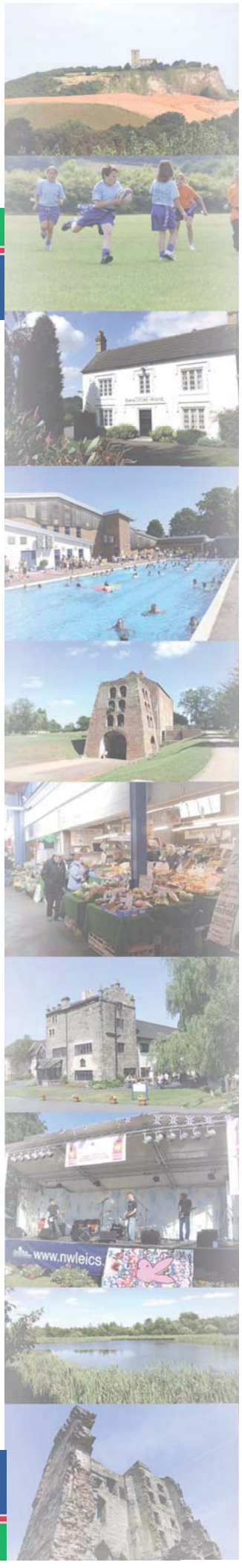
North West Leicestershire District Council

Working towards a cleaner, greener and safer district



North West Leicestershire

Local Development Framework

Core Strategy - Additional Consultation

June 2007

1 BACKGROUND

1.1 North West Leicestershire District Council is required to set out its planning policies for the district in its Local Development Framework (LDF). The LDF will comprise of a number of different documents (Development Plan Documents) prepared over the coming years. The key document will be a **Core Strategy** Development Plan Document. This will set out the spatial vision and objectives for North West Leicestershire and will provide a framework with which future Development Plan Documents will have to conform.

1.2 The Core Strategy will have to conform to both the Regional Spatial Strategy and national policies, whilst reflecting local issues and circumstances.

2 WHAT HAS HAPPENED SO FAR?

2.1 The following outlines briefly what has happened so far:

- November 2005 - Issues and Options Consultation document published as a first step towards preparing the Core Strategy. This consultation generated some 67 responses covering a range of issues. A summary of these responses can be viewed at www.nwleics.gov.uk/development_planning
- Autumn 2006 - a series of meetings/workshops took place with a range of key stakeholders during the autumn of 2006. More details of these can be found at www.nwleics.gov.uk/development_planning;
- December 2006 - those respondents to the Issues and Options consultation were invited to attend a workshop at Ashby de la Zouch to discuss a range of issues.

2.2 Work has also continued on providing an up to date evidence base.

- Housing Needs Assessment completed in April 2006;
- Open Space Assessment to comply with Planning Policy Statement 17 expected to be completed shortly;
- Ecological study commissioned from Leicestershire Museums Service in April 2006, to be completed by April 2008;
- Updates of the Urban Housing potential Study and Retail capacity Study commissioned and expected to be completed shortly;
- The Council is working with other Leicestershire districts to commission a Strategic Housing Market Assessment;
- A Strategic Flood Risk Assessment has been commissioned.

2.3 Revised Local Development Scheme

2.3.1 The Council has revised its Local Development Scheme (LDS) following discussions with the Government Office and the planning Inspectorate. It is now proposed that the Preferred Options Stage will take place late in 2007 with submission to the Secretary of State scheduled for June 2008. The revised LDS can be viewed at the Council's website www.nwleics.gov.uk/development_planning .

2.4 What is the purpose of this consultation?

2.4.1 This consultation is intended to provide an opportunity for wider discussion of those issues considered at the workshop in December 2006 and to consider a number of other issues that are of importance in the context of the Core Strategy. In particular, the consultation is concerned with:

- Seeking to establish as to whether all of the key issues have been identified;
- Considering the spatial vision and objectives;
- Considering the various options for growth and directions for development across the district;
- Considering employment land issues;
- The role of the Core Strategy in helping to combat climate change
- Consider how the issue of the provision of sites for Gypsies and Travellers could be dealt with.

3 WHAT ARE THE ISSUES?

3.1 In preparing the Core Strategy and other Development Plan Documents the Council has sought to develop an evidence base. As already noted a variety of studies have been undertaken. Further details of these studies can be found at the Council's website (www.nwleics.gov.uk/development_planning_). From this evidence base a number of key issues have been identified. These include:

Economy

- We have successfully managed to create a buoyant economy after the decline of the coalmining industry. However, the district is net importer of labour (i.e. more people come to work into the district than go out of the district to work) which has implications in terms of sustainability and for local people trying to get employment.
- The challenge now is to 'fine tune' this success by promoting economic development that will yield higher wages, demand higher skills and minimise the need for car travel (i.e. become more self contained).
- Continuing dependency upon manufacturing for employment.
- Unmet demand for smaller industrial units for new and expanding businesses.
- There are opportunities for diversifying the rural economy particularly utilising redundant rural buildings.
- The National Forest and the East Midlands Airport (EMA) offer the District unique economic opportunities.
- There is a limited need for additional shopping floorspace, but a need to revitalise Coalville Town Centre.

Housing

- We have a growing population which is also ageing. We need to match up these demands for more homes with the differing housing needs.
- There is a significant need for more affordable housing and special needs housing. Our Housing Needs Assessment suggests that about 305

affordable dwellings are required each year up to 2011. However, we need to address the underlying causes by seeking to develop a higher value economy.

Transport

- There are excellent road connections in to and out of the district. This has contributed towards the substantial number of people who come into the district to work.
- Public transport provision is generally quite poor.
- As a result of these factors the district has one the highest rates in England for the use of private cars for travel to work.
- The potential to open the National Forest passenger railway provides an opportunity to help redress this. We also need to locate as much new development in those areas best served by public transport and with arrange of services and facilities.
- Whilst EMA offers opportunities in respect of economic development this needs to be balanced against the need to protect the local environment.

Environment and heritage

- There are a number of features which are of importance in landscape and/or biodiversity terms, such as the River Mease Special Area of Conservation and the Charnwood Forest.
- There are 21Conservation Areas, 634 Listed Buildings and 23 Scheduled Ancient Monuments.
- A number of areas are at risk of flooding.
- The creation of the National Forest presents ‘opportunities’ to improve the landscape, create green networks, leisure infrastructure and habitat rich open spaces in the District.
- However, there are environmental challenges, including the need to improve the quality of the bio diversity of the district and maintain and enhance the most important aspects of the environment and heritage. In addition, in the North of the district there are issues relating to noise, air pollution and risk of flooding.
- Globally there are challenges relating to climate change and of particular issue in the District given the concentration of transportation based employment and the high level of car use.

Social inclusion

- There are a number of deprived areas in the district, including 7 Neighbourhood Renewal Areas. We need to consider how we can link new economic development to specific training and employment needs of these communities.
- We also need to consider how the Core Strategy can support community engagement and the improvement of community facilities in these, and other, communities.

Questions

1) **Have we identified all of the relevant issues? If not, what other issues should we be seeking to address?**
2) **Have you any suggestions for how we should address these issues in the Core Strategy?**

4 WHAT SHOULD THE VISION BE?

4.1 A key aspect of the Core Strategy will be to set out what it is that the Council wants to achieve over the period covered by the Core Strategy (2026) – the Vision.

4.2 Having regard to the issues identified and national and regional policies, three different Vision Statements have been developed and are set out below.

Option 1 'Working together for a sustainable future':

- Secure well designed sustainable developments.
- Build on the distinctive identity of the National Forest to provide a high quality built and natural environment for which the District will become renowned for and for which local people will have a strong sense of belonging to.
- Refine the economy towards higher value, higher income, and higher skills base.
- Provide housing to meet everyone's needs and address the root causes to reduce those in need of affordable housing.
- Ensure regional influences contribute positively to the economy and environment of the District.
- Minimise the impact of the district upon climate change, particularly focusing on reducing the need to travel by car and re-opening the National Forest passenger rail line, improved public transport, cycleways and pedestrian links, and building design to encourage energy efficiency.
- Regenerate those areas in need including neighbourhood renewal areas, and Coalville town centre.
- Enhance the environment and safeguard those areas of local, national and international importance, particularly the River Mease and Charnwood Forest.
- Promote healthy, secure and strong communities through design and infrastructure provision

Option 2 '*Working together for a sustainable future':*

'To improve the quality of life for the people who live, work and visit the District quality of employment, housing, transportation infrastructure, reducing economic and social inequalities, enhancing the environmental quality and building on the National Forest identity. Ensuring regional influences contribute positively to the District economy and environment. This will be based on the principles of

sustainable development and joint partnership working to deliver a better more sustainable future for the District'.

Option 3 *'Working together for a sustainable future':*

To encourage sustainable forms of development, building on the National Forest identity to provide a high quality built and natural environment; ensuring regional influences do not adversely affect the local economy or environment, building a high value and quality based economy, ensuring quality jobs and housing, promoting healthy lifestyles, securing safe strong and cohesive neighbourhoods, vibrant and thriving town centres and community, recreational and cultural facilities to meet the needs of all residents living and visiting the District.

Question

3) Which Vision do you think is most appropriate and why?
4) Is there an alternative Vision Statement which you think would be more appropriate and if so why?

5 WHAT SHOULD THE OBJECTIVES BE?

5.1 Having established the Vision, the Core Strategy will need to identify a range of objectives towards which the Core Strategy will work. A wide range of possible objectives have been identified. These are set out below.

Spatial Objectives - Enhancing and safeguarding the environment

EN1. Concentrate most new development in the main urban area of Coalville, giving priority to previously developed land, in locations that have good access to public transport and / or the potential to contribute to the re-opening of the National Forest passenger rail line.
EN2. Minimise the environmental impact of noise, air pollution and the risk of flooding, especially in the northern part of the District.
EN3. Safeguard locally distinctive landscapes, in particular the Charnwood Forest.
EN4. Promote the appropriate development of the National Forest.
EN5. Enhance and protect the biodiversity of the District, particularly the priority habitats and species including those contained in the River Mease Special Area of Conservation and incorporate open spaces to provide improved habitat rich environments.
EN6. Enhance and protect the built, archaeological and historic heritage of the District.
EN7. Minimise the districts contribution towards climate change, particularly reducing CO2 emissions, by encouraging prudent patterns of development that minimise the use of energy and resources.
EN8. Proactively encourage new developments to incorporate alternative forms of renewable energy use, (particularly wood fuels linked to the National Forest) and energy reduction measures in the construction of the development.

Spatial Objectives – Increased economic prosperity, diversity and competitiveness

EC1. Fine tune the economy to develop a higher value economic base that results in a higher waged and highly skilled local workforce.
EC2. Proactively encourage the development of target growth sectors as identified in the District Economic Strategy in order to strengthen and diversify the economic base.
EC3. Secure the provision of employment land in appropriate locations to meet local employment needs and attract higher value sectors.
EC4. Develop skills and training programmes linked to new employment development and targeted at residents from neighbourhood renewal areas.
EC5. Regenerate Coalville town centre to perform as a vibrant sub regional centre and take advantage of greater demand for services linked to employment growth in the area.
EC6. Encourage the sustainable diversification of the rural economy including the appropriate reuse of redundant buildings for new economic uses.
EC7. Meet the operational needs of the East Midlands Airport whilst avoiding significant harm and securing mitigation for any unavoidable damage to the environment and developing sustainable transportation options to access the airport.
EC8. Support the potential of developing a renewable wood fuels industry and construction design linked to the National Forest.
EC9. Develop the tourism and leisure opportunities offered by the National Forest by maximising the concentration of tourist attractions in order to develop a stronger tourism offer.
EC10. Support the role of Ashby town centre as the gateway to the National Forest

Social Objectives - Creating safer, stronger and healthier communities

SC1. Ensure new development contributes to a 'place making - local identity' initiative based on an association with the National Forest to provide local people with a strong sense of belonging to the District.
SC2. Address social exclusion and reduce deprivation in the Neighbourhood Renewal Priority areas identified in the Community Strategy with a particular focus on developing economic and skills based programmes to reduce economic and training inequalities.
SC3. Safeguard and enhance the network of local centres and rural services so residents have access to a range of shops, facilities and local employment.
SC4. Create healthy and strong communities by ensuring new developments are provided with appropriate and accessible community, sports, leisure, cultural parks, green spaces and health facilities.
SC5. Enhance provision of and access to 'green infrastructure' particularly through opportunities offered by reshaping existing green wedges.
SC6. Create safer and stronger communities by use of crime prevention design measures and encouraging social participation.

Creating Accessible Communities focusing on sustainable transportation

Locate new development such that will:

AC1. Enable people to live more sustainably by incorporating measures that minimise the need to travel by car.
AC2. Support mixed use developments linked by pedestrian and cycle routes.
AC3. Improve access to high quality public transport.
AC4. Maximise the potential viability of re-opening the National Forest passenger rail line.
AC5. Seek travel plans for new employment developments to ensure the transportation of goods and movement of employees minimises the impact on the environment.

5.2 Whilst these objectives are comprehensive it is considered that it may be necessary to reduce their number.

Questions

5) Do you agree that the Core Strategy should have a more limited range of objectives? If so which ones do you consider are most appropriate?

6) Are there any other objectives which you think should be included?

6 STRATEGIC DEVELOPMENT – DIRECTIONS FOR GROWTH

6.1 The Core Strategy will need to provide a 'strategic' framework for the future directions of new development, particularly housing and employment, across the district. This will include defining a settlement hierarchy. However, the Core Strategy will not allocate specific sites for development as this will be done as part of an Allocations Development Plan Document which will be produced after the Core Strategy. However, the Core Strategy will provide guidance as to the broad locations for new strategic developments (see section 7)

6.2 The Core Strategy will have to conform to the Regional Spatial Strategy (RSS). The RSS is currently the subject of an Examination in Public and it is anticipated that the final version will be confirmed in early 2008. The emerging RSS sets out the priorities as to where development should be concentrated (Policy 4 (Concentrating Development in Urban Areas)). In order of priority these are:

- Five Principal Urban Areas (PUA) (Derby, Leicester, Lincoln, Northampton and Nottingham) where "significant levels of new development" are to take place;
- Three growth towns in Northamptonshire (Corby, Kettering and Wellingborough) where, again, "significant levels of new development" are to take place;

- Sub Regional Centres (SRC) which are defined as where "development “of "a lesser scale" is anticipated. Coalville is one of the SRC's identified;
- Finally, Policy 4 refers to providing "for the development needs of other settlements and rural areas generally" with a cross reference to Policy 5.

6.3 The supporting text to Policy 4 notes that the settlements specified have been selected on the basis of their size, the range of services they provide, and their potential to accommodate further growth.

6.4 Policy 5 (Regional Priorities for Development in Rural Areas) refers to "strengthening the vitality and viability of rural towns by providing for housing, employment and a range of services to serve a wider hinterland”. It also establishes that outside of rural towns "other settlements or groups of settlements, which are accessible to the rural population” are the preferred locations "for local needs housing ..and the provision and retention of most other services".

6.5 A number of points can be drawn from the emerging RSS and which will inform any settlement hierarchy:

- Coalville is a Sub Regional Centre (SRC) and hence to be the focus for new development in North West Leicestershire;
- Rural towns are to be the next level of development but these are not defined by the RSS;
- Beyond the SRC and rural towns development is to be restricted to that of local needs.

6.6 Whilst the predominance of Coalville is quite clear from the emerging RSS, there is less clarity in respect of the other settlements in the district. In particular which settlements could be considered as ‘Rural towns’ and which could be suitable for meeting ‘local needs’? These are matters which will need to be addressed as part of the Core Strategy

6.7 As already noted the emerging RSS does not give any guidance as to what constitutes a rural town beyond reference to them serving a “wider hinterland”. This reference is similar to that used in the currently adopted Leicestershire, Leicester and Rutland Structure Plan in respect of Rural Centres. Strategy Policy 2c specifically notes that such settlements are to “serve a rural hinterland”.

6.8 Strategy Policy 2c of the Structure Plan identifies eight functions which a Rural Centre is expected to have most or all of, in addition to serving a rural hinterland. These are:

(a) A primary school;
(b) A post office;
(c) A general store;
(d) A general medical practice;
(e) A pharmacy (if not within the general medical practice);
(f) Community and leisure facilities;
(g) Additional employment to that provided by (a) to (f) above;

(h) A regular, six day a week return bus service.

6.9 All settlements outside of Coalville urban area have been assessed against the criteria of Strategy Policy 2c to identify those which could qualify as a rural town. It should be noted that in respect of criteria (h) that to satisfy this criterion a settlement would require bus services which offer a minimum of:

- a 15 minute or better service during the day time Monday to Saturday;
- an evening service Monday to Saturday and
- provide connections to at least one other major centre (inside or outside the district) and to other lower order settlements in the hinterland/vicinity.

6.10 From this assessment (Appendix 1) six settlements satisfy the criteria – Ashby de la Zouch, Castle Donington, Ellistown, Ibstock, Kegworth, Measham and Moira – although only two (Castle Donington and Ibstock) satisfy all of the requirements. However, it is considered that Ellistown cannot be said to serve a hinterland in view of its proximity to both Coalville and Ibstock. It is also considered that Moira should not be considered as a rural town. It has a reasonable range of services although (as with Ellistown) it does not have a general medical practice and the services generally are largely centred around Norris Hill. There is some public transport provision but due to the particular physical characteristics of Moira large parts of the settlement are somewhat distant from the facilities identified and the only bus service which connects the whole settlement together runs only once every 90 minutes.

6.11 On the basis of the above it is considered that there could be five rural towns beneath the Sub Regional Centre of Coalville –

- Ashby de la Zouch;
- Castle Donington;
- Ibstock;
- Kegworth;
- Measham.

Question

7) Do you agree that Ashby-de-la-Zouch, Castle Donington, Ibstock, Kegworth and Measham should be identified as Rural Towns?

8) Are there any other settlements which could be considered as Rural Towns and if so what would be the justification for doing so?

6.12 Having established which settlements could be rural towns it is necessary to consider the role of the remaining settlements in the district.

6.13 As previously noted Policy 5 of the emerging RSS refers to other settlements outside of rural towns as being the most appropriate location for “local needs housing ..and the provision and retention of most other services". If settlements are to take some housing, albeit for local needs (however defined), then it is considered that there needs to be a minimum level of service provision to meet

day to day needs. To do this it is considered that such a minimum level of service would be a primary school, a general store and community facilities (e.g. a village hall). From the assessment carried out in respect of the identification of potential Rural Towns, the following settlements satisfy these criteria and could thus be considered as 'local needs settlements';

Albert Village; Appleby Magna; Belton; Breedon-on-the-Hill; Coleorton; Ellistown; Heather; Long Whatton; Moira; Newton Burgoland; Oakthorpe; Packington;Ravenstone and Swannington

Question

9) Do you agree that the settlements of Albert Village, Appleby Magna, Belton, Breedon-on-the-Hill, Coleorton, Ellistown, Heather, Long Whatton, Moira, Newton Burgoland, Oakthorpe, Packington, Ravenstone and Swannington are the most appropriate to be defined as 'local needs settlements'?

10) Are there any other factors which should be used to define such settlements?

6.14 In 'local needs settlements' it will be necessary to seek to ensure that all new housing is targeted to meet the needs of the local community. It will thus be necessary to define what constitutes a 'local need'. Local need could be defined as being somebody who:

- Has permanently resided in the parish, or adjoining parish, for at least the previous three years and are now in need of new accommodation, which cannot be met from the existing housing stock; or
- Do not live in the parish but have a long standing connection to the local community, including a previous period of residence of over three years but have moved away in the past three years; or
- Are taking up full-time permanent employment in an already established business which has been located within the parish, or adjoining parish, for at least the previous three years; or
- Has an essential need arising from age or infirmity to move to the village to be near relatives who have been permanently resident within the District for at least the previous three years.

Question

11) Do you agree that in 'local needs settlements' that local need should be defined?

12) Do you agree with the suggested definition of local need? If not how do you think it should be defined?

6.15 Notwithstanding the above considerations, at this stage the suggestion as to which settlements should be considered as 'Rural Towns' and which as 'local needs' settlements has yet to be confirmed. However, six different options have been developed for possible development options which reflect the considerations outlined above. At this stage it is not possible to be sure as to the actual scale of development in the different settlements which would take place under the different options. However, the options provide an indication as to the relative scale of development for different settlements. These are summarised below and illustrated on the plans at Appendix 2.

Option 1 – the Coalville focus option

- Virtually all development in Coalville with a Sustainable Urban Extension (SUE) of 4000 dwellings;
- Small amount of development in Rural Towns;
- Local needs only development in larger villages

Under this option the focus upon Coalville is likely to result in few opportunities for development elsewhere. This option reflects the emerging RSS. This option would help to preserve the character of rural towns.

Option 2 - the Coalville and a single Rural Town focus

- Majority of development split between Coalville and one of the Rural Towns (development on smaller SUE's than Option 1);
- Remainder of development concentrated in other Rural Towns;
- Limited amount of development in villages;
- Local needs only development in smallest settlements

Option2a – Coalville and Ashby Focus

This option reflects that of the current adopted Leicestershire, Leicester and Rutland Structure Plan and the historic precedent of treating Coalville and Ashby as having equal status in development terms. Development in Ashby de la Zouch could help to potentially contribute towards the opening of the National Forest line and the further development of the National Forest. However, substantial development in Ashby could have implications for the River Mease Special Area of Conservation.

Option2b – Coalville and Castle Donington focus

This option would allow for substantial development in Castle Donington which could help to provide greater balance between housing and jobs in this part of the district where there is significant in commuting from elsewhere and to help meet significant need for affordable housing identified in the housing needs assessment. However, the implications for development in this locality as a result of the proximity of East Midlands Airport would have to be considered.

Option2c – Coalville and Ibstock focus

This option would enable new development to contribute towards the physical regeneration of Ibstock and to the further development of the National Forest. However, it is not clear as to whether there are opportunities for substantial development in Ibstock and this would result in a concentration of development in the south eastern part of the district.

Option2d – Coalville and Kegworth focus

There are a number of constraints in the vicinity of Kegworth (such as the M1, East Midlands Airport and flooding issues from the River Soar) which may restrict opportunities for substantial development under the Option.

Option2e – Coalville and Measham focus

This option would enable new development to contribute towards the physical regeneration of Measham such as the Ashby Canal, and to the further development of the National Forest. However, substantial development in Measham could have implications for the River Mease Special Area of Conservation.

Option 3 – Coalville focus with significant amount in a Rural Town

- Majority of development in Coalville with a reduced SUE;
- Of remaining development significant amount in Ashby;
- Small amount of development in other Rural Towns;
- Local needs only development in local needs settlements

This option represents a combination of options 1 and 2 but would have a smaller SUE in Coalville and consequently more development in one of the Rural Towns although the scale of development in the Rural Town would not be as great as under Option 2. The issues outlined under Option 2 in respect of the various Rural Towns would also apply under this option.

Option 4 – Coalville focus with significant amount in two of the Rural Towns

- Majority of development in Coalville with a reduced SUE;
- Of remaining development significant amount in two of the Rural Towns;
- Small amount of development in other Rural Towns;
- Local needs only development in local needs settlements

This option would allow for two of the Rural Towns to be considered as equals in development terms (as Principal Rural Towns). Those Rural Towns which are the most sustainable locations for development would be best suited to this role. Work undertaken so far would suggest that Ashby and Castle Donington would be the most likely to be considered as Principal Rural Towns. Previous

comments about significant developments in Ashby and Castle Donington made under Option 2 would be relevant.

Option 5 – the dispersed option

- Development split between Coalville , Ashby and other Rural Towns;
- Small amount of development in larger villages
- Local needs only development in remaining villages

Under this option all of the larger settlements would be considered as equals with some smaller scale development in smaller settlements as well. This option would not be as sustainable in environmental terms as some of the other options, but could help to address issues in respect of social sustainability.

Option 6 – new settlement option

- Unspecified location, accommodate vast majority of new development;
- Remaining development spread around Coalville and Rural Towns;
- Local needs only development in remaining villages

Under this option a suitable location would have to be identified for a new settlement. The new settlement would need to be of a significant size so as to ensure that it is sustainable in the longer term. As a result there may be very limited opportunities for new development in other existing settlements.

Questions

13) Have all of the relevant settlement options been identified? If not what additional options should be considered?

14) Which of the identified options do you think is the most appropriate?

7 POTENTIAL BROAD LOCATIONS FOR DEVELOPMENT

7.1 Whilst the Core Strategy will not allocate sites for development it would be appropriate to identify the broad locations for development. In particular, in respect of Coalville, the emerging Regional Spatial Strategy requires that provision be made for a Sustainable Urban Extension (SUE) capable of accommodating about 4000 dwellings. However, it would also be appropriate to consider possible locations in other settlements.

7.2 Coalville

7.2.1 Four possible locations for a SUE have been identified in and around Coalville. These are:

- South-east of Coalville and south of Bardon Road (Location A). Development in this location could provide a by-pass to Bardon Road and

may also be possibly to secure a station in support of the opening of the National Forest line. Evidence suggests that there is significant commuting towards Leicester. Development here would thus ensure that cross town movements are minimised.

- South-west of Coalville Town Centre towards A447 (Location B). Development in this location could encourage links to the town centre. However, could result in cross town movements if current commuting patterns are reflected.
- West of A447 (Location C). Development located here could result in cross town movements if current commuting patterns are reflected.
- North of Coalville relief road towards Whitwick (Location D). Area currently designated as Green Wedge. Development could undermine physical separation. Development of part of area could result in securing the balance for public use.

7.2.2 These general areas are identified at Plan 1 of Appendix 2.

7.2.3 The emerging Regional Spatial Strategy does not include any requirement that the SUE should include provision for other uses, such as employment. However, Policy 2 identifies the criteria to be used in assessing the suitability of sites for development. This includes the suitability of the site for 'mixed use 'development. Thus in order to create a sustainable development there would be merit in considering the potential such sites offer for mixed uses.

Question

15) Which of the four areas identified for a SUE in Coalville do you think is most appropriate and why?

16) Are there any other potential areas which should be considered?

17) Do you agree that the SUE should be suitable for a mixed use development, including employment uses?

7.3 Other areas

7.3.1 Outside of the Coalville area it is likely that provision will need to be made for some development, although the scale of such development is unclear at the present time. Such provision would need to have regard to the settlement hierarchy. It may be appropriate for the Core Strategy to indicate the broad location of such development if it is of a significant size.

7.3.2 A number of options have been identified for the potential Rural Towns as outlined below and shown on the Plans at Appendix 2.

7.3.3 Ashby-de-la-Zouch (Plan 2)

- To the south of the existing town towards the A42 (Location A).

- To the north of the town centre towards the A511 Ashby by-pass (Location B)

These two sites could extend as far as the A42 and A511 respectively, or they could be of a smaller scale depending upon the overall development requirements and could possible be mixed use developments similar to the SUE in Coalville, albeit on a smaller scale.

7.3.5 Castle Donington (Plan 3)

- North and/or south of Park Lane

This could be restricted to north or south of Park Lane or be a combination of the two. These two sites are unlikely to be suitable for mixed use development.

7.3.6 Ibstock (Plan 4)

- North of Ibstock well related to Leicester Road and Ravenstone Road (Location A)
- West of Ibstock (Location B)
- South West of Station Road (Location C)

7.3.7 Kegworth (Plan 5)

- West of Kegworth

7.3.8 Measham (Plan 6)

- North East of Measham (Location A)
- West of High Street (Location B)
- South east of Measham (Location C)

Land south east of Measham may have potential for a mixed use development.

Questions

18) Do you agree that the Core Strategy should identify the broad locations for significant development outside of Coalville?

19) Which of the potential development areas identified do you think is the most appropriate and why?

20) Are there any other potential development areas which should be considered?

8 HOUSING REQUIREMENTS

8.1 The emerging Regional Spatial Strategy (RSS) requires that provision be made for 12,000 dwellings up to 2026. To date some 2263 dwellings have been built whilst a further 250 are in the process of being built. Thus at the present time

there would be a need to accommodate nearly an additional 9500 dwellings, although this may change depending upon the outcome of the RSS. In order to determine how much land needs to be allocated to ensure that the requirements of the RSS will be met, it will also be necessary to take account of the findings from the update of the Urban Housing Potential Study when it is completed.

8.2 Planning Policy Statement 3 suggests that no allowance should be made for windfall sites (i.e. sites which have not been specifically identified in the development plan) in the first 10 years of housing land supply unless it can be demonstrated that local circumstances prevent the identification of specific sites. Notwithstanding this advice, there is substantial evidence to show that such sites, particularly smaller sites of less than 10 dwellings, have made a significant contribution to the supply of housing land. Since 2001 of the 2263 dwellings built some 450 have been on such sites. However, unlike larger windfalls it is unlikely that such sites could be specifically identified and allocated for development. If no allowance is made for such sites in the first 10 years this raises the question as to how (or whether) such sites could be prevented from coming forward for development in order to ensure that an oversupply of housing does not result.

Question

21) In considering how much provision should be made for housing do you agree that some allowance should be made for small sites in view of the significant historical contribution which they have made to housing supply?

22) If no allowance is made for small sites how should such sites be prevented from coming forward for development in the first 10 years?

9 EMPLOYMENT REQUIREMENTS

9.1 A key aspect of the Core Strategy will be to identify the amount of provision to be made for employment land in the Allocations Development Plan Document. However, at the present time the Regional Spatial Strategy (RSS) does not identify any provision figures, either for the region or individual districts.

9.2 A study by Roger Tym and Partners (East Midlands Land Provision Study) in December 2006 in support of the RSS looked at needs to 2026. However, it does not produce any figures below Housing Market Area.

9.3 At a sub-regional level the LeicesterShire Economic Partnership (LSEP) commissioned SQW to undertake an Employment Land and Premises Strategy and Action Plan. This reviewed those local Employment Land Studies which had been carried out (including that for North West Leicestershire) as well as providing advice for those districts where such studies had not been undertaken. The SQW report (September 2006) noted that the local employment studies identified a need to allocate between 275ha and 295ha up to 2016. In comparison Structure Plan identified need of 620Ha over the same period. No

new information was presented in respect of the future employment land needs for North West Leicestershire.

9.4 The Leicestershire, Leicester and Rutland Structure Plan identifies a requirement for North West Leicestershire of 326Ha (out of total of 1244ha i.e. 26%) for the period 1996 -2016. If annual start rates over the period 1996-2006 (15.5Ha) are compared to the implied annual rate for 1996-2016 (33Ha) it is apparent that there is a significant variation between the two. In view of the buoyancy of the economy during the period 1996-2006 it could be argued that the Structure Plan requirement is excessive in relation to actual needs/requirements.

9.5 The District Council commissioned Roger Tym and Partners and Innes England in 2004 to undertake an Employment Land Study (ELS). This was completed in May 2005. This looked at two growth scenarios for the periods 2004 -16 and 2004 - 21, a baseline scenario and a High growth scenario. The latter was based upon a study produced by York Aviation in respect of employment resulting from growth at East Midlands Airport. However, in the regional study produced by Roget Tym and Partners (referred to above) a similar approach was rejected for a variety of reasons. It may thus be reasonable to reject the High Growth scenario to be consistent with the approach taken at regional level.

9.6 The ELS included forecasts of likely employment growth to 2016 and 2021. These forecasts are only concerned with the needs arising from within the district; they do not take account of demand from further a field. This matter could not be addressed in the ELS as such matters required a regional or sub-regional perspective. In addition, the ELS only goes up to 2021 whilst the emerging RSS goes to 2026 as will the Core Strategy.

9.7 It is necessary to consider, therefore, how requirements to 2026 should be identified.

9.8 In the absence of any additional forecast of employment growth at district level one option is to roll forward the forecasts contained in the ELS.

9.9 Table 5.2 of the ELS identifies the employment growth by sector and then table 5.3 translates these into floorspace (sq metres) and land requirements (ha). One option would be take the figures for the periods 2004-16 or 2004-21 and reduce these to annual figures which can then be rolled forward a further five years. Using the same assumptions regarding employment densities and margins as the ELS, it would then be possible to provide a figure for 2021-26.However, the annual growth for 2004-16 is slightly higher than that for 2004-21. Thus if the latter is taken it could be argued that it will underestimate needs, whilst the former would over estimate need. To overcome this it is considered that the mid-point between the annual growth figures should be taken instead.

9.10 The calculation for doing this is attached (Appendix 3). From this it can be seen that allowing for a margin and assuming 40% density (as per the ELS), the requirement to 2026 (from 2004) would be 106.1Ha (7.8Ha office, 98.3Ha industry and warehousing). These figures could thus provide the basis for the Core Strategy Preferred Options stage, although it should be appreciated that

they only represent local requirements and do not make any allowance for a regional element.

Questions

23) Do you agree with the suggested method for identifying the amount of local employment land that is required? If not how do you think such requirements could be identified?

24) How should the issue of employment land to meet regional and sub-regional needs be addressed in the Core Strategy?

9.11 In addition to considering the overall requirements for employment land, the Core Strategy will also need to give guidance about the broad location for future employment development. As noted already it is possible that a SUE to Coalville could incorporate some employment land. There may also be scope in respect of those areas identified in respect of Ashby de la Zouch.

9.12 Other additional potential areas for employment use have been identified as outlined below. The Plans are included at Appendix 2.

Ashby de la Zouch (Plan 2)

- East of Ashby well related to Junction 13 of A42 (Location C)

Castle Donington (Plan 7)

- North of Castle Donington well related to the A50

Measham (Plan 6)

- South east of Measham – possibly as part of a mixed use development (Location C)

Questions

25) Which of the potential development areas identified (including those associated with a possible SUE) do you think is the most appropriate and why?

26) Are there any other potential development areas which should be considered?

9.13 A key issue which has been identified is the lack of space available for new and expanding businesses. In particular, there is a need for more units in the range of 300-500sq ft and up to about 2,500 sq ft. Whilst the issue of which land should be identified for employment use will be considered as part of the Allocations Development Plan Document (ADPD), the Core Strategy could however, provide

strategic guidance as to the type of employment that is required and how this could be met. One option would be to include a requirement that for all employment land allocated in the ADPD a certain amount be made available for smaller units. This could be, for example, as a percentage of the site area, a percentage of the total floorspace or a number of units.

Question

27) Do you agree that the Core Strategy should address the need for smaller industrial units?

28) Do you think that it would be appropriate to include a requirement for all employment sites to include a minimum provision for smaller units?

29) Are there any other ways in which the Core Strategy could help to address this issue?

10 CLIMATE CHANGE

10.1 It is generally recognised that the planning system has an important role to play in terms of helping address climate change issues. The Government has published a supplement to Planning Policy Statement 1 in respect of Planning and Climate Change (December 2006). This makes it clear that all local planning authorities are expected to "make a full contribution to delivering the Government's Climate Change Programme ..".

10.2 Policy 38 and Policy 39 of the emerging RSS establish regional priorities for Energy Reduction and Efficiency and Low Carbon Energy Generation respectively. The latter policy also includes targets in respect of renewable energy generation.

10.3 The East Midlands Carbon Footprint, commissioned by the East Midlands Regional Assembly, shows that the district performs poorly in relation to its carbon footprint. For example, domestically the district is the 5th worst in the region and 13th worst across England and Scotland. Similarly, the district is 13th worst in the region in respect of impact from industry and commerce and 3rd worst in the region in respect of mobile impacts.

10.4 A key way in which the Core Strategy can contribute towards this will be in respect of securing an appropriate pattern of development in order to potentially help reduce dependency upon the private car. However, the impact of this will be largely restricted to carbon emissions associated with transport. In respect of emissions associated with new development these are already governed by Building Regulations. However, there may be scope to go further through more rigorous planning policies.

10.5 Other options might include ensuring that any Strategic Urban Extensions are developed as 'Eco-developments' where the environment, and more particularly

climate change issues, are central to the development. In addition, the evidence suggests that much needs to be done to help reduce carbon emissions from both domestic and industrial/commercial sources.

Questions

30) How should the issues associated with Climate Change be best addressed in the Core Strategy?

31) Should policies be included that go further than Building Regulations in terms of controlling CO2 emissions?

32) Should the Core Strategy include targets for reducing carbon emissions across the district? If so what target should be established?

11 MEETING THE NEEDS OF GYPSIES AND TRAVELLERS

11.1 One of the Government's key objectives for planning for housing is to ensure that everyone has the opportunity of living in a decent home. This includes members of the Gypsy and Traveller Communities. Circular 01/2006 sets out the Government's policy on this matter. The Circular advises that a core strategy should set out criteria for the location of gypsy and traveller sites which will be used to guide the allocation of sites in the relevant DPD.

11.2 The emerging Regional Spatial Strategy (Policy 16) requires that Local Planning Authorities work together to identify the number of pitches required to accommodate the needs of gypsies and travellers. It also requires that provision be made to meet the needs of the gypsy and traveller community.

11.3 A joint study has been undertaken across Leicestershire which identifies that up to 2016 there is a need in the district for an additional 43 permanent pitches, up to 20 transit pitches and 10 pitches for showpeople.

11.4 Whilst the Core Strategy would not need to identify any specific sites for gypsies and travellers, there may be merit in identifying areas of search or preferred locations for such sites. For example, the emerging Regional Spatial Strategy requires the provision of a Sustainable Urban Extension (SUE) in Coalville. The general location for this could be identified in the Core Strategy and could include provision of an area within it to provide accommodation to meet the needs of gypsies and travellers.

Question

33) What criteria should be included in the Core Strategy in respect of the location of sites for gypsies and travellers?

34) Should the Core Strategy identify areas of search or preferred locations for sites for gypsies and travellers?

35) Should the Sustainable Urban Extension in Coalville include that provision be made for a gypsy and travellers site?

12 HOW TO COMMENT ON THIS ADDITIONAL CONSULTATION

12.1 We want to know what you think about the matters set out in this consultation document. The consultation will take place until **3 August 2007**.

Any comments you have should be sent in writing to

Planning Policy and Regeneration
Council Offices
Coalville
LEICS
LE67 3FJ

Or by e-mail to planning.policy@nwleicestershire.gov.uk

12.2 Please make it clear which specific question(s) you are responding to in any submission.

12.3 If you have any queries in respect of this consultation, or the Local Development Framework in general, please do not hesitate to contact a member of the Planning Policy section:

Ian Nelson (Principal Planning Officer) – 01530 454677
Steffan Saunders (Senior Planning Officer) – 01530 454767
Emma Bentick (Graduate Trainee) – 01530 454684

What are the next steps?

12.3 All of the comments received will be taken into consideration as we develop the Core Strategy. The next formal stage will be Preferred Options which is scheduled for late in 2007. At this stage there will be a further 6 week period of consultation at which we will be seeking comments. We will then finalise the Core Strategy before submitting the Secretary of State in 2008, after which there will be a Public Examination to examine the Core Strategy in detail to ensure that it is appropriate.

APPENDIX 1

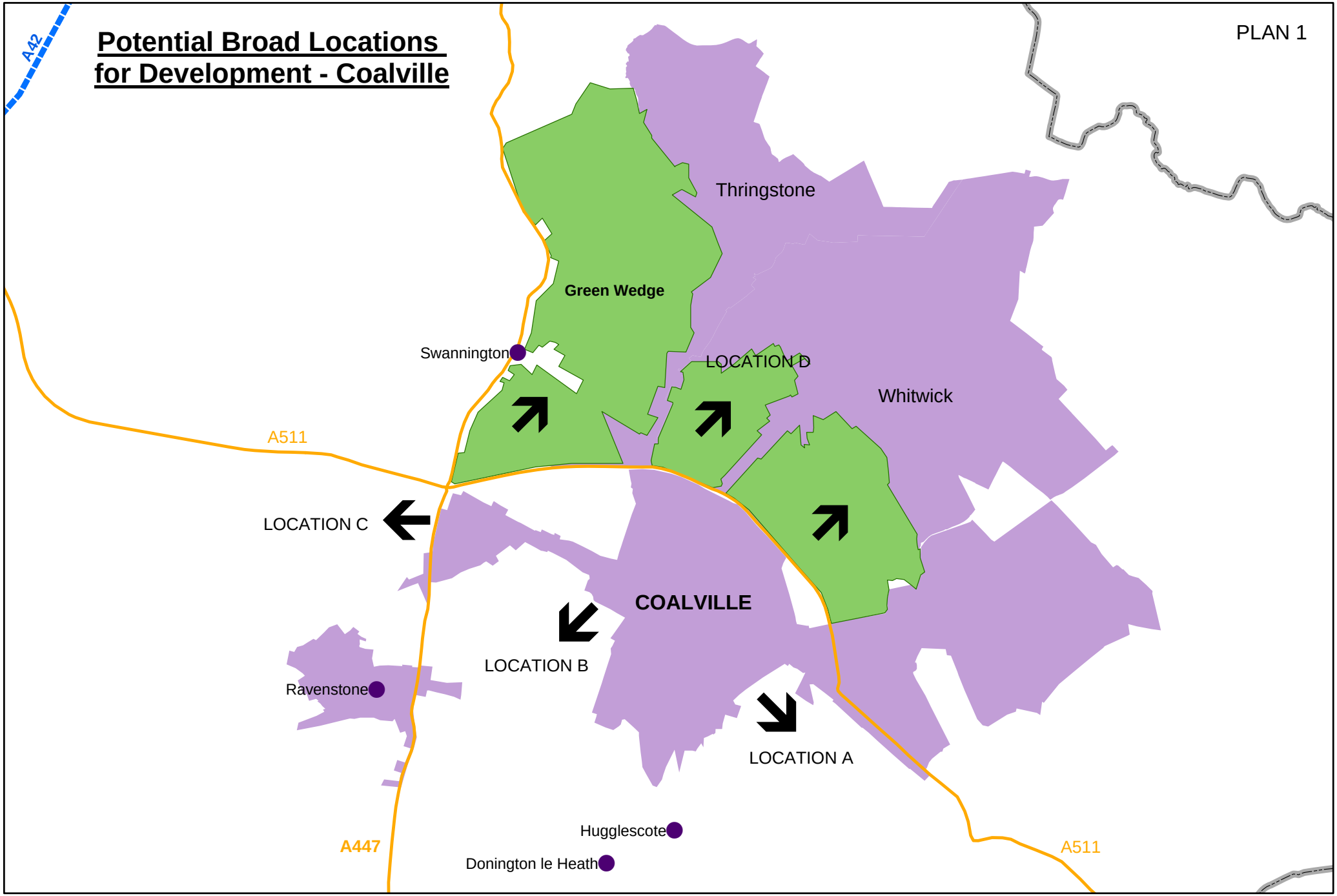
ASSESSMENT OF SETTLEMENTS

Based on Structure Plan Strategy Policy 2c									
SETTLEMENT	**Primary School**	**Post Office**	**General Store**	**GP practice**	**Chemist**	**Leisure and Community Facilities**	**Employment**	**Bus service**	**Score out of 8**
Acresford	N	N	N	N	N	N	N	N	0
Albert Village	Y	N	Y	N	N	Y - village hall	N	N	3
Appleby Magna	Y	Y(with General Store)	Y	N	N	Y - village hall	N	N	4
Ashby	Y	Y	Y	Y (x2)	Y	Y	Y	N	7
Battram	N	N	N	N	N	Y - village hall	N	N	1
Belton	Y	N	Y	Y	N	Y - village hall	N	N	4
Blackfordby	Y	N	N	N	N	Y - village hall	N	N	2
Breedon	Y	Y (with General Store)	Y	N	N	Y (school?)	N	N	4
Castle Donington	Y	Y	Y	Y	Y	Y	Y(various)	Y	8
Chilcote	N	N	N	N	N	N	N	N	0
Coleorton	Y	Y	N?	N	N	Y (Village hall)	N	N	3
Diseworth	Y	N (limited mobile service)	N	N	N	Y (Village hall)	N	N	2
Donisthorpe	Y	Y	N	N	N	Y (Village hall)	N	N	3
Ellistown	Y	N	Y	N	N	Y (school?)	Y (South Leics colliery)	Y	5
Griffydam	Y	N	N	N	N	N	N	N	1
Heather	Y	N	Y	N	N	Y (Village hall)	Y(Swepstone Road)	N	4
Hemington	Y	N	N	N	N	N	N	N	1
Ibstock	Y	Y	Y	Y	Y	Y	Y(various)	Y	8
Isley Walton	N	N	N	N	N	N	N	N	0
Kegworth	Y	Y	Y	Y	Y	Y	Y(various)	N	7
Lockington	N	Y	N	N	N	Y	Y(Lockington Hall/Church Farm)	N	3

Based on Structure Plan Strategy Policy 2c									
SETTLEMENT	**Primary School**	**Post Office**	**General Store**	**GP practice**	**Chemist**	**Leisure and Community Facilities**	**Employment**	**Bus service**	**Score out of 8**
Long Whatton	Y	Y(with General Store)	Y	N	N	Y (school?)	N	N	4
Lount	N	N	N	N	N	N	Y?(Vacant)	N	0
Measham	Y	Y	Y	Y	Y	Y (Community Hall)	Y(various)	N	7
Moira	Y	Y	Y(x2)	N	N	Y (Village hall)	Y(various)	N	5
Newbold	Y	N	N	N	N	N	Y (TNT/former brickworks)	N	2
Newton Burgoland	Y	Y(with General Store)	Y	N	N	Y	N	N	4
Normanton le Heath	N	N	N	N	N	N	N	N	0
Oakthorpe	Y	Y(with General Store)	Y	N	N	Y (Community Hall)	N	N	4
Osgathorpe	N	N	N	N	N	Y(Village hall)	N	N	1
Packington	Y	Y(with General Store)	Y	N	N	Y	N	N	4
Peggs Green	N	N	N	N	N	N	N	N	0
Ravenstone	Y	Y(with General Store)	Y	N	N	Y	N	N	4
Sinope	N	N	N	N	N	N	N	N	0
Snarestone	Y	N	N	N	N	Y	N	N	2
Swannington	Y	Y(with General Store)	Y	N	N	Y	N	N	4
Swepstone	N	N	N	N	N	N	N	N	0
Tonge	N	N	N	N	N	N	N	N	0
Wilson	N	N	N	N	N	N	N	N	0
Worthington	Y	Y	Y	N	N	N	N	N	3
Coalville	Y	Y	Y	Y(x5)	Y	Y	Y	Y	8

APPENDIX 2

POTENTIAL LOCATIONS FOR GROWTH



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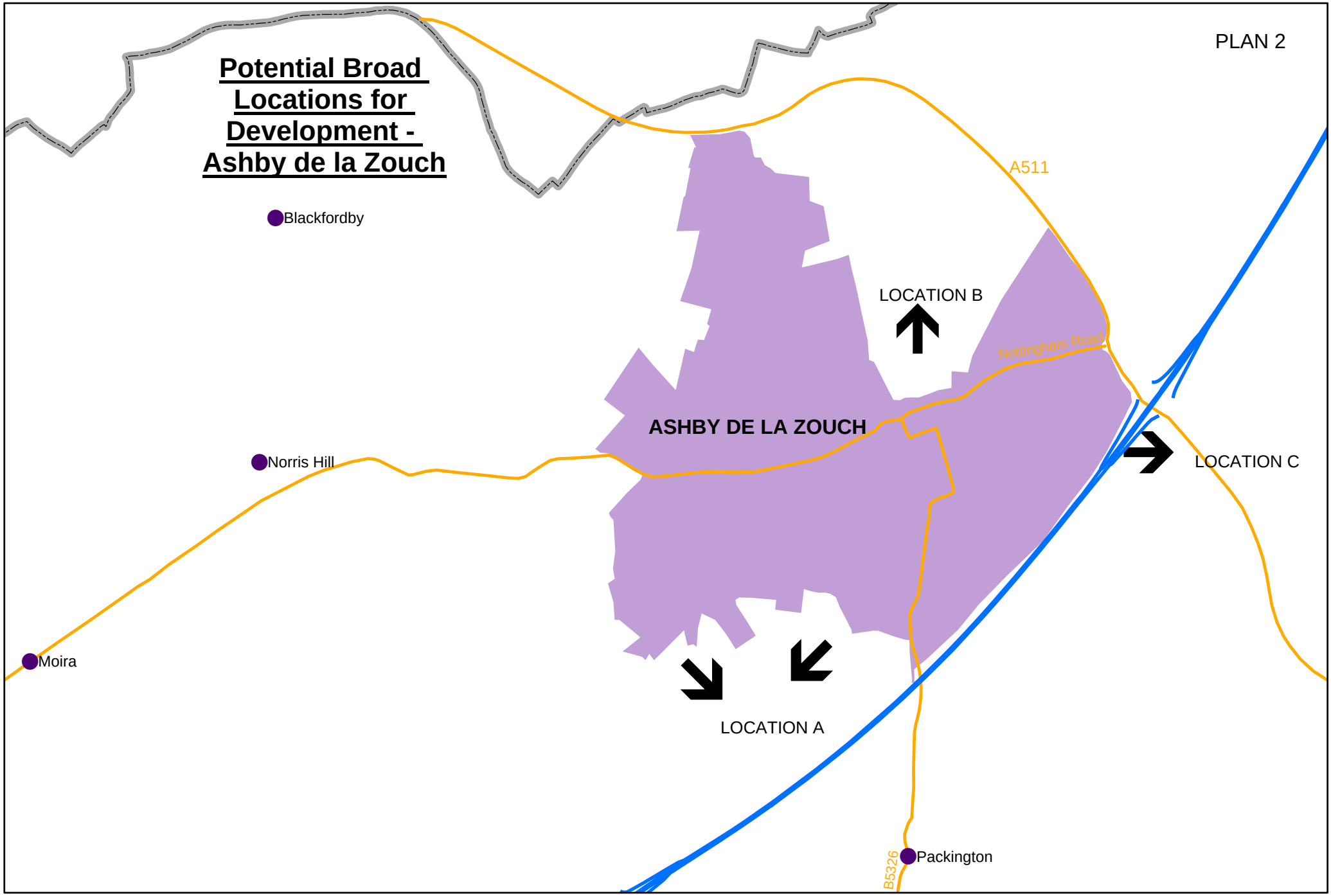

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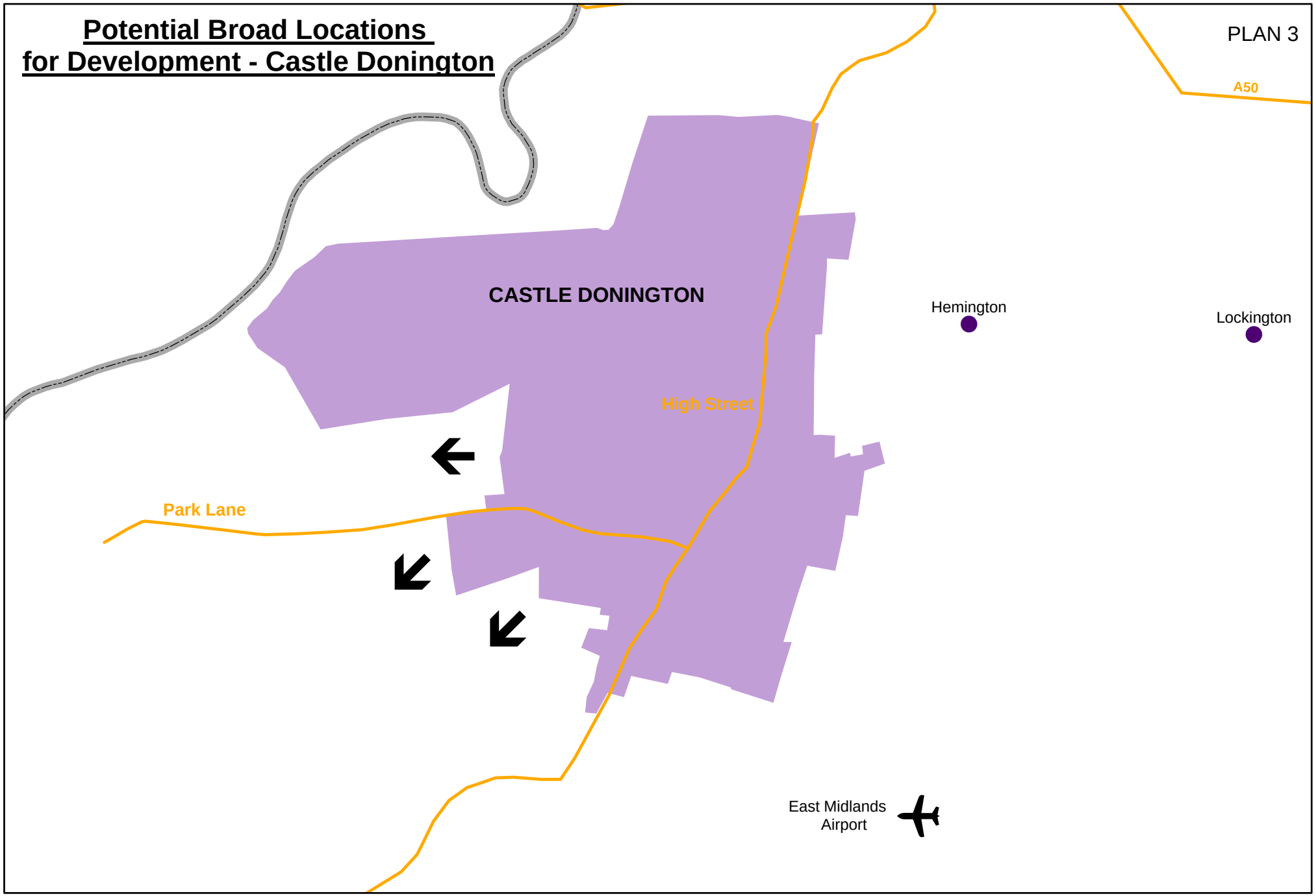
Potential Broad Locations for Development - Castle Donington

PLAN 3



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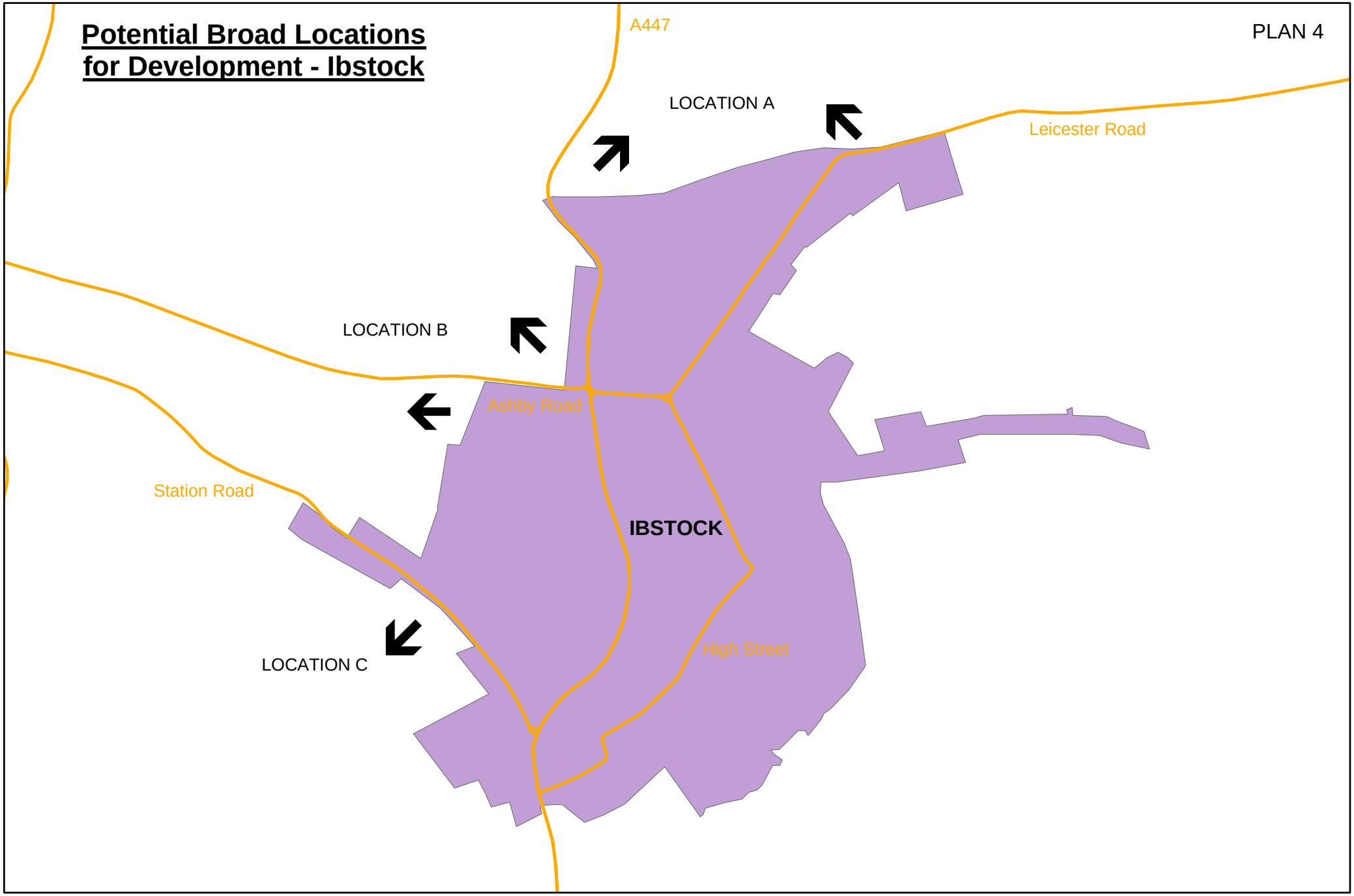
Potential Broad Locations for Development - Ibstock

PLAN 4



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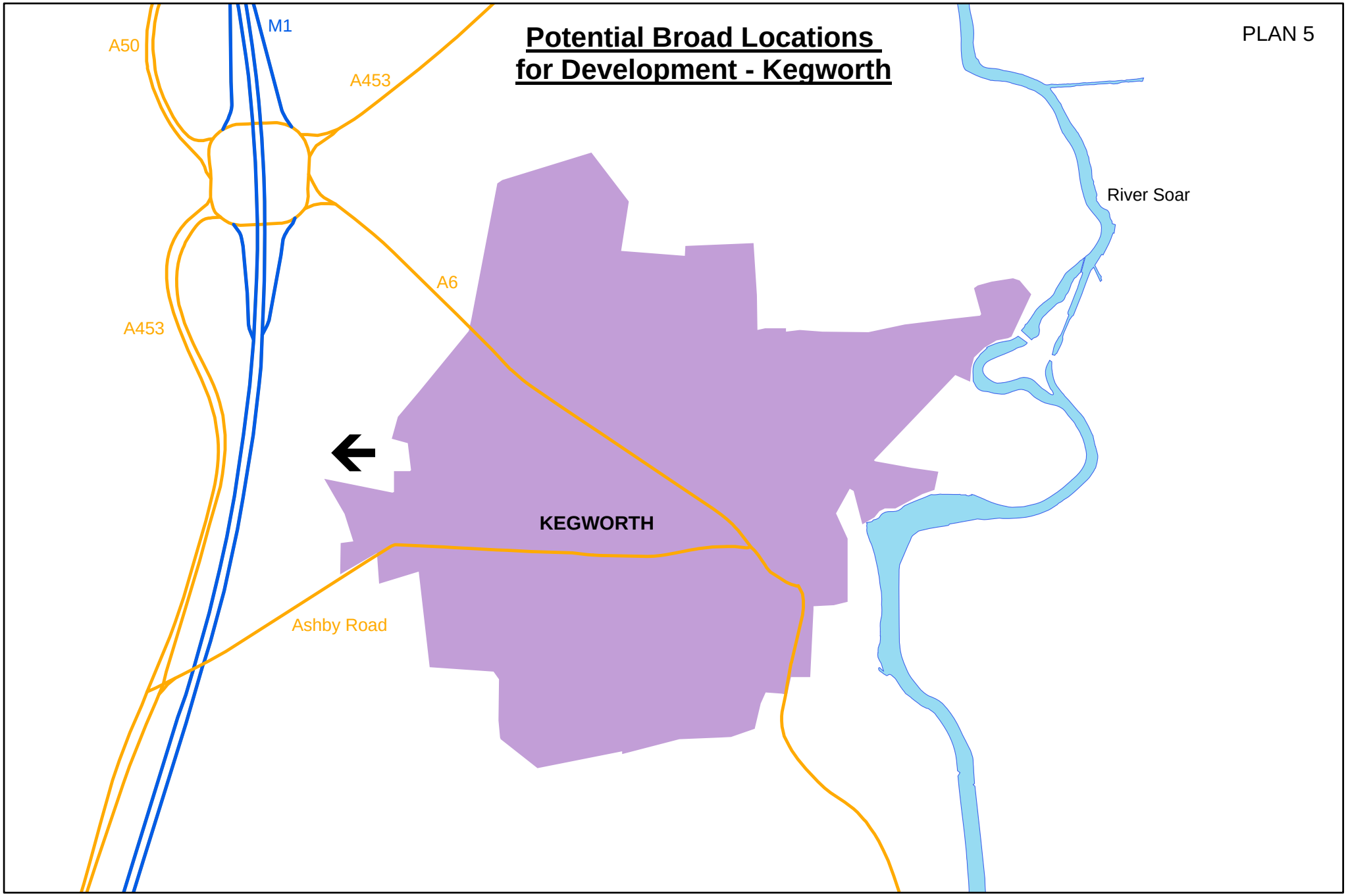
Potential Broad Locations for Development - Kegworth

PLAN 5



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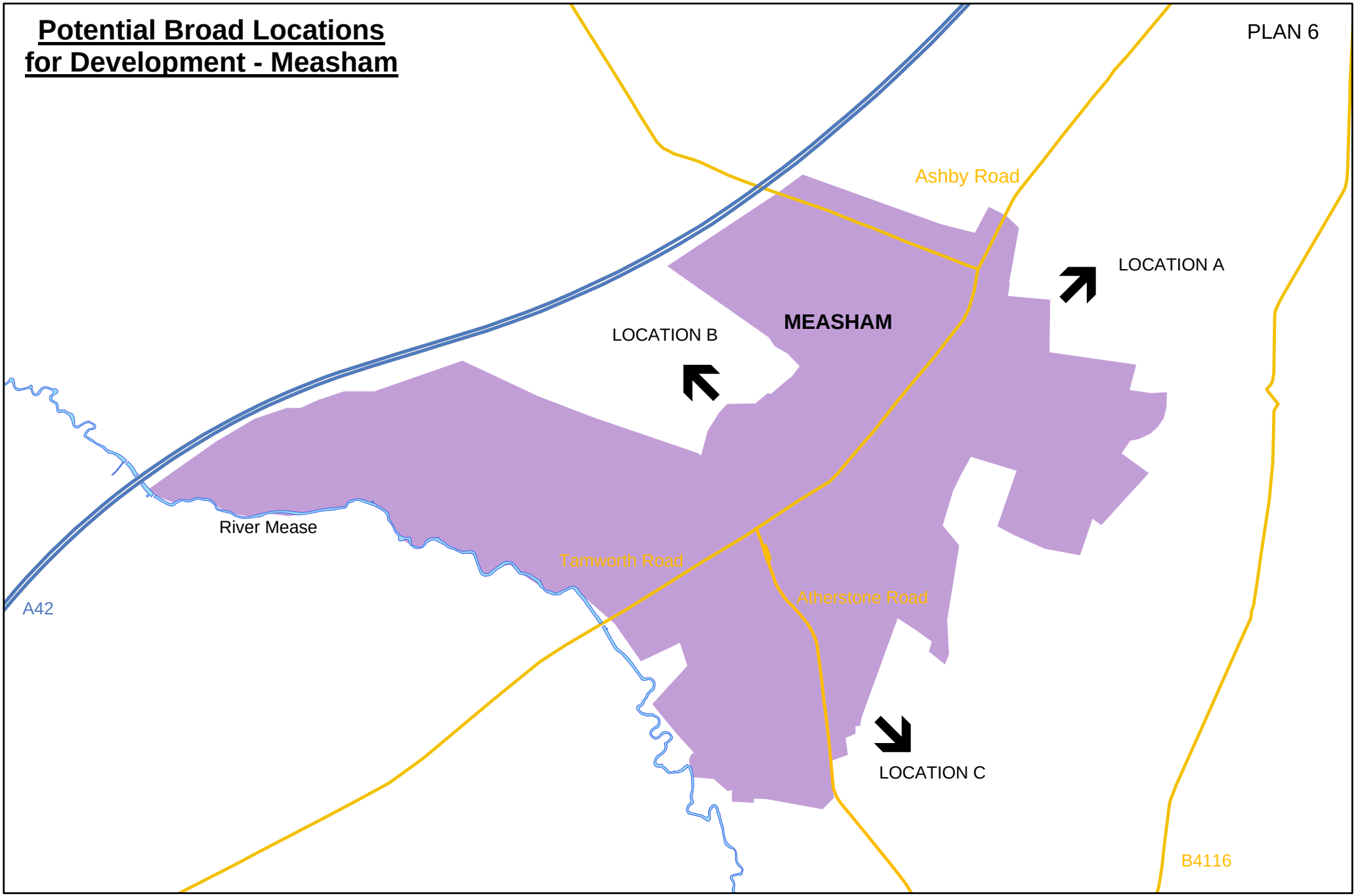
Potential Broad Locations for Development - Measham

PLAN 6



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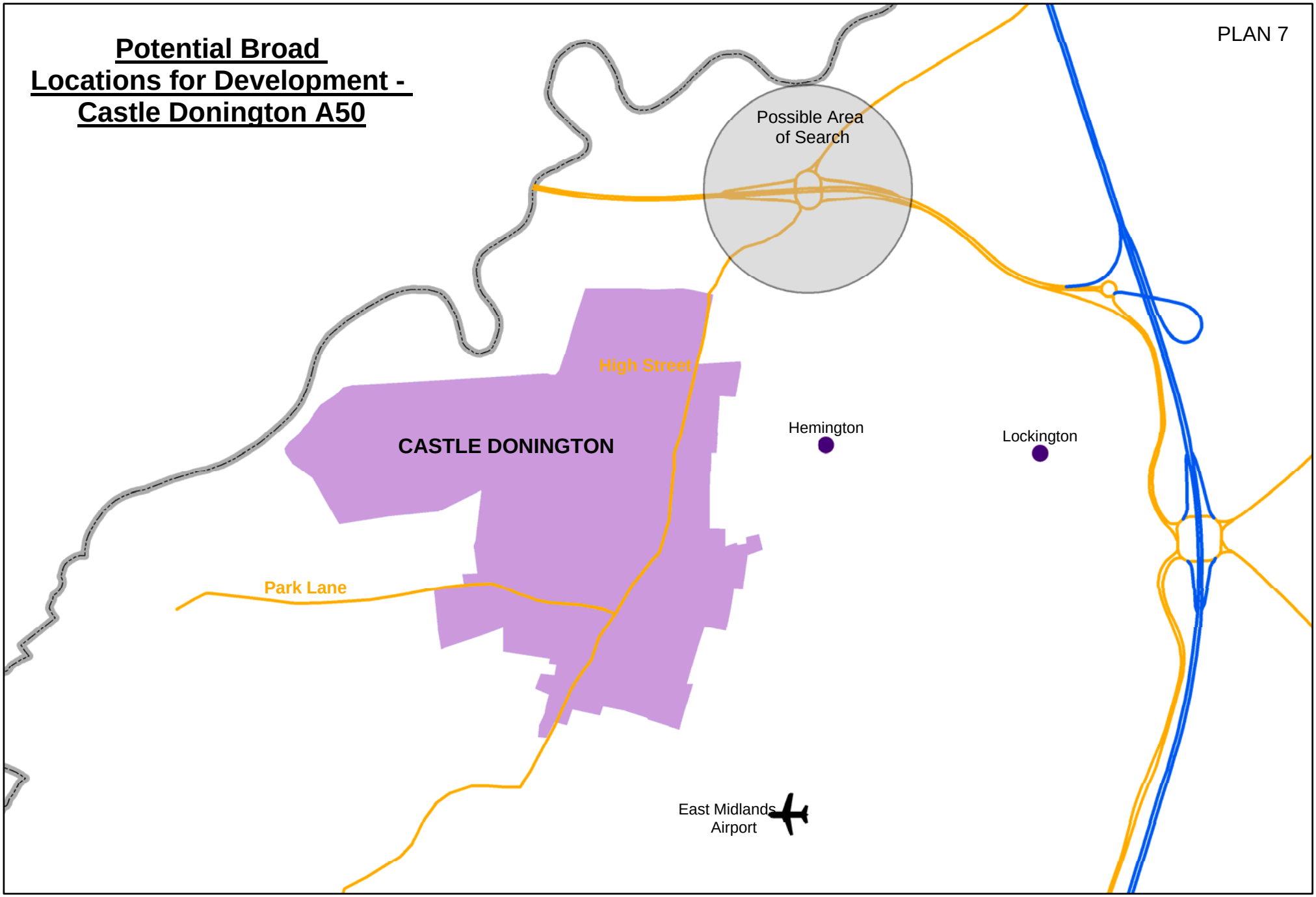
Potential Broad Locations for Development - Castle Donington A50

PLAN 7



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APPENDIX 3
POSSIBLE EMPLOYMENT LAND REQUIREMENTS CALCULATION

Employment Land Requirements to 2026 calculations

Step 1 - Floorspace (sq m) requirements identified in Table 5.3 of Employment Land Study

	Total 2004-16	Annual requirement 2004-16	Total 2004-21	Annual Requirement 2004-21
Offices	13,142	1095	15,857	933
Industrial and warehousing	160,268	13,356	216,234	12,720

Step 2 - Take mid-point of annual requirements for 2004-16 and 2004-21

Offices - mid-point 1095 (2004-16) and 933 (2004-21) = 1014sq m
Industrial and warehousing – mid-point 13,356 (2004-16) and 12,720 (2004-21) = 13,038sq m

Step 3 - Convert mid-point annual floorspace (sq m) requirements into total requirements 2021-26

Offices – 1014 x 5 = 5,070sqm
Industrial and warehousing – 13,038 X 5 = 65,190

Step 4 - Add total floorspace requirements 2021-26 (sq m) to total floorspace requirements 2004-21 (sq m) as identified in Table 5.3

	Total 2004-21 (from table 5.3) (A)	Total 2021-26 (from step 3) (B)	Total 2004-26 (A+B)
Offices	15,857	5,070	20,921
Industrial and warehousing	216,234	65,190	281,424

Step 5 – Convert floorspace requirements (sq m) into land requirements (ha) using same assumptions as set out in paragraphs 5.7 – 5.12 of Tym's report

Offices

Floorspace requirement 2004-26 (20,921)/ assumed plot ratio of 40% (ie 4,000sq m) = 5.2Ha plus margin of 2.6Ha

Total requirement = 7.8ha

Industrial and warehousing

Floorspace requirement 2004-26 (281,424)/ assumed plot ratio of 40% (ie 4,000sq m) = 70.4Ha plus margin of 27.9Ha Ha

Total requirement = 98.3Ha