and adjacent residential suburbs;
- The provision of a strategic car park (c300 spaces) within the development area, adjacent to the proposed IRR.

Appraisal of Former General Hospital and Aumberry Gap Development Brief SPD Principles

19. The Vision and Planning Objectives of the Development Brief and the Development Principles in the Brief have been assessed against the objectives of Sustainability. The results are set out in the table in the centrefold of this report.
20. The Development Brief has closely followed the guidance in the Council's "Leading in Design" which itself makes a strong commitment to sustainability.
21. For about half of the queries in the appraisal there is no significant relationship between the development principles and the objectives.
22. Following the consultation period from August 2006 significant changes have been made to the Development Brief to reflect concerns of inadequate attention to issues of sustainability: bio-diversity, carbon emissions, grey-water, waste management, use of resources, and air quality.
23. In response to the comments received a section has been added to the Brief about bio-diversity.
24. A section has been added on Safer Parking standards.
25. The Brief contains a recommendation for sustainable design and construction. If the advice is implemented faithfully it is assumed that negative effects will be mitigated as far as is currently possible, although, it is assumed that new building on the scale proposed will mean an increase in the extraction of raw materials.
26. The appraisal demonstrates that serious consideration has been given to sustainability in the Development Brief, particularly in the relationship between the principles and the objectives that seek to conserve and enhance the cultural and built environment.
27. Two listed buildings, 30 and 31 Pinfold Gate, are likely to be lost in the redevelopment.
28. The scores are positive:
 - No negative scores
 - 55% neutral
 - 1% scores depend on implementation
 - 44% positive scores of which 21% are significant
 - maintaining and enhancing the landscape and townscape character
 - conserving and enhancing where appropriate the historic and cultural environment
 - promoting vibrant and viable settlements
 - promoting issues of sustainability

- improving community safety.

Implementation

29. The Former General Hospital and Aumberry Gap Development Brief SPD expands on policy CA/4(b) of the Charnwood Local Plan. It will be monitored through the single system for monitoring the Charnwood Development Framework.
30. The Development Brief has been amended to take account of this Sustainability Appraisal and comments received during the the consultation period.

Comment

31. The draft Development Brief and associated Sustainability Appraisal were published for consultation over a period of 4 weeks in August 2006. Several comments were received and appropriate amendments have been made to the Brief and this Appraisal.
32. Please contact the Conservation & Design Team if you have any queries concerning this document. Telephone 01509 634769 or email built.heritage@charnwood.gov.uk

If you would like to have the content of any part of this document explained to you in your language or to obtain copies in Braille, on audio tape or large print: please phone 01509 634560

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Appendix I - Complying with the SEA Directive

The following table indicates how this sustainability appraisal complies with the SEA Directive (2001/42/EC):

| SEA Directive | How this Sustainability Appraisal complies with the SEA Directive. |
|---|--|
| <p>Article 4 – General Obligations Carry out an Environmental Assessment during the preparation of a plan before its adoption.</p> | The Sustainability Appraisal for the Former General Hospital and Aumberry Gap Development Brief SPD was carried out prior to publication of a draft SPD for public consultation. |
| <p>Article 5 – Environmental Report Prepare an Environmental Report including information to be provided under Article 5(1), subject to Article 5(2) and (3) of the SEA Directive:</p> | A sustainability report incorporating the environment report was published alongside the draft SPD for public consultation. |
| (a) an outline of the contents, main objectives of the plan and relationship with other relevant plans and programmes; | Refer to paragraphs 15-18 and 11-14. |
| (b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan; | The SPD relates to an existing urban area of Loughborough. |
| (c) the environmental characteristics of areas likely to be significantly affected; | The SPD relates to an existing urban area of Loughborough. |
| (d) any existing environmental problems which are relevant to the plan including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC; | The SPD relates to an existing urban area of Loughborough. |
| (e) the environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan and the way those objectives and any environmental considerations have been taken into account during its preparation; | Refer to paragraphs 1-3. |
| (f) the likely significant effects (1) on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors; | Refer to paragraphs 19-28. |
| (g) the measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan; | Refer to paragraph 19-28. |

| | |
|--|---|
| (h) an outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information; | Refer to paragraphs 4-6. |
| (i) a description of the measures envisaged concerning monitoring in accordance with Article 10; | Refer to paragraph 29. |
| (j) a non-technical summary of the information provided under the above headings. | Refer to paragraphs 19-28. |
| Consult responsible environmental authorities on the scope and level of detail of the information which must be included in the environmental report. | This document includes consultation on the scope of the proposed approach to sustainability appraisal for this SPD. |
| Article 6 – Consultations Consult with responsible environmental bodies – the Countryside Agency, Environment Agency, English Heritage, English Nature – and the public on the draft plan and the Environment Report before the plan is adopted. | This sustainability report incorporating the environment report is published alongside the draft SPD for public consultation. |
| Article 7 – Transboundary Consultations Consult with other European Member States where there will be significant effects on the environment in another Member State. | A transboundary consultation is not considered appropriate in the case of the Former General Hospital and Aumberry Gap Development Brief SPD. |
| Article 8 – Decision Making Take into account the Environment Report and consultation responses during the preparation of the plan before it is adopted | The sustainability report and consultation responses will be taken into account before the Former General Hospital and Aumberry Gap Development Brief SPD is adopted. |
| Article 9 - Information on the Decision When a plan is adopted responsible environmental bodies, the public and transboundary Member States will be informed of: (a) The plan as adopted; (b) A statement summarising how environmental considerations have been integrated into the plan, how any consultation responses have been taken into account and the reasons for choosing the plan as adopted; (c) The measures for monitoring. | Responsible environmental bodies and the public and other relevant bodies will be informed of the appropriate documents when the Former General Hospital and Aumberry Gap Development Brief SPD is adopted. |
| Article 10 – Monitoring Monitor the significant environmental effects of the implementation of plans to identify at an early stage unforeseen adverse effects and so to take remedial action. | A single monitoring system for the various components of the Local Development Framework will be developed. |

