



Foreword



*Councillor Miriam Surtees
Executive Member for Regeneration,
Asset Management and Growth*

Contents

ABOUT THIS CONSULTATION

This paper represents the next stage in the development of the local plan for Hinckley & Bosworth Borough Council. We are seeking your views on spatial options to accommodate growth in the borough.

1. INTRODUCTION

- 1.1** Hinckley & Bosworth Borough Council are in the process of preparing a new local plan which will guide the type, amount and location of development in the borough up to 2036. This will replace the existing planning framework comprising the Core Strategy (2009), Site Allocations and Development Management Policies DPD (2016), and the Hinckley Town Centre (2011) and Earl Shilton and Barwell (2014) Area Action Plans.
- 1.2** The new local plan will set out a vision and development strategy for the whole of the Borough, and set out a range of policies that will guide development to ensure that it helps to deliver that vision and strategy.
- 1.3** The plan will also include allocations for various land uses including residential and employment. The local plan will help to provide certainty to local residents, developers and other stakeholders about what will happen in the borough over the next few decades. It will also form the strategic context for Neighbourhood Plans.

- 1.4** Once adopted the Local Plan, along with other relevant development plan documents such as neighbourhood plans, will be used to determine planning applications.
- 1.5** In working towards a new local plan we will need to agree a preferred approach to development in the borough and demonstrate the plan is the most appropriate strategy, when considered against reasonable alternatives.
- 1.6** This paper aims to build on the Scope, Issues and Options consultation¹ and examines potential approaches or 'spatial options' available in light of the responses to that consultation, the new National Planning Policy Framework (NPPF), National Planning Policy Guidance (NPPG) and the Leicester & Leicestershire Strategic Growth Plan (SGP).
- 1.7** As part of this consultation we are also asking for sites to be put forward which may be capable of accommodating new housing and economic growth in the borough, which we will consider for their suitability for inclusion as allocations in the new local plan.

¹ <https://hinckleybosworth.commonplace.is/overview>



2. THE SCOPE, ISSUES AND OPTIONS CONSULTATION

- 2.1** Between January and March 2018 we consulted on the Scope, Issues and Options (SIO). That document sought comments on the scope of the local plan review, the issues that should be considered, and broad options to accommodate growth. The SIO also set out for consideration six broad spatial options for delivering future development within the borough.
- 2.2** The consultation document was accompanied by a number of supporting evidence studies, a summary leaflet, social media and a series of drop-in and engagement events across the borough. In addition to the SIO consultation we also carried out a 'call for sites' exercise, resulting in approximately 80 additional sites being put forward for consideration and for potential inclusion in the draft plan.
- 2.3** A total of 78 formal submissions were received in response to the consultation, providing over 850 individual comments for the separate themes set out in the document. We also, through the consultation drop-in sessions, spoke to a significant number of people. Submissions were received from a variety of individuals and organisations including residents of the borough, land owners, developers and parish councils. A report² on the consultation was presented at Full Council on 12 June 2018.

² <http://moderngov.hinckley-bosworth.gov.uk/ieListDocuments.aspx?CId=119&MIId=1639>

Overarching Spatial Strategy

- 2.4** The SIO consultation set out six broad options for the overarching spatial strategy for the borough. These were considered to be realistic alternative options to accommodate the housing and employment growth the borough is likely to be expected to meet. A brief description of each option is set out below, along with the opportunities and challenges we identified for each option.

- 2.5** We asked respondents to rank the six spatial strategy options in order of most preferred to least preferred. Whilst the most preferred options related to proportionate growth of key rural areas, and growth along key transport corridors, most respondents gave a preference for a mix of the options rather than adopting a single stand alone option. The tables below also set out a summary of the comments we received on each of these options as part of the consultation, and sets out our consideration of the options in light of those comments.



Option 1: Neighbourhood Development Plan led spatial distribution

Add brief description of option (from SIO doc)

Opportunities	Challenges	Comments received during SIO Consultation
<ul style="list-style-type: none"> Greater role for neighbourhoods to shape new development 	<ul style="list-style-type: none"> Small scale development most likely to not deliver strategic infrastructure Not all parishes have a Development Plan adopted or are choosing to prepare one, therefore not all Parishes are able to determine future development May require adjustment to the Green Wedge boundary for developments beyond the urban area 	<ul style="list-style-type: none"> Would not allow for a planned growth distribution of the borough's development needs - each designated area would be working independently in piecemeal fashion The local plan should set out the strategic policies and distribution pattern for development that neighbourhood plans should follow. This approach would put neighbourhood plans ahead of the local plan Widely dispersed development will not deliver the strategic infrastructure required in the borough Will not deliver a sustainable pattern of development Neighbourhood plans can not deliver strategic growth

Add brief explanation of the above for each option



Option 2: Core Strategy approach

Opportunities	Challenges	Comments received during SIO Consultation
<ul style="list-style-type: none"> ■ Spreads development and its impact over a greater number of settlements / areas ■ Urban areas are the principal locations for employment, education, services and facilities ■ Approach tested at Examination ■ Might sustain some services at local level in smaller settlements ■ Regeneration focus (brownfield sites, SUEs etc) so environmentally sustainable 	<ul style="list-style-type: none"> ■ Recovering housing market favours greenfield sites and attractive locations. Will not necessarily support certain regeneration locations and sites. Without a mix of different housing sites, it is unlikely that housing delivery will be maximised ■ Delivery of Barwell and Earl Shilton urban extensions has taken longer than scheduled. ■ Might not meet the level of need (especially housing) ■ Harder to secure infrastructure ■ Some development might be directed to smaller settlements with limited services (i.e. not sustainable development) ■ Risk of urban sprawl and joining up of settlements ■ May require adjustment to the Green Wedge boundary for developments beyond the urban area 	<ul style="list-style-type: none"> ■ Existing approach based on settlement hierarchies and sustainability of settlements is sound ■ Issue of delays in bringing forward growth in urban areas through the SUEs ■ Concern the Core Strategy approach is dated, based on the old regional strategy, and may be inconsistent with the new overarching strategy set out in the SGP ■ This approach would place further strain on the transport infrastructure of the existing urban areas ■ Would undermine neighbourhood plans ■ Services in some key rural centres are stretched due to recent significant growth

Option 3: Key Transport and Accessibility Corridors

Opportunities	Challenges	Comments received during SIO Consultation
<ul style="list-style-type: none"> ■ Would provide housing in areas where the market for housing is strongest; and provision of affordable housing the greatest ■ Provides a greater number of opportunities for economic investment associated with major infrastructure corridors that are attractive to the market (eg. A5) ■ Can facilitate the extension/expansion of public transport if the quantum of development is sufficient ■ Potential to increase the services from Hinckley train station as part of the wider rail network improvements 	<ul style="list-style-type: none"> ■ Limited scope adjacent to locations in the urban area ■ May require adjustment to the Green Wedge boundary for developments beyond the urban area ■ May overlook potential sites in other parts of the borough and may not address local issues in those locations ■ Capacity of public transport to accommodate growth in rural locations 	<ul style="list-style-type: none"> ■ Large scale growth in the A5 corridor is unlikely to be achievable without significant infrastructure improvements ■ This approach should identify the A50/A511/M1 as a key growth corridor in the NE of the borough ■ Focuses growth to the south of the borough and would not support existing rural communities ■ Relates well to key employment areas such as MIRA and Magna Park and would provide prime locations for economic development

Option 4: Garden Village / New Town

Opportunities	Challenges	Comments received during SIO Consultation
<ul style="list-style-type: none"> ■ Potential to provide a vibrant mixed use new settlement in line with garden village principles. ■ Potential to significantly boost the supply of housing ■ Reduces the pressure on smaller villages/ rural areas ■ Infrastructure led development so planned in from the beginning of the development 	<ul style="list-style-type: none"> ■ Delivery would be towards the end of the Local Plan period ■ Will mean less support for local services in the more rural parts of the Borough ■ Likely to involve the development of large areas of countryside with impacts on biodiversity and landscape ■ May require adjustment to the Green Wedge boundary for developments beyond the urban area 	<ul style="list-style-type: none"> ■ No obvious locations for a new town ■ Existing issues with delivering large scale developments (SUEs) in borough ■ May only deliver in longer term so other options needed to ensure early delivery of housing, such as sustainable growth in rural settlements ■ Should only be considered as part of a wider package of development distribution options to ensure short and longer term delivery of growth across the borough ■ Best opportunity for an infrastructure led approach which has minimum impact on existing urban areas ■ Difficulties in delivery if multiple landowners involved ■ Any new settlement would need to be of a sufficient size to be truly sustainable and be able to support significant infrastructure requirements ■ Loss of open countryside – better to develop, and invest in, existing settlements



Option 5: Proportionate growth of key rural centres

Opportunities	Challenges	Comments received during SIO Consultation
<ul style="list-style-type: none"> ■ Development in these locations would minimise the amount of new development allocated to smaller rural villages and isolated locations ■ Could protect rural landscape and character ■ New development can benefit rural areas through providing housing, new employment opportunities and maintaining services and facilities 	<ul style="list-style-type: none"> ■ Some settlements with very limited services would receive some growth, with residents then having to commute to access services ■ Would require a comprehensive review of settlement boundaries for the villages ■ May require adjustment to the Green Wedge boundary for developments beyond the urban area ■ Potential greater loss of countryside relative to other options ■ Dispersal of development will not maximise direct regeneration of poorer urban areas, although could generate indirect regeneration benefits through greater development on higher value locations 	<ul style="list-style-type: none"> ■ Unlikely to meet wider housing need of borough and result in unsustainable patterns of development ■ Growth and distribution should be based on sustainability of settlements and not on population size ■ Growth in rural centres should be alongside growth in urban areas to ensure the needs of both areas are met ■ Impact on the existing urban road infrastructure could be less with this option ■ Significant growth of key urban centres could have negative impacts on the characteristics/dynamics of the settlements ■ May not allow for delivery of quantum of local and/or strategic infrastructure likely to be required

Option 6: A mix of the above options

This stated that **options 1-5** should not be considered in strict either/or terms; it may be that the preferred option uses elements of two or more of the above options.

Comments on this option received during SIO Consultation

- The spatial strategy should focus development in the most sustainable locations, taking into account infrastructure provision and future delivery
- A broad distribution of sites of various sizes in sustainable locations would allow sufficient land to meet needs

- Strategy must balance the scale of growth with the capacity of each settlement to deliver housing
- Strategy must address local needs arising in rural areas
- The key urban settlements should provide the focus, with the smaller sustainable rural settlements all contributing meaningful levels of growth to ensure that the housing requirements of the borough and wider HMA are met
- Preferable to focus growth in a limited number of places as this provides the best opportunities to secure delivery of the necessary supporting infrastructure

2.6 Having reviewed the comments received on the spatial options it is clear that one approach on its own is unlikely to be able to address issues around meeting the full housing and economic growth needs across the borough, whilst also supporting urban and rural areas and providing the likely infrastructure needed to support that growth.

2.7 Existing infrastructure was also highlighted as a key concern particularly with regard to the urban areas and the road network, and facilities and services with urban and rural areas. We are currently gathering evidence on the existing infrastructure in the borough and what future infrastructure and/or mitigation may be required over the period of the local plan.

3. FOLLOWING THE SCOPE, ISSUES AND OPTIONS CONSULTATION

3.1 There have been a number of issues that have arisen since the Scope, Issues and Options consultation which will have an impact on the Local Plan Review. These are summarised below.

Revised National Planning Policy Framework

3.2 There have been a number of changes to the planning framework since the introduction of the Localism Act in 2011, the latest being the publication of a revised NPPF in July 2018. The Town and Country Planning (Local Planning) (England) Regulations 2012 provides the statutory basis for preparing local plans alongside the NPPF and through these Local Planning Authorities should set out a clear strategy for allocating sufficient land which is suitable for development and policies to guide that development. In doing so, they must consider the needs of the residential and business communities and indicate broad locations for strategic development.

3.3 The NPPF states that local plans should be prepared positively and be aspirational, but that they must also be deliverable. Local plans should be prepared with the objective of contributing to the overall achievement of sustainable development.

Scale of development needs

3.4 The NPPF sets out that local plans should have an overall strategy for the pattern, scale and quality of development, and make sufficient provision for housing, employment, retail, leisure and other commercial development needs.

3.2 The SIO noted it is likely that at least 450 dwellings would need to be delivered each year in the borough. Throughout the preparation of the plan we will update and review this figure as new evidence on housing need is published. We will also need to consider how this level of need can be accommodated.

3.6 The Government, through the revised NPPF and NPPG, have recently introduced a new standard methodology for calculating a local housing need figure. However they have also recently announced their intention to review this methodology. There is therefore currently a level of uncertainty in the quantity of housing the local plan will need to plan for.

3.7 Nevertheless, the most recent government data on household projections and affordability, which feed into the standard methodology, indicate the borough has a current housing need of around 569 dwellings per year. This is significantly above the 450 dwelling requirement that was set out in the Core Strategy (2009).

3.8 The SIO also noted that the borough may need to accommodate some of the housing need from Leicester. The scale of any such unmet need which may need to be accommodated in the borough and wider Leicestershire area has not yet been fully quantified, and the mechanism for



apportioning this has yet to be fully agreed. This will be considered further through duty to co-operate discussions with the City and the other authorities in Leicestershire.

3.9 In terms of employment and the need to allocate land for other uses, work is ongoing to understand further the need for additional land for non-housing related needs. Evidence is currently being prepared or planned to look specifically at the need for additional retail and employment land, whilst studies are looking at the existing amount of community facilities in the borough.

Evidence gathering

3.10 Since the SIO consultation we have been gathering more evidence through new studies to inform the development of the new local plan. Recently completed work includes the Open Space, Sport and Recreation study, the Strategic Housing and Employment Land Availability Assessment (SHELAA) and the Green Wedge Review.

3.11 The evidence gathering work will continue as the development of the local plan progresses and we are currently preparing studies on Infrastructure, Habitats, Flood Risk and the need for additional land use allocations as noted above. More information on these evidence studies, as well as a full list of currently available studies is available on the council's website³.

Strategic Growth Plan and cross boundary planning

3.12 The Strategic Growth Plan (SGP) sets out a strategy for the growth and development of Leicester and Leicestershire in the period up to 2050, allowing for a longer term strategic view to be taken beyond the conventional timeframes of a local plan. It has identified broad locations where strategic-level development should take place and the supporting infrastructure needed to deliver it, while leaving it to individual Local Plans to deliver development to meet local need. The SGP evidence and analysis work demonstrate sufficient provision of land to meet for housing and economic growth to the period to 2031 and 2036.

3.13 The SGP proposes that most development will take place in major strategic locations with less development in existing towns, villages and rural areas; in so doing, it allows new development to be focused along transport corridors and close to employment centres.

3.14 For our borough, the SGP spatial strategy will mean improvement of the A5 corridor which is essential to reduce congestion in the area, to deliver already planned housing growth and to support delivery of major industrial sites which already have Local Plan allocations and/or planning permission. Managing the delivery of consented/allocated sites in and around Hinckley will be achieved through Local Plans. The overall strategy set out in the SGP will need to be articulated through the local plan, however it will be for the local plan to express this in a way which best reflects local aspirations for growth and place making.

3.15 As noted above Leicester may not be able to fully accommodate its own housing need. Following on from the SGP, the next important stage in cross-boundary planning will be to agree an approach to the distribution of housing across Leicester and Leicestershire, and this will include responding to any unmet housing need which may be required to be redistributed across the area.

Land Availability

3.16 The council has recently published its updated Strategic Housing and Economic Land Availability Assessment (SHELAA) October 2018⁴. The purpose of the SHELAA is to identify sites and

broad locations with potential for development, assess their potential and suitability for development, and the likelihood of development coming forward. In order to assess the suitability of sites the SHELAA takes into consideration a range of issues including development constraints (such as flooding, ecology, heritage potential etc), access, availability, and achievability.

3.17 Sites which are considered suitable, available and achievable are then either classed as deliverable (likely to be developed in the next five years) or developable (likely to be developed between 6 to 10 years, or 11 to 15+ years). Should a site be considered unsuitable, unavailable or unachievable it will be classed as non-developable.

3.18 Following a SHELAA specific 'call for sites' in 2016 and an open 'call for sites' exercise which ran alongside the Scope, Issues and Options consultation, the council assessed 234 sites through the SHELAA of which 158 were considered either deliverable or developable for residential, 45 for B1 uses, 44 for B2 uses, 41 for B8 uses and 21 for Leisure. The overall amount of land considered deliverable or developable is estimated to be able to accommodate around 21,218 dwellings, at 1,087 hectares. However it is not necessarily the case that all these sites would be supported for development as they may not be compliant with planning policies, further evidence may not support development on that site, and/or may not meet the aspirations of the spatial strategy for the borough.

³ https://www.hinckley-bosworth.gov.uk/info/1004/planning_policy_and_the_local_plan/1470/evidence_base_and_supporting_studies

⁴ The web link to be added prior to the consultation once the SHELAA is published online.

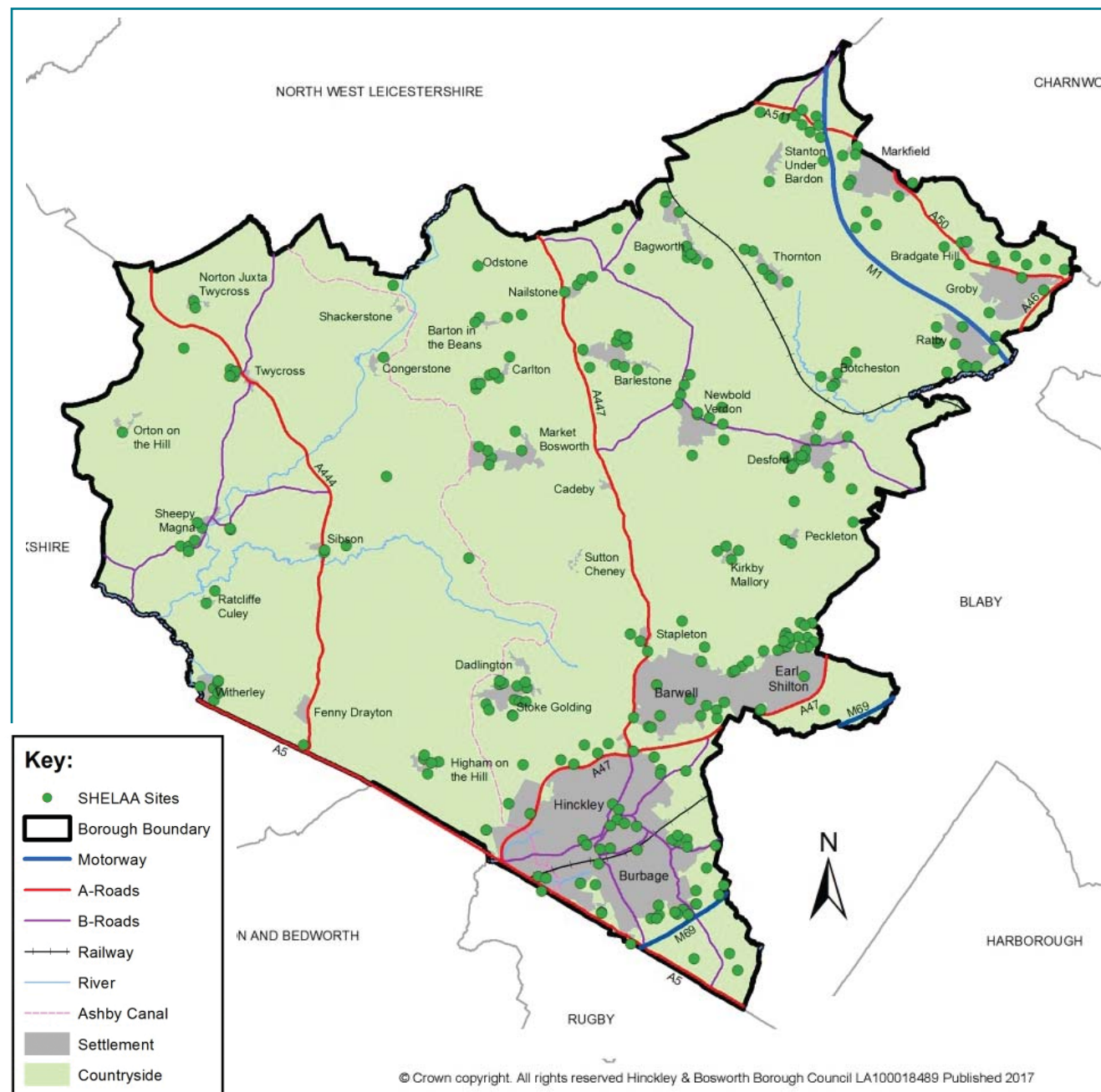
3.19 Map 1 here shows that many of the sites identified through the SHELAA are within or related to the existing urban areas and, to a lesser extent, the main rural settlements. In addition it also shows that comparatively few sites have been identified in the west of the borough, the area broadly to the west of the Ashby Canal.

3.20 As of 1 April 2018, around 2,418 dwellings have planning permission in the borough. Approximately 1,901 or 79% of these are within or close to the urban area of Hinckley, Burbage, Earl Shilton and Barwell. There are also two Sustainable Urban Extensions within the urban area which are yet to deliver housing on-site. Once development commences on the Sustainable Urban Extensions (SUEs), together they will deliver 3,900 dwellings.

3.21 From the responses to the SIO consultation it is apparent that there are concerns over the continued focus of development on the urban area, the ability of the urban area to assimilate additional development, and upon the reliance of the urban areas to deliver the majority of new housing. A significant proportion of the existing identified supply is focused on the urban area so, at least in the short term, the urban areas will continue to see further development.

3.22 As a result of the issues and concerns raised above the council have considered it prudent to explore further directions for growth outside of the urban area of Hinckley, Burbage, Earl Shilton and Barwell.

Map 1: Sites considered in the SHELAA



Map 2: Borough Constraints Map

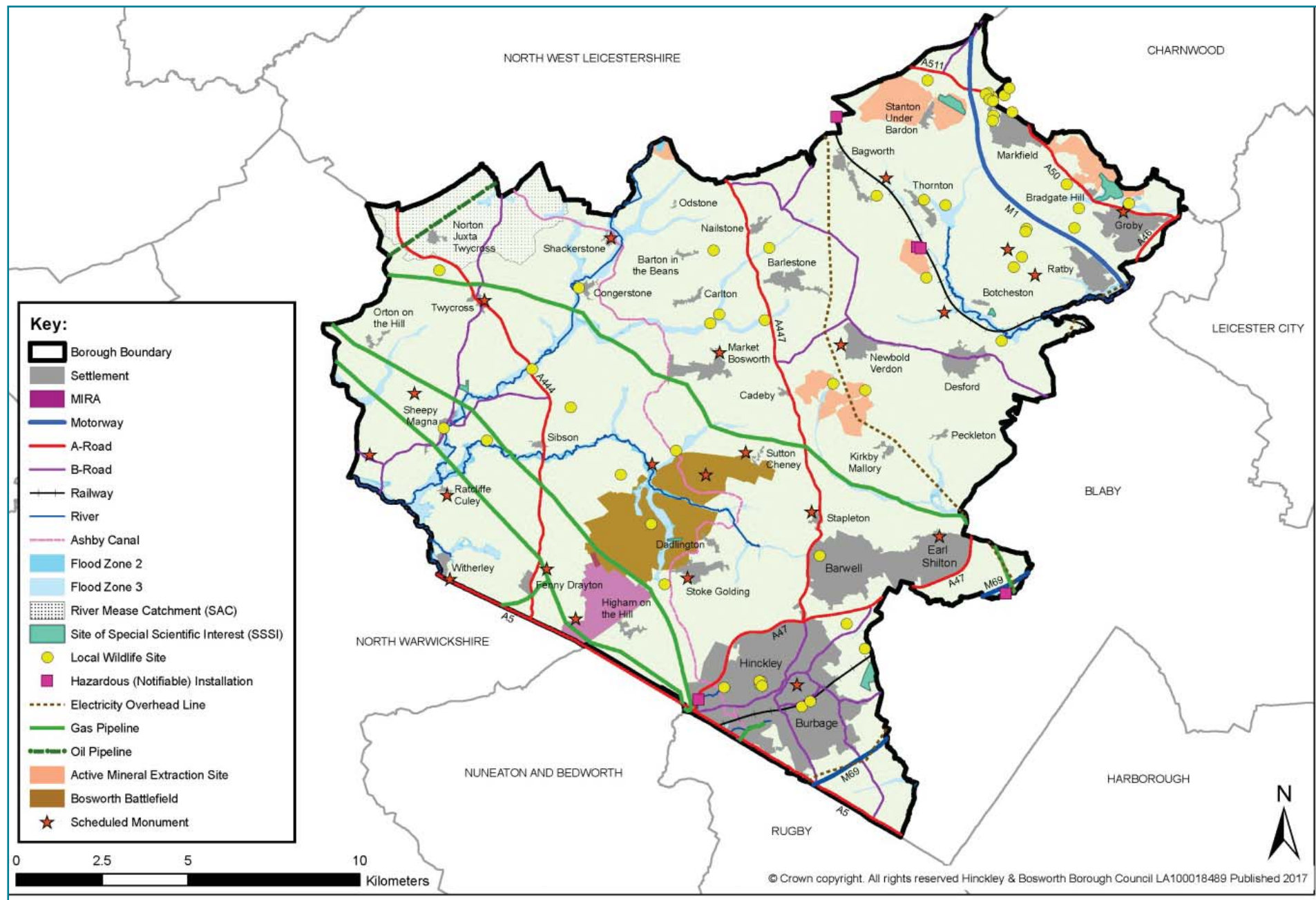
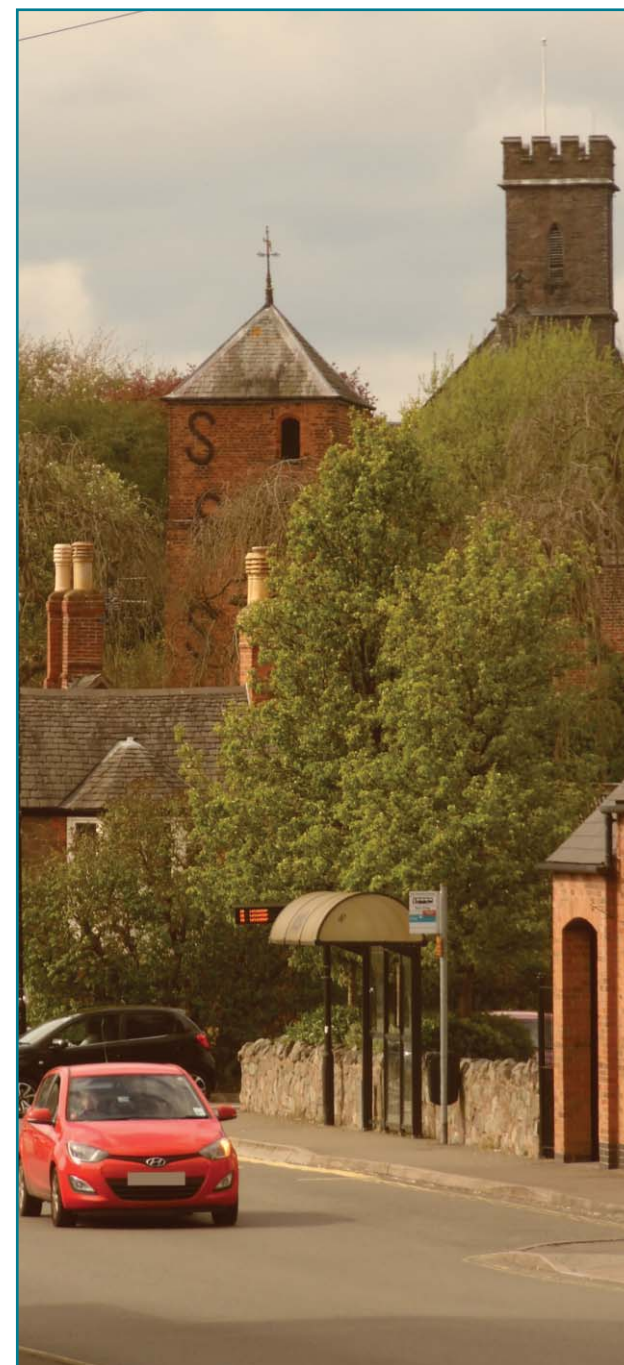


Table 1: Existing settlement hierarchy

	Characteristics	Settlements
Urban areas	The focus of key transport, retail, employment and leisure facilities in the borough.	<ul style="list-style-type: none"> ■ Hinckley ■ Burbage ■ Barwell ■ Earl Shilton
Key rural centres relating to Leicester	Settlements located close to the Leicester urban area, which primarily relate to the city.	<ul style="list-style-type: none"> ■ Desford ■ Groby ■ Ratby ■ Markfield and Field Head
Key rural centres within the National Forest	Former mining settlements within National Forest.	<ul style="list-style-type: none"> ■ Bagworth and Thornton
Stand alone key rural centres	Provide services for own needs and those on their hinterlands. Are at some distance to Leicester and Hinckley.	<ul style="list-style-type: none"> ■ Barlestone ■ Market Bosworth ■ Newbold Verdon ■ Stoke Golding
Rural villages	More limited services than key rural centres. Local school and public transport, as well as leisure facilities. A public house and/or hot food take-away may be located.	<ul style="list-style-type: none"> ■ Higham-on-the-Hill ■ Stanton under Bardon ■ Sheepy Magna ■ Nailstone ■ Twycross ■ Witherley ■ Congerstone
Rural hamlets	Limited services, reliant on surrounding areas for meeting needs (e.g. school, employment, provision of good and services)	<ul style="list-style-type: none"> ■ Barton in the Beans ■ Botcheston ■ Bradgate Hill ■ Cadeby ■ Carlton ■ Dadlington ■ Fenny Drayton ■ Kirkby Mallory ■ Peckleton ■ Norton Juxta Twycross ■ Orton on the Hill ■ Ractcliffe Culey ■ Shackerstone ■ Sibson ■ Stapleton ■ Sutton Cheney



4. NEW DIRECTIONS FOR GROWTH

Options outside of the urban area

- 4.1** The existing overarching spatial strategy for the borough is to focus the majority of new development in and around the urban area of Hinckley, Burbage, Barwell and Earl Shilton. This strategy sought to broadly direct development to locations where services, jobs, public transport and other facilities are most readily accessible and available. Outside of the urban area, in less sustainable countryside locations, the strategy has been to limit development to that required to ensure the rural settlements and communities remain viable and vibrant.
- 4.2** This approach is clarified through the borough settlement hierarchy, set out in the Core Strategy (2009), which identifies the urban area at the top of the hierarchy with a three tier approach to rural settlements – key rural centres, rural villages, and rural hamlets. The general principle is that less development is directed to settlements the further down they are in the hierarchy. As part of the local plan review we will be reviewing the methodology of the hierarchy and where settlements should be in that hierarchy.
- 4.3** As identified above there are concerns over the ability of the urban areas to assimilate new development because of issues around road and social infrastructure within and close to the urban area. It has also been highlighted that a significant amount of the existing and future

identified supply of housing is located within or close to the urban area.

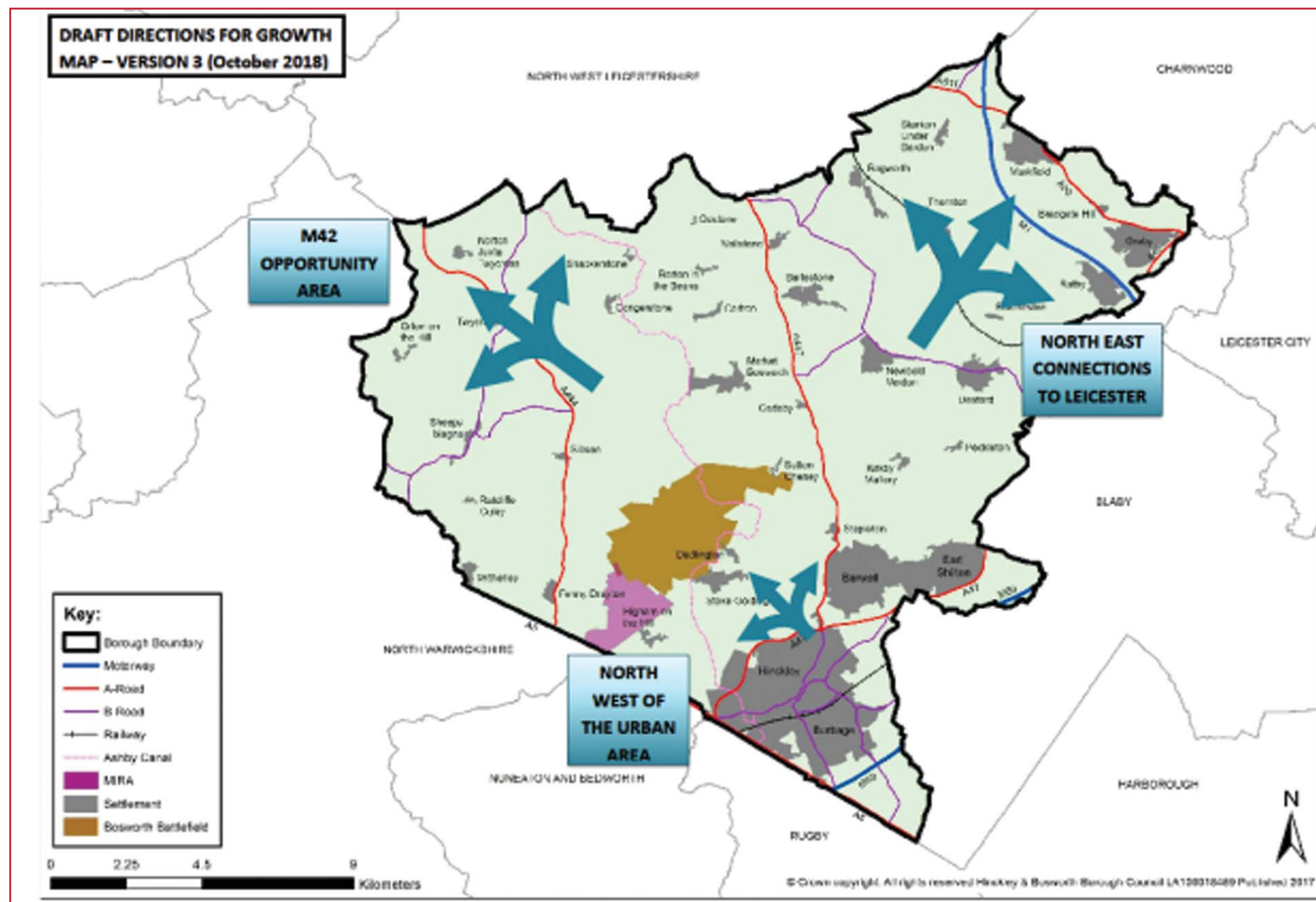
- 4.4** We therefore wish to revisit the overarching spatial strategy for the borough, with particular emphasis on exploring potential options for growth away from the existing urban area. We have already explained that there is limited identified housing land in the rural areas of the borough, particularly to the west. This may be because historically the strategy has been to

focus development at the urban area, or it may be simply because there is limited available land in the rural area. We wish to explore and understand more about land availability in those areas.

- 4.5** We therefore wish to seek your views on the potential options for growth outside of the urban area of the borough. In addition we would particularly welcome submissions of land, through the call for sites, in those areas.



Map 3: Broad Directions for Growth



Q₁ Do you consider the urban area of Hinckley, Burbage, Earl Shilton and Barwell suffers from transport and infrastructure challenges? If so please explain what you consider the issues to be.

Q₂ Should the authority explore other options for growth beyond the existing urban area? Do you support this and if so why.

Q₃ If you consider the authority should explore options for growth beyond the existing urban area, within which broad areas identified on map 3 should we focus on, and why?

Options for new settlements

4.6 The SIO consultation highlighted the development of a new settlement/garden village as one of the potential strategic options to accommodate growth in the borough. The Government have set out their support for new garden villages and new settlements as an option for addressing housing shortage across England. Criteria for developing future growth areas will be produced in accordance with government guidance.

Q₄ A new settlement could address some of the housing and employment growth needs in the borough. Should the authority explore options for a new settlement?

Q₅ No land has so far been identified which could have the potential to accommodate a new settlement. If you think a new settlement is a good idea do you have any suggestions for where a new settlement could be located within the borough?

Q₆ Do you have any other comments/suggestions for how the borough can meet its housing and employment growth needs up to 2036?

5. NEXT STEPS

- 5.1** Whilst this document focuses on strategic options and directions for growth, work is also progressing on the other policy issues to be covered by the local plan. For example as noted above a raft of evidence base documents are currently being prepared covering a range of policy areas. This work, alongside the outcomes of this consultation, will feed into the development of the next stage of the local plan.
- 5.2** The preferred options document will set out our preferred strategy, policies and site allocations to deliver the growth needed in Hinckley & Bosworth. We are anticipating publishing this document for consultation in late 2019.

HOW TO COMMENT

We welcome your comments on the questions posed in this consultation document. Your input will help to prepare the development strategy for the Hinckley & Bosworth Local Plan, and will be really important in determining how the borough grows and develops in the future.

Stakeholder Events

A series of stakeholder events to publicise the consultation have been organised and are set out in the table below:

Schedule of stakeholder events to be inserted once dates/times/venues confirmed (prior to start of consultation).

Consultation Dates

The consultation on the new Directions for Growth document will run for six weeks, between **Monday 7 January 2019 and Sunday 17 February 2019. All comments must be received by 5pm on the closing date.** Please be aware that all comments made will be publicly available, so we are unable to keep your comments confidential.

How to respond

You can respond to the questions in this consultation document in various ways.

We would encourage you to respond online through our consultation portal at:

Consultation portal address to be inserted once setup complete prior to start of consultation.

Alternatively, you could send us your comments via our online contact form:
www.hinckley-bosworth.gov.uk/planningQ

Finally, you can send your comments by post to the address below:

‘Local Plan Review’
Planning
Hinckley and Bosworth Borough Council
Hinckley Hub
Rugby Road
Hinckley
Leicestershire
LE10 0FR

Further information

If you need more information, please have a look at our website at:

www.hinckley-bosworth.gov.uk/planning_policy

or fill in our online contact form:

www.hinckley-bosworth.gov.uk/planningQ

or give us a call on 01455 238141 and quote ‘Local Plan Review’.