

NORTH WEST LEICESTERSHIRE LOCAL PLAN

Publication stage

BACKGROUND PAPER 1

Policy S1 – Future housing and economic development needs

June 2016

1 INTRODUCTION

- 1.1 This is one of a number of background papers which have been published to support the publication Local Plan. The purpose of these papers is to provide more information in support of specific policies than can be included in the draft Local Plan document itself if it is to remain of a manageable size.
- 1.2 This paper provides more information in respect of Policy S1 (Future housing and economic development needs).

2 THE POLICY

- 2.1 Policy S1 identifies the future housing and economic development needs of the district up to 2031. It states:

Over the plan period to 2031 provision is made for a minimum of 10,400 dwellings (520 dwellings each year), 96 hectares¹ of land for employment purposes and 7,300 sq meters for shopping purposes.

- 2.2 The following section provides more detail behind how we have determined these requirements.

3 HOUSING AND EMPLOYMENT REQUIREMENTS

General

- 3.1 In determining the amount of new homes and jobs the National Planning Policy Framework (NPPF) and the Planning Practice guidance (PPG) provide advice to which it is necessary to have regard.

National Planning Policy Framework

- 3.2 Paragraph 158 sets out that local planning authorities should ensure that their assessments of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.
- 3.3 In terms of housing, paragraph 159 advises that *“Local authorities should have a clear understanding of housing needs in their area”*. It goes on to state that a Strategic Housing Market Assessment should be prepared for the housing market area and that this should *“identify the scale and mix of housing and the range of tenures that the local population is likely need over the plan period”*. Paragraph 47 requires that local planning authorities should *“use their evidence base to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area”*

¹ This does not include land for the Strategic Rail Freight Interchange.

- 3.4 In terms of jobs, paragraph 160 provides similar advice to that for housing but in relation to business needs. It advises that such information should be obtained by working *“together with county and neighbouring authorities and with Local Enterprise Partnerships to prepare and maintain a robust evidence base to understand both existing business needs and likely changes in the market”*. It goes on to set out that this evidence should be used to assess (amongst other things) the needs for land or floorspace for economic development and the sufficiency of the existing supply to meet identified needs.

Planning Practice Guidance

- 3.5 The PPG provides advice in respect of assessing housing and economic development needs. In particular it advises that: *“Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints”*.
- 3.6 In effect any assessment needs should be ‘policy-off’ (i.e. any assessment should establish the actual needs of an area).
- 3.7 In terms of housing needs, the PPG advises that this should be assessed at a Housing Market Area (HMA) level, whilst economic need should be assessed at the Functional Economic Market Area (FEMA). The PPG sets out how these might be identified. For a HMA this includes factors such as house prices and rates of change in house prices, migration and search patterns whilst for a FEMA it includes Travel to Work Areas (TTWA) and extent of a Local Enterprise Partnership.

The evidence base

Housing needs

- 3.8 As noted above the NPPF requires that a Strategic Housing Market Assessment (SHMA) be undertaken to identify the objectively assessed needs for housing in the housing market area. North West Leicestershire is part of the Leicester and Leicestershire Housing Market Area. Therefore a SHMA has been undertaken for Leicester and Leicestershire. This work was jointly commissioned by all of the local planning authorities in Leicester and Leicestershire in November 2013.
- 3.9 The SHMA identified the objectively assessed need (OAN) for housing across the HMA and for individual local authorities for the periods 2011 to 2031 and 2011 to 2036. In doing so four different scenarios were considered using different demographic projections:
- PROJ 1 (2011-based Sub National Population Projections)
 - PROJ 2 (2011-based Sub National Population Projections (updated))
 - PROJ 3 (Experian job-led – Local Authority level)

- PROJ 4 (Experian job-led – Housing Market Area level)

3.10 In reaching a conclusion about the appropriate OAN the SHMA took account of factors other than the demographic projections, including affordability and issues related to economic growth.

3.11 For the period 2011 to 2031 (the Local Plan period) the OAN for the HMA and for North West Leicestershire were identified as set out below.

Table 1 – summary of Objectively Assessed Needs identified in SHMA

Leicester and Leicestershire Housing Market Area		North West Leicestershire	
Annual requirement	Total for 2011-2031	Annual requirement	Total for 2011-2031
3,775 to 4,215	75,500 to 84,300	285 to 350	5,700 to 7,000

3.12 Following completion of the SHMA the HMA authorities agreed a Memorandum of Understanding (MOU) in July 2014 which confirmed that each authority was able to accommodate the upper range of new housing suggested by the SHMA for the period up to 2028. In the case of North West Leicestershire this is 350 dwellings every year (7,000 in total for 2011-31). The MOU also set out how the local authorities would continue to work together to support the preparation of local plans post 2028.

3.13 A copy of the MOU is included at Appendix A of this paper.

3.14 The MOU states that

“Those authorities that do not have an up-to-date adopted plan or are reviewing an adopted plan are likely to be progressing plans with horizon dates of 2031 or 2036. In determining their housing target over the relevant plan period each authority will take account of all relevant evidence”.

Economic needs

3.15 Having regard to the advice in the PPG it is considered that the HMA can also be taken to accord to a Functional Economic Market Area (FEMA) due to the fact that most of the HMA is within the Leicester Travel to Work Area and all of it is within the area covered by the Leicester & Leicestershire Enterprise Partnership (LLEP).

3.16 An assessment of the future economic needs across the FEMA up to 2026 was undertaken in 2008 by the Public and Corporate Economic Consultants (PACEC) on behalf of the then Leicester Shire Economic Partnership. This work was then updated

in 2013 on behalf of the LLEP and covered the period 2010 to 2031 (slightly different to that used in the SHMA although one year's difference is not considered to be significant).

- 3.17 The 2013 PACEC report forecast² the number of workplace jobs and the number of jobs in the B Use Class up to 2031. The latter are those uses which fall within the B Use Class of the Use Classes Order 2015 and are generally referred to as employment uses. These are summarised below.

Table 2 – summary of jobs forecast in PACEC study 2013

Workplace jobs			B Use Class		
Annual change	Total change	Total jobs by 2031	Annual change	Total change	Total jobs by 2031
381	9,400	65,600	267	5,600	34,500

- 3.18 The PACEC study took the projected growth in jobs in the B Class and converted this in to land requirements for employment purposes. In order to arrive at the future requirements the study applied assumptions to the above figures in respect of the floorspace per job for the different Use Classes and the density of development. The result of this was as set out in table 3 below.

Table3– summary of land requirements PACEC study 2013

Use Class	Amount
B1	31,900 sq metres
B2	35.50 hectares
B8	51.89 hectares
Total	87.4 hectares plus 11,300 sq. metres B1
Annual requirement	4.2 hectares plus 538 sq. metres B1

- 3.19 The PACEC study identified the B1 uses in square metres. In order to try and understand how this would translate into land requirements we have turned this in hectares by applying a plot ratio for office uses of 4,000sq metres per hectare as used in an Employment Land Study (2012) by Peter Brett Associates. This converts the office

² Table 4.83 of PACEC report

requirement to 7.98 Hectares and gives an overall total requirement of 95.4Hectares (i.e. 96 hectares).

- 3.20 The PACEC study represents the most up-to-date assessment of future employment needs across the HMA at the time that the publication version Local Plan was agreed by the Council and so provides the basis for the employment land requirements in the Local Plan.
- 3.21 A Strategic Distribution Study was undertaken on behalf of the HMA authorities in 2014 (Leicester and Leicestershire Strategic Distribution Sector Study by MDS Transmodal Limited and Savills).
- 3.22 The main objectives of the study were to enable a better understanding of the sector and objectively determine future need (to 2036), together with managing change and supporting sustainable economic growth.
- 3.23 The study identified that across the HMA there was a need for a further 115Ha of land for rail based distribution (Table 2.8) up to 2036 with no shortfall until after 2031 and 153Ha (Table 2.9) of land for non-rail based distribution, with a shortfall from 2021 onwards. In terms of rail based distribution it was suggested that this equated to a further Strategic Rail Freight Interchange (in addition to the East Midlands Gateway Rail Freight Interchange located in North West Leicestershire – see section 4 below) and should be located “ *in an area away from the current/planned schemes to the north of the county*”.
- 3.24 In terms of where this development should be directed towards, the study identified a number of Key Areas of opportunity. In North West Leicestershire one Best Area of Opportunity was identified (East Midlands Airport –South Derby corridor) and two Good Areas of Opportunity (M1 north corridor and M42/A42 corridor).
- 3.25 Since the completion of the study the HMA authorities have updated the baseline information regarding supply used in Tables 2.8 and 2.9 respectively to October 2015. This identified that there had not been any change in terms of supply for rail based, but that for non-rail based consents had been granted such that there was now an over supply of about 47hectares as at 2031 and even at 2036 there was a small oversupply (1.62 hectares).
- 3.26 On the basis of this information, together with the subsequent consent for the East Midlands Gateway Rail Freight Interchange and the comments in the study that any additional Strategic Rail Freight Interchange should be located away from the north of the county, no further specific provision for B8 development is required in North West Leicestershire over and above that already committed.

4 IS THERE ANY NEED TO ADJUST THE AMOUNT OF HOUSING THAT THE LOCAL PLAN SHOULD PROVIDE FOR?

- 4.1 As noted the agreed MOU requires that in preparing its local plans each authority would have regard to all relevant evidence when considering the provision of housing in local plans. In addition, the Planning Practice Guidance specifically refers to assessing “*the likely change in job numbers and also having regard to the growth in the working age population [in the HMA]*”.
- 4.2 As noted the PACEC study forecast an increase in the number of jobs by 2031 of 5,600 jobs in the B Use Class.
- 4.3 Economic forecasts are by their very nature inherently beset by uncertainty. Forecasts such as those used to inform the PACEC study are partly based on past trends of growth across different sectors. There is no guarantee that past trends will be reflected in future performance. Therefore, it is necessary to consider whether there is any evidence to suggest that the forecasts require adjustments in any way.
- 4.4 At the time that the draft Local Plan was being prepared a proposal for a Strategic Rail Freight Interchange (SRFI) west of Junction 24 of the M1 and north of East Midlands Airport (the East Midlands Gateway Rail Freight Interchange or EMGRFI) was being progressed as a Nationally Significant Infrastructure Project.
- 4.5 This envisaged the creation of about 7,400 jobs, mostly in the B8 Use Class. In contrast the PACEC study forecast an increase in the number of jobs in the B8 Use Class (Storage or distribution) of only 3,400.
- 4.6 Notwithstanding the fact that the proposed development had not gained consent it was the view of the District Council that if it were approved then it would require the provision of additional housing to ensure that the balance between the number of jobs in the district and the number of people of working age predicted in the SHMA. Therefore, a housing requirement of 535 dwellings each year (10,700 dwellings over the plan period 2011-31) was identified in the draft Local Plan.
- 4.7 In response to the consultation of the draft Local Plan a number of respondents suggested that a figure of 535 per annum was too high. In addition, some authorities in the Leicester & Leicestershire HMA considered that it was inappropriate to deviate from the SHMA and MOU, particularly in the absence of any consideration of what the impact of the EMGRFI might be on the rest of the HMA.
- 4.8 The EMGRFI was approved on 12 January 2016 by the Secretary of state for Transport.
- 4.9 In view of this change in status, coupled with the concerns raised by some of the HMA authorities, the District Council commissioned additional work to consider whether the housing figures contained in the SHMA and MOU were still relevant for North West Leicestershire.

4.10 This study (Review of Housing Requirements undertaken by JG Consulting) provided:

- An update of the demographic data used to inform the SHMA by taking account of more recent data and information than was available to inform the SHMA, including the 2012 household projections;
- An assessment of the likely impact on North West Leicestershire's housing requirement resulting from the EMGRFI; and
- An assessment of the impact of the EMGRFI on the wider area

4.11 In summary the study concluded that

- the evidence suggested that that the official DCLG population projections need adjustment due to specific local evidence about migration and population growth with a figure of 380 dwellings per annum being a reasonable level;
- there was evidence that household formation rates in the DCLG projections had been constrained over the decade to 2011, and that allowing for adjustments the demographic need for housing was of the order of 417 dwelling per annum (2011-31);
- taking account of economic forecasts and the additional 7,317 jobs projected for the EMGRFI , with the latter having regard to commuting patterns identified in the 2011 census and taking account of propensity for people to double job (i.e. have more than one job), would mean that the resident workforce would need to grow by about 11,500 people for there to be sufficient labour , resulting in a housing need of about 519 dwellings per annum;
- the analysis of market signals identified modest affordability pressures in the District but not sufficient to warrant any further increases over and above the figures already identified;
- In terms of the impact of the EMGRFI the study identified that just over 50% of employees at the development could be expected to reside in North West Leicestershire and this was reflected in the figure of 520 dwellings recommended in the study. In terms of the remaining employees, these could be expected to be distributed further afield in adjoining and nearby authorities, but nowhere was the impact as significant as in North West Leicestershire;
- Overall the study concluded that an annual housing figure of 520 dwellings (or 10,400 dwellings over the plan period) would be appropriate.

5 FUTURE SHOPPING NEEDS

- 5.1 The NPPF advises that “*the needs for retail, leisure, commercial, office and other main town centre uses [should be] met in full*” and “*Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites*”.
- 5.2 To identify the future shopping needs a Retail Capacity Study was commissioned in 2014. This built on work previously undertaken in 2012 in support of the then Core Strategy. The 2012 study had undertaken a healthcheck for each of the main settlements and also provided a forecast of future shopping needs based on then household forecasts. This had involved undertaking a household telephone survey to ascertain shopping patterns and habits.
- 5.3 The new study was specifically prepared to provide a new forecast of future shopping needs based on more up-to-date household and population forecasts. The household survey from the 2012 study was used to inform these forecasts as it was considered that it was still sufficiently up-to-date and robust, but account was taken of any additional retail development or commitments which had come forward since 2012 as well as revised expenditure forecasts and data.
- 5.4 As with the 2012 study, requirements were considered in respect of both convenience shopping (i.e. food) and comparison shopping (i.e. non-food).
- 5.5 Four different scenarios were used to identify future floorspace requirements, using both a static or increased expenditure retention rate as well as varying levels of retail commitments.
- 5.6 These scenarios were:
- *Scenario 1*: A static retention forecast
 - *Scenario 2*: An increased retention rate. For comparison goods the rate was increased from 36% in 2012 to 45%. For convenience goods the rate was increased from 75% to 80%.
 - *Scenario 3*: Static retention forecast but with the Belvoir Shopping Centre development not implemented (other commitments implemented).
 - *Scenario 4*: Increased retention rate but with the Belvoir Shopping Centre development not implemented (other commitments implemented).
- 5.7 The Belvoir Shopping Centre extension was excluded in scenarios 3 and 4 because of the significant uncertainty regarding whether or not the development was likely to take place.

Findings of study

- 5.8 In terms of convenience shopping the study identified the following.

Table 5 – summary of convenience shopping needs

	2014-16 (Sq.m net)	2016-21 (Sq.m net)	2021-26 (Sq.m net)	2026-32 (Sq.m net)	Total: 2014-31 (Sq.m net)
Scenario 1	-8047	339	531	508	-6669
Scenario 2	-8047	1258	856	569	-5634
Scenario 3	-4911	386	577	563	-3385
Scenario 4	-4911	1305	632	617	-2358

- 5.9 Under scenario 1 and 2 significant oversupply was forecast to persist for the duration of the study up to 2031. Under scenario 3 and 4, although oversupply would be reduced, an oversupply would still remain at the end of the study period.
- 5.10 When compared with the 2012 RSU, the oversupply has significantly increased mainly as a result of new convenient retail commitments, including the new foodstore at Castle Donington, and lower convenience goods expenditure.
- 5.11 In respect of comparison shopping requirements these are summarised in Table 6 below.

Table 6: Comparison Floorspace Requirements.

	2014-16 (Sq.m net)	2016-21 (Sq.m net)	2021-26 (Sq.m net)	2026-32 (Sq.m net)	Total: 2014-31 (Sq.m net)
Scenario 1	-9756	1090	2492	3139	-3035
Scenario 2	-9756	6964	3682	4492	5383
Scenario 3	-1266	1699	3101	3748	7282
Scenario 4	-1266	7574	4292	5101	15700

- 5.12 The Study recommended that the most realistic scenario was Scenario 3. This scenario suggested a quantitative requirement of 7,300 sqm of additional comparison retail floorspace in the District for the period to 2031, with the need not arising until after 2016. The Study also suggested that this floorspace be located in Coalville in particular to assist in the delivery of needed quantitative and qualitative improvements to Coalville town centre having regard to the findings of the 2012 healthcheck.

- 5.13 A further study was commissioned in 2016 to look at the likely demand from retailers. This concluded that whilst there was some retailer demand for new floorspace in both Coalville and Ashby de la Zouch it was limited. It noted that in Ashby the demand was largely from independent retailers, whilst in Coalville demand was largely from regional and national operators. Intervention was likely to be required in Coalville to help improve performance.
- 6.14 The Council had already initiated the Coalville Project before the completion of the 2016 study as it was recognised that regeneration of Coalville Town Centre would require some form of public leadership. Council has initiated the Coalville Project as a means to address some of these issues.
- 6.15 The Coalville Project is being led by the District Council but will involve a wide range of partners to deliver improvements. Some steps have already been undertaken including the redevelopment of the former Pick and Shovel at the corner of the High Street and Belvoir Road and the designation of a conservation area.
- 6.16 A key focus of the Coalville Project is something referred to as the “Four squares proposal”; an aim to link Stenson Square (where the Council Offices are located) with Marlborough Square, Memorial Square and the Belvoir Shopping centre area via vibrant streets, including the regeneration of rundown buildings and areas and new development.
- 6.17 In order to deliver on these aspirations the Council will work with landowners and developers to realise potential opportunities, including new retail floorspace. It is too early in the lifetime of the Coalville Project for any firm proposals for new development to have been progressed and so no specific proposals are included in the Local Plan, but Policy Ec8 (2) sets out the Council’s aim to see additional floorspace provision made in Coalville to meet the need identified in Policy S2.

Leicester & Leicestershire Housing Market Area

A Memorandum of Understanding relating to Objectively Assessed Need for Housing – July 2014

1.0 Introduction

- 1.1 The National Planning Policy Framework (NPPF) requires local planning authorities to have a clear understanding of housing needs in their area. To achieve this, they should prepare a Strategic Housing Market Assessment (SHMA) to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period¹. This is a key part of the evidence base to address the NPPF requirement of ensuring that Local Plans meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework².
- 1.2 The Localism Act 2011 places a Duty to Co-operate on local planning authorities and county councils³. This requires them to engage constructively, actively and on an on-going basis in the preparation of development plan documents where this involves strategic matters. National policy in the NPPF adds to this statutory duty as it expects local planning authorities to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts.

2.0 The Leicester and Leicestershire Housing Market Area

- 2.1 The Leicester and Leicestershire Housing Market Area covers the administrative areas of all nine Leicester and Leicestershire local authorities, all of whom are signatories to this Memorandum, namely:
- Blaby District Council
 - Charnwood Borough Council

¹ National Planning Policy Framework, paragraph 159.

² NPPF, paragraph 47.

³ Localism Act 2011, section 110.

- Harborough District Council
- Hinckley and Bosworth Borough Council
- Leicester City Council
- Leicestershire County Council
- Melton Borough Council
- North West Leicestershire District Council
- Oadby and Wigston Borough Council

3.0 Demonstrating the Duty to Co-operate and meeting the requirements of the National Planning Policy Framework

- 3.1 The purpose of this Memorandum of Understanding (MOU) between the authorities is to support the Charnwood Borough Local Plan, which is the subject of an Examination; and to set out how the local authorities will collaborate further to ensure the necessary joint evidence is in place to support subsequent Local Plans that will come forward. In this respect, it is intended to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts⁴.
- 3.2 The eight district and city planning authorities within the Housing Market Area, together with Leicestershire County Council, have collaborated to meet the requirements of the NPPF as set out in section 1.0. The main output from this collaboration is a joint SHMA⁵, which identifies the scale and mix of housing needed across the Area between 2011 and 2031; and between 2011 and 2036.
- 3.3 National policy requires the authorities to be able to demonstrate both that they have a clear understanding of their full housing needs across the Housing Market Area; and whether they can meet this need in full in their own area⁶. To enable an understanding of capacity to accommodate additional housing, the NPPF further requires local planning authorities to prepare a Strategic Housing Land Availability Assessment (SHLAA) to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period⁷.
- 3.4 The table below sets out the objectively assessed need for additional housing in the Housing Market Area between 2011 and 2028, which is the period covered by the Charnwood Borough Local Plan.

⁴ NPPF, paragraph 181.

⁵ *The Leicester and Leicestershire Strategic Housing Market Assessment*, June 2014.

⁶ Paragraph 179 of the NPPF says: 'Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas – for instance, because of a lack of physical capacity or because to do so would cause significant harm to the principles and policies of this Framework'.

⁷ NPPF, paragraph 159.

Local Authority	Objectively Assessed Need 2011 to 2028⁸
Blaby District Council	6,120 - 7,140
Charnwood Borough Council	13,770 - 13,940
Harborough District Council	7,055 - 8,075
Hinckley and Bosworth Borough Council	6,375 - 7,650
Leicester City Council	21,250 - 22,950
Melton Borough Council	3,400 - 4,250
North West Leicestershire District Council	4,845 - 5,950
Oadby and Wigston Borough Council	1,360 - 1,700
HMA TOTAL	64,175 - 71,655

Source: Strategic Housing Market Assessment

- 3.5 All authorities in the Area have completed their own SHLAA to an agreed common methodology. Based on these technical assessments and transport capacity work led by the County Council, all authorities are able to accommodate the upper figure in the above table within their own area.
- 3.6 In determining housing targets in their Local Plans, local authorities should take account of the requirements of national policy and local circumstances, including basing those plans on a strategy that seeks to meet the objectively assessed need for homes. In this regard, it should be noted that all authorities in the Housing Market Area are at different stages of plan preparation. Those authorities that do not have an up-to-date adopted plan or are reviewing an adopted plan are likely to be progressing plans with horizon dates of 2031 or 2036. In determining their housing target over the relevant plan period each authority will take account of all relevant evidence.
- 3.7 Against this background, the authorities are able to confirm that for the purposes of the Charnwood Borough Local Plan examination the full need for homes within the Housing Market Area in the above table can be met, meaning there is no unmet requirement in the Housing Market Area to at least 2028.

⁸ The figures in this column are derived by annualising the objectively assessed need from the SHMA for the period 2011 to 2031 and applying these figures to the period 2011 to 2028. The figures are, therefore, the same as the SHMA except that they cover three years less.

4.0 Further work to support Local Plan reviews

- 4.1 To cover the period from 2028 to 2031, specific transport modelling for significant new development proposals will be completed, as appropriate by the County and City highway authorities, within a time period to meet the respective local plan preparation programmes for each authority. The programme of transport modelling required will be agreed and commissioned by the relevant local planning and highway authorities as soon as possible and authorities will use their best endeavours to ensure completion no later than the end of January 2015.
- 4.2 Beyond 2031 there is a need to articulate a longer term strategy for the spatial development of the Housing Market Area to ensure that opportunities for future economic growth are maximised. This strategy will need to set out how future growth and development will be promoted and accommodated through Local Plans, particularly those with end dates of 2036. A project plan and timeline will be developed for this work as soon as possible. The work will be commissioned and managed by the Housing, Planning and Infrastructure Group and be completed in accordance with the agreed timetable to be included in the project plan.

5.0 Conclusion

- 5.1 The purpose of this MOU is formally to record and make public the local authorities' agreement under the Duty to Co-operate to the position as set out in this Memorandum. This MOU has been endorsed by Members of each of the nine local authorities at a meeting of the joint Member Advisory Group on 24th July 2014.
- 5.2 The nine authorities that form signatories to this Memorandum agree, therefore, that the figures in the table above represent the level of objectively assessed need in each district in order to meet the overall identified need for additional housing within the Leicester and Leicestershire Housing Market Area between 2011 and 2028; and that based on SHLAAs and transport capacity work led by the County Council such levels of additional housing are able to be accommodated by each district in which the need arises.