



Charnwood Local Plan 2011 to 2028

Core Strategy

Adopted 9th November 2015



Chapter 4: Development Strategy for Charnwood

How Much Development Do We Need?

- 4.1 People are living longer, birth rates are increasing and more people are moving into the Borough. As a result we have a growing and changing community who need homes, jobs, shops and services. This chapter sets out the type of new development we need to see happen in the Borough by 2028 to make sure we respond to increasing demands for homes, jobs and facilities.

Our Housing Needs

- 4.2 Our Borough forms an important part of a wider housing market of Leicester and Leicestershire. All the planning authorities in this area have co-operated to produce the Leicester and Leicestershire Strategic Housing Market Assessment 2014 (the 2014 SHMA). The 2014 SHMA provides evidence of the need for homes across the market area to 2031. It identifies an Objectively Assessed Need for 820 homes a year in Charnwood to meet our demographic needs and accommodate new jobs and economic growth.
- 4.3 The Leicester and Leicestershire local authorities have also co-operated to understand the supply of land within each area. Each authority has agreed that they can meet their individual needs for new homes until 2028. As no unmet need has been identified by our housing market partners there is no reason to consider whether more than 820 homes a year should be provided for in Charnwood. As a result, the housing requirement for Charnwood is 13,940 homes between 2011 and 2028. The position beyond 2028 will be considered by the Council and our partners through joint strategic planning and the preparation of other Leicester and Leicestershire plans.
- 4.4 Our strategy for delivering these homes is set out in the following chapter and a detailed breakdown of how we expect them to come forward over the plan period is set out in the housing trajectory in Appendix 1. It takes account of our relationship with the City and around 40% of the new homes to be delivered will be within and adjoining the Leicester Principal Urban Area.

Our Business Needs

- 4.5 A healthy supply of land for employment development is important so that there are opportunities for businesses to grow, new jobs, and the renewal of ageing buildings. Having land available is also good for competition and for businesses to have choices. Importantly, having land available for businesses means we are ready for inward investment opportunities.
- 4.6 We have considered what effect our growing population and changing economy will have on businesses and the number of jobs needed. The SHMA 2014 suggests that

approximately 12,000 new jobs will be needed between 2011 and 2031.

- 4.7 We expect to see approximately 75 hectares of land delivered between 2011 and 2028 to meet our strategic employment needs. Our strategy will give flexibility and choice and enable economic growth.
- 4.8 Loughborough is also home to the University of Loughborough and a number of innovative, cultural and science-based companies. Together with the University we have had a long standing commitment to the extension of the University Science and Enterprise Park to support growth in the high technology and knowledge economy. Our strategy makes provision for an extension to the Science and Enterprise Park up to 77 (gross) hectares of land to the west of the existing site on the edge of Loughborough in a high quality landscaped setting.

Our Shopping Needs

- 4.9 The local population and its spending power are expected to increase which will lead to a need for more shops. We expect the amount of money the local community will have to spend on food shopping to lead to a need for approximately 8,800 sqm of new food retail floor space. We expect the money that is available to spend on non-food shopping to see a need for between 32,800 and 41,600 (net) sqm of floor space.
- 4.10 Our evidence also shows that we need to plan for 9,600 (net) sqm of floor space for other town centre developments such as leisure and community uses.
- 4.11 Our plans for new shops will support town and village centres. This will reduce the need to travel and benefit our local economy.

Our Open Spaces, Sport and Recreation Needs

- 4.12 We have considered how well our community is provided for in terms of open spaces and sport and recreation facilities. Our evidence shows that the Borough is well provided for in terms of indoor and outdoor sports facilities and playing pitches but there are gaps in the provision for children and young people and insufficient provision of allotments. It showed that there is a generally good distribution of parks, natural and semi natural green spaces, and amenity green space. However, there are localised gaps and deficiencies in the provision and/or quality of provision in all parts of the Borough. We will also need to plan facilities for our new housing developments.
- 4.13 We have prepared an Open Space Strategy to set out the priorities for Charnwood.

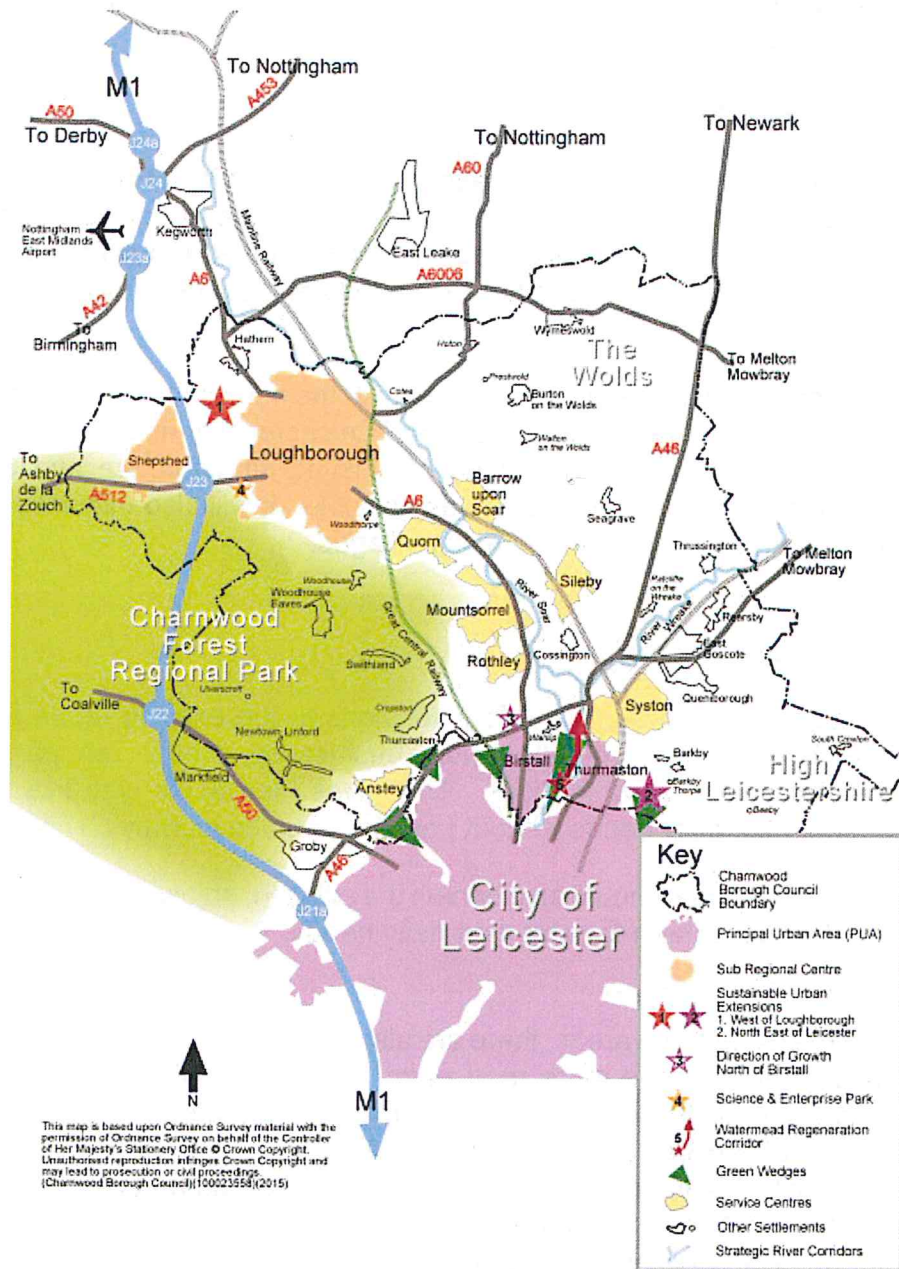
Our Transport Needs

- 4.14 Most of our community enjoys quick and easy access to the road network and good public transport connections by bus and train. Some more rural communities rely largely on their cars. Forecasts suggest that traffic may increase by 19% by 2028. This growth

will need to be managed to avoid negative impacts on our community, such as congestion and increased emissions.

- 4.15 We will encourage people to travel by walking, cycling and public transport where possible. However, where people still need to use their car we will plan for new infrastructure.

Key Diagram



Where Will Development Be Located?

- 4.16** We will ensure new development is located where it helps provide people with good access to jobs, services and facilities including health, education, shops, leisure and open space. Our strategy is one of urban concentration and regeneration; where new homes and jobs benefit from the existing infrastructure in our urban areas whilst new infrastructure that accompanies our strategic developments benefits as many people as possible. This includes public transport, roads, schools and leisure facilities. Our strategy supports regeneration, reduces the need for people to travel and provides a genuine choice to walk, cycle or use public transport.

What this means for Charnwood

- 4.17** The communities who enjoy the best access to jobs, services and community facilities in our Borough are those living and working on the edge of Leicester City and in our towns of Loughborough and Shepshed. We have limited brownfield opportunities in Charnwood and cannot meet our housing needs entirely on brownfield land in these urban areas.
- 4.18** We believe the best way to deliver the majority of the homes and jobs needed is through sustainable urban extensions to the edge of Leicester City and Loughborough. This will meet our aim of taking advantage of existing infrastructure and ensuring new infrastructure benefits as many people as possible. It will also minimise the impact of new developments in and around smaller villages.

Sustainable Urban Extensions

Sustainable urban extensions are planned extensions to the existing urban areas which are large enough developments to support new businesses, schools, shops, health care facilities, open space and leisure facilities. This gives the people who live in them the opportunity to meet their daily needs without needing to make journeys by car.

Sustainable urban extensions should also benefit the existing, adjacent community to which they are attached; helping them to meet their daily needs.

- 4.19** Outside of the main urban areas, there are also seven larger settlements which function as Service Centres to the more rural parts of our Borough. These settlements are Anstey, Barrow upon Soar, Mountsorrel, Quorn, Rothley, Sileby and Syston. They have a good range of services and community facilities including shops, schools and health centres. Whilst not appropriate locations for sustainable urban extensions, they provide a sustainable location for a smaller scale of development, appropriate in size to their character and the services and facilities they contain.

- 4.20 Our remaining smaller villages and hamlets are not considered to generally be appropriate locations for development. We do not want to see significant growth in these villages but will encourage development that meets local needs and ensures the continued vitality and viability of these settlements. We will specifically support development that directly results in the protection or provision of new facilities and services in these smaller villages and hamlets.
- 4.21 The remainder of this chapter sets out how we will distribute carefully designed development. Our towns and villages fit into a hierarchy of settlements based on their level of services and facilities and our strategy directs new developments as appropriate in each part of the hierarchy.
- 4.22 Whilst there is a close relationship between this hierarchy and how we plan for new shops, we support the 'town centre first' approach for new retail developments. Our strategy for town centres and shops is set out in Chapter 6 as part of our approach to the economy and regeneration.

The edge of Leicester City

- 4.23 South Charnwood has a strong physical, social, economic and environmental relationship with Leicester City. Birstall and Thurmaston are defined as part of the Leicester Principal Urban Area. They form a physical edge to the city with strong links to it for jobs, services and community facilities including shops. A significant amount of land in our Borough adjoins Leicester Principal Urban Area settlements in other local authority areas, including Hamilton in Leicester City and Glenfield in Blaby District.

Leicester Principal Urban Area

A joint Study called the Leicester Principal Urban Area Strategic Planning Context (October 2009) has been prepared in partnership with authorities that adjoin the Leicester urban area. It defines the Leicester 'Principal Urban Area' as the continuous built up area of the City of Leicester and includes thirteen settlements outside the City boundary. The Principal Urban Area covers all or parts of Leicester City, Blaby, Charnwood, Harborough and Oadby and Wigston local authority areas.

- 4.24 We will concentrate development at the edge of Leicester to take advantage of existing infrastructure and support the regeneration in south Charnwood. This will include the development of two sustainable urban extensions and the Watermead Regeneration Corridor.
- 4.25 The city has almost reached its physical limits and our strategy will take advantage of this to attract new investment for the benefit of Charnwood, the City and the wider Principal Urban Area. The three strategic development areas will provide new homes and jobs for people and businesses that want to be close to the city to take advantage

of its services and facilities but do not want to be in the City itself.

- 4.26** Our strategy identifies a sustainable urban extension to the north east of Leicester for approximately 4,500 homes and up to 13 hectares of employment (east of Thurmaston and north of Hamilton). It also includes a direction of growth for a second sustainable urban extension of at least 1,500 homes and up to 15 hectares of employment to the north of Birstall (north of the A46). These two extensions will provide sustainable mixed use developments for homes, jobs and community facilities.
- 4.27** The sustainable urban extensions will be complemented by the Watermead Regeneration Corridor which will provide up to 8,750 sqm of offices and around 16 hectares of general employment land as well as a focus for leisure and recreation. Watermead Country Park is an important asset within the Corridor which itself extends to the waterfront at Thurmaston. The Corridor's location on the edge of the City means regeneration projects will be of benefit to both of the new communities as well as improving the long term vitality of Thurmaston.
- 4.28** All three of these strategic developments are located on important corridors into the City. They form part of a wider strategy for the City which also includes two sustainable urban extensions in adopted Core Strategies. One is part of Blaby District Council's Core Strategy and is near to junction 21 of the M1 motorway at New Lubbethorpe. The other is Leicester City Council's plan for a sustainable urban extension at Ashton Green which itself is near to our boundary at Birstall and Thurcaston.
- 4.29** We will continue to work closely with our local authority partners in the Principal Urban Area to ensure that these major developments will collectively provide a full range of homes and business opportunities, complementing one another and ensuring the long term success of the City.
- 4.30** The land we have identified to the north east of Leicester is the only area large enough in Charnwood that is adjacent to the Principal Urban Area and capable of accommodating a sustainable urban extension that delivers a full range of infrastructure including a secondary school. This location is well connected to the City with high frequency bus links that will offer genuine choice for the new community to access jobs, services and community facilities. It also provides an opportunity to integrate with the community and support the priority neighbourhood and regeneration at Thurmaston. A sustainable urban extension in this location will attract businesses into the area and provide the community to the east of the railway, which is cut off from the centre of Thurmaston, a new focus for their day to day needs.
- 4.31** The land to the north of Birstall will provide an opportunity on the edge of the Principal Urban Area to deliver a sustainable urban extension. This location has the potential to deliver a development that reflects the garden suburb principles underpinning the original concept behind Rothley Ridgeway, just north of the site along the Great Central Railway. This location is well connected to the City with high frequency bus links, an existing Park and Ride and a national cycle route. It also provides an attractive location for both

new homes and businesses which will support housing delivery and bring investment into our Borough. This location is also able to accommodate a sustainable urban extension which meets the day to day needs of its community with a good range of jobs, services and facilities.

- 4.32** In addition to these large developments, there are about 1,100 homes completed or committed on other smaller sites within and adjoining the Principal Urban Area, making the most effective use of brownfield land to meet our needs for homes and jobs.

Loughborough and Shepshed

- 4.33** Loughborough is the largest town in Charnwood and home to the University. Loughborough Town Centre is the main focal point for shopping, culture, leisure, and business in our Borough. It sits on the east side of the M1 motorway and forms part of a wider urban area with the smaller town of Shepshed to the west of the motorway. Together they act as a social and economic focus in the north of the Borough. The two towns together enjoy good public transport links and provide a wide range of homes, jobs and community services.
- 4.34** The majority of our growth, which is not taking place at the edge of Leicester, is planned for at Loughborough and Shepshed. This means that the people who live and work in these new developments can take advantage of the facilities already present and in turn support the economy and regeneration of the centres.
- 4.35** Our strategy is focused on a western growth area that will deliver new homes, a range of jobs, services, community facilities and public access to 188 hectares of historic parkland.
- 4.36** It includes a sustainable urban extension to the west of Loughborough (north of the A512) of approximately 3,000 homes and up to 16 hectares of employment land. This will directly lead to the restoration of Garendon Registered Park and provide public access to it for the first time. The sustainable urban extension will deliver a sustainable mixed use development for homes, jobs and community facilities.
- 4.37** This will be complemented by an extension to the Science and Enterprise Park to the south of the A512 and to the west of Loughborough on land adjacent to Loughborough University. This will deliver up to 77 hectares of high technology, knowledge based business land in a campus environment.
- 4.38** The western growth area will maximise Loughborough's location at the centre of the three cities of Nottingham, Leicester and Derby. It will provide an exciting opportunity for new homes and jobs to be provided with the significant benefits of a parkland setting, with the attractive landscape of the Charnwood Forest as a backdrop and a new road link between the west and north sides of the town. These developments will attract new investment into the town and maintain its reputation as a centre for high technology and knowledge based industries.

- 4.39** There are commitments for approximately 1,200 new homes at Shepshed. This development, along with benefits associated with the town's proximity to the western growth area, will help address the decline of the town centre. We will amend the settlement boundary to reflect these commitments at Shepshed through our Site Allocations and Development Management Development Plan Document.
- 4.40** The land to the west of Loughborough provides an opportunity to deliver a sustainable urban extension which can support the day to day needs of the new community. This location is well related to Loughborough and Shepshed with high frequency bus links. It is a location which provides an opportunity to integrate with the existing community so that the new infrastructure and open space benefits as many people as possible. It also has the potential to improve links between Loughborough and Shepshed and support the regeneration of Shepshed and West of Loughborough Priority Neighbourhood. This is also an attractive location for new homes and businesses which will support housing delivery and bring investment into Charnwood.
- 4.41** Our strategy for town centres and shops is set out in Chapter 6 and Policy CS9. We plan for new retail development to be focused in Loughborough Town Centre to support it as a successful, attractive and vibrant Town Centre and ensure it remains the focal point for our businesses and community. In addition to this we will also plan for some new shops in Shepshed Town Centre to support its regeneration.
- 4.42** In addition to these major developments, there are a further 1,800 homes completed or committed and up to 6 hectares of employment land to be developed on smaller sites within and adjoining Loughborough and Shepshed, making the most effective use of brownfield land to meet our needs for homes and jobs.

Service Centres

- 4.43** Anstey, Barrow upon Soar, Mountsorrel, Quorn, Rothley, Sileby and Syston are our Service Centres. Each has the following services and facilities:
- a primary school and good access to a secondary school;
 - access to employment opportunities;
 - food shops and a post office;
 - good access to a doctors surgery;
 - a good, regular public transport services to at least one main urban centre and reasonable bus access to nearby villages; and
 - a good range of recreation, leisure and community facilities
- 4.44** The Service Centres are all home to at least 3,000 people and the good range of services and facilities and good transport links allow them to provide for the daily needs of the people living there as well as supporting nearby communities.

- 4.45** A small amount of housing and employment development is necessary in the Service Centres to maintain their facilities and services to benefit the people who live there and to support surrounding communities. There are commitments for around 3,500 homes in Service Centres. This is sufficient to meet the levels of planned provision and we only expect to see small scale windfall developments within the settlement boundaries between 2014 and 2028. We expect approximately 7 hectares of employment land to be delivered in Service Centres between 2011 and 2028.
- 4.46** We will encourage the effective use of land for the new homes and jobs that are still to be found. Our priority is to see any new development that takes place at Service Centres to be within their existing built-up areas. However, greenfield locations may be appropriate where there is a recognised local housing or employment need and insufficient capacity within built-up areas to meet that need. We will expect the remainder to be provided for through our Site Allocations and Development Management Development Plan Document and ongoing development management decisions. We will also encourage the preparation of Neighbourhood Plans to provide for this development and, where appropriate, identify further development to support communities.

Other Settlements

- 4.47** Many of our villages do not generally have access to a good range of services or facilities and rely largely on the private car for their day to day needs. Our strategy allows for some development in these locations to help us to protect and where possible increase services and facilities within them.
- 4.48** Where a village has four or more key services and facilities (taken from the Service Centre criteria) and bus access to a Service Centre, town or the City they are generally able to serve some day to day needs of the people who live there.
- 4.49** Barkby, Burton on the Wolds, Cossington, East Goscote, Hathern, Newtown Linford, Queniborough, Rearsby, Thrussington, Thurcaston, Woodhouse Eaves and Wymeswold have four or more key services and facilities.
- 4.50** These villages may be suitable for some small scale infill development to meet local needs. To be considered small scale, a development should be appropriate in size for the village they are in and the character of the site's location and surroundings. This could include single or small groups of homes or businesses that are developed through the conversion of existing buildings or on infill plots. Any development that increases the need to travel by car will not be considered to be acceptable small-scale development. Our strategy for access and travel is set out in Chapter 8.
- 4.51** We expect Neighbourhood Plans to take a strong lead on meeting and managing the local housing needs of the neighbourhood they are prepared for. We will provide a framework for these developments in our Site Allocations and Development Management Development Plan Document.

Small Villages and Hamlets

- 4.52** There are a number of small villages and hamlets which have few or no services and facilities. The people who live in these villages rely on larger settlements for their day-to-day needs. These villages have much less potential to provide for a sustainable community where people can access what they need by walking, cycling and public transport. These villages are therefore poor locations for new development and our strategy for the countryside will apply (for our approach to development in the countryside see chapter 7).
- 4.53** Our small villages and hamlets are Barkby Thorpe, Beeby, Cotes, Cropston, Hoton, Prestwold, Ratcliffe on the Wreake, Ridgeway Area of Rothley, Seagrave, South Croxton, Swithland, Ulverscroft, Walton on the Wolds, Wanlip, Woodhouse and Woodthorpe.
- 4.54** We recognise, however, that the needs of smaller communities should be provided for, particularly given the decline in rural services. We expect local communities to prepare Neighbourhood Plans if they wish to see small-scale development, where this meets an identified local housing or economic need that realises a genuine improvement in the services and facilities. We will expect any community preparing a Neighbourhood Plan to conform to our strategy for 'other settlements' as set out above.
- 4.55** We have been monitoring the amount of new homes that have been built in Charnwood since the start of the plan period in 2011. The table below shows the number of homes provided by the development strategy. The number of homes provided in Service Centres and the Rest of the Borough are already sufficient to meet the levels of planned provision. The Core Strategy housing trajectory does not include windfall sites which may come forward during the Plan period. This potential housing supply provides additional flexibility to the overall housing supply in the Borough.
- 4.56** The Objectively Assessed Need is for 820 homes a year in Charnwood. The supply of homes will be assessed against this number as an overall requirement for Charnwood.

Figure 1: Summary of Housing Provision and Strategy

	Planned Housing Provision 2011-2028	Completions 2011 - 2014	Commitments* as of November 2014	Residual Provision Required up to 2028	Estimated Supply from Strategic Sites up to 2028	Estimated Total Supply from Completions, Commitments and Strategic Sites 2011 - 2028***
Principal Urban Area	5,500	401	730	4,369	4,595	5,726
Loughborough and Shepshed	5,000	412	2,511	2,077	2,440	5,363
Service Centres	3,000	778	2,682	0	0	3,460
Rest of Borough	500	211	676	0	0	887
Charnwood Total	14,000**	1,802	6,599	6,446	7,035	15,436

*Commitments include sites with planning permission or with a resolution to grant permission subject to S.106, sites under construction and sites saved under policy H/1 of the Borough of Charnwood Local Plan (2004)

** Figure rounded up from 13,940 (820 x 17yrs)

*** Additional windfall sites may also come forward within the settlement boundaries between 2014 and 2028

Policy CS 1

Development Strategy

We will make provision for at least 13,940 new homes between 2011 and 2028.

Leicester Principal Urban Area

Our priority location for growth will be the Leicester Principal Urban Area, where provision will be made for at least 5,500 new homes and up to 46 hectares of employment land between 2011 and 2028.

We will do this by planning positively for:

- a sustainable urban extension of approximately 4,500 homes to the north east of Leicester, delivering approximately 3,250 homes and up to 13 hectares of employment land by 2028 and the remaining homes beyond the plan period as part of a comprehensive and integrated development;
- a direction of growth for approximately 1,500 homes as part of a sustainable urban extension to the north of Birstall, delivering approximately 1,345 homes and up to 15 hectares of employment land by 2028 and the remaining homes beyond the plan period as part of a comprehensive development;
- a direction of growth for up to 8,750 sqm of offices and up to 16 hectares of general employment land within the Watermead Regeneration corridor; and
- sustainable development which contributes towards meeting our remaining development needs, supports our strategic vision, makes effective use of land and is in accordance with the policies in this strategy.

Loughborough and Shepshed

The majority of our remaining growth will be met at Loughborough and Shepshed where provision will be made for at least 5,000 new homes and up to 22 hectares of employment land between 2011 and 2028.

We will do this by planning positively for:

- a sustainable urban extension of approximately 3,000 homes to the west of Loughborough, delivering approximately 2,440 homes and up to 16 hectares of employment land by 2028 and the remaining homes beyond the plan period as part of a comprehensive and integrated development;
- approximately 1,200 homes within and adjoining Shepshed to support its regeneration;

- up to 6 hectares of employment land within and adjoining Loughborough/Shepshed; and
- sustainable development which contributes towards meeting our remaining development needs, supports our strategic vision, makes effective use of land and is in accordance with the policies in this strategy.

We will also plan positively for up to a 77 hectare expansion of Science and Enterprise Park to the West of Loughborough University.

Service Centres

We will plan positively for the role of Service Centres (Anstey, Barrow Upon Soar, Mountsorrel, Quorn, Rothley, Sileby and Syston). We will do this by;

- providing for at least 3,000 new homes and approximately 7 hectares of employment land within and adjoining our Service Centres between 2011 and 2028;
- safeguarding services and facilities; and
- responding positively to sustainable development which contributes towards meeting our development needs, supports our strategic vision, makes effective use of land and is in accordance with the policies in this strategy.

Other Settlements

We will meet the local social and economic need for development in other settlements (Barkby, Burton on the Wolds, Cossington, East Goscote, Hathern, Newtown Linford, Queniborough, Rearsby, Thrussington, Thurcaston, Woodhouse Eaves and Wymeswold). We will do this by:

- providing for at least 500 new homes within settlement boundaries identified in our Site Allocations and Development Management Development Plan Document between 2011 and 2028;
- responding positively to small-scale opportunities within defined limits to development;
- responding positively to affordable housing developments in accordance with Policy CS3;
- safeguarding services and facilities; and
- responding positively to development which contributes to local priorities as identified in Neighbourhood Plans.

Small Villages and Hamlets

We will safeguard services and facilities and respond positively to development that meets a specific local social or economic need in our smallest settlements (Barkby Thorpe, Beeby, Cotes, Cropston, Hoton, Prestwold, Ratcliffe on the Wreake, Ridgeway

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Area of Rothley, Seagrave, South Croxton, Swithland, Ulverscroft, Walton on the Wolds, Wanlip, Woodhouse and Woodthorpe). We will do this where:

- the specific local social or economic need is identified by a Neighbourhood Plan or other appropriate community-led strategy; or
- the development supports sustainable businesses in accordance with Policy CS10.