

Student Housing Provision in Loughborough

Supplementary Planning Document

December 2005

SUSTAINABILITY APPRAISAL REPORT

Final Report

Student Housing Provision in Loughborough Supplementary Planning Document: Sustainability Appraisal Report

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Gujarati

આ દસ્તાવેજના સમાવેશમાથી જે તમને કોઈ પણ ભાગની તમારી ભાષામા સમજણ પોઈતી હોયતો, મહેરબાની કરી અને 01509 634769 પર ફોન કરશો.

Bengali

আপনি যদি এই দলিলের (document) যেকোন বিষয়ের ব্যাখ্যা আপনার নিজস্ব ভাষায় পেতে চান, তাহলে অনুগ্রহ করে 01509 634769 নাম্বারে টেলিফোন করুন।

Hindi

यदि आप चाहते हैं कि आपको इस दस्तावेज के किसी भी भाग का विवरण आपकी अपनी भाषा में बताया जाए, तो कृपया 01509 634769 पर फ़ोन कीजिए।

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Student Housing Provision in Loughborough Supplementary Planning Document: Statement of Outcome and Summary of the Sustainability Report

1. This statement has been prepared in accordance with Regulation 16 of the Environmental Assessment of Plans and Programmes Regulations 2004 which requires authorities on adopting a plan or programme to prepare a statement setting out:
 - How environmental considerations have been integrated into the plan or programme;
 - How the environmental report has been taken into account;
 - How responses to the Sustainability Appraisal have been taken into account;
 - The reason for choosing the plan or programme in the light of other reasonable alternatives;
 - The measures to be taken to monitor the significant environmental effects of implementing the plan or programme.
2. This Sustainability Appraisal Report is published alongside the adopted Student Housing Provision in Loughborough Supplementary Planning Document (SPD). A Sustainability Appraisal is a way of ensuring the potential economic, social and environmental effects of the proposed SPD are identified and measures are taken to remedy any detrimental effects. The SPD outlines the Council's approach to managing the provision of unmanaged and purpose built student accommodation in Loughborough, expanding on policies in the adopted Borough of Charnwood Local Plan.
3. The SPD aims to provide clear guidance to address the environmental and social implications arising from the concentration of unmanaged student properties in parts of Loughborough. These range from the effects of poor upkeep of property and general physical decline, to the erosion of a sense of community and social cohesion. The SPD aims to manage the provision of additional student accommodation to lessen these environmental and social impacts.
4. The Sustainability Appraisal assessed the various options presented at the first round of consultation and then appraised other options presented as a response to this consultation exercise. The Appraisal concluded that the threshold approach (Option 5) appeared to represent the most sustainable solution to addressing student housing problems in the town. The findings of the appraisal, along with the responses to consultation on the draft SPD helped the Council to decide on its preferred approach. In the light of the responses received to the second consultation, the approach in the final version of the SPD was refined in terms of the measures proposed and method of implementation. These changes did not affect the overall principle of the approach.
5. A Sustainability Appraisal Report was published alongside the draft versions of the SPD published for consultation in February and October 2005. Copies of the report

were available on the Council's web site and at the Council offices. A statement of the main issues raised through these consultations has been published setting out the main issues and how these issues have been addressed. There were no specific responses to the Sustainability Appraisal Report through the two consultation exercises. A transboundary consultation with other member states was not considered appropriate in this case.

6. In preparing the SPD a range of options were considered. These were as follows:

Option 1: Continuation of current policy:	No further action taken to control the number of student households. Purpose built accommodation would still be provided by the University on campus.
Option 2: Area of Student Housing Restraint (ASHORE):	This would involve an ASHORE modelled on the Leeds approach. This would identify an area where the provision of additional student accommodation would be restricted. Sites for managed accommodation would be identified outside the ASHORE area.
Option 3: Modified ASHORE Policy:	In addition to an identified area of restraint, sites would be specifically identified for the provision of managed student housing;
Option 4: Targeted Approach:	This would involve the identification of two zones: an inner zone- where the emphasis would be on curbing further growth and managing the existing student population and would include the designation of a discretionary licensing area for HMOs; an outer zone where growth would be managed and new managed student accommodation would be directed to appropriate sites.
Option 4a: Annual Target	As option 4 but the definition of the inner and outer zones would be subject to an annual review and adjustment as necessary.
Option 5: Threshold Approach:	A threshold approach where a specific restraint area would not be identified but rather policies would apply once a defined threshold of properties in student occupation had been reached.
Option 6: Area of Student Concentration	The opposite of the ASHORE policy. It involves concentrating students housing into an area well placed for both the University and town centre, the two main destinations for students. It was promoted in response to the consultation as an alternative to dissolving the student problems across the town.
Option 7: Extended Campus provision	Involves concentrating student housing on the university Campus. It was also promoted as an alternative option in response to the first consultation on options.

7. The appraisal concludes that the threshold approach represents the most appropriate response to the issues surrounding the provision of additional student accommodation.

8. The SPD will be monitored through a single system of monitoring for Charnwood's Local Development Framework. This will ensure that the SPD continues to help effective management of student housing provision in the town. The key indicator will be the proportion unmanaged student accommodation within groups of output areas using the model outlined in the adopted SPD.

9. Please feel to contact the Planning Policy team if you have any queries concerning this document (telephone 01509 634769 or email localplans@charnwood.gov.uk).

If you would like a summary of this document in your language or to obtain copies in Braille, on audio tape or large print, please contact the Planning Policy Team (telephone 01509 634763 or email localplans@charnwood.gov.uk).

Student Housing Provision Supplementary Planning Document

Sustainability Appraisal Report

Introduction

1. Sustainability Appraisal is an integral part of the process for preparing Supplementary Planning Documents. 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 ensure social, environmental and economic objectives are reached together over time. Sustainability appraisal is a tool for achieving this aim.

Summary and Outcomes

4. Sustainability appraisal is a way of ensuring that the potential economic, social and environmental implications of the Student Housing Provision Supplementary Planning Document (SPD) are taken into account. A first draft of the SPD, outlining 6 options to manage the distribution of student accommodation in Loughborough to supplement policies in the adopted Borough of Charnwood Local Plan was published for consultation in February 2005. The document was accompanied by a sustainability appraisal of the various options. In the light of the response to this consultation the Borough Council has identified its preferred approach and published the final draft of the SPD for comment. This report updates the earlier sustainability appraisal undertaken to take account of the representations received on the first draft and identify any changes introduced as a result of the consultation.
5. The appraisal compares the likely economic, social and environmental implications of possible approaches to tackling problems associated with the concentration of student rented accommodation in certain parts of the town. The findings indicate that the main effects are likely to be in relation to environmental and social sustainability objectives.

6. The need for the SPD reflects concerns that the concentration of student accommodation, particularly within Storer and Ashby wards close to the University Campus, is having both environmental and social impacts. These range from the effects of poor upkeep of property and general physical decline, to the erosion of a sense of community and social cohesion.
7. The assessment indicates that the continuation of current policy (Option 1) is unlikely to provide any real benefits when measured against social and environmental sustainability objectives. To varying degrees the other options presented have the potential to provide positive benefits in relation to environmental and sustainability objectives.
8. There are potential negative implications associated with the possible displacement of the problems to other neighbourhoods more remote from the Campus as a result of the policy. Options 2 and 3 are more likely to cause these negative effects. The package of measures outlined in options 4, 4a and 5 are less likely to result in the displacement of problems associated with concentrations of student accommodation to other neighbourhoods currently unaffected.
9. Two other possible options were put forward by respondents during the consultation period. These options, concentrating student housing provision on the University or alternatively into an area well placed for both the University and town centre, have been appraised. A summary of the findings is set out in Table 3. The appraisal concluded that these options would be likely to have more significant negative impacts particularly in relation to social and environmental effects.
10. On balance the appraisal suggests that Option 5 would represent the most sustainable option. By adopting a threshold approach rather than defining a specific Area of Student Housing Restraint (ASHORE), the option is less likely to result on the displacement of student housing problems to adjoining areas. It is an approach that provides sufficient flexibility to allow the Council to respond more effectively to changes in the distribution of student accommodation. In the light of the responses received to the consultation, the option has been refined in terms of the measures proposed and method of implementation. These changes do not affect the overall principle of the approach.
11. The SPD will be monitored through a single system for monitoring Charnwood's Local Development Framework.

Appraisal Methodology

12. The Council has developed an approach to Sustainability Appraisal which is at the heart of preparing the Local Development Framework and the constituent Development Plan Documents and Supplementary Planning Documents.
13. This approach takes account of Government guidance and the European Union Directive on Strategic Environmental Assessment (European Directive 2001/42/EC). 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 SPD.
14. Appendix 2 sign posts the components of Sustainability Report which make up the Environmental Report for the purposes of complying with the SEA Directive.
15. The Sustainability Appraisal for the first draft of the Student Housing Provision SPD was undertaken by Council officers assisted by Halcrow Group Ltd in December 2004 and January 2005. The approach adopted followed the method developed by Halcrow Group Ltd for sustainability appraisal of the various documents that will make up Charnwood's Local Development Framework. Comments on the first draft of the SPD and the Sustainability appraisal were invited in February 2005. Comments on the scope of the appraisal were also invited at that stage.
16. The appraisal has been revisited following the first round of consultation to take account of the consultation responses and to appraise any alternatives presented by respondents.
17. In preparing the first consultation draft of the SPD Atkins Consultants were commissioned to develop options to address student housing issues in Loughborough. In developing these options discussions were held with key local groups and organisations including Loughborough University and College, Storer and Ashby Area Residents Association, and Haydon Road residents group. Discussions were also held with Nottingham and Leeds City Councils about their approaches to the student housing issue.

Background

18. The Sustainability Appraisal seeks to measure the various options identified by Atkins against key sustainability objectives to establish whether there will be any significant economic, social or environmental effects. In addition a further option (4a), a refinement of option 4, has also been appraised along with two other options presented in response to the first round of consultation. This Sustainability Report sets out how the sustainability appraisal was undertaken and outlines the results of the appraisal.
19. Loughborough University and Loughborough College make an important contribution to the local economy, both in terms of the number of people they employ and the investment they attract into Loughborough. Their reputation for excellence in research and education ensures that the town is recognised in the national and international arena.

20. However the presence of the University and College has imposed additional demands and pressures on the town. The most noticeable impact in recent years has been the effect of increasing student numbers fuelling the buy for rent housing market. Local communities most affected have become increasingly frustrated by the impact of these trends upon the quality of life they enjoy.
21. Whilst the solutions to many of these problems will involve a coordinated, multi-agency approach, it was considered that the Council's approach as local planning authority in dealing with the proliferation of unmanaged student accommodation could be strengthened.

Sustainability Objectives, Baseline and Context

22. The Student Housing Provision SPD has been prepared in the context of national, regional and local planning policy and other strategies, plans and programmes. The relevant key documents include:

Draft Planning Policy Statement 1(PPSI) 'Creating Sustainable Communities'- emphasises the Government's commitment to developing strong, vibrant and sustainable communities and promoting community cohesion in both urban and rural areas. The guidance indicates planning policies should promote development that builds socially inclusive communities, including suitable mixes of housing. Policies should ensure that the impact of development on the social fabric of communities is considered and taken into account;

PPG3 Housing- requires local planning authorities to provide a wider housing opportunity and choice and seek to create mixed and inclusive communities. Local planning authorities should encourage the development of mixed and balanced communities.

Regional Spatial Strategy for the East Midlands (RSS8)- acknowledges the importance of the region's universities and higher education establishments to the regional economy.

Leicestershire, Leicester and Rutland Structure Plan- Housing Policy 5 seeks to encourage development which makes provision for a mix of house types to establish socially mixed communities;

Borough of Charnwood Local Plan- includes a number of policies relevant to the student housing issue:

Policy CF/4- encourages student housing within the University and College campuses.

Policy H/12- provides for new buildings or the re-use of non-residential properties for student accommodation at locations on, or readily accessible to the university and college campuses.

Policy H/13- provides for the conversion of properties to hostels, self-contained flats and cluster flats, subject to measures to avoid nuisance to neighbouring residential

amenities, harmful extensions and concentrations of such uses detrimental to the character of the area.

Policies EV/1 on Design and EV/39 on Development and Pollution- seek to safeguard the amenities of adjoining properties in respect of privacy and light and noise pollution.

23. Policy H/13 'Houses in Multiple Occupation without On-site Supervision' of the Borough of Charnwood Local Plan is the key local planning policy which sets the context for the Student Housing SPD.

The Baseline Position

24. A full baseline assessment has been undertaken as part of the work in developing a Sustainability Appraisal framework to be used to assess the various documents that will be produced as part of the Charnwood Development Framework. Relevant baseline data has been extracted from this work, supplemented by more detail information specific to the student housing issue.

25. Evidence from the 2001 Census affords an indication of the number and distribution of the term time student population at that time by the type of accommodation occupied.

Table 1 – Distribution of Students in Loughborough by Ward and Accommodation Type: 2001

18-24 Students present by Ward	At Home	% of pop	In Hall	% of pop	In House	% of pop	All	% of pop.	Total Pop
Ashby (inc Campus)	26	0.4%	3,255	47.1%	281	4.1%	3,562	52%	6,913
Storer	26	0.5%	334	6.0%	1,221	21.9%	1,581	28%	5,570
Nanpantan (inc Campus)	48	0.9%	1,294	23.9%	127	2.3%	1,469	27%	5,410
Lboro Southfields	34	0.6%	273	5.2%	698	13.2%	1,005	19%	5,275
Outwoods	81	1.5%	149	2.7%	52	0.9%	282	5%	5,561
Lemyngton	64	1.2%	0	0.0%	203	3.8%	267	5%	5,351
Hastings	77	1.4%	0	0.0%	99	1.8%	176	3%	5,464
Garendon	90	1.5%	0	0.0%	66	1.1%	156	3%	6,073
Shelthorpe	48	0.8%	0	0.0%	68	1.1%	116	2%	6,322
Dishley and Hathern	85	1.5%	0	0.0%	8	0.1%	93	2%	5,742
Loughborough	579	1.0%	5,305	9.2%	2,823	4.9%	8,707	15%	57,681

Source: ONS 2001 Census, Table

26. The data can give a general indication only; the ward is a fairly crude unit of measurement and neighbourhoods within them will demonstrate higher proportions of student occupation than indicated, while others will show lower levels of concentration. Additionally, statistics provided by Loughborough University indicate that the number of full time Loughborough based undergraduate and post graduate students registered in 2003/04 was 20% greater than the figure for 2000/01.

Table 2 – Loughborough Based Student Numbers 2000/01 and 2003/04

Loughborough based students	2000/01	2003/04
Under Graduate f/t	8,011	9,147
Post Graduate f/t	1,289	2,011
Total f/t	9,300	11,158
Under Graduate p/t	164	343
Post Graduate p/t	1,502	1,796
Total p/t	1,666	2,139
Total	10,966	13,297

Source: Loughborough University

27. While some of those students will have found accommodation in purpose built managed halls of residence the evidence suggests that the provision of additional managed bed-spaces has not matched the growth in student numbers. It follows that more students will have been compelled to seek accommodation in the private sector.
28. Research indicates that when considering the impact of student needs upon the demand for private sector housing in Loughborough, it is the total number of full time students that needs to be taken into account. Part time students may attend only once or twice a week and tend to live in family homes across a much wider area, while Further Education students are largely local teenagers living with their parents.
29. However, when considering issues of neighbourliness, such as late night behaviour and homes being left empty, it is the number of full time undergraduate students which is the more relevant factor. Local residents, particularly those of Storer ward, are concerned that the concentration of student properties in Ashby and Storer wards threatens the balance of the local community. Anecdotal evidence also indicates that increasing house prices are caused by landlords who 'buy to let'.
30. A sustainability framework has been drawn up to assess consistently the component documents of the Local Development Framework. This framework takes account of the objectives of national, regional and local planning policy, other strategies, plans and programmes and the context of the economic, social and environmental characteristics of the Charnwood. The sustainability framework sets out sustainability objectives against which the proposals will be measured to assess significant effects. It also includes suggested targets and indicators against which to measure the effectiveness of the SPD.

Issues and Problems

31. As the baseline data has indicated, the numbers of students attending the University and College has increased in recent years. The provision of purpose built student accommodation has not kept pace with these increases and as a result the "buy to let" market has filled the gap in accommodation provision. Local communities have become increasingly frustrated by the impact on the quality of life enjoyed by the permanent resident population. Concerns include:

- the erosion of the sense of community and social interaction normally engendered in a stable, balanced community;
- exclusion of first time and young family buyers to the detriment of the social balance and community facilities, especially schools;
- congestion and disturbance during term time, sharply contrasted with an air of abandonment during vacations;
- higher incidence of anti-social behaviour, particularly at unsociable hours;
- increased levels of crime and the fear of crime;
- poorer standards of property maintenance and repair;
- accumulations of waste and rubbish, particularly towards the end of the academic year;
- littering and fly-posting;
- the proliferation of letting signs, adding to the impression of transience and detracting from the character of the street scene. (This last point has been addressed within the Ashby Road Conservation Area following a successful application to the Office of the Deputy Prime Minister (ODPM) to bring such signs within the control of the planning system).

32. Whilst acknowledging that there are a great many responsible and considerate students and landlords within the community, the problems impinging upon the “host community” are indicative of the social stress and imbalance occasioned by the concentration of a substantial number of essentially transient residents within relatively small neighbourhoods.

33. A further issue has been the inability of the Council to ensure adequate standards in the “buy to let” market. The extended definition of Houses in Multiple Occupation (HMOs) being introduced under the Housing Act 2004 may enable the Council to more effectively manage properties in student occupation by providing some control over the standard and upkeep of rented properties.

The Options

34. In developing the Student Housing Provision SPD, Atkins consultants identified five options for managing the location and extent of student housing in Loughborough. These options were identified by considering approaches being taken elsewhere, notably in Leeds and Nottingham, and analysing how appropriate these approaches would be in Loughborough. Both Leeds and Nottingham are taking steps to introduce ‘Areas of Student Housing Restraint’ (ASHORE). A further option 4a, a variation of option 4 has also been appraised along with two further options presented in response to the first round of consultation (options 6 and 7).

35. The Loughborough situation is considered to be significantly different to both Leeds and Nottingham. Loughborough is a relatively small town, compared to the cities of Leeds and Nottingham, but the student numbers form a higher proportion of the population and there is less built-up area in which to 'distribute' the student population in terms of accommodating their housing needs. These factors have influenced the approaches considered.

36. The options considered were:

Option 1: Continuation of current policy:	No further action taken to control the number of student households. Purpose built accommodation would still be provided by the University on campus.
Option 2: Area of Student Housing Restraint (ASHORE):	This would involve an ASHORE modelled on the Leeds approach. This would identify an area where the provision of additional student accommodation would be restricted. Sites for managed accommodation would be identified outside the ASHORE area.
Option 3: Modified ASHORE Policy:	In addition to an identified area of restraint, sites would be specifically identified for the provision of managed student housing;
Option 4: Targeted Approach:	This would involve the identification of two zones: an inner zone- where the emphasis would be on curbing further growth and managing the existing student population and would include the designation of a discretionary licensing area for HMOs; an outer zone where growth would be managed and new managed student accommodation would be directed to appropriate sites.
Option 4a: Annual Target	As option 4 but the definition of the inner and outer zones would be subject to an annual review and adjustment as necessary.
Option 5: Threshold Approach:	A threshold approach where a specific restraint area would not be identified but rather policies would apply once a defined threshold of properties in student occupation had been reached.
Option 6: Area of Student Concentration	The opposite of the ASHORE policy. It involves concentrating students housing into an area well placed for both the University and town centre, the two main destinations for students. It was promoted in response to the consultation as an alternative to dissolving the student problems across the town.
Option 7: Extended Campus provision	Involves concentrating student housing on the university Campus. It was also promoted as an alternative option in response to the first consultation on options.

Assessing the Likely Social, Environmental and Economic Effects of the Options

37. The main impacts of introducing one of the options are likely to be in relation to social and environmental sustainability objectives. The purpose of the proposed SPD is to more effectively control the social and environmental impacts of concentrations of student accommodation in the town. The SPD may also have economic impacts,

depending how it is implemented. If the Council is successful in introducing more effective controls on student housing scale and distribution, this may have implications for businesses serving the student market.

38. For each of the options an appraisal of the likely impacts has been undertaken against the sustainability objectives identified as part of the work to develop a Sustainability Appraisal Framework to be applied to the preparation of Local Development Documents. These objectives are derived from national, regional and local strategies. These assessments are included at Appendix 3. Table 3 overleaf provides a commentary for each objective outlining and comparing the main impacts of each option in relation to environmental, social and economic objectives.

Table 3- Summary of Assessment

Sustainability Objective	Option 1- Business As Usual	Option 2: Leeds Type ASHORE	Option 3- Modified ASHORE	Option 4- Targeted Approach	Option 4a- Annual Targeted Approach	Option 5- Threshold Approach
Note- All options would only be able to exercise control over new proposals for conversation or extensions requiring planning permission. The options would not be able to control the conversion of existing properties to occupation by 6 students or less living together as a household. Reduction in the numbers of private rented properties is only likely to result through the provision of sufficient purpose built managed accommodation.						
Environmental Objectives						
<i>To maintain and enhance biodiversity, flora and fauna</i>	<p>There would be no check on the growth in student accommodation or its distribution. Provision of additional managed accommodation on Campus could ease the pressure for private rented accommodation. This would depend on the scale of additional bedspaces provided. Pressure for private rented accommodation likely to be concentrated in areas close to University.</p> <p>Physical impacts on character of residential areas would continue.</p>	<p>Measures including control of extensions on grounds of amenity, Article 4 directions and discretionary licensing could result in improvements to the physical environment within the ASHORE.</p> <p>Could be impacts on areas outside ASHORE resulting from provision of managed accommodation and pressure on private sector housing.</p> <p>Managed provision could be more remote from Campus, could increase travel by car.</p> <p>Further purpose built provision could ease pressure on private sector housing.</p>	<p>Potential physical benefits on ASHORE area similar to Option 2. Allowing provision of managed accommodation in ASHORE could reduce the likely pressure for provision of student accommodation in the area and in other areas</p>	<p>Impacts would depend on the extent of the Inner and Outer Zones. A tightly defined inner zone and an outer zone extending no further than the ASHORE boundary would possibly bring less benefits than Options 2 and 3.</p> <p>Potential physical benefits from discretionary licensing and control of extensions would apply to a more limited area.</p> <p>Provision of managed accommodation in outer zone and town centre could reduce pressure for accommodation in other areas.</p>	<p>As option 4 but with potential benefits of annual review.</p>	<p>Physical impacts of over concentration would be tackled in areas most affected. Potentially this option could respond to pressures for additional student provision in a location before unacceptable environmental impacts arise.</p>
<i>To maintain and enhance the landscape and townscape character (whilst minimising visual impacts of proposed developments)</i>						
<i>To protect and improve surface and groundwater quality</i>						
<i>To minimise water consumption</i>						
<i>To protect and improve air quality</i>						
<i>To conserve soil resources and quality</i>						
<i>To reduce contributions to climate change</i>						
<i>To reduce vulnerability to climate change</i>						
<i>To conserve and where appropriate enhance the historic and cultural environment</i>						
<i>To increase the (appropriate) re-use of previously developed land and buildings</i>						
<i>To support the sustainable extraction, re use and recycling of minerals and aggregates resources</i>						

Sustainability Objective	Option 1- Business As Usual	Option 2: Leeds Type ASHORE	Option 3- Modified ASHORE	Option 4- Targeted Approach	Option 4a- Annual Targeted Approach	Option 5- Threshold Approach
<i>To manage waste in accordance with the waste hierarchy in all sectors (i.e. household, commercial and industrial)</i>						
<i>To minimise the use of energy and optimise the use of renewable resources</i>						
Social Objectives						
<i>To ensure the population of Charnwood can have access to a full range of appropriate public, private, community and voluntary services</i>	<p>Purpose built accommodation on Campus may have some effect in reducing the demand for private rented accommodation. Unless of sufficient scale it is unlikely that this would help to secure a more balanced local community in affected areas.</p> <p>Anti social impacts resulting from concentration of unmanaged accommodation likely to continue. Impacts on local facilities due to concentration likely to continue. Likely to be continued dissatisfaction from local residents groups in relation to the Council response to the perceived problems.</p>	<p>Restraint policy coupled with managed provision could potentially encourage the release of student rented properties and the achievement of a more balanced community in the ASHORE. If existing student rented properties are released these are likely to be in areas more remote from Campus.</p> <p>Licensing could provide greater control over impacts of student accommodation in ASHORE.</p> <p>Policy could increase pressure on other areas for private rented student accommodation.</p>	<p>Allowing some managed accommodation in ASHORE may lessen demand for private accommodation in these areas. May be impacts on others areas due to dispersal, but impact likely to be less than in Option 2 due to potential for managed provision in ASHORE. This recognises that the area is likely to continue to be an attractive location for students. Allowing managed provision would enable more effective control.</p>	<p>The benefits arising from discretionary licensing would apply to a more limited area. The flexibility provided by an inner and outer zone could ease pressure on other areas. Effect depends on the extent of the outer area.</p> <p>If the Outer Zone extended beyond the ASHORE area in Options 2 and 3, the benefits of this option likely to be greater.</p> <p>Targeted provision of managed accommodation in outer zone and Town Centre would be reasonably well related to Campus and would reduce pressures on other areas.</p>	<p>As option 4 with benefit of annual review so that ASHORE would reflect up to date position on distribution of student accommodation.</p>	<p>Depending on threshold identified, this option could ensure that community balance is safeguarded by introducing policies to control and manage the impacts of concentrations of student accommodation in any location above the threshold.</p>
<i>To encourage appropriate access to the countryside, open spaces and semi urban environments (eg parks)</i>						
<i>Promote a strong community where people feel they have a say in the future</i>						
<i>To reduce crime, anti social behaviour and promote community safety</i>						
<i>To ensure that the people of Charnwood have an opportunity to participate in culture, media and sport in Charnwood Borough</i>						
<i>To ensure that the housing stock meets the housing needs of all parts of the community</i>						
<i>To reduce poverty and social exclusion</i>						
<i>To improve learning, skills and employability for all sectors of the community</i>						

Sustainability Objective	Option 1- Business As Usual	Option 2: Leeds Type ASHORE	Option 3- Modified ASHORE	Option 4- Targeted Approach	Option 4a- Annual Targeted Approach	Option 5- Threshold Approach
<i>To promote vibrant and viable settlements</i>						
<i>To promote sustainable design and construction</i>						
<i>To promote healthy life styles</i>						
Economic Objectives						
<i>To encourage sustainable economic growth</i>	<p>University and College make a significant contribution to the economic buoyancy in Loughborough. It is important that any option allows for adequate provision of student accommodation to attract students.</p> <p>Depending on scale, additional managed provision on campus could affect the local service economy, particularly in the town centre, if it meant more students using Campus facilities as opposed town centre facilities.</p>	<p>Potential for rebalancing local community could mean more demand for services and facilities to meet these wider needs. Would mean increased presence and demand for services outside term time.</p>	<p>Potentially same effects as option 2.</p>	<p>Purpose built provision in Outer area and Town Centre could support local services geared to student population in these areas.</p>	<p>As option 4.</p>	<p>This option has the potential to support a greater mix and variety of services by avoiding over concentration of student accommodation.</p>
<i>To encourage efficient patterns of movement to support sustainable economic growth</i>						
<i>To reduce disparities in economic performance</i>						

Sustainability Objective	Option 6: Area of Student Concentration	Option 7: Extended Campus Provision	
<p>Note- All options would only be able to exercise control over new proposals for conversion or extensions requiring planning permission. The options would not be able to control the conversion of existing properties to occupation by 6 students or less living together as a household. Reduction in the numbers of private rented properties is only likely to result through the provision of sufficient purpose built managed accommodation.</p>			
<p>Environmental Objectives</p>			
<p><i>To maintain and enhance biodiversity, flora and fauna</i></p>	<p>The proposal for an ASHOC is unclear in terms of whether there will be a need to build additional purpose built managed student accommodation either within or outside the ASHOC. In terms of potential environmental effects it is therefore difficult to indicate whether there will be detrimental effects. If development were to take place then there will be opportunities to incorporate sustainable design and construction techniques to improve the effects upon water consumption, air quality, climate change etc. This option does not score significantly better or worse than other options. However, in terms of maintaining and enhancing the landscape and townscape and the historic and cultural environment there are concerns that within the ASHOC there may be significant degradation in a Conservation Area due to the nature of a transient population.</p>	<p>The proposal for an extended campus is likely to require accommodation for an additional 7,000 student bedspaces. Previous work undertaken by consultants suggests that 300 students can be accommodated on 1 hectare of land. This level of provision would require up to 23 hectares. Although there is some potential to re-use some land on campus, this scale of land is not available on the existing campus and it is likely therefore that additional Greenfield land will be required. This is in addition to that likely to be required to accommodate strategic requirements for employment land.</p>	
<p><i>To maintain and enhance the landscape and townscape character (whilst minimising visual impacts of proposed developments)</i></p>			<p>The scale of development this option proposes will have significant environmental effects in terms of land take and the impact upon biodiversity, flora and fauna, landscape and soil resources and potentially air quality. Extending the campus without considering previously developed land and buildings in the town centre is contrary to Government, regional and county policy of urban concentration which seeks to make the best use of existing urban areas through allocating land by a sequential approach. However, where new development takes place then there will be opportunities to incorporate sustainable design and construction techniques to improve the effects upon</p>
<p><i>To protect and improve surface and groundwater quality</i></p>			
<p><i>To minimise water consumption</i></p>			
<p><i>To protect and improve air quality</i></p>			
<p><i>To conserve soil resources and quality</i></p>			
<p><i>To reduce contributions to climate change</i></p>			
<p><i>To reduce vulnerability to climate change</i></p>			
<p><i>To conserve and where appropriate enhance the historic and cultural environment</i></p>			
<p><i>To increase the (appropriate) re-use of previously developed land and buildings</i></p>			
<p><i>To support the sustainable extraction, re use and recycling of minerals and aggregates resources</i></p>			
<p><i>To manage waste in accordance with the waste hierarchy in all sectors (i.e. household, commercial and industrial)</i></p>			

Sustainability Objective	Option 6: Area of Student Concentration	Option 7: Extended Campus Provision
<i>To minimise the use of energy and optimise the use of renewable resources</i>		water consumption, air quality, climate change etc.
Social Objectives		
<i>To ensure the population of Charnwood can have access to a full range of appropriate public, private, community and voluntary services</i>	<p>There are likely to be significant social effects within the ASHOC area if this Option were to be taken up. As there is no obligation for existing residents to leave the ASHOC area it is likely that the existing concerns about student anti-social behaviour and the effect upon local services will continue or worsen in the ASHOC area. This will have a significant effect upon any remaining permanent residents. The balance of accommodation will swing towards student lets thus restricting the housing needs of permanent residents and increasing social exclusion. The vibrancy of the area is likely to decline due to a lack of a mixed community and empty properties during vacations but there may be some positive effects during term time. The health of students may increase due to improved living conditions through discretionary licensing and the potential to walk to the University or town centre. However, this is unlikely for remaining permanent residents.</p> <p>Outside the ASHOC it is expected that the social effects will be generally positive due to the community being more balanced. Although, it is recognised that student lets cannot be prevented where the property accommodates six students or less.</p>	<p>There are likely to be significant social effects outside the Campus. It is assumed that a significant number of students will be accommodated on Campus and this will lead to a more balanced community, significantly less anti-social behaviour, a greater choice. However, there are concerns that a sudden loss of students from parts of Loughborough may have an impact on the property market in this area. Due to uncertainty about the rental market, in the short to medium term, there may be a number of empty properties which will affect the vibrancy of the area. There are also uncertainties about the effect on local shops, services and facilities if the student population is catered for on campus. It is also recognised that student lets cannot be prevented where a property accommodates six students or less in any part of the town.</p>
<i>To encourage appropriate access to the countryside, open spaces and semi urban environments (eg parks)</i>		
<i>Promote a strong community where people feel they have a say in the future</i>		
<i>To reduce crime, anti social behaviour and promote community safety</i>		
<i>To ensure that the people of Charnwood have an opportunity to participate in culture, media and sport in Charnwood Borough</i>		
<i>To ensure that the housing stock meets the housing needs of all parts of the community</i>		
<i>To reduce poverty and social exclusion</i>		
<i>To improve learning, skills and employability for all sectors of the community</i>		
<i>To promote vibrant and viable settlements</i>		
<i>To promote sustainable design and construction</i>		
<i>To promote healthy life styles</i>		

Sustainability Objective	Option 6: Area of Student Concentration	Option 7: Extended Campus Provision
Economic Objectives		
<i>To encourage sustainable economic growth</i>	In economic terms the effects are less clear. Locating students close to their two main destinations – the university and town centre – will reduce car use and traffic congestion both within and outside the ASHOC area.	In economic terms the effects are less clear. There may be implications about student spend in the town centre. Locating students away from the town centre may increase car use and traffic congestion.
<i>To encourage efficient patterns of movement to support sustainable economic growth</i>		
<i>To reduce disparities in economic performance</i>		
Summary	In summary, this Option appears to be similar, but more extreme, than the 'Business as Usual' Option. It promotes concentrating student households into a specific area. Potentially, without any intervention this may happen if a 'Business as Usual' approach was followed. There are likely to be significant environmental effects to the ASHOC area which is a Conservation Area. Also there are likely to be significant social detrimental effects to any remaining permanent residents. In view of the concerns of residents in the Storer ward and the wider area this does not appear to be a viable Option to pursue.	In summary, this concentrates student accommodation on an extended university campus. The 'Business as Usual' Option does include the University's current proposals to build 2,500+ bedspaces on the campus and extension of the Campus onto Greenfield land. The Option is likely to have significant environmental impacts and there is uncertainty about the potential economic impacts. However, outside the campus there are likely to be social benefits for the permanent resident population.

39. The assessment of the options against each objective is attached at Appendix 3. The assessment indicates that Option 1 would do little to address the social and environmental impacts arising from the concentration of student accommodation within certain parts of the town. However, the provision of additional managed accommodation on Campus would have some impact on the demand for private rented properties.
40. The other options present a range of alternatives involving the definition of areas or identifying thresholds to control the numbers and location of student accommodation. The appraisal has identified a number of potential environmental and social impacts depending on the approach taken. Options which involve the use of powers under the Housing Act 2004 to control HMOs and the possible use of stricter planning controls on extensions, could potentially have a positive impact and help to address some of the physical and social impacts of the concentration of student accommodation. These options, if effective, could help to secure more balanced communities in the most affected areas.
41. The appraisal has identified a number of potential negative impacts of the options. These largely relate to the extent to which the options would result in the problems being transferred to neighbourhoods outside a restraint area, possibly in locations more remote from the Campus. The appraisal indicates that this is more likely to occur with options 2 and 3. Depending on the extent of the inner and outer zones defined under options 4 and 4a, these options could address some of these problems. The threshold approach in option 5 would address these issues by allowing restraint policies to be applied to any area once a defined threshold of properties in student occupation had been reached.
42. For a number of sustainability objectives the assessment has indicated that the impact of the options would depend to a large degree on how the policies are implemented. For options involving the provision of additional purpose built student accommodation there is the potential to encourage the use of sustainable design principles including energy efficiency measures. The Council has published a supplementary planning document- Leading in Design dealing with many of these issues. The final version of the Student Housing SPD should make reference to Leading in Design to ensure that proposals for purpose built student accommodation incorporate sustainable design and construction principles.
43. The outcome of the Student Housing SPD is potentially uncertain because:
- the reliability of identifying restraint areas on a street by street basis may be questionable. A recent appeal decision in Nottingham has held that student occupancy levels measured against the number of dwellings in two Census “output areas” (each output area contains about 125 dwellings) was statistically unreliable, arguing that the local authority should have had regard to a more statistically relevant area in assessing the potential impact of additional student housing;
 - the likely numbers of students beyond 2007 is difficult to predict;

- beyond the additional 2,800 or so bedspaces currently planned, the likely amount of additional purpose built student accommodation is not known. The scale of purpose built accommodation provided is likely to have the greatest impact on the numbers of “buy to let” properties.

Implementation

44. The Student Housing Provision SPD will set out an approach to guide the location and extent of student housing in Loughborough. The SPD draws upon policy at the national, regional and local level. It will also contribute to the management of student housing through working to establish licensing arrangements, to control untidiness and poor upkeep issues, where this is considered appropriate.
45. The sustainability framework sets out suggested targets and indicators against which to measure the sustainability effects of implementing the component documents of the Local Development Framework. Such monitoring will enable any unforeseen undesirable effects and so enable corrective action to be taken. It is proposed to develop a single monitoring system for the various components of the Local Development Framework.
46. Suggested targets and indicators for the Student Housing Provision SPD are:
- % of students living in Loughborough, by ward/ output area;
 - % of students living in managed student housing;
 - Students living in private dwellings in the community- % of households occupied by students;
 - House prices and rents;
 - Noise/Anti-social behaviour complaints - Number of complaints received

Appendix I - Comparison of Student Housing Approaches

Policy Approach	Option 1- Existing Approach	Option 2- Leeds Type ASHORE	Option 3- Modified ASHORE	Option 4- Targeted Approach	Option 4A- Annual Target	Option 5- Threshold Approach
						*
Additional managed student accommodation provided on Campus	✓	✓	✓	✓	✓	✓
Speculative applications for student housing proposals assessed on their own merits	✓					
Student Housing Restraint Area defined		✓	✓	✓	✓	
Restraint Policy applied on evidence of local concentrations of student households in excess of a defined threshold.						✓
Annual review of the areas to be subject to restraint policies					✓	✓
Presumption against purpose built student housing and extensions to existing student halls and flats within the restraint area.		✓		Inner Zone Only	Inner Zone Only	✓
Presumption against extensions to existing student halls and flats where this would give rise to excessive noise or disturbance to neighbouring dwellings.			✓			✓
Presumption against the conversion of larger dwellings to Large Unmanaged Residences for Students (LURS)		✓	✓	✓	✓	✓
Presumption against extensions of private houses that would enable them to become LURS in future		✓	✓	Inner Zone Only	Inner Zone Only	✓
Conditions on planning permissions for new dwellings that would prevent their being occupied by students		✓				
Control over extensions that would lead to over-densification and the loss of amenity space (based on permitted development limits)		✓	✓	✓	✓	✓
Use Article 4 Directions in selected streets to remove permitted development rights		✓	✓	Inner Zone Only	Inner Zone Only	✓
Establish a discretionary HMO licensing area that would enable the Council to license all houses where occupiers are unrelated to control untidiness and poor upkeep issues.		✓	✓	Inner Zone Only	Inner Zone Only	✓
Sites identified for new managed student housing development typically on brownfield sites		✓	✓	Town Centre and Outer Zone only		✓

* The Threshold approach allows for differing levels of policy protection depending upon the threshold category appropriate to the area concerned.

Appendix 2: Complying with the SEA Directive

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>	<p>The Sustainability Appraisal for the Student Housing Provision SPD was carried out prior to publication of the first draft of the SPD for public consultation and updated in the light of consultation responses</p>
<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>	<p>A sustainability report incorporating the environment report was published alongside the first draft of the SPD for public consultation and has been updated in the light of the responses received.</p>
<p>(a) an outline of the contents, main objectives of the plan and relationship with other relevant plans and programmes;</p>	<p>Refer to paragraphs 22-27.</p>
<p>(b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan;</p>	<p>Refer to paragraphs 28-34.</p>
<p>(c) the environmental characteristics of areas likely to be significantly affected;</p>	<p>Refer to paragraphs 28-34.</p>
<p>(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;</p>	<p>Refer to paragraphs 35-37.</p>
<p>(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;</p>	<p>Refer to paragraphs 1-3.</p>
<p>(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;</p>	<p>Refer to paragraphs 41-47 and Table 3 and Appendix 3.</p>
<p>(g) the measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan;</p>	<p>Refer to paragraphs 38-40 and 41-47.</p>

SEA Directive	How this Sustainability Appraisal complies with the SEA Directive.
(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 41-47.
(i) a description of the measures envisaged concerning monitoring in accordance with Article 10;	Refer to paragraphs 48-50.
(j) a non-technical summary of the information provided under the above headings.	Refer to paragraphs 4-11.
Consult responsible environmental authorities on the scope and level of detail of the information which must be included in the environmental report.	Consultation on the scope of the proposed approach to sustainability appraisal was undertaken in February 2005.
<u>Article 6 – Consultations</u> 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 second draft of the SPD for public consultation.
<u>Article 7 – Transboundary Consultations</u> 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 this case.
<u>Article 8 – Decision Making</u> 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 SPD is adopted.
<u>Article 9 - Information on the Decision</u> 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 when the SPD is adopted.
<u>Article 10 – Monitoring</u> 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.	The draft SPD sets out key monitoring indicators. A single monitoring system for the various components of the Local Development Framework will be developed.