

NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL

CABINET – 23 JULY 2013

Title of report	SOUTH-EAST COALVILLE – DRAFT DEVELOPMENT BRIEF
Key Decision	a) Financial Yes b) Community Yes
Contacts	Councillor Trevor Pendleton 01509 569746 trevor.pendleton@nwleicestershire.gov.uk Director of Services 01530 454555 steve.bambrick@nwleicestershire.gov.uk
Purpose of report	To advise members of the preparation of a development brief to guide future development in the South-East Coalville Broad Location identified in the Council's submitted Core Strategy.
Reason for Decision	To provide a framework for officers and the consortium in respect of negotiations regarding a future planning application for the South East Coalville Broad Location and for planning committee when considering such applications and to support the Core Strategy Broad Locations proposal at South East Coalville as part of the Council's evidence base.
Council Priorities	Business and Jobs Homes and Communities
Implications:	
Financial/Staff	The preparation of the Development Brief has required officer time only. All of the other costs have been borne by the consortium promoting development of south-east Coalville
Link to relevant CAT	Not applicable
Risk Management	The preparation of the Development Brief will help to guide the preparation of a planning application for the South East Coalville Broad Location. Having the development brief will help with the process of negotiation and will also assist with the process of considering this and other future applications associated with south-east Coalville.

Equalities Impact Assessment	The Development Brief has been through a process of public consultation including a day event open to all members of the public and discussions with key stakeholders including the County Council and parish councils.
Human Rights	No discernible impact
Transformational Government	Not applicable
Comments of Head of Paid Service	The report is satisfactory
Comments of Section 151 Officer	The report is satisfactory
Comments of Monitoring Officer	The report is satisfactory
Consultees	None
Background papers	Draft Development Brief which can be viewed at www.nwleics.gov.uk/pages/planning_policy
Recommendations	<p>(I) THAT CABINET NOTE THE PRODUCTION OF THE DEVELOPMENT BRIEF FOR SOUTH-EAST COALVILLE;</p> <p>(II) THAT REGARD BE HAD TO THE DEVELOPMENT BRIEF WHEN NEGOTIATING ON PLANNING APPLICATIONS IN THE SOUTH-EAST COALVILLE BROAD LOCATION AND IN DETERMINING ANY SUCH PLANNING APPLICATIONS AND;</p> <p>(III) THAT THE DEVELOPMENT BRIEF FORM PART OF THE EVIDENCE BASE FOR THE SUBMISSION CORE STRATEGY</p>

1.0 BACKGROUND

- 1.1 Members will recall that as part of the report to Council on 24 April 2012 to approve the pre-submission Core Strategy, it was reported and noted that a development brief would be prepared for the south-east Coalville Broad Location. A key task for the brief would be to define the extent of future development based upon a study area which accompanied the report.
- 1.2 An initial meeting of Council officers, representatives of the highways authority and Network Rail and key landowners and developers with an interest in the south-east Coalville Broad Location took place in May 2012. From this meeting a number of the landowners and developers established a consortium who have since been working together to prepare a development brief, in consultation with Council officers (including the

Council's urban designer) and representatives of the highway authorities. A draft development brief has now been submitted to the Council for its consideration.

1.3 The Consortium comprises of the following:

- Bloor Homes
- Harworth Estates
- SECP Limited
- Davidsons
- David Wilson Homes
- Taylor Wimpey
- Paragon

1.4 The draft development brief is a large document so it has not been attached to this report. However, a copy of the brief together with the consultation statement is available to view on the Council's website at www.nwleics.gov.uk/pages/planning_policy whilst attached to this report at appendix A is an illustrated masterplan showing how it is envisaged that the site would be developed. Appendix B provides a summary of the brief.

2.0 THE CONSULTATION PROCESS

2.1 A consultation addendum report has been submitted alongside the draft development brief which illustrates the public consultation process undertaken as part of the preparation of the brief.

2.2 The consultation process in summary has involved the following approaches:

- Stakeholder Workshops
- Awareness Raising Leaflets
- Email to elected representatives, local community groups and local organisations
- Local Advertisements
- Public Exhibition
- Website
- Monitoring Engagement

2.3 The stakeholder workshops were held on 17 January and 7 February 2013 at the Hugglescote Community Centre. Attendance was by invitation to a wide range of stakeholders including representatives from parish councils, community groups, public agencies and authorities and local councillors. Representatives of the consortium were also present.

2.4 The first workshop concentrated upon gaining an understanding of what the key issues that would impact upon the development of the site were, using an 'Enquiry by design' type process. The second workshop provided a summary of the outcomes from the first workshop and presented a concept masterplan for further discussion.

2.5 Further details regarding the workshops and the outcomes can be found in the consultation statement.

2.6 The findings of the workshops and the concept masterplan were then publicised more widely via a leaflet distributed to about 4,500 households and businesses in the

surrounding area. This included a pre-paid postage response form for comments, a dedicated website which also provided an opportunity to submit comments and the holding of a public exhibition in May 2013.

- 2.7 As part of the consultation process monitoring information was gathered where possible in respect of those attending and/or responding to the consultation process to ascertain as to whether all sections of the community had been engaged as part of the process.
- 2.8 The consultation undertaken in preparing the brief has been extensive and used a variety of means of engagement. The Council's Statement of Community Involvement (SCI) establishes how the Council will engage with and involve local communities. It also provides a useful barometer when assessing consultations by others. In this particular case it is considered that the approach accords with the principles set out in the SCI and in places exceeds them.

3.0 THE DRAFT DEVELOPMENT BRIEF

3.1 The draft development brief is split into eight sections:

- Section 1 - Introduction
- Section 2 - Site analysis and context
- Section 3 - Community and stakeholder engagement
- Section 4 - Quality of life and sustainable development principles
- Section 5 - Development and design principles
- Section 6 - Service provision
- Section 7 - Implementation
- Section 8 - The masterplan

3.2 The various sections are summarised in appendix B of this report.

3.3 The area covered by the brief is that which was identified as the study area in the April 2012 Council report. Most of the land in the study area is under the control of the consortium members. There are, however, some areas under the control of other developers who are not part of the consortium, although they have been invited to participate. For example, Barwood Developments who control a small area between Bardon Road and the mineral railway (and for which a planning application for 135 dwellings has been submitted) did not wish to participate in the consortium.

3.4 Whilst it would be preferable for all landowners to be part of the consortium, it should be appreciated that they cannot be compelled to do so, and in any event that vast majority of the area covered by the brief and Council identified Study Area is under the control of consortium members. Furthermore, whilst not part of the consortium, other landowners/developers with an interest in other land are aware of the nature of proposals contained in the brief and are able to take relevant aspects on board as part of their proposed developments.

3.5 The brief contains a commitment to ensure that development in South East Coalville “*contributes appropriately, together with other planned developments in and around Coalville, to the necessary [infrastructure] measures ...*”. This commitment is welcomed. It would be preferable for more specific commitments to be provided in respect of this matter. However, it is acknowledged that other developments in the wider Coalville area

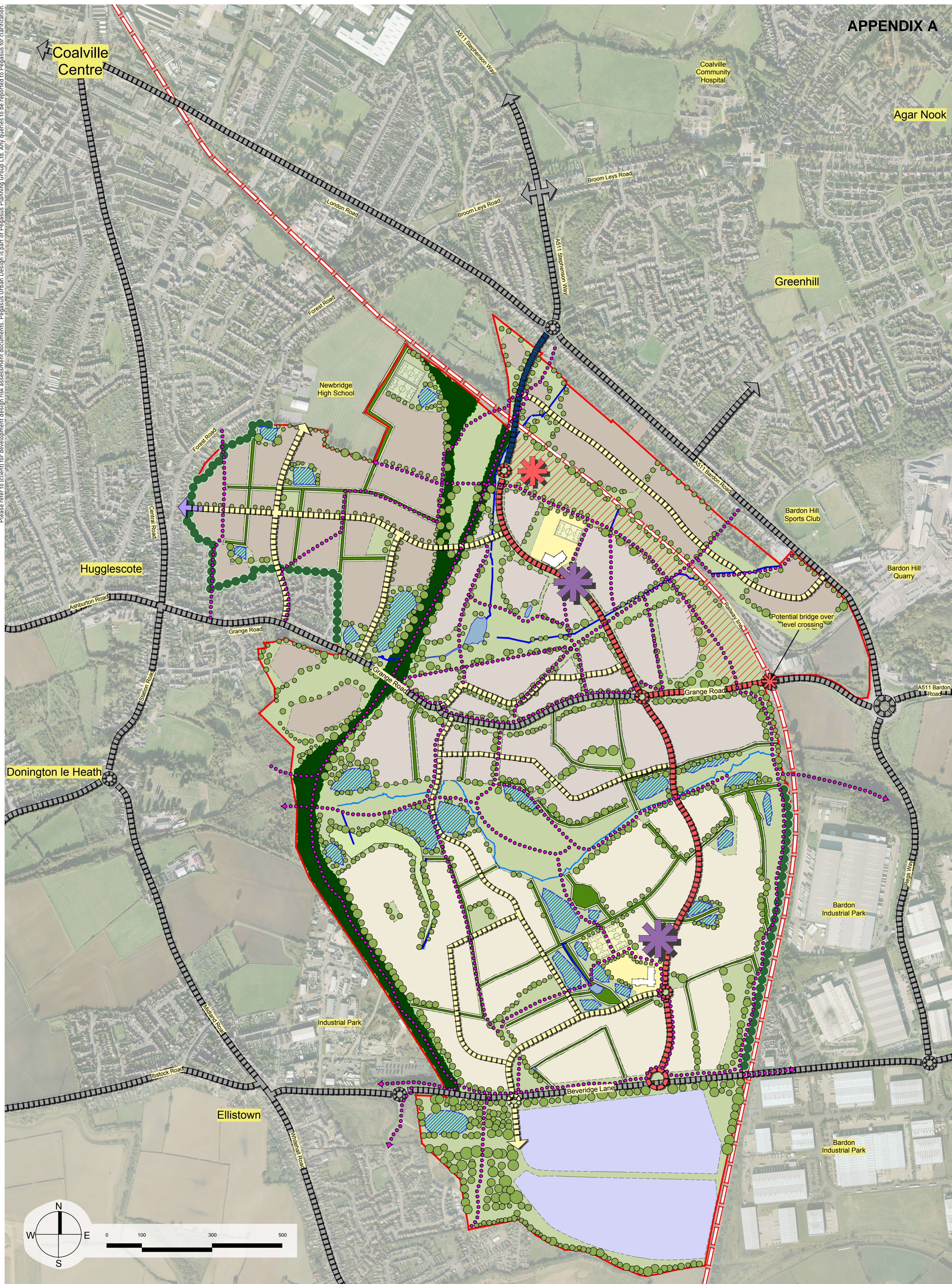
will also have an impact and be required to make contributions and these matters are still the subject of discussions between the Council, the County Council and the various developers concerned. Resolution of this is, therefore, beyond the scope of the brief.

- 3.6 Overall it is considered that the development brief provides a clear view of how it is envisaged that the development will take place drawing on the emerging Core Strategy, best practice, National Forest objectives and the National Planning Policy Framework. By its nature the brief is strategic rather than detailed and in this respect it provides a useful framework to guide the development. Detailed designs for each phase would be prepared in accordance with and/or considered against the brief at planning application stage with the brief being a material planning consideration.

4.0 STATUS OF THE DEVELOPMENT BRIEF

- 4.1 Normally a development brief is prepared to guide the development of land allocated in a Local Plan. Because it is concerned with land that has been allocated as part of a Local Plan which has been through a formal and rigorous process the development brief would be adopted as a Supplementary Planning Document (SPD), providing the document itself has been through a process of public consultation.
- 4.2 However, in this instance, only land north of Grange Road and up to the Leicester –Burton railway is allocated for development in an adopted Local Plan. Land south of Grange Road and the area between the Leicester – Burton railway and Bardon Road are only included as part of the Broad Location identified in the submission Core Strategy. Whilst the submission Core Strategy is a very strong indication as to how the Council envisages the area developing until such time as it is adopted it does not carry the full weight of a development plan.
- 4.3 There is no doubt that the development brief has been through a clear public consultation process which has influenced the content of the development brief. However, the lack of a formal allocation for most of the area covered by the brief means that it cannot be given SPD status.
- 4.4 Consideration has been given to adopting the brief as a form of Council policy. However, having regard to a recent legal decision in respect of Huntingdonshire it is considered that this would not be appropriate.
- 4.5 However, a development brief prepared by the developers and publicly consulted upon is clearly a material planning consideration that may be afforded some weight in the planning decision making process whether or not it is in the form of policy. Therefore, it is suggested that regard be had to the development brief by officers when negotiating in respect of planning applications within the south-east Coalville Broad Location and by planning committee when determining any such applications.
- 4.6 In addition, it is considered that the development brief can be used as part of the evidence base for the submission Core Strategy to demonstrate deliverability and how it is envisaged the area will be developed.

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KEY	Beveridge Lane	Bardon Grange	Hugglescote East	Primary School	Employment	Dismantled railway line	Extent of river Sence floodplain	Proposed sports pitches	Proposed attenuation zones	Existing road connections	Primary road connection	Secondary connections	Strategic connection	Bus only connection	Key pedestrian & cycle links	Local Centre	New Informal open space & national forest planting	Retained hedges (5m offsets)	Mineral railway line	Location of proposed Landscaped buffer	Reserved Land	Reserved Land for potential Railway Station
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South East Coalville, Leicestershire - Masterplan Concept



SUMMARY OF DRAFT DEVELOPMENT BRIEF

Sections 1 and 2 are self explanatory, whilst section 3 is outlined in paragraphs 2.1 to 2.7 of this report.

Section 4 sets out the objectives that development in south-east Coalville is expected to achieve. These include providing a range of house types and affordable housing; achieving high levels of sustainable construction having regard to policy CS21 of the submission Core Strategy (Well designed buildings and places); deliver a range of infrastructure including transport, two primary schools and two local centres; and protection and where possible enhancement of the natural environment.

Section 5 is the key section in terms of establishing the core principles which will inform and shape development. This is considered in more detail below.

Section 6 outlines the measures to ensure that the development is provided with adequate services. This confirms that restricting run-off and providing attenuation storage to cater for up to the 100-year plus climate change return period event is considered to be feasible and would ensure no increase in flood risk, coupled with the implementation of suitable Sustainable Drainage (SuDS) control measures across the development. It also confirms that access to water; gas and electricity supplies will not be a problem. In terms of foul drainage it notes that the proposal of Severn Trent Water is to take the opportunity to upgrade the Kelham Bridge pumping station and undertake sewer enhancements at their expense.

Section 7 outlines how it is envisaged that development across the site will be phased, starting with development by Bloors within the area for which consent has been granted for 800 dwellings. In total 3,750 dwellings are projected to be built, of which 2,900 dwellings would be built by 2031 (the end date for the Core Strategy). The local centre in the northern section is expected to be in use by 2019 with the southern local centre operational by 2024-26.

Other infrastructure is also to be phased alongside development, including transport. The brief does not give a specific commitment to various transport measures, but rather a general commitment to “ *contribute appropriately together with other planned development in and around Coalville, to the necessary measures identified ...*”.

Finally, section 8 provides a visual interpretation of how the site could be developed out having regard to the provisions of the development brief; this is attached at Appendix A of this report.

Section 5 – Development and Design Principles

The provisions of policy CS21 of the submission Core Strategy have been used to influence and guide the development brief.

The overall design concept is that the development will be a series of linked villages connecting to Coalville town centre, surrounding villages, Bardon employment area and the countryside. This concept is derived partly from the Prince’s Foundation Report on Coalville Town Centre and in effect reflects the existing built form of the wider Coalville Urban Area which itself comprises not just Coalville but the villages of Huggslecote, Whitwick and Thringstone.

It is envisaged that there will be three separate parts to the development -what is referred to as east Hugglescote which will be an extension to Hugglescote and west of the disused mineral railway; land north of the river Sence and east of the disused mineral railway and land between the river Sence and Beveridge Lane.

In summary these areas will:

- Contain a range of typeologies for buildings and streets, with higher densities at the core of each area and lower densities on the periphery adjoining rural areas and medium densities elsewhere. The average density across the site will be about 30 dwellings per hectare.
- Have distinct areas defined as the Village Core (containing the local centre, primary school and community facilities), General Neighbourhood (where soft landscaping will be a key feature and dwellings will be a mix of 2, 2 ½ and 3 storey) and Rural Edge (where soft landscaping will be a dominant feature along streets so that there will be a transition from the built area to the surrounding countryside and dwellings will be predominantly 2 storey and detached).
- Have a hierarchy of spaces including squares, greens and courtyards linked by lanes and streets.
- Have other open spaces which seek to use what is already there, including the reuse of the disused railways which cross the site as a route for cycling and walking, whilst areas either side of the river Sence will be used to provide open space which also functions as an area for surface water attenuation and a break between development.
- Include a range of recreation space provision having regard to the requirements of policy CS29 of the Core Strategy and also consider possible off-site contributions to improve existing provision.
- Retain where possible existing trees and hedgerows will be retained and integrated into open spaces, including public squares. New landscaping will provide a setting which reflects the National Forest location of development and will also be used to soften the impact of existing employment development at Bardon.

In respect of transport and connectivity, there will be a network of cycle and pedestrian routes across the site and connecting to existing built areas and the road network will be designed so as to enable access through the development by buses. The different villages will be connected by the road network with a link road through from Bardon Road to Beveridge Lane, designed so as to allow buses to use it whilst discouraging use by HGVs. The link will also be used to provide access to land to the rear of Bardon Road rather than necessitating a new access point on to Bardon Road.

A range of off-site highway improvements are identified including the Hugglescote crossroads, Ellistown crossroads, junction 22 of the M1 and J13 of the A42.

For the East of Hugglescote area it is specifically noted that development should be of a similar style and character to Hugglescote itself but that a green buffer should be provided so as to maintain the identity of the separate communities

The local centres will contain convenience shops and other local services, including two primary schools for two form entry will be provided. The preference in terms of secondary education is to focus upon the Newbridge High School which adjoins the site, including direct connections from the site- although this will need to be subject to further discussions.

Health care provision should initially be via improvement and expansion of the Hugglescote surgery, with a second surgery being provided later on in the development in the southern village.

Employment provision of about 25ha to meet the requirements of policy CS36 is proposed to be concentrated to the south of Beveridge Lane (this is currently the subject of a planning application by Paragon, one of the consortium members). In addition, other employment opportunities would be provided as part of the local centres whilst the construction of the development will itself create employment.

A mix of new housing will be provided, including affordable housing. It is envisaged that this will be at around 20% subject to viability and notes the recent decision by the Council to concentrate initial infrastructure funding upon highway improvements.

Finally, it is proposed that a liaison group will be established with representatives from the developers, District and County Council officers together with existing and new communities. This group will be able to deal with issues that arise with construction and open space management and will help to create a strong sense of community.