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NORTH WEST LEICESTERSHIRE LOCAL PLAN: CORE STRATEGY

HOUSING BACKGROUND PAPER



CONTENTS	PAGE
1. Introduction	3
2. Context	4
3. How Many Homes Do We Need To Make Provision For?	6
4. Historic Trends	8
• Build Rates	8
• Windfalls	12
• Density	13
5. Where Should New Development Take Place?	14
6. Potential Sites	16
7. Affordable Housing	19
• National Policy	20
• Adopted Local Plan Policy	20
• Strategic Housing Market Assessment	20
• Affordable Housing Viability Assessment	20
• Affordable Housing Supplementary Planning Document	21
8. Gypsies And Travellers And Travelling Showpeople	22
• National Policy	22
• Leicestershire, Leicester And Rutland Gypsy And Traveller's Accommodation Needs Assessment (April 2007)	22
9. Design And Sustainability In New Housing	24
• Building for Life	24
• Code for Sustainable Homes	24
10. Housing Trajectory	25
 Appendices	 28

1.0 INTRODUCTION

- 1.1 The Housing Background Paper is one of a collection of Background Papers which provide guidance to, and evidence behind, the Council's approach to a variety of issues in its **Core Strategy Development Plan Document**¹.
- 1.2 The role of this Background Paper is to justify and explain the rationale behind the Core Strategy's housing policies, in particular how they have evolved in respect of the Council's evidence base documents.
- 1.3 Following a period of confusion in respect of Regional Plans, the Council is now in a position to prepare its Local Development Framework (LDF) with certainty. An Appeal Court decision² has held that a Council must ensure its LDF is in conformity with Regional Plans or risk acting illegally. Therefore, the **East Midlands Regional Spatial Strategy** ("the RSS") remains a part of the North West Leicestershire Development Plan.

¹ Those documents or legislation in the text in bold type are those which have previously informed (for example, where the document has been deleted) or continue to inform the policies of the Council's Local Development Framework Local Development Documents.

² The Queen on the Application of CALA Homes (South) Limited v Secretary of State for Communities and Local Government & ANR ([2011] EWCA Civ 639). The decision for this was issued in May 2011.

2.0 CONTEXT

- 2.1 National planning policy is in a state of flux at the moment. The Coalition Government, formed in May 2010, moved swiftly to reform various elements of the planning system, and at a variety of levels. The Conservatives' **Open Source Planning Green Paper** (2010) informed many of the principles of the **Localism Act** (2011). The underlying theme of these nationally-driven changes is the devolution of power from central government to the neighbourhood level.
- 2.2 The Council is required to plan in line with the **Town and Country Planning Act** (1990) and its 2004 and 2008 amendments alongside the Localism Act. The spirit of Localism Act is that local communities should be as involved as possible with development in their local area.
- 2.3 It is clear that government still expects Local Planning Authorities (LPAs) to produce Local Development Frameworks and to progress their Core Strategies as fast as possible.
- 2.4 Following the Appeal Court's ruling that Local Development Documents must be in conformity with RSSs, there is a difficult path for the Council to negotiate – namely, the inclusion of top-down housebuilding targets in DPDs alongside a responsibility to ensure local people have some control over the development of their local area.
- 2.5 There are further significant changes at a local, regional and national level which will impact on planning policy generally and the Core Strategy and its housing policies specifically.
- It is expected that, during 2012, a National Planning Policy Framework will replace the suite of Planning Policy Statements (PPS) and Planning Policy Guidance (PPG) notes which currently comprise national planning policy guidance. A draft version of this document was published in July 2011.
 - The government has reiterated its intention to abolish RSSs, subject to meeting the provisions of Sustainability Appraisal and Strategic Environmental Assessment. Paragraph 2.4, above, noted that despite government's intention to abolish RSSs, the Council cannot take this into account in preparing its Core Strategy and other related LDF documents.
 - The Council has lost the services of the East Midlands Development Agency, which has been abolished, although the approved Leicester and Leicestershire Local Economic Partnership will, it is intended, replace many of the former's functions.
 - The New Homes Bonus, which financially rewards Councils directly for dwellings built within their administrative boundary, has come into force.
 - The Community Right to Build programme will seek to automatically grant planning permission to housing (and other) schemes which have 75% or more community support.

- Neighbourhood Plans, can be developed by local residents and interest groups and can automatically grant planning permission to certain types of development as agreed by the Neighbourhood Plan Group. Crucially, Neighbourhood Plans must be (a) in accordance with adopted Development Plan Documents, including their housing targets, and (b) adopted by the LPA if the provision of (a) is met.

2.6 It is against this transitional context that the Core Strategy and this Background Paper have been produced.

3.0 HOW MANY HOMES DO WE NEED TO MAKE PROVISION FOR?

- 3.1 The Council is required to work towards meeting the housing target as set out in the RSS. As noted above, the Council must prepare its Core Strategy to be in general conformity with the RSS for the East Midlands. The target for North West Leicestershire is **10,200** dwellings over a 20 year period (2006-2026), equating to 510 dwellings per year. As at March 2011, 1,343 of the required dwellings had been completed.
- 3.2 The Council is required to be in “general conformity” with the RSS. It will be noted that the housing target (and Plan period) the Council is pursuing in its Core Strategy is different to that required by the RSS.
- 3.3 Following the advice in the then PPS3 that amongst the factors identified to consider in setting housing targets was “*The Government’s latest published household projections*, in March 2011 the Council’s [Cabinet](#) agreed to a revised housing figure of **8,000** dwellings for 2006-2026 (400 dwellings per annum). This figure was based on an assessment of the 2008 household projections which had been published in November 2010. These suggested that the number of households was projected to increase from 37,000 in 2006 to 45,000 in 2026.
- 3.4 The proposed revised housing figure was consulted upon as part of the [May/June 2011 Consultation](#).
- 3.5 The report to the March 2011 Cabinet noted that the Council had commissioned, along with the other Leicestershire local authorities, consultants to provide advice in respect of future housing needs for the Leicester and Leicestershire Housing Market Area. The [final report](#) of this was published in October 2011 (the date on the final report is September 2011).
- 3.6 The Leicester and Leicestershire Housing Requirements Study (LLHRS) identified and assessed a number of different scenarios to inform potential housing numbers. These were:
- Main trend-based demographic projection (PROJ 1)
 - Zero net-migration (also known as natural change where only the housing requirements of the existing population are considered)(PROJ 2)
 - Zero employment growth (the amount of housing to maintain current employment levels) (PROJ 3)
 - 5% employment growth – 2006 to 2031 (the amount of housing to allow for 5% growth in employment) (PROJ 4)
 - 10% employment growth – 2006 to 2031 (the amount of housing to allow for 10% growth in employment) (PROJ 5)
 - Projection linked to past housing delivery (PROJ 6)
 - Government published projections to provide a comparison and a check

- 3.7 Figures were produced for each 5 year period for 2006 to 2031. The figures for each scenario, both an annual figure and a total, for the period 2006-2031 are set out below.

	Dwellings per annum	Total dwellings for 2006- 2031
Trend based	352	8,800
Zero net-migration	155	3,875
Zero employment growth	256	6,400
5% employment growth	322	8,050
10% employment growth	388	9,700
Housebuilding rates	356	8,900
Government published projections	377	9,425

- 3.8 An assessment of each scenario was undertaken and included as part of a report to the Council's [Cabinet](#) on 18th October 2011. The assessment is reproduced in Appendix 1 of this paper for ease of reference.
- 3.9 For the reasons set out in Appendix 1 the zero net-migration and zero employment growth scenarios were not considered to be reasonable options. Of the remaining scenarios neither trend based nor housebuilding rates were considered to be a suitable basis for determining growth on their own. Whilst the Government based projections have the advantage of being 'official' projections they are trend based and do not take account of social, environmental and economic factors.
- 3.10 It was considered that the employment growth scenarios would accord with the Government's planning for growth agenda. In view of the importance attached by the Government to achieving economic growth it was considered that the 10%, employment growth scenario whilst representing a significant challenge from the current position, would be an appropriate figure to use.
- 3.11 The October Cabinet Report also proposed to extend the Plan period from 2026 to 2031. Therefore, the revised housing target was set at **9,700** dwellings for 2006 -2031.

4.0 HISTORIC TRENDS

BUILD RATES

- 4.1 Dwelling completions since 1991 are represented the tables and charts below. There is a notable downward trend in housebuilding from 2002/03 onwards. A five-year average is provided to show the more recent trend.

Year	Completions	Cumulative Completions	Cumulative Average	Five Year Average
1991/92	331	331	331	-
1992/93	435	766	383	-
1993/94	457	1,223	408	-
1994/95	562	1,785	446	-
1995/96	435	2,220	444	444
1996/97	458	2,678	446	469
1997/98	466	3,144	449	476
1998/99	669	3,813	477	518
1999/2000	342	4,155	462	474
2000/01	485	4,640	464	484
2001/02	493	5,133	467	491
2002/03	395	5,528	461	477
2003/04	315	5,843	449	406
2004/05	306	6,149	439	399
2005/06	410	6,559	437	384
2006/07	336	6,895	431	352
2007/08	354	7,249	426	344
2008/09	235	7,484	416	328
2009/10	231	7,715	406	313
2010/11	187	7,902	395	269

Table 1 – Dwelling Completions
1991/92 to 2010/11 by financial year

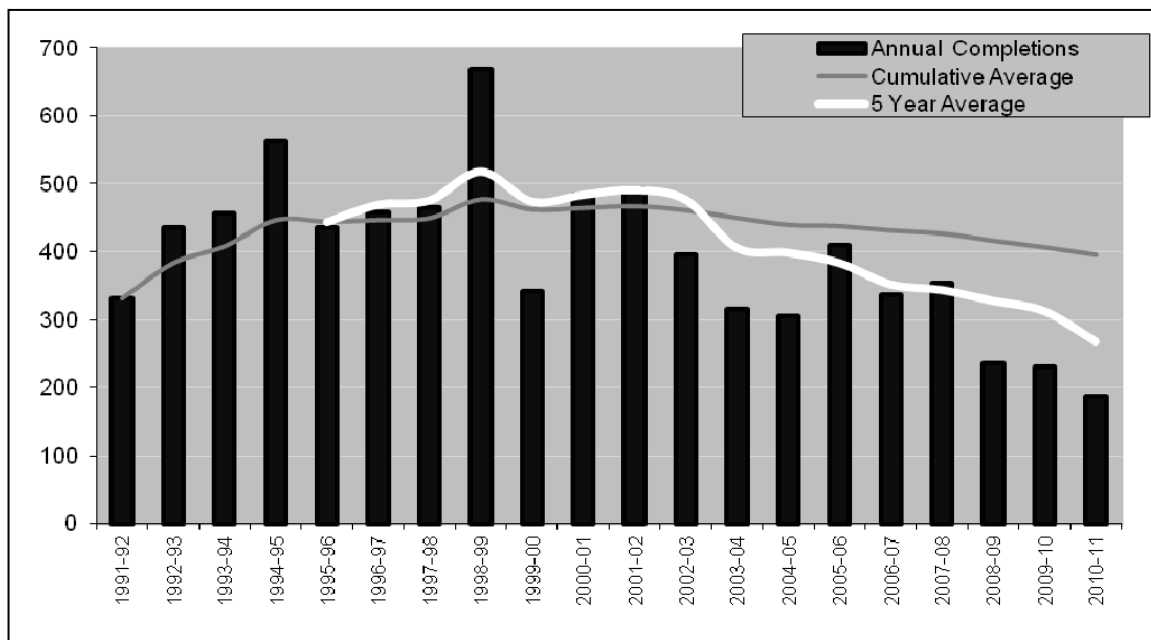


Figure 1 – Dwelling Completions
1991/92 to 2010/11 by financial year

- 4.2 Table 1 shows an average build rate of 395 dwellings annually, some 115 per annum fewer than that required in the RSS. This could be due to the fact that the requirement is not only significantly higher than the target in the now-defunct **Leicester, Leicestershire and Rutland Structure Plan** (387 dwellings per year), but has also yet to feed into local policies. Owing to wider lack of clarity in the national planning system, this may remain the case for some time.
- 4.3 The chart above shows clearly the downward trend in housebuilding rates, starting in 1999. The Council withdrew a Housing Land Release policy, which had sought to restrict what land came forward to hierarchically preferable sites, in 2007 in an attempt to redress the balance but the economic situation was such as to prevent this having a significant impact.
- 4.4 The effect of the recession and subsequent restriction on mortgages is evident from the chart, and in particular the five year average of housebuilding rates. The five year average takes just the last five years of housebuilding to determine a more recent average. The five year average figure (269 dwellings) is only 68% of the cumulative average (395 dwellings) as of 2010/11. The recent annual shortfalls are particularly stark since the drop in housebuilding started at roughly the same time as the housebuilding target increased from that in the Structure Plan to that of the RSS.

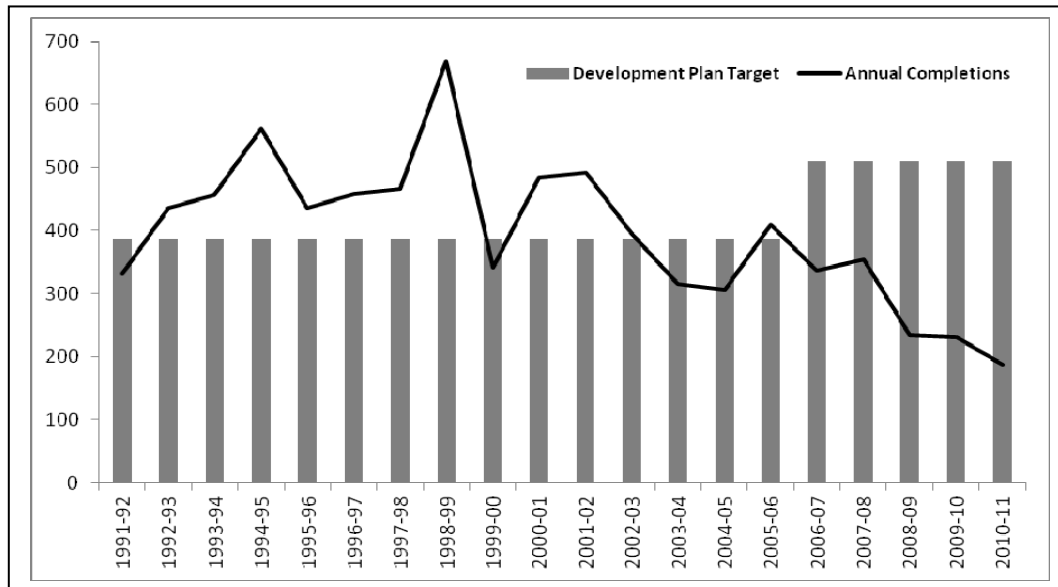


Figure 2 – Dwelling Completions Target
1991/92 to 2010/11 by financial year

- 4.5 The situation is very different, however, when separating the two different Plan periods – one showing that of the Structure Plan (1991/92 to 2005/06) and the other showing that of the RSS (2006/07 to date):

Structure Plan	Annual Completions	Local Plan Target	Under- or Over-Provision (ANNUAL)	Under- or Over-Provision (CUMULATIVE)
1991-92	331	387	-56	-56
1992-93	435	387	48	-8
1993-94	457	387	70	62
1994-95	562	387	175	237
1995-96	435	387	48	285
1996-97	458	387	71	356
1997-98	466	387	79	435
1998-99	669	387	282	717
1999-00	342	387	-45	672
2000-01	485	387	98	770
2001-02	493	387	106	876
2002-03	395	387	8	884
2003-04	315	387	-72	812
2004-05	306	387	-81	731
2005-06	410	387	23	754
Totals	6,559	5,800	754	

Table 2(a) – Dwelling Completions against Local Plan Dwelling Completions Target
1991/92 to 2005/06 by financial year

- 4.6 It is worth noting that the Council demonstrated an over-provision of 759 dwellings during the Local Plan period – 13% higher than the required 5,800.

RSS	Annual Completions	RSS Target	Under- or Over-Provision (ANNUAL)	Under- or Over-Provision (CUMULATIVE)
2006-07	336	510	-174	-174
2007-08	354	510	-156	-330
2008-09	235	510	-275	-605
2009-10	231	510	-279	-884
2010-11	187	510	-323	-1,207
Totals	1,343	2,550	-1,207	

Table 2(b) – Dwelling Completions against Regional Plan Dwelling Completions Target
2006/07 to 2010/11 by financial year

- 4.7 As noted in 4.4, above, the effect of the economic turmoil from 2007 onwards is particularly notable since the reduction in housebuilding coincided with an increase in the Council's housebuilding target. Interestingly, the Core Strategy target of 9,700 dwellings over a 25 year period equals 388 dwellings per annum.
- 4.8 The table below shows the number of new dwellings built since April 1991 separated by site size and divided by financial year. "Large" sites are those which yield 10 dwellings or more; "small" sites yield 9 dwellings or fewer.

	Small Sites	Large Sites	Total	Cumulative Total
1991 / 1992	69	262	331	331
1992 / 1993	83	352	435	766
1993 / 1994	101	356	457	1,223
1994 / 1995	130	432	562	1,785
1995 / 1996	110	325	435	2,220
1996 / 1997	91	367	458	2,678
1997 / 1998	73	393	466	3,144
1998 / 1999	145	524	669	3,813
1999 / 2000	64	278	342	4,155
2000 / 2001	91	394	485	4,640
2001 / 2002	66	427	493	5,133
2002 / 2003	63	332	395	5,528
2003 / 2004	73	242	315	5,843
2004 / 2005	94	212	306	6,149
2005 / 2006	75	335	410	6,559
2006 / 2007	62	274	336	6,895
2007 / 2008	118	236	354	7,249
2008 / 2009	61	174	235	7,484
2009 / 2010	58	173	231	7,715
2010 / 2011	75	112	187	7,902
Total	1,702	6,200	7,902	
Annual Average	85	310		

Table 3 – Dwelling Completions (large and small sites)
2006/07 to 2010/11 by financial year

- 4.9 The Local Plan made an allowance for small sites – 83 dwellings per annum were expected to be built on such sites throughout the Plan period. This figure was later reduced to 63 dwellings per annum. During the Plan period, the annual average was 89 dwellings; including the five years from 2006 onwards reduces the annual average to 85 dwellings, still in excess of that expected in the Local Plan.

WINDFALLS

- 4.10 The National Planning Policy Framework (NPPF) defines windfalls as:

“Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.”

The NPPF lets Local Planning Authorities make a windfall allowance in their housing trajectories, on the proviso that this allowance does not include residential garden land.

- 4.11 Having regard to this definition, the housing trajectory (see Section 10 of this Background Paper) includes an allowance for windfall sites. In determining an

appropriate level of windfall allowance to include in the Core Strategy, consideration was given to historic completions on small sites only. It was considered appropriate to exclude large site windfalls on the basis that, historically, these have been unpredictable in the District in both timing and scale such that predicting delivery rates on this basis would be unlikely to represent reality.

- 4.12 The average number of small site windfalls between 1991 and 2012 was calculated at 84 dwellings per annum. In view of the change in definition of previously developed land in June 2010, which thereafter excluded garden land, it has been necessary to take account of this in determining the appropriate level of windfalls to make allowance for. The Council has records from 2005 that outline the amount of these small site windfalls that have taken place on residential garden land – this has averaged 24 dwellings per annum. Therefore, having regard to the overall level of completions on windfalls and the number per annum that used garden land it is considered appropriate to identify a windfall allowance of 60 dwellings per annum.

DENSITY

- 4.13 Specifying a housing density enables Councils to manage the amount of dwellings built in certain areas. Density is calculated by dividing the number of dwellings on a site by its size. For example, a housing site of 1 hectare which yielded 40 dwellings has a density of 40 dwellings per hectare (dw/Ha).
- 4.14 Densities on completed large sites have increased since the publication of PPG3 in the year 2000. Following the alteration in June 2010 of PPG3's successor, PPS3, which removed the need to adopt minimum densities, the Council is in the position whereby it can determine its own density policy. The figures used in the Local Plan – 40dw/Ha in and adjoining Ashby and Coalville and 30dw/Ha elsewhere in the district – are derived from the Structure Plan. These figures have therefore been through independent examination.

Year	Density
1999 / 2000	19.73
2000 / 2001	30.09
2001 / 2002	24.68
2002 / 2003	38.85
2003 / 2004	35.18
2004 / 2005	33.45
2005 / 2006	28.34
2006 / 2007	65.82
2007 / 2008	48.59
2008 / 2009	91.39
2009 / 2010	44.44
2010 / 2011	36.60
Overall	41.43

Table 4 – Density of Completed Large Sites
2000/01 to 2010/11 by financial year

5.0 WHERE SHOULD NEW DEVELOPMENT TAKE PLACE?

- 5.1 The East Midlands Regional Plan requires that housing development takes place mainly at Coalville. We have assumed that “mainly” means more than 50% of the entire provision for the district over the plan period. For the avoidance of doubt, “Coalville” is considered to refer to the Coalville Urban Area and includes Donington le Heath, Hugglescote, Thringstone and Whitwick in addition to the town of Coalville.
- 5.2 The specifics of how housing development is proposed to be spread across the remainder of the district are set out in the **Housing Distribution Background Paper**.
- 5.3 The following tables provide an overview of the extent to which a Coalville focus for new housing development matches historical trends.

	Large Sites	Small Sites	Total	Percentage of Total
Ashby	473	57	530	16.25 %
Castle Donington	163	42	205	6.28 %
Coalville	1,094	205	1,299	39.82 %
Ibstock	172	44	216	6.62 %
Kegworth	76	25	101	3.10 %
Measham	52	79	131	4.02 %
Elsewhere	487	293	780	23.91 %
Totals	2,517	745	3,262	100.00 %

Table 5 – Dwelling Completions (by settlement)
2001/02 to 2010/11 by financial year

	Coalville	Elsewhere	Total	Dwellings built in Coalville as %age of total (annual)	Dwellings built in Coalville as %age of total (cumulative)
2001/02	255	238	493	51.72 %	-
2002/03	115	280	395	29.11 %	41.67 %
2003/04	103	212	315	32.70 %	39.32 %
2004/05	74	232	306	24.18 %	36.25 %
2005/06	173	237	410	42.20 %	37.52 %
2006/07	158	178	336	47.02 %	38.94 %
2007/08	177	177	354	50.00 %	40.44 %
2008/09	77	158	235	32.77 %	39.80 %
2009/10	100	131	231	43.29 %	40.07 %
2010/11	67	120	187	35.83 %	39.82 %
Totals	1,299	1,963	3,262	39.82 %	-

Table 6 – Dwelling Completions (Coalville proportion)
2001/02 to 2010/11 by financial year

- 5.4 Tables 5 and 6 demonstrate that completions in Coalville since 2001/02 represent 39.82% of all dwelling completions across the district, and that this proportion has remained relatively constant since 2001/02 although there is a trend towards higher figures since 2006/07 onwards.

	Coalville	Elsewhere	Total	Percentage in Coalville
Under Construction	90	125	215	41.86 %
Planning Permission	201	856	1,057	19.02 %
Total	291	981	1,182	24.62 %

Table 7 – Dwelling Commitments (Coalville proportion)
2001/02 to 2010/11 by financial year

- 5.5 In terms of extant planning permissions and dwellings under construction (collectively referred to as “commitments”), Coalville’s proportion is much lower.
- 5.6 This relative imbalance will be addressed by Broad Locations for growth in the Core Strategy, with housing allocation land to be mainly – that is, in excess of 50% – sourced from Coalville and the surrounding area. The following section of this Background Paper outlines how this can be achieved.

6.0 POTENTIAL SITES

- 6.1 As part of their evidence base, Councils are required to undertake a **Strategic Housing Land Availability Assessment** (SHLAA). The purpose of the SHLAA is to:
- identify sites with potential for housing development, excluding only those with very significant constraints;
 - assess these sites' potential for housing development, and
 - predict these sites' likely build-out rates
- 6.2 The SHLAA is the latest of several similar documents.
- 6.3 As part of the evidence base for the Local Development Framework, an **Urban Housing Potential Study** (UHPS) was undertaken in 2004/05. The purpose of this was to identify the potential amount of housing that could be accommodated on previously developed land (PDL) in order to reduce the need to build on Greenfield sites. As noted earlier, this reflected the then policy in PPG3 (published March 2000).
- 6.4 In late 2006 the Government published a draft PPS3. This introduced the concept of **Housing Land Availability Assessments** (HLAAs), which were far more detailed assessments of housing land in a district than the UHPS. The HLAA was to evaluate previous build rates, unimplemented planning permissions and identify constraints (and means to overcome these) on potential housing sites. The overall role of the HLAA was to enable Councils to balance the supply and demand of housing. The UHPS was converted into a HLAA to reflect the HLAA practice guidance accompanying the draft PPS3, and the Council published a final version in July 2007. Soon after, the Government published new guidance on preparing SHLAAs.
- 6.5 The Council's published HLAA was largely consistent with the Government's published advice. However, it was deficient in a number of crucial areas. In particular, the study had excluded sites not within the limits to development in the adopted Local Plan and it was also restricted to a limited range of settlements (the Coalville urban area, Ashby-de-la-Zouch, Castle Donington, Kegworth, Ibstock and Measham).
- 6.6 In order to address these shortcomings, and have a SHLAA which complied with the latest advice, a widespread consultation was undertaken in January 2008 which invited submissions from, in particular, developers and landowners in respect of land they wished to see include in the SHLAA.
- 6.7 As a result of this, a significant number of sites were put forward in addition to those already included in the earlier UHPS.
- 6.8 In total, land sufficient to accommodate approximately 19,000 dwellings has been through the process and been found to meet the tests of "deliverability" in PPS3 (namely, that the land is available, suitable and achievable). There is no

- guidance as to what “suitable” should mean in terms of a SHLAA – officers have taken the approach that unless a site has extremely significant constraints it is considered to pass this test. This is consistent with the earlier HLAA guidance in respect of overcoming constraints (see paragraph 6.4).
- 6.9 Brief details of the Council’s most recent SHLAA (from December 2011) can be viewed in Appendix 1. Full details, covering both the included and excluded sites, are available to view on the Council’s website.
- 6.10 This latest SHLAA differed from previous versions on two counts:
- Sites that could accommodate 9 dwellings or fewer (considered to be “small” sites) were included to reflect the significant number of villages in the district.
 - Sites that were previously excluded from consideration solely due to their rural location were included on the basis that the SHLAA [Practice Guidance](#) recommends their inclusion to reflect the fact that UHPSs did not consider rural areas.
- 6.11 Tables 4, 5 and 6 in Section 5 outlined the historical dwelling trends and existing levels of commitments split across the district. It is necessary to consider the deliverability of altering these proportions such that a “Coalville focus” is ensured throughout the Plan period.
- 6.12 The SHLAA’s role is to inform the plan-making process, and does not it in itself determine the suitability of land for allocation purposes. It also includes references to housing market information. This wider remit ensures that a balanced assessment of the deliverability of a development strategy – in the case of North West Leicestershire, this is the Coalville focus option – can be taken.
- 6.13 The 2011 SHLAA indicates that there is sufficient land to accommodate some 8,639 dwellings within and adjacent to the Coalville Urban Area against an overall figure of 19,111. Therefore, of those sites that meet the SHLAA’s three deliverability tests, some 45% of the dwellings that could be accommodated on those sites are within or adjacent the Coalville Urban Area. This is similar to the split of historic build rates in the district, which showed Coalville accommodating approximately 40% of the district’s growth since 2001 (see Table 6).
- 6.14 9,700 dwellings are required to be built during the Plan period, of which 1,343 have already been built. Given that the figure in the SHLAA for Coalville, at 8,639, is in excess of the district’s total residual requirement for the Plan period (9,700–1,343 already built = 8,357), the Council is in a position where it can seek to focus new housing development in the Coalville Urban Area in line with its development strategy
- 6.15 The Council chaired two developer panels, attended by representatives from the housebuilding (both private and RSL) industry, to inform the earlier versions of the SHLAA. At both of these, it was agreed that a Coalville focus option would be deliverable, particularly if the Council were minded to pursue a development strategy which included one significant housing site. The development industry considered that such a site could generate its own housing market, distinct from

the Coalville Urban Area itself, such that new housing development elsewhere in Coalville would still be likely to come forward.

- 6.16 While the SHLAA provides land availability and housing market information, it does not consider spatial issues, such as distribution of jobs, or historic build rate proportions as discussed in this Background Paper. This section of the Background Paper has set out how a Coalville focus option, although representing a change in historic build rates, could be delivered on the basis of the findings of the SHLAA. For further details on housing distribution across the district, reference should be made to the **Distribution of Development Background Paper**.

7.0 AFFORDABLE HOUSING

- 7.1 The following table shows the provision of affordable housing since 2006/07 by financial year.

Year	Dwellings Completed	Affordable Dwellings Completed	Affordable Housing as %age of all Dwellings Completed (Year)	Affordable Housing as %age of all Dwellings Completed (Overall)
2006 / 2007	336	8	2.38%	-
2007 / 2008	354	46	12.99%	7.83%
2008 / 2009	235	18	7.66%	7.78%
2009 / 2010	231	89	38.53%	13.92%
2010 / 2011	187	42	22.46%	15.12%
Totals	1,343	203		

Table 8 – Affordable Housing Completions
2006/07 to 2010/11 by financial year

- 7.2 The significant increase during 2009/10, and carried on to a certain extent in 2010/11, is due to several factors. The first Affordable Housing SPD, adopted in 2007, greatly increased the number of affordable homes being delivered via S106 agreements and this clear policy line will continue to bring affordable homes forward in the future. In addition: various schemes were slightly late in coming forward and had been expected for delivery in 2008/09; the Homes and Communities Agency (HCA) had higher levels of funding available to support schemes; the recession resulted in housebuilders selling dwellings direct to Registered Social Landlords (RSL), and the HomeBuy Direct scheme provided an alternative option for developers which they explored, again with HCA support, resulting in a upturn in affordable dwelling delivery.
- 7.3 Delivery rates for affordable housing are not straightforward to report. For example, a dwelling can be structurally complete but is not officially “delivered” as affordable housing until an exchange of contracts has taken place. Equally, it is not uncommon for dwellings to change tenure (usually through being bought by an RSL) following completion. In other circumstances, a dwelling can be subject to a mortgage rescue scheme – which counts as the delivery of an affordable dwelling – but this will not be recorded as a completion in planning terms.
- 7.4 As a result, delivery rates for affordable housing often differ between the planning and affordable housing departments. Officers are now working closer to keep the differences to a minimum, although unusual cases – such as mortgage rescue – are not always possible to reflect in planning terms such that differences may be inevitable.

NATIONAL POLICY

- 7.5 PPS3 identifies key characteristics of a mixed community as being a variety of housing, particularly in terms of tenure and price, and a mix of different households. Specifically with regard to affordable housing, it advises that Local Planning Authorities should:
- set district-wide targets for the amount of affordable housing to be provided;
 - set separate targets for social rented and intermediate housing;
 - specify the size and type of affordable housing that is likely to be needed;
 - identify the circumstances in which affordable housing will be required, and
 - set out the approach to developer contributions.

ADOPTED LOCAL PLAN POLICY

- 7.6 Policy H8 of the **Adopted Local Plan**, which has been saved as part of the transitional arrangements before Core Strategies and other Development Plan Documents are adopted, provides that where there is a demonstrable need for affordable housing the District Council will negotiate with applicants/developers to secure the provision of an element of affordable housing as part of any development proposal.

STRATEGIC HOUSING MARKET ASSESSMENT

- 7.7 PPS3 outlines that Local Development Documents “should be informed by a robust, shared evidence base, in particular, of housing need and demand, through a Strategic Housing Market Assessment [SHMA]”, the findings of which should define proportions of market/affordable dwellings, the bedroom size of these dwellings, and also the type of affordable dwellings required. In terms of affordable housing, the findings of the **Leicestershire SHMA** can be briefly summarised as follows:
- district-wide, there is an annual shortfall of 355 affordable lettings;
 - two- and three-bed affordable houses are those most needed;
 - house prices are notably lowest in the urban areas, particularly in Coalville and Ibstock, and
 - the supply of affordable housing is varied in Coalville, with some areas having an oversupply and others an undersupply.

AFFORDABLE HOUSING VIABILITY ASSESSMENT

- 7.8 As the SHMA identified a high level of need, it was necessary to assess the viability of providing that need. An **Affordable Housing Viability Assessment** (AHVA), published September 2009, considered the issue of deliverability in the context of economic viability. The AHVA provided some recommendations as to appropriate thresholds and percentages of affordable housing, but did not outline specific targets.

AFFORDABLE HOUSING SUPPLEMENTARY PLANNING DOCUMENT

- 7.9 The Council adopted an **Affordable Housing Supplementary Planning Document** (SPD) in January 2011 in recognition of the SHMA and AHVA evidence. Specifically, the findings of the SHMA demonstrated a far higher need than had previously been identified and the AHVA outlined some appropriate thresholds and percentages of affordable housing across the district. Consultation with the development industry on the recommendations of the AHVA provided officers with details of thresholds and targets that were realistic.
- 7.10 The key policy outcomes of the SPD are as follows:
- affordable housing is to be required on sites of 15 dwellings or more in Coalville, Ashby and Castle Donington; elsewhere in the district, the threshold will be 5 or more dwellings;
 - the Council will seek 20% of dwellings on applicable sites as affordable in Coalville and Ibstock, with a corresponding figure of 30% elsewhere in the district;
 - a tenure split of 79% Social Rented and 21% Intermediate affordable units is sought;
 - wider planning principles, including the Council's ourplace© design initiative, HCA prerequisites for funding and the attainment of (at a minimum) Level 3 of the **Code for Sustainable Homes** (2006), will need satisfying, and
 - developer obligations will be sought through Section 106 Agreements.
- 7.11 The SPD complements Local Plan Policy H8, and does not supersede it.

8.0 GYPSIES AND TRAVELLERS AND TRAVELLING SHOWPEOPLE

- 8.1 Making provision for gypsies and travellers and travelling showpeople is to be seen in the context of the government's key objective to provide decent quality homes for all.

NATIONAL POLICY BACKGROUND

- 8.2 **Circular 01/2006: *Planning for Gypsy and Traveller Caravan Sites*** (2006) provides guidance on the planning aspects of finding Gypsy and Traveller sites and how a **Gypsy and Traveller Accommodation Assessment (GTAA)** should be undertaken.
- 8.3 A GTAA must be carried out for each local authority area in order to identify the accommodation needs of gypsies and travellers. The resulting pitch numbers will then be fed into the RSS and Local Development Framework. Following the abolition of the RSS, the requirement will feed directly into the Core Strategy: the evidence on which that need was quantified remains an appropriate basis for policy formulation. With this in mind, the need identified in the RSS is commensurate with the need identified in the Core Strategy.
- 8.4 According to the Circular, where there is an identified need, specific sites must be identified by the Local Planning Authority (LPA) within a Development Plan Document (DPD). In addition, the Core Strategy should include a criteria-based policy for the location of Gypsy and Traveller sites. This policy will be used to guide the allocation of sites and, also, be used to guide unexpected demand that may arise. Moreover, the Council will not seek to allocate land for Gypsy and Traveller pitches in its Core Strategy, relying on the criteria-based policy and the forthcoming **Site Allocations and Development Management Policies DPD** in this regard.
- 8.5 **Circular 04/2007: *Planning for Travelling Showpeople*** (2007) recognises that, in planning terms, showpeople have unique requirements and that their needs must also be assessed under the GTAA. As above, these needs are set out in the now-defunct RSS and must be translated into site-specific allocations by the LPA within a DPD. A criteria-based policy must also be included within the Core Strategy to guide the allocation of sites and also any unexpected demand that may arise. The Council's approach to the issue of travelling showpeople pitches is identical to that of gypsies and travellers: site-specific allocations, if required, will be defined in the forthcoming Site Allocations and Development Management Policies DPD, while a criteria-based policy is outlined in the Core Strategy.

LEICESTERSHIRE, LEICESTER AND RUTLAND GYPSY AND TRAVELLER'S ACCOMMODATION NEEDS ASSESSMENT (APRIL 2007)

- 8.6 A GTAA was commissioned by all the LPAs in Leicestershire, Leicester and Rutland, and was completed in 2007. Its purpose is to provide a reliable estimate of future accommodation needs for gypsies, travellers and travelling showpeople

in addition to identifying the current provision within the LPAs' geographical extents.

- 8.7 Current site provision for gypsy and travellers within the district was identified as 1 socially rented site, 4 private sites, 8 unauthorised sites and a further estimated 15 families living in housing. Encampments, of all land ownership types for the period 2001-2006, averaged 21 annually.
- 8.8 Accommodation for Travelling Showpeople was identified as being formed of 9 sites or yards in the district.
- 8.9 The estimated pitch requirements for the period 2006-2016 is summarised in the table below. These appeared in both the GTAA and the RSS. As noted, the Council's approach to gypsy and traveller and travelling showpeople provision will be to align its policies and targets with those as previously outlined in the RSS. That said, the GTAA covers the period up to 2016 whereas the RSS provided for the period 2007-2012, and the policy wording in the RSS was very clear that these should be considered minimum figures. The Council will need to undertake a further assessment to look beyond 2016.

Accommodation Type	Estimated Requirements	
	2006-2011	2011-2016
Residential Pitches	32	11
Transit Caravan Capacity	Up to 20	-
Showpeople families	8	2

Table 9 – Estimated Pitch Requirements
District-wide until 2016

- 8.10 As of January 2012, site provision for Gypsy and Travellers within the district consisted of:
- one socially rented site;
 - six private sites;
 - four unauthorised sites, and
 - five Showpeople sites.

Encampments, of all land ownership types for the period 2001-2006, averaged 21 annually.

- 8.11 Details of recent appeal decisions of relevance can be found in Appendix 2.

9.0 DESIGN AND SUSTAINABILITY IN NEW HOUSING

BUILDING FOR LIFE

- 9.1 Building for Life (BfL) is a tool used by the Council to secure good residential design.
- 9.2 The Council seeks to grant planning permission for residential planning applications only where they are assessed as meeting at least 14 of the 20 Building for Life criteria.
- 9.3 A **Building for Life Supplementary Planning Document** is currently being prepared to assist developers in achieving this goal. The SPD's goal is reinforced at a national level in a raft of Planning Policy Statements and Guidance: **PPS1: Delivering Sustainable Development**, **PPS3: Housing**, **PPS4: Planning for Sustainable Economic Growth**, **PPS5: Planning for the Historic Environment**, **PPS7: Rural Areas** and **PPG17: Sport and Recreation** all contain relevant policies. These will be replaced by the National Planning Policy Framework (NPPF) during 2012 – the draft NPPF also contains policies supporting a positive approach to housing (and building) design such that the SPD will retain support in national policy³.
- 9.4 In addition, the Council expects housing developers to have regard to national guidance such as **Manual for Streets** (2007) and **By Design: Urban Design in the Planning System Towards Better Practice** (2000).

CODE FOR SUSTAINABLE HOMES

- 9.5 Sustainable building practices are a key element of addressing climate change as well as wider sustainability issues. The **Code for Sustainable Homes** (2006) represents current best practice; six levels can be applied to new residential development, with Level One representing a scheme outperforming building regulations and Level Six representing an exemplar scheme. The government has set the following non-binding targets for new dwellings:
- Code Level 3 up until March 2013, with the exception of water efficiency which should be Code Level 4
 - Code Level 4 up until March 2016
 - Code Level 6 from April 2016 onwards
- 9.6 As noted previously, a prerequisite of HCA funding for Affordable Housing is that the dwellings proposed meet the recommended Code Level as of that time. The HCA also require that minimum space standards be met.

³ The role of SPDs in general has, however, been reduced in the draft NPPF. It states that "Supplementary planning documents should only be necessary where their production can help to bring forward sustainable development at an accelerated rate, and must not be used to add to the financial burdens on development".

10.0 HOUSING TRAJECTORY

- 10.1 A Housing Trajectory shows past and projected housebuilding rates. It is used in the determination of a Council's Five Year Housing Land Supply and therefore receives regular updates.
- 10.2 The Housing Trajectory presented overleaf was prepared in April 2012, following the housing site visits conducted every six months by officers.

Site	2006 /07 to 2011 /12	2012 /13 1	2013 /14 2	2014 /15 3	2015 /16 4	2016 / 17 5	2017/ 18	2018/ 19
Windfall Allowance		60	60	60	60	60	60	60
Existing Commitments		156	172	253	207	212	141	90
Direction Of Growth - Ashby (North)						50	50	50
Direction Of Growth - Castle Donington (South West)				50	100	100	100	100
Direction Of Growth - Coalville (Bardon Grange)				60	120	120	180	180
Direction Of Growth - Coalville (South West)					50	50	50	50
Direction Of Growth - Coalville (Elsewhere)		12	12	12	12	12	36	36
Direction Of Growth - Ibstock (West)						35	35	35
Direction Of Growth - Measham (West)						40	40	40
Growth In Kegworth							19	19
Growth In Sustainable Villages		7	7	7	7	7	7	7
Past Completions	1,573							
Projected Completions		235	251	442	556	686	718	667
Cumulative Completions	1,573	1,808	2,059	2,501	3,057	3,743	4,461	5,128

2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/31	TOTAL
60	60	60	60	60	60	60	60	60	60	60	60	1,140
97	32	25	25	8								1,418
50	50	50	50	50	50	50	50	60				610
100	100	100	100	100	20							970
180	180	180	180	180	180	180	180	180	180	180	180	2,820
50	50	50	50	50	50	50	50	50	50	50	50	800
36	36	36	32	32	32	32	32					400
35	40	40										220
40	40	40	40	40	40	40	40					440
19	19	19	19	19	19	19	19					190
7	7	7	7	7	7	7	6	7	6	7	6	130
674	614	607	563	546	458	438	437	357	296	297	296	
5,802	6,416	7,023	7,586	8,132	8,590	9,028	9,465	9,822	10,118	10,415	10,711	

APPENDIX A

Assessment of housing scenarios from the Leicester and Leicestershire Housing Requirements Study (September 2011)

Scenario	Annual requirement	Total requirement 2006-2031	Comments
Trend based	352	8,800	Whilst the trend based approach is useful in demonstrating what would happen if the future reflects what has occurred over the previous ten years, in reality this is unlikely to be repeated exactly, as this scenario assumes, in the future. Potentially this could result in an under estimation of requirements.
Zero net-migration	155	3,875	Whilst the natural change approach is useful in demonstrating what would happen to the population with no in and out migration, it does not offer a realistic scenario, because migration will always occur within and across the Housing Market Area (for economic and other reasons). The housing requirements in Leicestershire (and for each district) will be, therefore, significantly underestimated.
Zero employment growth	256	6,400	This option is 'economic' driven. It looks at the level of working population that exists at the beginning of the Plan period and estimates the number of new households required to keep this level constant. The reason that additional households are needed is due to low levels of natural change (i.e. the difference between numbers of births and deaths), which, over time, results in a reduction in the 'employed' population as the population ages. Whilst this scenario is useful in showing the level of households required to maintain current employment levels it is unrealistic in that it doesn't allow for any employment growth. Whilst the economy has experienced a downturn in recent years, it is reasonable to

			expect that growth will occur throughout the rest of the plan period overall. Furthermore, Government policy emphasises the need to plan for growth.
5% employment growth	322	8,050	<p>This Option is an 'economic' driven scenario. It looks at the level of households required to achieve 5% employment growth for Leicester and Leicestershire. This is essentially the number of people (and consequently households) needed to provide an adequate labour supply to meet this level of growth.</p> <p>A 5% level of employment growth during the plan period is considered to be achievable in light of the current economic downturn. It would also accord with the Government's policy to plan for growth.</p>
10% employment growth	388	9,700	<p>This option is an 'economic' driven scenario. It looks at the level of households required to achieve 10% employment growth for Leicester and Leicestershire. This is essentially the number of people (and consequently households) needed to provide adequate labour supply to meet this level of growth.</p> <p>The depth of the current economic downturn makes this a challenging target. Some commentators suggest that growth is likely to be nearer 7%. However, Government policy emphasises the need to plan for growth.</p>
Housebuilding rates	356	8,900	<p>This projection is based on an assessment of house building rates since 2000/01. These peaked at 493 dwellings in 2001/02 but has since declined dramatically to about 230 in 2008/09 and 2009/10.</p> <p>Housebuilding rates have been driven by targets from previous strategic plans and on their own would not provide a suitable basis for determining future requirements.</p>
Government published projections	377	9,425	The most up-to-date household projections are seen as a key data source in preparing housing

			<p>requirements according to Planning Policy Statement 3. The 2008 based household projections were released by Government in November 2010 and are therefore current.</p> <p>According to the household projections, the annual housing requirement for the District of North West Leicestershire is 377. This is lower than the annual housing requirements set out in the RSS (510). Whilst the household projections are an important source of data, they are 'trend based' and do not take into account local social, environmental and economic factors. It is not dissimilar to the 10% employment growth scenario which has the advantage that it has considered economic factors.</p>
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APPENDIX B

Sites included in the Strategic Housing Land Availability Assessment (December 2011)

Code	Address	Hectares	Site Capacity	Periods and Build Rates		
				1 to 5	6 to 10	11 to 15
ALBERT VILLAGE						
AV1	Main Street / Occupation Road, Albert Village	14.84	300		250	50
APPLEBY MAGNA						
Ap1	West of Measham Road, Appleby Magna	4.52	135		135	
Ap2	Measham Road, Appleby Magna	0.42	12	12		
Ap3	Church Street, Appleby Magna	4.20	126		126	
ASHBY DE LA ZOUCH						
A1	Leicester Road, Ashby	14.33	259	160	99	
A3	Holywell Spring Farm, Ashby	19.86	500		500	
A5	Money Hill, Ashby	128.56	1,600		800	800
A7	Packington Nook, Ashby	63.35	1,100		550	550
A9	Moirs Road, Ashby	2.56	85	85		
A10	Prior Park Road, Ashby	0.65	8		8	
A11	Soap Factory, Smisby Road, Ashby	1.53	46		46	
A16	Land off Prestop Drive/Ingle Drive, Ashby	13.02	150	150		
A17	Land off Dents Road, Ashby	5.60	99		99	
BLACKFORDBY						
By1	Land at 1 Main Street, Blackfordby	0.19	1	1		
BREEDON ON THE HILL						
Br1	Main Street, Breedon on the Hill	0.49	27		27	
Br2	Brookside Paddock, Breedon on the Hill	0.92				
Br3	Land off Doctors Lane, Breedon on the Hill	0.76	12	12		
CASTLE DONINGTON						
CD1	Towles Pasture, Castle Donington	0.53	16	16		
CD2	Donington Mill, Station Road, Castle Donington	0.31	9		9	
CD4	Park Lane, Castle Donington	75.81	975		500	475
CD6	Adjacent 24 Hilltop Castle Donington	0.04	1	1		

Code	Address	Hectares	Site Capacity	Periods and Build Rates		
				1 to 5	6 to 10	11 to 15
COALVILLE URBAN AREA						
C6	Land at 192 - 222 Ashby Road, Coalville	0.28	8		8	
C8	Part of Snibston Discovery Park, Coalville	0.92	27	27		
C9	Council Depot, Highfield Street, Coalville	0.53	20	20		
C11	Enterprise House, Ashby Road, Coalville	0.57	24	24		
C12	Land adj. Enterprise House, Ashby Road, Coalville	0.31	12	12		
C15	Land at Cropston Drive, Coalville	0.34	12	12		
C16	Glebe Street, Thringstone	1.37	41	41		
C18	Thornborough Road Allotments, Whitwick	18.60	500		250	250
C19	Stephenson Green, Coalville	88.85	1,420		750	670
C20	Meadow Lane, Coalville	0.72	28	28		
C21	Bardon Road, Coalville (north)	1.04	360		180	180
C22	Bardon Road, Coalville (south)	9.30				
C23	Bardon Grange, Coalville	225.94	4,500	600	1,000	1,000
C24	The Farm, Manor Road, Donington le Heath	0.79	24	24		
C25	Farm Lane / Towns End Lane, Donington le Heath	0.57	17		17	
C26	Berry Hill Lane, Donington le Heath (west)	5.58	167			167
C27	Berry Hill Lane, Donington le Heath (east)	8.87	350			350
C28	Land at Wolsey Road, Coalville	2.06	62			62
C29	Owen Street Allotments, Coalville	5.79	173		173	
C30	South of Ravenstone Road, Coalville	27.58	527		200	327
C31	Ravenstone Road, Coalville	7.10	212		212	
C32	Land at 28 London Road, Coalville	0.32	11	11		
C33	Greenhill Farm, Coalville	7.25	216		216	
C34	York Place, Coalville	6.21	186		186	
C35	Owen Street Industrial Estate, Coalville	4.06	122		122	
C36	Market Street / Baker Street, Coalville	3.54	106		106	
C37	Scotlands Industrial Estate, Coalville	2.00	60		60	
C38	Church Lane Industrial Estate, Whitwick	0.79	24		24	
C39	Cropston Drive, Coalville	2.81	84		84	
C40	Standard Hill, Coalville	19.20	500		250	250
C41	Terex Pegson Site, Whitwick Road, Coalville	4.88	146		146	
C42	Fretsom's Field, Lily Bank, Thringstone	0.70	21	21		
C43	Old Hill Allotments, Donington le Heath	1.53	46			46
C44	Church Lane, Whitwick	2.88	56	56		
C45	Thornborough Road Allotments, Whitwick	1.68	51		51	
C46	Broom Levs Farm, Coalville	14.15	425	425		

Code	Address	Hectares	Site Capacity	Periods and Build Rates		
				1 to 5	6 to 10	11 to 15
COLEORTON / GRIFFYDAM / NEWBOLD / PEGGS GREEN						
Cn1	Nottingham Road, Peggs Green	0.64	10			10
Cn2	Land at 68 Loughborough Road, Peggs Green	0.22	7			7
Cn3	Loughborough Road, Peggs Green	0.36	10			10
Cn4	Land at 87 Loughborough Road, Coleorton	1.61	48			48
Cn5	Bakewells Lane, Coleorton	0.36	11			11
Cn6	Worthington Lane, Newbold	6.61	198		198	
Cn7	Gelsmoor Road, Newbold	0.16	5			5
Cn8	North of 2 Top Road, Griffydam	0.16	5			5
Cn9	South of 2 Top Road, Griffydam	0.24	7			7
Cn10	Loughborough Rd/Church Hill, Peggs Green	0.14	4			4
Cn11	Lower Moor Road, Coleorton	0.60	18			18
DONISTHORPE						
D1	Moir Road, Donisthorpe	0.24	18		18	
D2	Chapel Street, Donisthorpe	1.91	57		57	
D3	Hill Street, Donisthorpe	0.23	7		7	
D4	Donisthorpe Lane, Moira	0.74	22		22	
D5	Acresford Road, Donisthorpe	1.59	48		48	
D6	Measham Road, Donisthorpe	1.08	48			48
D7	Donisthorpe Church Hall, Donisthorpe	0.12	4	4		
ELLISTOWN						
E1	Whitehill Road, Ellistown	0.45	14	14		
E2	Francis Way / David Lees Close, Ellistown	2.13	40	40		
HEATHER						
H1	Newton Road, Heather	3.41	102		102	
H2	Sweepstone Road, Heather	5.18	150		150	
H3	Adjacent Sparkenhoe Estate, Heather	6.99	198		198	
H4	Coalfield West, Heather	1.87	53		53	

Code	Address	Hectares	Site Capacity	Periods and Build Rates		
				1 to 5	6 to 10	11 to 15
IBSTOCK						
Ib1	Land off High Street, Ibstock	0.99	30	30		
Ib2	Poplar Farm, High Street, Ibstock	0.26	8	8		
Ib3	North of Highfield House, Ibstock	0.05	1	1		
Ib4	South of Highfield House, Ibstock	0.27	8	8		
Ib5	Land at 2 - 4 Ravenstone Road, Ibstock	0.07	2	2		
Ib6	Ravenstone Road, Ibstock	2.78	83	See Ib18	See Ib18	See Ib18
Ib7	Ravenstone Road / Melbourne Road, Ibstock	7.41	222	See Ib18	See Ib18	See Ib18
Ib8	Leicester Road, Ibstock	0.98	29		29	
Ib10	Rear of Leicester Road, Ibstock	8.30	230		230	
Ib14	Hinckley Road, Ibstock (west)	2.08	47		47	
Ib15	Station Road, Ibstock	4.71	135			135
Ib16	South of Ashby Road, Ibstock	8.50	285		285	
Ib18	Melbourne Road / Leicester Road, Ibstock	30.11	300		150	150
Ib20	Rear of 111a High Street, Ibstock	1.56	47		47	
KEGWORTH						
K2	Computer Centre, Derby Road, Kegworth	4.61	272		250	22
K5	Station Road / Long Lane, Kegworth	10.84	32		32	
K6	Bridgefields, Kegworth	1.99	25		25	
K7	Ashby Road, Kegworth	1.09	140		140	
LOUNT						
L1	Works, Nottingham Road, Lount	1.13	30	30		
MEASHAM						
M1	Youth Club / Land west of High Street, Measham	1.37	18	18		
M2	Land r/o 34 - 54 Chapel Street, Measham	0.77	31		31	
M3	Land off New Street, Measham	1.31	19	19		
M4	Land Adjacent Pickerings, New Street, Measham	1.21	34	34		
M6	Measham Brickworks, Atherstone Road, Measham	34.77	410		250	160
M7	Oaktree House, Atherstone Road, Measham	0.37	11		11	
M8	Bosworth Road, Measham	2.55	77	77		
M9	Adjacent A42 / Canal Basin, Measham	18.85	350		175	175
M11	Leicester Road / Grassy Land, Measham	12.01	360		250	110

Code	Address	Hectares	Site Capacity	Periods and Build Rates		
				1 to 5	6 to 10	11 to 15
MOIRA						
Mo2	Land at 6 Rawdon Road, Moira	0.65	19	19		
Mo4	Measham Road, Moira	6.35	191		191	
Mo5	Pace Print Works, Measham Road, Moira	0.13	4		4	
Mo6	The Garage, Shortheath Road, Moira	0.67	20	20		
Mo8	Sweethill Lodge Farm, Ashby Road, Moira	2.30	69	69		
Mo9	Rear of 179-189 Ashby Road, moira	1.17	35			35
Mo10	Adj Fire Station Shortheath Road, Moira	0.57	17	17		
NEW PACKINGTON						
NP1	Leicester Road, New Packington, Ashby	5.68	170		170	
OSGATHORPE						
Os1	Dawsons Road, Osgathorpe	1.24	37		37	
Os2	Land at 90 Main Street, Osgathorpe	0.03	1			1
RAVENSTONE						
R2	Land at 32 Melbourne Road, Ravenstone	0.67	20	20		
R3	Melbourne Road, Ravenstone	7.48	224		224	
R4	Heather Lane, Ravenstone	2.41	100			100
R5	Land at 11 Fosbrooke Close, Ravenstone	1.13	34	34		
R6	Adjacent Hall Farm, Ravenstone	0.47	14	14		
R7	Church Lane, Ravenstone	0.68	20	20		
R8	Church Lane / Main Street, Ravenstone	0.75	23	23		
SWANNINGTON						
S2	Station Hill, Swannington	0.44	10			10
S3	Land at St George's Hill, Swannington (red outline)	0.48	14	14		
S4	Land at St George's Hill, Swannington (blue outline)	0.66	20	20		
WORTHINGTON						
W2	Land off Manor Drive, Worthington	0.42	10	10		
TOTAL		1,046.98	21,317	2,293	10,570	6,248
TOTAL				19,111		

APPENDIX C

Recent Appeal Decision 1 – Land at Hemington

The **Gypsy and Traveller's Accommodation Needs Assessment** (GTAA) was used in the consideration of a planning appeal in May 2008 for the retention of a change of use of land to showmen's quarters at land in Hemington. By way of background, the use had been operating unauthorised for a period of seven years and various appeals for the use of the site as showmen's quarters, with some including adjoining pieces of land, had been dismissed.

In determination of the appeal, the Inspector judged the use of the site to be harmful to the visual amenities of the locality and thereby detrimental to its character and appearance, as well as having an adverse impact on the amenities of nearby occupiers.

However, the Inspector found there to be a need for the 7 travelling showpeople families and that no alternative appropriate provision has been found by either the Council or the appellant. Moreover, government circulars **11/95: *The Use of Conditions in Planning Permission*** and **04/2007: *Planning for Travelling Showpeople*** advise that a temporary permission may be justified where it is expected that the planning circumstances will change at the end of the temporary period – where, for example, the Local Planning Authority is preparing a Development Plan Document that will identify site allocations. The Inspector gave consideration to the Council's timetable on the allocation of sites and granted a temporary permission for three years, having taken the view that the Council will be well advanced in its work on site specific allocations within this period.

It was stressed that the grant of a temporary permission should not be seen as setting a precedent for the continued harmful use in this location after the temporary period.

In reaching his decision, the Inspector had regard to the findings of the GTAA and in particular the lack of evidence of alternative provision at the current time.

Recent Appeal Decision 2 – Land at the A447, nr. Ibstock

The GTAA was used in the consideration of a planning appeal in July 2010 for the change of use of land to showmen's quarters at land on the A447, near Ibstock. By way of background, the site's previous use was that of a car park, and the original application was refused on highway safety grounds and its lack of sustainability.

The inspector was solely concerned with addressing the highways and sustainability issues, but still took the Council's inability to find alternative provision for showmen's quarters in the district as a decisive factor in favour of the planning application.

That this decision was taken in the week following the abolition of the **Regional Spatial Strategy** is instructive: in the absence of [Option A] both regionally- and locally-determined targets / [Option B] targets within an adopted Development Plan, the Inspector considered the findings of the GTAA to carry enough weight to reach a decision in favour of the planning application.