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Meeting	LOCAL PLAN COMMITTEE
Time/Day/Date	6.00 pm on Thursday, 8 December 2022
Location	Council Chamber, Council Offices, Coalville
Officer to contact	Democratic Services 01530 454512

AGENDA

Item		Pages
1	APOLOGIES FOR ABSENCE	
2	DECLARATION OF INTERESTS	
	Under the Code of Conduct members are reminded that in declaring interests you should make clear the nature of that interest and whether it is a disclosable pecuniary interest, registerable interest or other interest.	
3	PUBLIC QUESTION AND ANSWER SESSION	
	To receive questions from members of the public under rule no.10 of the Council Procedure Rules.	
4	MINUTES	
	To confirm and sign the minutes of the meeting held on 27 September 2022.	3 - 8
5	GYPSY AND TRAVELLER ACCOMMODATION ASSESSMENT - UPDATE STUDY	
	Report of the Head of Planning and Infrastructure.	9 - 96
6	INFRASTRUCTURE DELIVERY PLAN - PART 1: BASELINE INFRASTRUCTURE CAPACITY REPORT	
	Report of the Head of Planning and Infrastructure.	97 - 172

Circulation:

Councillor J Bridges (Chairman)
Councillor J G Simmons (Deputy Chairman)
Councillor D Bigby
Councillor D Everitt
Councillor D Harrison
Councillor J Houl
Councillor J Legrys
Councillor R L Morris
Councillor A C Saffell
Councillor N Smith
Councillor M B Wyatt
Councillor R Ashman (Portfolio Holder)
Councillor K Merrie MBE (Portfolio Holder)

MINUTES of a meeting of the LOCAL PLAN COMMITTEE held in the Council Chamber, Council Offices, Coalville on TUESDAY, 27 SEPTEMBER 2022

Councillors J G Simmons, D Everitt, D Harrison, J Houlst, R L Morris, N Smith, J Geary (Substitute for Councillor J Legrys) and R Johnson (Substitute for Councillor D Bigby)

Officers: Mr I Nelson, Mr C Elston, Ms N Swan, Mrs C Hammond, Ms R Haynes, Ms J Althorpe and Mr K Bassett,

11 APOLOGIES FOR ABSENCE

Apologies were received from Councillors D Bigby, J Bridges, J Legrys and A C Saffell.

Councillors J Geary, R Johnson and A Woodman acted as substitutes.

12 DECLARATION OF INTERESTS

In accordance with the Code of Conduct, Members declared the following interests:

Councillor J Geary declared a non-pecuniary interest in Item 6 “Local Plan Review: Response to Consultation – Employment Policies” as a Director of the Springboard Centre.

Councillor R Johnson declared a non-pecuniary interest in Item 5 “Local Plan Substantive Review – Development Strategy” as Chair of Hugglescote and Donington Le Heath Parish Council.

13 PUBLIC QUESTION AND ANSWER SESSION

There were no questions received.

14 MINUTES

Consideration was given to the minutes of the meeting held on 12 July 2022.

It was moved by Councillor D Harrison, seconded by Councillor R Morris and

RESOLVED THAT:

The minutes of the meeting held on 12 July 2022 be approved and signed by the Chairman as a correct record.

15 LOCAL PLAN SUBSTANTIVE REVIEW - DEVELOPMENT STRATEGY

The Planning Policy and Land Charges Team Manager presented the report, and pointed out key differences in the various housing options. It was noted that opportunities to extend existing settlements had become more limited therefore a new settlement would need to be a key part of the future strategy .

It was observed that whilst there is no single right approach, there had to be an appropriate strategy in place.

Officers invited member questions.

Councillor R Morris thanked officers for an excellent update and enquired whether this strategy would be subject to any external examinations by the inspectorate. Officers

replied that at this stage it would be an internal document but noted that whatever strategy was employed, it would have to go before a Planning Inspector at a future date.

A member asked whether there was a particular point in the strategy which could be construed as a weakness, and officers responded that there currently was not, however should things change, information may be received which suggested the need to take a different approach.

Councillor R Johnson enquired whether neighbourhood plans would be protected and informed the meeting that the existing Hugglescote Neighbourhood Plan was currently under review. Officers advised that plans already in place would continue to hold weight, but once the new Local Plan was in place then there would be a need for Neighbourhood Plan groups to look at whether a review was necessary. He suggested that there was a need for an ongoing dialogue in order that there would be as few gaps as possible.

Councillor R Morris queried whether Breedon Neighbourhood Plan, which was currently a work in progress, would be too late and officers responded that the Local Plan was unlikely to be adopted until 2024, therefore it would be impossible to comment at this stage whether the neighbourhood plan would need a review.

Officers outlined potential options for the authority's employment land strategy and recapped the main options.

Councillor J Geary asked officers how much of the unit space is currently unused or unoccupied and officers advised that as a district, the vacancy rate was below 'normal' averages. The meeting was informed that a certain amount of vacancy was positive as this allowed for movement and growth; but too little and this was not possible.

Councillor N Smith noted that it would be good if the council attempted to provide facilities for people visiting small businesses in order to attract people to visit from outside the district.

It was moved by Councillor D Harrison, seconded by Councillor J Houtt and

RESOLVED THAT:

- (i) Option 7b providing the basis for the Housing Development Strategy of the Local Plan Review be agreed and
- (ii) Option 2a providing the basis for the Employment Development Strategy of the Local Plan Review be agreed.

16 LOCAL PLAN REVIEW: RESPONSE TO CONSULTATION - EMPLOYMENT POLICIES

The Principal Planning Policy Officer presented the report drawing attention to the fact that in current policy Ec2(2) there had been debate over the terms 'need' and 'demand' and noting that in future, it had been decided to use the word 'requirement.'

It was noted that the report covered an overview of the consultation responses which overall were in favour of retaining Policy Ec2 (2) in some form and the need to maintain the preferred policy but to make this more stringent.

Members congratulated officers on a thorough report and stated that having a vision for employment development outside of primary employment areas would be positive. A member asked whether the authority should specify what type of business should be permitted in order that, for example, there would be minimal disruption to residents from industrial noise or heavy transport. Officers acknowledged that there could not be a

'blanket ban' on certain uses however stated that more specific amenity considerations would be added into the policy.

Members asked whom had been consulted in the consideration of start-up workspace and officers replied that the consultation which had been referred to was carried out between January and March 2022 and had included parishes, public, landowners and developers. It was confirmed that the consultation had been advertised to public in the press, social media, parishes and through Neighbourhood Plan groups.

Councillor J Geary informed the meeting that the Springboard Centre had a waiting list for specific units and asked officers if the Centre had been considered as existing provision. Officers responded that it had been considered in the preparation of the evidence base and affirmed that there would be demand for this type of facility.

Councillor J Geary stated that he felt there was a need for more smaller industrial units but that few were available. Officers agreed to contact the authority's Economic Development Team in order that the Springboard Centre can engage in a dialogue with them regarding the need for this type of provision.

It was moved by Councillor R Morris, seconded by Councillor D Harrison and

RESOLVED THAT:

- i. The policy set out in appendix b for future public consultation as a replacement for adopted local plan policy ec2(2) be agreed.
- ii. The policy approach for start-up premises set out at paragraph 4.16 of this report for future public consultation be agreed.
- iii. The policy approach for local employment plans set out at paragraph 5.11 of this report be agreed.

17 LOCAL PLAN REVIEW - EVIDENCE BASE UPDATE

The Planning Policy and Land Charges Team Manager presented the report, and brought members up to date with the new evidence finalised by external consultants.

An update had been undertaken to the Area of Separation study in view of the completion of the new leisure centre which was located within the Area of Separation between Coalville, Whitwick and Thringstone and whether it would change any conclusions. The study had recommended some minor changes, but continued to provide justification for the Area of Separation.

In addition, a Green and Blue Infrastructure Study had been undertaken which identified the opportunities for enhancing existing provision. Some of these improvements could be done as part of new developments, but there could also be other means to achieve improvements outside of the planning system.

Officers noted that two pieces of work were still in progress, these being an new Infrastructure Delivery Plan and also an update to the Gypsy and Traveller Needs Assessment, both of which would be brought to the committee when they had been completed.

It was acknowledged that there was a lack of provision for traveller sites in the district and a member enquired when there would be a date set to receive a report detailing potential sites. Officers responded that the update needed assessment and that the report would hopefully be completed by the end of 2022 or early in 2023 when gaps had been finalised. It was noted that there was a particular difficulty in terms of identifying sites but that a lot of work had been done towards achieving this.

A member informed the meeting that he believed the siting of the new leisure centre was to replace a golf course with an alternative form of leisure and that as such, this would not lead to any further building on this area of land. Officers responded that from a planning policy point of view in determining the planning application for the new leisure centre that the area of separation policy was relevant and had been taken in to account. found to be so. The new study was intended to provide updated evidence now that the leisure centre was built and had concluded that part of the new leisure centre site was adjudged to making a less important contribution to the Area of Separation than it was previously.

It was confirmed that the old leisure centre is outside the area of separation, so any building or redevelopment on this site would not compromise this.

Councillor R Morris enquired whether sustainable urban drainage would need an enhanced requirement as it would be significant in terms of preventing flooding and to help the environment. Officers responded that while this was not a current priority, it would be something to be considered in due course.

It was moved by Councillor D Harrison, seconded by Councillor J Hoult and

RESOLVED THAT:

- i) The outcome from the Area of Separation update report be noted.
- ii) The outcome from the Green and Blue Infrastructure Study be noted.
- iii) Progress on the preparation of an Infrastructure Delivery Plan and Gypsy and Traveller Needs Assessment be noted.

18 SWANNINGTON NEIGHBOURHOOD PLAN SUBMISSION (REGULATION 16) CONSULTATION

The Principal Planning Policy Officer presented the report, informing members that following consultation, an examiner would be appointed to consider any representations made to the current consultation.

Members had no questions.

It was moved by Councillor J Hoult, seconded by Councillor R Morris and

RESOLVED THAT:

1. The proposed response to the submission draft of the Swannington Neighbourhood Plan in Appendix A be agreed.
2. The consultation period for the Swannington Neighbourhood Plan be noted.
3. Following receipt of the independent examiner's report, the Strategic Director of Place in consultation with the Portfolio Holder for Planning will determine whether the conditions have been met for the Neighbourhood Plan to proceed to referendum be noted.
4. Following the referendum and if time does not allow for a report to this Committee, the Strategic Director of Place in consultation with the Portfolio Holder for Planning will determine whether the Neighbourhood Plan should be 'made' be noted.

19 DRAFT AIR QUALITY SUPPLEMENTARY PLANNING DOCUMENT (SPD)

The Planning Policy and Land Charges Team Manager presented the report and confirmed that at this stage, officers would only be seeking approval to for consultation.

Members noted that this was a good report of which they were fully supportive, and confirmed that it would be a positive step to put consideration of serious pollutants to the fore.

It was moved by Councillor D Harrison, seconded by Councillor R Morris and

RESOLVED THAT:

The draft Air Quality Supplementary Planning Document be approved for public consultation.

The meeting commenced at 6.00 pm

The Chairman closed the meeting at 7.22 pm

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LOCAL PLAN COMMITTEE – 8 DECEMBER 2022

Title of Report	NORTH WEST LEICESTERSHIRE GYPSY AND TRAVELLER ACCOMODATION ASSESSMENT (NOVEMBER 2022)	
Presented by	Joanne Althorpe Principal Planning Policy Officer	
Background Papers	National Planning Policy Framework (DCLG, 2021) Planning Policy for Travelling Sites (DCLG, 2015) Leicester and Leicestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (ORS, 2017) Smith v The Secretary of State for Levelling Up, Housing and Communities [2022] EWCA Civ 1391 Local Plan Advisory Committee (14 March 2018)	Public Report: Yes Key Decision: Yes
Financial Implications	The cost of the Gypsy and Traveller Accommodation Assessment is met by existing budgets which are reviewed as part of the annual budget setting process.	
	Signed off by the Section 151 Officer: Yes	
Legal Implications	The government’s Planning Policy for Traveller Sites (2015) requires authorities to undertake an assessment of the need for gypsy and traveller sites in their area and to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople.	
	Signed off by the Monitoring Officer: Yes	
Staffing and Corporate Implications	There are no staffing implications associated with the Gypsy and Traveller Accommodation Assessment.	
	Signed off by the Head of Paid Service: Yes	
Purpose of Report	To present the findings of Gypsy and Traveller Accommodation Assessment (GTAA, November 2022) which forms part of the Council’s evidence base on the need for gypsy and traveller accommodation in the district between 2022 and 2040. To consider the implications of the GTAA for the Local Plan Review.	
Recommendations	THAT MEMBERS NOTE: (I) THE FINDINGS OF THE 2022 GYPSY AND TRAVELLER ACCOMODATION ASSESSMENT, PREPARED BY OPINION RESEARCH SERVICES (ORS), WHICH WILL BE CAPABLE OF BEING A MATERIAL CONSIDERATION IN THE	

DETERMINATION OF PLANNING APPLICATIONS (II) THE NEXT STEPS AS SET OUT AT SECTION 4 OF THIS REPORT
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1. BACKGROUND

- 1.1 Local planning authorities are required to plan for the needs of gypsy and travellers. Paragraph 62 of the [National Planning Policy Framework](#) (NPPF, 2021) stipulates that the needs of travellers should be assessed and reflected in planning policies. Footnote 27 of the NPPF confirms that the government's [Planning Policy for Traveller Sites](#) (PPTS, 2015) sets out how travellers' housing needs should be assessed for those who meet the definition of gypsies and travellers/travelling showpeople contained at Annex 1 of the PPTS. Unlike the previous iteration of the PPTS, the definition now excludes those who have permanently ceased travelling.
- 1.2 Gypsies and travellers are defined at Annex 1 in the 2015 PPTS as:
- “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily...”*
- 1.3 Travelling showpeople are defined at Annex 1 in the 2015 PPTS as:
- “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily...”*
- 1.4 Where reference is made to ‘the PPTS definition’ in this committee report, it means that at as set out at paragraphs 1.2 and 1.3 above.
- 1.5 The PPTS sets out several policies with implications for local plan making, including the requirements for:
- A robust evidence base to establish accommodation needs (Policy A)
 - Pitch and plot targets which address the likely permanent and transit site accommodation needs of travellers in their area (Policy B, paragraph 9)
 - A five-year supply of sites against locally set targets (Policy B, paragraph 10)
- 1.6 The evidence of need for traveller accommodation in the District is a material consideration for the Council when determining planning applications. Currently, the Council relies on evidence in the [Leicester and Leicestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment](#) (GTAA, 2017). This supersedes the 2013 GTAA upon which the need expressed in Policy H7 of the adopted Local Plan is based. The 2017 GTAA identifies the following need:
- Six permanent gypsy and traveller pitches (with potentially a further 10 pitches resulting from undetermined need)
 - 20 travelling showpeople plots (with potentially a further three plots resulting from undetermined need)
- 1.7 An explanation of what is meant by ‘undetermined need’ is set out at paragraph 2.2 below.
- 1.8 A specific requirement for transit pitches was not identified for North West Leicestershire District Council. However outside of Leicester city, the GTAA identified a need for 36 transit pitches (across two to three sites), concluding that the greatest need was in the north west of the county.

- 1.9 In light of the need identified in the 2017 GTAA, members will recall that planning policy officers previously worked towards meeting the above need in a Gypsy and Traveller Site Allocations DPD. Officers presented a draft DPD to the [14 March 2018 Local Plan Advisory Committee](#), which identified three potential sites: a) to meet the need for six gypsy and traveller pitches; b) 20 travelling showpeople plots and c) a transit site for 12 pitches. Members ultimately decided that more work was required to find suitable sites and that the District's need for traveller sites should be dealt with in the Local Plan Review rather than a separate DPD.
- 1.10 In order to be sound, the Local Plan Review needs to be supported by relevant and up-to-date evidence (NPPF, paragraph 31). Given that the 2017 GTAA is now five years old, an update to the evidence base was required. In 2021, North West Leicestershire and Blaby District Councils instructed Opinion Research Services (ORS) to update the GTAA for their respective authorities (ORS completed the 2017 GTAA). The final report was received in November 2022 and is included as **Appendix A** to this committee report. The purpose of this report is to present the GTAA to members and to consider its implications for the Local Plan.
- 1.11 It should also be noted that since the Local Plan Advisory Committee in March 2018, officers have continued their search for and assessment of potential traveller sites. Primarily, the focus has been on transit provision, given that a) there were sufficient sites to meet the need for gypsy and traveller pitches in the District and b) transit provision had been identified as a priority for Leicestershire with the greatest need in the north west of the county.

2. GYPSY AND TRAVELLER ACCOMODATION ASSESSMENT 2022

- 2.1 The GTAA sets out the District's needs for permanent gypsy and traveller pitches and travelling showpeople plots over the 2022-2040 period (corresponding with the end date of the Local Plan). The fieldwork for the study was completed between July 2021 and March 2022, and the baseline date for the study is March 2022.

Methodology

- 2.2 The methodology used by ORS is set out in Section 3 of the GTAA. In summary, this includes:
- A baseline assessment comprising a desk-based assessment, stakeholder engagement and a survey of travelling communities via telephone surveys / site visits to establish existing provision and future need. ORS had an interview response rate of 81% which is considered robust.
 - An assessment of *current need* (2022 to 2027) from those interviewed and that met the PPTS definition. Current need comes from sources such as households on unauthorised developments for which planning permission is not expected; concealed, doubled-up or over-crowded households; households in bricks and mortar needing to move to traveller sites; and households in need on waiting lists for public sites.
 - An assessment of *future need* (2027 to 2040) from those interviewed and that met the PPTS definition. Future need comes from sources such as teenage children in need of a pitch of their own in the next five years; households living on sites with temporary planning permission; and by applying a 'new household formation rate'. A household formation rate is a percentage which is applied to the existing traveller population to estimate its likely future growth. More information is contained at Appendix F of the GTAA.
 - An estimate of *potential need* from households who were not interviewed but are believed to be gypsies and travellers who *may* meet the PPTS definition. A household formation rate has been applied to estimate this need which is expressed in the GTAA as '*undetermined*'.

- The provision of a trajectory showing the need for new pitches and plots between 2022 and 2040. The ‘*undetermined*’ need is not included in the trajectory but provided as an additional, *potential*, figure.
- 2.3 Whilst the GTAA gives some consideration to transit provision in the GTAA, it has not been fully assessed because it is more of a county-wide issue and difficult to assess at an individual local planning authority level.
- 2.4 The GTAA also sets out the need for households who **do not** meet the PPTS definition. This is so that the Council has an awareness of such households and can address their needs through other Local Plan policies. This is a pertinent issue for the District given the recent Court of Appeal judgment (*Lisa Smith v The Secretary of State for Levelling Up, Housing and Communities*) which is dealt with in further detail below.
- 2.5 The remainder of the GTAA is structured as follows:
- Section 4 of the GTAA sets out the existing traveller accommodation in the District.
 - Section 5 provides a summary of stakeholder engagement.
 - Section 6 provides detail on the surveys that were carried out of the existing communities.
 - Section 7 sets out the current and future need for accommodation over the 2022-2040 period – more information on which is set out below.

The need for gypsy and traveller accommodation

- 2.6 The GTAA identifies a need for **39 gypsy and traveller pitches between 2022 and 2040**, broken down into the following trajectory:

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2036-40	
Need (pitches)	27	4	5	3	39

- 2.7 The majority of need (27 pitches) is expressed as current need, i.e. it is required in the next five years (2022-2027). This requirement for 27 pitches is made up from:
- 13 households on unauthorised developments;
 - 11 concealed or doubled-up households or single adults; and
 - three teenagers who will need a pitch of their own in the next five years.
- 2.8 From 2027 onwards, a ‘new household formation rate’ has been applied which results in a need for 12 pitches.
- 2.9 In addition, ORS has estimated that there is a potential further need for one to two pitches from undetermined households who *may* meet the PPTS definition.
- 2.10 Whilst not a requirement to include in a GTAA, there is a need for six pitches for households that did not meet the planning definition. This is made up of four households on unauthorised developments and two from new household formation. The implication of this need is set out in relation to the Lisa Smith Court of Appeal judgement at paragraph 2.17 of this report.

The need for travelling showpeople accommodation

- 2.11 The GTAA identifies a need for **25 travelling showpeople plots**, broken down into the following trajectory:

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2036-40	
Need (plots)	18	2	3	2	25

- 2.12 The majority of the need (18 plots) is expressed as current need, i.e. it is required in the next five years (2022-2027). This requirement for 18 plots is made up from:
- 13 concealed or doubled-up households or single adults; and
 - Five teenagers in need of a plot of their own

2.13 From 2027 onwards, a 'new household formation rate' has been applied which results in a need for seven plots over the period up to 2040.

2.14 In addition, ORS has estimated that there is a potential further need for up to one plot from undetermined households who *may* meet the PPTS definition.

The need for transit accommodation

2.15 The GTAA concludes that the findings of the 2017 GTAA with regards to the need for transit provision still stand (see paragraph 1.8 above).

2.16 However, the GTAA also recommends that a Leicestershire-wide review of unauthorised encampments should be completed in order to establish whether there is a need for investment in any transit provision or emergency stopping places, potential locations to provide transit provision or whether a managed approach (i.e. negotiated stopping) is preferable.

Smith v The Secretary of State for Levelling Up, Housing and Communities

2.17 This legal challenge relates to a dismissed planning appeal at Aylesbury Gardens, Newton Road, Swepstone (APP/G2435/W/17/3174630). The claimants identify as gypsies but do not meet the PPTS definition because they have had to permanently cease travelling for health reasons. The appeal Inspector concluded that no member of the family met the definition of gypsies and travellers set out at Annex 1 of the PPTS (2015) and as a result, they did not benefit from the more permissive planning policies which would have applied if they had. This decision has been challenged through the courts, with the claimants arguing that the PPTS is discriminatory against travellers who are settled and who no longer travel for work. The Court of Appeal upheld the appeal, quashed the Inspector's decision and ruled that the appeal should be redetermined by the Secretary of State. It is understood that the government is considering a legal challenge to this decision through the Supreme Court.

2.18 Since the judgement was issued, ORS has advised that:

- The judgement relates to the specifics of the Smith case and **does not** mean that the definition at Annex 1 of the PPTS is unlawful;
- The North West Leicestershire GTAA considers the needs of all travellers (i.e. those who do and do not meet the planning definition) so can respond to any future changes to the planning definition without needing to be updated; and
- There may be implications for how the needs of PPTS/non PPTS travellers are dealt with in Local Plan policies.

2.19 As confirmed at paragraph 2.10 above, the GTAA identifies a need for six pitches for households that do not meet the PPTS planning definition.

3. HOW HAS THE NEED FOR TRAVELLER ACCOMMODATION CHANGED SINCE 2017?

- 3.1 A comparison between the findings of the current and previous GTAA is set out in the table below (albeit they relate to different time periods). The table shows that the need for permanent gypsy and traveller pitches has increased significantly (from six to 39). Around a third of this need (13 pitches) comes from unauthorised encampments which were not in the District at the time of the 2017 GTAA. The remainder is a result of current overcrowding and a future need from teenage children on existing sites, as well as the application of a 'new household formation rate'. The need for travelling showpeople plots on the other hand has remained broadly consistent between the two studies. The potential 'undetermined need' (from those who *may* meet the PPTS definition) is lower in the 2022 GTAA because the interview response rate was higher than in 2017.

Need for Pitches/Plots	2017 GTAA (2016-2036)	2022 GTAA (2022-2040)
Identified gypsy/traveller (pitches)	6	39
Undetermined gypsy/traveller (pitches)	Up to 10	Up to 2
Identified travelling showpeople (plots)	20	25
Undetermined travelling showpeople (plots)	Up to 3	Up to 1

- 3.2 The Council now needs to address a significantly higher need for permanent gypsy and traveller sites and around the same travelling showpeople plots. ORS has confirmed that the assumptions made for transit sites in the 2017 GTAA should still apply, but that a county-wide update of evidence is recommended.
- 3.3 At this point it is worth noting that none of the sites previously proposed by officers to meet the 2017 GTAA need are now available.

4. NEXT STEPS / IMPLICATIONS FOR THE LOCAL PLAN REVIEW

- 4.1 When compared to the 2017 GTAA, the need for traveller accommodation in the District has increased (most notably for gypsy and traveller pitches). Consideration is now required on how this need is addressed in the Local Plan Review.
- 4.2 Further work will be undertaken to assess the potential for increased capacity at existing sites. This would be particularly beneficial where the need has arisen from new household formation at specific sites and would reduce the requirement to find new sites.
- 4.3 Consideration will be given to the identification of new permanent sites, although it is worth noting that a) a significant amount of work has already been undertaken by officers on this matter; b) there is no guarantee that suitable sites would be made available to those in need unless they are owned by the Council or other suitable landlord (such as a Registered Social Provider/Housing Association or a member of the gypsy and traveller community and c) the allocation of permanent sites in the Council's ownership would have resource implications.
- 4.4 Officers will continue to consider the possibility of providing a transit site in the District, but also propose to discuss the recommendations of the 2022 GTAA with the Leicester & Leicestershire Multi Agency Traveller Unit (MATU).
- 4.5 Finally, a review will be undertaken of Local Plan Policy H7: Provision for Gypsies and Travellers and Travelling Showpeople.

Policies and other considerations, as appropriate	
Council Priorities:	Our communities are safe, healthy and connected
Policy Considerations:	None identified
Safeguarding:	There are no implications directly arising from this report.
Equalities/Diversity:	Local authorities have a duty to promote good race relations, equality of opportunity and community cohesion in all of their policies and practices. This duty covers all racial groups, including Gypsies and Travellers. Local authorities are also required to assess the accommodation needs of all people living in their area, including Gypsies and Travellers, the GTAA helps to address this need.
Customer Impact:	There are no implications directly arising from this report.
Economic and Social Impact:	None at this stage, but the issue of provision of sites for gypsies and travellers will be considered as part of the Local Plan review.
Environment and Climate Change:	None at this stage, but the issue of provision of sites for gypsies and travellers will be considered as part of the Local Plan review.
Consultation/Community Engagement:	The GTAA has been the subject of consultation with a range of stakeholders as set out in the study report.
Risks:	The Gypsy and Traveller Accommodation Assessment will help to ensure that the Council has a robust evidence base in respect of the needs of the gypsy and traveller community. A failure to meet these needs could result in the local plan being considered 'unsound' as part of the Examination process.
Officer Contact	<p>Joanne Althorpe Principal Planning Policy Officer 01530 454767 joanne.althorpe@nwleicestershire.gov.uk</p> <p>Ian Nelson Planning Policy Team Leader ian.nelson@nwleicestershire.gov.uk</p>

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North West Leicestershire District Council Gypsy and Traveller Accommodation Assessment (GTAA)

**Final Report
November 2022**



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation for North West Leicestershire District Council (the Council).
- 1.2 As well as updating previous GTAA's, the GTAA provides a credible evidence base which can be used to aid the implementation of District Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2022 to 2040, to meet the 15-year requirements set out in Planning Policy for Traveller Sites (PPTS), and the new Local Plan period. The outcomes of this study supersede the outcomes of any previous GTAA's that included North West Leicestershire District Council.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in North West Leicestershire through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards, and encampments. A total of 30 interviews or proxy interviews¹ were completed with Gypsies and Travellers living on sites in North West Leicestershire and a total of 16 interviews were completed with Travelling Showpeople. A total of 3 stakeholder interviews were also completed.
- 1.4 The fieldwork for the study was completed between July 2021 and March 2022, and the baseline date for the study is March 2022.

Key Findings

- 1.5 Overall, the pitch needs for Gypsies and Travellers for the period 2022-2040 are set out below. Needs are set out for those households that met the PPTS planning definition² of a Gypsy or Traveller; for any undetermined households³ where an interview was not able to be completed due to households not being present despite up to three visits to each site who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.
- 1.6 Only the need from those households who meet the planning definition and from those from undetermined households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA.
- 1.7 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Gypsy and Traveller Local Plan Policy through a combination of site allocations or through a Criteria-Based Policy.

¹ See Paragraph 3.16 for further information on proxy interviews.

² See Paragraphs 2.7-2.20 for further information on the PPTS planning definition of a Traveller.

³ See Paragraph 3.29 for further information on undetermined households.

- 1.8 The Council will need to carefully consider how to address any need associated with undetermined Travellers. In terms of Local Plan Policies, the Council should consider the use of a Criteria-Based Policy (as suggested in PPTS) for any undetermined households that are found to meet the planning definition, as well as to deal with any windfall applications, and any need from bricks and mortar.
- 1.9 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Housing Policies. This approach is specifically referenced in the National Planning Policy Framework (July 2021). Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 62 then states that [emphasis added] *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*
- 1.10 The findings of this report should be considered by the Council when preparing Local Plan Policies to address housing need for the Travelling Community.

Pitch Needs – Gypsies and Travellers

- 1.11 There were 36 Gypsy or Traveller households identified in North West Leicestershire that met the planning definition; 7 undetermined households that may meet the planning definition; and 5 households that did not meet the planning definition.
- 1.12 There is a need for **39 pitches for households that met the planning definition**. This is made up of 13 households on unauthorised developments; 11 concealed or doubled-up households or single adults; 3 teenagers who will need a pitch of their own in the next 5 years; and 12 from new household formation⁴, using a rate of 1.75% derived from the household demographics.
- 1.13 There is need for **up to 2 pitches for undetermined households**, all arising from new household formation from a maximum of 7 households (using the ORS national formation rate of 1.50%). If the locally derived proportion of households that met the planning definition (88%) were applied, this could result in a need for 2 pitches. If the ORS national average⁵ of 30% of households that met the planning definition were applied this could result in a need for 1 pitch.
- 1.14 Whilst not now a requirement to include in a GTAA, there is a **need for 6 pitches for households that did not meet the planning definition**. This is made up of 4 households on unauthorised developments and 2 from new household formation, derived from the household demographics.
- 1.15 Figure 1 summarises the identified need and Figure 2 breaks this down by 5-year periods.

⁴ See Chapter 7 for further information on new household formation.

⁵ Based on over 5,000 interviews completed by ORS across England.

Figure 1 – Need for Gypsy and Traveller households in North West Leicestershire 2022-40

Status	2022-2040
Meet Planning Definition	39
Undetermined	0-2
Do not meet Planning Definition	6

Figure 2 – Need for Gypsy and Traveller households in North West Leicestershire that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2037-40	
	27	4	5	3	39

Plot Needs - Travelling Showpeople

- 1.16 Overall, the plot needs for Travelling Showpeople from 2022-2040 are set out below. Needs are set out for those households that met the planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed who may meet the planning definition; and for those households that did not meet the planning definition (although this is no longer a requirement for a GTAA).
- 1.17 Only the need from those households who met the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.18 Any need for households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.10-1.13 for further details.
- 1.19 There were 29 Travelling Showpeople households identified in North West Leicestershire that met the planning definition; 4 undetermined households that may meet the planning definition; and no households that did not meet the planning definition.
- 1.20 The GTAA identifies a need for **25 plots for households that met the planning definition**. This is made up of 14 concealed or doubled-up households or single adults; 5 teenagers in need of a plot of their own in the next 5 years; and 7 from new household formation, using a rate of 1.20% derived from the household demographics.
- 1.21 The GTAA identifies a need for **1 plot for undetermined households**. This is made up of 1 from new household formation using the ORS national rate of 1.50%.

Figure 3 – Need for Travelling Showpeople households in North West Leicestershire (2022-2040)

Status	2022-40
Meet Planning Definition	25
Undetermined	0-1
Do not meet Planning Definition	0

Figure 4 – Need for Travelling Showpeople households in North West Leicestershire that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2037-40	
	18	2	3	2	25

Transit Recommendations

- 1.22 The previous GTAA for Leicester City and Leicestershire (which included North West Leicestershire) was published in 2017. The GTAA recommended that, based on a combination of a review of the outcomes of previous GTAA, Traveller Caravan Count Data and local intelligence from the Leicester & Leicestershire Multi Agency Traveller Unit (MATU) and other stakeholders, there was a need for a minimum of 36 caravan spaces (or managed equivalent) spread over 2-3 sites in Leicestershire (excluding Leicester City). This was founded on a conclusion that levels of unauthorised encampments were sustained based on current and historic data; a recalculation of caravan spaces requirements from the 2013 GTAA; and evidence that over 90% of recorded encampments in the area between 2009 and 2016 comprised 12 or less caravans.
- 1.23 The 2017 GTAA also recommended that a review should be completed of potential sites that could be deliverable in the short-term. The data suggested that the need is greatest in the north west of Leicestershire and that transit provision should be prioritised in this location. It is understood that work to identify potential provision of a transit site in North West Leicestershire is underway but has not yet been completed.
- 1.24 The 2022 GTAA has reviewed the need for transit provision and has reviewed more up-to-date information that has been provided since the 2017 GTAA was completed. It has concluded that the outcomes of the recommendations made in 2017 still stand.
- 1.25 It is also recommended that a review of the evidence base relating to unauthorised encampments should be completed on a Leicestershire-wide basis. This will establish whether there is a need for investment in any transit provision or emergency stopping places, potential locations to provide transit provision, or whether a managed approach is preferable.
- 1.26 When this review is completed, the situation relating to levels of unauthorised encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information should be collected as part of a Welfare Assessment (or similar).
- 1.27 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 1.28 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.

- 1.29 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

2. Introduction

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in North West Leicestershire District Council. The outcomes of the study will supersede the outcomes of the previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment completed in North West Leicestershire.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2021, and the Planning Practice Guidance (PPG) 2021.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2022 to 2040 to meet the 15-year requirements of the PPTS, and the new Local Plan period. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is March 2022 which was when the fieldwork was completed.

Definitions

- 2.6 The planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

The Planning Definition in PPTS (2015)

- 2.7 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 and states that:

For the purposes of this planning policy “gypsies and travellers” means:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:

- a) Whether they previously led a nomadic habit of life.
- b) The reasons for ceasing their nomadic habit of life.
- c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

For the purposes of this planning policy, “travelling showpeople” means:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.

(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

- 2.8 The key change that was made to both definitions was the removal of the term “*persons...who have ceased to travel permanently*”, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 2.9 One of the most important questions that GTAAs need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested, among other things, the meaning of the term ‘*nomadic*’.
- 2.10 **R v South Hams District Council (1994)** – defined Gypsies as “persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.11 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold, and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.12 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.13 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for their elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought a judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.14 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated

that he intended to abandon his nomadic habit of life, lived in a permanent dwelling, and was taking a course that led to permanent local employment.

- 2.15 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.16 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see Appeal Ref: APP/E2205/C/15/3137477).
- 2.17 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependants with health problems etc. In these circumstances the household unit would be defined as travelling under the planning definition.
- 2.18 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled for work in the past. In addition, households will also have to demonstrate that they plan to travel again for work in the future.
- 2.19 This approach was endorsed by a Planning Inspector in Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below.

Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

- 2.20 This was further reinforced in a Decision Notice for an appeal in Norfolk that was issued in February 2018 (Ref: APP/V2635/W/17/3180533) that stated:

As discussed during the hearing, although the PPTS [planning definition] does not spell this out, it has been established in case law (R v South Hams DC 1994) that the nomadism must have an economic purpose. In other words, gypsies and travellers wander or travel for the purposes of making or seeking their livelihood.

Legislation and Guidance for Gypsies and Travellers

- 2.21 Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » The Housing Act, 1985
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), 2021
- » Planning Practice Guidance⁶ (PPG), 2021

- 2.22 In addition, Case Law, Ministerial Statements, the outcomes of Local Plan Examinations and Planning Appeals, and Judicial Reviews, need to be taken into consideration. Relevant examples have been included in this report.

- 2.23 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (PPTS) 2015

- 2.24 PPTS (2015), sets out the direction of Government policy. As well as introducing the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*

⁶ With particular reference to the sections on *Housing needs of different groups* (May 2021).

- » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
- » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
- » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
- » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
- » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare, and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

2.25 In practice, the document states that (PPTS Paragraph 9):

- » *Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

2.26 PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*
- » *Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.*
- » *Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a Duty-to-Cooperate on strategic planning issues that cross administrative boundaries).*
- » *Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.*
- » *Protect local amenity and environment.*

2.27 Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, PPTS 2015 also notes in Paragraph 11 that:

- » *Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria-based policies should be fair and should facilitate the traditional and nomadic life of Travellers, while respecting the interests of the settled community.*

National Planning Policy Framework (NPPF) 2021

- 2.28 The most recent version of the National Planning Policy Framework was issued in 2021. Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.
- 2.29 Paragraph 62 then states that [emphasis added] *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*
- 2.30 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.
- 2.31 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to the then Paragraph 61 (now Paragraph 62) of the NPPF that:

It seems to me that this wording makes clear that it is only those meeting that definition that should be included in an assessment of need for ‘planning definition’ travellers and that gypsies who have ceased travelling should be counted and provided for elsewhere and this is the approach proposed in the emerging LP. This does not, of course mean that these gypsies should be allocated ‘bricks and mortar’ type housing. They will also need a suitable supply of caravan sites to meet their needs.

Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities and others [2022]

- 2.32 In October 2022 the Court of Appeal handed down judgment in *Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities [2022] EWCA Civ 1391*. The case was a challenge to a specific appeal decision and concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work. The Court of Appeal allowed the appeal and quashed the Inspectors decision from 2018 and referred the case back to The Secretary of State for redetermination.
- 2.33 Whilst certain parts of the PPTS planning definition of a Traveller were found to be discriminatory, as the PPTS 2015 itself was not the subject of the case it has not been quashed or declared unlawful at this time.
- 2.34 It is too early to properly identify the impact that the judgement will have on an assessment of need for Travellers. However, the approach taken by ORS does include an assessment of need for all Travellers, and should any changes be made to the PPTS planning definition of a Traveller, the outcomes of the GTAA can be amended accordingly.

Levelling-up and Regeneration Bill (2022)

- ^{2.35} Among other things, this Bill seeks to make provision about town and country planning. Whilst there is currently no specific reference to changes to policy and guidance for Gypsies and Travellers, the Council may need to consider the outcomes of any changes to planning legislation that may impact on the accommodation needs of Gypsies and Travellers.

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller, and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016) the NPPF (2021), and the PPG (2021). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any GTAA methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Blaby, Cambridge, Castle Point, Central Bedfordshire, Cheltenham, Cotswold, Daventry, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Tewkesbury, and Waverley.
- 3.4 An Appeal Decision for a Hearing in Central Bedfordshire (Appeal Ref: APP/P0240/C/18/3213822) that was issued in March 2020 concluded:
- '...whilst there have been some queries in previous appeal decisions over the conclusions of other GTAAs produced by ORS, the methodology, which takes into account the revisions made in 2015 to the Government's Planning Policy for Traveller Sites (PPTS), has nevertheless been accepted by Inspectors in a considerable number of Local Plan Examinations.'*
- 3.5 The Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:
- 'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'*
- 3.6 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms/Acronyms

^{3.7} A Glossary of Terms/Acronyms can be found in **Appendix A**.

Desk-Based Review

^{3.8} ORS collated a range of secondary data that was used to support the study. This included:

- » Census data.
- » Traveller Caravan Count data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on enforcement actions.
- » Existing Needs Assessments and other relevant local studies.
- » Existing national and local policy, guidance, and best practice.

Stakeholder Engagement

^{3.9} Engagement was undertaken with key Council Officers from North West Leicestershire through telephone interviews. A total of 3 interviews were completed with Council Officers from the study area. Interviews were also completed with 2 representatives from the Leicestershire Multi Agency Traveller Unit (MATU).

Working Collaboratively with Neighbouring Planning Authorities

^{3.10} To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. Again, a detailed topic guide was agreed with the Council.

- » Charnwood Borough Council
- » Erewash Borough Council
- » Harborough District Council
- » Hinckley & Bosworth Borough Council
- » Leicester City Council
- » Lichfield District Council
- » Oadby and Wigston Borough Council
- » Rugby Borough Council
- » Rushcliffe Borough Council
- » South Derbyshire District Council

Survey of Travelling Communities

- 3.11 As a result of travel and social distancing restrictions due to COVID-19, a 2-stage methodology was used to complete the site and yard fieldwork.
- 3.12 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 attempts were made to interview households where it was not initially possible to conduct an interview because they were not available at the time.
- 3.13 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.
- 3.14 ORS worked closely with the Council to ensure that the interviews would collect all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All interviews were completed by members of our dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet current and future needs.
- 3.15 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.16 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).

Stage 1 – Telephone Interviews (July 2021-August 2021)

- 3.17 The first phase of the fieldwork involved Researchers from ORS attempting to complete interviews over the telephone with residents living on sites and yards. This is an approach that ORS have followed in all of our GTAAs that have been completed since the COVID-19 restrictions were introduced.
- 3.18 Contact details were sought through local stakeholders including site owners and site managers; by contacting Planning agents known to operate in the local area; and by sending letters to residents asking them to contact ORS to complete an interview – including follow-up letters. The wording of the letter that ORS currently use has been agreed with members of the Travelling Community and asks households to call ORS Researchers to complete an interview over the telephone. During interviews ORS Researchers also asked households if they had family or friends

living on sites in the area and asked them to pass on our contact details and to encourage them to call us.

Stage 2 – Socially-Distanced Engagement (August 2021-March 2022)

- 3.19 When the initial phase of telephone interviews had been completed, ORS sought to complete socially-distanced engagement with households on sites where it had not been possible to complete interviews over the telephone. ORS completed a detailed COVID-19 Risk Assessment that allowed for controlled fieldwork activities to resume. At the time of this study this allowed for socially distanced interviews to be completed with households living on sites and yards or exchanging contact details to complete interviews at a later date.

Engagement with Bricks and Mortar Households

- 3.20 The 2011 Census recorded 23 households that identified as either Gypsies or Irish Travellers who lived in a house or bungalow in North West Leicestershire and none who are living in a flat or maisonette.
- 3.21 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- 3.22 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity put in place.

Timing of the Fieldwork

- 3.23 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also to avoid days of known local or national events. However, due to COVID-19 restrictions the fieldwork was completed between July 2021 and March 2022 and Researchers were able to collect information on the majority of residents living on sites and yards.

Applying the Planning Definition

- 3.24 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. The latest PPTS was issued in 2015 and a number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.19 and 2.20 for examples) – these support the view that households need to

be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.

3.25 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:

- » Whether any household members have travelled in the past 12 months.
- » Whether household members have ever travelled.
- » The reasons for travelling.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.
- » When and the reasons why household members plan to travel again in the future.

3.26 When the household interviews were completed, the answers from the questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

3.27 Households that need to be formally considered in the GTAA fall under one of three classifications. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:

- » Households that travel under the planning definition.
- » Households that have ceased to travel temporarily under the planning definition.
- » Households where an interview was not possible who may fall under the planning definition.

3.28 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they have been assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the NPPF (2021).

Undetermined Households

3.29 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the

GTAA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that meet the planning definition.

- 3.30 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. As the demographics of any undetermined households are unknown, the ORS national household formation rate of 1.50% has been used.
- 3.31 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.
- 3.32 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.33 However, data that has been collected from over 5,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall, approximately 30% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 400 interviews that have been completed) – and in some local authorities, no households meet the planning definition.
- 3.34 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on approximately 30% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.35 This would also suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Housing Policies.
- 3.36 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist.

Households that Do Not Meet the Planning Definition

- 3.37 Households who do not travel for work now fall outside of the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁷ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the NPPF (2021).
- 3.38 Paragraph 62 of the NPPF states that [emphasis added] *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*

Calculating Current and Future Need

- 3.39 To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

- 3.40 The first stage of the assessment sought to determine the number of occupied, vacant, and potentially available supply in the study area:
- » Current vacant pitches.
 - » Pitches currently with planning consent due to be developed within 5 years.
 - » Pitches vacated by people moving to housing.
 - » Pitches vacated by people moving from the study area (out-migration).
- 3.41 It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation – i.e. on a public or social rented site, or on a private site that is run on a

⁷ Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. DCLG (March 2016).

commercial basis with anyone being able to rent a pitch if they are available. Typically, vacant pitches on small private family sites are not included as components of available supply as Paragraph 10 in the PPTS requires vacant pitches to be available for general occupation. However, these pitches could be used to meet any current and future need from the family living on the site.

Current Need

- 3.42 The second stage was to identify components of current need, which is not necessarily the need for pitches because they may be able to be addressed by space already available in the study area. It is important to address issues of double counting:
- » Households on unauthorised developments for which planning permission is not expected.
 - » Concealed, doubled-up or over-crowded households (including single adults).
 - » Households in bricks and mortar *needing* to move to sites.
 - » Households in *need* on waiting lists for public sites.

Future Need

- 3.43 The final stage was to identify components of future need. This includes the following four components:
- » Teenage children in need of a pitch of their own in the next 5 years.
 - » Households living on sites with temporary planning permission.
 - » New household formation.
 - » In-migration/roadside.
- 3.44 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 7 of this report.
- 3.45 ORS are also increasingly identifying households and adult household members who have been forced to leave sites due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites. These households are typically living on the roadside or doubling-up on pitches in neighbouring local authorities. ORS include these households as components of hidden need and term them *displaced in-migration*.
- 3.46 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are to 2040.

Pitch Turnover

3.47 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This approach frequently ends up significantly under-estimating need as, in the majority of cases, vacant pitches on sites are not available to meet any local need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example Appeal Ref: APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However, the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward migration, yet no such scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.

3.48 In addition, Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers⁸ produced jointly in June 2016 by organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

Assessments involving any form of pitch turnover in their supply relies upon making assumptions, a practice best avoided. Turnover is naturally very difficult to assess accurately and in practice does not contribute meaningfully to additional supply so should be very carefully assessed in line with local trends. Mainstream housing assessments are not based on the assumption that turnover within the existing stock can provide for general housing needs.

3.49 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available through the household interviews, pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

3.50 GTAA studies require the identification of demand for transit provision. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- » **Emergency stopping places** - more limited facilities.
- » **Temporary sites and stopping places** - only temporary facilities to cater for an event.

⁸ See www.londongypsiesandtravellers.org.uk/resources/ for details.

- » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.

- 3.51 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.
- 3.52 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 3.53 Another alternative is 'negotiated stopping'. The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 3.54 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- 3.55 The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- 3.56 Consideration will also have to be given to the Police, Crime, Sentencing and Courts Act which came in to force on 28 June 2022. Part 4 of the Act gives the Police additional powers to deal with unauthorised encampments through new offences relating to residing on land without consent in or with a vehicle and new powers in relation to the seizure of property.
- 3.57 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Department for Levelling Up, Housing and Communities (DLUHC)⁹ Traveller Caravan Count. The outcomes of the Stakeholder Interviews with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

⁹ Formerly the Ministry for Housing, Communities and Local Government (MHCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size¹⁰. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

¹⁰ Whilst it has now been withdrawn, *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [a static caravan or park home for example] and touring caravan, parking space for two vehicles and a small garden area.

- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

Sites and Yards in North West Leicestershire

- 4.6 In North West Leicestershire, at the base date for the GTAA, there was 1 public Gypsy and Traveller site (1 pitch); 7 privately owned sites with permanent planning permission (29 pitches); no sites with temporary planning permission; 3 sites that are tolerated for planning purposes (3 pitches); 3 unauthorised sites (26 pitches); 4 authorised Travelling Showmen’s yards (23 plots); and 3 Travelling Showmen’s yards that are tolerated for planning purposes (13 plots). There were no public transit sites identified. See **Appendix D** for further details.

Figure 5 - Total amount of provision in North West Leicestershire March 2022

Category	Sites/Yards	Pitches/Plots
Public sites	1	1
Private sites with permanent planning permission	7	29
Private sites with temporary planning permission	0	0
Tolerated sites	3	3
Unauthorised sites	3	26
Public transit sites	0	0
Travelling Showpeople yards (authorised)	4	23
Travelling Showpeople yards (tolerated)	3	13
TOTAL	21	95

DLUHC Traveller Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to DLUHC. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, the Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.
- 4.8 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out later in this report¹¹.

¹¹ See Paragraph 7.44 for further information.

5. Stakeholder Engagement

Introduction

- 5.1 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.3 A total of 3 interviews were undertaken with Council Officers from the study area.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from 10 neighbouring local authorities:
- » Charnwood Borough Council
 - » Erewash Borough Council
 - » Harborough District Council
 - » Hinckley & Bosworth Borough Council
 - » Leicester City Council
 - » Lichfield District Council
 - » Oadby and Wigston Borough Council
 - » Rugby Borough Council
 - » Rushcliffe Borough Council
 - » South Derbyshire District Council
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in North West Leicestershire

Accommodation Needs

- 5.6 Since the last GTAA the Council has spent a large amount of time looking for sites, with over 500 potential plots of land in consideration.
- 5.7 One officer confirmed that a site which was previously permitted as a Gypsy and Traveller site is now refusing to accept Gypsy and Travellers and has changed the direction of use for the site

to residential. The officer confirmed that instances such as these make it difficult to keep track of the needs of Gypsies and Travellers as need can be met one day and then not the next.

- 5.8 The Council confirmed the presence of unoccupied sites with planning permission.
- 5.9 The last GTAA identified a high need for Travelling Showpeople. However, the Council indicated an absence in applications for permissions. It was suspected that Travelling Showpeople were dealing with the issues themselves. It was also confirmed that numerous attempts to contact the Travelling Showpeople to gain guidance on the issue have been made, but to date the Council has not been able to engage with representatives of the Travelling Showpeople community.

Short-term Encampments and Transit Provision

- 5.10 At the time of interviews, it was confirmed that there had been a low number of short-term encampments of late, and this was something observed county wide.
- 5.11 In terms of transit provision, the Council recognise the potential need for some within the authority and/or county.
- 5.12 It was confirmed that the Council are looking into a formal transit site as opposed to negotiated stopping or temporary stopping areas.

Cross Border Issues

- 5.13 The Council confirmed that Hinckley and Bosworth have shown interest in joint-working due to the belief they cannot accommodate their own need. It was confirmed that occupiers of the Whitegate site had migrated from Hinckley and Bosworth to a site in North West Leicestershire which was the subject of a planning application.
- 5.14 The Council confirmed that close joint-working with neighbouring authorities is largely left to the Multi Agency Travellers Unit (MATU).
- 5.15 The Council believe that they, and their neighbouring authorities, are complying with the Duty to Cooperate.

Future Priorities and Any Further Issues

- 5.16 The future priority highlighted for the Council centred around transit provision and trying to get a site in place.
- 5.17 The council confirmed that, amongst other options, they will be looking into extending existing or reconfiguring sites in order to meet the identified need.

Leicestershire Multi Agency Traveller Unit (MATU)

- 5.18 With regard to overall accommodation need across Leicestershire, the views of the officer interviewed were as follows:
 - » The Officer confirmed there are no Transit sites or negotiated stopping places within Leicestershire County.

- » The Officer confirmed they are conducting a County-wide search for transit provision, due to transit provision not being needed in each individual district/borough in the county.
- » The Officer confirmed that North-West Leicestershire has experienced a lot of short-term encampments but won't know what levels of improvement are needed until the GTAA.
- » The Officer reported that location is the reason for the number of short-term encampments, due to the A42 and the M1 corridor being conveniently placed between several big cities.
- » The Officer confirmed the existence of a "toleration policy", wherein a short-term encampment is left for a period of time providing they adhere to MATU's code of practice.

5.19 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The Officer confirmed joint working through The National Association of Gypsy Traveller Officers (NAGTO). Members from the county liaise through NAGTO for regional meetings. The representative confirmed that Nottinghamshire does not have a liaison office.

Neighbouring Authorities

Charnwood Borough Council

5.20 With regard to **overall accommodation need** across Charnwood, the views of the officer interviewed were as follows:

- » There is one small rural private site for Gypsies and Travellers which received approval on appeal for an additional 3 pitches in 2017.
- » Planning approval was also granted in 2018 for four additional plots to an existing 20 plot Travelling Showpeople site.
- » Three locations have been identified in Policy CS5 of the Charnwood Core Strategy at the North East Leicester, West Loughborough and North of Birstall (Broadnook) Sustainable Urban Extensions (SUEs). The policy makes provision for at least 4 permanent pitches to be provided at the North East Leicester and West Loughborough Sustainable Urban Extensions (SUEs) and at least 4 showpeople plots to be provided at each of the North East Leicester, West Loughborough and North of Birstall (Broadnook) (SUEs).

5.21 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » Cross boundary working is actively considering the provision of transit sites. this has resulted in some possible sites being considered. Achieving delivery in short timescales has however proved very challenging.
- » Authorities also worked collaboratively on County wide Needs Assessment and collaborate through MATU.

- » It would be preferable for all local authorities to work together to commission a single Needs Assessment to ensure the assembly of a consistent evidence base for the entire County.

Erewash Borough Council

5.22 With regard to **overall accommodation need** across Erewash, the views of the officer interviewed were as follows:

- » The Officer confirmed there are no publicly owned sites in the borough, as there are very minimal accommodation needs within the area.
- » The Officer confirmed there are currently no temporary permissions or tolerated sites within the area.
- » The Officer confirmed that short-term unauthorised encampments occur very infrequently and is handled by neighbourhood wardens. These normally occur due to family events.
- » The Officer confirmed car parks and parks to be typically favoured by Travellers as stopping places.

5.23 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » No specific cross-boundary issues were raised.
- » Erewash Borough Council is confirmed to be complying with Duty to Cooperate as well as the neighbouring authorities.

Harborough District Council

5.24 With regard to **overall accommodation need** across Harborough, the views of the officer interviewed were as follows:

- » As of March 2016 there were 82 residential pitches occupied by Gypsies and Travellers across Harborough District and 98 plot occupied by Travelling Showpeople households.
- » Since the last GTAA, Harborough District Council has adopted a Local Plan which, under Policy H6, allocates land for 5 Gypsy and Traveller pitches to meet the identified requirement for 5 pitches to 2031. It also identifies a reserve site of 10 pitches to meet future accommodation needs due to either an increase in need for pitches arising from a change to the PPTS definition of Gypsies and Travellers. In addition, the policy allows for new, and extensions/improvements to existing permitted or lawful, Gypsy and Traveller sites providing that specified criteria are met.
- » The latest AMR (19/20) shows that the Council has a 17-year supply of Gypsy and Traveller pitches. This reflects a supply of 6 sites for the period 1st April 2016 to 31 March 2020 (4 with planning permission and 2 on an allocated site) and a 5-year pitch requirement of 1.73 pitches.

- » The Local Plan allocates a site for 18 plots for Travelling Showpeople to contribute to the identified requirement up to 2031. A further site of 7 plots as an expansion to an existing site is also identified to meet the requirement.

5.25 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » Jointly prepared evidence (across Leicester and Leicestershire) fed into the Local Plan, ensuring a coherent cross-boundary approach to the assessment of need.
- » The Council has embarked on a review of the Local Plan and the duty to cooperate with adjoining authorities on this strategic issue will be part of the work going forward.

Hinckley & Bosworth Borough Council

5.26 With regard to overall accommodation need across Hinckley & Bosworth, the views of the officer interviewed were as follows:

- » Hinckley and Bosworth council would like to note that all of the following points are subject to a local plan review.
- » The local authority area currently has 114 Pitches for Gypsies and Travellers and 14 plots for Travelling Showpeople. All sites are privately owned and the majority are occupied by extended families. It is inevitable that as the children reach maturity overcrowding will occur and concealed households will arise with a need for independent accommodation
- » HBBC is updating its Local Plan and has included policy HO07 on a sequential approach for the approval of planning applications for suitable sites for Gypsy, Traveller and Travelling Showpeople Accommodation. It also commits the authority to production of a policy statement specifically related to the identification and allocation of suitable sites for the identified need for Gypsy, Traveller and Travelling Showpeople.
- » Evidence used to inform the Local Plan shows 53 households in need up to 2039. Current pitch / plot availability will not meet this need.
- » There are no regular or frequent unauthorised encampments but they do occur from time to time. The need for transit provision will be considered alongside the need for plots and pitches.

5.27 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » There is a willingness for Leicester and Leicestershire authorities to work together across the borders of local authority areas, but time scales around individual authorities Local plan timetables have prevented joint working taking place.

Leicester City Council

5.28 With regard to **overall accommodation need** across Leicester City, the views of the officer interviewed were as follows:

- » Since the last GTAA Leicester City have made significant progress with a new Local Plan and are currently finalising a Reg 19 submission version for forthcoming public consultation. The Local Plan is set to allocate a permanent site for gypsy and traveller on one of the strategic sites.
- » The last Leicester City and Leicestershire GTAA was undertaken in 2017 and Leicester City updated this study through an addendum to the main report. The purpose of this was to take account of changes since the last GTAA was completed.
- » Prior to this, two public sites were developed in 2015. There is a total of 16 pitches at Greengate Nook and Redhill Nook. One of which was a previously tolerated site.
- » All 3 Gypsy and Traveller Sites are full with a waiting list, many families have found accommodation outside of the city on private gypsy and Traveller sites in the county or accessed conventional housing.
- » There will always be some need through family growth. Doubling Leicester City's local authority provision in the last 10 years has made a significant difference in meeting need locally.
- » The main need for the city now is a small transit/short stay site with options currently being discussed. Virtually all unauthorised encampments are families passing through. Historically families would have been stopping roadside all year round but these have now been accommodated on the new sites which have been developed.

5.29 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » No specific issues were raised cross boundary issues.
- » There are various mechanisms in place to address and discuss cross boundary issues such as Gypsy and Traveller provision e.g. through development Plans forum/ SGP etc.

Lichfield District Council

5.30 With regard to **overall accommodation need** across Lichfield, the views of the officer interviewed were as follows:

- » The Officer confirmed that Lichfield District Local Plan does not identify sufficient sites to meet the full needs of Gypsy's and Travellers.
- » The Officer confirmed there are no unauthorised encampments, tolerated sites, or temporary provisions within the Lichfield District area.
- » The Officer confirmed there have been a number of short-term unauthorised encampments within the last few years. They are however unsure why these occur.
- » The Officer confirmed public parks to be the favoured stopping places in the area.

5.31 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The Officer confirmed they have written to neighbouring authorities under Duty to Cooperate to request assistance in meeting the need of identifying sufficient deliverable sites.
- » The Officer confirmed that neighbouring authorities are not meeting their own need however are complying with Duty to Cooperate.

North Warwickshire Borough Council

5.32 With regard to **overall accommodation need** across North Warwickshire, the views of the officer interviewed were as follows:

- » Since the last GTAA the Council has adopted a local plan with criteria based local plan policy.
- » The Officer confirmed that the last GTAA did not identify any existing needs for Travelling Showpeople.
- » The Officer confirmed the need identified was being addressed due to planning consents, appeals, expansions, and additional pitches on already authorised sites.
- » The Officer confirmed a previous instance of overcrowding at the managed site in Alvecote, however at the time of interview this was no longer the case.
- » The Officer confirmed that the A5 provides major links to Holyhead and the north and is therefore used well in relation to short-term roadside encampments.
- » The Council is meeting the need for transit provision through 10-12 emergency pitch/transit provision at a county council approved site.

5.33 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The Officer confirmed a number of GTAA's have been produced jointly by boroughs along the A5.
- » The Officer confirmed that themselves and their neighbouring authorities are complying with Duty to Cooperate.

Oadby and Wigston Borough Council

5.34 With regard to **overall accommodation need** across Oadby and Wigston, the views of the officer interviewed were as follows:

- » No accommodation need for the travelling community was identified in the Borough by the previous assessment.
- » A criteria-based policy was included in Local Plan adopted in 2019 to provide a mechanism for provision to be put in place if required. The local plan is now due for review and the authority will be updating its evidence base.
- » Area experiences a small number of some unauthorised encampments, averaging two per year. It is thought that these are likely to be same families passing through. These have occurred on car parks or near leisure centres and are generally tolerated on short term basis

- » Due to the small number of encampments, it is not considered that a transit site is required.

5.35 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » No specific issues were raised regarding cross boundary issues.

Rugby Borough Council

5.36 With regard to **overall accommodation need** across Rugby, the views of the officer interviewed were as follows:

- » The adopted Local Plan set a target of 61 pitches Gypsy and Traveller pitches by 2031. Planning permission has been granted for 20 pitches, so there is still a significant number needed to meet the target. It is acknowledged that there is overcrowding on the council owned public site.
- » No applications have been submitted for Travelling Showpeople sites and no specific provision was made in the Local Plan.
- » The borough experiences a number of unauthorised encampments which suggests a lack of allocated sites to address their needs. Travellers in the area concentrate in and around A46/M69/M6 so they locate in East of Coventry/South of Nuneaton/West of Rugby as this enables them to access the motorway network easily.
- » Accommodation for the travelling community will be considered as part of wider housing provision when the Borough updates its HEDNA.

5.37 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » No specific cross boundary issues were raised.

Rushcliffe Borough Council

5.38 With regard to **overall accommodation need** across Rushcliffe, the views of the officer interviewed were as follows:

- » The Officer confirmed that, at the time of interview, the district had four permanent sites, with around sixteen pitches.
- » The Officer confirmed that as part of an Urban Extension scheme, there are plans to generate more Gypsy and Traveller sites, however this is yet to receive planning permission.
- » The Officer confirmed that discussions are taking place to assess the preferred approach for future provision.

5.39 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The Officer interviewed was unaware of any cross-border issues.

- » The Officer interviewed confirmed discussions of planning matters with North West Leicestershire, however the discussions aren't directly about Gypsy and Traveller and Travelling Showpeople related issues.

South Derbyshire District Council

^{5.40} With regard to **overall accommodation need** across Charnwood, the views of the officer interviewed were as follows:

- » Since the last GTAA 21 net pitches have been granted permission for Gypsies and Travellers within the district. The officer confirmed that this meets the needs identified in the last GTAA.
- » The Officer confirmed that the last GTAA did not identify any need for Travelling Showpeople.
- » The Officer confirmed a very low number of unauthorised encampments in the district that occur occasionally.
- » The Officer confirmed there are currently no temporary permissions or tolerated sites within the area.

^{5.41} With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » No specific cross-boundary issues were raised.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 In North West Leicestershire, at the base date for the GTAA, there was 1 public Gypsy and Traveller site (1 pitch); 8 privately owned sites with permanent planning permission (29 pitches); no sites with temporary planning permission; 3 sites that are tolerated for planning purposes (3 pitches); 3 unauthorised sites (26 pitches); 4 authorised Travelling Showmen’s yards (23 plots); and 3 Travelling Showmen’s yards that are tolerated for planning purposes (13 plots).
- 6.3 The tables below set out the number of pitches/plots, the number of interviews that were completed, and any reasons why interviews were not able to be completed.
- 6.4 When vacant pitches and pitches not occupied by Travellers are taken into consideration this represents a robust response rate of 81%.

Figure 6 – Interviews completed in North West Leicestershire

Site Status	Total Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
Station Yard, Hemington	1	0	1 x no contact
Private Sites			
46 Bardon Road, Coalville	2	2	-
95 Ravenstone Road	3	3	-
Altons Nook, Coalville	4	4	-
Land to north of Old Ashby Road, Sinope	6	0	6 x no contact
The Ashes, Coalville	1	1	-
Toons Scrap Yard, Coalville	1	1	-
Whitney Park, Moira	12	0	12 x non-Travellers
Tolerated Sites			
Ashby Road, Coalville	1	0	1 x no contact
Dorans, 36 Brooks Lane, Whitwick	1	1	-
The Chalet, Swannington	1	1	-
Unauthorised Sites			
Aylesbury Gardens, Swebstone	6	4	2 x not in use
Midsummer Stables, Hemington	8	1	7 x non-Travellers
White Gate Stables, Packington	12	12	-
Travelling Showpeople Authorised			
Fair Oak, Oakthorpe	9	0	9 x not occupied (yard no longer in use)

Hemington Park Showmans Site, Hemington,	7	7	-
Kelham Bridge Farm, Ravenstone	4	4	-
The Haven, Ibstock	3	3	3 x no contact
Travelling Showpeople Tolerated			
Brook Lane, Coalville	1	1	1 x no contact
Railway Terrace, Swannington	8	1	7 x non-Travellers
White Gates Farm, Ravenstone	4	4	-
TOTAL	95	46	

Interviews with Gypsies and Travellers in Bricks and Mortar

^{6.5} It was possible to identify 3 households living in bricks and mortar to interview.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2040. This includes both current unmet need and need which is likely to arise in the future¹². This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum¹³ has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS prepared a *Technical Note on Gypsy and Traveller Household Formation and Growth Rates* in 2015 and updated it in June 2020. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and

¹² See Paragraphs 3.41 and 3.42 for details of components on current and future need.

¹³ Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

Travellers (in addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople) and this has also been adjusted locally based on site demographics.

- 7.8 This view has been supported by Planning Inspectors in a number of Decision Notices. The Inspector for an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.50% but that a 2.50% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.50% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.50% figure is justified in the case of Doncaster.

- 7.9 Another more recent case was in relation to an appeal in Guildford that was issued in March 2018 (Ref: APP/W/16/3165526) where the agent acting on behalf of the appellant again claimed that a rate closer to 3.00% should be used. The Inspector concluded:

There is significant debate about household formation rates and the need to meet future growth in the district. The obvious point to make is that this issue is likely to be debated at the local-plan examination. In my opinion, projecting growth rates is not an exact science and the debate demonstrates some divergence of opinion between the experts. Different methodologies could be applied producing a wide range of data. However, on the available evidence it seems to me that the figures used in the GTAA are probably appropriate given that they are derived by using local demographic evidence. In my opinion, the use of a national growth rate and its adaptation to suit local or regional variation, or the use of local base data to refine the figure, is a reasonable approach.

- 7.10 In addition, the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice in December 2017. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit.

- 7.11 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, household dissolution, and in-/out-migration.

- 7.12 Overall, the household growth rate used for the assessment of future needs is informed by local evidence. This local demographic evidence is used to adjust the ORS national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status).
- 7.13 For Gypsy and Traveller households that met the planning definition of a Traveller 42% of residents were aged under 18. As such the ORS national rate of 1.50% (which is based on 36% of the population aged under 18) has been adjusted up to 1.75%.
- 7.14 For Travelling Showmen’s households that met the planning definition of a Traveller 28% of residents were aged under 18. As such the ORS national rate of 1.50% (which is based on 36% of the population aged under 18) has been adjusted down to 1.20%.
- 7.15 In certain circumstances where the numbers of households and children are low, or the population age structure is skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales. This approach has been taken to determine levels of new household formation for Gypsy and Traveller households that did not meet the planning definition of a Traveller due to low numbers of children aged under 18.
- 7.16 In addition, the ORS national rate of 1.50% have been used to estimate growth for undetermined Gypsies and Travellers, based on the best available evidence due to lack of local demographic evidence for undetermined Traveller households.
- 7.17 New household formation has been calculated from year 6 of the GTAA period onwards. New household formation for years 0-5 of the GTAA period is from teenagers in need of a pitch in the next 5 years who have been identified as components of need in the household interviews. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

- 7.18 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the GTAA period based on the compound rate of growth that was applied rather than being split equally over time.

Applying the Planning Definition

- 7.19 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition or those who demonstrated that they have ceased to travel temporarily (due to education, ill health, or old age) form the components of need in the GTAA that will need to be addressed through a Gypsy and Traveller Local Plan Policy. In addition, households where an

interview was not completed who may meet the planning definition have also been included as a potential additional component of need from undetermined households. Whilst they do not need to be formally considered in the GTAA, need from households that did not meet the planning definition has also been assessed to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.

- 7.20 The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future and for what reasons. The table below sets out the planning status of households that were interviewed for the North West Leicestershire GTAA. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults and accepted in-migration. This table does not include any households who were identified as non-Travellers.

Figure 7 – Planning status of households in North West Leicestershire

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	0	0	1
Private Sites	10	1	6
Tolerated Sites	2	0	0
Unauthorised Sites	21	4	0
Bricks and Mortar	3	0	0
Sub-Total	36	5	7
Travelling Showpeople			
Private Yards	22	0	3
Tolerated Yards	7	0	1
Sub-Total	29	0	4
TOTAL	65	5	11

- 7.21 Figure 7 shows that for Gypsies and Travellers in North West Leicestershire, 36 households met the planning definition of a Traveller, and 29 Travelling Showmen’s households met the definition in that they were able to demonstrate that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence or have ceased to travel temporarily.
- 7.22 A total of 5 Gypsy and Traveller households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently.
- 7.23 It was not possible to make contact with 7 Gypsy and Traveller households and 4 Travelling Showmen’s households during the fieldwork period so these households are recorded as Undetermined for the purposes of the GTAA.

Interviews with Gypsies and Travellers in Bricks and Mortar

- 7.24 It was possible to identify and interview 3 households living in bricks and mortar. All met the planning definition of a Traveller.

Migration/Roadside

- 7.25 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 7.26 The study also sought to identify any need from households who have been forced to move from sites due to overcrowding and who are currently living on the roadside or on sites in other local authorities – and who have strong family links with households in North West Leicestershire. These are referred to as roadside households or displaced in-migration.
- 7.27 In addition, as a result of COVID-19, the study sought to identify any households that had been displaced from their usual place of residence due to lockdown restrictions who were currently located in North West Leicestershire.
- 7.28 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews did not identify any households living in other local authorities who need to move back to a site in North West Leicestershire.
- 7.29 ORS have found no firm evidence from other local studies that have been completed recently of any households wishing to move to North West Leicestershire, or of any households displaced from North West Leicestershire as a result of COVID-19. Therefore, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions.
- 7.30 It is important to note that any applications for new sites or additional pitches as a result of in-migration should be seen as windfall need and should be dealt with by a Criteria-Based Local Plan Policies. Pitch Needs – Undetermined Gypsies and Travellers

Pitch Needs – Gypsies and Travellers that met the Planning Definition

7.31 Analysis of the household interviews indicated that there is a need from 13 unauthorised pitches; 11 pitches from concealed or doubled-up households or single adults; 3 from 5-year need from teenage children; and for 12 from new household formation, using a formation rate of 1.75% derived from the demographics of the residents. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller in North West Leicestershire **is for 39 pitches** over the GTAA period.

Figure 8 – Need for Gypsy and Traveller households in North West Leicestershire that met the Planning Definition (2022-40)

Gypsy & Traveller – Meeting Planning Definition	Pitches
Supply of Plots	
Available supply from vacant public and private pitches	0
Available supply from pitches on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	13
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	11
Movement from bricks and mortar	0
Household on waiting lists for public sites	0
Total Current Need	24
Future Need	
5 year need from teenage children	3
Households on yards with temporary planning permission	0
In-migration	0
New household formation	12
<i>(Household base 39 and formation rate 1.75%)</i>	
Total Future Needs	15
Net Plot Need = (Current and Future Need – Total Supply)	39

Figure 9 – Need for Gypsy and Traveller households in North West Leicestershire that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2037-40	
Need (pitches)	27	4	5	3	39

Pitch Needs – Undetermined Gypsies and Travellers

7.32 There is need for between **0 and 2 pitches for undetermined households**, all arising from new household formation from a maximum of 7 households (using the ORS national formation rate of 1.50%). If the locally derived proportion of households that met the planning definition (88%)

were applied, this could result in a need for 2 pitches. If the ORS national average¹⁴ of 30% of households that met the planning definition were applied this could result in a need for 1 pitch.

Pitch Needs - Gypsies and Travellers that did not meet the Planning Definition

- 7.33 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)¹⁵ and the NPPF (2021) and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.
- 7.34 On this basis, it is evident that whilst any needs from the households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.
- 7.35 Whilst not now a requirement to include in a GTAA, there is a **need for 6 pitches for households that did not meet the planning definition**. This is made up of 4 households on unauthorised developments and 2 from new household formation, derived from the household demographics.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

- 7.36 There were 29 Travelling Showpeople households identified in North West Leicestershire that met the planning definition; 4 undetermined households that may meet the planning definition; and no households that did not meet the planning definition.
- 7.37 The GTAA identifies a need for **25 plots for households that met the planning definition**. This is made up of 13 concealed or doubled-up households or single adults; 5 teenagers in need of a plot of their own in the next 5 years; and 7 from new household formation, using a rate of 1.20% derived from the household demographics.

Figure 10 – Need for Travelling Showpeople households in North West Leicestershire that met the Planning Definition (2022-40)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Available supply from vacant public and private plots	0
Available supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0

¹⁴ Based on over 5,000 interviews completed by ORS across England.

¹⁵ See Paragraph 3.34 for details.

Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	13
Movement from bricks and mortar	0
Total Current Need	13
Future Need	
5 year need from teenage children	5
Households on yards with temporary planning permission	0
In-migration	0
New household formation	7
<i>(Household base 34 and formation rate 1.20%)</i>	
Total Future Needs	12
Net Plot Need = (Current and Future Need – Total Supply)	25

Figure 11 – Need for Travelling Showpeople households in North West Leicestershire that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2037-40	
Need (plots)	18	2	3	2	25

- 7.38 The GTAA identifies a need for **up to 1 plot** for undetermined households. This is made up of 1 from new household formation derived from the household demographics.

Transit Requirements

- 7.39 It is acknowledged that it is difficult to robustly determine the need for transit provision through individual GTAA studies as transit requirements are more of a regional, if not a national issue, that need to be addressed in a more strategic manner. In addition, changes to the PPTS in 2015 are seen by many organisations that represent the Travelling Community as a catalyst that will potentially increase the number of households seeking to travel and be in need of transit provision.
- 7.40 When determining the potential need for transit provision the assessment has looked at the outcomes from the 2017 GTAA for Leicester City and Leicestershire; data from the DLUHC Traveller Caravan Count; the outcomes of the stakeholder interviews; and records on numbers of unauthorised encampments.

2017 GTAA

- 7.41 The previous GTAA for Leicester City and Leicestershire (which included North West Leicestershire) was published in 2017. The GTAA recommended that, based on a combination of a review of the outcomes of previous GTAA, Traveller Caravan Count Data and local intelligence from stakeholders, there was a need for a minimum of 36 caravan spaces (or managed equivalent) spread over 2-3 sites in Leicestershire (excluding Leicester City). This was founded on a conclusion that levels of unauthorised encampments were sustained based on current and historic data; a recalculation of caravan spaces requirements from the 2013 GTAA; and evidence

that over 90% of recorded encampments in the area between 2009 and 2016 comprised 12 or less caravans.

- 7.42 The 2017 GTAA also recommended that a review should be completed of potential sites that could be deliverable in the short-term. The data suggested that the need is greatest in the north west of Leicestershire and that transit provision should be prioritised in this location. It is understood that this review has not yet been completed.

DLUHC Traveller Caravan Count

- 7.43 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) 'snapshot in time' conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.44 Data from the Traveller Caravan Count shows that there have been very low numbers of unauthorised caravans recorded in the study area in recent years (other than those on the 3 unauthorised sites).

Stakeholder Interviews and Local Data

- 7.45 The interviews with representatives from MATU confirmed that the Leicestershire-wide review of transit provision has commenced but that no suitable land has yet been identified to develop any transit sites.
- 7.46 MATU also confirmed that there are on average between 120 – 160 encampments recorded across Leicestershire, and that there are more in North West Leicestershire than in any other district.
- 7.47 MATU are strongly of the view that there is a need for permanent transit provision across Leicestershire, but also that negotiated stopping is an alternative approach that is also being followed at present through existing toleration policies that were introduced in 2000.
- 7.48 MATU data recorded 80 encampments in North West Leicestershire over the past 3 years from 2019 – 2021. As of May 2022, there had been 5 encampments recorded¹⁶.

Transit Recommendations

- 7.49 The previous GTAA for Leicester City and Leicestershire (which included North West Leicestershire) was published in 2017. The GTAA recommended that, based on a combination of a review of the outcomes of previous GTAA, Traveller Caravan Count Data and local intelligence

¹⁶ The 80 encampments occurred as follows: 2019 = 40; 2020 = 20; 2021 = 20.

from the Leicester & Leicestershire Multi Agency Traveller Unit (MATU) and other stakeholders, there was a need for a minimum of 36 caravan spaces (or managed equivalent) spread over 2-3 sites in Leicestershire (excluding Leicester City). This was founded on a conclusion that levels of unauthorised encampments were sustained based on current and historic data; a recalculation of caravan spaces requirements from the 2013 GTAA; and evidence that over 90% of recorded encampments in the area between 2009 and 2016 comprised 12 or less caravans.

- 7.50 The 2017 GTAA also recommended that a review should be completed of potential sites that could be deliverable in the short-term. The data suggested that the need is greatest in the north west of Leicestershire and that transit provision should be prioritised in this location. It is understood that work to identify potential provision of a transit site in North West Leicestershire is underway but has not yet been completed.
- 7.51 The 2022 GTAA has reviewed the need for transit provision and has reviewed more up-to-date information that has been provided since the 2017 GTAA was completed. It has concluded that the outcomes of the recommendations made in 2017 still stand.
- 7.52 It is also recommended that a review of the evidence base relating to unauthorised encampments should be completed on a Leicestershire-wide basis. This will establish whether there is a need for investment in any transit provision or emergency stopping places, potential locations to provide transit provision, or whether a managed approach is preferable.
- 7.53 When this review is completed, the situation relating to levels of unauthorised encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information should be collected as part of a Welfare Assessment (or similar).
- 7.54 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 7.55 The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- 7.56 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

8. Conclusions

8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

8.2 In summary there is a need for:

- » 39 pitches in North West Leicestershire over the GTAA period to 2040 for Gypsy and Traveller households that met the planning definition.
- » Up to 2 pitches for undetermined Gypsy and Traveller households that may meet the planning definition.
- » 6 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.3 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

8.4 It is recommended that need for households that met the PPTS planning definition is addressed through consideration of intensification or expansion of existing sites and pitches, and/or through consideration of identifying new sites to meet identified need.

8.5 The Council will also need to carefully consider how to address any needs from households seeking to move to North West Leicestershire (in-migration), or from any households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

8.6 Regarding need from households that did not meet the planning definition, in general terms, it is the Government's intention that any need for households who do not fall within the PPTS planning definition should be met as part of general housing need, and through separate Local Plan Policies.

8.7 It is recognised that the Council is in the process of preparing a new Local Plan that sets out overall housing need. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies and Travellers. Whilst the findings in this report are aggregated totals for the whole of North West Leicestershire due to data protection issues, the Council have more detailed data to support the preparation on the new Local Plan.

Travelling Showpeople

- 8.8 In summary there is a need for:
- » 25 plots in North West Leicestershire over the GTAA period to 2040 for Travelling Showpeople households that met the planning definition.
 - » 1 plots for undetermined Travelling Showpeople households that may meet the planning definition.
 - » No plots for Travelling Showpeople households who did not meet the planning definition.

Transit Provision

- 8.9 The 2022 GTAA has reviewed the need for transit provision and has reviewed more up-to-date information that has been provided since the 2017 GTAA was completed. It has concluded that the outcomes of the recommendations made in 2017 still stand.
- 8.10 It is also recommended that a review of the evidence base relating to unauthorised encampments should be completed on a Leicestershire-wide basis. This will establish whether there is a need for investment in any transit provision or emergency stopping places, potential locations to provide transit provision, or whether a managed approach is preferable.
- 8.11 When this review is completed, the situation relating to levels of unauthorised encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information should be collected as part of a Welfare Assessment (or similar).
- 8.12 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.

Summary of Need to be Addressed – Gypsies and Travellers

- 8.13 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the Council’s Housing Need Assessment (HNA) process and through separate Local Plan Policies.
- 8.14 Total need from Gypsy and Traveller households that met the planning definition, from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 47 pitches.
- 8.15 The tables below break total need down by:
- » The number that met the planning definition;
 - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies

and Travellers that meet the planning definition) of need from undetermined households and 88% (the locally derived proportion that met the planning definition);

- » The number that did not meet the planning definition; and
- » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 12% (the locally derived proportion that did not meet the planning definition);

8.16 Need from households that meet or are likely to meet the planning definition will need to be addressed through Gypsy and Traveller Local Plan Policy through a combination of site allocations and through a Criteria-Based Policy.

8.17 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 12 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	39	-	39
30% Undetermined Need	1	-	1
Do Not Meet Planning Definition	-	6	6
70% Undetermined Need	-	1	1
TOTAL	40	7	47

Figure 13 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – NW Leicestershire %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	39	-	39
88% Undetermined Need	2	-	2
Do Not Meet Planning Definition	-	6	6
12% Undetermined Need	-	0	0
TOTAL	41	6	47

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Appendix A: Glossary of Terms / Acronyms used

Amenity block	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement of households into a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
Out-migration	Movement from one region or community in order to settle in another.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Tolerated site/yard	Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.
Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.

Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site.
Yard	A name often used by Travelling Showpeople to refer to a site.

GTAA	Gypsy and Traveller Accommodation Assessment
LPA	Local Planning Authority
DLUHC	Department of Levelling Up, Housing and Communities
MATU	Multi Agency Traveller Unit
NPPF	National Planning Policy Framework
ORS	Opinion Research Services
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
TSP	Travelling Showpeople

Appendix B: Undetermined Households

Figure 14 - Need for undetermined Gypsy and Traveller households in North West Leicestershire (2022-40)

Gypsies and Travellers – Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation	2
<i>(Household base 7 and formation rate 1.50%)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	2

Figure 15 – Need for undetermined Gypsy and Traveller households in North West Leicestershire by 5-year periods

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2037-40	
	1	0	1	0	2

Figure 16 - Need for undetermined Travelling Showpeople households in North West Leicestershire (2022-40)

Travelling Showpeople – Undetermined	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration/Roadside	0
New household formation	1
<i>(Household base 4 and formation rate 1.50%)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	1

Figure 17 – Need for undetermined Travelling Showpeople households in North West Leicestershire by year periods

Years	0-5	6-10	11-15	16-09	Total
	2022-26	2027-31	2032-36	2037-40	
	0	1	0	0	1

Appendix C: Households that did not meet the Planning Definition

Figure 18 - Need for Gypsy and Traveller households in North West Leicestershire that did not meet the Planning Definition (2022-40)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	4
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	4
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation	2
<i>(Formation from demographics)</i>	
Total Future Needs	2
Net Pitch Need = (Current and Future Need – Total Supply)	6

Figure 19 – Need for Gypsy and Traveller households in North West Leicestershire that did not meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2037-40	
	4	2	0	0	6

Figure 20 - Need for Travelling Showpeople households in North West Leicestershire that did not meet the planning definition (2022-40)

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople not meeting planning definition)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 21 – Need for Travelling Showpeople households in North West Leicestershire that did not meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-19	Total
	2022-26	2027-31	2032-36	2037-40	
	0	0	0	0	0

Appendix D: Site and Yard List (March 2022)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Station Yard, Hemington	1	-
Private Sites with Permanent Permission		
46 Bardon Road, Coalville	2	-
95 Ravenstone Road	3	-
Altons Nook, Coalville	4	-
Land to North of Old Ashby Road, Sinope	6	-
The Ashes, Coalville	1	-
Toons Scrap Yard, Coalville	1	-
Whitney Park, Moira, Swadlincote	12	-
Tolerated Sites-Long-term without Planning Permission		
Ashby Road, Coalville	-	1
Dorans, 36 Brooks Lane, Whitwick	-	1
The Chalet, Swannington	-	1
Unauthorised Developments		
Aylesbury Gardens, Swepstone	-	6
Midsummer Stables, Hemington	-	8
White Gate Stables, Coleorton Lane, Packington	-	12
TOTAL PITCHES	30	29
Travelling Showpeople Yards - Authorised		
Fair Oak, Burton Road, Swadlincote	9	-
Hemington Park Showmans Site, Hemington	7	-
Kelham Bridge Farm, Ravenstone	4	-
The Haven, Coalville	3	-
Travelling Showpeople Yards - Tolerated		
Brook Lane, Coalville	-	1
Railway Terrace, Swannington	-	8
White Gates Farm, Ravenstone	-	4
TOTAL PLOTS	23	13
TOTAL	53	42

Appendix E: Household Interview Questions

GTAA Questionnaire 2019



INTERVIEWER: Good Morning/afternoon/evening. My name is < > from Opinion Research Services, working on behalf of XXXX Council.

The Council are undertaking a study of Gypsy, Traveller and Travelling Showpeople accommodation needs assessment in this area. This is needed to make sure that accommodation needs are properly assessed and to get a better understanding of the needs of the Travelling Community.

The Council need to try and speak with every Gypsy, Traveller and Travelling Showpeople household in the area to make sure that the assessment of need is accurate.

Your household will not be identified and all the information collected will be anonymous and will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households.

ORS is registered under the Data Protection Act 1998. Your responses will be stored and processed electronically and securely. This paper form will be securely destroyed after processing. Your household will not be identified to the council and only anonymous data and results will be submitted, though verbatim comments may be reported in full, and the data from this survey will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s):
INTERVIEWER please write in

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation: *INTERVIEWER please cross one box only*

Council	Private rented	Private owned	Unauthorised	Bricks and Mortar
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New Traveller	English Traveller	Welsh Gypsy	Non-Traveller
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)			

A8 Number of units on the pitch:
INTERVIEWER please write in

Mobile homes	Touring Caravans	Day Rooms	Other (please specify)
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

A9 Is this site your main place of residence? If not where is it?
INTERVIEWER: Please cross one box only

Yes No

A10 How long have you lived here? If you have moved in the past 5 years, where did you move from? *INTERVIEWER: Please write in below*

Years	Months	If you have moved in the past 5 years, where did you move from? Include ALL moves
-------	--------	---

A11 Did you live here out of your own choice or because there was no other option? If there was no other option, why? *INTERVIEWER: Please cross one box only*

Choice No option

A12 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)
INTERVIEWER: Please cross one box only

Yes No

A13 How many separate families or unmarried adults live on this pitch?
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

B Demographics

B1 Demographics — Household 1 *INTERVIEWER: Please write-in*

Person 1		Person 2		Person 3	
Sex	Age	Sex	Age	Sex	Age

Complete additional forms for each household on pitch *INTERVIEWER: Please write-in*

Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age

C Accommodation Needs

C1 How many families or unmarried adults living on this pitch are in need of a pitch of their own in the next 5 years? *INTERVIEWER: Please cross one box only*

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

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C2 How many of your children will need a home of their own in the next 5 years? If they live here now, will they want to stay on this site? If not, where would they wish to move? (e.g. other site, in bricks and mortar etc.) If they do not live on this site, where do they currently live and would they want to move on to this site or another local site if they could get a pitch? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

D **Waiting List**

D1 Is anyone living here on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

Yes —————> Continue to D2
 No —————> Go to D4

D2 How many people living here are on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other *(Please specify)*

Details (Please specify)

D3 How long have they been on the waiting list? *INTERVIEWER: Please cross one box only*

0-3 months 3-6 months 6-12 months 1-2 years 2+ years

Other *(Please specify)*

Details (Please specify)

D4 If they are not on the waiting list, do any of the people living here want to be on the waiting list? (INTERVIEWER if they do - please take their contact details) *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

No Other *(Please specify)*

Details (Please specify) and take contact details)

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E		Future Accommodation Needs										
E1	Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i> Yes <input type="checkbox"/> <i>If yes</i> → Continue to E2 No <input type="checkbox"/> <i>If no</i> → Go to E5											
	If so, why? (please specify)											
E2	Where would you move to? <i>INTERVIEWER: Please cross one box only</i> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center; width: 20%; padding: 5px;"> Another site in this area <i>(specify where)</i> </td> <td style="text-align: center; width: 20%; padding: 5px;"> A site in another council area <i>(specify where)</i> </td> <td style="text-align: center; width: 20%; padding: 5px;"> Bricks and mortar in this area <i>(specify where)</i> </td> <td style="text-align: center; width: 20%; padding: 5px;"> Bricks and mortar in another council area <i>(specify where)</i> </td> <td style="text-align: center; width: 20%; padding: 5px;"> Other (e.g. land they own elsewhere) <i>(Please specify)</i> </td> </tr> <tr> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> <td style="text-align: center;"><input type="checkbox"/></td> </tr> </table> <div style="border: 1px solid black; padding: 10px; margin-top: 10px; text-align: center;"> Please specify where they would move to If they own land elsewhere - probe for details </div>		Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>								
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>								
E3	If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center; width: 33%; padding: 5px;"> Private buy <input type="checkbox"/> </td> <td style="text-align: center; width: 33%; padding: 5px;"> Private rent <input type="checkbox"/> </td> <td style="text-align: center; width: 33%; padding: 5px;"> Public rent <input type="checkbox"/> </td> </tr> </table>		Private buy <input type="checkbox"/>	Private rent <input type="checkbox"/>	Public rent <input type="checkbox"/>							
Private buy <input type="checkbox"/>	Private rent <input type="checkbox"/>	Public rent <input type="checkbox"/>										
E4	Can you afford to buy a private pitch or site? <i>INTERVIEWER: Please cross one box only</i> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center; width: 50%; padding: 5px;"> Yes <input type="checkbox"/> </td> <td style="text-align: center; width: 50%; padding: 5px;"> No <input type="checkbox"/> </td> </tr> </table>		Yes <input type="checkbox"/>	No <input type="checkbox"/>								
Yes <input type="checkbox"/>	No <input type="checkbox"/>											
E5	Are you aware of, or do you own any land that could have potential for new pitches? <i>INTERVIEWER: Please cross one box only</i> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center; width: 50%; padding: 5px;"> Yes <input type="checkbox"/> </td> <td style="text-align: center; width: 50%; padding: 5px;"> No <input type="checkbox"/> </td> </tr> </table> <div style="border: 1px solid black; padding: 10px; margin-top: 10px; text-align: center;"> Please ask for details on where land/site is located and who owns the land/site? </div>		Yes <input type="checkbox"/>	No <input type="checkbox"/>								
Yes <input type="checkbox"/>	No <input type="checkbox"/>											

F	Travelling
F1	<p>How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> 0 <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5+ </p> <p style="text-align: center;"> ↓ Go to F6a } Continue to F2 </p>
F2	<p>If you or members of your family have travelled in the last 12 months, which family members travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All the family Adult males Other If other, please specify </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p>
F3	<p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details / specify if necessary. If fairs—probe for whether this involves work</p>
F4	<p>At what time of year do you or family members usually travel? And for how long? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All year Summer Winter </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">And for how long?</p>
F5	<p>Where do you or family members usually stay when they are travelling? <i>INTERVIEWER: Please cross all boxes that apply</i></p> <p style="text-align: center;"> LA transit sites Private transit sites Roadside Friends/family Other If other, please specify </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">INTERVIEWER: Ask F6a — F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9</p>
F6a	<p>Are there any reasons why you don't you travel at the moment?</p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details</p>
F6b	<p>Have you or family members ever travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> Yes <input type="checkbox"/> —————> Continue to F7 No <input type="checkbox"/> —————> Go to F9 </p>
F7a	<p>When did you or family members last travel? <i>INTERVIEWER: Please write in</i></p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details</p>
F7b	<p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details / specify if necessary. If fairs—probe for whether this involves work</p>

F8 Why do you not travel anymore? *INTERVIEWER: Cross all boxes that apply & probe for details*

Children in school	Ill health	Old age	Settled now	Nowhere to stop	No work opportunities	Other
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If other, please specify

Details about children in school, types of ill health, or looking after relative with poor health, and specific problems/issues relating to old age

F9 Do you or other family members plan to travel in the future?
INTERVIEWER: Please cross one box only

Yes	<input type="checkbox"/>	→	Continue to F10
No	<input type="checkbox"/>	→	Go to G1
Don't know	<input type="checkbox"/>	→	Go to G1

F10 When, and for what purpose do you/they plan to travel?

Details

F11 Is there anything else you would like to tell us about your travelling patterns?

Details

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G Any other information	
G1	Any other information about this site or your accommodation needs? INTERVIEWER: <i>Please write in</i>
	<p>Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)</p>
G2	Site/Pitch plan? Any concerns? INTERVIEWER: Please sketch & write in
	<p>Sketch of Site/Pitch — any concerns?</p> <p>Are any adaptations needed?</p> <p>Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently</p>

H Bricks & Mortar Contacts	
H1	Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i>
<div style="border: 1px solid black; height: 150px; width: 100%; display: flex; align-items: center; justify-content: center;">Details</div>	
Council contact?	
<p>Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?</p> <p><i>INTERVIEWER: Please cross one box only</i></p>	
Yes	No
<input type="checkbox"/>	<input type="checkbox"/>
<p>INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.</p>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
Interview log	
<p><i>INTERVIEWER: Please record the date and time that the interview was carried out</i></p>	
Date.....	<input type="text"/>
Time of interview.....	<input type="text"/>

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Appendix F: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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Any press release or publication of this research requires the advance approval of ORS. Such approval will only be refused on the grounds of inaccuracy or misrepresentation.

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Household Growth Rates

Abstract and Conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.
2. This analysis was produced as a separate document in 2013 and then updated in 2015 (www.opinionresearch.co.uk/formation2015) in light of comments from academics, planning agents and local authorities. The 2015 document was complex because there was still serious dispute as to the level of demographic growth for Gypsies and Travellers in 2015. However, ORS now consider these disputes have largely been resolved at Planning Appeals and Local Plan Examinations, so we consider that much of the supporting evidence is now no longer required to be in the document.
3. This current document represents a shortened re-statement to our findings in 2015 to allow for easier comprehension of the issues involved. It contains no new research and if reader wishes to see further details of the supporting information, they should review the more detailed 2015 report.

Introduction

4. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities' future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors.

Modelling Population and Household Growth Rates

5. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths, in-/out-migration and household dissolution. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for population and household forecasting). To do so, we supplemented the available national statistical sources with data derived from our own surveys.

Migration Effects

6. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents.

Population Profile

7. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. The ethnicity question in the 2011 Census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the Census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.

Table 1 - Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9
Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and Fertility Rates

8. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.
9. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in *'Ethnic identity and inequalities in*

Britain: The dynamics of diversity by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.

10. ORS used our own multiple survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to infer an average of 3 children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census.

Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) *'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative'*, University of Sheffield).
12. Therefore, in our population growth modelling we used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

Modelling Outputs

13. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling, undertaken in PopGroup, projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum. If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, we assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.90% per annum.

Household Growth

14. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.
15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
16. Based on the 2011 Census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS's survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 2 - Age of Head of Household (Source: UK Census of Population 2011)

Age of household representative	Number of households - England	Percentage households - England	Number of households – Gypsy and Traveller	Percentage households – Gypsy and Traveller
Age 24 and under	790,974	3.6%	1,698	8.7%
Age 25 to 34	3,158,258	14.3%	4,232	21.7%
Age 35 to 49	6,563,651	29.7%	6,899	35.5%
Age 50 to 64	5,828,761	26.4%	4,310	22.2%
Age 65 to 74	2,764,474	12.5%	1,473	7.6%
Age 75 to 84	2,097,807	9.5%	682	3.5%
Age 85 and over	859,443	3.9%	164	0.8%
Total	22,063,368	100%	19,458	100%

17. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers

Table 3 - Household Type (Source: UK Census of Population 2011)

Household Type	Number of households - England	Percentage households - England	Number of households – Gypsy and Traveller	Percentage households – Gypsy and Traveller
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no children	5,681,847	25.7%	2345	12.1%
Couple with dependent children	4,266,670	19.3%	3683	18.9%
Couple with non-dependent children	1,342,841	6.1%	822	4.2%
Lone parent: Dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children non-dependent	766,569	3.5%	795	4.1%
Other households	1,765,693	8.0%	2,123	10.9%
Total	22,063,368	100%	19,458	100%

18. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% per annum, to

provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.

20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAAAs that ORS have completed across England and Wales involving over 4,300 household interviews.

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LOCAL PLAN COMMITTEE – 8 DECEMBER 2022

Title of Report	LOCAL PLAN REVIEW – INFRASTRUCTURE DELIVERY PLAN	
Presented by	Ian Nelson Planning Policy and Land Charges Team Manager	
Background Papers	Infrastructure Delivery Plan Part 1: Baseline Infrastructure Capacity Report (attached at Appendix A of this report)	Public Report: Yes
	Report to Local Plan Committee – 12 July 2022 Report to Local Plan Committee – 27 September 2022	Key Decision: Yes
Financial Implications	The cost of the Infrastructure Delivery Plan (Parts 1 and 2) is met from existing budgets. The financial implications of infrastructure provision will be considered as part of reports to future meetings of this committee.	
	Signed off by the Section 151 Officer: Yes	
Legal Implications	Legal implications considered in the preparation of this report	
	Signed off by the Monitoring Officer: Yes	
Staffing and Corporate Implications	None identified	
	Signed off by the Head of Paid Service: Yes	
Purpose of Report	To outline for Members the findings from Part 1 of the Infrastructure Delivery Plan	
Recommendations	THAT LOCAL PLAN COMMITTEE NOTES THE FINDINGS FROM PART 1 OF THE INFRASTRUCTURE DELIVERY PLAN	

1.0 BACKGROUND

- 1.1 This report outlines for members the findings from Part 1 of the Infrastructure Delivery Plan which has been commissioned to support the review of the Local Plan

2.0 CONTEXT

- 2.1 The National Planning Policy Framework (NPPF) requires local planning authorities to prepare a robust and evidence-based Local Plan which seeks to deliver sustainable development. As part of the statutory requirement to produce a Local Plan, national policy places a particular emphasis on local planning authorities to plan for the delivery of various forms of infrastructure required to support future growth.
- 2.2 An Infrastructure Delivery plan (IDP) is an important part of the evidence base required for the Local Plan. Its purpose is to help identify the future infrastructure requirements to support the growth proposed as part of the Local Plan.

2.3 Paragraph 34 of the NPPF highlights the need for plans to identify future infrastructure requirements whilst not undermining development viability and states

:

“Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan.”

2.4 Part 1 of the IDP has now been completed. This is attached at Appendix A of this report. This is a baseline study which seeks to establish the current situation in respect of various types of infrastructure and to highlight in general terms the potential implications arising from growth. Part 2 of the IDP will be undertaken when the Council has identified its preferred development sites. This is not expected to be until summer 2023.

2.5 To ensure that any infrastructure requirements do not undermine development viability, a separate Viability Study has been commissioned. The Viability Study will be undertaken when preferred sites are known and the infrastructure requirements have been established.

3.0 THE INFRASTRUCTURE DELIVERY PLAN

3.1 The Part 1 report considers 28 infrastructure types across six infrastructure themes – transport, education, healthcare and emergency services, green infrastructure, community facilities and utilities.

3.2 The report does not consider the issue of affordable housing which is the subject of separate work.

3.3 The appointed consultants (Arups) undertook a combination of desktop assessment and extensive stakeholder engagement to identify the current performance and level of constraint for each infrastructure type, existing plans for infrastructure improvement and conclusions on the likely further implications for future growth.

3.4 The future growth was based on the options previously agreed by this Committee and which were consulted upon in January 2022; 1,000 and 5,100 new dwellings over and above existing commitments up to 2039. This Committee has subsequently agreed to a slightly longer period to 2040 and also a revised housing requirement. This results in a higher figure (6,681 dwellings) than those assessed as part of the IDP Part 1. These changes will be addressed in IDP Part 2.

3.5 The study contains the following sections:

- Chapter 1 – provides an introduction and overview of the purposes of the study.
- Chapter 2 – provides a national and local policy context
- Chapter 3 – outlines the methodology used to assess infrastructure capacity and related issues
- Chapter 4 – sets out the conclusions by infrastructure type
- Chapter 5 – sets out conclusions by settlement hierarchy

3.6 A copy of the report can be viewed from this link [to be added in]

4.0 SUMMARY OF FINDINGS BY INFRASTRUCTURE TYPE

4.1 The IDP has not identified any infrastructure types for which stakeholders have indicated a fundamental inability to deliver either growth option over the plan period. There are also no specific settlements whose ability to grow is fundamentally constrained by infrastructure capacity at the present time.

4.2 Notwithstanding the above, there are nine infrastructure types where significant implications for further growth have been identified. These are summarised below along with officer's comments.

- 4.3 **Highways, active travel and bus services** – parts of the District’s highway network remains constrained and is likely to require further mitigation to ensure that new growth does not lead to unacceptable levels of congestion. There will be a need to secure modal shift through greater use of active travel and bus services. This will require development to be directed to the most sustainable locations in the District where active travel and bus networks already exist and can be further improved.

Comment

Transport modelling will be commissioned to understand these issues in more detail when preferred site allocations are known. The Council’s preferred development strategy, previously agreed by this Committee, seeks to achieve a sustainable pattern of development, with the vast majority of growth directed towards the larger, more sustainable settlements where public transport provision tends to be better.

- 4.4 **Rail services** – North West Leicestershire is the largest local authority area (by population) on the UK mainland without any form of passenger rail service within it. Proposals are gradually advancing to reopen the Ivanhoe Line through Coalville, Ashby-de-la-Zouch and Moira, which would make a significant further contribution to modal shift. The report suggests that Local Plan should support this reopening in conjunction with Leicestershire County Council and Network Rail. Depending on the progress of the reopening proposals between now and the publication of the Regulation 19 Local Plan, it may also be beneficial for new development to be directed to locations where it would benefit from direct access to new rail services.

Comment

The Council is working with Network Rail and the Campaign for Reopening the Ivanhoe Line (CRIL) who have been successful in securing government funding to develop a Business Case for the reopening of the line.

- 4.5 **Primary schools** – Many of the District’s existing primary schools are forecast to reach capacity within five years, with limited scope for expansion. Particularly under Growth Option 2 (i.e. 5,100 dwellings), new development is, therefore, likely to require the provision of several new primary schools.
- 4.6 **Secondary schools** – All of the District’s existing secondary schools are forecast to reach capacity within five years. Whilst there may be some limited scope for expansion, under Growth Option 2 (i.e. 5,100 dwellings) it is anticipated that the provision of up to two new secondary schools may be necessary across the District.
- 4.7 **Primary healthcare** – Discussions with stakeholders have indicated that all of the District’s existing GP surgeries are constrained. A general lack of primary healthcare capacity is also a major contributor to constraints within local hospitals. Development is likely to necessitate the provision of expanded surgeries, relocated (and expanded) surgeries, and/or the provision of entirely new branch surgeries to serve areas of growth.
- 4.8 **Electricity supply** – Efforts to support a transition to a lower-carbon future, such as electric heating and electric vehicles, are forecast to have significant adverse implications for electricity demand. This means that new development could require very significant levels of investment in electricity infrastructure, with the potential to render development unviable (or reduce its ability to contribute to the cost of other forms of infrastructure). The Local Plan should, therefore, seek to maximise the provision of on-site energy generation in new development, such as ground source heat pumps and solar photovoltaic panels.
- 4.9 **Sewerage** – Development under Growth Option 2 (i.e. 5,100 dwellings) is likely to require expansion of some of the District’s wastewater treatment works, as well as the relocation of Castle Donington Wastewater Treatment Works given constraints to expansion on its current site.

Comment

The provision of new or expanded schools, healthcare provision, electricity supply and sewerage are matters which will need to be considered when looking at potential housing and employment allocations and also policies to secure the provision of new infrastructure.

The potential impact upon the viability of development arising from the various types of infrastructure is a concern, particularly in the current economic climate where the cost of building materials and construction generally are rising sharply and so adding to viability issues. Balancing the need for new infrastructure with the need for new development will require careful consideration.

In respect of electricity supply, the analysis is based on an assessment from Western Power which assumes electricity usage per dwelling of 18kw, a tenfold increase from current levels. The report suggests that 15kw may be a more realistic assumption. This would have the effect of reducing the total demand from 237mW under the Growth 2 scenario (i.e. 5,100 dwellings) to 198mW.

- 4.10 The report notes that work in respect of various aspects of recreation provision has yet to be completed, but it is not anticipated that it will have any significant implications for future growth.

5.0 SUMMARY OF FINDINGS BY SETTLEMENTS

- 5.1 Within Chapter 5 the report sets out specific settlement-level infrastructure requirements under the different infrastructure types referred to above, based on the amount of development in the two growth options that have been considered. This includes the consideration of infrastructure requirements for the potential new settlement at Isley Walton, which forms part of Growth Option 2 (i.e. 5,100 dwellings).
- 5.2 Of particular note, in respect of existing settlements, are the following under the Growth Option 2.

Coalville

Opportunities to boost both active travel and public transport options need to be explored. The latter includes a potential contribution to the reopening of the Ivanhoe Line.

A new primary school is required. There is a possible requirement for a new secondary school to serve Coalville, Ashby de la Zouch, Ibstock and Measham.

Ashby de la Zouch

There is a possible need to expand the recently constructed GP surgery on Burton Road.

There is a possible requirement for a new secondary school to serve Coalville, Ashby de la Zouch, Ibstock and Measham.

Castle Donington

Additional demand for primary and secondary school together with primary healthcare could potentially be met as part of new settlement at Isley Walton.

The development at Kegworth and the new settlement at Isley Walton, could result in the need for a new 132kV grid connection at Ratcliffe Power Station, a 33kV bulk supply substation and an 11kV primary substation.

There will be a need to relocate and expand Castle Donington Wastewater Treatment Works.

Ibstock

Comments from Leicestershire County Council indicate that both of Ibstock's existing schools will be at capacity by 2026 and are both unable to expand. As it is not appropriate for primary-age children to travel between towns to go to school, there is no acceptable way to meet the pupil yield from this growth option unless a larger quantum of development is proposed that would allow the viable provision of a new school.

There is a possible requirement for new secondary school to serve Coalville, Ashby de la Zouch, Ibstock and Measham.

Kegworth

In conjunction development at Castle Donington and the new settlement at Isley Walton could result in the need for a new 132kV grid connection at Ratcliffe Power Station, a 33kV bulk supply substation and an 11kV primary substation.

Measham

Comments from Leicestershire County Council indicate that both of Measham's existing schools will be at capacity by 2026 and are both unable to expand. As it is not appropriate for primary-age children to travel between towns to go to school, there is no acceptable way to meet the pupil yield from this growth option unless a larger quantum of development is proposed that would allow the viable provision of a new school.

There is a possible requirement for new secondary school to serve Coalville, Ashby de la Zouch, Ibstock and Measham.

5.3 In respect of the potential new settlement at Isley Walton, the following are identified:

- Highways – having regard to other developments in the locality, congestion could be subject to a significant level of increase without appropriate mitigation.
- Active travel – Development would provide options to develop the network of active travel routes (i.e. cycling and walking) between Castle Donington, Kegworth, the East Midlands Gateway and East Midlands Airport, partly mitigating potential impacts on the highway network.
- Bus services – Development should be supported by the provision of new bus routes and/or the diversion of existing routes into and through the site.
- Rail services – The new settlement will not be served by rail. However, it should be ensured that at least one of the bus services from the new settlement provides access to a railway station – likely to be Long Eaton, East Midlands Parkway or Loughborough.
- Primary schools – The quantum of development proposed would generate pupil demand for around 2.5 additional forms of entry within the plan period and 6.8 forms of entry in total. To ensure sustainable patterns of movement for children, this demand would need to be met on site. It should be ensured that this school is open from the occupation of the first homes on the site to ensure that pupils do not need to make unsustainable journeys to school in Castle Donington or elsewhere.
- Secondary schools – Given the eventual scale of development, a new secondary school should also be provided on the site. Subject to confirmation by LCC it is considered that this should take the form of an 8.0 Form Entry school, allowing a small amount of capacity for further growth in the future. This could also absorb the pupil yield from growth option 2 in Castle Donington and Kegworth if required.
- Primary healthcare – The quantum of development proposed would generate sufficient patients to justify the establishment of new surgery premises. Given the relative difficulty for the Leicester, Leicestershire and Rutland Integrated Care Board (ICB) of developing and procuring an entirely new surgery, it is understood that for organisational purposes this is likely to need to be a branch surgery linked to an existing local practice.

- Green infrastructure – The provision of on-site green infrastructure will be crucial in the creation of a healthy and sustainable new community. This should include open space and playing fields in line with Fields in Trust standards as a minimum.
- Community facilities – The provision of a community centre on site will be crucial to create a cohesive, sustainable community. This should be planned as a multi-use facility to maximise its viability and usefulness, providing scope for it to provide some library facilities, early years provision and to be used as a place of worship. The ongoing cost of such a facility is something which will need to be considered, together with who would be responsible for managing it.
- Electricity supply – In combination with existing commitments and development proposed in Castle Donington and Kegworth, the quantum of development proposed could result in the need for a new 132kV grid connection at Ratcliffe Power Station, a 33kV bulk supply substation and an 11kV primary substation.
- Sewerage – The quantum of development proposed would result in the need to relocate and expand Castle Donington Wastewater Treatment Works.

6.0 NEXT STEPS

- 6.1 As noted previously, Part 2 of the IDP will be undertaken when the Council has identified its preferred development sites, expected to be summer 2023. This will look in detail at the likely cost of infrastructure and also how the required infrastructure could be phased. This in itself will then help to inform the Viability Study which is required to demonstrate that an local plan requirements will not undermine deliverability of the plan.
- 6.2 In the meantime, the findings from the IDP will be used by officers as part of ongoing work to identify preferred site allocations.

Policies and other considerations, as appropriate	
Council Priorities:	Our communities are safe, healthy and connected Developing a clean and green district
Policy Considerations:	None
Safeguarding:	No issues identified
Equalities/Diversity:	An Equalities Impact Assessment of the Local Plan review will be undertaken as part of the Sustainability Appraisal.
Customer Impact:	No issues identified
Economic and Social Impact:	The provision of new infrastructure will support existing and new communities to ensure that residents have access to services and facilities. It will also assist with securing economic growth.
Environment and Climate Change:	New infrastructure such as open spaces, active travel and sport and recreation facilities will support the creation of an attractive environment and also help to address climate change related matters.
Consultation/Community Engagement:	The preparation of the IDP has been the subject of consultation with various key infrastructure stakeholders. This will continue into Part 2 of the IDP.
Risks:	A risk assessment of the review has been undertaken and is reviewed at the officer Project Board meetings.
Officer Contact	Ian Nelson Planning Policy and Land Charges Team Manager 01530 454677 ian.nelson@nwleicestershire.gov.uk

APPENDIX A

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North West Leicestershire District Council
Infrastructure Delivery Plan

Part 1: Baseline Infrastructure Capacity Report

Final
2.0 | September 2022

This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 286149-00

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Executive Summary

This Baseline Infrastructure Capacity Report is the first of two parts of a new Infrastructure Delivery Plan for North West Leicestershire. It has been prepared in the context of the Council's ongoing review of its Local Plan. It is intended to support the overall spatial strategy and selection of sites for inclusion in the Local Plan by setting out the baseline context of infrastructure provision across the District as a whole, and in individual settlements.

This Part 1 report considers 28 infrastructure types across six infrastructure themes – transport, education, healthcare and emergency services, green infrastructure, community facilities and utilities. Through a combination of desktop assessment and extensive stakeholder engagement we have sought to set out the current performance and level of constraint for each infrastructure type, existing plans for infrastructure improvement, and conclusions on the likely further implications for future growth. This has been done based on two notional growth scenarios being considered as part of the Local Plan review – 1,000 and 5,100 new dwellings over and above existing commitments. This growth is over the period to 2039, although the Council has subsequently agreed to a slightly longer period to 2040. This change in the plan period will be addressed in IDP Part 2.

There are no infrastructure types for which our discussions with stakeholders have indicated a fundamental inability to deliver either growth option over the plan period. There are also no specific settlements whose ability to grow is fundamentally constrained by infrastructure capacity at the present time. There are nevertheless nine infrastructure types where we have identified significant implications for further growth, where careful consideration will be required to ensure that sustainable development can be achieved:

- **Highways, active travel and bus services** – Despite incremental historic capacity expansions, parts of the District's highway network remain constrained and are likely to require further mitigation to ensure that new growth does not lead to unacceptable levels of congestion. Transport modelling will be commissioned to understand these issues in more detail. Leicestershire County Council's transport strategy recognises that it is neither sustainable nor desirable to continue to induce demand with a highway-led approach to serving new development, with a need to therefore achieve modal shift through greater use of active travel and bus services. This will require development to be directed to the most sustainable locations in the District where active travel and bus networks already exist, and can be further improved.
- **Rail services** – North West Leicestershire is the largest local authority area (by population) on the UK mainland without any form of passenger rail service within it. Proposals are gradually advancing to reopen the Ivanhoe Line through Coalville, Ashby-de-la-Zouch and Moira, which would make a significant further contribution to modal shift. The Local Plan should support this reopening in conjunction with Leicestershire County Council and Network Rail. Depending on the progress of the reopening proposals between now and the publication of the Regulation 19 Local Plan, it may also be beneficial for new development to be directed to locations where it would benefit from direct access to new rail services.
- **Primary schools** – Many of the District's existing primary schools are forecast to reach capacity within five years, with limited scope for expansion. Particularly under Growth Option 2, new development is therefore likely to require the provision of several new primary schools.
- **Secondary schools** – All of the District's existing secondary schools are forecast to reach capacity within five years. Whilst there may be some limited scope for expansion, under Growth Option 2 it is anticipated that the provision of up to two new secondary schools may be necessary across the District.

- **Primary healthcare** – Discussions with stakeholders have indicated that all of the District’s existing GP surgeries are constrained. A general lack of primary healthcare capacity is also a major contributor to constraints within local hospitals. Development is likely to necessitate the provision of expanded surgeries, relocated (and expanded) surgeries, and/or the provision of entirely new branch surgeries to serve areas of growth.
- **Electricity supply** – Efforts to support a transition to a lower-carbon future, such as electric heating and electric vehicles, are forecast to have significant adverse implications for electricity demand. This means that new development could require very significant levels of investment in electricity infrastructure, with the potential to render development unviable (or reduce its ability to contribute to the cost of other forms of infrastructure). The Local Plan should therefore seek to maximise the provision of on-site energy generation in new development, such as ground source heat pumps and solar photovoltaic panels.
- **Sewerage** – Development under Growth Option 2 is likely to require expansion of some of the District’s wastewater treatment works, as well as the relocation of Castle Donington Wastewater Treatment Works given constraints to expansion on its current site.

It should also be noted that up-to-date evidence around the District’s provision of open space and playing pitches does not currently exist. Whilst there are not anticipated to be any significant implications for future growth resulting from these infrastructure types, this cannot conclusively be established in the absence of such evidence. Evidence on playing pitch provision is currently being produced by the Council, but it is understood that updated open space evidence has not yet been commissioned. It is recommended that this is done, to ensure that proposals for individual development sites can respond to local needs.

Within Chapter 5 the report sets out specific settlement-level infrastructure requirements, based on the amount of development in the two growth options that have been considered. This includes the consideration of infrastructure requirements for the potential new settlement at Isley Walton, which forms part of Growth Option 2. Our analysis establishes some potential challenges around the delivery of school and primary healthcare capacity in cases where there would be sufficient development to overload existing infrastructure that is already constrained, but not enough development to justify and fund the viable expansion of that infrastructure. Whilst it is recognised that the two growth options are notional, these conclusions should inform the selection of preferred sites for the Local Plan.

Once preferred sites have been selected, Part 2 of the IDP will be produced. That will complement this Part 1 baseline document, setting out more precise infrastructure requirements based upon the actual growth locations and quantum that will come forward. The Part 2 IDP document will also include further detail around infrastructure costs, and recommendations around the prioritisation and funding of different potential infrastructure interventions.

1. Introduction

1.1 Role of the Infrastructure Delivery Plan

North West Leicestershire District Council (referred to throughout as ‘the Council’) has commissioned Ove Arup and Partners Limited (Arup) to undertake an Infrastructure Delivery Plan (IDP) for the North West Leicestershire local authority area.

Infrastructure delivery and funding is complex. Establishing a reliable, concise and flexible IDP is therefore important in ensuring that planning and investment decisions are based on a sound understanding of infrastructure needs, maximising the return to the public. Having an up-to-date IDP in place offers greater certainty to service providers, funders and developers about how infrastructure will be delivered, enabling growth and encouraging investment.

The Council adopted its Local Plan¹ in November 2017, which covers a period up to 2031. Shortly thereafter, the Local Plan was subject to a Partial Review which sought solely to amend Policy S1 and its supporting text, relating to the timescales for the Local Plan’s review. The Local Plan (as amended by this Partial Review)² was adopted on 16th March 2021. The Local Plan recognises the importance of identifying infrastructure to support growth and providing methods for funding and delivery. The preparation of the 2017 Local Plan was supported by an IDP³ undertaken in 2016, which identified a number of infrastructure needs within the District and set out the schemes required to meet these needs.

The Council is currently in the early stages of preparing a Substantive Review of the Local Plan., The Council has agreed that this will cover the period through to 2040, although at the time that work on this study commenced the Council was proposing an end date of 2039. This change in end date will be reflected in IDP Part 2. As part of the Substantive Review, potential housing and employment sites to meet identified development needs will be identified, along with the infrastructure required to support this growth. It is anticipated that the Plan will be published for Regulation 19 Consultation in 2023, ahead of subsequent examination⁴.

The IDP is split into two parts. This Part 1 document has been produced in advance of the Council’s final selection of sites for the Local Plan and provides a district-wide overview of baseline infrastructure capacity. It also provides a general summary of the basis on which different types of future infrastructure investment within the District will be planned, allowing these issues to be considered in the new Local Plan. A Part 2 IDP will be published in due course, supplementing this Part 1 document. The Part 2 IDP will set out the infrastructure implications of the development sites proposed for inclusion in the Local Plan in more detail, alongside further details on infrastructure costings, delivery mechanisms and prioritisation.

The IDP is partly informed by work undertaken by Arup in 2020 to produce a Potential Strategic Sites Infrastructure Study⁵. This covered the Leicestershire International Gateway area around

¹ [North West Leicestershire Local Plan \(2011 - 2031\) \(Adopted November 2017\)](#)

² [North West Leicestershire Local Plan \(as amended by the Partial Review\) \(Adopted March 2021\)](#)

³ [North West Leicestershire Infrastructure Delivery Plan \(Published June 2016\)](#)

⁴ [North West Leicestershire Local Development Scheme 2022 - 2024 \(Published January 2022\)](#)

⁵ [Leicestershire International Gateway: Potential Strategic Sites Infrastructure Study \(Published June 2020\)](#)

Castle Donington in the north of the District and established the infrastructure implications (as they were at that time) of a number of potential development locations within the study area.

Our approach to producing IDPs treats them as ‘live documents’. They provide a snapshot of infrastructure provision in an area at a particular point in time, and whilst we anticipate this document remaining broadly up to date for some time, it will need to be updated as development proposals and other circumstances within the District change. This document could therefore form the basis for further updates as the Local Plan progresses through examination and adoption, and into implementation.

1.2 Document Structure

Whilst this Part 1 Baseline Infrastructure Capacity Report is self-contained to inform the preparation of the Council’s Local Plan, in due course it is intended to be read in combination with the Part 2 Infrastructure Schedule.

- **Chapter 2** sets out the local, regional and national policy context relevant to the production of the IDP;
- **Chapter 3** sets out the scope and methodology of the Infrastructure Delivery Plan (across both Parts 1 and 2, for completeness);
- **Chapter 4** sets out baseline infrastructure provision within North West Leicestershire for each of the infrastructure themes set out in the IDP, and initial conclusions around implications for future growth;
- **Chapter 5** sets out initial conclusions on infrastructure and growth considerations for each of the District’s main settlements.

Annex A then sets out a longlist of potential infrastructure interventions that have been identified throughout the process of preparing the Part 1 IDP. In Part 2 of the IDP, these will be refined into a shortlist of infrastructure interventions linked to actual growth locations.

2 Policy Context

2.1 National Policy Context

2.1.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF)⁶ (2021) states that local planning authorities must prepare a robust and evidence-based Local Plan which seeks to deliver sustainable development. As part of the statutory requirement to produce a Local Plan, national policy places a particular emphasis on local planning authorities to plan for the delivery of various forms of infrastructure required to support future growth.

IDPs are therefore an important part of the evidence base required for local development plans, with the purpose of demonstrating that the infrastructure requirements necessary to support the level of housing and employment growth proposed can be delivered. IDPs also detail the level of funding required, highlight potential funding sources, and also outline foreseeable funding challenges. IDPs are a key tool for local authorities when negotiating developer contributions through Section 106 agreements, or to help evidence the need for charging under the Community Infrastructure Levy (CIL).

Paragraph 16 of the NPPF states that plans should be prepared positively, in a way which is aspirational but deliverable, while contributing to the achievement of sustainable development. Specifically, the NPPF states that both strategic (paragraph 20) and non-strategic (paragraph 28) policies should set out the overall strategy for the pattern, scale and quality of development, and make sufficient provision for infrastructure, including transport and community facilities (such as health and education infrastructure).

Paragraph 34 goes on to highlight the challenges of balancing infrastructure requirements with development viability:

“Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan.”

The NPPF places emphasis on the importance of understanding viability at the plan-making stage (rather than on a case-by-case basis through the determination of planning applications). This allows it to be demonstrated from the outset that planning policies are realistic, and that the ‘costs’ to developers of those policies (such as infrastructure provision and affordable housing) do not render development unviable and unachievable. Paragraph 58 states that:

“Where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage. The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case, including whether the plan and the viability evidence underpinning it is up to date, and any change in site circumstances since the plan was brought into force. All viability assessments, including any undertaken at the plan-making

⁶ [National Planning Policy Framework \(Published 2021\)](#)

stage, should reflect the recommended approach in national planning guidance, including standardised inputs, and should be made publicly available.”

The Council has commissioned a separate viability appraisal of the Local Plan, allowing the costs of required infrastructure to be fully considered.

2.1.2 Planning Practice Guidance

The Planning Practice Guidance (PPG) expands on the policy set out in the NPPF and provides an additional layer of advice in relation to the delivery of infrastructure. Paragraph 059 (reference 61-059-020190315)⁷ explains the role and function of a Local Plan in delivering infrastructure, stating that the Local Plan should identify what infrastructure is required and how it can be funded and brought forward.

At an early stage in the plan making process, discussion with infrastructure and service providers should be undertaken to collaboratively identify infrastructure deficits and requirements, and opportunities for addressing them. In doing so, local planning authorities should:

- Assess the quality and capacity of infrastructure, and its ability to meet forecast demands. Policies should set out how identified deficiencies will be addressed; and
- Take account of strategic infrastructure, including nationally significant infrastructure, within these areas.

The PPG also states that local authorities should ensure that the combined total impact of requests for developer contributions towards infrastructure, and development plan policies more generally, should not threaten the deliverability of the plan.

2.1.3 Infrastructure Funding Statement

The Infrastructure Funding Statement (IFS) is a factual report which summarises the amount of developer contributions obtained, allocated and spent in the previous financial year. The requirement to produce an IFS was introduced by the Community Infrastructure Levy Regulations (2019)⁸ aiming to improve transparency around how developer contributions are spent on infrastructure. IFSs must be updated at least once each year.

In December 2021 North West Leicestershire District Council published its second IFS, covering a period from April 2020 – March 2021⁹. The IFS has three sections:

- Information on Section 106 agreements signed in the reporting year;
- Overview of the financial position at the end of the reporting year;
- Information on the delivery and provision of infrastructure during the reporting year.

North West Leicestershire District Council has not adopted CIL. As a result, contributions from Section 106 agreements between the developer and local authority along with Section 278 agreements with the highway authority are the principal sources of developer contributions. Section

⁷ [National Planning Practice Guidance](#), Paragraph 059 – Reference ID: 61-026-20190315

⁸ [The Community Infrastructure Levy \(Amendment\) \(England\) \(No. 2\) Regulations 2019](#)

⁹ [North West Leicestershire Infrastructure Funding Statement 2020-2021](#)

2.4.2 of this report provides a summary of the developer contributions held, received and spent within the District in 2020/21.

The IFS is updated annually and should be considered alongside the IDP to inform the Local Plan, inform future funding priorities and negotiate developer contributions.

2.1.4 Potential future changes from the Levelling-Up and Regeneration Bill

On 11th May 2022 the Secretary of State for Levelling Up, Housing and Communities introduced the Levelling-Up and Regeneration Bill to Parliament¹⁰. The Bill follows publication of the Levelling-up White Paper¹¹ and Planning for the Future White Paper¹² in 2020 and includes a number of proposed reforms to the planning system and the plan-making process. The Government intends that these reforms devolve power and give local leaders and communities the tools they need to make better places.

For the plan-making process, the Bill includes the following proposed changes:

- A move to fixed 30-month timescales for the preparation of local plans, from inception to adoption.
- Greater digitalisation, with moves to establish consistent data standards and reflect work being done on digital plan-making tools by various pilot local authorities.
- The introduction of standard national development management policies, allowing local plans to focus on more strategic and localised matters.
- A duty on infrastructure providers for them to engage in the plan-making process where needed.
- Replacement of the Duty to Cooperate between local authorities with a more flexible policy alignment test.

The Bill also proposes specific reforms to the developer contribution framework currently set out within the Community Infrastructure Levy (CIL) legislation:

- A locally-determined Infrastructure Levy will be charged on the value of a property when it is first sold, applied above a minimum threshold. Levy rates and minimum thresholds will be set and collected locally, and local authorities will be able to set different rates within their area. This will replace the current CIL regime, with Section 106 agreements becoming limited to the delivery of on-site infrastructure within large sites (such as leisure infrastructure or schools).
- This approach will allow developers to factor the extent of contributions into the value of land, removing the need for obligations to be renegotiated if the gross development value is lower than expected whilst allowing local authorities (and the infrastructure they fund) to share in the uplift if gross development values are higher than anticipated.
- To strengthen infrastructure delivery further, the Bill will require local authorities to prepare infrastructure delivery strategies. These will set out a strategy for delivering local infrastructure, and allocating proceeds under the Levy. The Bill will also enable local

¹⁰ [Levelling-up and Regeneration Bill \(as introduced\) \(legislation.gov.uk\)](https://www.legislation.gov.uk)

¹¹ [Levelling Up the United Kingdom White Paper \(February 2022\) \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk)

¹² [Planning for the Future White Paper \(August 2020\) \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk)

authorities to require the assistance of infrastructure providers and other bodies in devising these strategies, and their development plans.

The proposals in the Bill will be further developed and consulted on by the Government, with new or amended legislation published in due course. The Bill itself will be subject to passage through the House of Commons and House of Lords prior to obtaining Royal Assent. The reforms therefore provide a useful insight into the direction of travel envisaged by the Government for the planning system, including emerging mechanisms for infrastructure planning and delivery, and reinforces the important role this process holds in facilitating sustainable and locally-led development.

However, given the number of steps still required before the proposals in the Bill are enacted in law, secondary legislation and via national policy, it is not yet known whether they will materially affect the preparation of the new Local Plan for North West Leicestershire. Therefore, this Part 1 IDP has been prepared in accordance with current legislation and guidance.

2.2 Regional Policy Context

The NPPF sets out the duty for local authorities to cooperate, recognising the crucial need for co-ordination around growth and infrastructure delivery. Local authorities within Leicestershire and around the East Midlands have a long history of cooperating successfully, with a range of organisations at a regional and sub-regional level having a role in infrastructure planning.

2.2.1 The Leicester & Leicestershire Strategic Growth Plan

The Leicester & Leicestershire Strategic Growth Plan (SGP)¹³ was published in 2018. It was prepared by ten partner organisations in Leicester and Leicestershire – Leicester City Council, Leicestershire County Council, the seven boroughs and districts, and the Leicester and Leicestershire Enterprise Partnership. The SGP provides a long-term vision addressing future challenges and opportunities across the county, looking far beyond Local Plan timescales through to 2050. It is to some extent ‘blind’ to the administrative boundaries within the county and sets out a number of opportunity areas for growth which extend across local authority boundaries. One of these is the Leicestershire International Gateway around Castle Donington and East Midlands Airport in the north of North West Leicestershire, which also extends into Charnwood borough. The SGP indicates that the Leicestershire International Gateway is a key area of opportunity and anticipates provision for significant investment in infrastructure and services to support it.

The SGP sets out a Vision that *‘By 2050, Leicester and Leicestershire will have established itself as a driver of the UK economy, exploiting opportunities for linkages across its diverse economic base, supporting its urban and rural centres, and taking advantage of its exceptional location’*. It offers, in return for government investment in infrastructure, a commitment to maximise the benefits that can be achieved from commitments that are already made in the Midlands Engine and Midlands Connect Strategies

Since its publication, various circumstances underlying the SGP have changed. This notably includes a 35% uplift in Leicester City’s housing figure under the standard national local housing need methodology, meaning that the indicative distribution of growth set out in the SGP is no longer applicable. However, it is understood that the strategic vision and approach to cooperation

¹³ [Leicester & Leicestershire Strategic Growth Plan \(December 2018\)](#)

set out in the SGP remain valid and have facilitated further work in establishing how housing and economic needs across Leicester and Leicestershire could be met (see below).

2.2.2 Leicester and Leicestershire Authorities Statement of Common Ground

In June 2022, during the preparation of the IDP, the Leicester and Leicestershire Authorities have prepared a Statement of Common Ground (SoCG)¹⁴ to address housing and employment needs across Leicester and Leicestershire. This was approved by NWLDC at a meeting of the Council in September 2022¹⁵. In addition to the involvement of Leicestershire County Council, the eight plan-making local authorities participating in the SoCG were as follows:

- Blaby District Council
- Charnwood Borough Council
- Harborough District Council
- Hinckley & Bosworth Borough Council
- Leicester City Council (Unitary)
- Melton Borough Council
- North West Leicestershire District Council
- Oadby & Wigston Borough Council

The SoCG follows the publication of a Housing & Economic Needs Assessment (2022)¹⁶ which identified a Housing Market Area (HMA) and Economic Market Area (EMA) covering the whole of Leicester and Leicestershire. The SoCG has been produced to try and ensure that the housing and employment needs of Leicester and Leicestershire are met through to 2036, including by apportioning any need that cannot be met within individual local authority areas.

The housing need for North West Leicestershire and HMA based on the governments standard method in total is as follows:

Area	Housing Need 2020 – 2036	Housing need per year
North West Leicestershire District	5,952	372
Leicester and Leicestershire Total	91,408	5,713

Table 1: Housing need identified for North West Leicestershire during period 2020 – 2036.

The SoCG identifies a theoretical capacity for 173,721 homes across the HMA until 2036. When set against the total housing need of 91,408 across the HMA, the authorities agree that there is flexibility to re-distribute provision around Leicester and Leicestershire. Leicester City Council is the only authority to be identified as having an unmet need – assisting Leicester to meet its unmet need is therefore a key element of the SoCG.

The SoCG therefore proposes a distribution of housing growth which takes account of this unmet need, but also considers the balance between jobs and homes in each local authority area and the future deliverability rates. For North West Leicestershire, this results in a housing figure of 686 dwellings per annum until 2036.

¹⁴ [Leicester & Leicestershire Authorities - Statement of Common Ground relating to Housing and Employment Land Needs \(June 2022\)](#)

¹⁵ [North West Leicestershire District Council - Council meeting minutes \(6 September 2022\)](#)

¹⁶ [Leicester & Leicestershire Housing & Economic Needs Assessment \(April 2022\)](#)

Leicester City also has an established unmet need for employment land of 23 hectares. However, the SoCG establishes that all of this need will be met within Charnwood.

2.2.3 East Midlands Development Corporation Programme

The East Midlands Development Company has been formed by five local authorities in the East Midlands – North West Leicestershire District Council, Broxtowe Borough Council, Rushcliffe Borough Council, Leicestershire County Council and Nottinghamshire County Council. It intends to maximise the transformative potential of three major development and regeneration sites, strategically located at the heart of the region – the East Midlands Airport area (within North West Leicestershire), Toton and Chetwynd Barracks (Broxtowe) and Ratcliffe-on-Soar Power Station (Rushcliffe). The Development Company brings together the ambition of local business, academia and government partners, and is on a trajectory towards being formalised as a development corporation. This has the potential to include the transfer of some planning powers from local planning authorities to the future development corporation.

The overall ambition across the three sites is to create around 80,000 new jobs and add billions in value to the regional economy, by accelerating the delivery of development whilst ensuring it is ambitious in scale and high quality. The Development Company's plans for the East Midlands Airport area would harness its role as the UK's most important cargo airport, coupled with the significant logistics offer at the SEGRO East Midlands Gateway site. Further growth in the area will evidently require careful consideration of impacts on infrastructure, notably the transport network. It is anticipated that infrastructure delivery within the area will partly be facilitated by the future development corporation.

Plans for the East Midlands Airport area and for the development corporation more generally are also linked to the designation of East Midlands Airport and the East Midlands Gateway Industrial Cluster as part of the UK's only inland Freeport¹⁷, where businesses are able to benefit from an advantageous taxation regime. This is intended to drive economic regeneration, creating thousands of jobs whilst boosting skills and making advancements towards net zero carbon.

2.3 Local Policy Context

2.3.1 North West Leicestershire Local Plan

The North West Leicestershire Local Plan was adopted on 21st November 2017 and covers the period to 2031. The Local Plan acknowledges the importance of providing appropriate levels of a range of infrastructure types to support the growth identified within the Plan and sets out methods for delivery. This includes Policy IF1, which requires new development to be supported by and make contribution to new physical, social and green infrastructure. The 2017 Local Plan was evidenced by an IDP undertaken in 2016, which has informed negotiations on proposed developments between the Council and developers as well as agreements on funding and infrastructure delivery with other organisations.

Policy S1 of the 2017 Local Plan committed the Council to immediately begin a 'partial review' of the plan, to be submitted for examination within 2 years. This review was necessary to address a shortfall in employment land within the District, and the potential need to provide for unmet

¹⁷ [East Midlands Airport and Gateway Industrial Cluster \(EMAGIC\) | East Midlands Freeport](#)

housing need from other Leicestershire authorities. The Local Plan (as amended by the Partial Review) was ultimately adopted by the Council on 16th March 2021, although given the ongoing lack of certainty around unmet housing and employment needs (see 2.2.1) the main purpose of the Partial Review was to defer resolution to of these matters to a Substantive Review of the Local Plan.

The Substantive Review has been progressed in parallel with the Partial Review. An Issues Consultation was undertaken between February – April 2018¹⁸ and Emerging Options Consultation was undertaken between November 2018 – January 2019¹⁹ prior to the publication of the Partial Review. This IDP has been prepared to support the Substantive Review of the Local Plan, which will cover the period to 2040. Consultation was undertaken on Development Strategy and Policy Options between January – March 2022²⁰ – this document described a number of key issues that the Substantive Review must address, including options for how housing and employment development might be distributed across the District, as well as more specific policy topics such as how climate change might be addressed.

In order to support the ongoing preparation of the Substantive Review (including Regulation 18 consultation), this IDP provides an updated baseline of infrastructure needs across infrastructure types within the District and identifies the potential infrastructure interventions required to inform the Council’s growth strategy and site selection.

In due course, Part 2 of the IDP will support the Regulation 19 stage of the Substantive Review Local Plan and set out the infrastructure implications of proposed development sites.

2.4 Funding and Delivery

In addition to identifying what infrastructure might be needed to support growth within the North West Leicestershire, the IDP has an important role in establishing potential funding and delivery mechanisms. There are many sources of funding available for the provision of infrastructure, with this section providing an overview of these and how they can potentially support the delivery of the infrastructure required to support the new Local Plan.

2.4.1 Developer Contributions

Development in North West Leicestershire is subject to Leicestershire County Council’s Planning Obligations Policy²¹. For relevant infrastructure types, analysis around provision in this report is based upon the standards or requirements set out in the Policy.

The Policy sets out the requirements for, and the approach to, the type and level of infrastructure the County Council will seek through planning obligations for those infrastructure types it has a responsibility for, in order to make the impacts on those infrastructure types acceptable in planning terms:

- Adult social care (Contributions on a case-by-case basis)

¹⁸ [North West Leicestershire Issues Consultation \(February 2018\)](#)

¹⁹ [North West Leicestershire Local Plan Review - Emerging Options Consultation \(November 2018\)](#)

²⁰ [North West Leicestershire Local Plan Review - Development Strategy and Policy Options \(January 2022\)](#)

²¹ [Leicestershire Planning Obligations Policy \(July 2019\)](#)

- Waste and recycling facilities (Contributions on a case-by-case basis)
- Primary and secondary education, including special educational needs provision (With established numerical formulae to calculate contributions)
- Highways and transport (Contributions on a case-by-case basis)
- Libraries (With established numerical formulae to calculate contributions)

Requirements for other infrastructure types are typically negotiated between North West Leicestershire District Council and developers on a case-by-case basis. As part of the process of preparing the new Local Plan, the Council should consider whether evidence in the IDP (or elsewhere) suggests a need to adopt consistent formulae-based approaches to securing contributions for other infrastructure types – for example, green infrastructure.

2.4.2 Section 106 Contributions

As outlined earlier, the Council has not adopted CIL. The only sources of developer contributions from development in the District are therefore Section 106 agreements and Unilateral Undertakings between the developer and local authority (and potentially also Leicestershire County Council, and Section 278 agreements with Leicestershire County Council as local highways authority).

Section 106 (S106) agreements can be made between developers and the Council to provide funding for infrastructure or make other legal commitments (such as to provide a certain proportion of affordable housing). Developer contributions are required (NPPF paragraph 56 and Regulation 122 of the CIL Regulations 2019) to meet the following tests:

- They are necessary to make the development acceptable in planning terms;
- They are directly related to the development; and
- They are fairly and reasonably related in scale and kind to the development.

The Council's Infrastructure Funding Statement sets out the amount of S106 funding dealt with by the Council during 2020/2021:

- £1.6 million was received by the Council from S106 contributions received from developers.
- £85,000 of S106 contributions was agreed between the Council and developers on new development schemes, although this was somewhat less than average.
- 13 non-monetary contributions were provided by developers through S106, including the provision of 105 new affordable houses.

2.4.3 Section 278 Agreements

Section 278 (S278) agreements can be made between developers and Leicestershire County Council (as the local highway authority) to make permanent alterations or improvements to a public highway, in connection with a planning approval. The works covered by a S278 could include changes to the highway to access a site (such as the provision of a new junction, traffic lights or other priority measures), as well as off-site works necessary to mitigate the impacts of development (such as improvements to a nearby junction which will experience increased traffic flows).

A S278 typically gives developers the authority to undertake works themselves (or for a contractor to do so on their behalf), with a requirement that works are completed to the satisfaction of the local highway authority. This means that all of the costs associated with works under an S278 are borne directly by the developer. Where S278 agreements make reference to financial contributions (for example works agreed in the S278 that have not been carried out), these monies are collected by Leicestershire County Council.

2.4.4 Government Funding

It is typically expected that funding from developer contributions will be insufficient to cover all infrastructure costs in an area – particularly those which are not directly linked to the impacts of development. Funding from central government is therefore crucial in addressing funding gaps. These are often competitive processes, with funding bids required to demonstrate delivery against national objectives (such as increased rates of housebuilding, or economic growth). Government funding streams also tend to run as programmes and/or be awarded in rounds, meaning that the existence of a fund today cannot be taken as a guarantee that a fund will exist in the future. Leicester and Leicestershire has previously been successful in obtaining Government funding in recent years.

Two rounds of funding have been secured from the Local Growth Fund, since 2015. This represents a total Growth Deal funding package of £127 million²². This has enabled investment into areas including the transport network, digital infrastructure and flood risk management.

2.4.5 Provision by infrastructure providers

Some infrastructure provision is made directly by infrastructure providers, as a result of external funding packages. This is particularly the case for utilities, where infrastructure providers develop investment packages for fixed periods of time (typically five years) in response to the levels of growth and pattern of demand changes that they expect. The costs associated with these are then agreed with the relevant industry regulator and reflected in bill payments by consumers.

Developers also pay connection charges to these providers, agreed between the two parties. These are known costs that should be factored when considering the viability of development but are effectively third-party and the Council has no role in agreeing the charges nor seeking the money from developers.

2.5 Principles of Cost Apportionment

The new Local Plan provides the opportunities to consider (and test the viability of) the level of developer contributions that can be obtained to fund new infrastructure. Given the scarce funding environment in which infrastructure planning typically takes place, the new Local Plan provides an approach to maximise contributions and minimise the extent of any funding gaps, in line with evidence to demonstrate that developers are still able to make an acceptable level of profit.

To provide a framework for this, where infrastructure would serve more than one site, it would be beneficial to ‘attribute’ infrastructure costs to the development sites that would benefit. This would need to be done on a fair and proportionate basis between different schemes, to ensure that developers only pay the share of the cost which arises as a result of the impacts that they create. Any such approach to apportionment should therefore be based on the following principles:

- Infrastructure interventions should be matched to those development(s) which result in that intervention being required, through consultation and evidence base information (e.g. transport modelling / travel to school patterns and catchments).
- Contributions should be equitable between developments, in proportion to the scale of the development and level of impact or generated demand.

²²[Leicester and Leicestershire Enterprise Partnership - Local Growth Fund Investments \(llep.org.uk\)](https://www.llep.org.uk)

- Contributions are proportional to the level of impact or generated demand resulting from planned growth, based on likely trip generation, housing unit number, numbers of anticipated residents and other means as appropriate.
- For schemes likely to have a cross-boundary catchment (such as GP surgeries), the Council should liaise with neighbouring authorities with a view to contributions being apportioned to developments in that neighbouring authority area on the same basis.
- The funding framework should be consistent with policies in the Local Plan, neighbouring authorities' Local Plans where relevant, and approaches taken to establishing the scale of planning obligations by Leicestershire County Council.

3 Approach and Methodology

The preceding chapter of the document has set out the contextual issues that have been considered in preparing the IDP. This chapter sets out the approach and methodology that has been taken to reach the initial baseline conclusions on infrastructure capacity within the district set out in Chapters 4 and 5, and the longlist of infrastructure schemes set out in Annex A.

The production of this IDP for North West Leicestershire has been split into two parts. This Part 1 document has been produced in advance of the Council's final selection of sites for the Local Plan and provides a district-wide overview of baseline infrastructure capacity. It also provides a general summary of the basis on which different types of future infrastructure investment within the District will be planned, allowing these issues to be considered in the new Local Plan. A Part 2 IDP will be published in due course, supplementing this Part 1 document. The Part 2 IDP will set out the infrastructure implications of the development sites proposed for inclusion in the Local Plan in more detail, alongside further details on infrastructure costings, delivery mechanisms and prioritisation.

For completeness, this chapter sets out the approach and methodology to be followed across both parts of the IDP. However, the production of an IDP needs to be flexible, and allow ongoing iteration and the incorporation of new information which arises during its production. Tasks such as stakeholder engagement will therefore be continuous across both parts of the IDP.

3.1 Part 1 – Baseline Capacity Assessment

3.1.1 Review of existing evidence and strategy

At the outset of the project, a detailed review was undertaken of the national, regional and local policy and strategy context relating to infrastructure provision in North West Leicestershire. This has included:

- The existing Local Plan, and the 2016 IDP that supported it.
- The 2020 Potential Strategic Sites Infrastructure Study for the Leicestershire International Gateway area of the District.
- National and sub-regional policy documents, such as the 2018 Leicester and Leicestershire Strategic Growth Plan.
- District and Leicestershire-wide evidence on development needs.
- Strategy and policy documents produced by the District's infrastructure providers.
- Regulation 18 consultation responses made by the District's infrastructure providers, and other key infrastructure stakeholders.

A full list of the documents reviewed for the IDP is contained in Appendix A.

This exercise provided an understanding of existing infrastructure gaps and anticipated changes to the baseline levels of provision and performance. This review process enabled it to be identified that highway capacity within the local road network in particular was likely to be an area for significant focus, given the recent and planned growth within North West Leicestershire area and neighbouring authorities; particularly the Leicestershire Gateway strategic area. This set the focus for the work throughout the subsequent tasks – particularly the interactions with stakeholders.

3.1.2 Engagement with infrastructure providers

Effective and timely engagement with relevant stakeholders and infrastructure providers is an essential component in the production of an IDP. Whilst the conclusions reached through the IDP reflect our own analysis, they are very much informed by the expertise of those who know and understand their infrastructure networks.

A number of meetings were held with infrastructure providers between March and May 2022. A full list of stakeholders that were engaged and the infrastructure types discussed with them is set out in Table 2 below. We were successful in engaging with infrastructure providers for all of the infrastructure types covered in the IDP, except for fire and rescue services and cemetery provision.

Stakeholder	Infrastructure Types Discussed
Leicestershire County Council	Highways Public transport Active travel Digital infrastructure Flood risk management infrastructure Waste management infrastructure Primary education Secondary education Special educational needs provision Early years provision Libraries Social care provision
National Highways	Strategic highway network
Midlands Connect	Strategic highway network
Severn Trent	Water supply Sewerage
Cadent Gas	Gas supply
Western Power	Electricity supply
Nottinghamshire Clinical Commissioning Group	Primary healthcare (Kegworth area)
West Leicestershire Clinical Commissioning Group	Primary healthcare (All of District, except Kegworth)
University Hospital Leicester NHS Trust	Secondary healthcare
Leicestershire Police	Policing
East Midlands Ambulance Service	Ambulance provision
North West Leicestershire District Council	Parks and open space Sports and leisure provision Allotments

Table 2: Infrastructure providers engaged with during the production of the IDP, and infrastructure types discussed

In our discussions with infrastructure providers, we sought to obtain information and understand:

- How the relevant infrastructure type currently performs within the District – whether there are any capacity issues, deficits or surpluses;
- What infrastructure schemes exist or are being developed to address identified existing and potential future needs;
- The potential implications of levels of planned growth and the basis on which additional future demands created by new development would be planned for, including approaches to establishing demand; and
- The costs of identified schemes, and preferred approaches to funding.

Because of the stage of production that the Local Plan was at during Part 1 of the IDP, it was not possible to share exact growth quantum with infrastructure stakeholders. However, to ensure that infrastructure providers still had a basis upon which to comment on the potential implications of growth, each was provided with a briefing note which set out two potential indicative development

scenarios. These are set out in Tables 3 and 4 below. The two scenarios were agreed by the Council’s Local Plan Committee in October 2021²³ as potential approaches to meet two different levels of future housing growth, providing flexibility around the approach to eventually be taken in the Local Plan. Part 2 of the IDP will explore the infrastructure implications of the actual level of preferred growth in further detail.

The outcomes of discussions with stakeholders are reflected throughout Chapters 4 and 5.

Option 1 – 512 dwellings per annum 2020-2039	Completions 2020/21	Projected Completions to 2039	Sites TBC in new local plan	Total
Coalville	212	4,229	500	4,941
Ashby-de-la-Zouch	187	2,135	150	2,472
Castle Donington	73	727	150	950
Ilstock	27	44	67	138
Kegworth	33	279	67	379
Measham	17	304	67	388
Sustainable villages (Various)	135	261	Nil	396
New settlement (Isley Walton)	Nil	Nil	Nil	Nil
Other locations / Small sites	18	58	Nil	76
District total	702	8,037	1,000	9,739

Table 3: Growth scenario option 1

Option 2 – 730 dwellings per annum 2020-2039	Completions 2020/21	Projected Completions to 2039	Sites TBC in new local plan	Total
Coalville	212	4,229	1,785	6,226
Ashby-de-la-Zouch	187	2,135	383	2,705
Castle Donington	73	727	383	1,183
Ilstock	27	44	170	241
Kegworth	33	279	170	482
Measham	17	304	170	491
Sustainable villages (Various)	135	261	255	651
New settlement (Isley Walton)	Nil	Nil	1,785	1,785
Other locations / Small sites	18	58	Nil	76
District total	702	8,037	5,100	13,839

Table 4: Growth scenario option 2

Within Part 1 of the IDP, analysis and discussions with stakeholders have focussed on potential residential growth only. This reflects the fact that evidence to understand levels of need for new employment floorspace across Leicestershire was still being produced during the production of Part 1, with potential levels of employment floorspace provision within North West Leicestershire therefore not having been established. The infrastructure implications of employment development will be considered within Part 2 of the IDP.

3.1.3 Engagement with neighbouring authorities

Infrastructure needs and infrastructure networks do not align with administrative boundaries, making it important to discuss potential cross-boundary infrastructure implications with neighbouring authorities. This is particularly the case for this IDP, given the likely need for the Council to assist in meeting unmet housing need from Leicester and significant cross-boundary initiatives taking place such as the East Midlands Development Corporation.

North West Leicestershire is adjoined by seven local authorities. Discussions were able to take place with five of these authorities in May and June 2022:

²³ Report to NWLDC Local Plan Committee on the Local Plan Substantive Review, 27 October 2021

- Erewash Borough Council (Derbyshire)
- Hinckley & Bosworth Borough Council (Leicestershire)
- North Warwickshire Borough Council
- Rushcliffe Borough Council (Nottinghamshire)
- South Derbyshire District Council

Unfortunately, it was not possible to hold discussions with the remaining two neighbouring authorities throughout the preparation of the Part 1 IDP. Officers from Charnwood Borough Council (Leicestershire) have been focussed on the examination of the Charnwood Local Plan, although given extensive discussions between the two authorities under the Duty to Cooperate, infrastructure linkages between them are nevertheless well understood. It was also not possible to hold discussions with Lichfield District Council – however, given the very limited infrastructure linkages between the two districts, this is not considered to be detrimental to the IDP. Nevertheless, efforts will be taken to continue to engage with Charnwood and Lichfield (as well as other neighbouring authorities as required) throughout Part 2 of the IDP.

The same briefing note was shared with neighbouring authorities as for infrastructure providers, setting out potential levels of growth by settlement under the two indicative development scenarios. Discussions with neighbouring authorities explored the following matters:

- Any particularly notable or unusual infrastructure relationships with North West Leicestershire – such as cross-boundary education flows, shared reliance on utilities infrastructure etc;
- Whether the growth options identified for North West Leicestershire would place demand upon existing infrastructure provision within the neighbouring authority, which the IDP (or Local Plan more generally) will need to consider; and
- Whether there could be any impacts to infrastructure within North West Leicestershire as a result of growth planned within the neighbouring authority’s area.

The outcomes of these discussions are reflected throughout Chapters 4 and 5.

3.1.4 Assessment of growth and infrastructure capacity

Utilising the outcomes of analysis and engagement in the previous three stages, we have assessed the District’s current infrastructure, and provided commentary on the resultant baseline growth potential – i.e. that which only factors existing planned infrastructure upgrades. We have used benchmark infrastructure standards to do this wherever possible, or location-specific information provided to us by infrastructure stakeholders.

We have utilised these findings to produce settlement-specific conclusions that will assist the Council in selecting sites and forming an overall development strategy. This has included reporting on any existing infrastructure deficits within settlements which may need to be addressed, in addition to planned growth.

The study has identified the infrastructure implications for each of the settlements where growth is anticipated as part of one or both of the growth options set out in Tables 3 and 4. These settlements, and their significance in the existing Local Plan’s settlement hierarchy, are listed in Table 5 below.

Given the potential for development to be delivered through a new settlement at Isley Walton as part of Growth Option 2, we have also separately set out the anticipated growth implications of development in that location.

Settlement type	Settlements
Principal Town	Coalville Urban Area
Key Service Centres (Towns)	Ashby-de-la-Zouch, Castle Donington
Local Service Centres (Towns)	Ilkeston, Kegworth, Measham
Sustainable Villages	Albert Village, Appleby Magna, Belton, Blackfordby, Breedon-on-the-Hill, Coleorton (Lower Moor Road area only), Diseworth, Donisthorpe, Ellistown, Heather, Long Whatton, Moira (including Norris Hill), Oakthorpe, Packington, Ravenstone, Swannington, Woodville (within North West Leicestershire), Worthington
Potential new settlement	Isley Walton

Table 5: Settlements considered and their type in the District's existing settlement hierarchy

In cases where discussions with stakeholders indicate a need to consider future infrastructure requirements on a catchment area basis (this could for example be conceivable for infrastructure types such as primary education and sewerage), our conclusions are made on the basis of groups of settlements.

3.1.5 Production of a longlist of potential infrastructure schemes

This has been the final stage in the production of Part 1 of the IDP. The longlist provides a concise summary of the various potential infrastructure schemes identified within Chapter 4. In addition to setting out the details of each scheme and its location, the longlist makes clear whether the scheme is required to address existing constraints, future demand associated with new growth, or both.

The longlist also sets out our current understanding of the likely costs of each infrastructure scheme, and an indication of the anticipated phasing and interdependencies of each scheme. Our primary source of cost information has been the information provided to us directly by infrastructure providers, who are responsible for costing and negotiating improvements to their networks. We have also sense-checked figures using our own in-house cost consultants where necessary, or where indicative costings are unavailable. In many cases, it has been necessary to indicate that costs are subject to the scope and scale of an infrastructure scheme – this is a necessity at this stage given the lack of specific proposed development sites and quantum which schemes will need to respond to.

Refinement of the longlist of schemes, and their associated costs, will be the focus of Part 2.

3.2 Part 2 – Production of the Infrastructure Delivery Schedule

3.2.1 Part 2 commencement

At the start of Part 2 of the IDP, the findings of Part 1 will be adjusted and 'fixed' as necessary. This will depend upon the length of time which passes between Parts 1 and 2 of the IDP process. This will also be the point in time at which we fix the development locations and quantum to be considered within Part 2 of the IDP.

3.2.2 Refining the infrastructure longlist

Within this task we will narrow-down the infrastructure intervention longlist produced in Part 1. This will be done by assessing what the precise infrastructure impacts of development – both individual and cumulative – are likely to be. Further engagement with infrastructure stakeholders would be undertaken at this stage to confirm that our understandings of constraint from Part 1 remain correct – again dependant upon the length of time that passes between Part 1 and Part 2 – and to seek stakeholders' advice on the infrastructure implications of the preferred sites and developments which have been selected.

At this stage, when economic needs and preferred sites for new employment development will have been established for North West Leicestershire, the IDP will also be able to consider the infrastructure implications of these.

3.2.3 Finalisation of the infrastructure delivery schedule

To finalise Part 2 of the IDP, a more detailed assessment will be undertaken of the phasing and interdependencies inherent between different infrastructure schemes. This will include the identification of relevant trigger points (such as points in time or quantum of development) beyond which certain infrastructure schemes will be required.

Where possible, the costings of each infrastructure scheme will be set out in further detail at this stage, including confirmation with infrastructure providers and sense-checking with our internal cost consultants where relevant. This would allow the production of a finalised infrastructure schedule 'shortlist', specific to the Local Plan's preferred development strategy.

The infrastructure schedule will set out recommendations for the prioritisation of infrastructure, recognising that it needs to be provided in a scarce funding environment where it is likely that funding gaps will exist. Accordingly, the IDP needs to set out a realistic approach to delivering infrastructure that is most critical to supporting growth, whilst still setting out a supportive pathway to the delivery of other important infrastructure which helps to secure sustainable development.

It is anticipated that ongoing discussions will be undertaken with officers as part of this final task to allow a process of refinement to take place – for example, to understand whether identified schemes would in practice be likely to be capable of being funded through developer contributions. This will also allow us to understand cases where developers promoting sites have already committed to the delivery of certain infrastructure schemes (such as new schools) as part of their proposals to the Council.

4 Conclusions by Infrastructure Theme

This chapter sets out conclusions for each of the infrastructure types considered throughout the preparation of the IDP. Under each theme, the following are set out:

- The pattern of existing provision for that infrastructure type, including any challenges and capacity issues that have emerged through the discussions undertaken with infrastructure providers;
- A summary of emerging schemes proposed to address identified or are otherwise required to address wider pressures; and
- Recommendations to be considered during the preparation of the new Local Plan (which are then explored at a settlement level in Chapter 5), to understand and address emerging infrastructure pressures.

A summary of the schemes identified throughout this chapter are set out in the longlist of potential infrastructure interventions, which forms Annex A. This longlist will be refined in Part 2 of the IDP.

4.1 Transport

This section considers all modes of transport provision within North West Leicestershire. Transport infrastructure of one form or another is likely to be utilised by most residents on a daily basis, as well as by every visitor to the District. The provision of transport infrastructure, particularly that which supports the transition to zero carbon, therefore has a crucial impact on how the District operates – on the environment, on the economy, and on quality of life.

4.1.1 Existing provision

Highways - The highway network within North West Leicestershire is shown on Figure 1 below, and comprises:

- The M1, A42/M42 and A453 trunk roads, forming part of the strategic highway network managed by National Highways.
- The A50 trunk road managed by A50 Connect Limited on behalf of National Highways, also forming part of the strategic highway network.
- The A6, A444 and A511, primary A-roads complementing the strategic highway network which are managed by Leicestershire County Council as the local highway authority.
- Other A-roads and B-roads such as the A447 and A512, also managed by Leicestershire County Council as the local highway authority.

North West Leicestershire benefits from excellent strategic road access and connectivity outside of the District, with the Junction 23A/24/24A complex on the M1 being a ‘crossroads’ of the national strategic highway network. This provides the District (particularly parts close to the strategic highway network) with fast access to cities including Derby, Nottingham, Sheffield, Leicester, Birmingham and Stoke-on-Trent.

Within the District, levels of highway connectivity are more variable. The A42 provides fast connectivity between the north and south of the District, whereas east-west connectivity (including on radial routes into Leicester) is along slower, mostly single-carriageway roads.

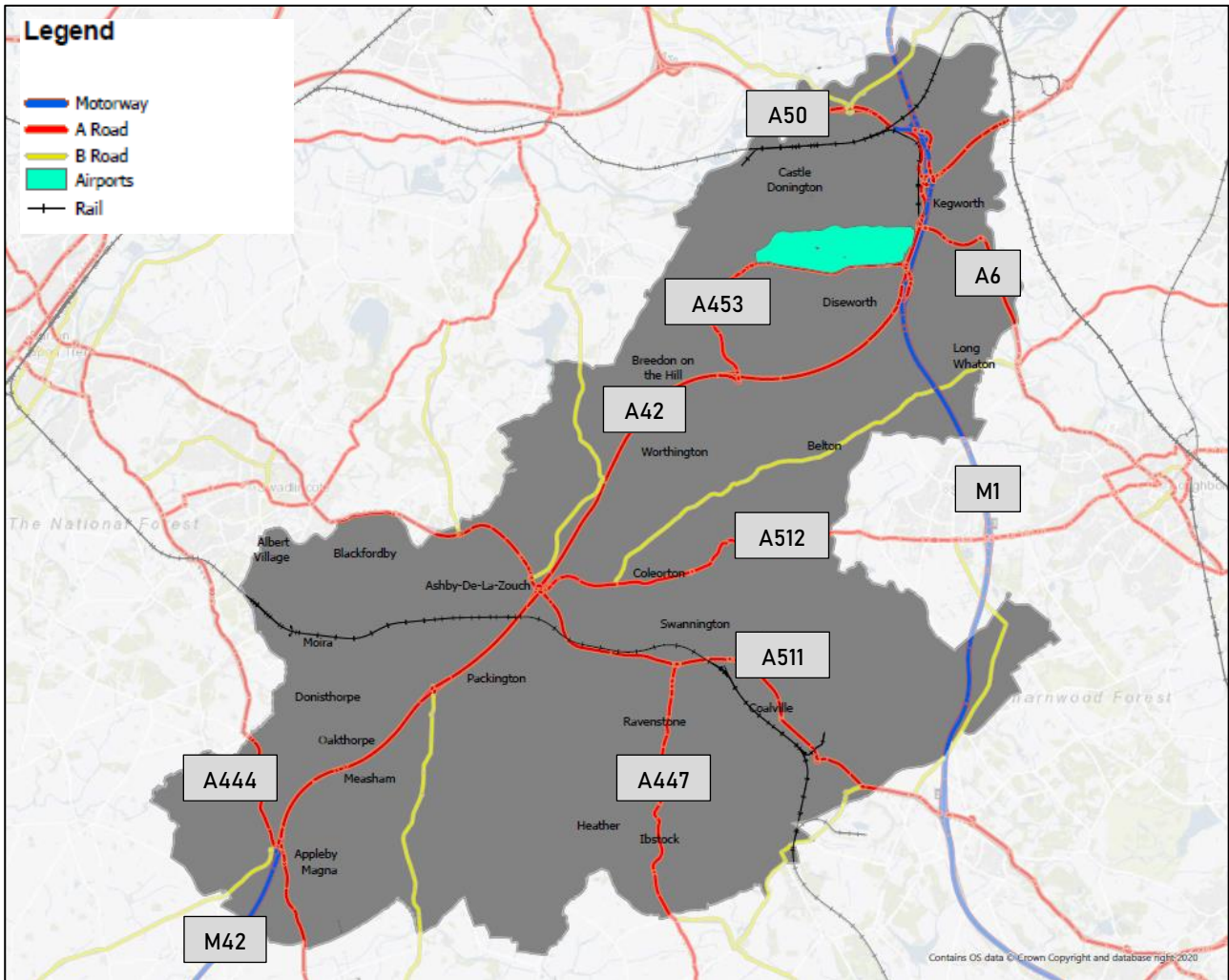


Figure 1: Transport network within North West Leicestershire District

The nature of public transport and active travel provision within the District (see below) means that residents are generally car-dependant and consequently, reliance upon the road network results in pressure and congestion in some locations. Leicestershire County Council’s Network Management Policy & Strategy document (published 2019)²⁴ acknowledges this context and identifies constraints to resolving the issue. These include uncertainties surrounding adequate funding streams for continual upgrades to the road network, as well as concern for the long-term social and environmental acceptability of an approach by which road capacity is continually increased.

Specific issues within the highway network affecting North West Leicestershire that have been identified during our discussions with National Highways and Leicestershire County Council include:

- The A42 corridor is at capacity, both within the district and elsewhere along its length. This can result in drivers using lower-order rural roads instead of the strategic highway network.
- Junction 14 of the A42 south of Castle Donington lacks an east-facing slip road.
- Whilst Junction 13 of the A42 near Ashby de la Zouch has been subject to improvement works in the last decade, insufficient funding was available to deal with all capacity issues.

²⁴ [Leicestershire County Council Network Management Policy & Strategy 2020](#)

The junction therefore remains prone to congestion, with the potential that development in the vicinity is constrained.

- High levels of long-distance HGV traffic along the A42 corridor, coupled with a lack of dedicated local HGV parking, can result in inappropriate parking in laybys in the vicinity of M42 junctions with resultant junction capacity and highway safety implications.
- Junction 22 of M1 at the A511 requires upgrading to provide additional capacity.
- Despite significant recent investment in the reconstruction of Junction 24 of the M1, continued development around East Midlands Gateway could mean that junction capacity continues to be a constraint to development.

Active Travel - Statistics published by the Department for Transport²⁵ show that North West Leicestershire has a lower than average rate of cycle use, with 14.2% of residents cycling at least once a month. This is compared to the national average of 16.1% of monthly cycle usage. The District's rates of walking at least once per week are in line with the national average, at 67.3%.

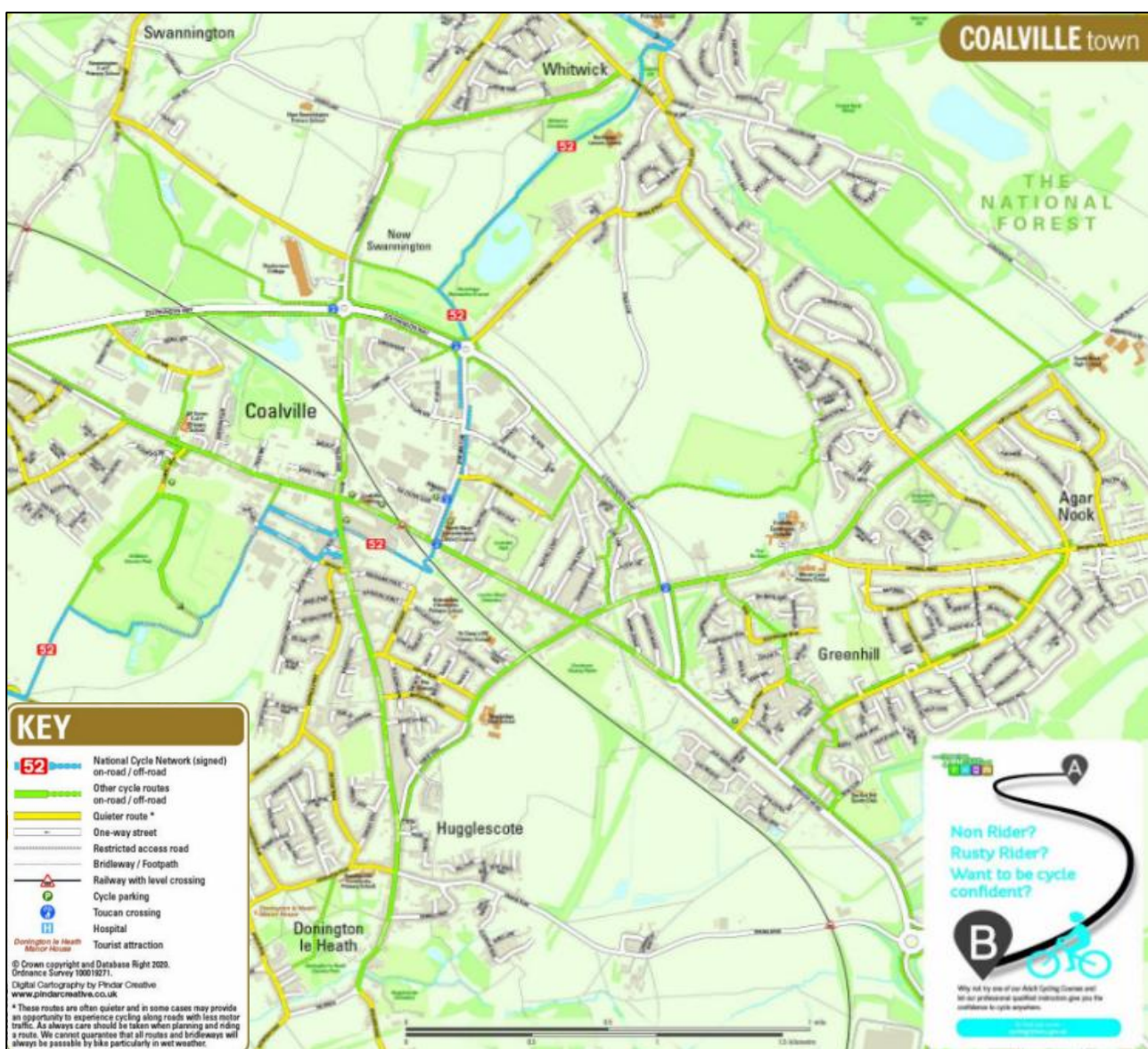


Figure 2: Cycling network within Coalville Urban Area

²⁵ Department for Transport walking and cycling statistics (www.gov.uk)

Parts of the National Cycle Network serve the District – for example NCN15 and NCN6 provide low-traffic and traffic-free routes from Castle Donington to Loughborough. However, given the semi-rural nature of the District with its pattern of dispersed towns and villages, it is not considered likely that significant levels of inter-settlement cycle commuting can realistically be achieved. However, within settlements, more viable opportunities exist for cycle commuting. This is particularly the case within the Coalville Urban Area, where there is a significant network of off and on-road cycling routes (see Figure 2 above).

Bus Services – Owing to the rural character of North West Leicestershire, bus services through the District are generally provided along key inter-settlement corridors between main towns and nearby cities. There are generally four types of services:

- Radial services into Leicester from the District’s main settlements, which generally operate half-hourly or better on weekdays.
- Services to from the District’s main settlements to East Midlands Airport and East Midlands Gateway, which also continue to serve other major destinations within the sub-region, and which generally operate half-hourly or better on weekdays.
- Services between the District’s main settlements and towns in other surrounding districts, generally operating less frequently.
- Local services within the Coalville Urban Area, operating frequently during weekday and Saturday daytimes (e.g. Arriva 11 from Coalville Town Centre to Agar Nook).

This results in the following bus linkages for each of the main settlements in the district (frequencies in brackets are current Monday-Friday daytimes):

- Coalville Urban Area:
 - Leicester via Markfield (half-hourly)
 - Leicester via Ratby (hourly)
 - Ibstock (half-hourly)
 - Hinckley via Ibstock and Market Bosworth (every 1-2 hours)
 - Swadlincote via Ashby-de-la-Zouch (hourly)
 - Nottingham via East Midlands Airport and Castle Donington (hourly)
 - Loughborough via Shepshed (hourly)
- Ashby-de-la-Zouch
 - Leicester via Coalville (hourly)
 - Burton-upon-Trent via Measham (hourly)
 - Burton-upon-Trent via Swadlincote (hourly)
 - Swadlincote (hourly)
 - East Midlands Airport via Castle Donington (hourly)
 - Loughborough (5x daily)
- Castle Donington
 - Leicester via East Midlands Airport, Kegworth and Loughborough (every 20 mins)
 - Loughborough via East Midlands Airport and Kegworth (hourly)
 - Coalville via East Midlands Airport (hourly)
 - Burton-upon-Trent via Ashby-de-la-Zouch and Swadlincote (hourly)
 - Derby (every 20 mins)
 - Ilkeston via Long Eaton (hourly)
 - Nottingham via Long Eaton (every 20 mins)
- Ibstock
 - Coalville (half-hourly)
 - Hinckley via Market Bosworth (every 1-2 hours)

- Kegworth
 - Leicester via Loughborough (every 20-40 mins)
 - Loughborough (hourly)
 - Derby via East Midlands Airport and Castle Donington (every 20-40 mins)
 - Nottingham via East Midlands Airport (hourly)
- Measham
 - Burton-upon-Trent via Swadlincote (hourly)
 - Ashby-de-la-Zouch (hourly)
 - Atherstone (4x daily)

Leicestershire County Council Bus Service Improvement Plan²⁶ (BSIP) identifies a downward trend in bus passengers across the county over the last decade, from 17.3m in 2009/10 to 13.8m in 2018/2019. The Plan attributes this to rates of car ownership within the county, and challenges faced by the authority in maintaining level of local authority-funded service. The impact of the Covid-19 pandemic on bus patronage has exacerbated this trend – the county saw just 3.8m passengers in financial year 2020/21, 27.5% of the 2018/19 figure.

Whilst the BSIP states an objective to increase levels of bus usage, a report²⁷ to Leicestershire County Council’s Cabinet on 29th March 2022 provided an update on the impact on Covid-19 on bus services within the County. This noted that the ongoing lingering impacts of the pandemic along with other factors such as rising fuel costs and bus driver shortages would continue to present challenges in meeting the BSIP’s objectives. This could impact communities across Leicestershire, with the potential to lead to a further reduction in services.

Rail Services - North West Leicestershire is one of only five local authority areas within the mainland UK with no passenger rail service – and is the largest of these by population. As Figure 1 shows, the District does have two railway lines running through it – the Castle Donington line which crosses the far north of the District, and the Ivanhoe Line which runs east-to-west across the centre of the District. These two railway lines are only used by freight traffic, although this does include freight to key employment sites in the District – notably the new SEGRO East Midlands Gateway intermodal rail freight terminal to the east of Castle Donington.

The nearest mainline railway stations to the District are Long Eaton, East Midlands Parkway, Loughborough, Leicester, Tamworth and Burton-on-Trent. All except Tamworth and East Midlands Parkway are served by bus services from the closest settlements within North West Leicestershire, and all have car parking provision that can serve passengers travelling from within the District.

Current plans for the eastern leg of HS2 will result in it passing through the district en-route between Birmingham and Nottingham/Sheffield. Whilst there will not be a station within the district, Castle Donington and Kegworth will be served indirectly by services at East Midlands Parkway. However, it is not currently expected that these services will be in operation until the mid-2040s, outside the plan period.

4.1.2 Emerging schemes to address needs

As noted above, a key sustainability challenge of the District’s transport network is the lack of any passenger rail service. Proposals have long existed to re-introduce passenger services to the Ivanhoe Line through Coalville and Ashby-de-le-Zouch, linking Leicester to Burton-on-Trent. In June 2022,

²⁶ [Leicestershire County Council Bus Service Improvement Plan \(October 2021\)](#)

²⁷ [Report to Leicestershire County Council Cabinet, 29 March 2022 - Local bus service challenges](#)

the Government announced²⁸ that the Ivanhoe Line would be one of ten schemes receiving a share of £500m of funding through the Reopening Your Railway scheme. Through this, Network Rail in collaboration with the Campaign to Reopen the Ivanhoe Line will be producing a full outline business case for the reopening of the route, following which a decision will be made about whether to proceed towards implementation²⁹.

The Council published its draft Walking and Cycling Strategy (2022 – 2032)³⁰ in October 2021. This document provides a strategic approach to improving the active travel network within the District and identifies potential cycling route priorities and areas for investment to support walking. The proposed cycling routes will link to the six key settlements within the District; Coalville, Ashby-de-la-Zouch, Castle Donington, Kegworth, Measham and Ibstock. The priority schemes will be further developed within a Local Cycling and Walking Infrastructure Plan (LCWIP) currently being produced by Leicestershire County Council, which will include exploration of costings, design options and funding.

Notwithstanding the challenges with bus patronage identified above, the BSIP published in October 2021 sets out a suite of schemes intended to achieve passenger growth. These include the promotion of the bus network as a more coordinated single system, increased service frequencies, better provision of high-quality roadside bus infrastructure, reliability improvement schemes, and measures to improve the network's ease of use.

The schemes identified in relation to the road network seek to address capacity and congestion issues within the network, associated with recent growth in and around the North West Leicestershire area. A priority for National Highways that has been included as part of its Roads Investment Strategy pipeline is a scheme to provide extra capacity to the M1 between Junctions 21 and 23A – a stretch partly within North West Leicestershire. As set out in the Road Investment Strategy 2 (March 2020)³¹, these works are anticipated to enter development before 2025.

Midlands Connect has recently published a strategic 'road map' document for the A50 Corridor³² between M1 Junction 24 (near Kegworth) and Stoke-on-Trent. Whilst this includes some public transport measures it is primarily focussed on improving highway capacity throughout the corridor. Of relevance to North West Leicestershire, it notably includes a proposal for a new strategic link road between Junction 1 of the A50 (Castle Donington / Long Eaton) and Junction 14 of the A42 (Breedon-on-the-Hill). From our discussions with National Highways it is understood that this scheme is intended to help to further alleviate congestion around M1 Junction 24. However, it is a longer-term, lower-priority scheme within the road map document and is currently unfunded.

At a more local scale, the A511 Growth Corridor is an important scheme for Leicestershire County Council and will address long-standing congestion issues in this location. The A511 is a key strategic route within the District, providing a link between the A42 and M1 and proximity to key employment sites. It is the principal road through Coalville, the district's largest settlement. Improvements are proposed in nine locations between the A42 Junction 13 at Ashby de la Zouch to the Field Head roundabout near Junction 22 of the M1, including upgrading a section of Stephenson

²⁸ [Restoring your Railway Fund programme update, June 2022 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

²⁹ [Blog - Campaign to Reopen the Ivanhoe Line \(ivanhoeline.org\)](https://ivanhoeline.org)

³⁰ [North West Leicestershire Walking and Cycling Strategy \(2022 – 2032\)](#)

³¹ [Roads Investment Strategy 2: 2020-2025, March 2020 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

³² [A50/A500 North Midlands Manufacturing Corridor - Strategic transport road map, February 2022 \(midlandsconnect.uk\)](https://midlandsconnect.uk)

Way through Coalville from a single to a dual carriageway. Following approval by Leicestershire County Council's Cabinet on 29th March 2022³³, a planning application was submitted in May 2022³⁴ for a key phase of the A511 Growth Corridor, comprising construction of a new section of highway extending southwards from the A511 Bardon Road (Coalville) to a new residential development site at Grange Road (South East Coalville).

4.1.3 Implications for future growth

The existence (or lack of) highway capacity within a settlement, or at key junctions linked to a settlement, is likely to be a key factor in determining the quantum of growth that can be accommodated within it. At the time of finalising this Part 1 IDP document, detailed transport modelling to understand the impacts of growth upon specific parts of the network had not been completed – it is anticipated that this will inform the Part 2 IDP. Consideration will also need to be given to whether the proposed levels of development within each settlement will be sufficient to fund the levels of mitigation that might be required.

However, not least because of the range of strategic-level highway constraints within the District, the overarching objective of LCC's Network Management Policy & Strategy is to encourage and enable a shift to more sustainable transport modes – public transport, cycling and other forms of active travel. It is intended that this network management approach will reduce the need for travel and make the most of the existing highway network.

Development should therefore be focussed around locations with existing public transport provision (that can potentially also be improved), or where new public transport provision can be established. Whilst it is recognised that the reopening of the Ivanhoe Line remains a long-term aspiration, its progress through the Government's Reopening Your Railway scheme has made it increasingly credible. This has the potential to provide significant new high-quality, higher-order public transport capacity for Coalville, Ashby-de-la-Zouch and Moira. It is therefore recommended that the Local Plan considers the inclusion of appropriate policy in support of reopening the Ivanhoe Line and potentially mechanisms to attract developer contributions towards this – and the Council should work closely with Leicestershire County Council, Network Rail (and its successor) and the Campaign to Reopen the Ivanhoe Line to examine how this could be brought to fruition.

Bus services are critical to the delivery of sustainable development, and are likely to remain the main form of public transport connecting most new developments with key centres and destinations. The quality and level of bus service provision in a settlement, and the ability of those services to be improved, should therefore inform final site selection decisions. Given the recent trend of reduced demand for bus services across Leicestershire, the quality and frequency of services is more likely to limit growth than the capacity of services.

LCC's Bus Service Improvement Plan identifies the potential for Demand Responsive Transport (DRT) in rural parts of the county, where services are pre-booked by passengers and do not operate along fixed routes. These services operate in a similar manner (but at a much lower cost) to taxis. Various such schemes have emerged nationally in recent years, but not enough have operated over a sufficient time period to demonstrate the long-term viability of this operating model. DRT has also been used to support the early phases of growth on major new development sites, including in Leicestershire in the 4,250 home New Lubbethorpe development in Blaby. However, it is understood from discussions with LCC that this model is difficult to make sustainable in the longer-

³³ [Report to Cabinet \(29th March 2022\) - A511 Growth Corridor Proposals – Bardon Link Road](#)

³⁴ [Planning application 2022/RegMa/0069/LCC](#)

term. It is therefore considered that major new development sites, notably the new settlement at Isley Walton, should be planned around the improvement of ‘traditional’ fixed-route bus services.

The existence (or lack) of active travel provision within a settlement is unlikely to be a key factor in determining whether growth can be accommodated within a settlement. However, the ability to provide active travel links should still inform site selection decisions when considering infrastructure provision across settlements as a whole. The key consideration for the new Local Plan should therefore be to ensure that new development is designed to promote active travel as a genuinely viable alternative to the car, particularly for shorter journeys. This can be achieved through suitable policy in the Local Plan, and by securing developer contributions. This is particularly the case within the Coalville Urban Area, where a critical mass of cycle routes already exists.

4.2 Education

This section considers the full spectrum of education provision within North West Leicestershire. The provision of high-quality education infrastructure capacity has a huge role to play in the social fabric of the District, and its location has important interactions with transport given the need to ensure sustainable patterns of movement infrastructure.

4.2.1 Existing provision

The locations of schools and other education provision within North West Leicestershire are shown on Figure 3, on the following page. These are well distributed throughout the District – all of the District’s towns and sustainable villages have primary schools, in addition to schools in the smaller villages of Griffydam, Hemington, Newbold, Newton Burgoland and Snarestone. The towns of Ashby-de-la-Zouch, Castle Donington, Coalville and Ibstock have secondary schools.

Primary schools - There are 44 primary schools within the District. Table 6 on page 29 sets out the 2021 (latest available figures) utilisation of each school based on the numbers of pupils on roll, compared to each school’s agreed capacity. Table 6 also shows LCC’s latest forecast of each school’s capacity by 2026, based on forecast population growth, existing housing commitments within each school’s catchment and the capacity that will be created by proposed new schools in the District (see *schemes to address growth and other needs*, below).

It can be seen that, across the District as a whole, existing schools are expected to retain a small amount of capacity by 2026 – equivalent to around 5%. However, this masks variations within individual settlements. Ashby-de-la-Zouch and Castle Donington are forecast to have around 15% school place capacity by 2026, largely driven by the recent construction of new schools – whereas Measham is forecast to be over-capacity by around 20%. It is also notable that much of the District-wide primary place surplus comes from small village schools such as Swannington and Hemington, where the forecast capacity is partly related to a reduction in the numbers of school age children within the respective catchment areas.

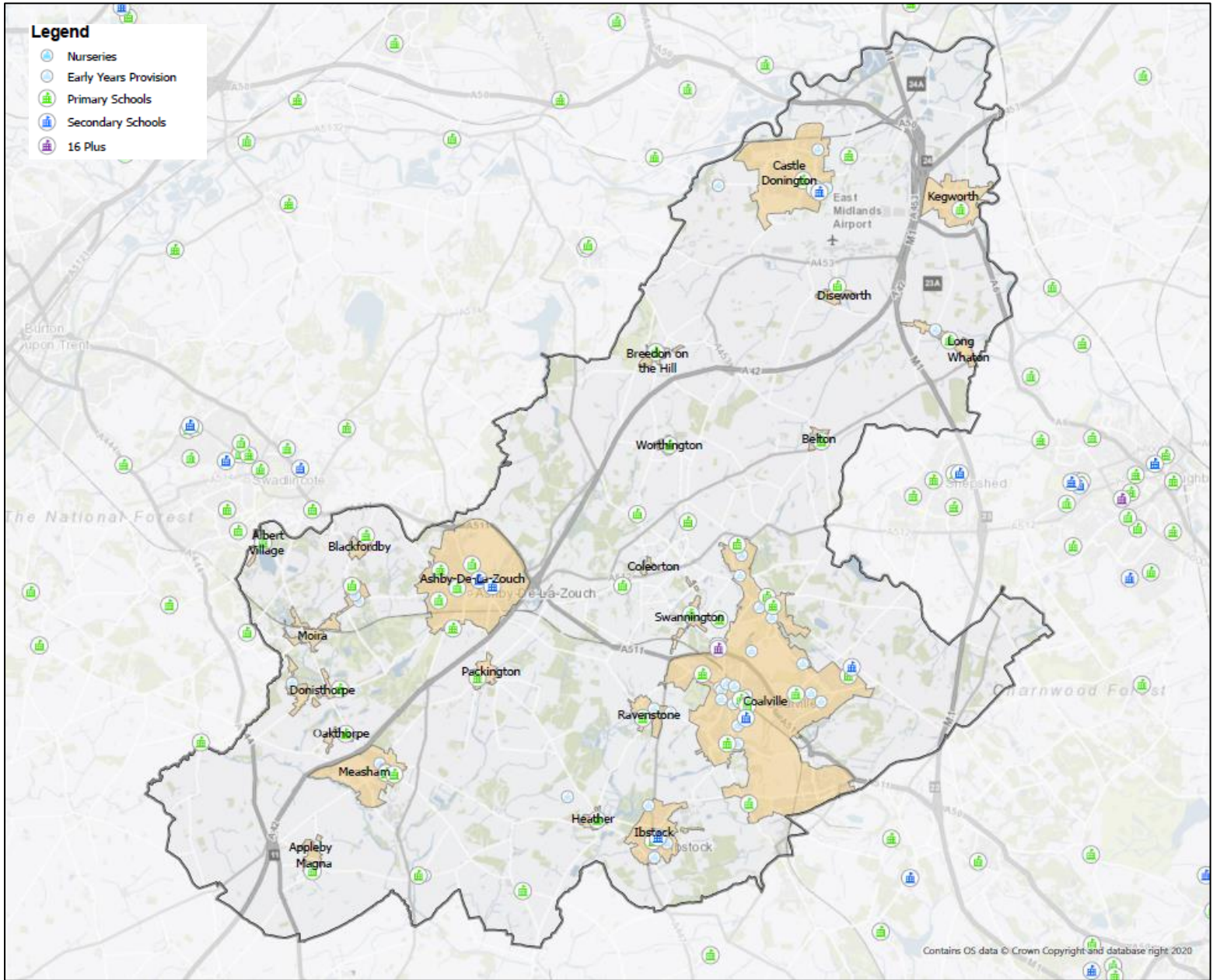


Figure 3: Distribution of education provision within North West Leicestershire District

Settlement	School name	Capacity	2021 pupils on roll	2026 pupil forecast	2026 Capacity +/-
Coalville Urban Area	All Saints CofE Primary School	315	221	312	3
Coalville Urban Area	Belvoirdale Primary School	351	294	351	0
Coalville Urban Area	Broom Leys School	595	590	641	-46
Coalville Urban Area	Holy Cross Catholic Primary School	210	143	126	84
Coalville Urban Area	Hugglescote Primary School	525	435	668	-143
Coalville Urban Area	New Swannington Primary School	210	197	127	83
Coalville Urban Area	St Claire's Catholic Primary School	210	190	212	-2
Coalville Urban Area	St John's CofE Primary School	419	349	396	23
Coalville Urban Area	Thringstone Primary School	210	167	147	63
Coalville Urban Area	Warren Hills Primary School	210	189	214	-4
<i>Coalville Urban Area</i>	<i>Settlement total</i>	<i>3,255</i>	<i>2,775</i>	<i>3,194</i>	<i>61</i>
Ashby-de-la-Zouch	Hastings Primary School	210	0	130	80
Ashby-de-la-Zouch	Hill Top Primary School	315	307	315	0
Ashby-de-la-Zouch	Willesley Primary School	420	417	374	46
Ashby-de-la-Zouch	Woodcote Primary School	237	181	170	67
Ashby-de-la-Zouch	Ashby CofE Primary School	315	305	283	32
<i>Ashby-de-la-Zouch</i>	<i>Settlement total</i>	<i>1,497</i>	<i>1,210</i>	<i>1,272</i>	<i>225</i>
Castle Donington	Foxbridge Primary School	210	0	97	113
Castle Donington	Orchard Primary School	315	312	349	-34
Castle Donington	St Edwards CofE Primary School	207	206	174	33
<i>Castle Donington</i>	<i>Settlement total</i>	<i>732</i>	<i>518</i>	<i>620</i>	<i>112</i>
Ibstock	Ibstock Junior School	355	316	363	-8
Ibstock	St Denys CofE Infant School	270	263	268	2
<i>Ibstock</i>	<i>Settlement total</i>	<i>625</i>	<i>579</i>	<i>631</i>	<i>-6</i>
Kegworth	Kegworth Primary School	315	215	317	-2
Measham	Measham CofE Primary School	240	206	332	-92
Measham	St Charles Catholic Primary School	150	142	131	19
<i>Measham</i>	<i>Settlement total</i>	<i>390</i>	<i>348</i>	<i>463</i>	<i>-76</i>
Albert Village	Albert Village Primary School	210	202	216	-6
Appleby Magna	Sir John Moore Primary School	157	151	179	-22
Belton	Belton CofE Primary School	105	104	92	13
Blackfordby	St Margaret's CofE Primary School	105	89	154	-49
Breedon-on-the-Hill	St Hardulph's CofE Primary School	105	59	62	43
Coleorton	Viscount Beaumont CofE School	112	83	77	35
Diseworth	Diseworth CofE Primary School	78	68	78	0
Donisthorpe	Donisthorpe Primary School	210	207	205	5
Ellistown	Ellistown Primary School	243	206	250	-7
Heather	Heather Primary School	126	109	118	8
Long Whatton	Long Whatton CofE Primary School	105	96	80	25
Moira	Moira Primary School	210	189	219	-9
Oakthorpe	Oakthorpe Primary School	105	96	118	-13
Packington	Packington Primary School	105	101	98	7
Ravenstone	Woodstone Primary School	210	211	238	-28
Swannington	Swannington CofE Primary School	105	85	70	35
Worthington	Worthington School	84	72	64	20
Griffydham	Griffydham Primary School	105	111	120	-15
Hemington	Hemington Primary School	84	47	37	47
Newbold	Newbold CofE Primary School	70	38	48	22
Newton Burgoland	Newton Burgoland Primary School	77	89	86	-9
Snarestone	Snarestone CofE Primary School	105	75	56	49
District total	All schools	9,420	8,130	9,162	467

Table 6: Current capacity and 2026 forecasts, by primary school and settlement

Secondary schools - There are six secondary schools within North West Leicestershire. Table 6 below sets out the 2021 (latest available figures) utilisation of each school based on the numbers of pupils on roll, compared to each school's agreed capacity. Table 5 also shows LCC's latest forecast of each school's capacity by 2026, based on forecast population growth, existing housing commitments within each school's catchment and the capacity that will be created by proposed new schools in the District (see *schemes to address growth and other needs*, below).

Settlement	School name	Capacity	2021 pupils on roll	2026 pupil forecast	2026 Capacity +/-
Coalville Urban Area	Castle Rock School	1,536	1,321	1,611	-75
Coalville Urban Area	Newbridge High School	750	673	1,134	-384
Ashby-de-la-Zouch	Ivanhoe College	965	953	1,125	-160
Ashby-de-la-Zouch	Ashby School	1,554	1,711	1,619	-65
Castle Donington	Castle Donington Community Coll.	645	562	916	-271
lbstock	lbstock Community College	745	573	1,015	-270
District total	All schools	6,195	5,793	7,420	-1,125

Table 7: Current capacity and 2026 forecasts, by secondary school

It can be seen that all of the District's secondary schools are forecast to be above capacity by 2026, with the District-wide total deficit equating to around 18% of capacity.

Special educational needs provision - North West Leicestershire has a small number of schools providing dedicated special educational needs and disability (SEND) provision, as well as SEND provision within some mainstream primary and secondary schools. Special educational needs are typically provided for on a wider geographical basis than individual local authorities, in this case on a countywide basis across Leicestershire. LCC has indicated that the SEND system requires significant change in order for it to become sustainable, with an increasing demand for provision tailored to Communication and Interaction (C&I) and Social and Emotional Mental Health (SEMH) in particular.

Early years provision – All of the District's towns and some of its sustainable villages have some form of early years provision for children under 4 – either in the form of private nurseries or early years provision within primary schools. Within each town, the variety of provision available provides parents with significant choice, reflecting that decisions around which early years provision to use are often lifestyle-based (e.g. proximity to workplaces). During out discussions with them, LCC has not identified any particular issues in current early years provision.

4.2.2 Schemes to address growth and other needs

There are a number of existing schemes to create new primary school capacity within the District, all related (and generally funded by) committed development in the vicinity.

- In Ashby-de-la-Zouch, Hastings Primary School opened for the 2021/22 academic year. This school has created capacity within the town which will gradually be filled over the coming years.
- In Castle Donington, the new Foxbridge Primary School is expected to open for the 2022/23 academic year. This new one form of entry school is linked to growth west of the town around Park Lane, and has been funded by the site's developers.
- LCC has indicated that Warren Hills Primary School in Coalville requires expansion, although it is understood that this is not currently funded or programmed.

- Hugglescote Primary School within the Coalville Urban Area was expanded to 2.5 forms of entry for the 2019/20 academic year, but LCC has indicated that further expansion to 3 forms of entry is required to accommodate existing growth commitments.
- Two further new schools will be built within the Coalville Urban Area, both two forms of entry and linked to the strategic development site at South East Coalville (two forms of entry). These are not yet factored into LCC's capacity forecasts, and will provide additional capacity above that shown in Table 6.
- LCC has indicated that a scheme has been designed to increase the size of Measham Primary School to 1.5 forms of entry (315 pupils), accommodating the excess demand for the school which is resulting from housing growth. This is not yet factored into LCC's capacity forecasts, and will provide additional capacity above that shown in Table 6.

A number of schemes also exist or are being developed to increase secondary school capacity, helping to address the significant forecast shortfall in capacity by 2026:

- Ivanhoe College in Ashby is undertaking an expansion to build a new sports hall and four additional classrooms, using developer contributions.
- Ashby School is undertaking a scheme to increase capacity, using developer contributions.
- LCC has indicated that Castle Donington Community College is currently developing a scheme to expand the school on site, funded by developer contributions.
- LCC has indicated the Ibstock Community College is also exploring options to increase pupil capacity using developer contributions.

LCC's latest High Needs Development Plan for SEND³⁵ indicates a range of emerging capital projects. This includes a new SEMH special school, and a new C&I special school to be located in the north of the county. Either of these could therefore be located within North West Leicestershire, although at this stage it is understood that locations are yet to be identified.

4.2.3 Implications for future growth

LCC's Planning Obligations Policy assumes typical pupil yields from new development equivalent to one form of entry per 700 new dwellings. One form of entry equates to 30 pupils in each year group, i.e.:

- 210 pupils in primary schools catering for ages 4-11
- 90 pupils in infant schools catering for ages 4-7
- 120 pupils in junior schools catering for ages 7-11
- 210 pupils in secondary schools with post-16 provision, catering for ages 11-18
- 150 pupils in secondary schools without post-16 provision, catering for ages 11-16

Across the District as a whole, the assumed new development in Growth Scenario 1 (1,000 dwellings) would therefore equate to 1.42 new forms of entry at both primary and secondary level, with the assumed new development in Growth Scenario 2 (5,100 dwellings) equating to 7.3 new forms of entry.

The existence (or lack) of education capacity within a settlement is likely to be a key factor in determining the quantum of growth that can be accommodated within each. Given the general levels of constraint in the District's current education provision, LCC has indicated that new school capacity is likely to be required to support significant levels (particularly those associated with

³⁵ [Report to Leicestershire County Council Cabinet, 22 June 2021 - High Needs Development Plan.pdf \(leics.gov.uk\)](#)

Growth Scenario 2) of growth in many settlements. The potential ability of individual schools to expand is summarised within the conclusions by settlement in Chapter 5 – however, LCC has indicated that relatively few schools are capable of expansion.

The provision of new schools within new development sites are therefore likely to be required as the basis for meeting large parts of the District’s future education capacity requirements. It will be important for site selection decisions to be made alongside consideration of the sustainability of any new school provision that would be associated with those sites in terms of placemaking and ease of access.

Once sites have been identified for the Local Plan and exact school capacity schemes have been identified, it will be possible to establish the cost-per-dwelling of capacity enhancement. Given the cumulative basis on which the need for new capacity is likely to arise (across multiple development sites), it may be appropriate for the Local Plan to introduce a ‘roof tax’ per dwelling. In the absence of a coordinated approach to school funding between sites, it is conceivable that funding gaps will arise meaning that infrastructure cannot be delivered or development becomes unviable.

The ideal size of school will also need to be considered. LCC’s In The Right Place School Place Strategy³⁶ sets out the expectation that new primary schools will be a minimum of 1 form of entry (210 pupils), ideally 2 forms of entry (420 pupils), and no more than 3 forms of entry (630 pupils). For secondary schools, 6-8 forms of entry (approximately 1,200-1,600 pupils) is the typical size needed to ensure a viable school. It is notable that only Growth Scenario 2 would include a sufficient quantum of development to viably create new schools.

From an Early Years perspective, the Department for Education encourages new provision to be co-located with new schools, to minimise travel and disruption to families. Where such provision cannot be developed on existing or new school sites, or where demand exceeds that which could be met via a school-based solution, then early years provision should be considered for community hubs or similar forms of community infrastructure. This will help to maximise the viability of provision.

4.3 Healthcare and emergency service provision

This section considers healthcare provision within North West Leicestershire. The provision of the right healthcare infrastructure is crucial to wellbeing and quality of life within the District. Figure 4 below sets out the location of primary and healthcare facilities within North West Leicestershire.

4.3.1 Existing provision

Primary Healthcare - North West Leicestershire is covered by two primary care networks. The North West Leicestershire Primary Care Network covers the majority of the District, and is overseen by the Leicester, Leicestershire and Rutland Integrated Care Board (ICB). The Rushcliffe Primary Care Network, overseen by the Nottingham and Nottinghamshire ICB, covers Kegworth at the north-eastern corner of the District.

The District has 12 primary care surgeries, shown in Table 8 on the following page. There are six surgeries in the Coalville Urban Area, and one in each of the District’s other five towns. There is also a surgery in the sustainable village of Belton.

³⁶ [The Strategy 'In the right place' - A strategy for the organisation of school and other learning places in Leicestershire 2014/2018](#)

Because of the nature of general practice provision, surgeries are only able to refuse new patient registrations in the most exceptional of circumstances. There is therefore no objective basis on which to establish whether a surgery is operating above capacity. Historically, the number of patients per GP has been used as a proxy for this. However, the ICBs have cautioned against such an approach for the purposes of the IDP, as care is now provided in an increasingly diverse number of ways – online appointments can often be delivered more quickly by GPs than face-to-face appointments, and many appointments can be better-delivered by non-GP members of surgery staff. As such, the number of patients per available appointment is now considered a more appropriate indicator. It has not been possible for the ICBs to provide these statistics to us – however, the ICBs have indicated that all surgeries in the District should be treated as constrained and over-capacity. This is partly because of existing housing growth, but also because of ongoing challenges in responding to and recovering from the Covid-19 pandemic and in funding service delivery.

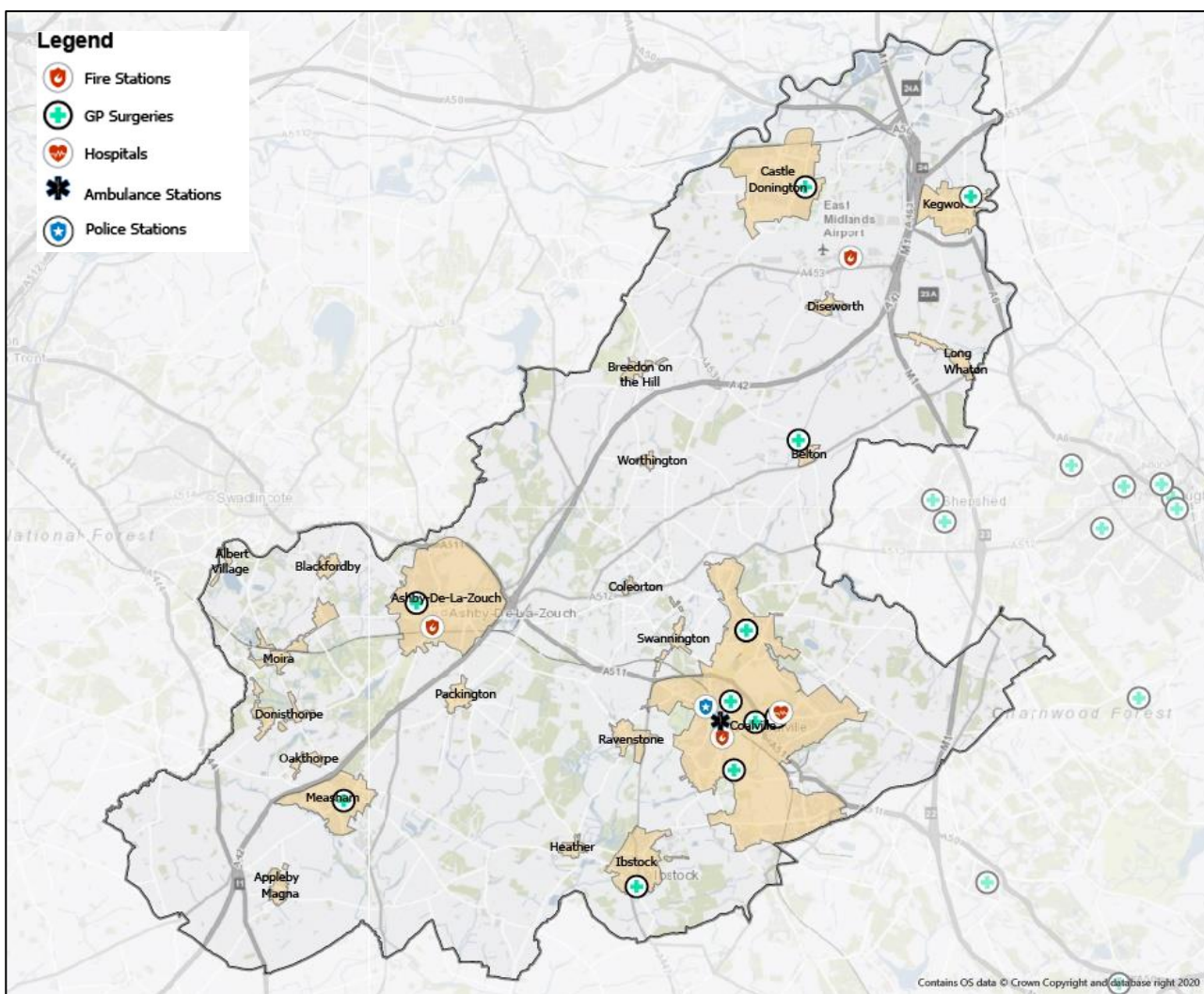


Figure 4: Distribution of healthcare and emergency service infrastructure within North West Leicestershire

Settlement	Surgery name	Registered patients
Coalville Urban Area	Broom Leys Surgery	8,020
Coalville Urban Area	Dr AM Lewis (adjacent to Whitwick Health Centre)	3,914
Coalville Urban Area	Hugglescote Surgery	8,893
Coalville Urban Area	Long Lane Surgery	13,898
Coalville Urban Area	Whitwick Road Surgery	5,500
Coalville Urban Area	Whitwick Health Centre	3,577
Ashby-de-la-Zouch	Castle Medical Group	17,525

Castle Donington	Castle Donington Surgery	10,037
Ibstock	Ibstock House Surgery	11,421
Kegworth	Orchard Surgery	8,624
Measham	Measham Medical Unit	15,176
Belton	Manor House Surgery	4,700

Table 8: Primary care surgeries within the District, and total registered patients per surgery

Secondary Healthcare - There is one Community Hospital located within North West Leicestershire, the Coalville Community Hospital, which provides specialist stroke rehabilitation and sub-acute care, rehabilitation and end of life care. The hospital also has one mental health ward providing care for children.

Routine acute hospital provision, including accident and emergency services, are provided by a number of hospitals located outside of the District – with patients’ choice of hospital being determined by care needs and proximity:

- Leicester Royal Infirmary, Leicester
- Leicester General Hospital, Leicester
- Glenfield Hospital, Leicester
- Queens Hospital, Burton upon Trent
- Royal Derby Hospital, Derby
- Queens Medical Centre, Nottingham
- City Hospital, Nottingham

Due to the large number of hospital trusts potentially serving the District’s patients we have focussed discussions throughout the preparation of the IDP with the University Hospitals Leicester (UHL) NHS Trust. However, the Nottingham and Nottinghamshire ICB has indicated that the views provided by the UHL Trust are a fair reflection of secondary healthcare provision in other trusts locally as well.

The UHL Trust has indicated that it experiences significant levels of constraint, and in a similar manner to primary care, that this constraint has been exacerbated by the response to the Covid-19 pandemic. However, it has indicated that the Trust’s hospitals should fundamentally have spare capacity – the challenges which the Trust faces result from an inability to discharge patients quickly enough into more appropriate primary care settings. An improvement in this, coupled with increased levels of social care provision, would significantly reduce levels of constraint.

Social Care Provision - Leicestershire County Council’s Adult and Community Services provide an adult social care service for North West Leicestershire. The service supports people with learning disabilities, physical disabilities and mental health needs as well as older people. Leicestershire County Council’s 2016-2020 Vision and Strategy for Adult Social Care³⁷ sets out a future change in approach to adult social care where support is increasingly remote (online and by telephone) to ensure that people can access support where and when they need it.

Within the North West Leicestershire area, there are 19 care homes that are operated by private providers. Of these, five also provide an element of nursing care. Leicestershire County Council currently fund seven supported living properties which results in 28 tenancies. The County Council also operates a ‘step through’ scheme for people with mental health conditions and this currently provides 6 tenancies. An extra care facility opened in 2021 in Ashby-de-la-Zouch which provides

³⁷ [Leicestershire County Council’s 2016-2020 Vision and Strategy for Adult Social Care](#)

70 units and was delivered by North West Leicestershire District Council in partnership with East Midlands Housing Trust.

The Leicester and Leicestershire Housing and Economic Needs Assessment³⁸ has considered current levels of provision of social care provision within all districts in the county, set against forecast future demand. This identifies a current demand for North West Leicestershire of 813 residential care and nursing care bedspaces, against a supply of 493 bedspaces. Demand is predicted to rise by an additional 644 bedspaces during the between 2020-2041, resulting in total shortfall of 965 bedspaces in the District.

Policing – Policing within North West Leicestershire is delivered by Leicestershire Police as part of a sub-regional service covering Leicestershire, Rutland and the City of Leicester. There is one police station within the District, located on Whitwick Road in Coalville. However, northern and eastern parts of the District are located closer to Loughborough Police Station in Charnwood.

The Leicester, Leicestershire and Rutland Police & Crime Plan 2021 – 2024³⁹ identifies challenges and unpredictability in funding, as with all police forces across the country. Leicestershire Police is facing increasing demand, with limited resources available which places significant strain upon the overall budget. Through our discussions with Leicestershire Police, it was indicated that around 30% of the force's estate has been disposed of within the last 15 years.

Ambulance service - North West Leicestershire is served by the East Midlands Ambulance Trust (EMAS), which provides emergency care and patient transport services. The Coalville Tri-station opened in 2020 which consolidated EMAS, Leicestershire Fire and Rescue and Leicestershire Police services on one site.

Our discussions with EMAS highlighted significant strain on the ambulance service. This is largely attributed to the ongoing impacts of the Covid-19 pandemic, which has created a higher frequency of patients requiring urgent care along with an increase in acuity of patients. Waiting lists and backlogs in hospital care also associated with Covid-19 are exacerbating these issues. It was flagged by EMAS both Coalville and Loughborough ambulance stations are now beginning to exceed their capacity.

Fire and Rescue - Fire and rescue services within North West Leicestershire are provided by the Leicester, Leicestershire and Rutland Combined Fire Authority. There are three fire and rescue station located within North West Leicestershire; Coalville, Castle Donington and Ashby-de-la-Zouch. Castle Donington and Coalville Fire Stations operate full time, whilst Ashby is an on-call station.

It was not possible to undertake engagement with Leicestershire Fire & Rescue Service during the preparation of the IDP, although further attempts will be made during the preparation of Part 2 of the IDP. From our experience on IDPs elsewhere nationally, priorities for future fire and rescue service provision tend to reflect a shift in demand away from firefighting towards rescue services, such as responding road traffic collisions. These shifts can be associated with changing infrastructure needs, such as ensuring that fire and rescue stations are located close to major roads rather than in town centre locations.

³⁸ [Leicester and Leicestershire Housing and Economic Needs Assessment \(Published April 2022\)](#)

³⁹ [Leicester, Leicestershire and Rutland Police & Crime Plan 2021-2024](#)

4.3.2 Schemes to address growth and other needs

The Leicester, Leicestershire and Rutland ICB has indicated that Castle Donington Surgery, Whitwick Road Surgery in the Coalville Urban Area and Measham Medical Unit are particularly constrained. These three surgeries, plus the Castle Medical Group in Ashby-de-la-Zouch, are also among the 20 surgeries within the ICB's area that are most likely to be impacted by future population and housing growth. Whilst various developer funding agreements are in place (such as a sum of £413,000 to fund improvements to primary care in Castle Donington, from the Park Lane development to the west of the town) or are anticipated by the ICB in the future, there are currently no confirmed schemes to address constraints within these surgeries.

The Nottingham and Nottinghamshire ICB has indicated that its emerging Estates Strategy is likely to identify a scheme to expand Orchard Surgery in Kegworth, developed by the practice. Around £120,000 of developer funding has been obtained to help contribute to this scheme, although at this stage other sources of funding have not been identified. It is hoped that this position can be updated in Part 2 of the IDP.

In terms of secondary healthcare, the University Hospital Leicester NHS Trust was listed in the Government's 2019 Health Infrastructure Plan⁴⁰ as being in the first tranche of six hospitals from an eventual total of 40 to benefit from significant investment and rebuilding – with this being undertaken by 2025. In 2021, a £450million scheme was approved that will result in the consolidation of acute services to Leicester Royal Infirmary and Glenfield Hospital, providing additional capacity and resilience. However, it is understood from discussions with UHL Trust that the exact timescales for delivery of these scheme are subject to confirmation.

There are no current schemes to address capacity issues and other issues within any of the District's emergency service provision.

4.3.3 Implications for future growth

The existence (or lack) of primary healthcare capacity is considered to be a factor which could determine the suitability of individual locations for growth – with the ability of different combinations of sites to fund and deliver acceptable solutions to primary care demand also potentially being a determining factor in site selection decisions. Given the levels of constraint in local primary care, it will be crucial for the Local Plan to robustly address capacity needs.

Because of the way in which primary care is commissioned, the two ICBs have indicated that the provision of entirely new surgeries to meet growth needs is unlikely to be feasible. More feasible options for new primary care capacity include the expansion of existing surgeries, relocation (and enlargement) of existing surgeries, or potentially the creation of a new branch surgery within an existing primary care network. The exact approaches to be taken will depend on the combination of sites brought forward in the new Local Plan. The Leicester, Leicestershire and Rutland ICB does not currently have an emerging estates plan, and the ability of individual surgeries to expand is therefore not yet fully understood. This will need to be explored within Part 2 of the IDP, once firm development quantum by site have been established.

Using a standard ratio of 2.4 patients per new dwelling, the assumed new development in Growth Scenario 1 (1,000 dwellings) would equate to 2,400 new patients. This is much smaller than any of the District's current surgeries, and therefore points to a likely strategy of dispersed small surgery expansions. The assumed new development in Growth Scenario 2 (5,100 dwellings) would equate

⁴⁰ [National Health Infrastructure Plan 2019 \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/421117/national-health-infrastructure-plan-2019.pdf)

to 12,240 new patients and is considered more likely to facilitate the surgery relocation or new branch surgery options.

The ICBs establish funding requests using a formula-based approach. This assumes that each new dwelling will generate 2.4 new patients, with the surgery floorspace required per patient established by dividing the current floorspace of the surgery requiring expansion by the surgery's current list size. This is then multiplied by typical costs per sqm for new construction – the Leicester, Leicestershire and Rutland ICB has indicated a current cost of £2,516 per sqm for a standard clinical build.

In the recent Park Lane development west of Castle Donington, this yielded a developer contribution of £413,000 primary healthcare – £461 per dwelling (given the overall total of 895 dwellings). We are aware of examples elsewhere in Leicestershire where the funding secured has been somewhat higher, at around £650 per dwelling. However, these figures are much less than requests made in new development elsewhere nationally – for example, the Herts Valleys Clinical Commissioning Group requests funding for primary healthcare of £1,290 per dwelling⁴¹. Once the exact nature of primary healthcare interventions (linked to growth) have been established in Part 2 of the IDP, a clearer picture of the ask from developer contributions will be established. Secondary healthcare and emergency service provision are planned and provided at wider levels than a single district. Accordingly, a lack of capacity in these is not likely to be a factor that constrains growth in any particular location.

It is noted from our discussions with UHL Trust that the main focus to ensure the improvement of secondary healthcare provision should actually be in improved primary healthcare provision to facilitate faster patient discharge, as well as improved leisure and recreation provision to improve overall health outcomes and reduce demand on hospital services.

Leicestershire Police has specifically indicated a likelihood that forecast population growth will result in a need for new policing facilities, given the constraint in current provision. The force has historically sought developer contributions at a rate of £606 per dwelling. Were it to be determined that this level of funding remains appropriate (with this being considered in Part 2 of the IDP), the assumed new development in Growth Scenario 1 (1,000 dwellings) would therefore equate to £606,000 of funding across the District. This amount of funding would allow the provision of capital infrastructure to support new officers – potentially new vehicles or technological solutions. The assumed new development in Growth Scenario 2 (5,100 dwellings) would equate to £3.09million of funding across the District. This may be sufficient to fund new premises or other estates improvements. This will be explored further with Leicestershire Police in Part 2 of the IDP.

The 965 bedspace requirement for social care provision across the new plan period should be provided within a range of strategic development sites, ensuring provision across the District. It is recommended that the Local Plan sets out clear policy requirements and/or site allocations to allow this level of provision to be met, and to be funded by respective developers.

4.4 Green Infrastructure

This section considers all forms of green infrastructure within North West Leicestershire. It is likely to be enjoyed on a frequent basis by most residents and visitors to the district – if not to physically use, as a backdrop and visual amenity that frames the District's sense of place. Much like healthcare

⁴¹ [Hertsmere IDP Phase 1 Report - Final Issue 2021](#)

infrastructure, green infrastructure plays an important role in ensuring the physical and mental wellbeing of residents, with this being particularly evident following the Covid-19 pandemic, which saw a rise in both demand and appreciation of green infrastructure. This infrastructure is also key in ensuring resilience to future climate change impacts. An example of this is through cooling to counter urban heat island effects, as well as acting as water storage and slowing surface run-off, reducing flood risk. The following infrastructure types are considered:

4.4.1 Existing provision

Green Spaces – North West Leicestershire is a predominantly rural District and benefits from a wide network of verdant open space. This includes a number of nationally-designated Sites of Scientific Interest (SSSI) and the River Mease Special Area of Conservation, along with Local Wildlife Sites and Local Nature Reserves. These sites collectively provide biodiversity value and contribute to the District’s wildlife corridors and ecological network. There are three Registered Parks and Gardens within the District, and formal parks in the Coalville Area (Coalville Park and Whitwick Park) and Ashby-de-la-Zouch (Hood Park).

The District also benefits from a wide range of smaller parks, play areas and recreation grounds. NWLDC is responsible for maintenance and provision of open spaces in the unparished parts of the district (the Coalville Urban Area), whilst parish and town councils are responsible elsewhere..

Through discussions with officers responsible for green space provision, on an anecdotal level it is understood that current provision is sufficient to meet demand, in terms of both quantity and quality. However, the Council does not have any up-to-date empirical evidence on this.

The locations of provision are shown below on Figure 5.

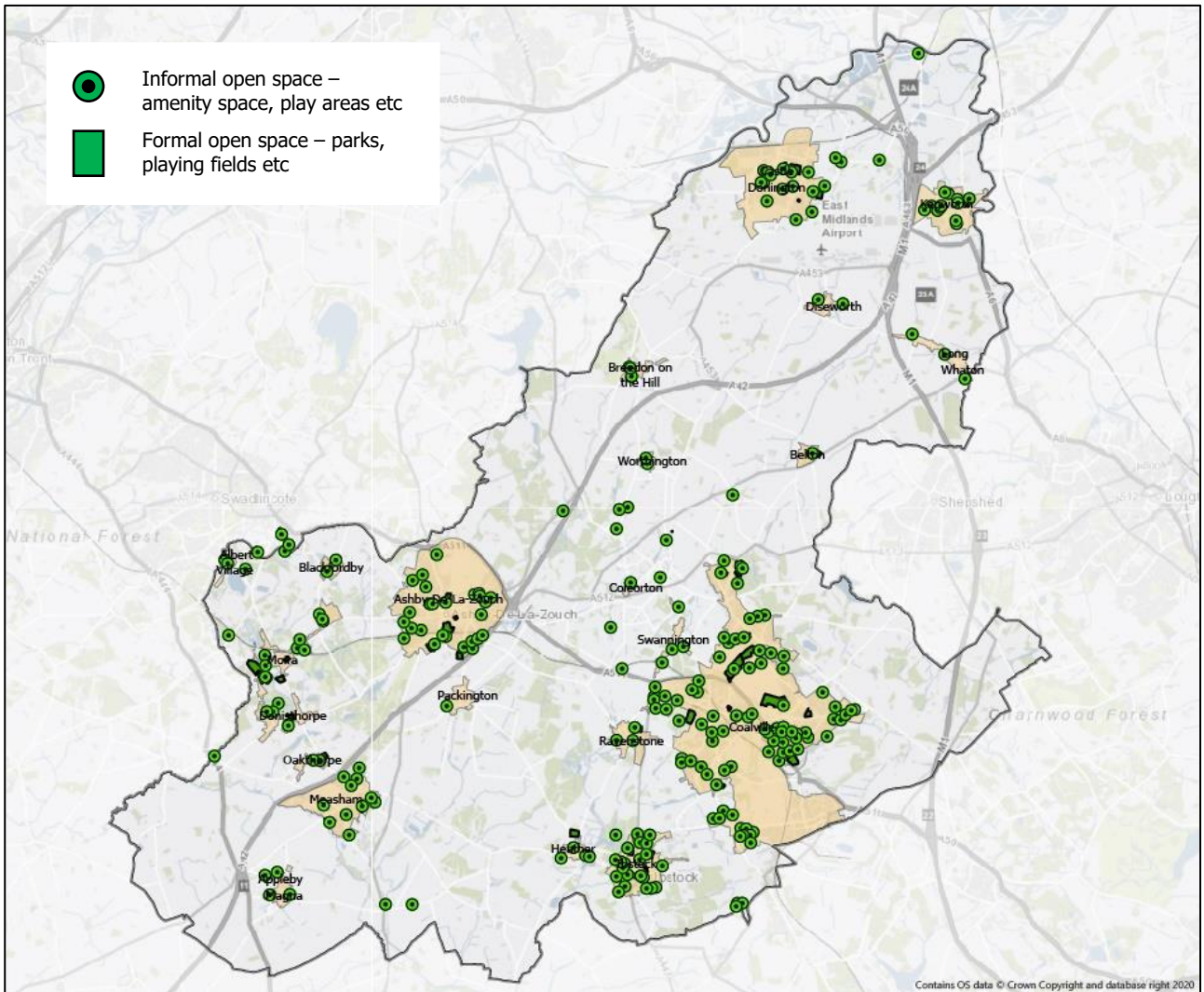


Figure 5: Distribution of green space and playing pitch provision within North West Leicestershire

Playing pitches – As with green spaces, playing pitches are provided by town and parish councils – except within the unparished parts of the Coalville Urban Area where the District Council is responsible. Analysis undertaken as part of the 2017 North West Leicestershire Playing Pitch Strategy (PPS)⁴² identified that the existing population plus growth associated with the current Local Plan would result in the following levels of playing pitch demand:

- Football pitches – shortfall in provision equating to 14.5 weekly match sessions.
- 3G artificial pitches – shortfall of one pitch for football use, specifically in the Ibstock area.
- Cricket pitches – sufficient supply to meet demand.
- Rugby pitches – shortfall in provision equating to 3 weekly match sessions.
- Hockey pitches – sufficient supply to meet demand.
- Athletics – no current provision within the District, with demand unlikely to be sufficient to justify and secure funding for an athletics track in the future.

⁴² [North West Leicestershire Playing Pitch Strategy 2017](#)

The 2017 PPS also indicates issues with the quality of changing facility provision at Hermitage Recreation Ground and Scotlands Playing Fields in the Coalville Urban Area, and Western Park in Ashby-de-la-Zouch.

Officers have indicated that it is intended to refresh the 2017 PPS before the end of 2022. This would provide more-up-date evidence to inform the new Local Plan, and will be considered in Part 2 of the IDP.

Allotments – North West Leicestershire has a range of allotments provided across the District, although it is noted that there is a slightly higher concentration in the south of the District compared to the north, as shown below in Figure 6. A community garden space was opened in 2017 at Coalville Community Park. It is understood that there are waiting lists for allotments within Whitwick Parish, Kegworth Parish and Measham Parish.

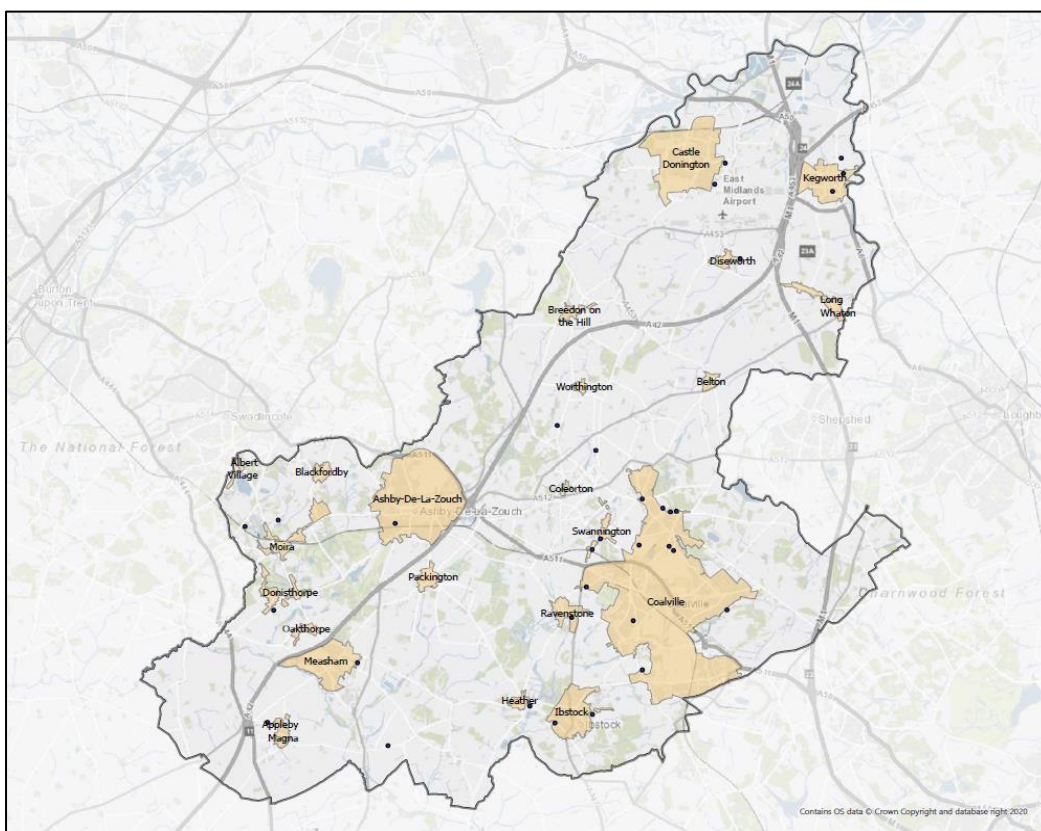


Figure 6: Location of allotments within North West Leicestershire District

4.4.2 Schemes to address growth and other needs

Officers have indicated that addressing the indicated shortfall in 3G pitch provision is a priority, and that discussions are underway with Ibstock Parish Council to establish how a full-sized 3G pitch could be provided (given that Ibstock is the indicated location of demand).

The Council has recently consulted⁴³ on a programme of significant potential improvements to Hermitage Recreation Ground in Coalville. The proposed vision for site would see the creation of a new ecological park and lake, new community facilities, and the redevelopment of the former Hermitage Leisure Centre which has recently closed. However, there are issues relating to the

⁴³ [Hermitage - North West Leicestershire District Council \(nwleics.gov.uk\)](http://Hermitage - North West Leicestershire District Council (nwleics.gov.uk))

provision and maintenance costs associated with the proposal. The district council will make a final decision in due course.

We are not aware of any current projects to provide new allotments in the District.

4.4.3 Implications for future growth

Updated evidence on playing pitch provision and demand is currently being prepared. This will allow the Council’s understanding of the quantity and quality of provision to be brought up to date, with a strategy then being able to be prepared around any additional interventions necessary to meet demand. Similar evidence should be produced on green space and allotment provision in advance of the Regulation 19 publication of the Local Plan, so that the Local Plan and Part 2 of the IDP can set out a similar strategy and set of schemes (as necessary). In the absence of this evidence, it may be more difficult to secure sufficient developer contributions to ensure that new development has better than minimum levels of green infrastructure provision.

Officers have indicated that they currently use Fields in Trust’s ‘6 acre standard’⁴⁴ when establishing requirements in new development. Table 9 below shows these standards per 1,000 population, and the resultant total provision that would be associated with them based on a standard 2.4 residents per household under Growth Scenarios 1 (1,000 dwellings) and 2 (5,100 dwellings).

Green infrastructure type	Standard per 1,000	Growth Scenario 1	Growth Scenario 2
Parks and gardens	0.80 ha	1.92 ha	9.79 ha
Amenity green space	0.60 ha	1.44 ha	7.34 ha
Natural green space	1.80 ha	4.32 ha	22.03 ha
Outdoor sports provision	1.60 ha	3.84 ha	19.58 ha
<i>Of which playing pitches</i>	<i>1.20 ha</i>	<i>2.88 ha</i>	<i>14.69 ha</i>
<i>Of which other provision (tennis courts, bowling greens, athletics etc)</i>	<i>0.40 ha</i>	<i>0.96 ha</i>	<i>4.90 ha</i>
Outdoor play provision	0.55 ha	1.32 ha	6.73 ha
<i>Of which equipped play areas</i>	<i>0.25 ha</i>	<i>0.60 ha</i>	<i>3.06 ha</i>
<i>Of which other provision (multi-use games areas, skateparks etc)</i>	<i>0.30 ha</i>	<i>0.72 ha</i>	<i>3.67 ha</i>
Allotments	0.25 ha	0.60 ha	3.06 ha
Totals	N/A	13.44 ha	68.53 ha

Table 9: Fields in Trust requirements for green infrastructure, and District-wide total provision in Growth Scenarios 1 and 2

This provision should be the minimum which is collectively provided and paid for by developers. For larger sites, this provision should be self-contained and help to meet demand arising from any smaller sites within the same settlement or catchment which cannot be met within an individual development site. For example, the National Society of Allotment and Leisure Gardeners recommends a minimum viable allotment site size of 0.40 hectares.

4.5 Community Facilities

This section considers all forms of community facility provision within North West Leicestershire. Community facilities form the backdrop to some of the most important events in people’s lives – they are places to gather, share ideas, relax, keep fit, learn and much more. The provision of community facilities provides for many of our human needs, and contributes to quality of life, through reducing loneliness, improvements in mental health and the building of social cohesiveness.

⁴⁴ [Fields in Trust Guidance for Outdoor Sport and Play England \(fieldsintrust.org\)](https://www.fieldsintrust.org/)

4.5.1 Existing provision

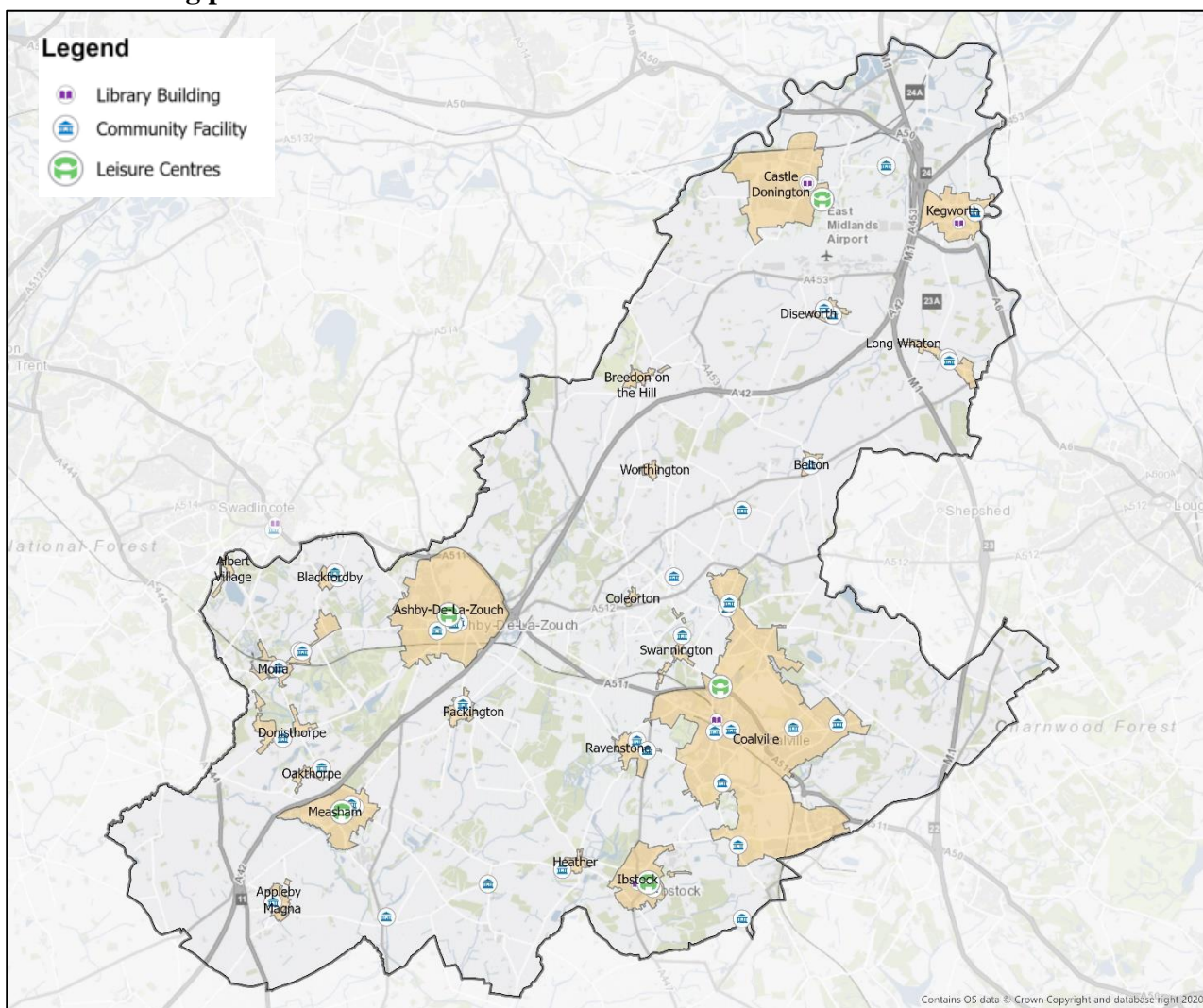


Figure 7: Location of community facilities within North West Leicestershire

Community centres – The District is well served by a large number of community centres – including dedicated community centres and smaller community halls. The locations of these are shown on Figure 7 above. There is at least one community facility within each of the District’s towns, with around ten in the Coalville Urban Area. Each of the district’s sustainable villages also has a dedicated community facility, as do a number of the District’s smaller villages. These are in addition to halls associated with places of worship, many of which serve as community facilities, further increasing the District’s level of provision.

As with green infrastructure, the District’s town and parish councils are responsible for the provision of most community facilities – except in the unparished part of the Coalville Urban Area, where North West Leicestershire District Council is responsible. Charities and other community organisations are also responsible for some community facility provision.

Leisure Centres – There is some form of indoor leisure centre-type provision in each of the District’s towns, except for Kegworth – as shown on Figure 7. This is considered to be a good level of provision for the District’s size. The leisure centres in Coalville and Ashby-de-la-Zouch are owned by North West Leicestershire District Council and managed by the Council’s leisure partner, Everyone Active. Measham Leisure Centre is managed by Measham Parish Council, with Castle

Donington and Ibstock’s community leisure facilities being provided by the secondary schools to which they are linked.

In 2017 the Council commissioned an Indoor and Built Sport and Recreation Facilities Framework 2017-2021⁴⁵. Whilst now somewhat dated, it is understood from discussions with officers that this work was produced at a particular point in time, partly related to significant investments being made to refurbish Ashby-de-la-Zouch Leisure Centre and re-provide the facilities at Hermitage Leisure Centre in Coalville (with the new Whitwick and Coalville Leisure Centre having opened in early 2022). Accordingly, the Council does not currently intend to refresh the 2017-2021 Framework, as the quality and quantity of leisure centre provision in the District is good.

Libraries – There are libraries located in each of the District’s six towns. These vary considerably in size and opening hours – for example Ibstock Library is community-managed and open for 6.5 hours per week spread across short opening periods on Monday, Friday and Saturday – whereas Coalville Library is managed by LCC and is open for 65 hours per week.

Through our discussions with LCC, a potential need for upgrades to existing facilities was identified for Ashby-de-la-Zouch and Coalville libraries. This approach reflects LCC’s current strategy to modernise existing facilities, making them centres of community activity, addressing digital exclusion and providing adult learning. However, the District’s libraries are not constrained in a capacity sense.

Cemeteries – The location of cemeteries within the District are shown below in Figure 8. Four cemeteries within the Coalville Urban Area (Broom Leys, Coalville Cemetery, Whitwick Cemetery and Hugglescote Cemetery), are run by North West Leicestershire District Council. Cemeteries in the other towns of Ashby-de-la-Zouch, Castle Donington, Ibstock, Kegworth and Measham are run by town and parish councils. The District is also served by parish council-operated cemeteries in Appleby Magna, Donisthorpe and Osgathorpe. There is no crematorium provision within the District – the closest such facilities are Loughborough Crematorium, Trent Valley Crematorium south of Derby and Bretby Crematorium near Swadlincote.

⁴⁵ [North West Leicestershire Indoor and Built Sport and Recreation Facilities Framework 2017](#)

It has not been possible to discuss cemetery provision with officers throughout the preparation of this Part 1 IDP document. This will be considered further as part of the development of Part 2 of the IDP.

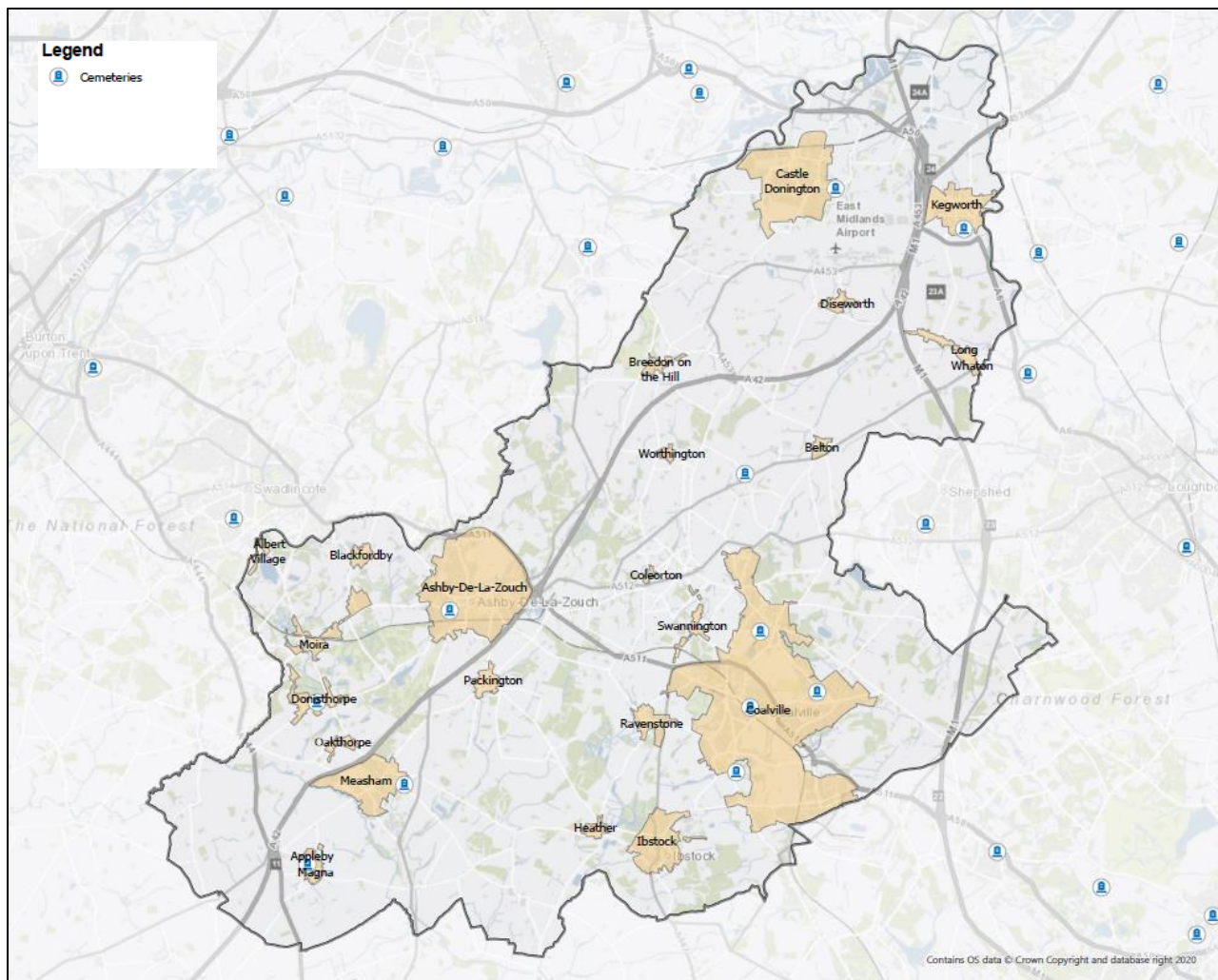


Figure 8: Location of cemeteries within North West Leicestershire District

Waste and recycling facilities - In North West Leicestershire waste collection is the responsibility of North West Leicestershire District Council, whilst waste disposal is the responsibility of Leicestershire County Council.

LCC operates two household waste and recycling centres within North West Leicestershire – at Coalville, and Lount to the east of Ashby-de-la-Zouch. The north of the District is also served by household waste recycling centres in Shepshed and Loughborough. LCC’s Minerals and Waste Local Plan⁴⁶ states that there is sufficient capacity to enable targets for the recycling of local authority collected waste to be met. Similarly, sufficient capacity has been identified to enable targets for commercial and industrial waste to be met. Through our discussions with LCC, it is understood that further new sites are unlikely to be required to meet demand arising from new development within the plan period, with LCC’s strategic approach being focused on improving existing facilities.

⁴⁶ [Minerals and Waste Local Plan 2019 | Leicestershire County Council](#)

NWLDC has also historically operated a network of mini recycling sites where a more specialist range of items can be recycled such as glass, cans and textiles. It is understood from discussions with NWLDC waste management officers that these have temporarily been removed to address issues of misuse and contamination, but the Council plans to re-introduce a network of seven sites across the district's main settlements. The Council's 2019 Recycle More⁴⁷ plan also contains various actions linked to better communication, the promotion of specialist schemes (such as LCC's nappy recycling scheme) and ensuring that new developments are designed to facilitate the Council's mainstream recycling collections.

4.5.2 Schemes to address growth and other needs

Following the completion of the new Whitwick and Coalville Leisure Centre in early 2022, we are not aware of any schemes for the development of new or improved community facilities within the District. For libraries, in our discussions with LCC it was indicated that a strategy will be established by the end of 2022 for enhancement to the county's existing library estate. This may result in the identification of some additional new schemes. If so, these will be included in Part 2 of the IDP.

4.5.3 Implications for future growth

It will be important for the Local Plan to ensure that existing community facilities are maintained, and improved where necessary, to provide adequate facilities for existing communities and the new residents which live within them. However, the existence (or lack) of community facility provision within a settlement is very unlikely to be a key factor in determining the location of planned growth.

As there is generally a good existing level of provision across all of the District's settlements, there is not considered to be any clear need for new facilities to be provided in connection with new development adjacent to existing settlements. However, this would depend on the degree to which any particular settlement was increased in size – a large expansion of a settlement with fewer community facilities would have a greater impact than expansion of a settlement which has a wider range of existing facilities. Irrespective of any need for new facilities, contributions to improve existing facilities that will serve new residents may still be necessary.

It would however be appropriate for many new community facilities to be provided in the proposed new settlement at Isley Walton if that is selected as part of the Council's final preferred selection of sites for the new Local Plan, where their provision would play an important role in the creation and growth of a sustainable new community. It is recommended that such facilities serve a flexible, multi-purpose use – for example, a community centre which also provides a form of community library provision and early years childcare provision, and which could also be used as a place of worship. Through our discussions with NWLDC waste management officers, it is understood that the new settlement is unlikely to require the provision of a new mini recycling site, as proposed provision in Castle Donington and Kegworth is likely to remain sufficient.

The new Local Plan should ensure that developer contributions are sought to invest in existing community facilities where appropriate – this will ensure that the residents of new development are well served, and that the viability of existing facilities is improved. It is understood that the Council does not have an established cost formula for funding improvements to most types of community facility. To provide evidence to justify developer contributions (including to provide evidence of

⁴⁷ [North West Leicestershire Recycle more...The Plan 2019 \(nwleics.gov.uk\)](https://www.nwleics.gov.uk)

cost, which can be apportioned accordingly), it would be beneficial for the Council to produce evidence on the condition and potential investment needs of community facilities around the District.

4.6 Utilities and Digital Infrastructure

This section considers all forms of utility provision within North West Leicestershire. Utilities infrastructure is essential to the effective day-to-day functioning of homes, workplaces, leisure facilities and open spaces.

4.6.1 Existing provision

Electricity supply - Western Power Distribution (WPD) is responsible for electricity distribution across North West Leicestershire, which is part of WPD's wider East Midlands Distribution Area. Ratcliffe-on-Soar and Burton-on-Trent are the two closest National Grid Supply Points. Ratcliffe Power Station is due to close in 2024-2025, however, existing electricity supply infrastructure on the power station site will remain operational and is unaffected by this closure. There are 10 primary substations located within the District. This includes East Midlands Gateway Primary Substation, which is served separately by a private network operator with its own primary supply network and substation.

Through our discussions with WPD, it is understood that spare capacity within all parts of the District's electricity supply network is very limited. This reflects previously spare capacity being taken up in the south of the District by residential development, and in the north of the District by commercial development in the East Midlands Gateway area as well as residential development.

Gas supply - Cadent Gas owns and operates the gas supply network within North West Leicestershire. The Cadent Gas Long Term Development Plan (2021)⁴⁸ identifies a gradual forecast reduction in gas demand, attributed to energy efficiency measures employed in the domestic sector and commercial buildings, which are resulting in similar increases in demand for electricity. From our discussions with Cadent Gas, there is no significant stress within the local gas supply network – and given the anticipated restrictions on new gas connections for newly built residential properties from 2025, it is anticipated that gas demand will continue to decrease.

Fresh water supply – Severn Trent Water (STW) provides water to North West Leicestershire. The area is served on a comprehensive basis, via its Strategic Grid Resource Zone. This grid is supplied from a number of sources and distributes water across a significant part of the Midlands, meaning that increases in demand at particular times or places are readily managed. Through our discussions with STW, it was indicated that there are no current capacity issues within the Strategic Grid.

Sewerage – STW also provides sewerage services to the District. There are long-term known issues with the capacity of the Snarrows Wastewater Treatment Works (WwTW) to the north of the Coalville Urban Area. STW has indicated that capacity at Kegworth WwTW is also becoming constrained, and is being actively monitored to assess the impact of the East Midlands Gateway development.

⁴⁸ [Cadent Gas, Developing Networks for the Future Long-Term Development Plan \(2021\)](#)

Another key issue affects sewerage in the River Mease catchment – covering Ashby-de-la-Zouch and Measham, as well as the sustainable villages of Blackfordby, part of Moira, Oakthorpe, and Packington. The River Mease is designated as a Special Area of Conservation, and current phosphate levels (arising from sewerage as well as other pollution) exceed conservation targets. New development has the potential to exacerbate water quality issues, requiring a cautious approach within the catchment. This includes a scheme of developer contributions⁴⁹.

Flood risk mitigation - North West Leicestershire lies within the River Trent catchment. The north of the District drains via the River Soar to the lower River Trent, whilst the south of the District drains to the River Mease or River Sence and onto the upper River Trent. Figure 9 below shows the broad location of flood zones within the District:

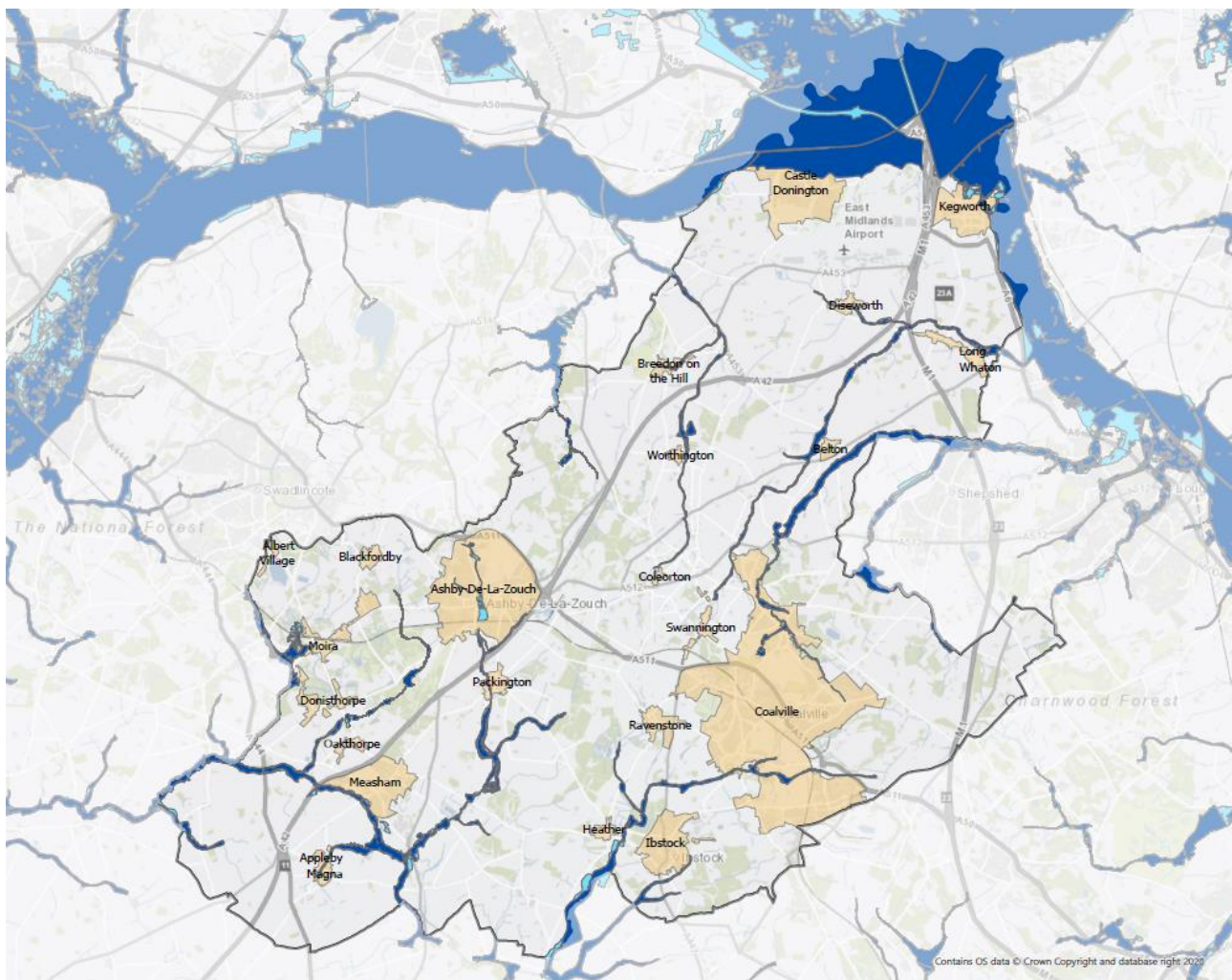


Figure 9: Location of Flood Zones within North West Leicestershire

As shown above, much of the northern of the District is located within Flood Zone 3, which has the highest risk of flooding. This includes parts of Castle Donington and Kegworth. Elsewhere within the District, there are a number of ordinary watercourses and associated narrow tracts of Flood Zones 2 and 3. Some of these watercourses and Flood Zones intersect with towns and villages including Ashby-de-la-Zouch, Coalville, Measham and Diseworth. This is reflected in the North West

⁴⁹ [River Mease Special Area of Conservation - North West Leicestershire District Council](#)

Leicestershire Strategic Flood Risk Assessment⁵⁰, which identifies these areas as also being at risk of surface water flooding:

Flood defence embankments are in place along the River Trent and the River Soar, where the rivers form the northern and eastern parts of the North West Leicestershire District boundary. At the time of construction (early 1960's and early 1970's) the embankments provided protection from flooding with an annual probability of up to 1 in 100 (1%). There are two sets of embankments along the River Soar; small, raised earth embankments to protect farmland (10-year standard of protection) and larger embankments set back from the river to protect inhabited areas (100-year standard of protection). Flood defences protect approximately 450 properties across Castle Donington, Hemington, Lockington and Kegworth.

The Environment Agency (EA) has a statutory responsibility for the maintenance and operation of existing flood defence infrastructure. On designated 'Main Rivers' the EA has a statutory responsibility to manage flood risk. The Lead Local Flood Authority (LLFA) is Leicestershire County Council and they have a responsibility to manage flood risk from ordinary watercourses, surface water and groundwater.

Digital infrastructure - Superfast broadband (defined as connection speeds of 24Mbps or higher) are delivered commercially across North West Leicestershire by BT Openreach and Virgin Media. Currently, around 97% of properties within North West Leicestershire have a superfast level of provision. Figure 10 below shows the levels of provision across the District. It can be seen that the towns, sustainable villages and most smaller villages have access to superfast broadband (areas shaded in green), with more rural parts of the District including isolated homes having a below-superfast provision of broadband (pink circles). Many of the locations shown as possessing below superfast broadband have been indicated by Superfast Leicestershire as 'seeking solutions'.

⁵⁰ [North West Leicestershire Strategic Flood Risk Assessment \(2015\)](#)

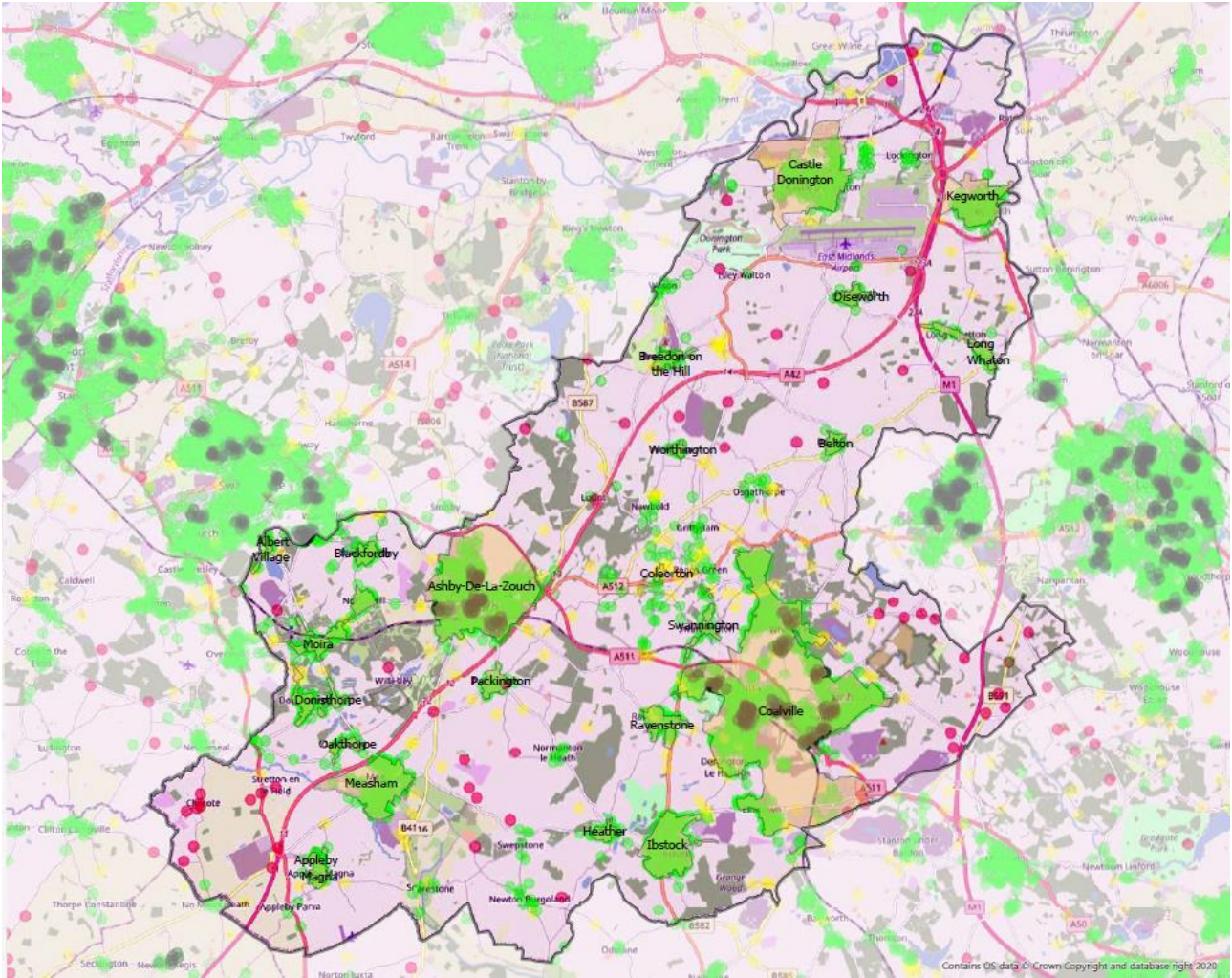


Figure 10: Provision of broadband within North West Leicestershire

Superfast Leicestershire⁵¹, is a partnership between Leicestershire County Council (LCC) and BT Openreach, with the intention of providing superfast broadband to the ‘final 4%’ (in practice, 3% within North West Leicestershire) – properties which are hardest to reach with superfast broadband connectivity. As part of the Government’s Rural Gigabit Connectivity programme, incentives are also being offered to connect more rural areas for which there is never likely to be sufficient financial incentive for private companies to provide fibre broadband.

4.6.2 Schemes to address growth and other needs

Discussions with Western Power Distribution (WPD) have not indicated any significant current schemes to increase electricity supply within the local network.

Cadent Gas is exploring the potential to convert parts of its gas supply network to instead supply hydrogen to domestic and commercial properties. This would allow those customers to use their existing boilers and heating systems with a zero-carbon fuel source. From our discussions with Cadent Gas, it is understood that the commercial case around this conversion is not yet clear, and it cannot be assumed that such a conversion will take place within North West Leicestershire. However, if it does, Cadent Gas has indicated that extensive works to allow the increased pressures

⁵¹ <https://www.superfastleicestershire.org.uk/register-for-notifications/the-final-4/>

necessary to accommodate hydrogen would be required within many of the District’s smaller towns and villages.

Severn Trent Water has indicated that schemes will come forward within the Asset Management Plan 8 period (2025-2030) to address capacity constraints at Snarrows WwTW, as well as to address water quality issues at Packington and Measham WwTWs. STW has indicated that works could also be undertaken at Kegworth WwTW within AMP8, if monitoring indicates that there are constraints needing to be addressed.

Plans also exist to address water quality issues within the River Mease catchment, with a scheme to construct a pipeline to pump out treated sewerage from Packington and Measham WwTWs. This scheme is expected to be completed by 2027, once the effect of transferring this outflow to other watercourses elsewhere has been assessed.

Through our discussions with LCC, it is understood that a variety of new flood risk management infrastructure schemes are being brought forward as part of LCC’s flood risk management programme. This includes schemes in Diseworth, Breedon-on-the-Hill, Moira and Coalville. Whilst these are focussed on reducing flood risk for existing properties, they have the potential to create new areas of land which can be shown to now be at a reduced risk of flooding.

4.6.3 Implications for future growth

The provision of appropriate utilities connections in new development are an essential part of the development process.

The extent of constraints in the District’s electricity supply network have potentially significant implications for future growth. WPD has provided us with calculations of the potential electricity demands arising from the two growth scenarios considered at this stage of the IDP, shown in Table 10. These assume electricity usage of 18kW per dwelling, on the basis of likely future demand for electric vehicle charging and the need for electrical space and water heating in new development once gas connections for new development are prohibited after 2025. This compares to ‘traditional’ assumptions of electricity demands of around 1.8-2kW per dwelling, i.e. a ten-fold increase.

Settlement	Existing commitments		Growth Scenario 1		Growth Scenario 2	
	Dwellings	Forecast demand	Dwellings	Forecast demand	Dwellings	Forecast demand
Coalville Urban Area	4,229	76mW	500	9mW	1,785	32mW
Ashby-de-la-Zouch	2,135	38mW	150	3mW	383	7mW
Castle Donington	727	13mW	150	3mW	383	7mW
lboostock	44	1mW	67	1mW	170	3mW
Kegworth	279	5mW	67	1mW	170	3mW
Measham	304	5mW	67	1mW	170	3mW
Sustainable villages (various)	261	5mW	Nil	Nil	255	5mW
New settlement (Isley Walton)	Nil	Nil	Nil	Nil	1,785	32mW
Other locations / Small sites	58	1mW	Nil	Nil	Nil	Nil
Totals	8,037	145mW	1,000	18mW	5,100	92mW

Table 10: Potential electricity demand from existing commitments and the two new growth scenarios

By WPD’s own admission, these are worst-case estimates – we consider around 15kW per dwelling to be a more likely electricity demand for properties with electric panel heaters, electric heat pumps and electric vehicle charging. Nevertheless, this still represents a very significant increase in electrical demand above baseline levels.

WPD has indicated that Growth Scenario 2 could, without other mitigation, result in the need for the following electricity infrastructure improvements:

- A new 132kV connection from Castle Donington and Kegworth to the grid supply point at Ratcliffe Power Station in Nottinghamshire, a new 33kV bulk supply substation, and a new 11kV primary substation. It is noted that the cable routing from Ratcliffe Power Station may include multiple engineering difficulties, given the need to cross the Midland Main Line railway and the M1 motorway – as well as the potential future route of HS2. WPD has indicated costs for these works (excluding on-site connection costs) of around £20 million.
- A new 132kV grid substation in the Coalville Urban Area, a new 33kV bulk supply substation, and up to three new 11kV primary substations. It is understood that costs for these works (excluding on-site connection costs) are likely to be in the region of £20-30 million.
- A new 33kV bulk supply substation to serve Ashby-de-la-Zouch, in addition to up to two new 11kV primary substations. It is understood that costs for these works (excluding on-site connection costs) are likely to be in the region of £5-10 million.

Whilst the impacts of Growth Scenario 1 would be significantly less, they would not be substantially less given that the majority of new homes to be built within the District over the plan period already exist as commitments. This is therefore an issue that will need to be addressed regardless of the growth option chosen.

This scale of these new electricity infrastructure improvements could have significant adverse implications for the viability of development on some sites. Whilst it is important to note that they are based on worst-case assumptions (in terms of electrical demand), these assumptions result from endeavours to limit the climate implications of new development, which should ideally be welcomed. It is therefore recommended that the Local Plan proactively seeks to maximise localised energy generation in new development, through measures such as solar photovoltaic panel provision and the provision of ground source heat pumps. It may be beneficial to model this potential and include firm policy within the Local Plan as a result, by undertaking a climate study or other similar evidence as part of the preparation of the new Local Plan.

Previous discussions with Cadent Gas at the time of the 2020 Leicestershire International Gateway Strategic Sites Infrastructure Study indicated that there could be a need for significant investment in order to connect strategic new development locations – notably the potential new settlement at Isley Walton – into the existing gas network. However, given the expectation that gas network connections to new residential development will not be required after 2025, this will no longer be a factor and has no implications for future growth.

STW has indicated that the 1,000 dwelling level of growth proposed in Growth Scenario 1 is unlikely to require any mitigation works beyond the schemes already committed and set out in 4.6.2 above. However, development under Growth Scenario 2 might mean that these schemes need to be further expanded to accommodate growth. Furthermore, STW has indicated that the development of the potential new settlement at Isley Walton could be challenging, as this would need to be served by Castle Donington WwTW which is surrounded on all sides by existing development and therefore incapable of expansion. STW has indicated that Castle Donington WwTW is likely to need to be relocated under Growth Scenario 2. It is not currently possible to estimate the costs of this as it will depend on the quantum of development ultimately coming forward, but the costs would need to be met by developers in the vicinity through connection charges.

It is not anticipated that flood risk management will have significant implications for future growth, as site selection decisions can be made to avoid areas at sufficient risk of flooding to necessitate the provision of new flood risk management infrastructure.

5 Conclusions by settlement

The previous chapter of this report has set out the current levels of provision, potential schemes to address demand and the implications for future growth for 28 individual infrastructure types across six infrastructure themes.

Of these, there are nine infrastructure types where we consider the implications for future growth to be potentially significant (or challenging to address) across multiple settlements, or the District as a whole. These are:

- Highways
- Active travel
- Bus services
- Rail services
- Primary schools
- Secondary schools
- Primary healthcare
- Electricity supply
- Sewerage

In addition, we consider that the community facility infrastructure types will need to be considered for the potential new settlement at Isley Walton in the event that this is the Council's preferred option, given that growth would be taking place in a location away from existing communities and hence existing community facilities.

For the purpose of this Part 1 IDP report, it should also be noted that up-to-date evidence around the District's provision of open space and playing pitches does not exist. Whilst there are not anticipated to be any significant implications for future growth resulting from these infrastructure types, this cannot conclusively be established in the absence of such evidence. This should be considered further in Part 2 of the IDP.

This chapter sets out the implications for growth set out above on a settlement-by-settlement level. It is evident that some settlements have more significant infrastructure requirements than others. However, this does not necessarily mean that growth in those settlements will be more difficult to deliver than for settlements with fewer requirements. For example, whilst there are generally fewer infrastructure requirements in the settlements with smaller amounts of anticipated growth.

5.1 Coalville Urban Area

Growth Option 1 would result in the development of 500 homes in Coalville, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as along the A511 and at M1 J22), it is anticipated that congestion could be subject to a moderate level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course.
- Active travel – Development would provide options to link into and fund improvements to the network of active travel routes within Coalville, partly mitigating potential impacts on the highway network.

- Bus services – Development would provide options to boost the usage and viability of bus services to and within Coalville, and could provide modest funding for capital improvements that further boost the attractiveness of services.
- Rail services – The sustainability of development would be improved by any reopening of the Ivanhoe Line, although the quantum of development is unlikely to make any significant impact on the business case for reopening or make any significant contribution to funding it.
- Primary schools – The quantum of development proposed would generate pupil demand for around 0.7 additional forms of entry. Based on comments from LCC, it is anticipated that this could be accommodated by 1x 1.0FE or 2x 0.5FE expansions to one or several of Holy Cross Catholic Primary School, Thringstone Primary School or Warren Hills Primary School.
- Secondary schools – The 0.7 additional forms of entry would need to be accommodated within Castle Rock School or Newbridge High School. However, given the extent of constraint within both schools at present, further discussion would need to be undertaken with LCC in Part 2 of the IDP to establish whether this demand could be met.
- Primary healthcare – The quantum of development proposed would generate around 1,200 new patients. This is unlikely to be sufficient to justify and fund a scheme to address the significant constraints within the Whitwick Road Surgery, meaning that these new patients would likely need to be absorbed within other surgeries in the town. Given the broad levels of constraint within these other surgeries, further discussion would need to be undertaken with the ICB in Part 2 of the IDP once growth locations are known, to establish whether such an approach would be acceptable.
- Electricity supply – In combination with existing commitments, the quantum of development proposed is likely to result in a need for at least some level of new electricity substation provision.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

Growth Option 2 would result in the development of 1,785 homes in Coalville, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as along the A511 and at M1 J22), it is anticipated that congestion could be subject to a significant level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course.
- Active travel – Development would provide options to link into and fund improvements to the network of active travel routes within Coalville, partly mitigating potential impacts on the highway network.
- Bus services – Development would provide options to boost the usage and viability of bus services to and within Coalville, and could provide significant funding for capital improvements that further boost the attractiveness of services.
- Rail services – The sustainability of development would be improved by any reopening of the Ivanhoe Line. The quantum of development could make a useful contribution to the business case for reopening, and subject to the location of development relative to the location of a new railway station, could make a significant contribution to funding it.
- Primary schools – The quantum of development proposed would generate pupil demand for around 2.5 additional forms of entry. Based on comments from LCC, it is unlikely to be possible to accommodate this scale of demand within existing schools, necessitating the provision of a new 2.5FE (or 3.0FE to allow for further future expansion) primary school.

- Secondary schools – Given the extent of constraint within Castle Rock School and Newbridge High School at present, it is considered unlikely that 2.5FE of new pupil demand could be accommodated within either – Castle Rock School is already very large, and Newbridge High School sits on a relatively constrained site in older buildings. Growth Option 2 may therefore require the provision of a small new secondary school in the south of the District, also capable of serving growth in Ashby-de-la-Zouch, Ibstock and Measham.
- Primary healthcare – The quantum of development proposed would generate around 4,300 new patients. This could be sufficient to justify and fund a scheme to address the significant constraints within the Whitwick Road Surgery, potentially allowing its expansion on site or relocation and expansion. Should this not be possible, similar expansions or relocations may also be possible for other surgeries in the town.
- Electricity supply – In combination with existing commitments, the quantum of development proposed could result in the need for a new 132kV grid substation, a 33kV bulk supply substation and up to three 11kV primary substations.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

5.2 Ashby-de-la-Zouch

Growth Option 1 would result in the development of 150 homes in Ashby-de-la-Zouch, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as on the A42), it is anticipated that congestion could be subject to a modest level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course. In our discussions with North Warwickshire Borough Council, the need to manage the implications of growth on the A42/M42 corridor was particularly highlighted.
- Active travel – Development would provide options to develop the network of active travel routes within Ashby-de-la-Zouch, partly mitigating potential impacts on the highway network.
- Bus services – Development would provide a modest boost to the usage and viability of bus services to and within Ashby-de-la-Zouch, and could provide a limited amount of funding for capital improvements that further boost the attractiveness of services.
- Rail services – The sustainability of development would be improved by any reopening of the Ivanhoe Line, although the quantum of development is unlikely to have any impact on the business case for reopening or make any significant contribution to funding it.
- Primary schools – The quantum of development proposed would generate pupil demand for around 0.2 additional forms of entry. Given the levels of primary school capacity in the settlement following the recent opening of Hastings Primary School, it is not anticipated that any primary school expansion would be required under this growth option.
- Secondary schools – The 0.2 additional forms of entry would need to be accommodated within Ashby School. However, given the extent of constraint within the school at present and its large size, further discussion would need to be undertaken with LCC in Part 2 of the IDP to establish whether this demand could be met. These discussions should also explore the extent of cross-boundary education flows into Ashby-de-la-Zouch from Swadlincote in South Derbyshire, which were highlighted in our discussions with South Derbyshire District Council. Any reduction in cross-boundary flows may help this level of demand to be accommodated.
- Primary healthcare – The quantum of development proposed would generate around 350 new patients. This will not be sufficient to justify and fund a scheme to address constraints

within the Castle Medical Group, although the surgery's very large existing size means that this number of patients could potentially be absorbed within it.

- Electricity supply – In combination with existing commitments, the quantum of development proposed is likely to result in a need for at least some level of new electricity substation provision.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

Growth Option 2 would result in the development of 383 homes in Ashby-de-la-Zouch, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as on the A42), it is anticipated that congestion could be subject to a moderate level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course. In our discussions with North Warwickshire Borough Council, the need to manage the implications of growth on the A42/M42 corridor was particularly highlighted.
- Active travel – Development would provide options to develop the network of active travel routes within Ashby-de-la-Zouch, partly mitigating potential impacts on the highway network.
- Bus services – Development would provide a modest boost to the usage and viability of bus services to and within Ashby-de-la-Zouch, and could provide a modest amount of funding for capital improvements that further boost the attractiveness of services.
- Rail services – The sustainability of development would be improved by any reopening of the Ivanhoe Line, although the quantum of development is unlikely to make any significant impact on the business case for reopening or make any significant contribution to funding it.
- Primary schools – The quantum of development proposed would generate pupil demand for around 0.5 additional forms of entry. Given the levels of primary school capacity in the settlement following the recent opening of Hastings Primary School, it is not anticipated that any primary school expansion would be required under this growth option.
- Secondary schools – Given the extent of constraint within Ashby School and its large existing size, it is considered unlikely that 0.5FE of new pupil demand could be accommodated within it. Growth Option 2 may therefore require the provision of a small new secondary school in the south of the District, also capable of serving growth in Coalville, Ibstock and Measham.
- Primary healthcare – The quantum of development proposed would generate around 900 new patients. This is unlikely to be sufficient to justify and fund a scheme to address constraints within the Castle Medical Group, although the surgery's very large existing size means that this number of patients could potentially be absorbed within it. Further discussion would need to be undertaken with the ICB in Part 2 of the IDP once growth locations are known, to establish whether such an approach would be acceptable.
- Electricity supply – In combination with existing commitments, the quantum of development proposed could result in the need for a new 33kV bulk supply substation and 11kV primary substation.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

5.3 Castle Donington

Growth Option 1 would result in the development of 150 homes in Castle Donington, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as J24 of the M1), it is anticipated that congestion could be subject to a modest level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course. In our discussions with Rushcliffe Borough Council, the need to also consider cumulative impacts from the redevelopment of Radcliffe Power Station and the 3,000 home development at Fairham Pastures to the south of Nottingham were particularly highlighted.
- Active travel – Development would provide options to develop the network of active travel routes between Castle Donington, Kegworth, the East Midlands Gateway and East Midlands Airport, partly mitigating potential impacts on the highway network.
- Bus services – Development would provide a modest boost to the usage and viability of bus services to and within Castle Donington, and could provide a limited amount of funding for capital improvements that further boost the attractiveness of services. In our discussions with Erewash Borough Council, the ongoing improvement of bus services between East Midlands Airport, Castle Donington and Long Eaton were highlighted as priorities.
- Rail services – Development in Castle Donington would not directly be served by rail, although East Midlands Parkway and Long Eaton railway stations are located relatively close by.
- Primary schools – The quantum of development proposed would generate pupil demand for around 0.2 additional forms of entry. Given the imminent opening of the new Foxbridge Primary School, it is not anticipated that any primary school expansion would be required under this growth option.
- Secondary schools – The 0.2 additional forms of entry would need to be accommodated within Castle Donington Community College. Based on comments from LCC, it is anticipated that this level of growth could be met.
- Primary healthcare – The quantum of development proposed would generate around 350 new patients. This will not be sufficient to justify and fund a scheme to address the significant constraints within Castle Donington Surgery, which is understood to be unable to expand. Given this fundamental level of constraint, further discussion would need to be undertaken with the ICB in Part 2 of the IDP once growth locations are known, to establish whether such an approach would be acceptable.
- Electricity supply – In combination with existing commitments, the quantum of development proposed is likely to result in a need for at least some level of new electricity substation provision.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

Growth Option 2 would result in the development of 383 homes in Castle Donington, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as J24 of the M1), it is anticipated that congestion could be subject to a moderate level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course. In our discussions with Rushcliffe Borough Council, the need to also consider cumulative impacts from the redevelopment of Ratcliffe Power Station and the 3,000 home development at Fairham Pastures to the south of Nottingham were particularly highlighted.
- Active travel – Development would provide options to develop the network of active travel routes between Castle Donington, Kegworth, the East Midlands Gateway and East Midlands Airport, partly mitigating potential impacts on the highway network.

- Bus services – Development would provide a modest boost to the usage and viability of bus services to and within Castle Donington, and could provide a modest amount of funding for capital improvements that further boost the attractiveness of services. In our discussions with Erewash Borough Council, the ongoing improvement of bus services between East Midlands Airport, Castle Donington and Long Eaton were highlighted as priorities.
- Rail services – Development in Castle Donington would not be served by rail.
- Primary schools – The quantum of development proposed would generate pupil demand for around 0.5 additional forms of entry. The new Foxbridge Primary School is not yet fully reflected in LCC’s growth forecasts, meaning that it is not currently possible to establish whether it could meet the more significant level of demand under this growth option. Pupil demand could be met within a new school in the potential new settlement at Isley Walton.
- Secondary schools – The 0.2 additional forms of entry would need to be accommodated within Castle Donington Community College. Based on comments from LCC, it is anticipated that this level of growth could be met there. It could also be met within a new school in the potential new settlement at Isley Walton.
- Primary healthcare – The quantum of development proposed would generate around 900 new patients. Given the indicated levels of constraint within Castle Donington Surgery it is considered very unlikely that it will be able to absorb this level of additional demand within existing premises, but it is also understood to be unable to expand. Under this growth option, new patient demand from Castle Donington is therefore likely to need to be met by provision within the new settlement at Isley Walton.
- Electricity supply – In combination with existing commitments and development proposed in Kegworth and the potential new settlement at Isley Walton, the quantum of development proposed could result in the need for a new 132kV grid connection at Ratcliffe Power Station, a 33kV bulk supply substation and an 11kV primary substation.
- Sewerage – The quantum of development proposed would result in the need to relocate and expand Castle Donington Wastewater Treatment Works.

5.4 Ibstock

Growth Option 1 would result in the development of 67 homes in Ibstock, over and above existing commitments. This level of growth is considered to be sufficiently small to not have any significant implications for growth, resulting in less than 0.1FE of school pupil yield and only around 150 new primary care patients. It would also not create significant opportunities to improve existing infrastructure within the settlement.

Growth Option 2 would result in the development of 170 homes in Ibstock, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as the A447/A511 junction at Coalville), it is anticipated that congestion could be subject to a modest level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course.
- Active travel – Development would provide options to develop the network of active travel routes within Ibstock, partly mitigating potential impacts on the highway network.
- Bus services – Development would provide a modest boost to the usage and viability of bus services to and within Ibstock, and could provide a limited amount of funding for capital improvements that further boost the attractiveness of services.
- Rail services – Development in Ibstock would not be served by rail.

- Primary schools – The quantum of development proposed would generate pupil demand for around 0.2 additional forms of entry. Comments from LCC indicate that both of Ibstock’s existing schools will be at capacity by 2026 and are both unable to expand. As it is not appropriate for primary-age children to travel between towns to go to school, there is no acceptable way to meet the pupil yield from this growth option unless a larger quantum of development is proposed that would allow the viable provision of a new school.
- Secondary schools – Whilst relatively modest, given the extent of constraint within Ibstock Community College, it may not be possible for 0.2FE of new pupil demand to be accommodated within it. Growth Option 2 may therefore require the provision of a small new secondary school in the south of the District, also capable of serving growth in Coalville, Ashby-de-la-Zouch and Measham.
- Primary healthcare – The quantum of development proposed would generate around 400 new patients. It may be possible to absorb this level of demand within Ibstock House Surgery with modest improvements to facilities, but the acceptability of this approach will need to be confirmed with the ICB in Part 2 of the IDP once development sites are known.
- Electricity supply – It has not been indicated through discussions with WPD that the quantum of development proposed will result in the need for electricity network improvements in Ibstock.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

5.5 Kegworth

Growth Option 1 would result in the development of 67 homes in Kegworth, over and above existing commitments. This level of growth is considered to be sufficiently small to not have any significant implications for growth, resulting in less than 0.1FE of school pupil yield and only around 150 new primary care patients. It would also not create significant opportunities to improve existing infrastructure within the settlement.

Growth Option 2 would result in the development of 170 homes in Kegworth, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as M1 J24), it is anticipated that congestion could be subject to a modest level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course. In our discussions with Rushcliffe Borough Council, the need to also consider cumulative impacts from the redevelopment of Ratcliffe Power Station and the 3,000 home development at Fairham Pastures to the south of Nottingham were particularly highlighted.
- Active travel – Development would provide options to develop the network of active travel routes between Kegworth, Castle Donington, the East Midlands Gateway and East Midlands Airport, partly mitigating potential impacts on the highway network.
- Bus services – Development would provide a modest boost to the usage and viability of bus services to and within Kegworth, and could provide a limited amount of funding for capital improvements that further boost the attractiveness of services.
- Rail services – Development in Kegworth would not be served by rail, although East Midlands Parkway Railway Station is located relatively close by.
- Primary schools – The quantum of development proposed would generate pupil demand for around 0.2 additional forms of entry. Comments from LCC indicate that Kegworth Primary School will be at capacity by 2026. Whilst there may be some limited potential to expand, this would require more detailed investigation to confirm and this growth option may

therefore require a larger quantum of development in order to justify and fund the viable provision of a new school.

- Secondary schools – Kegworth does not have an existing secondary school that can absorb pupils or expand. However, based on comments from LCC, Castle Donington College has the potential to expand and it is anticipated that this level of growth could be met there. It could also be met within a new school in the potential new settlement at Isley Walton.
- Primary healthcare – The quantum of development proposed would generate around 400 new patients. The ICB has indicated that Orchard House Surgery has developed a potential expansion scheme, meaning that this level of patient demand is likely to be able to be accommodated.
- Electricity supply – In combination with existing commitments and development proposed in Castle Donington and the potential new settlement at Isley Walton, the quantum of development proposed could result in the need for a new 132kV grid connection at Ratcliffe Power Station, a 33kV bulk supply substation and an 11kV primary substation.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

5.6 Measham

Growth Option 1 would result in the development of 67 homes in Measham, over and above existing commitments. This level of growth is considered to be sufficiently small to not have any significant implications for growth, resulting in less than 0.1FE of school pupil yield and only around 150 new primary care patients. It would also not create significant opportunities to improve existing infrastructure within the settlement.

Growth Option 2 would result in the development of 170 homes in Measham, over and above existing commitments.

- Highways – Across the settlement as a whole and on key nearby junctions (such as on the A42), it is anticipated that congestion could be subject to a modest level of increase without appropriate mitigation. This will be confirmed by highway modelling in due course. In our discussions with North Warwickshire Borough Council, the need to manage the implications of growth on the M/A42 and A444 was particularly highlighted.
- Active travel – Development would provide options to develop the network of active travel routes within Measham, partly mitigating potential impacts on the highway network.
- Bus services – Development would provide a modest boost to the usage and viability of bus services to and within Measham, and could provide a limited amount of funding for capital improvements that further boost the attractiveness of services.
- Rail services – Development in Measham would not be served by rail.
- Primary schools – The quantum of development proposed would generate pupil demand for around 0.2 additional forms of entry. Comments from LCC indicate that both of Measham's existing schools will be at capacity by 2026 and are both unable to expand. As it is not appropriate for primary-age children to travel between towns to go to school, there is no acceptable way to meet the pupil yield from this growth option unless a larger quantum of development is proposed that would allow the viable provision of a new school.
- Secondary schools – Measham does not have an existing secondary school that can absorb pupils or expand. Growth Option 2 may therefore require the provision of a small new secondary school in the south of the District, also capable of serving growth in Coalville, Ashby-de-la-Zouch and Ibstock.

- Primary healthcare – The quantum of development proposed would generate around 400 new patients. Whilst modest, given the levels of constraint with Measham Medical Unit it may not be possible to absorb this level of demand within the existing surgery. The acceptability of this approach will need to be confirmed with the ICB in Part 2 of the IDP once development sites are known.
- Electricity supply – It has not been indicated through discussions with WPD that the quantum of development proposed will result in the need for electricity network improvements in Measham.
- Sewerage – It is not anticipated that the quantum of development proposed would result in any significant sewerage implications.

5.7 Sustainable villages

Growth Option 1 would not result in any development over and above existing commitments in any of the District’s 18 sustainable villages.

Growth Option 2 would result in the development of 255 homes in the 18 sustainable villages, over and above existing commitments. This equates to 14 new homes per settlement on average. This level of growth is considered to be sufficiently small to not have any significant implications for growth in any single location. Whilst it would cumulatively create 0.4FE of school pupil yield and around 600 new primary care patients, these will be dispersed widely around the District. It is therefore unlikely that significant opportunities will be created to improve existing infrastructure within any one of the sustainable villages.

Of the 18 sustainable villages, Moira has the notable distinction of being a proposed station location for the reopened Ivanhoe Line. Given the sustainability credentials that this would result in, it may therefore be appropriate to consider its merits for slightly larger amounts of development.

It is also considered noteworthy that a number of the sustainable villages have primary schools with significant amounts of spare capacity. These villages may therefore prove to be easier locations in which to accommodate growth than Ibstock, Kegworth and Measham, in the event that a lack of primary school capacity within those settlements becomes a limiting factor for growth. These factors will be considered further in Part 2 of the IDP.

5.8 Potential new settlement at Isley Walton

The proposed new settlement at Isley Walton is not included in Growth Option 1.

Growth Option 2 would result in the development of 1,785 homes within the new settlement during the plan period to 2040, with a total overall capacity including development beyond 2040 of 4,750. In order for this to become a genuinely sustainable location for new development, it is important that it is supported by as much self-contained infrastructure as possible on site. This will ensure that residents do not need to travel to other nearby settlements for their day-to-day needs. It will also be crucial to ensure the appropriate phasing of infrastructure, given the period of time necessary to build out a new settlement of this size. To ensure the appropriate management and oversight of this, it is recommended that the Local Plan includes a policy requirement to produce a site specific ‘mini IDP’, potentially linked to any masterplanning needing to be undertaken by the site’s developers.

- Highways – Across key nearby junctions (such as M1 J24 and 23a and along the A42), as well as within nearby settlements, it is anticipated that congestion could be subject to a significant level of increase without appropriate mitigation. This is particularly the case given potential cumulative impacts with development taking place around East Midlands

Gateway and at Ratcliffe Power Station in Nottinghamshire as part of the East Midlands Development Corporation and East Midlands Freeport initiatives. These impacts will be confirmed by highway modelling in due course. In our discussions with Rushcliffe Borough Council, the need to also consider cumulative impacts from the redevelopment of Ratcliffe Power Station and the 3,000 home development at Fairham Pastures to the south of Nottingham were particularly highlighted.

- Active travel – Development would provide options to develop the network of active travel routes between Castle Donington, Kegworth, the East Midlands Gateway and East Midlands Airport, partly mitigating potential impacts on the highway network.
- Bus services – Development should be supported by the provision of new bus routes and/or the diversion of existing routes into and through the site. These should provide direct connectivity to East Midlands Airport and Castle Donington, as well as a range of other destinations throughout the sub-region. Discussions with LCC and bus operators will need to take place as part of the development of detailed plans for the site, to establish viable potential service patterns and sustainable approaches to developer contributions.
- Rail services – The new settlement will not be served by rail. However, it should be ensured that at least one of the bus services from the new settlement provides access to a railway station – likely to be Long Eaton, East Midlands Parkway or Loughborough.
- Primary schools – The quantum of development proposed would generate pupil demand for around 2.5 additional forms of entry within the plan period, and 6.8 forms of entry in total. To ensure sustainable patterns of movement for children, this demand would need to be met on site. It is anticipated that this could take the form of 1x 3.0FE primary school and 2x 2.0FE primary schools, with the 3.0FE primary school being constructed within the plan period. It should be ensured that this school is open from the occupation of the first homes on the site to ensure that pupils do not need to make unsustainable journeys to school in Castle Donington or elsewhere.
- Secondary schools – Given the eventual scale of development, a new secondary school should also be provided on the site. Subject to confirmation by LCC it is considered that this should take the form of an 8.0FE school, allowing a small amount of capacity for further growth in the future. This could also absorb the pupil yield from growth option 2 in Castle Donington and Kegworth if required. It is recognised that it is unlikely to be viable to operate a secondary school on the site from the completion of the first homes on the site, and Part 2 of the IDP should establish an appropriate trigger point – demand from the first homes to be built could potentially be met at Castle Donington College, which is understood to have some capacity to expand on site.
- Primary healthcare – The quantum of development proposed would generate around 4,300 new patients within the plan period, and around 11,400 patients in total once fully built-out. This is a greater number of patients than are registered at all but three of the District’s existing surgeries, and is a quantum that should therefore lead to the establishment of surgery premises within the new settlement. Given the relative difficulty for the ICB of developing and procuring an entirely new surgery, it is understood that for organisational purposes this is likely to need to be a branch surgery linked to an existing local practice. A branch surgery could also accommodate patient yield arising from growth within Castle Donington under Growth Option 2, given the level of constraint within the existing Castle Donington Surgery.
- Green infrastructure – The provision of on-site green infrastructure will be crucial in the creation of a healthy and sustainable new community. This should include open space and playing fields in line with Fields in Trust standards as a minimum.

- Community facilities – The provision of a community centre on site will be crucial to create a cohesive, sustainable community. This should be planned as a multi-use facility to maximise its viability and usefulness, providing scope for it to provide some library facilities, early years provision and to be used as a place of worship. It should also be considered whether the new settlement should be equipped with a degree of leisure centre provision, potentially co-located within the new secondary school, or whether development should fund the expansion of public leisure facilities at Castle Donington College.
- Electricity supply – In combination with existing commitments and development proposed in Castle Donington and Kegworth, the quantum of development proposed could result in the need for a new 132kV grid connection at Ratcliffe Power Station, a 33kV bulk supply substation and an 11kV primary substation.
- Sewerage – The quantum of development proposed would result in the need to relocate and expand Castle Donington Wastewater Treatment Works.

Appendix 1 – Documents considered while producing the IDP

At the outset of the project a detailed review of a comprehensive array of existing documents, policy and context was undertaken. This included:

National Policy Context

- National Planning Policy Framework (2021)
- National Planning Practice Guidance – Plan-making (2019)
- The Community Infrastructure Levy (Amendment) (England) Regulations (2019)
- Levelling-up and Regeneration Bill
- Levelling Up the United Kingdom White Paper (2022)
- Planning for the Future White Paper (2020)

North West Leicestershire Policy Context

- North West Leicestershire Local Plan 2011-2031 (2020)
- North West Leicestershire Local Plan as amended by Partial Review (2021)
- North West Leicestershire District Council Local Plan Review – Emerging Options Consultation (2018)
- North West Leicestershire District Council Local Plan Review – Development Strategy and Policy Options (2022)
- North West Leicestershire District Council Local Plan Substantive Review (2021)
- North West Leicestershire Infrastructure Delivery Plan (2016)
- North West Leicestershire Infrastructure Funding Statement 2020-2021
- North West Leicestershire Local Development Scheme 2022-2024 (2022)
- North West Leicestershire Issues Consultation (2018)
- North West Leicestershire District Council – Council meeting minutes (September 2022)

Regional Policy Context

- Leicester & Leicestershire Strategic Growth Plan (2018)
- Leicestershire Planning Obligations Policy (2019)
- Leicestershire County Council Network Management Policy & Strategy 2020
- Leicestershire International Gateway: Potential Strategic Sites Infrastructure Study (2022)
- Leicester & Leicestershire Authorities – Statement of Common Ground relating to Housing and Employment Land Needs (2022)
- Leicester & Leicestershire Housing & Economic Needs Assessment (2022)
- Leicester & Leicestershire Enterprise Partnership – Local Growth Fund Investments

- Leicester, Leicestershire and Rutland Police & Crime Plan 2021-2024

Transport

- Department for Transport – Walking and cycling statistics (2018) (updated 2022)
- Department for Transport: Restoring Your Railway Fund programme update (2022)
- Department for Transport: Road Investment Strategy 2020-2025 (2020)
- North West Leicestershire Walking and Cycling Strategy (2022 – 2032)
- Leicestershire County Council Bus Service Improvement Plan (2021)
- Report to Leicestershire County Council Cabinet - Local bus service challenges (2022)
- Report to Leicestershire County Council Cabinet – A511 Growth Corridor Proposals – Bardon Link Road (2022)
- Midlands Connect Strategic Transport Road Map (2022)
- Leicestershire County Council – Planning Application for construction of Link Road south of A511 Bardon Road (app no. 20222/RegMa/0069/LCC)
- Campaign to Reopen the Ivanhoe Line website and blog

Education, Social Infrastructure and Healthcare

- National Health Infrastructure Plan (2019)
- North West Leicestershire District Council Indoor and Built Sport and Recreation Facilities Framework (2017)
- Leicestershire County Council strategy for the organisation of school and other learning places in Leicestershire 2014-2018
- North West Leicestershire District Council Playing Pitch Strategy (2017)
- Leicestershire County Council’s Vision and Strategy for Adult Social Care 2016-2020
- Fields in Trust Guidance for Outdoor Sport and Play England (2020)
- Report to Leicestershire County Council Cabinet - High Needs Development Plan (2021)

Utilities

- Leicestershire County Council Minerals and Waste Local Plan (2019)
- North West Leicestershire District Council ‘Recycle more...The Plan’ (2019)
- Cadent Gas, Developing Networks for the Future Long-Term Development Plan (2021)
- North West Leicestershire District Council Strategic Flood Risk Assessment (2015)
- North West Leicestershire District Council – River Mease Special Area of Conservation (updated 2022)