

NORTH WEST LEICESTERSHIRE DRAFT LOCAL PLAN

BACKGROUND PAPER 4

Policy H1 – Housing provision: planning permissions

Policy H2 – Housing provision: resolutions

Policy H3 – Housing provision: new allocations

1 INTRODUCTION

- 1.1 This is one of a number of background papers which have been published to support the draft 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 H1 (Housing provision: planning permissions) and Policy H2 (Housing provision: resolutions) and Policy H3 (Housing provision: new allocations).

2 THE POLICIES

- 2.1 Policy H1 identifies those sites which have the benefit of planning permission as at 1 April 2015 and states that *“In the event that planning permission lapses on these sites it will be renewed subject to the policies of this Local Plan and any other material considerations including any evidence in respect of deliverability of any particular site”*.
- 2.2 Policy H2 identifies those sites which as at 1 April 2015 had been the subject of a resolution to grant planning permission, but where a legal agreement between the Council and a developer/landowner had yet to be completed and so no permission had been issued. Policy H2 states that *“The Council will work with developers and applicants to ensure that the legal agreements associated with these developments are completed as efficiently as possible so that permission can be issued. Once planning permission is granted it will be subject to the provisions of Policy H1”*.
- 2.3 Policy H3 proposes the allocation of land north of Ashby de la Zouch for 1,750 dwellings and land at Waterworks Road Coalville for 95 dwellings. It also proposes the identification of a reserve site at Ashby Road/Leicester Road Measham for 420 dwellings.
- 2.3 The following sections provide more background information on these issues.

3 HOUSING PROVISION

- 3.1 Table 2 in the draft Local Plan identifies the position in respect of housing provision as at 1 April 2015 and is reproduced below.

Table 1 – summary of housing provision as at 1 April 2015

	Number of dwellings
Completions 1 April 2011- 31March 2015 (A)	1,706
Under construction (B)	428
Planning permission (C)	4,442
Resolution to grant planning permission (D)	4,178
Total provision (A+B+C+D)	10,754

3.2 Table 2 below summaries this provision by settlements.

Settlement	Completions 1 April 2011 to 31 March 2015	Under construction at 1 April 2015	Planning permission	Resolution to grant
Coalville Urban Area	347	90	1757	3217
Ashby de la Zouch	331	132	618	275
Castle Donington	241	37	946	0
Ibstock	291	54	352	0
Kegworth	171	19	128	181
Measham	86	28	44	450
Rest of district	239	68	597	55
Total	1706	428	4442	4178

3.3 It should be noted that all of the above columns include those sites of 10 or less dwellings and which are too small to be specifically identified under policies H1 and H2.

3.4 In respect of the planning permissions column it should be noted that this includes those sites where development has commenced and which are not therefore the subject of policy H1 (Housing Provision: planning permissions). Therefore, the number of dwellings included for individual settlements is higher than that arrived at by adding together the dwellings identified in policy H1.

3.5 In respect of resolutions to grant it should be noted that there are a number of sites of less than 10 dwellings which are included in the above figures but which are not specifically listed in policy H2 (Housing Provision : resolutions) as they are too small to be included.

4 IS THERE A NEED TO IDENTIFY ANY MORE HOUSING SITES?

- 4.1 On the basis of the information in table 1 and 2 above there appears to be sufficient provision already made to not require the identification of any more land for housing. The number of dwellings with planning permission or the subject of a resolution, together with what has already been built or is under construction, is more than the identified need.
- 4.2 However, we have to be sure that all of these new homes will actually be built. Therefore, we have undertaken an assessment of how many dwellings we think are likely to be built during the plan period on each of the sites which are committed.
- 4.3 A significant number of the committed dwellings (3,500) are on sites which are collectively referred to as south-east Coalville. Of these 3,500 dwellings there is permission for 800 dwellings on land north of Grange Road (site H1h) and there is a resolution to grant planning permission on one site, North and South of Grange Road Hugglescote (Site H2g) for 2,700 dwellings.
- 4.4 That land north of Grange Road was allocated as part of the adopted Local Plan and was initially identified in the mid-1990's. No development has taken place to date, primarily due to viability related issues.
- 4.5 Development south of Grange Road was initially proposed as part of the now withdrawn Core Strategy and helps to provide a greater mass of development which will assist with making the whole south-east Coalville area more viable for development.
- 4.6 Notwithstanding this, the scale of development (3,500 dwellings) is such that it is unlikely that it will all be built during the plan period to 2031. We have estimated that during the plan period that only 1,900 of these 3,500 dwellings are likely to be built.
- 4.7 As a result of these considerations we think it is likely that only about 9,100 dwellings in total will be built up to 2031 across the district. Therefore, we need to make provision for an additional 1,600 dwellings to ensure that the required number of dwellings (10,700) will be achieved.
- 4.8 We have also looked at those other sites with permission or a resolution to ascertain whether there is any evidence to suggest that some of these will not be developed during the plan period.
- 4.9 The only site where there is any evidence to raise concerns about delivery is land west of High Street Measham (Policy H2i). This site is currently affected by the preferred route for HS2. If this route was to be confirmed then as a minimum some of the site could not be developed, but it is quite possible that taking account of viability as well that none of it would be developed. The Government has indicated that a decision on HS2 will be made later on in 2015.

- 4.10 We do not have any evidence to suggest that other sites listed in policies H1 and H2 will not be developed up to 2031.

5 WHERE SHOULD THE ADDITIONAL HOUSING DEVELOPMENT GO?

- 5.1 Having regard to the above there is a need to make provision for a minimum of 1,600 dwellings (as a result of a reduced amount of development in south-east Coalville up to 2031). We also consider that it would be prudent to make provision to replace the possible 450 dwellings West of High Street Measham.
- 5.2 In respect of the latter it is considered that as this is an issue specific to Measham and the fact that there are other development opportunities of a similar scale in Measham, that it would be appropriate to identify an alternative site in Measham itself.
- 5.3 We have assessed the various sites in Measham identified in our Strategic Housing Land Availability Assessment (SHLAA). Whilst a number of the sites are quite small and or now have planning permission there are two large areas identified in the SHLAA; one off Atherstone Road (sites M6 and M7) and one off Ashby Road/ Leicester Road (sites M11 and M12). The site off Atherstone Road is largely in use as a brick and pipe manufacturing works. Our preference, therefore, is to identify land off Ashby Road/Leicester Road as a reserve site. This site will only be allowed to be developed if the final route for HS2 prohibits the development of land West of High street.
- 5.4 There still remains the issue of needing to identify sites for a further 1,600 dwellings. There are two aspects to this; which settlements(s) in strategic terms should development be directed to and also which site(s) within these settlements.
- 5.5 In terms of strategic options four reasonable alternatives were identified - Focus on the Coalville Urban Area; Focus on Ashby de la Zouch; Focus on the Main towns and a Dispersal option (three other possible options were identified but considered unreasonable) . These were subject to Sustainability Appraisal which concluded that there was little to choose between the first three options as they all had a mix of positive and negative impacts. Further detail about this can be found in Chapter 7 of the Sustainability Appraisal report.
- 5.6 We also considered the issue of deliverability. In this respect whilst our SHLAA identifies a number of sites in the Coalville Urban Area some of these are now committed and so have to be discounted. Of the remaining sites:
- A number are currently in use for other purposes , particularly employment, and there is no evidence to suggest that they are likely to come forward for development in the near future as they are not being actively promoted by a landowner or developer;
 - A small number of sites are previously developed land and whilst, in accordance with the NPPF, the Council would support the development of

such sites in principle, once again there is no evidence to suggest that they are likely to come forward for development in the near future as they are not being actively promoted by a landowner or developer;

- Some are located on Greenfield sites between Coalville and Whitwick where we are proposing an Area of Separation in order to ensure that Coalville and Whiwtick remain as separate places. Development in these areas would conflict with this and so these sites are discounted.

- 5.7 A further general issue to consider is whether the housing market in Coalville is robust enough to support additional development over and above that which will take place up to 2031. Land values in Coalville are lower than most other parts of the district and viability has been an issue on some sites. In addition, demand is weaker than other parts of the district.
- 5.8 It was considered, therefore, that an option which focussed the residual development on Coalville would be unlikely to deliver the amount of development required. However, it is proposed to allocate land at Waterworks Road Coalville for development. This is one of two outstanding allocations within the adopted Local Plan in Coalville which have yet to be developed or do not have the benefit of a planning permission or a resolution to grant planning permission.
- 5.9 These sites are land at Wentworth Road (Policy H4e in the adopted Local Plan) and what is referred to as Broom Leys Road (Policy H4d in the adopted Local Plan). The latter is the remnant of larger sites developed in the 1990's and it would be more accurate to refer to it as being off Waterworks Road.
- 5.10 The Wentworth Road site was originally identified in the Coalville District Plan in the late 1970's. There is no evidence to suggest that this site will come forward for development.
- 5.11 The land at Waterworks Road is owned by the District Council and it remains our intention for the site to be developed for housing.
- 5.12 In terms of the option to focus the residual development on Ashby de la Zouch, this is the second largest settlement in the district with an extensive range of services and facilities. From a housing market perspective Ashby is significantly stronger than Coalville and it is an area much sought after by both developers and potential house buyers.
- 5.13 In sustainability terms this option performed slightly better than the option to focus development on all the Main Towns. Therefore, subject to considerations relating to deliverability it is our preferred strategic approach.

- 5.14 In terms of deliverability the SHLAA, as in Coalville, identifies a number of sites in Ashby de la Zouch. Some of these are now committed and so have to be discounted. In addition, other sites are in use for other purposes such as employment.
- 5.15 The remaining SHLAA sites in Ashby de la Zouch were assessed as part of the Sustainability Appraisal (Chapter 8). This concluded that in terms of the two strategic sites (North East of Ashby and a Southerly extension) the North East option performed better from a sustainability perspective. It also noted that options for redevelopment in the existing urban area performed well although they would result in a loss of employment land.
- 5.16 Our preferred approach is to allocate land North of Ashby de la Zouch (more often referred to as Money Hill). Both it and the possible southerly extension (more often referred to as Packington Nook) are similar in terms of their potential capacity, but the site at Money Hill is better related to the town centre and employment areas. Furthermore, in landscape terms the Packington Nook area is more sensitive than the Money Hill area whilst it would also be harder to mitigate any impact upon the landscape. There is also a history of proposed developments in Packington Nook not being supported at appeals.
- 5.17 We also propose to include as part of this allocation the site of the former Arla dairy on Smisby Road. The Arla Dairy site on its own would only contribute about an additional 150 dwellings and so on its own it would not be sufficient.
- 5.18 As noted in the Sustainability Appraisal this would result in the loss of some land which was last used for employment purposes. However, this land could be replaced by the provision of employment land as part of the Money Hill development. These new sites would be better related to the road network with less impact upon residential areas than the Arla site which is bounded to the north and south by residential development and so redevelopment of the site for housing would complement these existing areas. Furthermore, inclusion of the Arla site provides an opportunity to better link the Money Hill site to the rest of Ashby de la Zouch via Smisby Road and so create a more sustainable development.
- 5.19 Allocation of the Money Hill site together with former Arla Dairy site would provide about 1,750 dwellings. This is more than the identified shortfall (1,500 dwellings) but provides a further buffer to ensure that the overall requirement would be met.

6 WHAT DOES THIS MEAN IN TERMS OF THE OVERALL DISTRIBUTION OF HOUSING PROVISION?

- 6.1 Table 3 below sets out the distribution of development that will result having regard to the various commitments and proposed allocations. It can be seen that the distribution of development is consistent with the settlement hierarchy set out in Policy S3 with the largest amount of actual and percentage growth in the Coalville Urban Area, with both Ashby de la Zouch and Castle Doington (identified in Policy S2

as key Service Centres) seeing significantly more growth than the Local Service Centres of Ibstock, Kegworth and Measham.

Table 3 - distribution of housing provision

Settlement	Completions 1 April 2011 to 31 March 2015	Under construction at 1 April 2015	Planning permission	Resolution to grant	Allocations	Less reduced supply	Total supply	As % of all growth
Coalville Urban Area	347	90	1757	3217	95	1600	3906	35.51
Ashby de la Zouch	331	132	618	275	1750	0	3106	28.24
Castle Donington	241	37	946	0	0	0	1224	11.13
Ibstock	291	54	352	0	0	0	697	6.34
Kegworth	171	19	128	181	0	0	499	4.54
Measham	86	28	44	450	0	0	608	5.53
Rest of District	239	68	597	55	0	0	959	8.72
Total	1706	428	4442	4178	1845	1600	10999	100.00

6.2 Table 4 below shows a comparison of the distribution of dwellings at the 2011 Census compared to the distribution as at 2031 that would result from the proposed development.

Table 4 – distribution of dwellings: 2011 Census and at 2031

Settlement	Percentage of dwellings at 2011 Census	As percentage of all dwellings at 2031
Coalville	40	38.9
Ashby de la Zouch	13	16.6
Castle Donington	8	8.7
Ibstock	7	6.5
Kegworth	4	4.1
Measham	5	5.5
Rest of district	23	19.8

6.3 Table 4 shows that the distribution of dwellings at 2031 would be very similar to that in 2011. The exceptions are that there is an increase in the proportion of dwellings in Ashby de la Zouch and a decrease in the Rest of the District settlements. This is consistent with the aim of seeking to achieve a more sustainable pattern of development.