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# Impact Assessment Screening Tool

Toolkit produced by: Public Health

Toolkit version: 1.2

HIA version: 1.0

Date HIA completed: 26<sup>th</sup> October 2016

***Health is not merely the absence of disease or infirmity but a state of complete physical, mental, social and spiritual well-being.  
(modified by M. Birley (2013) from World Health Organisation's definition – 1948)***

**Title of policy, programme or project ("activity") to be assessed:**

**ADOPTION of the MASTERPLAN for NORTH BLACKBURN DEVELOPMENT SITE**

**What is the activity about? What is the context outlined for the activity? (e.g. policy context, history, background)**

**ACTIVITY**

The activity is the adoption of a masterplan for the creation of a new residential neighbourhood on the North Blackburn Development Site.

If adopted the masterplan will be a planning policy document. It has been prepared to: -

- Set out a site wide development framework and guiding principles for the layout and design of development. This will ensure that overall the site is developed in a comprehensive and complementary way;
- Provide advice and guidance to landowners/developers and housebuilders on what the Council is expecting to be taken into account in the preparation of detailed scheme proposals for development on the individual land parcels and;
- Inform Council decision making on planning applications including advice on developer contributions.

**CONTEXT**

The development site is located on the northern edge of the borough alongside the Yew Tree Drive/Ramsgreave Drive road corridor.

It is a housing land allocation in the Council's *Local Plan Part 2: Site Allocations and Development Management Policies*, adopted December 2015; [the local plan can be viewed here](#). The need for the masterplan is set out in Local Plan Policy 16/2 – *North Blackburn Development Site* (item 1):

*'This site is to be brought forward in line with a masterplan to be produced covering the whole of the allocation. The masterplan must be agreed by the Council prior to the granting of planning permission for any part of the site'.*

Additionally Policy 16/2 identifies a number of key development considerations that, alongside other local plan policies, will need to be taken into account in the detailing of schemes to be submitted to the Council for planning consent. These development considerations are acknowledged in the masterplan requirements and include the following:

**KEY DEVELOPMENT CONSIDERATIONS**

- The development should complement the existing residential areas as widening the existing range and choice of housing to meet local needs.
- Development design – need for attractive scheme that is sympathetic to local area and character. The provision of a rural transition zone between the development and the wider rural landscape to the north, including the establishment of a robust boundary for the Green Belt through landscaping and planting.
- The site currently occupied by Blackburn Rugby Union Football Club cannot be developed unless and until the Club has relocated within Blackburn with Darwen.
- Allow for the retention and enhancement of the public right of way that runs around the edge of the site.
- Be supported by a landscape and green infrastructure framework incorporating perimeter woodland planting and on site open space incorporating formal and informal play. Utilising important key vistas into the adjoining open countryside, providing visual linkages to Mellor Ridge.
- Be supported by detailed survey to consider the impact of proposed development on the ecological value of the site, including the brook to the northern boundary.
- Provision of SuDs and the incorporation of measures to control surface water run-off, flood risk from the northern watercourses and the consequences of blockages in the culvert.
- The number of access points on to the A6119 should be informed by a detailed traffic impact assessment to ensure the free flow of traffic and highway safety.
- Make land available for a new primary school, if required, and suitable contribution towards its construction.
- Contribution towards local highways improvements.
- The separation distance between the site and the road is minimal and therefore the noise generated by road traffic may potentially be high.
- Completion of appropriate ground investigation works to establish the extent of any ground contamination and whether any mitigation measures are required.

The site has the capacity to provide at 450 - 550 new homes. The intention is that the housing will include a mix of 3, 4 and 5 bed family housing for sale. This mix has been informed in response to an assessment of local housing need<sup>1</sup> and the Council's aspirations for housing growth including a wider choice and quality of new housing, in particular family homes.

The Council's affordable housing policy, as set out in *Core Strategy Policy CS8: Affordable Housing Requirements* will apply to all development on this site; [a copy of the Core Strategy can be viewed here](#). This requires all new residential development to contribute towards the provision of affordable housing; the overall target is for 20% of new housing to be affordable.

The site is under multiple ownership including 5 privately owned parcels of land and as such the development will be privately promoted. It is expected the development will be phased in accordance with landowner's release of their land to the market.

<sup>1</sup> Informed by the Council's *Strategic Housing Market Assessment and Housing Needs Study Final Report: Blackburn with Darwen and Hyndburn Borough Councils 11 July 2014*; [a copy of the report can be viewed here](#)

The development framework incorporates the following key components:-

- Movement and connectivity network across the site and to the surrounding area including indicative access points and road hierarchy, footpath and cycle routes;
- Land use distribution, principally housing blocks and green infrastructure, and
- Place making elements including gateways, landmarks, green spaces and character areas.

The masterplan format and content is high level and conceptual. It sets out principles that need to be applied rather than prescriptive requirements. This approach offers a degree of flexibility to explore alternative options for housing delivery on individual land parcels and it enables scheme proposals to be adaptable to circumstances in play at the time development is brought forward. The masterplan does not therefore set out a precise number and mix of dwellings. The intention is that these details including the mix of house type and size will be negotiated with individual developers on a phase by phase/site by site basis.

Community and stakeholder consultation was an integral part of the early masterplanning work. Public consultation on initial design concepts was held over a six week period during March/April 2016 and included two drop-in events held in local schools (Pleckgate High School and Lammack Primary School). Over 100 people living in Blackburn and neighbouring Ribble Valley attended the events.

Resident's main concerns related to the following matters:

1. Transport – impact on existing highways/proposed access and the need for sustainable methods of transport and connectivity across the site and to the surrounding area and local services including the local neighbourhood centres/schools;
2. Loss of open space/impact on wildlife and diversity;
3. Design and the impact of the scale of development proposed;
4. Flood risk and surface water drainage;
5. Impact on amenity of established residents/health and well-being during construction and as a result of the development, and;
6. Impact on local infrastructure.

Further information on the consultation is set out in the masterplan document. In addition a detailed report '*North Blackburn Development Site: Masterplan Consultation Report*' setting out details of the consultation, feedback and the Council's response will be published on the Council's website alongside the adopted masterplan to evidence stakeholder comments/concerns and how these have been taken into account in finalising the masterplan document.

A newsletter summarising residents' concerns and the Council's response was distributed to residents in the surrounding area in August 2016; [a copy of the newsletter can be viewed here](#).

There will be further opportunities for resident engagement in the preparation and consideration of detailed proposals on individual sites at the planning application stage.

**Does this activity have the potential to impact on health? Explain***(please consult appropriate Public Health colleague if you are unsure or require further information)*

The masterplan requirements do have the potential to impact on health.

The masterplan promotes the delivery of sustainable, high quality development within an attractive and safe new residential neighbourhood including a diverse choice of new homes.

The masterplan's vision and guiding principles support delivery of the Council's aspirations and its Corporate priorities including *Priority 3: Improving health and well-being*, to make the borough overall a better place for the benefit of all groups – both established and newcomers.

The masterplan gives the Council the ability, alongside Local Plan policies, to:-

- Plan for and meet the diverse housing needs of the borough. The Local Plan requires all new development to take account of diversity and be designed so as to be flexible and adaptable and able to be easily converted or altered over time to suit different uses or occupants' needs; reference Local Plan Policy 11 – Design, item 7. [The policy can be viewed here](#).
- Manage and influence the impact of development on this site on health – of both new residents and the established community - throughout the design, construction and operational stages including in some cases ongoing maintenance and management.

The masterplan requirements will be applied, as appropriate, equally and equitably to the consideration of and decisions made on all planning applications for development on this site. The obligation for scheme proposals to meet the masterplan and supporting planning policy requirements puts the Council in a strong position to influence and secure a satisfactory scheme. It equally enables the Council to resist development which is of poor quality, not in keeping with its strategy for this site and/or likely to incur a negative impact on people and/or the environment.

***\*If no health impacts are identified then the screening does not need to continue, but please ensure that this has been discussed with the appropriate Public Health colleague prior to discontinuation\****

**Does this activity relate to / impact on any of the Health & Wellbeing Strategy objectives?**

- Best start for children and young people**
- Health & Work**
- Safe & healthy homes & neighbourhoods**
- Promoting health and supporting people when they are unwell**
- Older people's independence and social inclusion**

**Does the activity concern any of the following determinants?**

Lifestyle	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Physical environment	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Social / economic environment	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Other, please specify		

**What are the potential positive impacts?**

Once adopted the masterplan will be a material consideration in the review of and decision making on all planning applications for development on this site.

With the masterplan in place the Council is in a strong position to positively influence and guide development decisions in line with the delivery of corporate objectives for health.

**What are the potential negative impacts?**

No negative health impacts have been identified in relation to this masterplan.

As mentioned earlier in the document, residents did, during the consultation, raise concerns regarding the impact of development on their amenity. These concerns have been taken into account and action in response to these will be outlined in the report: *North Blackburn Development Site: Masterplan Consultation*.

**What are the assumptions/risks embedded in or underpinning the activity?**

There is an assumption that the masterplan guidance and supporting local plan policies will be applied equally and equitably to all development proposals on this site. The Council will work closely with landowners/developers and housebuilders throughout the preparation of scheme details and the processing of each planning application to ensure that this does happen and the best scheme is secured. However in some cases it may be that the 'best scheme' requires a judgement/compromise to achieve the most beneficial scheme; there may be circumstances where it is demonstrated that the need for or benefits of the scheme/development outweigh the 'harm' caused and the harm has been mitigated or compensated for so far as is reasonable.

**Are there any external factors which identify the nature and extent of the impacts on health for this type of proposal (e.g. research; policy changes etc.)**

It is widely acknowledged by the government and health and well-being related agencies/organisations and research that the range of planning matters addressed in the masterplan including access to a mix of good quality housing, access to community facilities and services, integrated pedestrian and cycle routes, public protection matters such as noise/odour/light/privacy/dust and the provision of well-designed and functional green infrastructure are all determinants of health.

National planning practice guidance acknowledges the role of health and well-being in planning and identifies the links to planning and health that have been captured throughout the whole of national planning policy:

<http://planningguidance.communities.gov.uk/blog/guidance/health-and-wellbeing/what-is-the-role-of-health-and-wellbeing-in-planning/>

These links to health are similarly acknowledged in the Council's Health and Wellbeing Strategy.

With regard to the role of health and wellbeing in planning, national Planning Practice Guidance<sup>2</sup> states:

*'Local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in local and neighbourhood plans and in planning decision making. Public health organisations, health service organisations, commissioners and providers and local communities should use this guidance to help them work effectively with local planning authorities in order to promote healthy communities and support appropriate health infrastructure.'*

<sup>2</sup> [Planning Practice Guidance: Health and Well-being can be viewed here](#)

The masterplan has been prepared to comply with national planning policy and guidance.

#### List the groups most likely to be affected by this proposal

- Established resident population in the borough and newcomers;
- Landowners/developers and housebuilders;  
Local service providers including health service providers, BwD Clinical Commissioning Group and NHS England (Lancashire Area Team);
- Schools, in particular primary schools, and
- Local residents

#### What are some of the potential equity issues?

None have been identified.

The principal purpose and role of the masterplan, as a planning document, has been set out above in the description of the *Activity*. It has been prepared to provide planning advice and guidance to landowners and developers on site-wide considerations that need to be taken into account in the preparation of their detailed scheme proposals for the development of this site.

The masterplan framework is illustrative and is accompanied by a set of guiding principles for a range of themes/development components such as housing layout, pedestrian and cycle links, parking, green spaces, informal play areas and surface water drainage. It presents spatial concepts for the delivery of an attractive and sustainable neighbourhood i.e. the fundamentals of a place to live. These are generic for any/all groups irrespective of individual or group characteristics. On this basis and with regard to the protected characteristics of people identified in the Equality Act 2010 including Age, Disability, Gender reassignment, Marriage and civil partnership, pregnancy and maternity, race, religion and belief, Sex and Sexual orientation plus the 3 additional groups considered by the Council - deprived communities, vulnerable groups and carers - the masterplan content including the requirements for development set in the document do not discriminate against or impose a negative impact on any groups. As such the masterplan can and will be applied equally and equitably to all proposals and to all groups.

With regard to Council led considerations/influence for the above identified groups in the development of this site. There will be opportunities for close scrutiny at the next stage in the planning process – the planning application stage – when detailed proposals are presented for planning consent by the landowner/developer. The onus will be on individual developers to demonstrate in the material submitted with their planning application how they have taken account of the masterplan requirements in their scheme proposals.

It is recognised that there are factors that may limit choice and access to the new housing. However these are beyond the scope of the masterplan and are most likely to be market related including individual preference for the housing on offer and affordability

The masterplan is a policy-on document with reference to planning policies in the Council's statutory development plan. Similar to the masterplan, planning policy is generic in that it is equally and equitably applicable to all development and all groups of people including groups with protected characteristics. At the same time certain policies do in whole or in part address the particular needs of one or several of groups. With reference to the protected groups and in consideration of the scope of the development set out in the masterplan the following local policies are worthy of note:

- Reference was made above to the Council's affordable housing policy. Affordable housing does offer an opportunity to meet the needs of **deprived communities** and **vulnerable**

**people.**

- Policy 18 – Housing mix (item3) :

*'The Council will also be supportive of proposals which provide affordable, older people's and supported accommodation. Unless other policies specify otherwise, affordable housing is normally to be provided on site as part of a mix with family housing; in appropriate circumstances it is instead to be provided through a financial contribution.*

The detail of the housing mix will be discussed with each developer on a scheme by scheme basis at the planning application stage. It is expected that overall the housing mix will provide a range of different house types and sizes, principally family homes.

- Reference was made above to Policy 11- Design requirements for new buildings to be flexible and adaptable to suit occupants' needs. This would include people with a **disability**.

Altogether it is considered the masterplan requirements are considered to be equitable for all.

## CHECKLIST

Answers favouring doing an HIA	To your knowledge	Answers favouring not doing a HIA
<b>Health impacts</b>		
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Does the initiative affect health directly?	<input checked="" type="checkbox"/> No
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> Not sure	Does the initiative affect health indirectly?	<input type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Are there any potential serious negative health impacts that you currently know of?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Is further investigation necessary because more information is required on the potential health impacts?	<input checked="" type="checkbox"/> No, not at this planning stage
<input type="checkbox"/> No	Are the potential health impacts well known and is it straightforward to identify effective ways in which beneficial effects can be maximised and harmful effects minimised?	<input checked="" type="checkbox"/> Yes
<b>Community</b>		
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Is a large proportion of the population likely to be affected by the initiative ( <i>over 25% of the resident population</i> )?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Are there any socially excluded, vulnerable, disadvantaged groups likely to be affected?	<input checked="" type="checkbox"/> No
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> Not sure	Are there any community concerns about any potential health impacts?	<input type="checkbox"/> No
<b>Initiative</b>		
<input type="checkbox"/> Yes <input type="checkbox"/> Maybe	Is there some reason to suspect that health issues not considered in the planning process of this initiative might become more visible by doing an HIA?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Maybe	Is the cost of the initiative high ( <i>over £100,000</i> )?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Maybe	Is the nature and extent of the disruption to the affected population likely to be major?	<input checked="" type="checkbox"/> No



<b>Organisation</b>		
<input checked="" type="checkbox"/> Yes	Is the initiative a high priority/important for the organisation/partnership?	<input type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Maybe	Are the individuals and organisations with a stake in this initiative likely to buy into the HIA process?	<input checked="" type="checkbox"/> No
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> Maybe	Is there potential to change the proposal? Will there be any other similar proposals in the future?  The masterplan has inbuilt flexibility to be adaptable in terms of scheme content, however, the proposal of housing development on the site is not likely to change.	<input checked="" type="checkbox"/> No
<b>FOR = 4</b>	<b>TOTAL</b>	<b>AGAINST = 11</b>

### Choosing which HIA to do

<b>Health Impact Statement</b>	<b>Type of HIA</b>	<b>Comprehensive</b>
<input checked="" type="checkbox"/> Yes	Is there only limited time in which to conduct the HIA?	<input type="checkbox"/> No
<input checked="" type="checkbox"/> Yes	Is there only limited opportunity to influence the decision?	<input type="checkbox"/> No
<input type="checkbox"/> Yes	Is the timeframe for the decision-making process set by external factors beyond your control?	<input checked="" type="checkbox"/> No
<input checked="" type="checkbox"/> Yes	Are there only very limited resources available to conduct the HIA?	<input type="checkbox"/> No

### Deciding who should do the HIA

<b>External</b>	<b>Assessors</b>	<b>Internal</b>
<input checked="" type="checkbox"/> No	Do personnel in the organisation or partnership have the necessary skills and expertise to conduct the HIA?	<input type="checkbox"/> Yes
<input checked="" type="checkbox"/> No	Do personnel in the organisation or partnership have the time to conduct the HIA?	<input type="checkbox"/> Yes

<b>Is an HIA appropriate?</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>Why or why not?</b>	
The outcome of the screening suggests that a comprehensive HIA is not needed for the project. This site will provide a variety of types of house for those currently living in the borough and potential newcomers to the borough. Consultation has taken place to ensure that the masterplan for development takes into consideration Equality and Health Impacts and mitigates any potential issues. Further equality issues for developments in the borough have been considered as part of the Local plan Part 2 Equality Impact Assessment. <a href="http://www.blackburn.gov.uk/General%20EIA/Local-Plan-Part-2-EIA-v1.0.pdf">http://www.blackburn.gov.uk/General%20EIA/Local-Plan-Part-2-EIA-v1.0.pdf</a>	
<b>If yes, what type and how?</b>	
N/a	

**Recommendations / comments**

It is recommended that the activity continues in its current form. As previously mentioned further consultation and communication will take place with all stakeholders and there is scope for flexibility, whilst ensuring that the 'best scheme' is chosen.

**Completed by:** \_\_\_\_\_**Date: 17 October 2016** \_\_\_\_\_**Approved by**

(Head of Service/Director): \_\_\_\_\_

**Date: 17 October 2016** \_\_\_\_\_

*This signature signifies the acceptance of the responsibility and ownership of the HIA and the resulting action plan (if applicable).*

**Approved by**

(Public Health): \_\_\_\_\_

**Date: 26/10/2016** \_\_\_\_\_

*This signature signifies the acceptance of the responsibility to publish the completed HIA.*

***\*Once this form has been completed and approved, this document should be saved as the Health Impact Statement for the specified activity, any actions should be monitored appropriately\****