Charnwood Local Plan Core Strategy Review Assessment

The following matrix supplements the National Planning Policy Framework (NPPF) (paragraph 33 in particular) and the associated National Planning Practice Guidance on the review of policies within the plan. It has been prepared by the Planning Advisory Service to assist Local Planning Authorities with the requirement to review their local plan every five years and has been completed by Charnwood Borough Council in order to assess whether the policies in the Charnwood Local Plan Core Strategy, adopted in November 2015, need to be updated. The matrix identifies where circumstances may have changed and whether or not the policy / policies in the plan continue to be effective in addressing the specific local issues that are identified the plan. The purpose of the review assessment is to establish whether and to what extent, an update of policies is required.

	Matters to consider	Agree / Disagree	Extent to which the local plan meets this requirement
Α	PLAN REVIEW FACTORS		
A1.	The plan policies still reflect current national planning policy requirements.	Disagree	Reason (with reference to plan policies, sections and relevant evidence): The Core Strategy still reflects the broad thrust of the policy requirements set out in the revised NPPF (2019). However, there are new components set out in the NPPF, which are not reflected in the Core Strategy. These include: • The NPPF states that non-strategic policies should be clearly distinguished form strategic policies. Strategic policies, as defined by Annex 2 of the NPPF, address strategic priorities in line with the requirements of Section 19 (18-E) of the Planning and Compulsory Purchase Act 2004, and should look ahead over a minimum 15 year period from adoption. Non-strategic policies, also defined by Annex 2, are policies contained in local or neighbourhood plans that are not strategic (i.e. policies and site allocations that do not address strategic priorities). The Core Strategy does not clearly distinguish between 'strategic policies' and 'non-strategic' policies. • The NPPF introduces a standard methodology for conducting local housing needs assessments and the Housing Delivery Test. Neither of which are referenced in the Core Strategy. Policy CS1 outlines a housing requirement for Charnwood, as per previous national policy and guidance, utilising evidence from a Strategic Housing Market Assessment. • The NPPF – specifically paragraphs 34 and 57 – places a renewed emphasis on viability testing and the front-loading of viability assessments at the plan-making stage (rather than when determining applications). The two paragraphs place exacting requirements on plan-makers and the clarity required on matters of affordable housing and infrastructure is not present within the Core Strategy's policies. Policy requirements for infrastructure are clearer in Policy CS19 through to Policy CS23 – but Policy CS24 does not conform with the NPPF.

Matters to consider	Agree / Disagree	Extent to which the local plan meets this requirement
		The NPPF expects development plans and brownfield registers to identify land to accommodate at least 10% of the housing requirement on 'small and medium sized sites' (up to one hectare) – unless it can be shown that there are strong reasons why this target cannot be achieved. The Core Strategy does not reflect this requirement and Policy CS1 and Policy CS3 do not set out how the LPA will deliver on small and medium sites.
		The NPPF promotes town centre diversification and recognises that this is key to the long-term vitality and viability of town centres. Paragraph 85 states that policies should clarify 'the range of uses permitted in such locations, as part of a positive strategy for the future of each centre'. The Core Strategy (through Policies CS7, CS8, and CS9) does not reflect this change of emphasis, or provide enough clarity with respect to permissible uses.
		The NPPF has altered the way that heritage and historic environment policies should be written. LPAs are expected to maintain, or have access to, a historic environment record. The NPPF also changes the way the impact of proposed development on the significance of designated heritage asset is assessed. Paragraph 193 states that great weight should be given to an asset's conservationirrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. This wording is not reflected in Core Strategy, or in Policy CS14.
		The revised NPPF encourages opportunities to incorporate biodiversity improvements in and around developments where this can secure measurable net gains for biodiversity. Policy CS13 does not explicitly refer to securing measurable net gains or identify how applicants can gauge changes to/minimise impacts upon biodiversity (e.g. through the preparation of a Biodiversity Impact Assessment).
		Within Annex 2 of the revised NPPF social rent falls under the definition of 'affordable housing for rent'; it is no longer outlined as a product in its own right. The NPPF also amends the definition of what constitutes 'affordable housing' in relation to starter homes. Policies CS1 and CS3 are not sufficiently aligned with these changes or the discount levels now set out for affordable housing.
		 There are also implications from the re-drafting of the NPPF with respect to the relationship between plan-making and decision-taking. These implications are not reflected in the Core Strategy. Specifically, the revisions set out in paragraph 11 (formerly known as paragraph 14), and the introduction of the "tilted balance" provided by paragraph 11 (c) and (d). The wording in the paragraph has been altered as have the associated footnotes. The paragraph now introduces the concept of "policies which are most important". Footnote 7 sets out when policies are deemed to be out-of-date for determining applications involving the provision of housing, whilst paragraph 14 sets out the circumstances where the adverse impact of allowing development that conflicts with a neighbourhood plan is likely to significantly and demonstrably outweigh the benefits. The relationship between neighbourhood plans and the local planning authority's deliverable land supply/housing delivery is not explained within the Core Strategy, nor are the specific circumstances under which policies will be considered out-of-date.

	Matters to	Agree /	
	consider	Disagree	Extent to which the local plan meets this requirement
	There has not	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources):
	been a		
	<u>significant</u>		The housing need figure described in Chapter 4 of the Core Strategy and the housing requirement defined in Policy CS1 (820 homes per year)
	change in local		are significantly lower than local housing need figure for Charnwood using the standard methodology. The objectively assessed need figure in
	housing need		the Core Strategy was calculated using evidence from a Strategic Housing Market Assessment produced in June 2014, drawing upon 2011-
	numbers from that specified		based projections (extended with a partial return to trends set out in the 2008-based projections).
	in your plan		The advent of the standard methodology and the Local Housing Need figure has significantly altered the housing requirement for Charnwood.
A2.	(accepting		The Core Strategy housing requirement figure is 13,940 to be delivered between 2011 and 2028. This represents an average housing
	there will be		requirement of 820 dwellings per annum. The standard methodology, using the 2014-based projections and up-to-date affordability ratios,
	some degree of		set outs a Local Housing Need figure for Charnwood of 1,105 dwellings per annum (at time of writing September 2020).
	flux).		
			The difference represents 285 dwellings per annum and would equate to a difference of 4,275 dwellings over a minimum 15-year local plan
			period. This difference is considered to be significant.
			Government is also consulting on changes to the standard methodology which would see Charnwood's Local Housing Need figure rise to
			1,636 homes per year. Should a revised methodology be adopted, the Local Housing Need figure will represent a further significant change.
	You have a 5-	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources):
	year supply of		
	housing land		
			The Council's position was published as at the 31 st March 2020, and is set out in the "Five Year Housing Land Supply" paper published on the
			Council's website (https://www.charnwood.gov.uk/files/documents/5_year_supply_31_st_march_2020/5%20Year%20Supply%2031st%20March%202020.pdf)
			(https://www.charnwood.gov.uk/files/documents/5_year_supply_51_st_march_2020/5%201ear%203upply%2051st%20Warch%202020.pdf)
A3.			The paper demonstrates that there is 5.52 years' worth of housing land supply in Charnwood.
			The Core Strategy will become five years old, from the date of its adoption, on the 9 th November 2020. This has important implications for
			the Council's ability to demonstrate a five-year housing land supply position, and also in terms of being measured against the Housing
			Delivery Test.
			Under the terms of the NPPF, and clarified through the PPG, authorities can use the housing requirement figure identified in adopted
			strategic housing policies where the plan was adopted in the last five years, or the strategic housing policies have been reviewed within the
			last five years and found not to need updating. In all other circumstances, the five-year housing land supply position will be measured against
			the area's local housing need calculated using the standard method. As such, as at 9 th November 2020, the Council will be required to use the

	Matters to consider	Agree / Disagree	Extent to	which th	ne local p	lan meets t	his requi	rement					
	Local Housing Need figure for the purposes of calculating its five-year housing land supply position. For clarity, this wo figure of 1,105 dwellings per annum, rather than 820 dwellings per annum and would lead to a housing supply figure									_			
			Similarly, under the terms of the Government's Housing Delivery Test Measurement Rule Book, where the latest adopted requirement figure is over five years old, the method for calculating compliance with the Housing Delivery Test will utilise annual local housing need figure.										
	You are meeting housing delivery targets	Agree	The Council's housing delivery position was clarified as at the 31 st March 2020, and is set out in the "Five Year Housing Land Supply" paper published on the Council's website (https://www.charnwood.gov.uk/files/documents/5 year supply 31 st march 2020/5%20Year%20Supply%2031st%20March%202020.pdf) The paper shows that total completions between 2011 and 2020 are: 7,516 dwellings. This is set against a requirement of 7,380 dwellings.										
A4.			The Counc	il is there	fore ahead ned the Ho	I of target by using Delive	/ 136 dwel ry Test: 20	lings. 19 measu	rement on	13 th Febru	ary 2020. The d	ata records hous	sing delivery performance e is set out below:
				of homes		Total number of homes		of homes d		Total number	Housing Delivery Test: 2019	Housing Delivery Test: 2019	
			2016-17	2017-18	2018-19	required	2016-17	2017-18	2018-19	delivered	measurement	consequence	
			The data shows that Charnwood has consistently met its housing delivery target and has achieved a HDT measurement of 132%.										
	Your plan policies are on track to deliver other plan	Disagree		ice in deli	vering affo	rdable hous by April 202	-		_		_	y is to deliver 70	00 affordable housing
A5.	objectives including any (i) affordable housing		means tha March 201	t supply r .9	emains on	track, altho	ugh below	the requir				•	eted in 2018/2019, which been delivered up to 31 st
	targets; and (ii)		EMPLOYM	IENT LAN	D, COMMI	RCIAL FLOC	RSPACE, A	AND JOBS					

	Matters to	Agree /	Extent to which the local plan meets this requirement
	consider	Disagree	Extent to which the local plan meets this requirement
	commercial floorspace/jobs		Delivery is significantly below the policy objectives set out in the Core Strategy.
	targets over the remaining plan period.		Policy CS6 sets out a target of delivering 75 hectares of employment land by 2028. A significant proportion of this employment land is allocated as part of sustainable urban extension at north of Birstall, northeast Leicester, and West of Loughborough and Watermead Regeneration Corridor. Delays in the overall progress of these sites, together with the phased release of employment land, means that land is unlikely to become available until later in the plan period. Progress against target shows that 10.38 hectares have been completed up to 31 st March 2019. Annual delivery is averaging 1.76 hectares. Projected forward this would yield a further 14.08 hectares of employment land, taking the total to 24.46 hectares. This would represent less than half of the policy requirement If strategic sites are not developed. Policy CS6 does not set out a specific job requirement, however the objectively assessed needs are predicated on delivering 12,000 jobs over the plan period. The monitoring framework for Policy CS6 records a target of 12,000 jobs. The AMR records that 4,000 new jobs have been
			created up to 31 st March 2017. Policy CS9 sets out a target of 32,800 - 41,600 sqm net of new comparison retail floorspace by 2028; 8,800 sqm net of new convenience retail floorspace by 2028; and 9,600 sqm net of commercial leisure floorspace by 2028. Delivery against target shows that 8,207 sqm comparison retail floorspace at 31 st March 2019; 12,730 sqm convenience retail floorspace at 31 st March 2019 and 10,353 sqm commercial leisure floorspace at 31 st March 2019. Convenience and commercial leisure requirements have been met early in the plan period. However, comparison retail floorspace requirements are below trajectory.
	There have been no significant	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources): Whilst there are no local significant changes in the economic conditions which could challenge the delivery of housing in the Plan, the
A6.	changes in economic conditions which could challenge the delivery of the Plan, including the policy requirements within it.		economic effects of the Coronavirus pandemic, plus wider societal changes including an increase in online shopping, homeworking and changes to the economic landscape are not reflected in the Core Strategy.

	Matters to	Agree /	Extent to which the local plan meets this requirement
	consider	Disagree	Extent to which the local plan meets this requirement
	There have been no	Agree	Reason (with reference to plan policies, sections and relevant evidence sources):
	significant		Evidence from the Charnwood Housing Delivery Scenarios – Markets Impact Assessment (December 2017) and Affordable Housing Viability
A7.	changes		Assessment (2018) indicate that overall viability levels remain positive and the market for delivering development in Charnwood remains
	affecting		positive.
	viability of		
	planned		
	development.	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources):
	Key site allocations are	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources).
	delivering, or		The five strategic development proposals set out in the Core Strategy are progressing but behind schedule in terms of delivery. This puts
	on course to		pressure on other locations to accommodate development, which is not in accordance with the spatial strategy set out in Policy CS1.
	deliver, in		
	accordance the		It is anticipated that the three SUEs will deliver some dwellings within the Core Strategy plan period, but also that delivery will extend beyond
8.	local plan		the Plan's timeframe.
J.	policies		
	meaning that		It is not clear that the Direction of Growth at Watermead Regeneration Corridor, and the Loughborough University Science and Enterprise
	the delivery of the spatial		Park will be completed during the Core Strategy plan period.
	strategy is not		In addition, there are sites which feature as part of plans to regenerate the towns of Loughborough, which have not progressed at the pace
	at risk.		expected. The Opportunity site at Devonshire Square within Loughborough Town Centre has not moved forward due to viability issues, the
	at risks		market for certain types of development, and the level of investment required.
	There have	Agree	Reason (with reference to plan policies, sections and relevant evidence sources):
	been no		
	significant changes to the		At a strategic level there appears to be no major changes to statutory designations, or the classification/status of assets that would have a material effect on the local plan's approach, or policies.
	local		Induction the local plan's approach, or policies.
A9.	environmental		However, there are contextual and local changes that have a bearing on policymaking. Charnwood now has five 'made' neighbourhood plans
	or heritage		(NPs), each of which considers local assets and matters such as local designations. The NPs have also produced local evidence that may alter
	context which		the perspective on how impacts and effects should be considered; for example, local views and locally listed assets. A new SSSI has been
	have		identified in Woodhouse parish.
	implications for		
	the local plan		

	Matters to consider	Agree / Disagree	Extent to which the local plan meets this requirement
	approach or policies.		
	There are no new sites that have become available since	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources): The Council has prepared updates to the Strategic Housing and Employment Land Availability Assessment (SHELAA) since the adoption of the Core Strategy.
A10.	the finalisation of the adopted local plan which require the spatial strategy to be		The additional evidence has highlighted that there are new sites that have become available since the adoption of the Core Strategy. The Core Strategy's approach focuses most development in the Leicester urban area, Loughborough and Shepshed, and the Service Centres. During implementation of the Core Strategy, there has been greater demand for development in the Service Centres, and in other smaller locations across the borough.
	re-evaluated.		In addition, the SHELAA has highlighted that there are alternative sites on the periphery of Loughborough, Shepshed, and the Service Centres; and other sites, including for new settlements and large-scale developments adjacent to small villages that could feature as part of a different development strategy.

	Matters to	Agree /	Extent to which	the local plan	meets this requir	ement						
	consider	Disagree	zxtent to trinen	une recar plan	octo timo requii							
	Key planned infrastructure	Agree	Reason (with refe	rence to plan po	olicies, sections and	d relevant evider	nce sources):					
	projects critical to plan delivery		Appendix 2 of the Core Strategy identifies the infrastructure requirements that are needed to support the delivery of the destrategy.									
	are on track and have not						erefore due to their fundamental importance to the plan have either					
	stalled / failed		been secured or d	elivered. Most c	of the essential infra	astructure items a	are linked to the delivery of the five strategic development sites, and, in					
A11.	and there are		•			rmission and Sect	tion 106 agreements signed or close to being signed to secure the					
711.	no new major		delivery of the ned	essary infrastru	icture.							
	infrastructure											
	programmes		-		-	e strategic highw	ay network have been secured. Upgrades to M1 Junction 23 and the					
	with		A512 are currently	being complete	ed.							
	implications for											
	the growth /											
	spatial strategy set out in the											
	plan.											
	All policies in	Agree	Reason (with refe	rence to plan p	olicies, sections and	d relevant evider	nce sources):					
	the plan are	7.8100		rende to plan p	one.co, occinono uni	a recevant evide.	100 5541 555/					
	achievable and		The Core Strategy	s policies have l	been successfully in	nplemented thro	ugh the decision-making process. Performance against the Core					
	effective		Strategy's targets	would indicate t	that the policies are	effective and ca	n be understood by applicants, Officers, and Elected Members.					
	including for											
	the purpose of		•		•	•	peals was positive, indicating that the policy framework for decision-					
	decision-		making remains fi	for purpose. Th	ne number of appea	als decided, and t	the number / percentage allowed is set out below:					
A12.	making.											
712.				s78 plann	ning appeals							
			number decided	number allowed	split decision	% allowed	-					
			29	5	1	17%						
				Househol	der appeals							
			number decided	number allowed	split decision	% allowed						

Matters to consider	Agree / Disagree	Extent to whic	Extent to which the local plan meets this requirement				
		5	0	0	0%		
			s174 enforcemen	nt notice appeals			
		number decided	notice upheld or varied	split decision	% quashed or granted		
		1	1	0	0%		

	Matters to consider	Agree / Disagree	Extent to which the local plan meets this requirement
A13.	There are no recent or forthcoming changes to another authority's development plan or planning context which would have a material impact on your plan / planning context for the area covered by your local plan.	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources): The Council, as part of the Duty to Co-operate, is liaising with neighbouring local authorities to understand their plans, understand the growth pressures across the Housing Market Area and Functional Economic Market Area, and to consider the impacts on individual development plans. A Statement of Common Ground between Leicestershire authorities will be prepared and signed for each respective local authority to use whilst preparing and finalising their development plans. The first of these was prepared, signed and published in November 2019 to support the Partial Review of the North West Leicestershire Local Plan. On 28th November 2019, Leicester City Council formally declared an unmet housing need of 7,813 dwellings and have since declared an unmet employment need of 23ha. The authorities in the Housing Market Area/Functional Economic Market Area are working together to explore and test options for meeting unmet housing and employment need arising from Leicester City and intend to prepare a Statement of Common Ground on an agreed approach.
A14.	There are no local political changes or a revised / new corporate strategy which would require a change to the approach set out in the current plan.	Disagree	Reason (with reference to plan policies, sections and relevant evidence sources): Since the adoption of the Core Strategy the Council has created a series of new corporate strategy documents to better reflect: i) the financial context that the Council now operates; ii) the Council's forward-looking approach to customer-service, delivery, resilience, and performance; iii) the ambitions and objectives that the Council wishes to explore – e.g. economic development, regeneration, and climate change; iv) the partnership arrangements that have been established – with the businesses, residents, organisations such as the LEP, Loughborough University, LLFAs etc. Specific corporate strategy documents that have been prepared since the Core Strategy was adopted and have an influence on the development plan, include the: a) Carbon Management Plan 2015-20; b) Communications Strategy 2017-21; c) Housing Strategy 2015-2020;

	Matters to consider	Agree / Disagree	Extent to which the local plan meets this re	equirement				
			d) Transformational Government Strategy e) Tenancy Strategy 2012-2017	; and the				
			More specifically, the Council has made a series include:	of recent announceme	nts and declarations that have an effect on future policymaking. These			
			 Becoming carbon neutral by 2030; and A commitment to plant 10,000 trees in the 	e next five-years.				
			committed to becoming a more commercial and	entrepreneurial organi	Development. As part of a planned Investment Strategy the Council is isation. The role will be essential in supporting the Councils efforts on the Council's own assets and buildings will be an early priority.			
			=	Strategic Alliance, whi	to develop the concept for an East Midlands Combined Authority. ch will include Melton, Charnwood and North West Leicestershire, the acceptance arrangements.			
			· · · · · · · · · · · · · · · · · · ·	• ,	ce the Core Strategy was adopted. Given the current economic will change substantially in the short to medium term.			
	ASSESS POLICII		ER OR NOT TO UPDATE YOUR PLAN	YES/NO (please indicate below)				
	You AG	REE with <u>all</u> o	f the statements above	No	If no go to question A16.			
A15.					If yes, you have come to the end of the assessment. However, you must be confident that you are able to demonstrate and fully justify that your existing plan policies / planning position clearly meets the requirements in the statements above and that you have evidence to support your position.			
					Based on the answers you have given above please provide clear explanation and justification in section A17 below of why you have concluded that an update is not necessary including references to evidence or data sources that you have referenced above.			

	Matters to consider	1.6.00		Extent to which the local plan mee	ts this re	equirement	
							Remember you are required to publish the decision not to update your local plan policies. In reaching the conclusion that an update is not necessary the explanation and justification for your decision must be clear, intelligible and able to withstand scrutiny.
A16.	issue can be addressed by an u		ne or more of the statements above and by an update of local plan policies	d the	Yes	If yes, based on the above provide a summary of the key reasons why an update to plan policies is necessary in section A17 below and complete Section B below.	
A17	Reto	easons for do update has New N Advention Signification Leicestation Not de Change Signification Signification New C	ecisi bee PPF t of cant ter C eliver es to cant ave orpo	requirements which need to be a Neighbourhood Planning, which a change in the Local Housing Nee lity have unmet housing and empring sufficient employment land is economic conditions new sites being promoted which been slow to deliver with the departe Strategy and local manifesters.	plan pol addresse alters the d for the ployment in accord have ne velopme	icies (clear evidence) ed; ne policy-making co e Borough; t needs; dance with trajecto ot been assessed; ent strategy under	ce and justification will be required where a decision not ontext; ory; pressure from unplanned development; e change.
	В.	. POLICY UPD	ATE I	FACTORS		YES/NO (please indicate below)	Provide details explaining your answer in the context of your plan / local authority area

	Matters to consider	Agree / Disagree	Extent to which the local plan meets this re	quirement	
B1	hou	Your policies update is likely to lead to a material change in the housing requirement which in turn has implications for other plan requirements / the overall evidence base.		Yes	The Core Strategy sets out a housing requirement of 820 dwellings per annum. The standard methodology, using the 2014-based projections and up-to-date affordability ratios, set outs a Local Housing Need figure for Charnwood of 1,105 dwellings per annum (at time of writing September 2020). The policies update needed will involve a material change to the housing requirement for the Borough.
В2	the		and / or spatial distribution of growth set out in the fit for purpose and your policies update is nge to this.	Yes	The spatial distribution strategy that focuses development in the urban areas of Leicester, Loughborough and Shepshed remains broadly appropriate and represents a model which can realise sustainable development. However, there is increasing recognition that a range of site sizes in a variety of locations is needed to ensure there is a robust trajectory of deliverable sites, and to ensure that the overall strategy is deliverable. The policies update needed will involve a material change to the growth strategy for the Borough.
В3	site	-	s likely to affect more than a single strategic rategic policies that will have consequential cies of the plan.	Yes	A comprehensive revision to the policy framework is required, working from the strategic perspective (scale of growth, infrastructure requirements, portfolio of large, medium and small-scale sits), through to more thematic policies, such as providing an up-to-date policy approach for affordable housing, design, town centres, retail, and renewable energy. Changes to both the strategic policies and thematic policies will affect more than one site and have a series of consequential impacts on other policies in the plan.
	You	u have answered ye	es to one or more questions above.	Yes	You are likely to need to undertake a full update of your spatial strategy and strategic policies (and potentially non-strategic policies). Use your responses above to complete Section B4.

	Matters to consider	Agree / Disagree	Extent to which the local plan meets this requirement			
	You have said no to <u>all</u> questions (B1 to B3) above		all questions (B1 to B3) above	N/A	If you are confident that the update can be undertaken without impacting on your spatial strategy and other elements of the Plan, you are likely to only need to undertake a partial update of policies. Complete Section B4 to indicate the specific parts / policies of the plan that are likely to require updating based on the answers you have given above.	
В4		Decision: Full Update of Plan Policies / Reasons for scope of review: • A material change to the housing requirement and a renewed focus on the Duty to-Co-operate with the localised issue of the City of Leicester's unmet housing need; • The growth strategy and the distribution strategy require refinement; and • A number of strategic policies will need to be updated to reflect the change in the scale of growth and the spatial distribution strategy. In addition, thematic-based policies will need to be refined to take account of the new requirements set out by national policy (NPPF) and the need to refine the policy relationship between national – local – neighbourhood plans.				

Date of assessment:	September 2020			
Assessed by:	Clare Clarke, Group Leader Plans, Policies and Place-Making			
Checked by:	Richard Brown, Team Leader Local Plans			
Comments:				