

Nuneaton and Bedworth Borough Council Gypsy and Traveller Site Allocations DPD

Main Modifications Habitats Regulations Assessment

Nuneaton and Bedworth Borough Council

June 2023

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Quality information

Prepared by	Check	ed by	Verified by		Approved by
Isla Hoffmann H Senior Ecologist	•	Kent Ecologist	Dr James Riley Technical Dire		Dr James Riley Technical Director
Revision H Revision	istory Revision date	Details	Authorized	Name	Position

Prepared for:

Nuneaton and Bedworth Borough Council

Prepared by:

AECOM Limited Midpoint, Alencon Link Basingstoke Hampshire RG21 7PP United Kingdom

T: +44(0)1256 310200 aecom.com

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1. Introduction

- 1.1 In 2021 AECOM was appointed by Nuneaton and Bedworth Borough Council to assist the Council in undertaking a Habitats Regulations Assessment of the Council's Gypsy and Traveller Site Allocations Development Plan Document (DPD). The HRA included a Likely Significant Effects Test and due to the lack of realistic linking impact pathways and the distances from the site allocations with in the DPD and relevant sensitive Habitats Sites (referred to as European Sites within the HRA of the DPD undertaken by AECOM in December 2021), it was concluded that no Likely Significant Effects would either alone or 'in combination' with other plans and projects.
- 1.2 Following the Examination in October 2022, the Inspector has recommended a series of Main Modifications to be made to the DPD (Modifications document Schedule of Suggested Main Modifications- 24.05.23. PINS/W3710/429/5²).It is, therefore, necessary for those modifications (to be analysed in order to confirm that they will not themselves introduce new likely significant effects that were not thoroughly investigated for the HRA of the DPD. That is the purpose of this report.
- 1.3 Additional Modifications found in the separate Modifications document (2)³ are those which do not materially affect the Policies in the DPD, but which are generally minor factual updates; corrections of any errors or which are considered necessary for clarity. As such, it is considered that this document will not provide any linking impact pathways to a Habitats Site and is not considered within this report.
- 1.4 Note therefore that this report should therefore be considered an Addendum to the HRA of the DPD. As such, it does not recap the methodology of the HRA or the results of either the likely significant effects test of the DPD, including the 'incombination' assessment. Instead, it focuses specifically on whether the Main Modifications will result in likely significant effects on any Habitats Sites.

2. Likely Significant Effects of Main Modifications (MMs)

2.1 The table overleaf sets out the assessment of each Main Modification (MM).

² Modifications document 1 provides details of the Main Modifications that are required due to take into account either the responses received during the consultation of the Publication version of the Development Plan Document (DPD) or which are considered necessary by the Planning Inspectorate to ensure the DPD is considered legal; in accordance with procedural requirements; to ensure the Document is considered sound and to ensure that the Document is in accordance with the National Planning Policy Framework including paragraph 35.

³ Schedule of Additional Suggested Modifications. (Main Modifications provided in document 1) 24.05.23

Table 1: Test of Likely Significant Effects for the Main Modifications to the Nuneaton and Bedworth Borough Council Gypsy and Traveller DPD

Main Modification Reference and DPD Sub Section/Paragraph/Policy box/table/Page number of amended DPD	Proposed Main Modification (New words added in bold and underlined. Deletions stricken through.)	Test of Likely Significant Effects
MM1 '1.0 Introduction'/ Paragraph1.2/ Page 1	Alter minor wording and add text at end of paragraph to read: "1.2 Policies DS4 – Overall development needs and H3 – Gypsies and Travellers set out the need for new pitches by 2031/2032 to be at least 39 residential and 5 transit pitches. Policy H3 does not set out where the new pitches would be provided but sets out the criteria that will be used to identify potential locations for residential and permanent pitches through the Gypsy and Traveller Site Allocations Development Plan Document (DPD). It is through this DPD that land is identified and allocated for future traveller sites. Policy H3 of the current adopted Borough Plan (2011-2031) is superseded entirely by the DPD and in the emerging Borough Plan Policy H3 will purely refer to the DPD for Policies relating to Gypsy, Travellers and Showperson pitches and plots."	No Likely Significant Effects. This is a minor amendment to wording to make clear that Policy H3 of the current adopted Borough Plan (2011- 2031) is superseded by the Gypsy and Traveller Site Allocations DPD. To state that Policy H3 of the emerging Borough Plan will be amended purely to refer to Policies within the Gypsy and Traveller Site Allocations DPD. It does not provide for any linking impact pathways.

MM2 '3.0 Need/Future Need'/ Paragraph3.9/ Page 7	Add text within paragraph to read: "3.9 In the 2021 GTAA it is recommended that the "evidence base is refreshed on a 5-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across Nuneaton and Bedworth." This is an important element of confirming that the need in this DPD remains as required. It is therefore the Council's intention that the number of new pitches will be assessed each year at the Authority Monitoring Report (AMR) stage and landowners contacted to encourage the sites to come forwards. The DPD will be reviewed five years after adoption and subsequently five years thereafter on an ongoing basis, to ensure the document meets the current needs. The update of the GTAA is referenced in Table 3 of Chapter 5.0 on Monitoring of this document. Should need be found to have changed beyond that set out in this DPD (or indeed for another reason such as undeliverability of a site or sites) then this should trigger a review of this DPD."	No Likely Significant Effects. This modification is made to clearly set out what will be carried out at the AMR stage in order to encourage sites coming forwards and when the DPD will be reviewed. It does not provide for any linking impact pathways.
MM3 Strategic 'Policy GT1 – Overall Need'/ Page 8	 Add text at end of Policy to read: "The following levels of development will be planned for and provided within Nuneaton and Bedworth Borough between 2021 and 2037: At least 6 permanent residential pitches to accommodate Gypsies and Travellers by 2025; and At least a further 5 permanent residential pitches beyond those required by 2025 so that, in total, at least 11 permanent residential 	No Likely Significant Effects. This modification is to make clear that the numbers for pitches within the existing Borough Plan (2011-2031) and the period of cover. It is also necessary to clarify which section of the existing
	pitches to accommodate Gypsies and Travellers by 2037. <u>This Policy supersedes the third bullet point of Policy DS4 of the</u>	Local Plan is superseded by the DPD.

	adopted Borough Plan (2011-31)."	It does not provide for any linking impact pathways.
MM4 '4.0 Location of Pitches'/ Under new sub section 'Green Belt'/ Paragraph 4.3 and new paragraph 4.4/ Pages 9 and 10	 Delete whole paragraph as follows: "4.3 Notwithstanding the above, of all the occupied pitches, and plots on site/yards for gypsies and travellers all but one (that at Watling Street) are within the Green Belt including the local authority provision at Griff. The travelling showperson's yard is also outside of the Green Belt." Replace paragraph 4.3 to read: "4.3 Sunrise Cottage and The Old Nursery are not currently being considered for the removal of their Green Belt status. The removal of the two sites from the Green Belt would not be consistent with Policy DS7 of the current Borough Plan (and would be noncompliant with Regulation 8(4) of the 2012 Regulations) which is the Part 1 plan. Notwithstanding this, the Borough Plan is currently being reviewed and the Green Belt status of these two sites may be revisited, if necessary, when the Borough Plan is updated as part of a wider review of the Green Belt document explains how the Green Belt states may be considered suitable for development subject to meeting national policy for the Green Belt. This separate document also explains why it is considered that the development of two allocations within the Green Belt may be regarded as infilling of previously developed land." 	No Likely Significant Effects. This modification is to clarity of the position of the sites in relation to Green Belt Policy and to be consistent with existing Borough Plan. It does not provide for any linking impact pathways.
	considered to be inappropriate development in the Green Belt, then it would be necessary to demonstrate 'very	

	special circumstances' in accordance with the Framework.	
	In this regard, the allocation of these sites for new gypsy	
	and traveller pitches in this DPD will be an important	
	consideration in any such assessment."	
MM5	Amend and add to paragraph to read:	No Likely Significant Effects.
'4.0 Location of Pitches'/ Now under new sub section 'Sustainability'/ Previously Paragraph 4.5 now 4.6/ Page 10	"4.6 Sites should also avoid locations that would impact upon land that has been designated for its interest, so, sites of ecological, heritage, or geological value. Similarly, contaminated land, land prone to flooding, and land in a sensitive landscape should also be avoided. These and other criteria for selecting new gypsy and traveller sites are set out in Policy H3 – Gypsies and Travellers of the current Borough Plan. GT2 Strategy."	This modification is to reference to Policy H3 removed as to be superseded. Instead refers to Policies within DPD. It does not provide for any linking impact pathways.
MM6 '4.0 Location of Pitches'/ under sub section 'Locational Strategy'/ Previously Paragraph 4.6 now 4.7/ Page 10	 Delete, add and amend some wording in paragraph as follows: "4.7 The fundamental purpose of the Gypsy and Traveller Site Allocations DPD is to allocate land to provide for the number of pitches identified as the need by 2036/37. for the required need to 2037. The Issues and Options consultation draft proposed four strategies for allocating new pitches. These were all assessed within the accompanying sustainability appraisal and two of the options were found to be the most sustainable, namely the following: A. Seek to allocate new pitches firstly within the permitted area of existing sites and/or adjacent to these sites, then based on walking distances to services, and then by existing Policy H3. D. Seek to allocate new pitches firstly within the permitted site area of existing sites, then adjacent to these existing pitches, then based on walking distances to services. Use existing Policy H3 only once sites have been allocated by any of the other means 	No Likely Significant Effects. This modification is to make clear the cover period of the DPD. Remove reference to acceptability of walking distance as the location of the sites is unable to comply with this. It does not provide for any linking impact pathways.

	and then only if insufficient has been allocated .the criteria	
	set out in the latter part of the policy."	
MM7 '4.0 Location of Pitches'/ under sub section 'Locational Strategy'/Previously Paragraph 4.7 now 4.8/ Pages 10-11	Amend typing error from 'of' to "is". Delete one sentence to read: "4.8 Respondents to the issues and options selected only options A and D – with an even split of numbers to these two options from respondents. Options A and D – the first difference is that option A uses extant Policy H3 to assess sites at the outset whilst option D only uses extant Policy H3 once insufficient sites have been found via other means. The second difference if <u>is</u> that option D separates out the permitted areas of existing sites from land adjacent to existing sites whereas option A does not and treats them together. It is considered that option D should form the basis of the allocation of new pitches as it allows for the consideration of the permitted site area of existing sites first (and in isolation) and this has the potential for the least impact. However, in hindsight, the use of the word 'adjacent' could give rise to some ambiguity and the word 'adjacent' could give rise to some ambiguity and the word 'adjacent' could give potion D is that Policy H3 is only used as a fallback if insufficient pitches have been found via other means rather than from the outset. It should be noted that should planning applications be made for new pitches on unallocated sites then the strategic policy in this DPD would be used as the starting point to assess their suitability."	No Likely Significant Effects. This modification is to remove reference to the future use of Policy H3 of extant Borough Plan. It does not provide for any linking impact pathways.
MM8 '4.0 Location of Pitches'/ under sub section 'Locational Strategy'/ Previously Paragraph 4.8	Delete whole paragraph as follows: "4.8 In terms of walking distances to services a number of different ways in which this could be measured were suggested in the issues and options document and these ranged from 2-3 miles for school to 800 metres to a town centre. The intermediate distance was 1.6 kilometres to GPs (General Practitioners) and pharmacies. Given the above range of different ways to measure	No Likely Significant Effects. This modification is to remove reference to walking distance of sites to services to reflect revised policy wording. It does not provide for any

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	walking distances to specific services and that, ideally, access	linking impact pathways.
	should be all of these, it seems a good compromise to use the	
	intermediate distance, and this shall be used within the strategic	
	policy."	
MM9	Omit and amend wording to read:	No Likely Significant Effects.
'4.0 Location of Pitches'/under	"4.9 Based on the above the strategy is a tiered approach whereby	
sub section 'Locational	land that is being developed for new pitches will be assessed	This modification is to remove
Strategy'/ Paragraph 4.9/ Page	against the three priority land uses.	reference to H3 of the extant
11	In terms of allocations, land will be allocated in the order as set	Borough Plan and to clarify
	out in the Policy GT2 so that the priority will be to allocate land	the criteria in GT2 and GT3 is
	that meets priority one in the first instance. If insufficient pitches	instead used for allocating
	to meet the Borough's needs are found to be acceptable then	acceptable sites.
	land use priority two will be used and then land use priority three.	It does not provide for any
	If insufficient remains allocated, then Policy H3 will be used. In	
	terms of planning applications these are standalone parcels of	linking impact pathways.
	land that cannot be dealt with by the same process and, thus,	
	any of the three priority land uses would be acceptable subject	
	to all other matters of the proposal being found acceptable.	
	Policy H3 of the extant Borough Plan is only utilised if there is	
	insufficient provision to meet the identified need for new pitches.	
	within the sites allocated within GT3 or within the permitted	
	area of existing lawful, authorised gypsy and traveller sites.	
	In addition, to ensure that consideration is given to	
	sustainability, any new sites that come forwards within the	
	urban area (as shown within the settlement boundary of	
	Policy DS2 of the Borough Plan) or located on a brownfield	
	site will also be considered. In addition, land adjoining the	
	permitted area of existing lawful, authorised gypsy and	
	traveller sites will be considered as long as these are in	
	proportion appropriate to the scale of the existing site. The	
	intention is to supersede entirely Policy H3 in the current	
	adopted Plan (2011 – 2031). Within the emerging Borough	

	Plan (2024 – 2039) emerging Policy H3 will simply signpost to the adopted DPD for guidance on any new pitches or	
	plots."	
MM10	Amend, omit, and add to read:	No Likely Significant Effects.
Strategic 'Policy GT2 Strategy'/	"Planning permission will be granted for new gypsy and traveller pitches	This is a minor taxt
Pages 11 and 12	subject to compliance with other policies of the development plan and	This is a minor text amendment detailing that
	with national policy including in relation to Green Belt in the	instead of having to
	following priority land uses on the following land:	demonstrate the priority land
	a) Sites allocated in Policy GT3 or within the permitted area of	uses all the criteria is equally
	existing lawful, authorised gypsy and traveller sites; or	acceptable. Thus, negating a
	b) Sites within the urban area (as shown within the settlement	staged approach to the
	<u>boundary of Policy DS2 of the Borough Plan);</u> or	criteria.
	c) then land adjoining the permitted area of existing lawful,	
	authorised gypsy and traveller sites; <u>Previously developed</u>	It does not provide for any
	sites; and	linking impact pathways.
	d) then land within 1.6 kilometres of appropriate services, such as	
	schools, GP surgeries, shops, and these services being capable	
	of being accessed safely by foot. Extensions adjoining the permitted area of existing lawful, authorised gypsy and	
	traveller sites that are proportionate to the existing site.	
	travener sites that are proportionate to the existing site.	
	Any proposed sites considered must comply with all of the	
	following:	
	a) The site should have reasonable access to essential	
	services including health and education facilities and	
	access to local shops;	
	b) The number of pitches or plots is in proportion to the size	
	and scale of the site;	
	c) <u>The number of pitches or plots is in proportion to the size</u>	
	and density of the nearest settled community;	
	d) <u>The site is not located in areas of high flood risk;</u>	
	e) The site avoids adverse impact on historic and important	

	 open spaces, landscape or local nature conservation designations, ecology and biodiversity assets; f) The site is located where the privacy, visual and residential amenity for both site residents and neighbouring land uses are protected; g) The site has suitable access to the highway network; h) The site is located where air or noise pollution will not significantly affect the health and well-being of site residents; and i) The site has suitable connection to the foul sewage system or can demonstrate that connection is unviable and alternative arrangements can be made. If there is insufficient provision to meet the minimum needs identified in Strategic Policy GT1 – Overall Need then extant Policy H3 – Gypsies and Travellers of the Borough Plan will be used to determine the acceptability of the new development. This Policy supersedes Policy H3 of the adopted Borough Plan 	
	(2011-31)."	
MM11	Sentences omitted at beginning of paragraph to read:	No Likely Significant Effects.
MM11 Supporting text under Strategic 'Policy GT2 Strategy'. Under subheading 'Allocation of Sites'/ Previously Paragraph 4.12 now 4.13/ Page 13	Sentences omitted at beginning of paragraph to read: "4.13 This site does not meet the three bullet points of Strategic Policy GT2 – Strategy but the policy allows for sites in other locations that accord with Policy H3 where the need set out in Strategic Policy GT1 – Overall Need has not been met. The other two sites would provide nine pitches, leaving a shortfall of two pitches to meet the identified need. An assessment of the site against Policy H3 has concluded that the site would be acceptable for allocation. The number of pitches provided by the three sites found acceptable for allocation would provide 14-15 pitches which would, firstly, meet the minimum 11 pitches required and, secondly, build in some resilience should the anticipated levels of turnover at The Griff not take place."	No Likely Significant Effects. This modification is to remove reference to Policy H3 of Borough Plan so reference to this has been removed for clarity. It does not provide for any linking impact pathways.

MM12 Supporting text under Strategic 'Policy GT2 Strategy'. under subheading 'Allocation of Sites'/ Previously Paragraph 4.15 now 4.16/ Page 13	Deleted sentences at end of paragraph to read: "4.16 The need for new gypsy and traveller pitches set out in Strategic Policy GT1 – Overall Need is for at least 11 permanent residential pitches to accommodate Gypsies and Travellers. The sites that have been found acceptable to allocate would provide up to 15 pitches at three locations and these are set out in Policy GT3 – Site Allocations. Below the policy an accompanying plan is provided showing the area to which the allocation relates." Two of the sites are within the Green Belt, namely Sunrise Cottage and The Old Nursery, and these have been found to meet the terms of exceptions and thus allowable development in the Green Belt. The extant proposals map will need to be updated to remove these two sites from the Green Belt.	No Likely Significant Effects. This modification is to omit the requirement to remove sites from the Green Belt as there is no intention of removing these sites within the extant Borough Plan which would have meant the DPD conflicted with the extant Local Plan. It does not provide for any linking impact pathways.
MM13 Strategic 'Policy GT3 – Site Allocations'/ Pages 16 and 17	Additions to the Policy to read: "Planning permission will be granted for new gypsy and traveller pitches at the following sites and as denoted with a solid red line on the accompanying site plans: GTSA1 – Sunrise Cottage for three additional pitches within the existing site as shown as a solid red line on the accompanying plan. GTSA2 – The Old Nursery for five to six new pitches within the site as shown as a solid red line on the accompanying plan. GTSA3 - Winter Oak for six additional pitches within the existing site as shown as a solid red line on the accompanying plan. <u>Key Development Requirements</u> Planning applications at the allocated sites shall contain the details as	No Likely Significant Effects. This modification is to add requirements that became apparent during the Publication consultation process. It does not provide for any linking impact pathways.

 set out below: GTSA1 – Sunrise Cottage Provision of visibility splays of 160 metres. Suitable bin collection points should be provided within the site so that bins are not stored within the highway. Preliminary Ecological Assessment. Where possible foul sewage for new pitches/plots should connect to existing foul mains drainage. Where connection to mains drainage is not possible, the potential impact on the water environment will need to be considered. 	
 GTSA2 – The Old Nursery Closure of the northern access within the site. Access to be made in and out of the site from the southern access within the site. Configuration of an access that allows for sufficient manoeuvring room for any vehicles entering/exiting the site. Any gates within the access to be setback sufficient distance to allow any vehicle entering the site to exit the highway completely whilst the gates are opened or closed. Provision of visibility splays of 160 metres. Suitable bin collection points should be provided within the site so that bins are not stored within the highway. Landscaping of the site boundary to soften the appearance of the pitches from external views. Preliminary Ecological Assessment. 	

	 Retention of existing boundary vegetation. Provision of communal play area within the site. Address any contamination on the site. Where possible foul sewage for new pitches/plots should connect to existing foul mains drainage. Where connection to mains drainage is not possible, the potential impact on the water environment will need to be considered. GTSA3 – Winter Oak Suitable bin collection points should be provided within the site so that bins are not stored within the highway. Preliminary Ecological Assessment. Retention of existing boundary vegetation. Provision of communal play area within the site. Ensure air and noise quality to future residents of the site is acceptable. Where possible foul sewage for new pitches/plots should connect to existing foul mains drainage. Where connection to mains drainage is not possible, the potential impact on the water quality will need to be considered." 	
MM14 Strategic 'Policy GT4 – Site Safeguarding'/ Page 19	Amend and omit some wording to read: "The travelling showpeople site at Spinney Lane/Whittleford Road, Nuneaton as denoted on plan GTSA4 with a solid red line will be safeguarded for use by travelling showpeople.	No Likely Significant Effects. This modification is reworded Policy in order to require demonstration if the site is no
	Alternative uses will <u>only</u> be permitted if it is <u>clearly demonstrated</u> proven that either there is no longer a requirement <u>the site is no longer</u> <u>required</u> for travelling showpeople accommodation." or that an alternative site for travelling showpeople is available within Warwickshire.	longer required and deleted reference to the removal of the protection in the event a new site is located in Warwickshire which is

MM15 '5.0 Monitoring'/Table 3/ Page 21		toring indicators and raveller Site Alloo	e to read: targets for the policie cations Developmen	unlikely to happen. It does not provide for any linking impact pathways. No Likely Significant Effects. This modification is to make clearer the monitoring process and requirement for
	Policy	Indicator	Target	a new Accommodation
	Policy GT1 – ŧr Overall Need a M c fo	accommodation.	pitches Provided.	Assessment Survey to see if the number of pitches has changed and therefore requires amending. Amend wording to replicate the
			Within five years of adoption of this DPD undertake a new Gypsy, Traveller, and Showpeople Accommodation Assessment.	wording within Policy GT4. It does not provide for any linking impact pathways.
	Strategic Policy GT2 – Strategy	Sites permitted in accordance with the <u>policy criteria</u> <u>mentioned in</u> <u>policy GT2.</u>	100%. <u>Timescales</u> <u>as below</u> .	
	Policy GT3 -	- Monitor the supply	A minimum of six	

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	Site	and delivery of		
	Allocations	allocated sites and report	residential pitches	
			permitted and	
		the Authority	available for acc by	
		Monitoring	2025 /20 and a	
		Report. <u>Contact</u>	minimum of 11	
		the proposed	additional	
		sites on a yearly	residential pitches	
		<u>basis after the</u>	permitted and	
		<u>AMR to</u>	available by	
		encourage the	2036 /37 .	
		sites to come	2000/011	
		forwards and		
		answer any concerns the		
		owners may		
		have on bringing		
		the sites		
		forwards at that		
		<u>time</u>		
	Policy GT4 -	Monitor the use of	The identified site	
	Site	the safeguarded		
	Safeguarding	site.	Lane/Whittleford	
			Road, Nuneaton to	
			remain used for	
			travelling	
			showpeople unless	
			it is was proven to	
			•	
			be no longer	

		required. clearly demonstrated that the site is no longer required for travelling showpeople		
MM16 'Appendix 1'/Table/Page 22	Omit and amend some wording to read: "Relationship between the policies in this I Plan.	accommodation"	This modification is to make	
	Existing Borough Plan policies Site Alloc	ding Gypsy and Traveller ations DPD policies	clearer what is to be superseded in the extant Borough Plan when the DPD is adopted.	
Policy DS4 – Overall development needs (third bullet point only). Policy GT1 –		ded by Strategic ⁻1 – Overall Need.	It does not provide for any linking impact pathways.	
		<u>ded b</u> y Strategic GT1 Overall 2 – Strategy" –.		
MM17 'Appendix 1'/ Supporting text to table / Page 22	Add to appendix to read: "For reference Policy DS4 Overall development needs should now read: <u>The following levels of housing and employment development will</u> <u>be planned for and provided within Nuneaton and Bedworth</u> <u>Borough between 2011 and 2031:</u> • <u>At least 14,060 homes</u>		No Likely Significant Effects. This modification is to make clear that reference to pitches in third bullet point of Policy DS4 of the extant Borough Plan is to be deleted.	
 <u>At least 107.8 ha of employment land</u> <u>At least 39 residential pitches and 5 transit pitches to</u> <u>accommodate Gypsies and Travellers"</u> 			It does not provide for any linking impact pathways.	

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3. Conclusion

1.1 Following the analysis of the proposed Main Modifications to the Gypsy and Traveller DPD, it can be concluded that they will not lead to likely significant effects on Habitats Sites, alone or in combination with other plans and projects, and do not undermine the conclusions of the HRA of the Gypsy and Traveller DPD undertaken in 2021.

