

North West Leicestershire  
Annual Monitoring Report 2016/17



# Contents

## **Section 1 – Monitoring Background**

<i>Introduction</i>	1
<i>Policy Context and the Monitoring Process</i>	1
<i>District Context</i>	1
<i>Demographic Context</i>	2
<i>Document Progress against the LDS</i>	2
<i>Neighbourhood Planning</i>	2
<i>Community Infrastructure Levy</i>	3
<i>Duty to Cooperate</i>	3

## **Section 2 – Monitoring Outputs for 2016/17**

<i>Housing</i>	5
<i>Employment and Business</i>	7
<i>Retail Health &amp; Vacancy Rates</i>	8

## **Section 3 – Future Monitoring Opportunities** 10

# Section 1 – Monitoring Background

## Introduction

All local authorities are required to publish an annual monitoring report (AMR). The content of AMRs is prescribed by the Town and Country Planning (Local Planning) (England) Regulations 2012 – Part 8 (regulation 34).

The guidance suggests that AMR's should:

- Review progress in terms of Local Plan document preparation against the timetable set out in the Local Development Scheme;
- To assess and monitor the extent to which policies in Local Plan documents are being implemented;
- Report on planning matters;
- Provide information on the implementation of neighbourhood plans;
- Highlight contributions made by development through the Community Infrastructure Levy (CIL);
- Report activity relating to the duty to cooperate, and;
- Assist in determining whether there is a need to undertake a partial or full review of the Local Plan.

The Monitoring Report aims to include the information required by the Regulations.

The 2016/17 monitoring covers the period from 1<sup>st</sup> April 2016 to 31<sup>st</sup> March 2017.

The start date for monitoring is 1 April 2011 in order to coincide with the start date for the recently adopted Local Plan.

## Policy Context and the Monitoring Process

Within England, the National Planning Policy Framework (NPPF) sets out the government's planning policies and how these are to be applied. It provides a framework within which local people and their responsible councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.

The Council collects data to be analysed in order to establish how effective policies have been and whether they are being implemented in the intended manner. This process of monitoring planning policies is important to ensure they are achieving their objectives and delivering sustainable development. The monitoring process can also help to identify whether policies are having any unintended consequences and whether they are still relevant and effective. The AMR also plays an important role in the provision of evidence for emerging planning policies at the local level. The newly adopted Local Plan includes a chapter on monitoring and implementation and also contains a Monitoring Framework.

## District Context

North West Leicestershire is a largely rural district and covers a size of 27,900 hectares (108 square miles). Coalville is the principal administrative centre, with the other main settlements being Ashby de la Zouch, Castle Donington, Ibstock, Kegworth and Measham. The district shares borders with Hinckley and Bosworth Borough, Charnwood Borough, Rushcliffe Borough, Erewash Borough, South Derbyshire District, Lichfield Borough and North Warwickshire Borough Councils. There are good road links within North West Leicestershire including the M1, the A42/M42, the A50 and the A511, which

help to link the district with larger centres including Nottingham, Derby, Leicester and Birmingham.

## Demographic Context

At the 2011 Census the population of the district was about 94,500. The majority of residents lived within the main settlements of Coalville (37,437) and Ashby de la Zouch (12,530). The residents within these two settlements accounted for more than half of the district's population (ONS Census, 2011). The percentage of people within the district of working age (16-64) was 62.9% which is slightly lower than the national figure of 64.2% (ONS Census, 2011).

## Document Preparation against the Local Development Scheme

North West Leicestershire District Council's Local Plan was adopted on 21 November 2017. The Local Plan includes a Monitoring Framework which outlines how the policies in the Local Plan will in the future be monitored annually. Through monitoring the council can regularly assess the performance of individual policies and overall progress in delivering the strategic objectives of the Local Plan.

The adopted Local Plan includes a commitment to undertake an immediate review of the plan commencing in early 2018. A revised Local Development Scheme (LDS) will be prepared which will set out the timetable for the review.

The other document referred to in the LDS is the Gypsy and Traveller Site Allocations DPD. The current LDS (May 2016) identified the following programme

### Gypsy and Traveller Site Allocation DPD

Stage of Preparation	Timetable set out in LDS
Publication of Document	August 2017
Submission	September 2017
Examination	December 2017
Adoption	June 2018

Due to delays in the Local Plan and the collection of key evidence, particularly in respect of seeking to identify potential sites, the Council has yet to agree a publication version of the Gypsy and Traveller Site Allocations DPD. A revised LDS will set out anew programme.

A full version of the LDS is available to view on the District Council's [website](#).

## Neighbourhood Planning

Neighbourhood planning was introduced by the Localism Act 2011. Through producing a Neighbourhood Plan communities can take the lead on developing planning policies. However, any plans and policies must be in general conformity with the strategic policies contained in the adopted Local Plan in place at the time a Neighbourhood Plan is prepared.

Neighbourhood Plans attain the same legal status as the Local Plan once it has been agreed at a referendum and is made by North West Leicestershire District Council. Applications for planning permission must then be determined in accordance with the neighbourhood plan, unless material considerations indicate otherwise.

There are currently three designated Neighbourhood Plan areas within the District:

- Ashby de la Zouch,
- Ellistown and Battleflat; and
- Hugglescote and Donington le Heath.

In addition, the District Council is currently considering an application from Ashby de la Zouch Town Council to designate Blackfordby as a Neighbourhood Plan area.

Ashby de la Zouch Town Council submitted their Neighbourhood Plan to the District Council in August 2017. An independent Examiner has now been appointed and will now decide if the Plan can proceed to referendum.

Ellistown and Battleflat Parish Council published their pre-submission draft Neighbourhood Plan in August 2017.

Hugglescote and Donington Le Heath Parish Council applied to the District Council for designation of a Neighbourhood Plan area in March 2017.

## **Community Infrastructure Levy (CIL)**

The Localism Act introduced the CIL which is a tool for Local Authorities to help deliver infrastructure to support the development of the area. CIL is a one off payment charged on new development (but may also be payable on permitted development) to be used to respond to pre-determined infrastructure needs in the district. Where a planning permission is phased, each phase of the development is treated as if it were a separate chargeable development for levy purposes.

Although some work has been undertaken towards the development of CIL, no decision has yet been made as to whether a CIL will be adopted in North West Leicestershire.

## **Duty to Cooperate**

The Duty to Cooperate was introduced through the Localism Act 2011 and is a legal duty for local planning authorities, county councils and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters. The duty to cooperate is not a duty to agree but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters.

North West Leicestershire forms part of the wider Leicester and Leicestershire Housing Market Area (HMA) and the Leicester and Leicestershire Enterprise Partnership area (LLEP). The District Council has and continues to engage and co-operate in joint working with the other authorities within and also outside the HMA. In terms of the Local Plan the council has worked with partners across the HMA/LLEP on a variety of matters including establishing housing requirements, and employment needs, planning for climate change and the Charnwood Forest.

There are on-going mechanisms for co-operation between the HMA authorities at both Member and officer level through the Strategic Planning Group (SPG) and the Members Advisory Group (MAG). In addition, the HMA authorities are currently working together on the production of a Strategic Growth Plan, which is an overarching non-statutory plan which will set out the aspirations for delivering growth (housing, economic, infrastructure) in Leicester and Leicestershire until 2050. Public consultation on a draft plan is expected in early 2018.

Outside of the HMA/LLEP the council has a regular dialogue with neighbouring authorities regarding meeting development needs and works - specifically with South Derbyshire and Lichfield on matters relating to the River Mease Special Area of Conservation.

## Section 2 – Monitoring Outputs for 2016/17

The figures and statistics included in this report have been collected by North West Leicestershire District Council unless otherwise stated.

### Housing

#### Completions

Table 1: Housing completions (net) from 2011/12 onwards:

Monitoring Period	Housing Completions Net
2011 / 2012	234
2012 / 2013	365
2013 / 2014	428
2014 / 2015	686
2015 / 2016	629
2016/2017	731
<b>Total</b>	<b>3,073</b>

Table 1 shows the number of new dwellings completed in each monitoring period, dating from 2006/07 onwards. The table shows the net figure i.e. the number of houses remaining after accounting for any deductions e.g. demolitions or conversions. The table shows a steady decline in completions from 2008 to 2010, likely to be attributable to the economic downturn. In more recent years completions have increased and now significantly exceed pre-recession levels.

The recently adopted Local Plan identifies a housing requirement of 481 dwellings per annum starting in 2011. For the period 2011-17 the overall number of dwellings built (3,073 dwellings) was more than the requirement (2,886 dwellings) for the same period.

#### Location of completions

Table 4: Location of housing completions within the district from 2011 to 2017 (net figures):

	Coalville Urban Area	Key Service Centres	Local Service Centres	Sustainable Villages	Small Villages	Total
2011/12	120	-24	63	70	5	<b>234</b>
2012/13	93	91	153	16	12	<b>365</b>
2013/14	33	198	148	32	17	<b>428</b>
2014/15	97	308	184	31	66	<b>686</b>
2015/16	122	221	166	78	42	<b>629</b>
2016/17	297	123	157	102	52	<b>731</b>
<b>Total</b>	<b>762</b>	<b>917</b>	<b>871</b>	<b>329</b>	<b>194</b>	<b>3,073</b>

Table 4 shows the location of housing completions recorded from the start of the plan period. The district's Key Service Centres (Ashby de la Zouch and Castle Donington) have seen the largest amount of new housing built since 2011 although there has been a significant increase in the amount of new dwellings built in the Coalville Urban Area (CUA) over the last two years, which accounts for over half of all new dwellings built since 2011 in the CUA. This reflects the upturn in the housing market in the CUA and also the resolving of issues relating to viability and infrastructure provision which were previously holding back development. Conversely, new

development in Ashby de la Zouch and Castle Donington has declined as sites which have been in the process of development have been built out and have yet to be replaced by the commencement of development on sites which have permission.

Policy S2 of the adopted Local Plan identifies the CUA as the Principal Town of the district and where the largest amount of development in a single settlement will take place. This is reflected in the figures above. The next most amount of new development has been in Ashby de La Zouch (593 dwellings), followed by Ibstock (529 dwellings) and Castle Donington (324 dwellings). Ibstock is classified in the Settlement Hierarchy as a Local Service Centre whereas Castle Donington is identified as a Key Service Centre. The greater than might be expected amount of development that has taken place in Ibstock reflects the fact that in the absence of an up-to-date plan prior to the adoption of the Local Plan, the Council was supporting developments in locations which it would not necessarily otherwise have supported. The adoption of the Local Plan should help to redress this issue.

**Location of permissions**

Table 5: Location of housing permissions 2017

	<b>Coalville Urban Area</b>	<b>Key Service Centres</b>	<b>Local Service Centres</b>	<b>Sustainable Villages</b>	<b>Rural Villages</b>	<b>Total</b>
2017	4,734	2,279	1,200	528	224	<b>8,965</b>

Table 5 shows the location of planning permissions for housing as at 31 March 2017. Again these figures reflect the Local Plan Settlement Hierarchy. Within the Key Service Centres there were 1,375 dwellings with permission in Ashby de la Zouch and 904 at Castle Donington. This split between the two reflects what has been observed historically in terms of completions and suggests that it will continue in the future. In terms of the Local Service Centres the number of permissions is the reverse of completions. So whilst the most completions since 2011 have taken place in Ibstock (529 dwellings), the most permissions are in Measham (555 dwellings, followed by Kegworth (483 dwellings) and then Ibstock (162 dwellings). Through time, therefore, it is expected that the total amount of development in the three Local Service Centres will balance out.

**Location of dwellings under construction**

As at 31 March 2017 705 dwellings were under construction. Table 6 shows how these were distributed across the district settlement categories.

Table 6: Location of housing under construction 2017

	<b>Coalville Urban Area</b>	<b>Key Service Centres</b>	<b>Local Service Centres</b>	<b>Sustainable Villages</b>	<b>Rural Villages</b>	<b>Total</b>
2017	233	122	102	202	46	<b>705</b>

Table 6 illustrates again that in accordance with the Settlement Hierarchy the Coalville Urban Area has the greatest number of dwellings under construction. The next highest is Ashby de la Zouch (99) followed by 52 in Appleby Magna, 47 in Measham, 45 in Ravenstone , 36 in Moira and 33 in Ibstock. The higher than might be expected number in the Sustainable Villages is accounted for by a number developments of 10 or more dwellings in Appleby Magna, Ravenstone, Moira and Packington which were all approved at a time when the Council could not demonstrate a 5-year land supply and did not have an up-to-date Local Plan in place.

## Greenfield and Brownfield Land Development

Table 7 Residential development on Greenfield and Previously Developed Land (PDL) from 2006/07 monitoring period onwards:

	PDL Sites	Greenfield Sites	Total	Percentage on PDL
<b>2011/12</b>	71	163	234	30%
<b>2012/13</b>	77	288	365	21%
<b>2013/14</b>	108	320	428	25%
<b>2014/15</b>	187	499	686	27%
<b>2015/16</b>	182	447	629	29%
<b>2016/17</b>	151	580	731	24%
<b>Total</b>	776	2,297	3,073	25%

Table 7 shows the amount and proportion of new housing on Greenfield Land and Previously Developed Land (PDL). The table shows that the percentage of new houses built on PDL has fluctuated between 21% and 30% over the plan period. The increases recorded over the two previous years have been reversed in 2016/17. This probably reflects the increasing importance attached by government policy to supporting new development and the Council's previous lack of a 5 Year Housing Land Supply, meaning some of the former adopted Local Plan Policies were out of date. It also reflects the fact that there is a greater dependency upon small sites (i.e. those of less than 10 dwellings) to deliver development on PDL. For example, in 2016/17 25% of all development on PDL was on such sites, compared to just 10% of all development being on small sites. As such sites by their size will deliver less development than larger sites it impacts upon the overall proportion of new development on PDL.

## Employment

North West Leicestershire District Council monitors the provision of employment land within the district to ensure that there is an adequate supply of land available to support the needs of businesses and residents. Employment land is land that is appropriate for the development of employment generating uses, usually within the B1 (Business), B2 (General Industrial) and B8 (Storage or Distribution) land use categories.

A Housing and Economic Needs Assessment (HEDNA) was published for the Leicester and Leicestershire Housing Market Area (LLHMA) in January 2017. The principal purpose of the HEDNA is to identify the housing and employment land requirements for the LLHMA for the periods 2011-31 and 2011-36.

The employment land requirements for the district, as detailed in the HEDNA, are set out in the table below. Only those figures to 2031 are included as this is the period covered by the adopted Local Plan.

Table 7: HEDNA Employment Land Requirements (2011-2031) against NWLDC Employment Completions (2011-2017)

Employment Use	HEDNA Employment Requirements 2011-2031 (ha)	NWLDC Employment Completions 2011-2017 (ha)
<b>B1a/b</b>	45-46	1.22
<b>B1c/B2</b>	3	1.24
<b>Small B8</b>	17	2.35
<b>Strategic B8</b>	361 (HMA-wide figure)	54.19

Small B8 is defined as floor space of less than 9,000sq metres and Strategic B8 is floor space of more than 9,000sq metres. In terms of the requirements for Strategic B8 the HEDNA repeats the findings of the Strategic Distribution Study which identifies a need for 361 Ha up to 2031 for the LLHMA as a whole - there is no distribution below LLHMA level.

### Employment Land Commitments (as at 01 April 2017)

Table 8: Employment land commitments by type:

Use Class	Planning Permission (Ha)
B1a/b	11.37
B1c/B2	11.4
Small B8	5.97
Strategic B8	69.81
<b>Total</b>	<b>98.55</b>

Table 8 shows the employment land commitments as at 01 April 2017. Compared to the requirements set out in Table 7 there is currently anticipated to be a shortfall in B1a/b and Small B8 employment land but a significant over provision of B1c/B2 employment land. In regards to Strategic B8 employment land, taking into account both completions and commitments, the district would provide just over 34% of the LLHMA requirement.

## Retail & Service Centres

The Retail Capacity Study Update and Appendices (February 2015), undertaken by Roger Tym & Partners, provides assessments of quantitative retail capacity for North West Leicestershire District, and serves as a refresh of the quantitative capacity forecasts set out in the North West Leicestershire Retail Study - 2012 Update (RSU). The recommendations set out in the report are as follows:

- The updated capacity assessment identifies a 'requirement' of between minus 3,000 sq.m and plus 15,700 sq.m additional comparison goods sales area floor space by 2031.
- It is anticipated that there is no requirement for additional convenience retail floor space within the District to 2031 (as a result of very low forecasts of convenience goods expenditure growth and the additional convenience retail commitments that have come forward since the time of the 2012 RSU).

The Retail Capacity Study also noted that it was unlikely all existing commitments would be implemented, specifically there is some doubt as to whether the redevelopment of the Belvoir Shopping Centre would take place, at least in the same form that was originally approved in 2010. The non-implementation of this commitment will release considerable capacity for additional comparison retail floor space to 2031.

### Vacancy Rates

Table 9 below shows the vacancy rates within the main settlements within the district. It should be noted that the 2017 data for Coalville and Ashby de la Zouch is from March 2017 and for the other three centres from January 2017.

Table 9: Vacancy rates within centres

	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
<b>Coalville</b>	12.6%	14.7%	15.7%	14.7%	10.1%	12.9%
<b>Ashby de la Zouch</b>	2.8%	4.7%	3.7%	3.1%	0.5%	1.6%
<b>Castle Donington</b>	7.1%	3.6%	2.7%	0%		3.6%
<b>Ibstock</b>	5.4%	0.0%	1.8%		0%	2.7%
<b>Measham</b>	2.9%	5.9%	5.9%	8.8%		2.9%

Coalville continues to have the highest number of vacant units in the district, although current vacancy rates are still similar to when the data started in 2012. The percentage of vacant units in Ashby de la Zouch has increased from 2016, but the figure is still less than any other year since 2012. Castle Donington and Ibstock have seen increases in vacancies since they were previously surveyed. Measham has seen a significant drop in the percentage of vacancies since 2015.

The figures above for centres in the district can be compared to a national vacancy rate for town centres of 10.9% in April 2017 (Source: Local Data Company). Nationally the vacancy rate has been in slow decline since a high of 11.7 per cent recorded in mid-2015.

## **Section 3 – Future Monitoring Opportunities**

The newly adopted Local Plan includes a Monitoring Framework and in the future this will be used to monitor the effectiveness of the policies in the Local Plan. This process will enable an audit of the Local Plan, which in turn enables alterations to be made where necessary. This will be addressed in future AMRs.

