



North West Leicestershire Annual Monitoring Report 2017/18

December 2018

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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 2017/18 monitoring covers the period from 1st April 2017 to 31st March 2018.

The start date for monitoring is 1 April 2011 in order to coincide with the start date for the 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. A revised NPPF was published in July 2018. 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 Local Plan, adopted in November 2017, 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.

Following a Peer Review in early 2018, it was decided that the Local Plan Advisory Committee should become a formal committee (Local Plan Committee) and have decision making powers, including overseeing the preparation of the Local Plan. The first meeting of the Committee took place in June 2018.

The adopted Local Plan includes a commitment to undertake an immediate review of the plan commencing in early 2018. In accordance with the published Local Development Scheme (LDS) the review formally started in February 2018 and is currently the subject of a further consultation (November 2018 – January 2019).

The other document referred to in the LDS is the Gypsy and Traveller Site Allocations DPD. TWork on this had commenced in April 2016 and the LDS had identified that a publication version of the plan would be published. In April 2018. A decision on this was deferred to enable officers to continue to search for potential sites. It was subsequently agreed by the Local Plan Committee to address the provision of sites as part of the Local Plan review rather than a separate DPD.

The LDS will be reviewed and published.

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.

The Ashby de la Zouch Neighbourhood Plan was made on 29 November 2018

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

- Blackfordby,
- Ellistown and Battleflat;
- Hugglescote and Donington le Heath.

In addition, the District Council is currently (December 2018) considering an application for the designation of a neighbourhood area in Swannington parish.

The Ellistown and Battleflat Neighbourhood Plan was submitted to the District Council in September 2018 and a consultation was undertaken between 27 September and 8 November 2018.

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 this was undertaken in early 2018. Following the consultation and consideration of the comments received, the Strategic Growth Plan has now been agreed by the Members' Advisory Group overseeing its preparation on behalf of the Leicester & Leicestershire partner organisations. It is now proceeding through the governance processes of each organisation. It is hoped that a final plan will be in place by the end of 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 2017/18

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	235
2012 / 2013	365
2013 / 2014	428
2014 / 2015	686
2015 / 2016	628
2016/2017	730
2017/2018	965
Total	4,037

Table 1 shows the number of new dwellings completed in each monitoring period, dating from 2011/12 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 that in the first 3 years the annual requirement identified in the adopted Local Plan (481 dwellings) was not met, but has been significantly exceeded in the subsequent years. Since 2011/12 the average annual build rate was 577 dwellings, significantly in excess of the annual requirement.

Location of completions

Table 4: Location of housing completions within the district from 2011 to 2018 (net figures):

	Coalville Urban Area	Key Service Centres	Local Service Centres	Sustainable Villages	Small Villages	Total
2011/12	121	-24	63	70	5	235
2012/13	93	91	153	16	12	365
2013/14	33	198	148	32	17	428
2014/15	97	308	184	31	66	686
2015/16	122	221	166	78	41	628
2016/17	297	122	157	102	52	730
2017/18	315	237	121	222	70	965
Total	1,078	1,153	992	551	263	4,037

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. 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. Build rates in Ashby de la Zouch and Castle Donington have been fairly consistent, although there was a slight decrease in 2016/17 as sites were built out and new developments had yet to come on

stream. This was reversed in 2017/18.

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 (819 dwellings), followed by Ibstock (571 dwellings) and Castle Donington (334 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.

In terms of Sustainable Villages, these account for about 14% of new development since 2011. This is perhaps higher than might be expected. The most development has taken place in Ravenstone (131 dwellings), followed by Appleby Magna (86), Moira (82) and Ellistown (79). In the case of the first 3 villages again the lack of an up-to-date plan had resulted in developments being permitted which may not otherwise have been. However, in the case of Ellistown the amount of development is due to developments early on the plan period which were a ‘hangover’ from the previous Local Plan.

Location of permissions

Table 5: Location of housing permissions 2018

	Coalville Urban Area	Key Service Centres	Local Service Centres	Sustainable Villages	Rural Villages	Total
2017	4,734	2,279	1,200	528	224	8,965
2018	4,558	2,115	1,150	639	131	8,593

Table 5 shows the location of planning permissions for housing as at 31 March 2018. Again these figures reflect the Local Plan Settlement Hierarchy. Within the Key Service Centres there were 1,196 dwellings with permission in Ashby de la Zouch and 919 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 (571 dwellings), the most permissions are in Measham (536 dwellings, followed by Kegworth (473 dwellings) and then Ibstock (141 dwellings). Through time, therefore, it is expected that the total amount of development in the three Local Service Centres will balance out.

Overall the number of permissions has declined slightly (down from 8,965 dwellings in 2017), but bearing in mind that high build rate observed in 2017/18 it has not decreased as much as might have been expected. This indicates that new permissions are coming forward and replacing some of those dwellings that have been built out and so maintaining a healthy pool of permissions for the future. All categories of settlement have seen a decrease, with the exception of Sustainable Villages where there has been an increase of 110 dwellings with planning permission compared to 2017.

Location of dwellings under construction

As at 31 March 2018 653 dwellings were under construction. Table 6 shows how these were distributed across the district settlement categories.

Table 6: Location of housing under construction 2018

	Coalville Urban Area	Key Service Centres	Local Service Centres	Sustainable Villages	Rural Villages	Total
2018	192	215	47	142	57	653

The number of dwellings under construction has declined from the 705 dwellings under construction as at 31 March 2017, a decrease of 52 dwellings (7%). Despite the overall decrease, the Key Service Centres and Rural Villages saw increases of 93 dwellings (76%) and 11 dwellings (24%) respectively. The biggest actual decrease was in the Sustainable Village category (down 60 dwellings) whilst proportionally the biggest decrease was in the Local Service Centres, down 54%.

Ashby de la Zouch had the most number of dwellings under construction (214) followed by the Coalville Urban Area (192). The next highest was 33 in Ravenstone, 24 in Moira, 20 in Measham and 19 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. However, some of these developments have been built out and so there has been a decrease which is expected to continue.

Greenfield and Brownfield Land Development

Table 7 Residential development on Greenfield and Previously Developed Land (PDL) from 2011/12 monitoring period onwards:

	PDL Sites	Greenfield Sites	Total	Percentage on PDL
2011/12	72	163	235	31%
2012/13	77	288	365	21%
2013/14	108	320	428	25%
2014/15	187	499	686	27%
2015/16	181	447	628	29%
2016/17	150	580	730	21%
2017/18	155	810	965	16%
Total	930	3,107	4,037	23%

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 16% and 31% over the plan period. The increases on PDL recorded in 2014/15 and 2105/16 have been reversed in the last two years. This probably reflects the increasing importance in recent years 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.

The actual number of new dwellings provided on PDL (save for the first 2 years) has been fairly consistent; in contrast development on Greenfield sites has shown a significant variation.

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 2017/18 33% 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.

House types and sizes

Policy H6 seeks to achieve a mix of house types and sizes. Whilst the policy does not specify the mix required it does refer to the Housing and Economic Development Needs Assessment (HEDNA) which identifies the ideal dwelling mix, having regard to a range of factors including how the age structure of district residents will change up to 2031.

Table 8 below identifies the HEDNA suggested mix and compares this with the actual mix achieved in 2017/18.

Table 8 – house mix: HEDNA and actual

Type of Housing	Dwelling size			
	1 bed	2 bed	3 bed	4 bed
Market (HEDNA)	0-10%	30-40%	45-55%	10-20%
Actual 2017/18	1.4%	10.4%	36.2%	51.9%
Affordable (HEDNA)	30-35%	35-40%	25-30%	5-10%
Actual 2017/18	17.8%	54%	27%	1.1%

It can be seen that in terms of market housing the actual provision is disproportionate in respect of both 2 and 4 bed properties, with a significant under provision of 2 bed and over provision of 4 bed properties. Whilst the HEDNA mix is not prescriptive and it is necessary to have regard to other factors, the mix achieved in 2017/18 if repeated in future years would result in a future housing mix which does not meet needs.

In respect of affordable dwellings only one of the categories (3 bed) accords with the HEDNA mix. In terms of 1-bed affordable properties the lower figure is not considered to be a concern as it is recognized that 1-bed properties do not provide sufficient flexibility for changing household composition and hence are not sustainable.

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 (April 2011-March 2018)

Employment Use	HEDNA Employment Requirements 2011-2031 (ha)	NWLDC Employment Completions 2011-2018 (ha)
B1a/b	45-46	7.2
B1c/B2	3	2.6
Small B8	17	8.1
Strategic B8	361 (HMA-wide figure)	75.0

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 a minimum of 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 2018)

Table 8: Employment land commitments (sites under construction and those with permission but not yet started) by type:

Use Class	Planning Permission (Ha)
B1a/b	15.1
B1c/B2	8.2
Small B8	12.6
Strategic B8	249.4
Total	285.3

Table 8 shows the employment land commitments as at 01 April 2018. Compared to the requirements set out in Table 7 there is currently anticipated to be a shortfall in B1a/b land but the requirements for B1c/B2 and small scale B8 are expected to be met.

The Strategic B8 commitments figure includes 139ha of land at East Midlands Gateway, which has now started the first phases of construction. If the commitments are added to the completions, then the district would provide nearly 90% of the minimum LLHMA requirement up to 2031.

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 2018 data for Coalville and Ashby de la Zouch is from October 2018 and for the other three centres from July 2018.

Table 9: Vacancy rates within centres

	2012	2013	2014	2015	2016	2017	2018
Coalville	12.6%	14.7%	15.7%	14.7%	10.1%	12.9%	17.2%
Ashby de la Zouch	2.8%	4.7%	3.7%	3.1%	0.5%	1.6%	1%
Castle Donington	7.1%	3.6%	2.7%	0%		3.6%	7.1%
Ibstock	5.4%	0.0%	1.8%		0%	2.7%	10.8%
Measham	2.9%	5.9%	5.9%	8.8%		2.9%	2.9%

Coalville continues to have the highest number of vacant units in the district, with the rate in 2018 slightly higher than the previous peak in 2014. The percentage of vacant units in Ashby de la Zouch has decreased slightly in the past 12 months, and is still the lowest percentage of any centre in the district.

Castle Donington and Ibstock have seen significant increases in vacancy rates since they were previously surveyed. Vacancies in Measham remain unchanged in the past 12 months but there has been 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 small town centres (classified as centres with less than 200 units) of 9.1% in June 2018 (Source: Local Data Company). This is a slight increase (up from 8.7%) on the 2017 figure.