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Meeting	LOCAL PLAN COMMITTEE
Time/Day/Date	6:00pm on Wednesday, 18 March 2026
Location	Stenson House, London Road, Coalville, LE67 3FN
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 28 January 2026.	3 - 10
5	LEICESTER & LEICESTERSHIRE AUTHORITIES STATEMENT OF COMMON GROUND – STRATEGIC DISTRIBUTION	
	The report of the Principal Planning Policy Officer.	11 - 26
6	LEICESTER & LEICESTERSHIRE AUTHORITIES STATEMENT OF COMMON GROUND – HOUSING DISTRIBUTION UNDER THE NEW STANDARD METHOD	
	The report of the Principal Planning Policy Officer.	27 - 106
7	NEW LOCAL PLAN - PROGRESS UPDATE	
	The report of the Interim Planning Policy Team Manager.	107 - 116

Circulation:

Councillor J G Simmons (Chair)
Councillor M Ball (Deputy Chair)
Councillor D Bigby
Councillor S Lambeth
Councillor P Lees
Councillor J Legrys
Councillor R L Morris
Councillor P Mout
Councillor C A Sewell
Councillor L Windram
Councillor M B Wyatt

MINUTES of a meeting of the LOCAL PLAN COMMITTEE held in the Forest Room, Stenson House, London Road, Coalville, LE67 3FN on WEDNESDAY, 28 JANUARY 2026

Present: Councillor J G Simmons (Chair)

Councillors M Ball, D Bigby, S Lambeth, P Lees, J Legrys, R L Morris, P Moulton, C A Sewell, L Windram and M B Wyatt

In Attendance: Councillor A Barker

Officers: Ms J Althorpe, Mr J Arnold, Mr B Dooley, Mr D Gill, Mr T James and Ms S Lee

37 APOLOGIES FOR ABSENCE

There were no apologies received.

38 DECLARATION OF INTERESTS

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

Councillor R Morris declared that he had been lobbied without influence on item 5 of the agenda, New Local Plan – Diseworth and Isley Woodhouse Area of Separation but had come to the meeting with an open mind.

39 PUBLIC QUESTION AND ANSWER SESSION

There were 6 public questions received.

Question from Mr Roy Todd

With reference to the Council's own records, can the Committee identify the specific recorded rationale relied upon when progressing site EMP97 for not undertaking Regulation 18 consultation, in circumstances where:

- technical engagement on EMP97 has been ongoing since at least early 2024, including sustained engagement with the site promoters and Leicestershire County Council Highways;
- that engagement included an acknowledged in-principle highways objection relating to access arrangements, the operational function of the Kegworth Bypass, and site topography, as evidenced in contemporaneous internal records received by way of Environmental Information Regulations requests, including correspondence dated 8 August 2024;
- internal correspondence disclosed under the Environmental Information Regulations confirms that, as at 14 November 2025, just five days prior to the Local Plan Committee decision of 19 November 2025, officers regarded the site as "at risk" because the primary access arrangements lie outside the site red line and beyond the promoter's control;
- Environmental Information Regulation disclosures show that no engagement had taken place at allocation stage with either the Civil Aviation Authority or East Midlands Airport / Manchester Airport Group, despite the site's proximity to the airport's runway approach and Public Safety Zone; yet
- the site was not subject to Regulation 18 consultation, and Members themselves recorded on 19 November 2025 that it "did not get full scrutiny from local residents";

and, in those circumstances, how the Committee reconciles a prolonged period of promoter-engaged technical work on EMP97 with the purpose of Regulation 18 and the Council's own Statement of Community Involvement, both of which are intended to secure early and meaningful public engagement and a robust evidence base before options are effectively fixed?

Response from the Chair

- It is established practice for officers to discuss the technical aspects of potential site allocations (of all types) with expert agencies, such as the local highways authority, before making recommendations to the Committee. This may also include asking for information and clarifications from the site promoters.
- The fact that LCC Highways has concerns about the access to this site was clearly stated in the 19 November 2025 Local Plan Committee report (paragraph 4.12). Appendix B of the same report identified that more detailed assessment may reveal a technical solution which LCC could support.
- In respect of the airport, the greatest proportion of the site lies outside the airport Public Safety Zone. Officers' view is that the site can be developed without encroaching on the PSZ.
- If these, or any other technical matters, cannot be addressed to the satisfaction of professional officers, the advice to the Committee to allocate the site may be changed.
- The 19 November 2025 Local Plan Committee report gave reasons both for and against Regulation 18 consultation at this stage and, on balance, recommended against it. This advice and the decision the Committee made does not contravene the Council's Statement of Community Involvement.
- It is relevant to highlight that a site allocation policy will be included in the Regulation 19 version of the plan which will include requirements to address the impacts of development such as landscaping, design quality and sustainable transport improvements.

A supplementary question was asked urging officers to identify evidence which authorised proceeding with site EMP97 without Regulation 18 engagement. The Principal Planning Policy Officer responded that the decision to not undertake the Regulation 18 consultation was not made in conflict with the Council's Statement of Community Involvement.

Question from Mr Carl Sutton

Environmental Information Regulations disclosures show that on 18 June 2025, Ian Nelson, then Planning Policy Manager at North West Leicestershire District Council, specifically asked Manchester Airport Group, the owner and operator of East Midlands Airport and a statutory consultee, whether it had any concerns regarding the proposed residential allocation of Site K12.

This was followed by a further email on 15 July 2025, in which Mr Nelson stated:

"I was just wondering if you were able to advise on this issue as we are in the process of finalising a report to our Local Plan Committee."

On 24 July 2025, Manchester Airport Group responded directly to that request and provided site-specific statutory consultee advice, concluding unequivocally:

"For reasons of aircraft noise exposure and disturbance, and residential amenity, it would be inappropriate to allocate this site for residential development."

Given that Manchester Airport Group, as the statutory airport operator, provided site-specific advice stating that site K12 is inappropriate for residential allocation on aircraft noise and residential amenity grounds, and that this advice was specifically requested by officers prior to the Local Plan Committee report being produced, can the Committee confirm how this conclusion was presented to Members when site K12 was considered, and whether the Committee is satisfied to progress the allocation to Regulation 19 in light of that advice?

Response from the Chair

- Whilst Manchester Air Group (MAG) responded to the March 2025 Regulation 18 consultation (alongside Prologis UK), they did not comment on site K12 as part of their response.
- As a direct result of residents' Regulation 18 comments, Ian Nelson wrote to MAG on 18 June 2025 to establish their views on site K12 and airport safety. At the same time, officers were seeking legal advice on the issue, with the intention of reporting this to 30 July 2025 Local Plan Committee.
- A response from MAG was received on 24 July 2025; after the publication of the 30 July LPC reports. The email trail between MAG and Ian Nelson confirmed that MAG's concerns with the site were about noise rather than safety. At this point in time, officers had requested, but not yet received, legal advice about site K12 and airport safety.
- Whilst MAG's concerns about noise were not reported to LPC, the issue of noise and the suitability of site K12 was raised by Cllr Sutton and referenced in the update report to 30 July LPC, where officers concluded that "excluding this site on the basis of noise without a more detailed assessment, as required in the policy, would be premature." After considering the issue of noise, officers did not propose any changes to the original recommendation that site K12 should be allocated in the Regulation 19 Plan "subject to confirmation that the site is acceptably located in relation to the EMA Public Safety Zone."
- The update report was finalised by Ian Nelson as Planning Policy Team Manager on 30 July and it is reasonable to assume that his email exchange with MAG (24 July), although not explicitly referred to, would not have changed the conclusions set out in the update report.
- It should be noted that there are still several stages before the site can be formally allocated in an adopted Local Plan. MAG can make formal comments at Regulation 19 stage; the Council can change the Plan after the Regulation 19 consultation and the Planning Inspectorate can explore the soundness of allocating site K12 during the Local Plan examination. Furthermore, a site allocation does not equate to a planning permission and any future planning application would need to demonstrate that the proposed development is acceptable in noise terms.

As part of a supplementary question, it was asked whether members were made aware of the conclusion provided in the response.

The Principal Planning Policy Officer confirmed that email correspondence received from the airport had not been previously reported to the Committee, but issues related to noise were dealt with by the Planning Policy and Land Charges Team Manager at the last meeting. It was added that the airport operator responded to the Regulation 18 consultation but did not comment on site K12, and that the airport operator would have the opportunity to raise concerns as part of the Regulation 19 consultation.

Question from Mr Noel Suthesh

At the Local Plan Committee meeting on 19 November 2025, Members were advised that progressing Site EMP97 was necessary to avoid undermining the Local Plan.

However, EIR material shows that, just five days earlier, officers were recording internally that EMP97 itself was “at risk” because its primary access depends on land outside the site red line and beyond the promoter’s control.

Can the Committee confirm whether Members were explicitly informed, at the point of decision, that officers were simultaneously assessing EMP97 as carrying a site-specific deliverability risk, as opposed to a general procedural or plan-level risk?

If that distinction was not made clear, how were Members able to make a fully informed, evidence-based decision to rely on EMP97 as a strategically critical allocation?

Response from the Chair

- The fact that LCC Highways has concerns about the access to this site was clearly stated in the 19 November 2025 Local Plan Committee report (paragraph 4.12). Appendix B of the same report confirmed that more detailed assessment may reveal a technical solution which LCC could support.
- If this, or any other technical matters, cannot be addressed to officers’ professional satisfaction before the Committee’s consideration of the Regulation 19 Plan, the advice to the Committee to allocate the site may be changed.

As part of a supplementary question, it was asked whether officers could identify the section in the report that went to the last meeting which made members aware of the risks associated with land control and deliverability before they arrived at their decision.

In response, the Principal Planning Policy Officer stated that members were made aware of the risks associated with satisfactory access to site EMP97, and that it was up to the developer to work with Leicestershire County Council to resolve land ownership and access issues if needed. It was added, in the event satisfactory access was not achieved, the recommendations may need to be changed.

Question from Mr Michael Elton

Following the last round of consultation for additional sites put forward for development, you decided to remove 3 of them from the plan. One of those sites Ap15/17 because you stated that it was undeliverable. Could you outline for me please why the site is undeliverable?

Response from the Chair

- Land at Old End, Appleby Magna (Ap15) and 40 Measham Road, Appley Magna (Ap17) was proposed as a single housing allocation. However, the sites are in different ownership and have been submitted to the Council independently. No evidence has

been presented to the Council which gives certainty that the site would be delivered as a comprehensive development.

- It was not considered appropriate to allocate Ap15 and Ap17 as independent sites in light of each site's potential capacity when viewed individually.
- Ap15 has a capacity of less than 10 dwellings and falls below the identified necessary site threshold for a site to be considered as a potential allocation.
- It is uncertain whether 10 or more dwellings could be delivered at Ap17, following a reduction in and amendment to the site area, potential flood risk constraints and the need for development to take into account the surrounding character of the area.
- Whilst the sites are not proceeding as allocations, at 11 March 2025 Local Plan Committee it was agreed that these sites would be included in the Limits to Development for Appleby Magna in the next version of the Plan (Regulation 19).

As part of a supplementary question, officers were asked why they were not taking forward sites Ap15 and Ap17.

The Principal Planning Policy Officer stated that the sites would not have delivered affordable housing, open spaces, and beneficial contributions to schools. It was also noted that the sites had been replaced by Site Ap1 as it was deemed more suitable.

Question from Ms Gayle Baker

The majority of sites included within your plan, will be part of large-scale housing estates proposed by major promoters and building companies such as David Wilson homes and Gladman's. These developments have a much greater negative impact upon the area, community identity, heritage and wildlife, infrastructure flooding etc. There are relatively few smaller developments across the district. Hugglescote and Ashby are now unrecognisable and often grid locked, this has had a huge negative impact upon those communities. You now plan to treat Whitwick and Diseworth in the same way.

What evidence do you have that concentrating large scale developments in 2 unfortunate areas, for the period of your plan, will deliver the best outcomes for residents of NWLDC?

Response from the Chair

- The Local Plan needs to allocate a sufficient supply and mix of sites in order to meet its housing requirement up to 2042.
- In order to be deemed sound by an independent Planning Inspector, the Council's strategy to meet housing needs must be justified, taking into account reasonable alternatives and based on proportionate evidence.
- Sites have been identified in accordance with an agreed distribution strategy, which includes a new settlement but also delivers housing in line with an agreed settlement hierarchy (approved for the Regulation 19 plan at 14 August 2024 Local Plan Committee). Sites have been assessed in accordance with a specified methodology and have undergone sustainability appraisal.
- The identification of sites is underpinned by a wide range of evidence. Some of that evidence, such as transport modelling, an infrastructure delivery plan, Sustainability Appraisal and a viability assessment is ongoing and will be completed by the time the Regulation 19 version goes out to consultation.

- All the Council's Local Plan evidence will be submitted to the Planning Inspectorate, alongside the Regulation 19 version of the plan and will be examined by an independent Planning Inspector against the tests of soundness.

In response to a supplementary question asking how officers knew the large sites strategy was more deliverable, the Principal Planning Policy Officer replied that a number of strategies had been examined in different locations, the options went through a Sustainability Appraisal, and the favoured most sustainable option was drawn from that assessment process.

Question from Mr Chris Taylor

At the last meeting, it was acknowledged that the decisions surrounding site selection for the Local Plan are becoming increasingly difficult. Given this, why did the Committee choose to remove Site C76 (Meadow Lane, Coalville)—the very site that Planning Officers and independent consultants ranked first in the hierarchy for housing development in the area? To date, we have not seen any technical or environmental evidence that justifies the removal of this top-ranked site. By rejecting the most viable and sustainable option without a published evidence base, are you not making the final decision to produce a 'sound' and defensible Plan significantly more difficult for this Council?

Response from the Chair

- Officers proposed to allocate site C76 and presented it, as part of a report on Proposed Housing and Employment Allocations, to the Local Plan Committee on 15 November 2023.
- Members at that meeting resolved not to allocate the site “*because of the impact on the Coalville Meadows Site of Special Scientific Interest, destroying this part of the Charnwood Forest, the loss of mature trees, the impact on local roads, particularly the junction of Meadow Lane and Leicester Road but also the increased risk to children going to and from Castle Rock School.*”
- Planning policies need to identify a sufficient supply and mix of sites, taking into account of their availability, suitability and likely economic viability. Officers have undertaken a site assessment exercise which involves weighing up the potential benefits and adverse impacts of developing sites.
- In carrying out the site assessment work underpinning the proposed site allocations, officers have never ranked sites nor have they referred to site C76 as its top-ranked site in the Coalville Urban Area.
- As confirmed at 11 March 2025 Local Plan Committee ([Local Plan Proposed Housing Allocations](#) report) planning policy officers consider that they have identified a range of suitable sites to broadly accord with the Council's agreed distribution strategy (see Table 7 of that report) and meet the Council's housing need up to 2042.

In response to a supplementary question asking if officers could provide documents that were produced concerning site C76, the Principal Planning Policy Officer stated that site assessment work and the Sustainability Appraisal could be located on the website.

40 MINUTES

Consideration was given to the minutes of the meeting held on 19 November 2025.

A concern was raised that there was a possible inaccuracy in recommendation 1 of minute item 17.

It was moved by Councillor D Bigby, seconded by Councillor M Ball and

RESOLVED THAT:

The minutes of the meeting held on 19 November 2025 be approved and signed by the Chair as an accurate record of proceedings, and that the recording be reviewed before the next meeting to determine whether recommendation 1 of minute item 17 needed to be amended in the minutes to include Appendix B to more accurately reflect the decision made at the Committee.

Post-meeting note: Following a review of the recording, recommendation 1 was agreed as minuted.

41 NEW LOCAL PLAN - DISEWORTH AND ISLEY WOODHOUSE AREA OF SEPARATION

The Principal Planning Policy Officer presented the report.

A discussion was had during which members expressed their support for including Parcels A – I in the Area of Separation. It was commented that it was reasonable to include Parcels H and I in the Area of Separation as the developers of Isley Woodhouse proposed sporting uses for these areas. It was also noted that there would be no negative impact on the character of the surrounding area because Policy En5 of the Local Plan ensured that future developments were sustainable and caused minimal disruption.

The Interim Local Plan Manager explained that policy wording was key to ensuring that the Area of Separation provided effective protection to the intended areas.

Councillor R Morris moved that the proposed Diseworth and Isley Woodhouse Area of Separation should encompass Parcels A - I. It was seconded by Councillor D Bigby and

RESOLVED THAT:

The proposed Diseworth and Isley Woodhouse area of separation should encompass Parcels A to I as shown on the Plan at Appendix A.

42 NEW LOCAL PLAN - OPEN SPACE, PLAYING PITCHES AND BUILT FACILITIES STRATEGIES AND POLICY IF4: OPEN SPACE, SPORT AND RECREATION FACILITIES

The Principal Planning Policy Officer presented the report.

A discussion followed during which several questions of clarity were addressed by the planning policy officers and the Legal Advisor.

Members questioned whether local councils (including parish and town councils) could have the first option to adopt open spaces and play areas on new estates, and also if that could be included in a policy.

Members were advised that the Council could not direct a private landowner in such a way, and that these would be managed by the developer. It was added by the Legal Advisor that if there was a policy, it could say that the preferred option would be for it to go to parish and town councils but ultimately it was for the developers to decide on how they dispose of the land, and up to the parish and town councils to accept it.

The Legal Advisor commented that these concerns were being looked at by the Government, and legislation could be introduced in the future to prevent unsustainable development from happening.

Following the request of a member, it was minuted that members were frustrated about the length of agendas, and that they had been given insufficient time to study the content. Officers were urged to provide members with sufficient time to read lengthy documents prior to the meeting.

As recommendations 1, 2, and 3 were to note the contents of the report, members were thanked for their comments.

Councillor M Wyatt moved recommendation 4. It was seconded by Councillor P Lees and

RESOLVED THAT:

Subject to the findings of the whole plan viability assessment, the Local Plan Committee agrees to Policy IF4: Open Space, Sport and Recreation Facilities, as amended at Appendix E, for inclusion in the Regulation 19 version of the Local Plan.

The meeting commenced at 6:00pm

The Chair closed the meeting at 7:16pm

NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL
 LOCAL PLAN COMMITTEE – WEDNESDAY, 18 MARCH 2026



Title of Report	LEICESTER & LEICESTERSHIRE AUTHORITIES STATEMENT OF COMMON GROUND – STRATEGIC WAREHOUSING	
Presented by	Sarah Lee Principal Planning Policy Officer	
Background Papers	<p>Item 6 Report to Local Plan Committee 18 November 2025</p> <p>Leicester & Leicestershire Authorities - Statement of Common Ground relating to Strategic Warehousing & Logistics Need (September 2021)</p> <p>Leicester & Leicestershire Strategic Distribution Need and Apportionment Study (2025)</p> <p>National Planning Policy Framework (December 2024)</p>	Public Report: Yes
Financial Implications	The cost of preparing the Statement of Common Ground and its supporting evidence is met by all the Leicester and Leicestershire authorities making agreed contributions.	
	Signed off by the Section 151 Officer: Yes	
Legal Implications	The Local Plan is required to be consistent with the National Planning Policy Framework and other government guidance and requirements.	
	Signed off by the Monitoring Officer: Yes	
Staffing and Corporate Implications	No staffing implications are associated with the specific content of this report. Links with the Council's Priorities are set out at the end of the report.	
	Signed off by the Head of Paid Service: Yes	
Purpose of Report	To consider the draft Leicester and Leicestershire Statement of Common Ground for strategic warehousing (January 2026) at Appendix A to this report so that the view of this Committee	

	can be forwarded to Cabinet and Council when they consider the Statement of Common Ground.
Recommendations	<p>THAT THE LOCAL PLAN COMMITTEE:</p> <p>1. PROVIDES ANY COMMENTS ON THE STATEMENT OF COMMON GROUND RELATING TO STRATEGIC WAREHOUSING DATED JANUARY 2026, AT APPENDIX A TO THIS REPORT FOR CONSIDERATION BY COUNCIL AT ITS MEETING ON 12 MAY 2026</p>

1.0 BACKGROUND

- 1.1 A statement of common ground is formal, written agreement between local planning authorities dealing with cross-boundary strategic matters. Having a statement of common ground in place helps to ensure effective, transparent cooperation, identifying agreed facts and any outstanding issues. Such statements can be an important way to demonstrate effective joint-working (NPPF paragraph 36c).
- 1.2 The statement of common ground presented in this report is concerned with strategic warehousing. Once confirmed, the 'Leicester & Leicestershire Authorities - Statement of Common Ground relating to Strategic Warehousing Need January 2026' in Appendix A ('the SoCG 2026') will replace an agreed statement on the same subject dating from 2021 which dealt primarily with the following matters of evidence and process:
- it affirmed how much additional land/floorspace needed to be found in Leicester and Leicestershire to meet outstanding needs to 2041 based on evidence dating from 2021.
 - it affirmed the Areas of Opportunity identified in the 2021 study which are the broad areas where the additional floorspace is most likely to be located
 - it affirmed the next steps the authorities agreed to take to ensure needs are properly planned for across the Leicester and Leicestershire area.
- 1.3 More recently, the Leicester & Leicestershire Needs Update and Apportionment Study 2025 ('the Study') updates the amount of additional strategic warehousing floorspace needed and recommends how this could be distributed ('apportioned') between the Leicestershire authorities. The Study's findings were reported to 19 November 2025 Local Plan Committee and helped inform the selection of sites for inclusion in the Regulation 19 version of the Local Plan.
- 1.4 The SoCG 2026 reflects this latest evidence and explains how the signatory authorities intend to respond to it. Its preparation has been overseen by a steering group of officers and the Leicester and Leicestershire authorities' Members Advisory Group has agreed it for consideration by the individual authorities.
- 1.5 This report is structured as follows:
- Section 2 summarises key findings from the Study
 - Section 3 describes the content of the SoCG 2026
 - Section 4 sets out the next steps.

2.0 LEICESTER AND LEICESTERSHIRE NEEDS UPDATE AND APPORTIONMENT STUDY (2025)

2.1 To recap, the Study finds that there is need for some 3.06million sqm of strategic warehousing floorspace in Leicester and Leicestershire for the 22-year period 2024-46¹. This figure is in addition to sites which already have planning permission.

Table A: Leicester and Leicestershire Need for Strategic Warehousing 2024-46 (additional to sites with planning permission)

Rail-served need	1,349,600 sqm
Road-served need	1,709,600 sqm
Total	3,059,200 sqm

2.2 Table B below shows how the Study apportions the floorspace to the authority areas in Leicester and Leicestershire. [Note this table is a 'cut down' version of Table 2 in the SoCG 2026 itself].

Table B: Apportionment by district/borough 2024-46 (additional to sites with planning permission)

North West Leicestershire	1,333,600 sqm
Harborough	566,400 sqm
Hinckley & Bosworth	428,800 sqm
Blaby	650,000 sqm
Charnwood	80,500 sqm
Total	3,059,300 sqm

2.3 Table C shows how the Study apportions the additional floorspace to the three highways corridors in North West Leicestershire identified as broad locations for strategic warehousing. The figures in the third and fourth columns have been adjusted to correspond with the Local Plan end date of 2042 (i.e. 18 years rather than 22 years).

Table C: North West Leicestershire apportionment (additional to sites with planning permission)

	2024-2046	2024-2042	
	Floorspace	Floorspace	Land (estimate) ²
M1 J23a/J24; A50 J1	890,600 sqm	728,673 sqm	209 ha
Bardon (J22)	113,800 sqm	93,109 sqm	27 ha
A/M42 J11,12,13	329,200 sqm	269,345 sqm	77 ha
Total	1,333,600 sqm	1,091,127 sqm	313 ha

3.0 LEICESTER & LEICESTERSHIRE AUTHORITIES - STATEMENT OF COMMON GROUND RELATING TO STRATEGIC WAREHOUSING NEED (JANUARY 2026)

3.1 The text of the SoCG 2026 is included in Appendix A. The following paragraphs describe its key content section by section.

¹ 2023/24-2045/46

² Assumes 1ha of land can accommodate 3,500sqm of floorspace but, in practice, this ratio will vary from site to site.

Section 1 - Leicester and Leicestershire Housing Market Area (HMA) and Functional Economic Market Area (FEMA)

- 3.2 The SoCG 2026 affirms that the eight local planning authorities and two highways and transport authorities in the HMA and the FEMA have jointly prepared the SoCG 2026.

Section 2 - Purpose

- 3.3 This section confirms that the SoCG 2026 addresses the following key strategic matters; a) the Duty to Cooperate and joint working; and b) the need and apportionment of strategic warehousing floorspace in Leicester and Leicestershire for the period to 2046.

Section 3 – Background and context

- 3.4 This section confirms that the SoCG 2026 will replace the SoCG dating from 2021. The SoCG 2026 will be reconfirmed and updated as necessary.

Section 4 - Key strategic matters on which the authorities agree

- 3.5 This is the substantive part of the statement.
- 3.6 **Duty to Co-operate and Joint working** (paragraphs 4.1-4.2). This explains the means by which the authorities have worked together effectively on this issue.
- 3.7 **Strategic warehousing need to 2046** (paragraphs 4.3-4.7). The authorities affirm that a) the study is the best evidence of strategic warehousing needs available; b) the Leicester and Leicestershire authorities should provide for 3,969,400sqm of additional floorspace between 2023 and 2046³. Once sites with planning permission are factored in, the need figure reduces to 3,059,200sqm and the intention is that this will be met within Leicester and Leicestershire.
- 3.8 **Apportionment of additional floorspace required to 2046** (paragraphs 4.8-4.10). The SoCG 2026 states that the authorities agree the apportionment shown in Table 2 in the statement (reproduced below).

District / Borough *	Completions + Commitments		Residual Need Apportioned		Total	Apportionment incl. completions + commitments
	Rail	Road	Rail	Road		
North West Leicestershire	-	221,100	240,000	1,093,600	1,554,700	39%
Harborough	-	257,000	-	566,400	823,400	21%
Hinckley & Bosworth	-	327,000	-	428,800	755,800	19%
Blaby	-	105,100	650,000	0	755,100	19%
Charnwood	-	0		80,500	80,500	2%
Total	-	910,200	890,000	2,169,200	3,969,400	

Source: IcenI analysis

³ between 2023/24 and 2045/46

- 3.9 This Council's total apportionment is the highest by some considerable margin. Note that the figures in the table are for 2023/24 to 2045/46 (22 years).
- 3.10 **NWLDC Apportionment** (paragraphs 4.11-4.13). The SoCG 2026 includes a specific section explaining how this Council is responding to the Study's findings in its new Local Plan. The text of the statement, which reflects the decisions this Committee has made most recently at its 19 November 2025 meeting, states the following:
- North West Leicestershire is allocating suitable sites for strategic warehousing in the new Local Plan. The council has identified sufficient, suitable sites to meet the apportionment for A/M42 location but there are insufficient suitable sites in the M1 J23a/J24; A50 J1 and the Bardon (J22) locations
 - The new Local Plan will include a criteria-based policy for considering proposals on unallocated sites (new Local Plan Policy Ec4)
- 3.11 In addition, the 19 November 2025 Local Plan Committee report highlighted the following:
- “The NPPF states that Local Plans should be reviewed within 5 years of adoption (paragraph 34). The position will need to be re-evaluated when the new Plan is reviewed. This would include an assessment of any newly available land at J24 and at Bardon, and also an updated assessment of needs” (paragraph 5.7).*
- 3.12 This necessity for review has also been reflected in the wording of the SoCG 2026.
- 3.13 By signing the SoCG 2026 the other authorities will confirm their support and agreement to this Council's approach (paragraph 4.13). Having such agreement in place will be helpful for the Local Plan Examination.
- 3.14 The SoCG 2026 does not include equivalent sections for the other authorities. This is because the other authorities have not yet resolved how they are addressing the Study's findings and/or they have sufficient sites to meet their apportionment. This is not considered disadvantageous for this Council.
- Harborough – the sites proposed in the Regulation 19 plan are sufficient to meet HBC's apportionment for its plan period.
 - Blaby – has not yet resolved how the Study's findings will be addressed.
 - Hinckley & Bosworth - has not yet resolved how the Study's findings will be addressed.
 - Charnwood – has very recently adopted its Local Plan and has not yet resolved how the Study's findings will be addressed.
- 3.15 **Hinckley National Rail Freight Interchange (HNRFI)** (paragraphs 4.14-4.18). Whilst the Development Consent Order application for this proposal was refused on highways grounds, the decision letter affirmed that there is a need for the development. The Study identifies that it is feasible that a suitable development could come forward if the reasons for refusal were addressed. The SoCG 2026 identifies that the principle of **rail-served** development in this location should be retained and safeguarded for the future. This does not infer support for any particular future scheme.

- 3.16 **Transport** (paragraphs 4.19-4.20). This section outlines Leicestershire County Council's over-arching concerns as the local highway authority about the ability of the strategic and local road networks to accommodate the amount of new strategic warehousing floorspace the Study identifies. The SoCG 2026 affirms that the apportionment figures will need to be tested in greater depth through authorities' own Local Plans.

Section 5 – Maintaining and updating this statement

- 3.17 This section includes an acknowledgement that planning for this sector can be challenging. The authorities agree to a) testing the apportionment figures through their Local Plans; b) jointly monitor planning permissions and their implementation; and c) update the evidence base as appropriate. The statement also commits the authorities to on-going joint work on this topic.

Appendices to the SoCG 2026

- 3.18 These contain a map showing the district/borough boundaries and updated monitoring data which will be populated with the 1 April 2025 position.

4.0 NEXT STEPS

- 4.1 The SoCG 2026 will be considered by each of the authorities through their governance processes.
- 4.2 The SoCG 2026 is being presented to this Council's Cabinet on 24 March 2025. A decision on the statement will then be made by Council at its meeting on 12 May 2026. The views of this Committee and of Cabinet will be forwarded to Council to help inform its decision.

Policies and other considerations, as appropriate	
Council Priorities:	- Planning and regeneration
Policy Considerations:	The Local Plan is required to be consistent with the National Planning Policy Framework and other government guidance and requirements.
Safeguarding:	None discernible.
Equalities/Diversity:	An Equalities Impact Assessment of the new Local Plan will be undertaken to accompany the Regulation 19 version of the plan.
Customer Impact:	No issues identified.
Economic and Social Impact:	The SoCG 2026 deals with the provision of new strategic warehousing floorspace which in turn will impact positively on the economy of the district in the form of additional investment and jobs.
Environment, Climate Change and zero carbon:	The decision, of itself, will have no specific impact. The new Local Plan as a whole will aim to deliver positive environmental and climate change impacts and these will be recorded through the Sustainability Appraisal.
Consultation/Community/Tenant Engagement:	Further consultation on the Local Plan, including its approach to strategic warehousing outline in this report, will be undertaken at Regulation 19 stage.
Risks:	A risk assessment for the new Local Plan has been prepared and is kept up to date. As far as possible control measures have been put in place to minimise risks, including regular risk review.
Officer Contact	Sarah Lee Principal Planning Policy Officer sarah.lee@nwleicestershire.gov.uk

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Appendix A

Leicester & Leicestershire Authorities - Statement of Common Ground relating to Strategic Warehousing Need (January 2026)

1.0 The Leicester and Leicestershire HMA and FEMA

1.1 The Leicester and Leicestershire Housing Market Area (HMA) and Functional Economic Area (FEMA) covers the administrative areas of eight local planning authorities and two highways and transport authorities. The eight local planning authorities responsible for plan making are:

- 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, and
- Oadby & Wigston Borough Council.

1.2 The two upper tier authorities in Leicester and Leicestershire (L&L), with statutory responsibilities for highways, transport, education, social care, flooding, minerals & waste planning and public health are:

- Leicester City Council (Unitary), and
- Leicestershire County Council.

1.3 This Statement has been prepared jointly by the eight plan making authorities and Leicestershire County Council as an additional signatory given their statutory responsibilities, hereafter referred to as “the Authorities”. The Map in Appendix 1 shows the location and administrative areas covered by this statement. The [Housing & Economic Needs Assessment 2022](#) (HENA) identifies this area as the Leicester & Leicestershire HMA and FEMA.

2.0 Purpose

2.1 In accordance with Paragraph 25 of the NPPF (2024) the key strategic matters addressed in this statement are: the Duty to cooperate and joint working, the L&L strategic warehousing floorspace need to 2046 and the apportionment of strategic warehousing need up to 2046.

3.0 Background and Context

3.1 In 2021 the Authorities published Warehousing and Logistics in Leicester and Leicestershire: Managing Growth and Change (2021) which informed an agreed Leicester & Leicestershire Authorities - Statement of Common Ground relating to Strategic Warehousing & Logistics Need (September 2021). The 2021 SoCG set out the L&L need for strategic warehousing at the time and next steps to ensure the needs of the sector are appropriately planned for, including the following:

“The Authorities remain committed to cooperating on strategic cross boundary matters, including agreeing the distribution of large warehousing need”

3.2 This SoCG (2026) replaces the previous SoCG (2021) capturing the outcomes of the further joint work and agrees the apportionment of strategic warehousing need

across L&L for further testing through plan-making. This Statement will be reconfirmed and updated as necessary.

3.3 Strategic Warehousing facilities are defined as those units with floorspace equal to or greater than 9,000 square metres (sqm) in total.

4.0 Key Strategic Matters on Which Authorities Agree

Duty to Cooperate and Joint Working

4.1 The Authorities agree there is a long track record of effective joint working on strategic matters across L&L. The authorities have continuously engaged with each other on the strategic matters set out in this Statement and through the preparation of local plans across the area. This commitment is most clearly evidenced through:

- The continued function of the L&L Members Advisory Group and Strategic Planning Group,
- The joint preparation of evidence including Warehousing & Logistics in L&L Managing Growth and Change (2021) and L&L Strategic Distribution Floorspace Need Update and Apportionment (2025),
- The agreement of a Joint Statement of Common Ground relating to strategic warehousing and logistics need (Sept 2021), and
- The preparation of this Statement.

4.2 More information and details of engagement will be set out in individual authorities' Duty to Cooperate Statements (or equivalent) that accompany local plans. Authorities will continue to work jointly on an ongoing basis.

L&L Strategic Warehousing Need to 2046

4.3 The Authorities agree the Leicester & Leicestershire Strategic Distribution Floorspace Needs and Apportionment (Oct 2025) (hereafter referred to as 'the Study') is the most up-to-date cooperatively produced evidence on the needs of the strategic warehousing sector to inform planning across L&L.

4.4 Based on the Study the Authorities agree that L&L needs to provide for 3,969,400sqm of additional floorspace between 2023 and 2046 (1,349,600sqm rail-served and 2,619,800sqm road-served), after allowing for land recycling, as per Table 1 below:

Table 1: Supply-Demand Balance (2023-46) (sqm.)

	Rail-Served	Road-Served	Total
Gross Need	5,256,000		
Land Recycling	-1,286,000		
Additional Floorspace Required	1,349,600	2,619,800	3,969,400
Completions 2023/24	0	112,500	112,500
Commitments April 2024	0	797,700	797,700
Balance	1,349,600	1,709,600	3,059,200

Source: Icenii 2025

- 4.5 The Study has a base date of 1 April 2023. After updating the monitoring to 1 April 2025 (see Appendix 2) the Authorities agree that this updated position leaves a balance of **TBC** sqm at rail-served sites and **TBC** sqm at road-served sites to be planned for to 2046. Appendix 2 will be updated annually.
- 4.6 To 2046 the Study identifies a (theoretical) maximum floorspace capacity across L&L as a whole of 5,905,500sqm compared to the additional floorspace required to 2046 of 3,969,400sqm.
- 4.7 The Authorities intend that the additional floorspace required of 3,969,400sqm of strategic warehousing floorspace (2023 – 2046) will be met in L&L. The Authorities are not aware of any unmet need from neighbouring areas for strategic warehousing floorspace that should be accommodated in L&L.

Apportionment of Additional Floorspace Required to 2046

- 4.8 The Authorities agree that the Study gives strategic guidance on the distribution of future growth and provides a basis and methodology for the apportionment of need which is robust and effective. The study sets out the apportionment by District / Borough as per Table 2 below:

Table 2: Apportionment by District / Borough (Sqm)

District / Borough *	Completions + Commitments		Residual Need Apportioned		Total	Apportionment incl. completions + commitments
	Rail	Road	Rail	Road		
North West Leicestershire	-	221,100	240,000	1,093,600	1,554,700	39%
Harborough	-	257,000	-	566,400	823,400	21%
Hinckley & Bosworth	-	327,000	-	428,800	755,800	19%
Blaby	-	105,100	650,000	0	755,100	19%
Charnwood	-	0	-	80,500	80,500	2%
Total	-	910,200	890,000	2,169,200	3,969,400	

Source: Icen analysis

* District / Borough figures are made up of figures for more than one distinct Area of Opportunity (AO), in some cases.

- 4.9 The Authorities agree the figures in the total column of Table 2 are the agreed apportionment of strategic warehousing floorspace need for each authority for the period 2023-2046. These figures will be tested through each Local Planning Authority’s plan making process. The rail served need for Blaby would need to be tested through the DCO process (see para 4.14-4.18 below).
- 4.10 The authorities are preparing plans with different plan periods and agree that the figures in Table 2 will be pro-rated based on the plan period of the relevant authority. Authorities not listed in Table 2 have been apportioned zero floorspace.

NWLDC Apportionment

- 4.11 NWLDC is preparing a new Local Plan for the period 2023-2042. Strategic warehousing sites have been identified for allocation in the Regulation 19 version of

the Local Plan¹. There are sufficient, suitable sites to deliver c756,775sqm of floorspace, meeting the pro-rata apportionment figure for the A/M42 location but not meeting the pro-rata apportionment figures for the M1 J23a & J24/A50 J1 location and for the Bardon area (M1 J22) due to planning constraints and an insufficient supply of available, suitable sites at those locations.

4.12 NWLDC's intended approach is to:

- Allocate suitable sites for strategic warehousing, as described above
- Include a criteria-based policy for proposals on unallocated sites
- Re-evaluate the position when the new Plan is reviewed². This would include an assessment of a) any newly available land in the locations where there is a shortfall; and b) any updated assessment of needs.

4.13 The authorities support and agree NWLDC's approach, which equates to a supply of 12 years (2024 to 2036) based on the pro-rata apportionment figures in Table 2 above. The Authorities agree this is an appropriate way forward in the context of the challenges of planning long-term for this sector, as outlined in para 5.1 below.

Hinckley National Rail Freight Interchange (HNRFI)

4.14 The Development Consent Order (DCO) for the HNRFI proposal, mostly located in Blaby District, was refused in March 2025. The DCO application was refused on the basis of most notably insufficient transport modelling evidence assessing the impacts at M1 J21/M69 J3: non-compliance with the road safety requirements; and the highways safety impacts on the village of Sapcote. However, the decision letter agrees that there is a need for the rail-served Proposed Development.

4.15 Whilst not undermining the scale of the issues for refusal, the Study does not dismiss this location and considers that a further application for the Strategic Rail Freight Interchange (SRFI) in the location could be submitted through the DCO process. The proposal could therefore still come forward within the Study period to 2046.

4.16 The Authorities agree that apart from this location and land around East Midlands Airport there are no further rail-served opportunities within the Study area. Given this and the continuing national policy support for SRFI's and the role they play in transferring freight from road to rail, the ability of this site to be rail-served needs to be retained and safeguarded for the future. Proposals for solely road-based strategic B8 floorspace through the Local Plan or speculative planning applications in this location would undermine the identified need for rail-based strategic B8 floorspace and will not be supported.

4.17 However, the Authorities agree that any fresh DCO application must overcome technical challenges, for a strategic rail-served facility meeting the definition of a SRFI, to be an appropriate approach in this location.

4.18 This Statement does not infer support from the relevant Local Authorities for a future rail-served strategic B8 proposal in this location. Each authority will respond to any proposal, through the NSIP/DCO process as appropriate.

¹ North West Leicestershire DC's Local Plan Committee 19 November 2025

² In accordance with NPPF (Dec 2024) Para 34 reviews should be completed no later than 5 years from the adoption date of the plan.

Transport

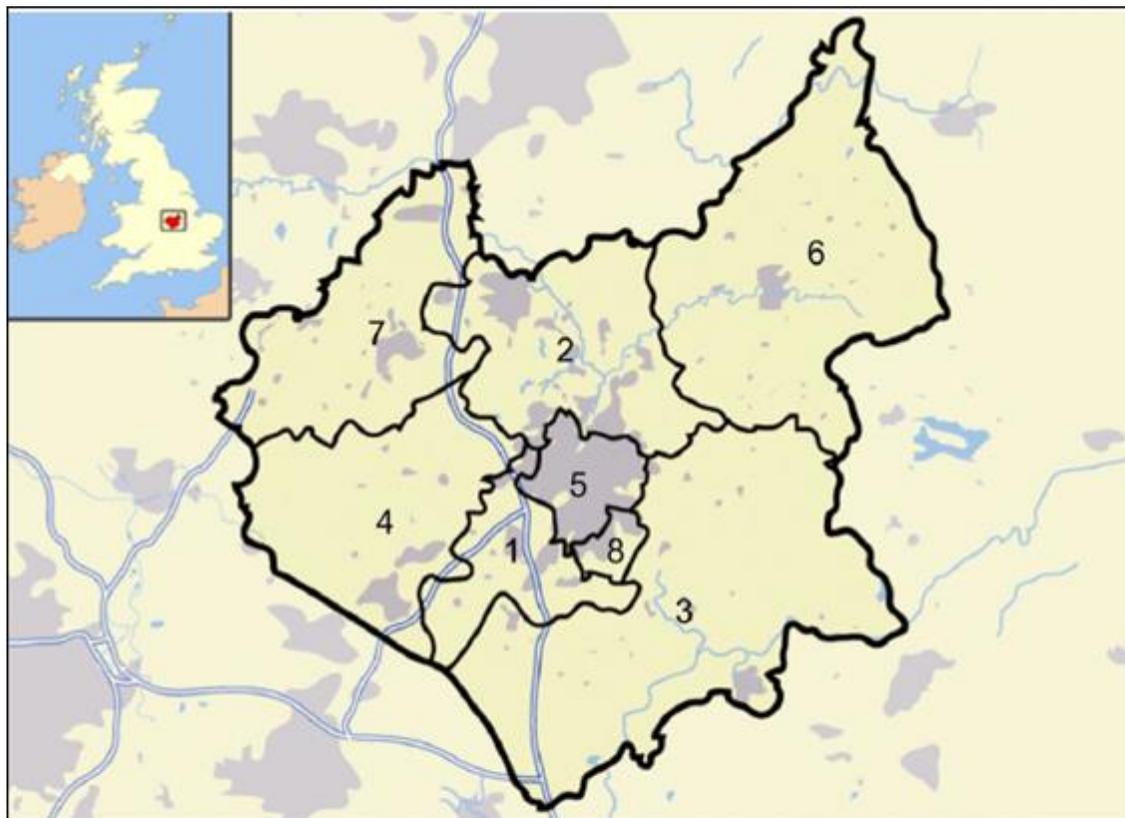
- 4.19 Leicestershire County Council, as the Local Highway Authority, has raised concerns about the ability of the County's road network, and in particular the Strategic Road Network (for which National Highways is the Highway Authority), to accommodate the quantum of strategic warehousing identified. However, it does not wish to frustrate the completion of this SoCG and instead reserves its right to pursue those concerns as appropriate if and when specific sites are brought forward through plan-making and/or as planning applications (including as Nationally Significant Infrastructure Projects - NSIP). The other authorities note and accept the County Council's position.
- 4.20 The authorities agree the ability of the county's road network, and particularly the Strategic Road Network, to accommodate the quantum of need will be challenging. The figures in Table 2 will therefore need to be tested through each Authority's local plan making process (and DCO process, as appropriate) with the involvement of the relevant transport authorities.

5.0 Maintaining and Updating this Statement

Planning for Future Needs to 2046

- 5.1 Planning for the future needs of this sector is particularly difficult because it is dynamic and operates on a much wider scale than L&L. Opportunities for development are linked to investment in the Strategic Road Network (SRN), with often limited long-term visibility of sites and it also involves sites that come forward through the separate NSIP/DCO process. All this means it can be challenging to make extended forecasts about long-term need.
- 5.2 The Authorities remain committed to cooperating on a plan-led approach to meet need (as set out in para 4.4). The Authorities agree:
- To test their respective apportionment figures (pro-rated) through their Local Plan preparation,
 - To continue to jointly monitor progress in site allocation, consents and delivery at the L&L level, annually,
 - That they, or successor authorities, will review and update the L&L strategic warehousing wide need and apportionment evidence as appropriate.
- 5.3 A new local planning system will be introduced early in 2026 together with the introduction of Spatial Development Strategies (SDS) through which growth related to strategic matters, such as strategic warehouses, will be distributed across a geography that is yet to be determined. The formal duty to produce a SDS is expected in Spring 2026 through secondary legislation, following royal assent of the Planning and Infrastructure Act.
- 5.4 Government is seeking full coverage of up-to-date local plans, and the local plans scheduled for submission by 31 December 2026 are at an advanced stage of preparation. The Authorities agree that the figures set out in Table 2 (pro-rated) will be tested through each Local Authority's local plan process.
- 5.5 The Authorities agree the Duty to Cooperate and joint working is an ongoing process. The process for updating and maintaining this Statement is outlined in Paragraph 5.2 and will be managed through ongoing joint work between the Authorities.

Appendix 1 – Location and Administrative Areas



Key to Map Two

- | | |
|--|---|
| 1. Blaby District Council | 5. Leicester City Council |
| 2. Charnwood Borough Council | 6. Melton Borough Council |
| 3. Harborough District Council | 7. North West Leicestershire District Council |
| 4. Hinckley and Bosworth Borough Council | 8. Oadby and Wigston Borough Council |

Appendix 2 – Updated Monitoring Data

Table A: Supply-Demand Balance (2023-2046) at 1 April 2025

	Rail-Served	Road-Served	Total
Gross Need		5,256,000	
Land Recycling		-1,286,000	
Additional Floorspace Required	1,349,600	2,619,800	3,969,400
Completions 2023/24	0	112,536	112,536
Completions 2024/25	0	TBC	TBC
Commitments April 2025	0	TBC	TBC
Balance	0	TBC	TBC

Source: Icenl, updated by LPA Monitoring 2024/25.

Table B: Supply by District / Borough (2023-2046) (sqm) at 1 April 2025

District / Borough*	A	B		C		D		E		F		G	
	Total (from Table 2)	Completions 23/24		Completions 24/25		Commitments at 1 April 2025 project for delivery to 2046		Allocations in an adopted Plan #		Emerging allocations in a Reg19 plan #		Balance	
		Rail	Road	Rail	Road	Rail	Road	Rail	Road	Rail	Road	Rail	Road
NWLDC	1,554,700	0	0	0	0	0	202,652	0	0	0	0	240,000	1,112,048
HDC	823,400	0	59,342	0	0	0	197,696	0	0	0	340,000	0	226,362
H&BBC	755,800	0	53,194	0	TBC	0	TBC	0	TBC	0	0	0	TBC
BDC	755,100	0	0	0	0	0	122,068	0	0	0	0	650,000	-16,968
CBC	80,500	0	0	0	0	0	0	0	0	0	0	0	80,500
Leicester	0	0	0	0	TBC	0	TBC	0	0	0	0	0	TBC
MBC	0	0	0	0	0	0	0	0	0	0	0	0	0
O&WBC	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	3,969,400	0	112,536	0	TBC	0	TBC	0	TBC	0	340,000	890,000	TBC

* District / Borough figures are made up of figures for more than one distinct Area of Opportunity (AO), in some cases.

Without planning consent

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NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL
 LOCAL PLAN COMMITTEE – WEDNESDAY 18 MARCH 2026



Title of Report	LEICESTER AND LEICESTERSHIRE AUTHORITIES STATEMENT OF COMMON GROUND – HOUSING DISTRIBUTION UNDER THE NEW STANDARD METHOD	
Presented by	Joanne Althorpe Principal Planning Policy Officer	
Background Papers	National Planning Policy Framework (December 2024) Item 30 Report to Council 6 September 2022 Item 5 Report to Local Plan Committee 25 May 2022 Leicester and Leicestershire Statement of Common Ground (April 2022) Leicester and Leicestershire Housing and Economic Needs Assessment (HENA) (2022)	Public Report: Yes
Financial Implications	<p>The cost of preparing the Statement of Common Ground and its supporting evidence is met by all the Leicester and Leicestershire authorities making agreed contributions.</p> <p>Signed off by the Section 151 Officer: Yes</p>	
Legal Implications	<p>Local planning authorities and county councils are under a duty to cooperate with each other on strategic matters that cross administrative boundaries. The Statement of Common Ground has been prepared to demonstrate effective joint working.</p> <p>Signed off by the Monitoring Officer: Yes</p>	
Staffing and Corporate Implications	<p>No staffing implications are associated with the specific content of this report. Links with the Council's Priorities are set out at the end of the report.</p> <p>Signed off by the Head of Paid Service: Yes</p>	

Purpose of Report	To consider the draft Leicester and Leicestershire Statement of Common Ground relating to housing distribution (December 2025) at Appendix A to this report so that the view of this Committee can be forwarded to Council when it considers the Statement of Common Ground in May 2026.
Recommendations	<p>THAT THE LOCAL PLAN COMMITTEE:</p> <p>PROVIDES ANY COMMENTS ON THE STATEMENT OF COMMON GROUND RELATING TO HOUSING DISTRIBUTION, AT APPENDIX A TO THIS REPORT, FOR CONSIDERATION BY COUNCIL AT ITS MEETING ON 12 MAY 2026.</p>

1.0 INTRODUCTION

- 1.1 As directed by paragraph 62 of the National Planning Policy Framework (2024), this Council’s new Local Plan needs to plan for its identified housing need:

“To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning practice guidance. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.”

- 1.2 To date, the new Local Plan has been drafted in accordance with an annual housing requirement of 686 dwellings per annum. This figure was informed by the *Leicester and Leicestershire Housing and Economic Needs Assessment (HENA, 2022)*.
- 1.3 Following the publication of the 2022 HENA, the *Leicester and Leicestershire Statement of Common Ground* (April 2022) was presented to this committee on 25 May 2022 and then approved by Council on 6 September 2022.
- 1.4 The *National Planning Policy Framework* was updated in December 2024. As part of this update, the government revised the methodology by which local planning authorities should calculate their local housing need (‘the standard method’). These changes mean it has been necessary to revisit the matter of housing distribution across the Leicester and Leicestershire Housing Market Area (HMA), particularly for those authorities who intend to submit their Local Plans by the December 2026 deadline and whose Local Plans will be examined against the 2024 NPPF (i.e. North West Leicestershire, Blaby, Hinckley and Bosworth and Oadby and Wigston).
- 1.5 The Leicestershire and Leicestershire authorities have prepared a new Statement of Common Ground (December 2025) which is underpinned by an *Updated Housing Distribution Paper* (November 2025). The Statement of Common Ground has been overseen by the Member Advisory Group (MAG), comprising members from each of the Leicester and Leicestershire authorities. MAG was established to oversee joint work on strategic planning matters but it does not have decision making powers. This

means that the Statement of Common Ground needs to be considered by each of the Leicester and Leicestershire authorities through their own governance procedures.

1.6 This report is structured as follows:

- Section 2 – Sets out the methodology in the Housing Distribution Update Paper with a focus on the implications for North West Leicestershire.
- Section 3 – Sets out the key points in the Statement of Common Ground relating to housing distribution.
- Section 4 – Advises on the implications for the North West Leicestershire Local Plan.
- Section 5 – Sets out the next steps.

1.7 Appended to this report are:

- **Appendix A:** *Leicester & Leicestershire Authorities - Statement of Common Ground relating to Housing Distribution following NPPF and new Standard Method published December 2024* (December 2025)
- **Appendix B:** *Updated Housing Distribution Paper* (November 2025)
- **Appendix C:** *FAQs - Updated Housing Distribution Paper and associated Statement of Common Ground* (January 2026)

2.0 LEICESTER AND LEICESTERSHIRE UPDATED HOUSING DISTRIBUTION PAPER (NOVEMBER 2025)

Changes to the Standard Method

- 2.1 The 2022 *Housing and Economic Needs Assessment* (HENA) was based upon the standard method at the time of its preparation in March 2022. This showed a need for 5,713 dwellings per annum (dpa) across the Leicester and Leicestershire Housing Market Area (HMA).
- 2.2 The changes made to the standard method in December 2024 results in a requirement of 5,892 dpa for the HMA (this is the requirement as at May 2025; the figures are updated annually in spring). This represents a 3.1% increase from the 2022 standard method.
- 2.3 Whilst the total amount of housing required across the HMA has increased by a relatively small amount, the distribution of this requirement has changed more significantly. The deletion of the 35% urban uplift previously applied to Leicester City has resulted in a significant decrease in the City's annual housing need and an increase in most other authorities. For North West Leicestershire, the standard method figure has increased by 66% (from 372 to 617 dpa). A comparison of the 2022 and 2025 standard methods is shown in **Table 1** below.

Table 1: Comparison of Standard Methods 2022 and 2025

Local Planning Authority	Standard Method 2022 (dpa)	% share of overall housing 2022	Standard Method 2025 (dpa)	% share of overall housing 2025
Blaby	341	6%	539	9%
Charnwood	1,111	19%	992	17%
Harborough	534	9%	735	12%
Hinckley & Bosworth	472	8%	663	11%
Leicester	2,464	43%	1,588	27%
Melton	231	4%	369	6%
NWL	372	7%	617	10%
Oadby & Wigston	188	3%	389	7%
TOTAL	5,713		5,892	

Updated Housing Distribution Paper

- 2.4 The *Updated Housing Distribution Paper* (UHDP) is at **Appendix B** of this report. It has been prepared by Icenl (the authors of the 2022 HENA) and has been informed by discussions with a Steering Group comprising officers at the Leicester and Leicestershire authorities.
- 2.5 The methodology used for apportioning the housing need is based on that set out in the 2022 HENA and adjusted to account for the revised Standard Method figures. Unmet housing need has been apportioned having regard to a range of factors, including the functional relationship of each authority area with Leicester City and the balance of jobs and homes in each authority area.

Plan Making Progress and Timescales

- 2.6 The Leicester and Leicestershire authorities are at different stages of plan preparation and are progressing plans against a different policy backdrop.
- 2.7 The authorities of Charnwood, Harborough, Leicester and Melton have progressed their plans against the 2023 National Planning Policy Framework (NPPF) (or previous versions) and should therefore continue to rely on the 2022 Statement of Common Ground on housing distribution.
- 2.8 North West Leicestershire, together with Blaby, Hinckley and Bosworth and Oadby and Wigston are preparing their plans against the 2024 NPPF which need to be informed by the updated standard method. The UHDP has been prepared to inform these authorities' plans which are all due to be submitted for examination by 31 December 2026.
- 2.9 The starting point for the UHDP is the revised standard method figure for the whole of Leicester and Leicestershire of 5,892 dpa (see **Table 1** above). It uses a base date of 2024 and extends up to 2046. The UHDP factors in the proposed 2042 end date of the

North West Leicestershire Local Plan.

Leicester's Unmet Need

- 2.10 As Leicester's Local Plan covers the period up to 2036, the UHDP assesses the City's unmet need between 2024 to 2036 and from 2036 to 2046.
- 2.11 Between 2024 and 2036, the UHDP identifies an unmet need of 2,455 dwellings, which equates to 205 dpa. This figure is based upon known housing completions (2020 and 2024) and the anticipated supply planned for in the Leicester Local Plan (2024 to 2036).
- 2.12 The UHDP concludes that it is unlikely that Leicester will be able to fully meet its housing need beyond 2036. As the UHDP has been prepared in advance of the City's Local Plan Review, there is currently limited information available on the anticipated housing supply post 2036.
- 2.13 The UHDP has made an informed view on Leicester's unmet need between 2036 and 2046, an approach supported by paragraph 28 of the 2024 NPPF which advises on the preparation of Statements of Common Ground. This informed view combines two approaches: a bottom-up estimate of longer-term supply informed by the City Council and a top-down estimate informed by historical trends of brownfield development in the City, undertaken by Iceni.
- 2.14 The approaches for estimating the City's supply between 2036 and 2046 are described in detail between paragraphs 4.14 and 4.39 of the UHDP. The UHDP estimates an unmet need figure of 8,230 dwellings between 2036 and 2046 (823 dpa). This figure is arrived at by adopting a midpoint between the City Council's estimate of supply and Iceni's analysis of historical brownfield development trends.
- 2.15 **Table 2** shows the anticipated unmet need, based upon the City's 2025 standard method figure of 1,588 dpa.

Table 2: Leicester City Council Unmet Need 2024 to 2046

	2024 to 2036	2036 to 2046
Housing Need (2025 Standard Method)	19,056	15,880
Supply Estimate	16,601	7,650
Unmet Need (total)	2,455	8,320
Unmet Need (dpa)	205	823

Unmet Need from Other Authorities

- 2.16 As shown in **Table 1** above, Oadby and Wigston's local housing need figure has significantly increased from 188 to 389 dpa (an increase of 107%). Under the 2022 SoCG, Oadby and Wigston were planning for 240 dpa. It is material that the boundaries of Oadby and Wigston are tightly defined.

- 2.17 The UHDP is based on the assumption that Oadby and Wigston can meet the 389 dpa requirement within its boundaries **but** it cannot contribute towards Leicester's unmet need.

Apportioning Unmet Need

- 2.18 The agreed unmet need from Leicester is as shown in **Table 2** above. The UHDP apportions the unmet need between the Leicestershire authorities (excluding Oadby and Wigston for the reasons described above). The apportionment is based upon each authority's functional relationship to Leicester and then by aligning homes and jobs.

Functional Relationship to Leicester

- 2.19 Some consultees have stated in previous Local Plan consultations that North West Leicestershire should not take any of Leicester's unmet need because it does not share a physical boundary with the City.
- 2.20 Section 7 of the Housing UHDP provides detail on the approach used to apportion unmet need based on each authority's *functional* relationship with Leicester. This uses a blend of migration and commuting data, recognising that migration information is based on several years of data and more stable view of flows but can be influenced by historical planning assumptions or housing supply distribution; whereas the commuting flow data is influenced by the effects of Covid-19 on working patterns at the time when the 2021 Census was undertaken but does capture some influence of the geography of employment development and changes in commuting since the 2011 Census.
- 2.21 Whilst migration and commuting patterns are undoubtedly influenced by the Leicestershire authorities' spatial relationship to Leicester (demonstrating a stronger relationship with those authorities adjoining the City), the UHDP does demonstrate a functional relationship between North West Leicestershire and Leicester.
- 2.22 **Table 3** below expresses the functional relationship to Leicester as a percentage. The functional relationship percentages are then reapportioned to account for the fact that Oadby and Wigston cannot contribute to the unmet need (as per paragraph 2.17 above).

Table 3: Functional Relationship to Leicester

Local Planning Authority	Functional Relationship to Leicester (Blended Average of Gross Migration and Commuting)	Revised Functional Relationship (Excluding Oadby & Wigston)
Blaby	24.9%	31.5%
Charnwood	24.8%	31.7%
Harborough	10.9%	13.8%
Hinckley & Bosworth	8.9%	11.2%
Melton	3.4%	4.2%
NWL	6.0%	7.5%
Oadby & Wigston	21.1%	0%

- 2.23 The methodology then reapportions the City's unmet need in line with the percentages in **Table 3**, i.e. 7.5% of the unmet need is reapportioned to North West Leicestershire. **Table 4** shows how the reapportionment is applied to North West Leicestershire, taking into account the different unmet need figures up to and post 2036 and adding them to North West Leicestershire's standard method figure of 617 dpa.

Table 4: Initial Apportionment of Unmet Need based on Functional Relationship to Leicester for North West Leicestershire (2024 to 2042)

	Calculation	North West Leicestershire
Functional Relationship to Leicester (%)		7.5%
Contribution to Unmet Need 2024 to 2036 (total)	2,455 x 7.5%	185
Contribution to Unmet Need 2024 to 2036 (dpa)	185/12	15
Contribution to Unmet Need 2036 to 2046 (total)	8,230 x 7.5%	621
Contribution to Unmet Need 2036 to 2046 (dpa)	621/10	62
Implied Requirement 2024 to 2036 (dpa)	617 + 15	632
Implied Requirement 2036 to 2042 (dpa)	617 + 62	679
Implied Requirement 2024 to 2042 (total)	(632 x 12) + (679 x 6)	11,664
Implied Requirement 2024 to 2042 (dpa)	11,664 / 18	648

It should be noted that the figures in Table 4 do not precisely sum due to rounding in the table to one decimal place. The calculations use unrounded figures.

Aligning Homes and Jobs

- 2.24 The next stage in the methodology is aligning homes with jobs. The process is set out in detail at Section 8 of the UHDP.
- 2.25 The starting point for North West Leicestershire is noting that the district has a jobs density figure of 1.14 (jobs to residents aged 16-64). The only other authority in Leicestershire to have a jobs density higher than 1.0 is Blaby. This shows a notable

level of net in-commuting to the district where a higher level of housing could help provide more localised opportunities for living and working in a similar area.

- 2.26 The Council is currently working towards a Local Plan housing requirement of 686 dpa; a figure largely informed by an economic growth scenario in the 2022 HENA. The UDHP revisits the economic growth scenario and for North West Leicestershire, recalibrates it to 2042 (the proposed end date of the Local Plan). This results in a requirement of 544 dpa, compared to the standard method figure of 617 dpa.
- 2.27 As is the case for North West Leicestershire, the updated standard method figures for all the other Leicester and Leicestershire authorities are sufficient to accommodate the economic growth scenarios.
- 2.28 However, the HDUP goes on to factor in a strategic B8 growth scenario, in response to the recently published *Leicester & Leicestershire: Strategic Distribution Floorspace Needs Update and Apportionment* report (October 2025), testing whether the apportionment of strategic B8 need has any impact on the homes/jobs balance or apportionment of housing provision within the HMA.

Table 5: Housing Need – HENA Growth Scenario Adjusted for B8 Apportionment

	Plan period end point	Standard Method (dpa)	Housing Need (dpa) HENA Growth Scenario + B8 apportionment
Blaby	2042	539	614
Charnwood	2046	992	566
Harborough	2046	735	565
Hinckley and Bosworth	2045	663	431
North West Leicestershire	2042	617	690

- 2.29 North West Leicestershire and Blaby are the only authorities where the B8 apportionment methodology results in a figure higher than the standard method. However, the B8 apportionment figure for Blaby (614 dpa) is lower than the functional apportionment figure (669 dpa) and also implicitly assumes that the Hinckley National Rail Freight Interchange (RFI) will be delivered, when there is a degree of uncertainty around this.
- 2.30 North West Leicestershire, on the other hand, is the only authority where the B8 apportionment figure (690 dpa) is higher than the standard method figure (617 dpa) *and* the functional relationship implied figure (648 dpa, as described in Table 4 above).
- 2.31 The HDUP, therefore, proposes that NWL contributes an additional 73 dpa towards the unmet need between 2024 and 2042. The remaining unmet need is then reapportioned between the other five authorities, as shown in **Table 6** below.

Table 6: Final Apportionment of Unmet Need

Local Planning Authority	Revised Standard Method (2025) (dpa)	Proposed Housing Requirement (dpa)	Contribution to Unmet Need	% Contribution	Plan End Date
Blaby	539	654	115	25.1	2042
Charnwood	992	1,133	141	30.8	2046
Harborough	735	797	62	13.5	2046
Hinckley & Bosworth	663	711	48	10.5	2045
Melton	369	388	19	4.2	2046
NWL	617	690	73	15.9	2042
Oadby & Wigston	389	389	0	0	2042
TOTAL	4,304	4,762	458	100	

3.0 STATEMENT OF COMMON GROUND RELATING TO HOUSING DISTRIBUTION (DECEMBER 2025)

3.1 The 2025 Statement of Common Ground (SoCG) is at **Appendix A** of this report. It confirms that the Leicester and Leicestershire authorities agreed to commission an update to the HENA 2022 Housing Distribution Paper to inform the apportionment of unmet need under the new Standard Method (December 2024).

3.2 The SoCG has been prepared to support the submission of the Blaby, Hinckley and Bosworth, North West Leicestershire and Oadby and Wigston Local Plans as they are directly affected by the changes to the standard method in 2024.

3.3 The key matter for agreement is:

The Leicester and Leicestershire authorities agree to the apportioned contributions to unmet need established through the UHDP and set out in Table 2 [Table 6 of this committee report] which will be used by those authorities submitting a local plan for examination under the NPPF December 2024...

3.4 Other key matters that may impact upon the level of unmet need in the future are:

- That Leicester City Council will begin a Local Plan Review immediately following the adoption of the Leicester City Local Plan 2020 to 2036. This will be informed by additional evidence in due course that will be used to identify the full housing capacity for that review.
- The SoCG assumes that “Oadby and Wigston will just be able to meet its own need from a land supply position but not be able to accept any unmet need from Leicester. Evidence gathering is still being undertaken by the Council in relation to accommodation of the uplifted LHN and when complete, consideration will need to be given to the outcome of this by the HMA authorities.”

3.5 The figures in Table 2 of the SoCG (**Table 6** of this committee report) will remain in place for the submission of Local Plans before 31 December 2026.

4.0 IMPLICATIONS FOR THE NORTH WEST LEICESTERSHIRE LOCAL PLAN

4.1 The Updated Housing UHDP proposes an annual requirement of 690 dpa for North West Leicestershire between 2024 and 2042. This is a minor increase of four dwellings per year compared to the 686 dpa planned for to date. Over the 18 year plan period, this is an additional 72 dwellings (or 79 dwellings if a 10% flexibility allowance is added).

4.2 It is the recommendation of officers that the Statement of Common Ground is agreed by Council to assist the timely submission of the North West Leicestershire Local Plan for examination. The SoCG is underpinned by a robust methodology and results in just a minor increase to the Council's housing requirement between 2024 and 2042.

4.3 Officers are confident that this additional amount can be met via small windfall sites (developments of less than 10 dwellings) without the need for allocating any additional housing sites. For example, in the first year of the plan alone (2024/25) there were 57 homes completed on small windfall sites, which will count towards the Council's overall housing need.

4.4 A housing trajectory will be prepared to accompany the Regulation 19 Plan. It will take into account completions on major and small sites between 1 April 2024 and 31 March 2026. Officers propose to do further work on small sites windfalls to inform the trajectory.

4.5 Assuming the Statement of Common Ground is agreed by North West Leicestershire District Council, part (1) of Policy S1 (the wording for which was agreed at the 14 August 2024 meeting of this committee) would need amending as follows:

*The housing requirement for North West Leicestershire is ~~686~~ **690** dwellings each year, and a minimum of ~~13,720~~ **12,420** dwellings over the plan period of ~~2020-2040~~ 2024-2042 as set out in the ~~Statement of Common Ground for Leicester and Leicestershire Housing Market Area (June 2022)~~ **Leicester and Leicestershire Authorities – Statement of Common Ground relating to Housing Distribution (December 2025)**.*

4.6 In addition, part (4) of Policy S1 would also require the following amendment:

*For the avoidance of doubt, the annualised district housing requirement for five year land supply and Housing Delivery Test purposes is ~~686~~ **690** dwellings each year.*

5.0 NEXT STEPS

- 5.1 The 2025 Statement of Common Ground relating to housing distribution will be considered by each individual authority through their governance processes.
- 5.2 For North West Leicestershire, the Statement of Common Ground is being presented to Cabinet on 24 March 2025. A decision on the Statement of Common Ground will then be made by Council at its meeting on 12 May 2026. The views of this Committee and of Cabinet will be forwarded to Council to help inform its decision.
- 5.3 Subject to the housing figures being agreed by the respective councils, they will be tested through the examinations of the North West Leicestershire, Blaby, Hinckley and Bosworth and Oadby and Wigston Local Plans.

Policies and other considerations, as appropriate	
Council Priorities:	<ul style="list-style-type: none"> - Planning and regeneration - Communities and housing
Policy Considerations:	The Local Plan is required to be consistent with the National Planning Policy Framework and other government guidance and requirements. This includes effecting and on-going joint working between strategic policy-making authorities to help determine whether developments needs that cannot be met wholly within a particular plan area could be met elsewhere.
Safeguarding:	None discernible.
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 Statement of Common Ground results in an increased housing requirement for North West Leicestershire which seeks to build more homes in alignment with the provision of jobs in the district.
Environment, Climate Change and zero carbon:	The Statement of Common Ground results in a minor increase to the number of homes planned for to date. It is anticipated that this additional requirement can be met on small scale windfall sites, within the Limits to Development.
Consultation/Community/Tenant Engagement:	Further consultation on the proposed new housing requirement will be undertaken at Regulation 19 stage.
Risks:	<p>A risk assessment for the Local Plan Review has been prepared and is kept up to date. As far as possible control measures have been put in place to minimise risks, including regular Project Board meetings where risk is reviewed.</p> <p>The report highlights the potential risks associated with the issues considered as part of the report.</p>
Officer Contact	Joanne Althorpe Principal Planning Policy Officer joanne.althorpe@nwleicestershire.gov.uk

Appendix A

Leicester & Leicestershire Authorities - Statement of Common Ground relating to Housing Distribution following NPPF and new Standard Method published December 2024 (December 2025)

1.0 The Leicester and Leicestershire HMA and FEMA

1.1 The Leicester and Leicestershire Housing Market Area (HMA) and Functional Economic Market Area (FEMA) covers the administrative areas of eight local planning authorities and two transport authorities. The eight local planning authorities responsible for plan making are:

- 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

1.2 The two upper tier authorities in Leicester and Leicestershire (L&L), with statutory responsibilities for transportation, education, social care, flooding, minerals & waste planning and public health are:

- Leicester City Council (Unitary)
- Leicestershire County Council

1.3 This Statement has been prepared jointly by the eight plan making authorities and Leicestershire County Council as an additional signatory given their statutory responsibilities, hereafter referred to as “the authorities”. The Map in Appendix 1 shows the location and administrative areas covered by this statement. The Leicester & Leicestershire Housing & Economic Needs Assessment (June 2022), to which the Updated Housing Distribution Paper (November 2025) relates, identifies this area as the Leicester & Leicestershire HMA and FEMA.

2.0 Background and Context

2.1 In December 2024 the new Standard Method was published alongside a new National Planning Policy Framework (NPPF, 12 December 2024). This changed the overall scale of housing to be provided for in the L&L Housing Market Area (HMA) by a relatively small amount, however, the distribution across the L&L HMA significantly changed due to the deletion of the 35% urban uplift. The effect of this was to significantly reduce Local Housing Need (LHN) in Leicester City, whilst the LHN in most other Districts and Boroughs significantly increased.

2.2 Following the publication of the new NPPF, the authorities prepared the “Duty to Co-operate Statement – Transitional arrangements in respect of unmet need” (February 2025). This confirms and clearly sets out how all partners are progressing local plans, and in particular how to deal with the matter of unmet need in the absence of specific

reference to this issue in the Transitional arrangements¹. This Duty to Cooperate Statement (DtC Statement February 2025) is available at Appendix 2.

- 2.3 The L&L Housing & Economic Needs Assessment June 2022 (HENA 2022) was based on the assessment of local housing need using the Standard Method in March 2022. This showed a need for 5,713 dpa across the HMA. The HENA 2022 Housing Distribution Paper set out an agreed methodology for apportioning Leicester City's unmet housing need (at the time of 18,700 homes) and 23ha of employment need (2020 to 2036). Following publication of the new Standard Method and the reduction in Leicester City's LHN, the scale of unmet housing need was significantly reduced. It was therefore necessary to revisit the HENA's Housing Distribution Paper to inform the Local Plans which are utilising the new Standard Method and will be submitted by the December 2026 deadline, together with future Local Plan reviews within the HMA.
- 2.4 The authorities agreed to commission an update to the HENA 2022 Housing Distribution Paper to inform the apportionment of unmet need under the new Standard Method (December 2024).

3.0 Purpose

- 3.1 In accordance with paragraph 25 of the NPPF (2024), the key strategic matters addressed in this statement are: Duty to Cooperate and joint working; L&L housing needs to 2046 under the new Standard Method (December 2024); unmet need to 2046; and apportionment of unmet need to 2046. This statement has been prepared in accordance with paragraph 28 of the NPPF (2024) and will support the submission of four local plans in Leicestershire directly affected by these matters – Blaby District Council, Hinckley & Bosworth Borough Council, North West Leicestershire District Council and Oadby & Wigston Borough Council – by the 31 December 2026 deadline. These four local plans are referred to as Tranche 3 Local Plans in the DtC Statement (February 2025) and hereafter in this statement. This statement will be reconfirmed and updated for subsequent authorities' local plans.

4.0 Key Strategic Matters on which the Authorities agree

Duty to Cooperate and Joint Working

- 4.1 The authorities agree there is a long track record of effective joint working on cross-boundary strategic matters across L&L and that these include the key strategic matters identified in this statement. The authorities have continuously engaged with each other on the strategic matters set out in this statement and throughout the preparation of Local Plans across the area. This is most clearly evidenced by:
- The continued function of the L&L Members Advisory Group and Strategic Planning Group
 - The joint preparation of evidence, including the update to the 2022 Housing and Economic Needs Assessment (2025), L&L Strategic Distribution Floorspace Needs Update and Apportionment (2025), South Leicestershire Joint Transport Evidence

¹ As set out in Annex 1 of the December 2024 NPPF.

(2025), Strategic Growth Options and Constraints Mapping Study (2023), and Strategic Transport Assessment Stage 1 (2023).

- The adoption of a non-statutory Strategic Growth Plan 2018
- The L&L Authorities - Statement of Common Ground relating to Housing and Employment Land Needs (June 2022) (Appendix 3)²
- The agreement of Joint Statements of Cooperation in 2017, 2018, 2020 and 2021 (available on the [Strategic Growth Plan website](#))

4.2 More information and details of engagement will be set out in individual authority's Duty to Cooperate/Maintaining Effective Cooperation Statements that accompany local plans. Authorities will continue to engage on an ongoing basis.

L&L Housing Needs to 2046 under the new Standard Method (Dec 2024)

4.3 The authorities agree that local housing need is derived using the standard method and that for the 2024-2046 period is as set out in Table 1 below. This table does not apply for local plans being prepared in accordance with the Transition Arrangements set out in Annex 1 of the NPPF (2024) where the previous standard method calculation applies. Individual local plans may have a shorter plan period than to 2046.

Table 1: Local Housing Need, Standard Method, May 2025

Local Planning Authority	Total Housing Need	
	2024-2046	Houses per year 2024-2046
Blaby District Council	11,858	539
Charnwood Borough Council	21,824	992
Harborough District Council	16,170	735
Hinckley and Bosworth Borough Council	14,586	663
Leicester City Council	34,936	1,588
Melton Borough Council	8,118	369
North West Leicestershire District Council	13,574	617
Oadby and Wigston Borough Council	8,558	389
Leicester and Leicestershire HMA Total	129,624	5,892

4.4 The authorities agree that the NPPF 2023 and L&L Statement of Common Ground relating to Housing and Employment Land Needs (June 2022) apply to local plans that reached examination or Regulation 19 on or before 12 March 2025. This is set out in the DtC Statement (February 2025). For local plans that reached Regulation 19 after 12 March 2025 but before 31 December 2026, the NPPF 2024 (or relevant future iterations)

² Appendices E to J of the June 2022 Statement of Common Ground are available on the Strategic Growth Plan website

and this Statement of Common Ground will apply. These two Statements of Common Ground will co-exist to enable full local plan coverage across L&L.

- 4.5 Leicester City Council will begin a Local Plan Review immediately following the adoption of the Leicester City Local Plan 2020 to 2036. This will be informed by additional evidence in due course that will be used to identify the full housing capacity for that review.

Housing Distribution Update and Unmet Need to 2046

- 4.6 This L&L Statement of Common Ground is supported by evidence from the HENA Updated Housing Distribution Paper (UHDP) produced by Icenl on behalf of the authorities and published on the [Strategic Growth Plan website](#). The update provides a new Housing Distribution Paper to that published to accompany the L&L HENA published in June 2022. The authorities agree that the UHDP sets out the apportionment of Leicester City's unmet housing need in the L&L HMA arising from the use of the new Standard Method up to 2046.
- 4.7 The UHDP recalculates the level of unmet need for Leicester City from 2024 to 2036 to be a total of 2,455 dwellings, based on the new standard method and housing provision figures set out in the Leicester Local Plan. The UHDP also sets out the approach that has been used to identify a housing capacity for the City after 2036. Leicester City has a continuing unmet need for housing; using a proportionate evidence base the UHDP indicates that for the period 2036 – 2046 Leicester City has an estimated unmet need of 8,230 dwellings.
- 4.8 Oadby & Wigston Borough Council has undertaken further evidence to assess the housing capacity and developable and deliverable land within the Borough to accommodate the increase in Local Housing Need from 189 to 389 homes per year. From the evidence available at this time, for the purpose of this Statement of Common Ground, it has been assumed that Oadby & Wigston will just be able to meet its own need from a land supply position but not be able to accept any unmet need from Leicester. Evidence gathering is still being undertaken by the Council in relation to accommodation of the uplifted LHN and when complete, consideration will need to be given to the outcome of this by the HMA authorities.

Housing Requirement Figures for Tranche 3 Local Plans – Apportionment of Unmet Need to 2046

- 4.9 The authorities agree that the apportioned contributions to unmet need established through the UHDP and set out in Table 2 below will be used by those authorities submitting a local plan for examination under the NPPF December 2024 using the current planning system as governed by the Town and Country Planning Act 1990 (as amended).
- 4.10 As circumstances change through the availability of new evidence this will be considered by the authorities and future Statements of Common Ground may be needed. However, to enable proactive, timely local plan-making for the four Tranche 3

Local Plans, the figures in Table 2 below will be used and remain in place for the submission of the four Tranche 3 Local Plans before 31 December 2026. The housing requirement for individual Tranche 3 Local Plans will depend on their plan periods, as the contribution to unmet need is different for the period *to* 2036 and the period *after* 2036.

Table 2: Annualised Apportionment of Unmet Need from 2024 over relevant plan periods

	Revised Standard Method dpa (December 2024)	Proposed Housing Requirement dpa	Contribution to Unmet Need dpa	% Contribution	Plan End Date*
Blaby	539	654	115	25.1	2042
Charnwood	992	1,133	141	30.8	2046
Harborough	735	797	62	13.5	2046
Hinckley & Bosworth	663	711	48	10.5	2045
Melton	369	388	19	4.2	2046
NW Leicestershire	617	690	73	15.9	2042
Oadby & Wigston	389	389	0	0	2042
Leicestershire Total	4,304	4,762	458	100	

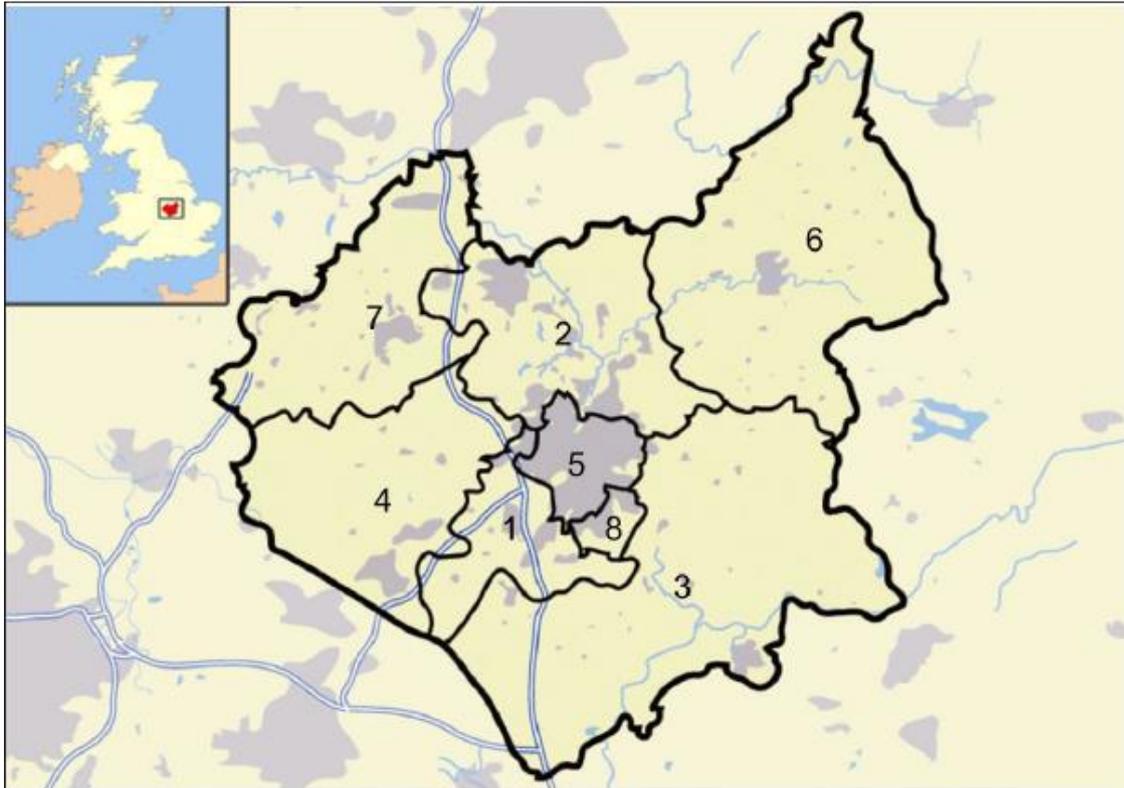
*NB 2046 is used as the default plan end date in the UHDP for non-Tranche 3 local plans.

5.0 Maintaining and Updating this Statement

- 5.1 The authorities acknowledge that this statement is necessary to progress the four Tranche 3 local plans under the current planning system as governed by the Town and Country Planning Act 1990 (as amended).
- 5.2 A new local planning system will be introduced early in 2026 together with the introduction of Spatial Development Strategies, through which local housing needs will be distributed across a geography that is yet to be determined. The formal duty to produce Spatial Development Strategies is expected in Spring 2026 through secondary legislation, following the expected royal assent of the Planning and Infrastructure Bill.
- 5.3 Government is seeking full coverage of up-to-date local plans, and the Tranche 3 local plans are at an advanced stage of preparation. The authorities agree that the figures set out in Table 2 will be tested through each Tranche 3 authority's local plan process.
- 5.4 This statement will be reconfirmed and updated for subsequent authorities' local plans through the joint working of the authorities.

Appendix 1

Map showing administrative areas covered by 2025 Statement of Common Ground relating to Housing Distribution under the new Standard Method



Key to Map

- | | |
|--|---|
| 1. Blaby District Council | 5. Leicester City Council |
| 2. Charnwood Borough Council | 6. Melton Borough Council |
| 3. Harborough District Council | 7. North West Leicestershire District Council |
| 4. Hinckley and Bosworth Borough Council | 8. Oadby and Wigston Borough Council |

Appendix 2

**DUTY TO CO-OPERATE STATEMENT
TRANSITIONAL ARRANGEMENTS IN RESPECT OF UNMET NEED**

- BLABY DISTRICT COUNCIL**
- CHARNWOOD BOROUGH COUNCIL**
- HARBOROUGH DISTRICT COUNCIL**
- HINCKLEY AND BOSWORTH BOROUGH COUNCIL**
- LEICESTER CITY COUNCIL**
- LEICESTERSHIRE COUNTY COUNCIL**
- MELTON BOROUGH COUNCIL**
- NORTH-WEST LEICESTERSHIRE DISTRICT COUNCIL**
- OADBY AND WIGSTON BOROUGH COUNCIL**

1. Purpose

- 1.1 The purpose of this joint statement is to support the progression and adoption of our current and future Local Plans and Spatial Development Strategy (SDS).
- 1.2 To confirm the agreed position of all partner councils on arrangements to deal with existing unmet need and to confirm the agreed way forward through the Dec 2024 NPPF transitional period into the new Planning system.
- 1.3 This statement will be used to provide an updated position to appointed Inspectors for Plans currently being Examined, and for use in preliminary discussions with PINs for emerging Plans.

2. Background

- 2.1 L&L councils have a long standing and exemplary track record in joint planning as evidenced by the preparation and adoption of the [Strategic Growth Plan LCC](#) and the [2022 Publication of Statement of Common Ground relating to Housing and Employment Land Needs - Strategic Growth Plan LCC | Strategic Growth Plan LCC](#)
- 2.2 L&L councils are keen to maintain momentum on Local Plan making, are committed to supporting plan progression through the changing legislative context and to begin to make preparations for emerging SDS requirements.
- 2.3 This statement confirms how all partners have agreed to progress plans, and in particular how to deal with the matter of unmet need in the absence of specific reference to this issue in the Transitional arrangements as set out in Annex 1 of the December 2024 [National Planning Policy Framework - GOV.UK](#)

3. Current position

- 3.1 The current position in respect of Plan preparation and adoption in the area is set out in Table 1 Plan Tracker below:

Table 1: L&L DtC Plan Tracker					
Tranche	Council	Plan stage/LDS Position	Relevant NPPF/Plan system	Agreed Mechanism to determine Unmet Need to support Plan	Comments
Tranche 1: Already Submitted. Projected adoption 2025	Charnwood Borough Council	Main Examination Hearings completed 2024; to be reconvened early 2025 Adoption Spring/Summer 2025	Dec 2023 NPPF	June 2022 SoCG Examination Document EX43	Reconvened hearing session to consider CIL Viability Assessment report in early 2025
	Leicester City	Main Examination Hearings completed November 2024 Modifications Consultation planned Spring 2025 Adoption Summer 2025	Dec 2023 NPPF	June 2022 SoCG Examination Document SCG/1	Commitment to Immediate Review on adoption of Plan
Tranche 2: Submission anticipated 2025. Projected Adoption 2026	Melton	Partial Review Reg 19 Consultation to be concluded by February 2025	Dec 2023 NPPF (Transition Period Under para 234 of 2024 NPPF)	June 2022 SoCG	
	Harborough	Reg 19 Consultation March 2025	Dec 2023 NPPF (Transition Period Under para 234 of 2024 NPPF)	June 2022 SoCG	

Tranche	Council	Plan stage/LDS Position	Relevant NPPF/Plan system	Agreed Mechanism to determine Unmet Need to support Plan	Comments
Tranche 3: Submission anticipated 2026, Projected Adoption 2027/28+	Blaby	Reg 19 Consultation: July 2025	December 2024 NPPF (post transition)	Future SoCG to replace 2022 SoCG based upon new Standard methodology and L&L HENA/capacity evidence	Provisions of 2022 SoCG remain valid until replaced by new SoCG
	Hinckley & Bosworth	Reg 19 Consultation: to be confirmed	December 2024 NPPF (post transition)	Future SoCG to replace 2022 SoCG based upon new Standard methodology and L&L HENA/capacity evidence	Provisions of 2022 SoCG remain valid until replaced by new SoCG
	North- West Leicestershire	Reg 19 Consultation to be confirmed	December 2024 NPPF (post transition)	Future SoCG to replace 2022 SoCG based upon new Standard methodology and L&L HENA/capacity evidence	Provisions of 2022 SoCG remain valid until replaced by new SoCG
	Oadby & Wigston	Consultation on Regulation 19 Plan concluded February 2025	January/February 2025 Reg 19 consultation carried out under Nov 2023 NPPF. Call for Sites and new capacity assessment work to be undertaken during 2025 to inform new Plan/further Reg 19 under December 2024 NPPF (post transition)	2025 Reg 19 carried out under 2023 NPPF; complies with 2022 SoCG commitments which remain valid until replaced with future SoCG based upon new Standard methodology and HENA/L&L capacity evidence	Provisions of 2022 SoCG remain valid until replaced by new SoCG/new Plan

Tranche	Council	Plan stage/LDS Position	Relevant NPPF/Plan system	Agreed Mechanism to determine Unmet Need to support Plan	Comments
Tranche 4: Future Plans	New Spatial Development Strategy (SDS)	2025 1) Geography Scoping 2) Initial evidence gathering	New Planning system TBC	Strategic Plan will supersede SoCG approach and confirm Strategic Housing distribution	Potential Funding/Pilot Bid to MHCLG?
	Plans delayed or deferred due to LGR/Devolution	Not currently anticipated	New LURA/ P&Inf Bill/Devolution Bill Planning system TBC	In line with future SDS	
	Plans failed to be found sound from Tranches 1-3	Not currently anticipated	New LURA/ P&Inf Bill/Devolution Bill Planning system TBC	In line with future SDS	

4. Agreed Position

- 4.1 The partners **agree** that for Local Plans progressing and adopted under the 2023 NPPF (Tranche 1 of Table 1 above) and those under the transitional arrangements as set out in Para 234 of Annex 1 of the 2024 NPPF (Tranche 2 of Table 1 above), the scale and distribution provisions for unmet need as set out in the 2022 Statement of Common Ground remain valid and in force.
- 4.2 The partners **agree** that progression of Local plans beyond the Transitional arrangements of the December 2024 NPPF will need to be informed by updated needs and capacity assessments relevant to those plans and the partners commit to working together to accommodate the area's needs once those results are known.

**Leicester & Leicestershire Authorities - Statement of Common Ground
relating to Housing and Employment Land Needs (June 2022)**

1.0 The Leicester and Leicestershire HMA and FEMA

1.1 The Leicester and Leicestershire Housing Market Area (HMA) and Functional Economic Area (FEMA) covers the administrative areas of eight local planning authorities and two transport authorities. The eight local planning authorities responsible for plan making are:

- 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

1.2 The two upper tier authorities in Leicester and Leicestershire (L&L), with statutory responsibilities for transportation, education, social care, flooding, minerals & waste planning and public health are:

- Leicester City Council (Unitary)
- Leicestershire County Council

1.3 This Statement has been prepared jointly by the eight plan making authorities and Leicestershire County Council as an additional signatory given their statutory responsibilities, hereafter referred to as “the authorities”. The Map in Appendix D shows the location and administrative areas covered by this statement. The Housing & Economic Needs Assessment 2022 (HENA) identifies this area as the Leicester & Leicestershire HMA and FEMA.

2.0 Purpose

2.1 The key strategic matters addressed in this statement are; Duty to Cooperate; L&L Housing and Employment Needs to 2036; Unmet Need to 2036; and the Apportionment of unmet need to 2036. This statement will be reconfirmed and updated as necessary for subsequent authorities’ Local Plans.

3.0 Key Strategic Matters on which Authorities Agree

Duty to Cooperate

3.1 The authorities agree there is a long track record of effective joint working on strategic matters across L&L. The authorities have continuously engaged with each other on the strategic matters set out in this statement and throughout the preparation of Local Plans across the area. This is most clearly evidenced through:

- The establishment of the Leicester & Leicestershire Members Advisory Group
- The joint preparation of evidence, including the Housing & Economic Needs Assessment (2022), Strategic Growth Options & Constraints Study (2022), and Strategic Transport Assessment (2022).

- The adoption of a non-statutory [Strategic Growth Plan 2018](#) which includes ‘notional’ housing figures.
- The preparation of a Joint Sustainability Appraisal to consider reasonable alternatives for apportionment of Leicester’s unmet need to 2036.
- The agreement of Joint Statements of Cooperation in 2017, 2018, 2020 and 2021 (Appendix E, F, G and H)

3.2 More information and details of engagement will be set out in individual authorities Duty to Cooperate Statements that accompany Local Plans. Authorities will continue to engage on an ongoing basis.

The June 2021 Statement of Common Ground (Appendix H)

3.3 The June 2021 Statement (Appendix H) was agreed by all authorities and included the following:

“The authorities agree to carry out the following programme of work to inform the apportionment of unmet need from Leicester to the L&L Districts/Boroughs:

- *Housing and Economic Needs Assessment*
- *Strategic Growth Options and Constraints Mapping*
- *Strategic Transport Assessment*
- *Sustainability Appraisal*

This work will be commissioned in Spring 2021 and used to inform a Statement of Common Ground apportioning unmet need which is anticipated to be completed in Winter 2021/2022.”

3.4 The Housing & Economic Needs Assessment (HENA) and the Sustainability Appraisal are now complete. These are the key pieces of evidence informing this Statement of Common Ground apportioning Leicester’s unmet need to 2036.

3.5 The Strategic Transport Assessment and the Strategic Growth Options & Constraints Mapping take a longer-term perspective that will inform the next steps for the [Strategic Growth Plan](#) to 2050 and will form part of the strategic evidence for Local Plans. This work will be completed later this year.

L&L Housing Need to 2036

3.6 The authorities agree the appropriate way to calculate local housing need is using the current standard method set out in government guidance which currently uses the 2014 based household projections. The authorities agree that local housing need (2020 - 2036) is as follows:

Table 1: Local Housing Need

Local Planning Authority	Total Housing Need 2020 – 2036	Houses per year 2020 - 2036
Blaby District Council	5,456	341
Charnwood Borough Council	17,776*	1,111*
Harborough District Council	8,544	534
Hinckley and Bosworth Borough Council	7,552	472
Leicester City Council	39,424	2,464
Melton Borough Council	3,696	231
North West Leicestershire District Council	5,952	372
Oadby and Wigston Borough Council	3,008	188
Leicester and Leicestershire HMA Total	91,408	5,713

* In accordance with government guidance Charnwood's Local Housing Need is set using the data from 2021 (including household growth for the 2021-31 and 2020 affordability ratio) as it submitted its Local Plan for Examination in December 2021.

- 3.7 The Government's current standard method for calculating housing need suggests L&L need to provide 91,408 homes (5,713 per year 2020 to 2036).
- 3.8 The NPPF requires authorities to have a clear understanding of the land available in their area to meet housing need through the preparation of a strategic housing land availability assessment (SHLAA). In L&L, the SHLAAs have been prepared using an agreed methodology across the HMA as a whole.
- 3.9 Appendix A and B to this Statement have been prepared using the outputs of the standard method for calculating housing need and SHLAAs. It provides a summary of the need for new homes, and the theoretical capacity of both the HMA and each local authority.
- 3.10 To 2036 there is a theoretical capacity for some 173,721 homes across the HMA as a whole (Appendix B). When set against the need of 91,408 (2020-36), the authorities agree there is flexibility to meet L&L housing need within the HMA, including unmet need.

L&L Employment Need to 2036

- 3.11 The authorities agree the appropriate way to calculate employment need is using the jointly prepared Housing and Economic Needs Assessment 2022 (HENA) unless an up-to-date local assessment has been undertaken. Based on the HENA and local assessments of employment land need the authorities agree the need is as follows:

Table 2: Employment Land Needs

	Need		Total	Source
	B1	B2/B8 (small)		
Blaby	9.1	29.0	38.1	2021-36 need, HENA 2022
Charnwood	7.5	35.7	43.2	2021-36 need, HENA 2022
Harborough	6.8	39.3	46.1	2021-36 need, HENA 2022
H&B	4.2	53.4	57.6	2021-36 need, HENA 2022
Leicester	46,100 sqm (2.3 ha)	67.3	69.6	2019-36 need, City EDNA 2020
Melton	2	38.1	40.1	2021-36 need, HENA 2022
NWL	8.9	31.8	40.7	2021-36 need, HENA 2022
O&W	1	3.1	4.1	2021-36 need, HENA 2022
L&L Total	41.8	297.7	339.5	

3.12 Table 2 above shows L&L have to provide 340 hectares of employment land to 2036. Appendix C has been prepared using outputs from the HENA and local assessments of employment need, and employment land supply. It provides a summary of the need for new employment land, and the supply of both the FEMA and each local authority. To 2036 there is a supply for some 354 hectares across the FEMA as a whole (Appendix C). When set against the need of 340 (2021-36), the authorities agree there is flexibility to meet L&L Employment Need within the FEMA, including unmet need.

Unmet need to 2036

3.13 The authorities agree that Leicester City Council is the only authority in the HMA to have declared and quantified (with evidence) an unmet need 2020 to 2036. Assisting Leicester to meet its unmet need is therefore a key element of the Duty to Co-operate across the HMA.

3.14 Leicester City Council consulted on a Draft Local Plan (regulation 18) in September to December 2020, with a view to publishing the Submission Version (regulation 19) in 2021. Leicester City declared an unmet housing need in February 2017 (Appendix I) which remained unquantified while further evidence was gathered to support the publication of their Draft Local Plan. During this time several authorities have adopted local plans.

3.15 The L&L authorities were made aware of the potential scale of unmet need in December 2019. Consultation on the Leicester Draft Local Plan (and associated evidence) was delayed due to the COVID-19 Pandemic until September to December 2020.

3.16 Leicester's Draft Local Plan consultation indicates a potential unmet need of 7,742 homes and 23 Hectares of employment land (B2 General Industrial and B8 Small Warehousing Units less than 9,000 sq.m) 2019 to 2036.

3.17 However, immediately after the consultation closed in December 2020 the Government published a new standard method for calculating housing need. The new method increased Leicester's housing need by 35%, adding a further 9,712 homes to their need between 2020 and 2036 (607 homes per year).

- 3.18 Although the supply of homes in Leicester may evolve as their local plan progresses, providing for this amount of additional homes in the City would require more than a doubling of the allocations set out in their recent Draft Local Plan. In this context the City consider that it will not be possible to meet NPPF policy obligations of a sound and deliverable plan, and so in the revised PPG context (Paragraph: 035 Reference ID: 2a-035-20201216) it will be necessary to seek to agree a Statement of Common Ground to deal with the recent increase in housing need.
- 3.19 Leicester's standard method Local Housing Need figure is now 2,464 homes per year generating a need for 39,424 dwellings over the 2020-36 period (see Table 1 above). This includes the 'cities and urban areas uplift' and the 2021 affordability ratios published in March 2022. Appendix A and B, and the June 2021 Statement of Common Ground (Appendix H) was informed by the evidence from the Leicester's Draft Local Plan which sets out the City's capacity to accommodate growth over this period as 20,721 dwellings. An unmet need of 18,700 dwellings is therefore identified based on the evidence at the current time. An unmet need figure of 18,700 dwellings is a reasonable working assumption for the City's unmet housing need to 2036.
- 3.20 The authorities acknowledge that the quantity of Leicester's unmet need may change as the Local Plan progresses (e.g. as evidence on land supply is developed further or the need for homes changes (see section 4.0 below)). The authorities therefore agree a working assumption of Leicester's unmet need of 18,700 homes and 23 Hectares of employment land (2020 – 2036). These figures are subject to testing through the Leicester Local Plan.

Apportionment of Leicester's Unmet Need (2020 – 2036)

- 3.21 The authorities agree the L&L Statement of Common Ground Sustainability Appraisal (2022), the Housing & Economic Needs Assessment (2022) and the associated Housing and Employment Distribution Papers provide the latest cooperatively produced evidence to inform the apportionment of Leicester's unmet needs.
- 3.22 This work is based on the agreed working assumption of an unmet need from Leicester of 18,700 homes. The work considers housing provision across the HMA as a whole having regard to a range of factors including, the functional relationship of each District/Borough with Leicester City, the balance of jobs and homes in each district/borough, and deliverability of the distribution of development. When all of these factors are brought together, they address the unmet need and result in a redistributed housing provision that differs from the standard method starting point. This evidence has informed the following apportionment:

Table 3: Apportionment of Leicester City’s Unmet Local Housing Need 2020 to 2036

Local Planning Authority	Average Annual unmet housing need contribution 2020 to 2036 (dwellings)*
Blaby District Council	346
Charnwood Borough Council	78
Harborough District Council	123
Hinckley and Bosworth Borough Council	187
Melton Borough Council	69
North West Leicestershire District Council	314
Oadby and Wigston Borough Council	52
Total	1,169

*Note: the figures are presented as annual averages 2020-36. This does not imply that an authority’s unmet need apportionment must be phased evenly over this period. It will be for each Local Plan to determine appropriate phasing.

- 3.23 The authorities agree that the figures in the Table 3 above represent the agreed apportionment by District/Borough (apart from Hinckley & Bosworth – see Matters Not Agreed in Section 4 below), of the unmet housing need for Leicester, in order to meet the overall objectively assessed need for additional housing within the Leicester and Leicestershire Housing Market Area to 2036. These figures are subject to testing through each individual Local Planning Authority’s plan making.
- 3.24 Based on the agreed working assumption of an unmet need from Leicester of 23 hectares of employment land (B2 - General Industrial and B8 - Small Warehousing units less than 9,000sq.m), the joint evidence has informed the following apportionment:

Table 4: Apportionment of Leicester City’s Unmet Employment Need 2020 to 2036

Local Planning Authority	Apportionment (Hectares)
Blaby District Council	0
Charnwood Borough Council	23
Harborough District Council	0
Hinckley and Bosworth Borough Council	0
Melton Borough Council	0
North West Leicestershire District Council	0
Oadby and Wigston Borough Council	0
Total	23

3.25 The authorities agree that the figures in the Table 4 above represent the agreed apportionment by District/Borough, of the unmet employment need for Leicester, in order to meet the overall objectively assessed need for employment land within the Leicester and Leicestershire FEMA to 2036. These figures are subject to testing through each individual Local Planning Authority's plan making.

4.0 Key Strategic Matters on which Authorities Do Not Agree

4.1 Hinckley & Bosworth Borough Council (HBBC) do not agree to the step in the HENA Housing Distribution Paper (2022) methodology from paragraph 6.21 to 6.24 and the subsequent table 6.9 which apportions 187 dwellings per year of Leicester's unmet housing need. HBBC note the capping of the redistribution of Charnwood's numbers to 1189 and believe that the accommodation of the resulting 187 dpa shortfall should be tested as part of each LPAs Local Plan process, including the current Charnwood Local Plan. HBBC consider that an apportionment of 102 dwellings per year (85 dwellings per year lower than the apportionment in Table 3) to be an initial justified apportionment of Leicester's unmet need for HBBC to test through their Local Plan work and through further strategic work. HBBC disagrees with the methodology from para 6.21 to 6.24 and the subsequent table 6.9 as it is not suitably justified and does not follow the evidence. The use of stock growth is not a measure of deliverability. It does not consider housing need, does not reflect market demand or the deliverability of developing housing in a particular area. The capping of redistribution based on 1.4% stock growth levels is considered to be arbitrary and is not supported by the evidence. Para 6.24 seeks to justify the uplift for HBBC by referencing job opportunities but this has already been considered earlier in the methodology.

4.2 HBBC is of the view that the June 2021 SoCG was clear that the apportionment of unmet need would be informed by 4 pieces of work. Only two of these pieces have been completed, the HENA and the SA. Therefore, as reflected in this Statement, the apportionment is a starting point for testing and may be amended based on the completion of the Strategic Growth Options and Constraints mapping work and the Strategic Transport Assessment and the subsequently updated Sustainability Appraisal and the outcome of any local plan 'testing'.

4.3 The other authorities do not agree with HBBC and consider the apportionment of 187 dwellings per year in Table 3 is justified by the evidence.

5.0 Maintaining and Updating this Statement

5.1 The authorities acknowledge the Government intend to reform the planning system and have previously consulted on potential future changes, including the Planning for the Future - White Paper (August 2020). The Levelling Up and Regeneration Bill, introduced to Parliament on 11th May 2022, proposes a number of reforms to the planning system, including potentially repealing the 'duty to cooperate' contained in existing legislation.

5.2 At present these reforms do not impact housing need or emerging Local Plans as they are proposals (rather than legislation) and could be subject to significant change before achieving Royal Assent and becoming law.

5.3 Government advice is that authorities should get up-to-date Local Plans in place (Appendix J) and some authorities in L&L are at an advanced stage of plan preparation.

- 5.4 The authorities agree the Duty to Cooperate is an ongoing process, and should the amount of unmet need change significantly, the apportionment of unmet need will be jointly reviewed to assess whether it needs updating. The process for updating and maintaining this statement will be managed through ongoing joint work between the authorities.
- 5.5 The above apportionment (Table 3 and 4 above) is intended to be implemented through individual local plans. These figures will therefore need to be tested through each authority's Local Plan process. The authorities agree that if an authority's local plan process identifies that it is not able to provide for their own objectively assessed needs as well as any unmet need apportioned in this statement (as set out in paragraph 11b of the NPPF), the apportionment of unmet need will need to be jointly reviewed and updated as necessary. The process used for this review will be proportionate to the scale of the issue and should not cause undue delay to the preparation of Local Plans.

Appendix A - Leicester and Leicestershire Housing Land Supply, 2020 to 2031

The table below compares housing land supply to local housing need based on the Governments Standard Method.

	A	B	C	D	E	F	G	H
Authority	Local Housing Need 2020 - 2031	Commitments ¹ projected for delivery 2020 to 2031	Allocations in an adopted Plan ²	Emerging allocations in a draft plan ²	Allowance for small site or windfall development to 2031	Total Projected Delivery to 2031 (B+C+D+E)	SHLAA Capacity to 2031 ³	Total Theoretical Capacity to 2031 (F+G)
Blaby	3,751	4,467	758		240	5,465	5,408	10,873
Charnwood	12,221	7,080	1,385	7,894	640	16,999	10,529	27,528
Harborough	5,874	3,693	4,332		864	8,889	5,873	14,762
Hinckley & Bosworth	5,192	2,692	557		584	3,833	15,902	19,735
Leicester City	27,104	9,047		6,602	1,650	17,299	0	17,299
Melton	2,541	2,704	3,145		189	6,038	1,108	7,146
NW Leics	4,092	5,862	790		320	6,972	3,821	10,793
Oadby & Wigston	2,068	1,010	1,203		189	2,402	0	2,402
HMA total	62,843	36,555	12,173	14,496	4,676	67,897	42,041	109,938

¹ Includes sites under construction; with planning permission (including sites with a resolution to grant), as at 31/03/2020

² projected delivery up to 31/03/2031; includes allocated sites from local and neighbourhood plans

³ To avoid duplication SHLAA sites that have planning permission or are allocated in an adopted or emerging plan have been removed from this figure

Appendix B - Leicester and Leicestershire Housing Land Supply, 2020 to 2036

The table below compares housing land supply to local housing need based on the Governments Standard Method.

	A	B	C	D	E	F	G	H
Authority	Local Housing Need 2020 - 2036	Commitments¹ projected for delivery 2020 to 2036	Allocations in an adopted Plan²	Emerging allocations in a draft plan²	Allowance for small site or windfall development to 2036	Total Projected Delivery to 2036 (B+C+D+E)	SHLAA Capacity to 2036³	Total Theoretical Capacity to 2036 (F+G)
Blaby	5,456	4,918	984		440	6,342	18,956	25,298
Charnwood	17,776	8,820	1,990	9,024	1,040	20,874	19,938	40,812
Harborough	8,544	3,693	5,679		864	10,236	9,819	20,055
Hinckley & Bosworth	7,552	2,992	1,497		949	5,438	23,130	28,568
Leicester City	39,424	9,865		8,456	2,400	20,721	0	20,721
Melton	3,696	2,704	3,891		334	6,929	3,635	10,564
NW Leics	5,952	7,013	1,427		520	8,960	13,281	22,241
Oadby & Wigston	3,008	1,010	1,203		189	2,402	3,060	2,402
HMA total	91,408	41,015	16,671	17,480	6,736	81,902	91,819	173,721

¹ Includes sites under construction; with planning permission (including sites with a resolution to grant), as at 31/03/2020

² projected delivery up to 31/03/2036; includes allocated sites from local and neighbourhood plans

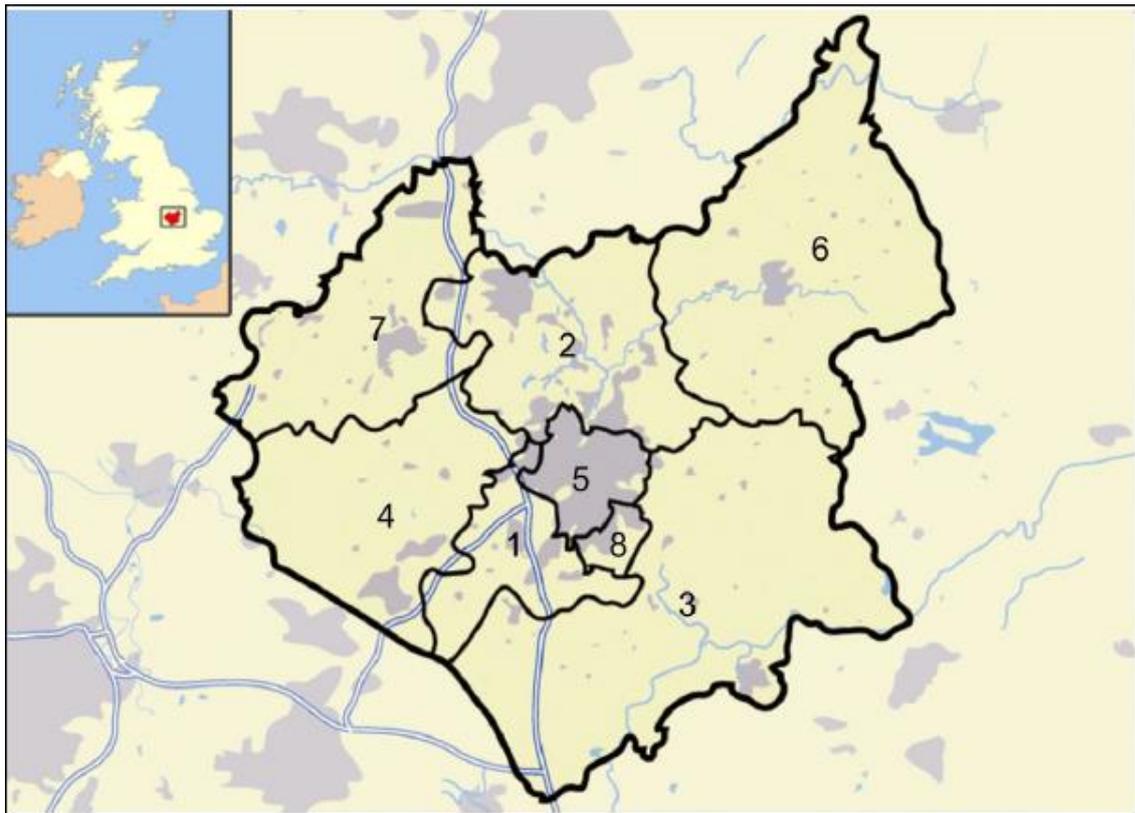
³ To avoid duplication SHLAA sites that have planning permission or are allocated in an adopted or emerging plan have been removed from this figure

Appendix C - Employment Demand and Supply Balace 2021 to 2036 (excluding Strategic Warehousing)

	Need		Supply		Balance		Notes*
	B1	B2/B8 (small)	B1	B2/B8 (small)	B1	B2/B8 (small)	
Blaby	9.1	29.0	10.5	13.3	1.4	-15.7	2021-36 need, HENA '21 . Supply based on permissions pipeline. Mixed permissions divided by use class. Supply at April 2020
Charnwood	7.5	35.7	15.1	66.7	7.6	31.0	2021-36 need, HENA '21. Supply based on Local Plan trajectory Exc. Loughborough Science and Enterprise Park.
Harborough	6.8	39.3	18.0	41.7	11.2	2.4	2021-36 need, HENA '21 . Supply based on net permissions pipeline at April 2020
H&B	4.2	53.4	4.2	38.9	0.0	-14.5	2021-36 need, HENA '21. Supply based on Local Plan Reg19 Feb '22
Leicester	46,100 sqm (2.3 ha)	67.3	43,000 sqm (2.1 ha)	44.0	-3,100 sqm (-0.2 ha)	-23.3	2019-36 need / office supply, City EDNA '20 (sqm, converted to ha at 2.0 ratio) Industrial supply based on Local Plan Reg19 Feb '22.
Melton	2	38.1	2.6	34.4	0.6	-3.7	2021-36 need, HENA '21 . Supply based on permissions and allocations pipeline. Supply at April 2020
NWL	8.9	31.8	17.1	36.5	8.2	4.7	2021-36 need, HENA '21 . Supply based on permissions and allocations pipeline. Supply at April 2020
O&W	1	3.1	2.8	5.7	1.8	2.6	2021-36 need, HENA '21 . Supply based on permissions and allocations pipeline. Supply at April 2020
L&L Total	41.8	297.7	72.4	281.2	30.6	-16.5	Excludes 50 ha at Loughborough Science and Enterprise Park. Excludes -44,600 sqm offices for Leicester

Source: Various as identified in notes

Appendix D – Location and Administrative Areas



Key to Map Two

- | | |
|--|---|
| 1. Blaby District Council | 5. Leicester City Council |
| 2. Charnwood Borough Council | 6. Melton Borough Council |
| 3. Harborough District Council | 7. North West Leicestershire District Council |
| 4. Hinckley and Bosworth Borough Council | 8. Oadby and Wigston Borough Council |

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Appendix B



NOVEMBER
2025

Updated Housing Distribution Paper

Final Report

Iceni Projects Limited on behalf of Leicester
& Leicestershire Local Authorities

November 2025

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ON BEHALF OF LEICESTER
& LEICESTERSHIRE LOCAL
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CONTENTS

1. INTRODUCTION	1
2. LOCAL HOUSING NEED	1
3. PLANMAKING PROGRESS AND TIMESCALES	4
4. LEICESTER'S UNMET NEED	6
5. UNMET NEEDS FROM OTHER AUTHORITIES.....	14
6. REVIEWING THE APPROACH TO APPORTIONING UNMET NEEDS	15
7. REVIEWING THE EVIDENCE ON FUNCTIONAL RELATIONSHIPS TO LEICESTER.....	16
8. ALIGNING HOMES & JOBS	27
9. BRINGING THE EVIDENCE TOGETHER.....	32

1. INTRODUCTION

- 1.1 Icen Projects ('Iceni') worked with the local authorities across the Leicester and Leicestershire Housing Market Area ('L&L HMA') in 2021/22 to prepare a Housing Distribution Paper. This was prepared as part of a wider Housing and Economic Needs Assessment ('HENA') to inform the preparation of local plans within the HMA. Its purpose was to provide an interim redistribution of unmet housing needs arising from Leicester to support the agreement of a Statement of Common Ground ('SOCG') and the preparation of local plans.
- 1.2 The 2022 HENA was based on the assessment of local housing need using the standard method in March 2022, at the time of its preparation. This showed a need for 5,713 dpa across the HMA as assessed in the 2022 HENA. The Government has since revised the standard method, through changes to national planning policy and guidance in December 2024. It is therefore necessary to revisit the Housing Distribution Paper to inform the Local Plans which are yet to be submitted within the HMA or are not progressing under transitional arrangements.

2. LOCAL HOUSING NEED

Housing Need in the 2022 HENA

- 2.1 The 2022 HENA assessed housing need using the national policy framework and guidance in place at the time of its preparation – the July 2021 NPPF and associated Planning Practice Guidance. Local housing need was calculated using the standard method which had four steps:
- Step 1: Annual Household Growth – drawn from the 2014-based Household Projections;
 - Step 2: Affordability Uplift – with a 0.25% adjustment applied for every 1% where the median house price to workplace-based earnings ratio was above 4;
 - Step 3: Cap – the affordability uplift was capped where the Step 2 need was more than 40% above that in a recently adopted plan, or 40% above the higher of the household growth or plan figure where the existing local plan was more than 5 years old;
 - Step 4: Cities & Urban Areas Uplift – a further 35% uplift was applied to the figures to Leicester, as one of the top 20 largest cities and urban areas in England.

Revised Standard Method

2.2 In December 2024 the Government revised the Standard Method alongside wider changes to the NPPF. The revised Standard Method is fundamentally different – and uses the current dwelling stock as a baseline (rather than household projections), to provide greater consistency across England; with a higher affordability ratchet then applied. Local housing need is thus now to be calculated using the revised standard method:

- Step 1: Baseline – a baseline figure is calculated as 0.8% of existing housing stock, using the latest stock estimates data published by Government;
- Step 2: Affordability Uplift – with a 0.95% adjustment applied for every 1% which the median house price to workplace-based earnings ratio was above 5. The affordability ratio is taken as the average over the 5 most recent years of data.

2.3 The figures change annually in the Spring, and if affordability ratios remain consistent are likely to increase modestly (as the stock baseline increases). However, the calculations should generally be more stable over time because of the effect of taking a 5-year average of the affordability ratio figures (as this should reduce the scale of potential year-on-year variation in the affordability uplift).

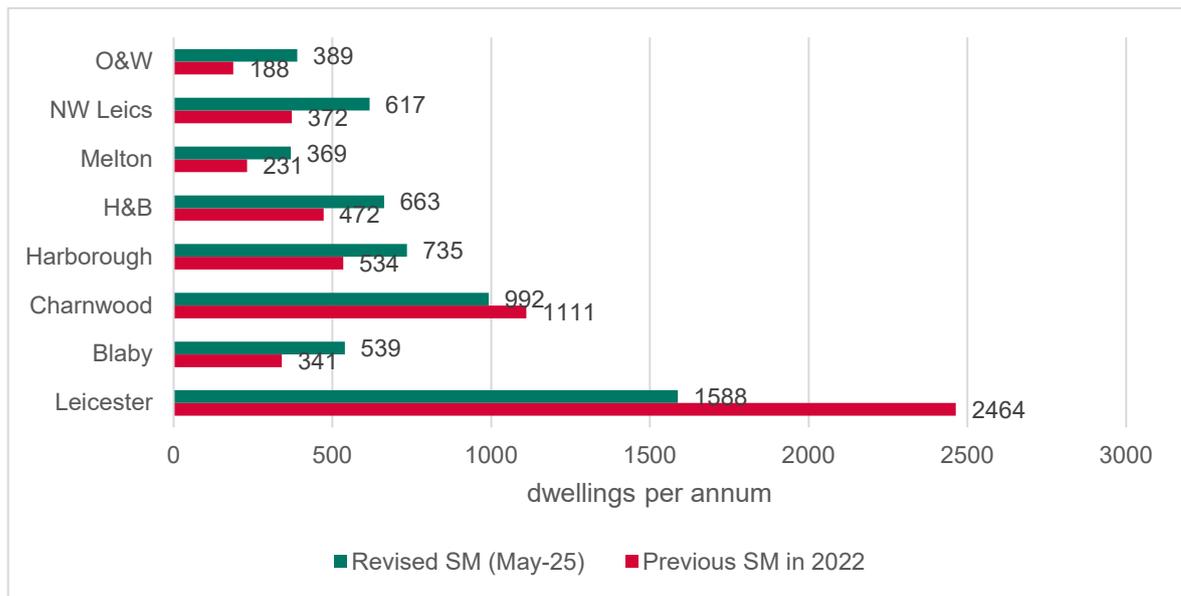
2.4 As the chart below shows, the scale of increase in housing need across the Leicester and Leicestershire HMA with the revised Standard Method is modest – with the revised method and latest data pointing to a scale of need 3% greater than that in the 2022 HENA and associated SOCG.

Table 2.1 Annual Housing Need across Leicester and Leicestershire – Comparison

	Annual housing need - Leicester & Leicestershire (dpa)
Standard Method in SOCG1 (2022 HENA)	5,713
Revised Standard Method (May-25)	5,892
% Increase	3.1%

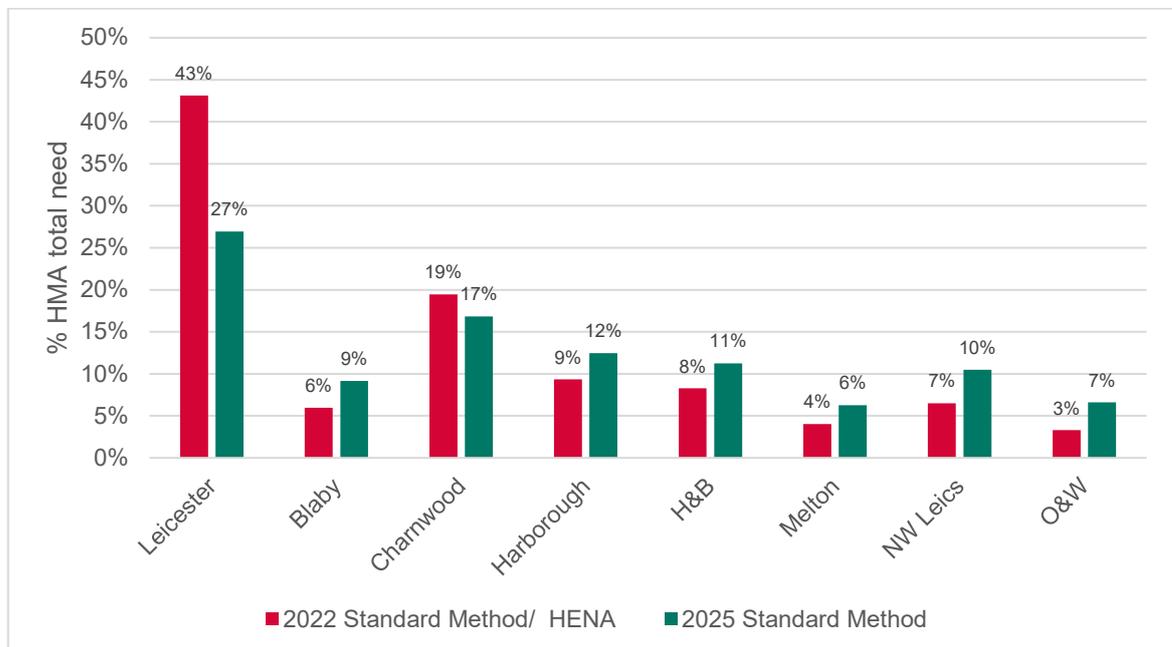
2.5 However the distribution of housing need is fundamentally different, as Figure 2.1 shows. Leicester’s local housing need figure has fallen by 36% and Charnwood’s by 11%; whilst we see increases in all other areas, with the scale of housing need more than doubling in Oadby & Wigston.

Figure 2.1: Distribution of Housing Need across Leicester & Leicestershire



2.6 The chart below shows how the share of the HMA's housing needs has shifted through revisions to the standard method. The revised methodology itself thus shifts housing need away from Leicester¹ and provides a revised starting point for considering housing distribution in this Paper.

Figure 2.2: Share of Overall Housing by LPA



¹ Leicester's LHN figure in 2022 included the 35% cities and urban areas uplift which was a component of the standard method at that time.

3. PLANMAKING PROGRESS AND TIMESCALES

- 3.1 Different L&L local authorities are at different stages in the preparation of Local Plans and indeed are progressing plans against a different national policy backdrop.
- 3.2 Melton Borough has an adopted Local Plan and concluded a Regulation 10a Review in September 2023, against the national policy position and housing need methodology at that time, which concluded that its housing requirement is up-to-date. Melton is progressing a partial update of its Local Plan and undertook a Regulation 19 consultation in early 2025. However the partial update is not amending the housing requirement policy.

Plans progressing under Transitional Arrangements

- 3.3 Charnwood and Leicester City submitted their local plans in December 2021 and September 2023 respectively. The Examination of both plans is ongoing but is progressed under the transitional arrangements provided for in Para 234 in the 2024 NPPF. They are thus being examined against the 2023 NPPF, and associated PPG, and thus for these plans their local housing need is set using the previous Standard Method approach. These plans are projected to be adopted in early 2026.
- 3.4 Harborough consulted on a Regulation 19 version of its Local Plan in Spring 2025. Its draft Plan is similarly covered by the transitional arrangements in Para 234 in the NPPF and its housing policies have been prepared on the basis of the previous standard method. Melton's partial update is also covered by the transitional arrangements in NPPF Para 234 and has been prepared on the basis of the 2023 NPPF. The Regulation 19 consultation took place in January and February 2025. The scope of the partial review does not include the housing requirement which its Regulation 10A Review² concluded remains up-to-date³. In any case the housing requirement within its adopted Plan sets out a stepped trajectory which from 2025 onwards provides for 320 dpa which is more than 80% of the Borough's local housing need calculated using the revised standard method (as per NPPF Footnote 83) as shown in Figure 2.1 herein.
- 3.5 These local plans – in Charnwood, Leicester and Harborough – have been informed by the 2022 HENA and associated 2022 SOCG on housing distribution; whilst the Melton adopted Local Plan created headroom to accommodate unmet needs from Leicester City as addressed in the 2022 SOCG.

² Melton Local Plan Five Year Review, Sept 2023

³ The Melton Local Housing Needs Assessment (July 2024) confirms this conclusion

Plans progressing under 2024 NPPF

- 3.6 Plans which are progressing under the revised (2024) NPPF and using the revised Standard Method are those for Blaby, Hinckley & Bosworth, North West Leicestershire and Oadby & Wigston. Plans in these areas are all expected to be submitted in 2026. They will therefore need to be informed by the revised standard method.

Agreed Position on Unmet Needs

- 3.7 The L&L LPAs (with the exception of Harborough) have agreed through a DtC Position Statement that Local Plans which have been progressed against the 2023 NPPF (or previous versions), and those progressing under the transitional arrangements, should continue to rely on the 2022 Statement of Common Ground on housing distribution, which remains valid and in force. This includes the local plans in Charnwood, Harborough, Leicester, and Melton. However those plans progressing under the 2024 NPPF will need to be informed by updated needs and capacity assessments relevant to those plans and the partners have committed to working together to accommodate the area's needs once those results are known.
- 3.8 This revised Housing Distribution Paper has been prepared to inform, and is of relevance to, those plans which are progressing under the 2024 NPPF; and in due course to the review (at the appropriate future point) of other plans in the HMA. The timings of such future plan reviews may however be affected by proposals for local government reorganisation in Leicester and Leicestershire.
- 3.9 These principles are important, as a 'mix and match approach' would serve to inflate the scale of housing need across the housing market area as a whole, resulting indicatively in a need figure 11% above the current standard method. This arises because the revised standard method results in a different distribution of housing provision within the HMA than the standard method figures at the time of the HENA's preparation.
- 3.10 **This Updated Housing Distribution Paper thus takes as a starting point the revised standard method figure of 5,892 dpa across the Housing Market Area.**

Timescales

- 3.11 The L&L LPAs have agreed that this updated Housing Distribution Paper should use a 2024 base date and look over a period up to 2046. The base date is consistent to the baseline data used in the standard method; whilst the end point reflects the timescales for local plan preparation and the need for plans to look 15 years beyond the point of adoption (NPPF Para 22). The housing requirement figures for individual local authority districts need to consider and take account of the relevant plan period – which for emerging local plans in Blaby and North West Leicestershire runs to 2042 and in

Hinckley & Bosworth to 2045. Conclusions are therefore drawn over different timeframes, reflecting the different plan periods for different LPAs.

4. LEICESTER'S UNMET NEED

- 4.1 A key building block for considering housing distribution is the scale of housing provision which can be accommodated in Leicester City. IcenI has sought to segment the analysis to consider unmet need to 2036, as there is good quality information on residential land supply over this period; and then unmet needs beyond 2036, for which the quality of information available is weaker and hence there is less precision regarding the potential scale of unmet need.

Unmet Need to 2036

- 4.2 Leicester's draft Local Plan covers a plan period to 2036. The Plan is currently at Examination, with a consultation on Main Modifications having been undertaken and the Inspectors' Report awaited. Policy SL01 sets a target minimum requirement of 20,730 dwellings over the plan period from 2020-36.
- 4.3 The provision anticipated between 2024-36 can be calculated by subtracting completions over the initial 2020-24 period from the plan requirement. Over this 4 year period, completions of 4,129 dwellings were achieved. This generates a residual requirement of 16,601 dwellings, as shown in the table below.
- 4.4 If the residual housing requirement of 16,600 homes (2024-36), which the draft Local Plan makes provision for, is compared to the revised standard method figure for the City (1,588 dpa), a shortfall of 2,455 dwellings arises in Leicester between 2024-2036. This represents the scale of unmet need to 2036.

Table 4.1 Residual Housing Requirement in Leicester, 2024-36

	Dwellings - Leicester
Local Plan Housing Requirement, 2020-36	20,730
Completions 2020-24	4,129
Residual Requirement, 2024-36	16,601
Standard Method Housing Need – Annual	1,588
Housing Need, 2024-36 (1588 dpa)	19,056
Shortfall to 2036	2,455

- 4.5 This figure of 2,455 dwellings is treated as a working assumption for the unmet need from Leicester to 2036 based on the plan position at this time.
- 4.6 In due course, the review of Leicester’s Local Plan will need to review the supply position and progress in terms of actual delivery, consider what appropriate supply-side buffer is necessary and may set a revised housing requirement. However the above unmet need figure is based on the best available current evidence.
- 4.7 For the avoidance of doubt, it is not appropriate - for the purpose of this Paper - to have regard to the former standard method calculations (such as those set out in the 2022 HENA) for the reasons set out in Section 3 above.

Unmet Need beyond 2036

- 4.8 It appears unlikely that Leicester will be able to fully meet its housing need beyond 2036. However there is limited information currently available on what the supply position might be as the current draft Local Plan looks to 2036 and this Paper is being prepared in advance of a Local Plan Review.
- 4.9 In contrast to the Leicestershire local authorities, the majority of housing supply in Leicester comes forward on brownfield, previously-developed sites (PDL). Leicester’s existing evidence, including its 2022 SHELAA, have considered the deliverability and developability of sites over the current plan period to 2036 only. The last data from call for sites was some time ago, in Spring 2022, and in any case, the City Council’s experience is that few sites tend to get put forwards through such processes – with many simply progressing straight to pre-app and planning applications. Icenis experience, which chimes with this, is that **there is typically limited ‘visibility’ of supply in urban areas beyond a 10 year period looking forwards.**
- 4.10 These factors mean that it is difficult at this point to be definitive on what the land supply position might be beyond 2036, and equally it is extremely difficult to quantify what it might be with any degree of accuracy. Furthermore, it is unusual for an assessment of unmet need to be undertaken (and in

particular for unmet need to be declared) before a detailed interrogation of the supply position has been undertaken. We are not aware of an instance in another local authority where this has occurred. The Leicester and Leicestershire authorities are seeking to plan proactively in this regard.

- 4.11 The NPPF, in advising on the preparation of Statements of Common Ground as part of collaboration on strategic matters such as this, sets out that:

“Plans come forwards at different times, and there may be uncertainty about the future direction of relevant development plans or the plans of infrastructure providers. In such circumstances strategic policy-making authorities will need to come to an informed view on the basis of the information available, rather than waiting for a full set of evidence from other authorities.”⁴

- 4.12 In these terms, this Paper seeks to provide an informed view on the potential scale of unmet need from Leicester over the 2036-46 period based on the information available at the time of writing. As further information becomes available on Leicester’s residential land supply, such as informed by future evidence as its Local Plan Review progresses, it may be necessary to revisit and update the assessment of unmet need and any associated SOCGs. This would be consistent with what is envisaged in NPPF Para 28 and is taken into account in the approach and methodology set out herein.

- 4.13 In the context of the information currently available, two approaches have been used to assess and draw conclusions on the potential indicative scale of unmet need: i) bottom-up estimates of longer-term supply which are informed by the City Council’s understanding of the potential longer-term contribution of different areas within the City; and ii) top-down estimates which are informed by an analysis of historical trends in brownfield development in the City. These are then drawn together by IcenI to estimate unmet need from Leicester over the 2036-46 period. These have been discussed with the City Council, County Council and other Leicestershire LPAs through the Steering Group meetings as part of preparing this Paper.

Approach A: Bottom-Up Assessment of Supply

- 4.14 The first approach represents estimates from Leicester City Council of the potential longer-term supply based on the information currently available. This is based on estimates of the following supply over the 2036-46 period:

- Estimate of the longer-term capacity of the Central Development Area (CDA): 1,300 dwellings;

⁴ NPPF (December 2024) Paragraph 28

-
- Estimate of large site windfalls outside of the CDA: 1,710 dwellings;
 - Indicative new strategic site allowance: 500 dwellings; and
 - Small site windfall allowance: 2,140 dwellings (214 dpa).
- 4.15 The 2022 Leicester Central Development Area Residential Capacity Study considered potential development sites in the short, medium and longer-term. To inform this Paper, the City Council has considered sites within the CDA which have been delivered and potential sites in the CDA area which are not already included within the supply in the emerging Local Plan to 2036. It has excluded sites which fall within Conservation Areas as it considers substantial redevelopment in these areas is unlikely. Applying a density assumption of 75 dwellings per hectare (dph), it initially estimates that the remaining potential supply in the CDA could yield 3,900 dwellings. A discount of two-thirds (66%) is then applied to this to reflect the City Council's concerns around deliverability, given issues with complex or fragmented land ownerships, contamination, flooding and other development constraints. This informs its assessment of the projected yield from the CDA area of 1,300 dwellings between 2036-46.
- 4.16 The 1,300 dwelling figure therefore represents an estimate from the City Council of the potential maximum longer-term yield from sites in the CDA.
- 4.17 The second and third components of supply reflect estimates from Leicester City Council of potential additional windfall development on large sites outside of the CDA; and an indicative allowance of 500 dwellings from a new (as yet undefined) strategic site.
- 4.18 The final component of the supply then reflects an allowance for small-site windfall development on sites of < 10 dwellings. This is based on the evidence in the 2022 SHLAA which considered completions on small sites in Leicester over the 2015-22 period, which averaged 214 dpa.
- 4.19 Drawing these two components together, the City Council has **estimated a supply position of 5,650 dwellings over the 2036-46 period.**
- 4.20 The City Council notes the potential for a diminishing supply of land for residential development in the CDA given the significant residential development which has already taken place, which includes development of the Leicester Waterside area and loss of office space through Permitted Development. It also recognises the significant impact which high-density development of Purpose-

built Student Accommodation (PBSA) has had on housing delivery historically which given the prospects for growth in student numbers in the future may not be replicated.⁵

- 4.21 The City Council does not envisage further significant greenfield land site release in the next Local Plan (such as green space, playing fields or allotments) at the current time; albeit that this will evidently need to be considered through the Local Plan Review in due course.
- 4.22 IcenI would however note that the current Local Plan is largely based on evidence prepared prior to Covid-19. The current Plan seeks to generally protect existing commercial space. Our experience is that the growth of e-commerce will reduce requirements for physical retail space over time. Similarly, there is potential that changing working patterns may further reduce the overall scale of office floorspace (whilst equally emphasising a ‘flight to quality’). Updated evidence will need to consider these issues as part of the City’s future Local Plan Review, which might release additional commercial space for residential redevelopment or conversion. These issues will need to be considered as part of the City’s Local Plan Review.

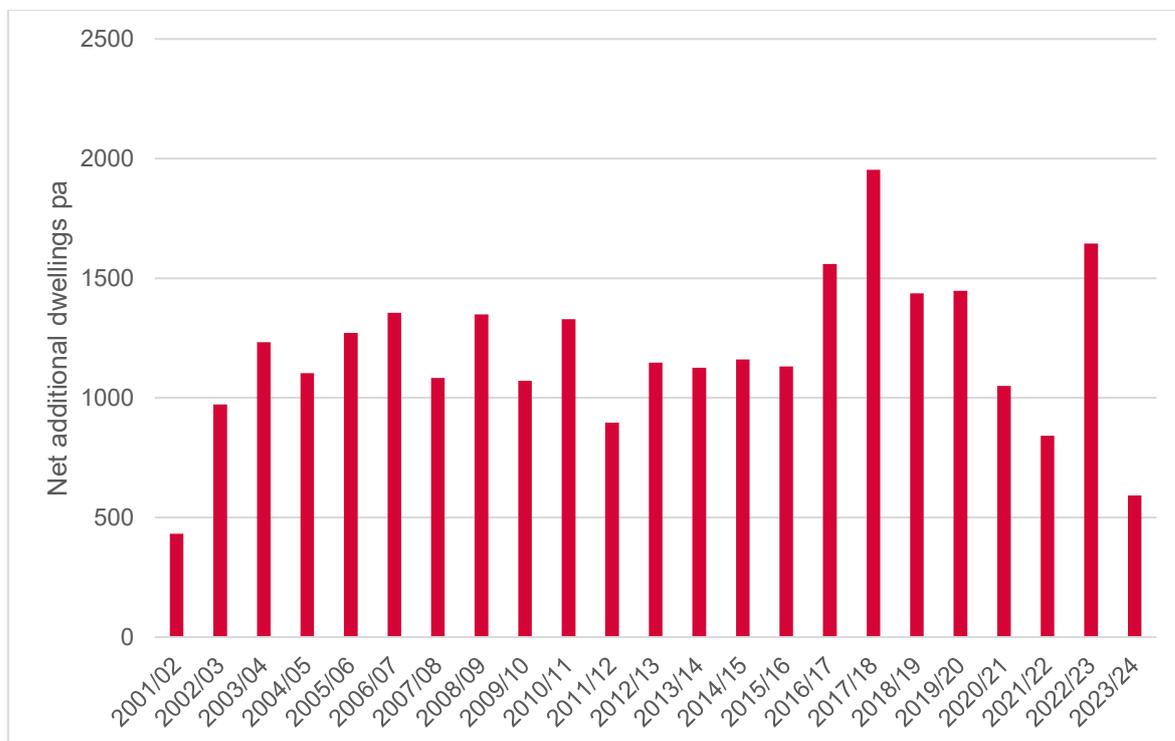
Approach B: Top-down Assessment of Potential Brownfield Supply

- 4.23 In the context of the limited visibility or clear evidence on residential land supply beyond 2036, IcenI has sought to consider an alternative, top-down approach to estimating the brownfield land supply in the City based on past development trends.
- 4.24 Historical housing completions in Leicester are set out as ‘net additional dwellings’ in the City Council’s Authority Monitoring Report (AMR) (the latest of which relates to the period to March 2022). These correspond with the figures in MHCLG Live Tables on net additional dwellings and are based on the Housing Flows Reconciliation (HFR) data submitted annually by the City Council to Government. We replicate historical housing completions in Leicester in Figure 4.1 below, drawing on both datasets.
- 4.25 Housing delivery is evidently somewhat cyclical, with lower delivery between 2011-16 and since 2020 than in intervening years. Housing delivery has also dropped off significantly in recent years as rising build costs, higher finance costs and other regulatory issues (including around building safety) have affected scheme viability. These issues are equally impacting development in other cities and larger urban areas. Completions volumes have also been significantly influenced by delivery of Purpose-built Student Accommodation.

⁵ IcenI would note that this is a demand-side rather than supply-side factor

4.26 However it is appropriate to focus on supply-side factors in assessing the City’s land supply and potential to meet housing need. 96% of Leicester’s Core Strategy requirement (1280 dpa) has been met over the plan period to date (2006-24).

Figure 4.1 Historical Housing Delivery in Leicester



Source: Leicester City Council Monitoring; MHCLG Live Table

4.27 Average annual housing delivery (across all types of sites) has varied over time but falls between 1,115 – 1,282 dwellings per annum (dpa) as shown in Table 4.2. The longer-term average, covering different economic cycles, is of 1,228 dpa. This covers periods of both weaker and stronger market conditions.

4.28 These levels of historical development are substantially above the City Council’s estimate of potential supply post 2036 (at an equivalent of 565 dpa). IcenI has therefore sought, for comparative purposes, to consider what future supply might look like based on historical trends.

Table 4.2 Average Net Additional Dwellings Delivered in Leicester

	Net additional dwellings
5 Year Average (2019-24)	1,115
10 Year Average (2014-24)	1,282
20 Year Average (2004-24)	1,228

- 4.29 In the context of the uncertainty regarding the future supply of greenfield sites, and to adopt a cautious approach, we have focused in particular in this scenario on the potential yield from brownfield sites if past supply trends were replicated. In this second approach, we do not therefore make any specific allowance for additional greenfield development in Leicester.
- 4.30 Data in the City Council's AMR provides a split of gross completions between brownfield and greenfield development and show 90%+ completions in recent years on brownfield land, but the City Council does not consider these figures on the brownfield/greenfield split to be reliable.
- 4.31 An alternative source is MHCLG *Land Use Statistics* data, which are accredited official statistics. We have therefore used these to consider the proportion of development taking place on previously-developed land. Data is available over the 2013-22 period and this shows that, on average, 79% of new homes in Leicester were delivered on previously-developed land with 21% on non-developed land. The data includes both homes delivered through new-build development as well as conversions. Over this period the net additional homes dataset points to demolitions of, on average, 20 dpa.
- 4.32 Using this data, we have in the table below taken long-term net additional completions data (which cover different points in the market cycle) and estimated the brownfield net supply position by first estimating gross completions, then the proportion of this on brownfield land; and then discounting losses (which will also be brownfield). This yields **an estimate supply of 965 dwellings per annum in Leicester based on historical trends**, which is a substantial 71% higher than that arising from the bottom-up approach.

Table 4.3 Estimating Brownfield Completions Trend in Leicester

	dpa Leicester
20 yr average net additional dwellings	1,228
Net/gross conversion⁶	0.985
20 yr average gross additional dwellings	1,247
% brownfield addresses in MHCLG Land Use Statistics	79%
Brownfield gross delivery	985
Of which replacement of losses	20
Estimated annual brownfield net completions	965

- 4.33 Whilst there is some (anecdotal) evidence of a diminishing brownfield land supply in the City in the longer-term, as described above, we consider that there could be some additional potential residential supply which could come forward from retail and other commercial space. Fundamentally,

⁶ Based on comparison of gross and net completions data for Leicester

there is a lack of visibility on long-term potential brownfield land supply beyond 2036 at the time of writing. This will need to be considered further through the review of Leicester's Local Plan.

Drawing the Evidence Together

- 4.34 In the context of the uncertainty regarding the longer-term land supply in Leicester, IcenI consider that the appropriate approach should be framed in the context of national policy. This makes a distinction between land supply (which influences the deliverable and developable supply) and market/demand-based factors (which influence what is actually delivered). It also emphasises the optimisation of land supply where there are prospective supply-side constraints.
- 4.35 In particular, in the context of a constrained land supply, the application of the NPPF and PPG would direct that further detailed consideration is given to other potential supply sources: the NPPF emphasises that strategic policies should make as much use as possible of brownfield land, as well as under-utilised land and buildings, especially in circumstances in which land supply is constrained (Paras 124 and 125), be informed by regular reviews of demand for land and land availability (Para 127) and take a positive approach to applications for alternative uses, including the use of retail and employment land for housing in areas of high demand (Para 128). It advises in effect that the supply/demand balance for land is an influence on appropriate densities (Para 125) and contain policies to optimise the use of land to meet as much of the identified need as possible (Para 130). There is a feedback loop in the land availability PPG⁷, where densities are expected to be reviewed where there is a land supply shortfall with a view to increasing residential development yields.
- 4.36 Leicester City has a concentration of employment opportunities and benefits from existing infrastructure, including public transport and social infrastructure, which make it one of the most sustainable locations for new development within the HMA.
- 4.37 The two supply estimates result in a potential range of between 565 – 965 dwellings per annum in Leicester City. They have been considered by the project Steering Group which includes representatives of all of the Leicester and Leicestershire Local Planning Authorities. Having regard to this national policy backdrop together with the issues about the visibility of the land supply in urban areas beyond a 10 year time horizon, **Leicester City Council have agreed with IcenI that it is reasonable to adopt the midpoint between the two supply scenarios to provide a working estimate of supply in Leicester beyond 2036. This equates to a supply of 7,650 dwellings between 2036-46, or 765 dpa.** This is taken forwards herein for the purposes of consideration of unmet needs at the current time.

⁷ *Planning Practice Guidance - Housing and economic land availability assessment*

Table 4.4 Calculating Leicester’s Unmet Need 2036-46

	Dwellings
Local housing need - Leicester, 2036-46	15,880
Estimated supply / requirement	7,650
Unmet need from Leicester, 2036-46	8,230
Unmet need per annum, 2036-46	823

4.38 As further detailed evidence emerges regarding Leicester’s longer-term land supply, as part of the Review of the Leicester Local Plan, the supply position should be revisited. We would expect there to be provision for joint working between the City Council and the local authorities in Leicestershire to discuss, review and agree land supply evidence. This can then feed through to a review, where appropriate, of the scale of unmet need and the apportionment of it to other areas. We address mechanisms for review later in this report.

Bringing the Evidence Together

4.39 Bringing the evidence together on the unmet need in Leicester to 2036, and from 2036-46, we estimate an unmet need from Leicester of 2,455 dwellings to 2036 (equivalent to 205 dpa), and of a further 8,230 dwellings from 2036-46 (equivalent to 823 dpa). The greater proportion of unmet need is therefore expected to arise after 2036. Annualised figures are set out as the timeframes for local plans differ.

Table 4.5 Scenarios for Total Land Supply Shortfall, 2024-2046

	2024-36	2036-46
Need (revised Standard Method)	19,056	15,880
Supply estimate	16,601	7,650
Unmet need	2,455	8,320
Unmet need per annum (dpa)	205	823

5. UNMET NEEDS FROM OTHER AUTHORITIES

5.1 The only other Leicestershire authority from which an unmet need could potentially arise, based on the position and information at the time of writing, is Oadby & Wigston. This is a small Borough which sits within the urban area centred around Leicester City, has tightly defined boundaries and where the revised standard method has resulted in an increase in its housing need significantly, from 188 dpa at the time of the 2022 HENA to 389 dpa at the time of writing (a 107% increase). The scale of housing need has essentially doubled.

5.2 Oadby & Wigston BC prepared and consulted on a Reg19 Local Plan in early 2025 which showed how it could support delivery of 240 dpa (this being the figure arising from the 2022 Housing SOCG). It is testing whether the standard method can be met in full within the Borough. At the time of writing this report, it does not look like the Council will be declaring an unmet housing need in relation to residential land supply, but this will need to be kept under review. The Council is still in the process of completing the full suite of Local Plan evidence base documents.

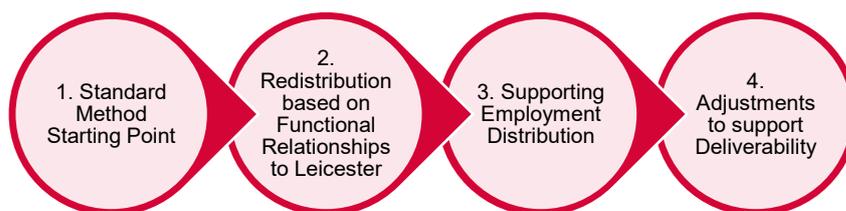
5.3 It is nonetheless clear that OWBC will not be able to contribute to meeting any unmet need from other authorities. All realistic potential development sites are likely to be required to meet its own revised standard method housing need. This is considered further in Section 6.

6. REVIEWING THE APPROACH TO APPORTIONING UNMET NEEDS

Reviewing the 2022 HENA Housing Distribution Approach

6.1 The 2022 HENA Housing Distribution Paper essentially used a three-stage approach to redistributing Leicester's unmet need: a first-stage based on functional relationships; a second stage which sought to achieve an improved local alignment between the distribution of jobs and homes; and a third stage which made adjustments for land supply and deliverability.

Figure 6.1: 2022 HENA Redistribution Approach



6.2 The functional relationships between different LPAs and Leicester, together with issues of alignment of jobs and homes are considered to remain relevant and appropriate considerations in apportioning unmet need from Leicester.

6.3 The final stage in the 2022 HENA housing distribution included the following adjustments:

- a) An upwards adjustment to the contribution from Melton Borough to reflect the residual requirement in its current adopted Plan;

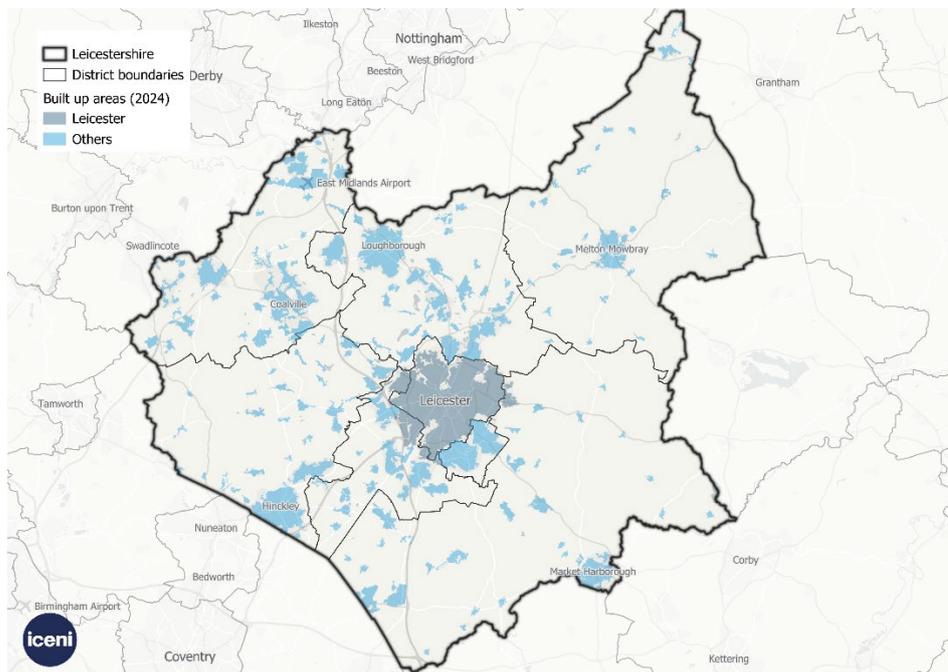
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- b) An adjustment to the contribution to Oadby & Wigston Borough, constraining the contribution it could make to unmet need to reflect the land supply position in the Borough;
 - c) An adjustment to the contribution from Charnwood on deliverability grounds, influenced by the higher demographic growth in the Borough implied in the household projections used in the standard method.
- 6.4 Reviewing the position now, the context for some of these final stage adjustments taken forwards previously has changed.
- 6.5 For **Melton** Borough, the indicative standard method housing need (369 dpa) is now above the residual plan requirement (308 dpa 2024-36) within the extant Local Plan and the stepped housing requirement therein which, for instance, envisages delivery of a minimum of 320 dpa between 2026-36, limiting potential for this to be assumed *per se* to contribute to unmet need. The extant Local Plan also does not look beyond 2036.
- 6.6 For **Oadby & Wigston**, as set out below, there is likely to be no realistic potential for the Borough to contribute to any other local authority's unmet need (in addition to meeting its own needs) given the doubling of the Borough's own housing needs and its land supply position.
- 6.7 In respect of the final 'deliverability' adjustment for **Charnwood**, which was disputed by some parties through its Local Plan Examination, the revised standard method now 'levels the playing field' by taking a stock position as a baseline (as opposed to household growth), the effect of which is to reduce the local housing need for the Borough.

7. REVIEWING THE EVIDENCE ON FUNCTIONAL RELATIONSHIPS TO LEICESTER

- 7.1 The 2022 HENA Distribution Paper considered the functional relationships between different Leicestershire authorities and Leicester City, including migration flows over the 2016-19 period and commuting patterns based on 2011 Census data. These were brought together in a blended approach recognising the vintage of the Census data alongside the influence of historical planning assumptions on migration flows.

7.2 These flows will invariably be part influenced by the spatial geography around Leicester. As the plan in Figure 7.1 shows, the Leicester Urban Area boundary (as defined by ONS⁸) extends to include Braunstone, Thorpe Astley and Glenfield in Blaby District. However the LPAs have historically also recognised a range of other settlements as falling within the wider Urban Area centred on Leicester City, including Birstall, Thurmaston, Scraptoft, Thurnby and Bushby, Oadby, Wigston and South Wigston. There are then evidently further settlements which are near to, and functionally related, to Leicester.

Figure 7.1: Settlement Geography in Leicester & Leicestershire

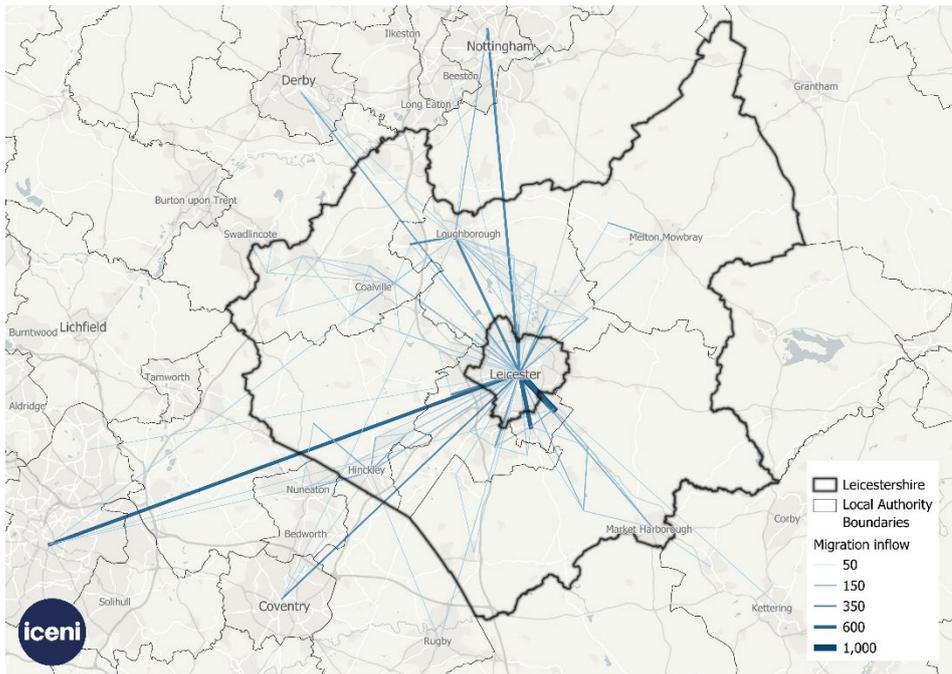


Migration Flows

7.3 The 2021 Census now provides updated information on the functional relationship of different areas with Leicester. The charts below show migration over the year to Census day 2021. They indicate a strong migration relationship of the City both with other parts of the urban area and settlements close to Leicester, as well as to the market towns elsewhere in the County, including Loughborough, as well as Lutterworth, Market Harborough, Coalville and Hinckley.

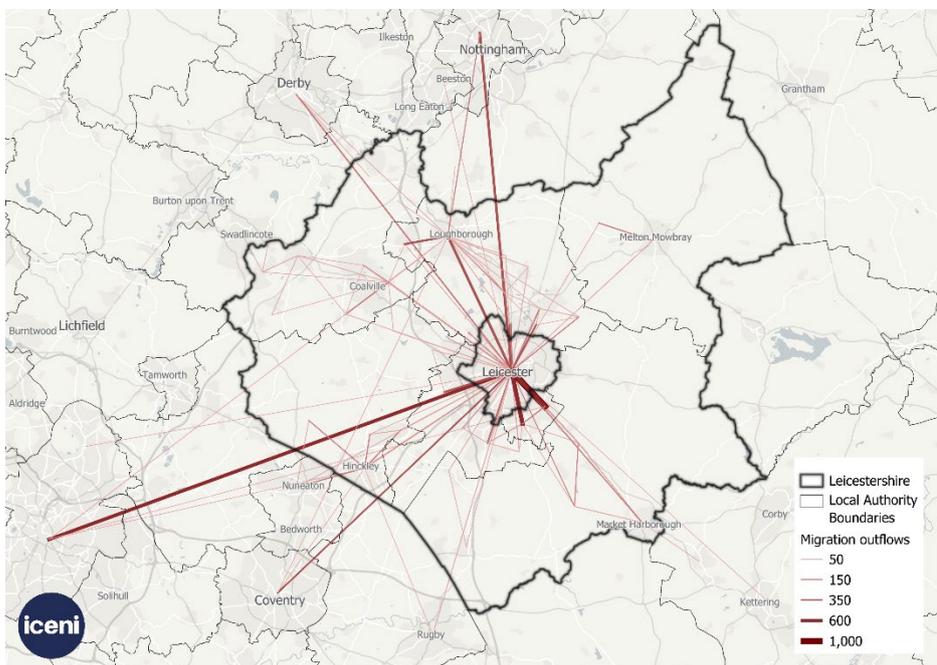
⁸ ONS Built Up Area boundaries

Figure 7.2: In-Migration to Leicester, 2020-21



Source: 2021 Census

Figure 7.3: Out-Migration from Leicester, 2020-21



Source: 2021 Census

7.4 IcenI consider that caution should be applied in the use of a single year's worth of migration data (as is used in the Census-based analysis above) given the potential influence of the distribution of new development in that year on flows. We have therefore instead analysed ONS Internal Migration Estimates, which are based on administrative data sources including higher-education and NHS

data, and considered a four year period from 2018-22. This essentially updates the analysis in the 2022 HENA Distribution Paper.

7.5 The strongest migration flows affecting Leicester are with Oadby & Wigston; Charnwood and Blaby. At the other end of the spectrum, there is a relatively weak relationship to North West Leicestershire and Melton Borough.

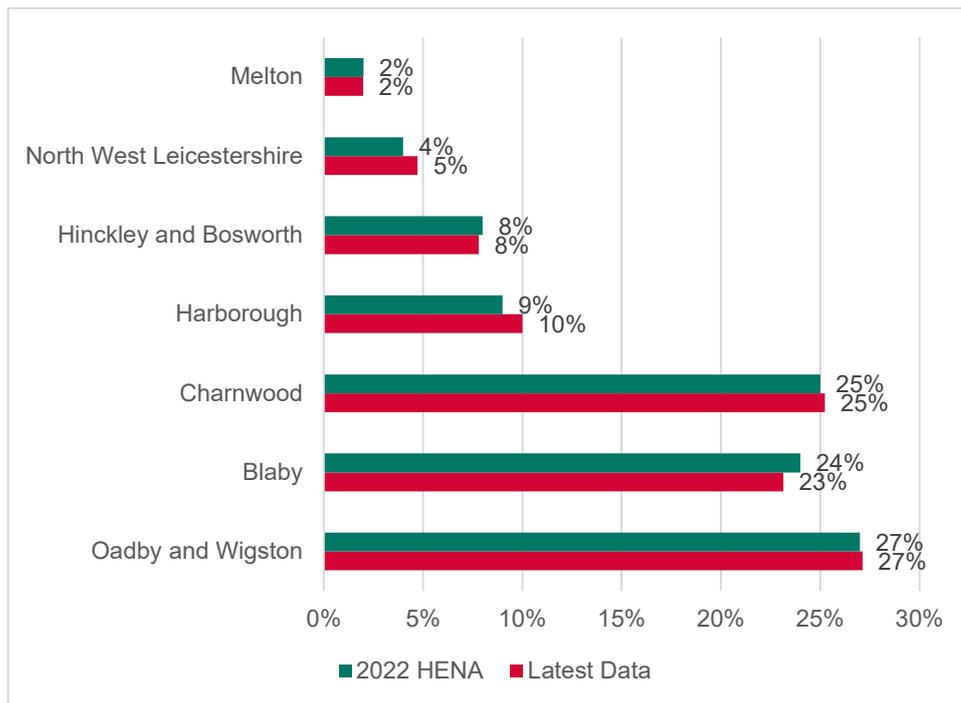
Table 7.1 Gross Migration Flows between Leicester and Leicestershire Local Authorities, 2018-22

	Average Gross Flow per annum	%
Oadby & Wigston	3,988	27.1%
Charnwood	3,708	25.2%
Blaby	3,402	23.1%
Harborough	1,470	10.0%
Hinckley & Bosworth	1,147	7.8%
North West Leicestershire	694	4.7%
Melton	291	2.0%
Total	14,700	100%

Source: ONS Internal Migration Statistics

7.6 The chart below illustrates how the share of gross migration with Leicester has changed between the data used in the 2022 HENA and the latest position. The broad migration relationship between the City and different LPAs remains consistent, with a modest increase in flows with North West Leicestershire and Harborough and modest reduction with Blaby.

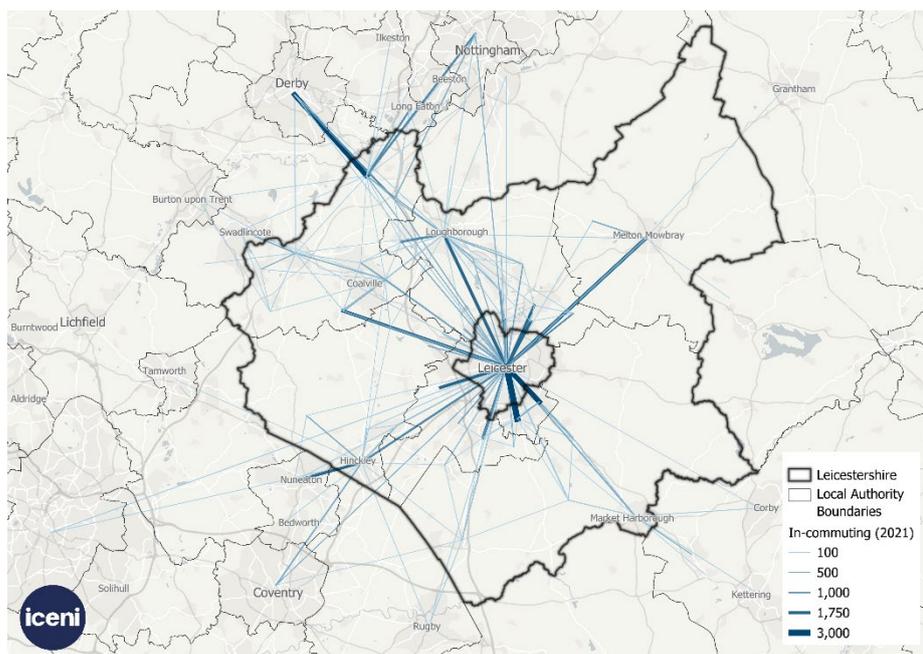
Figure 7.4: Changes in Share of Gross Migration with Leicester



Commuting Relationships

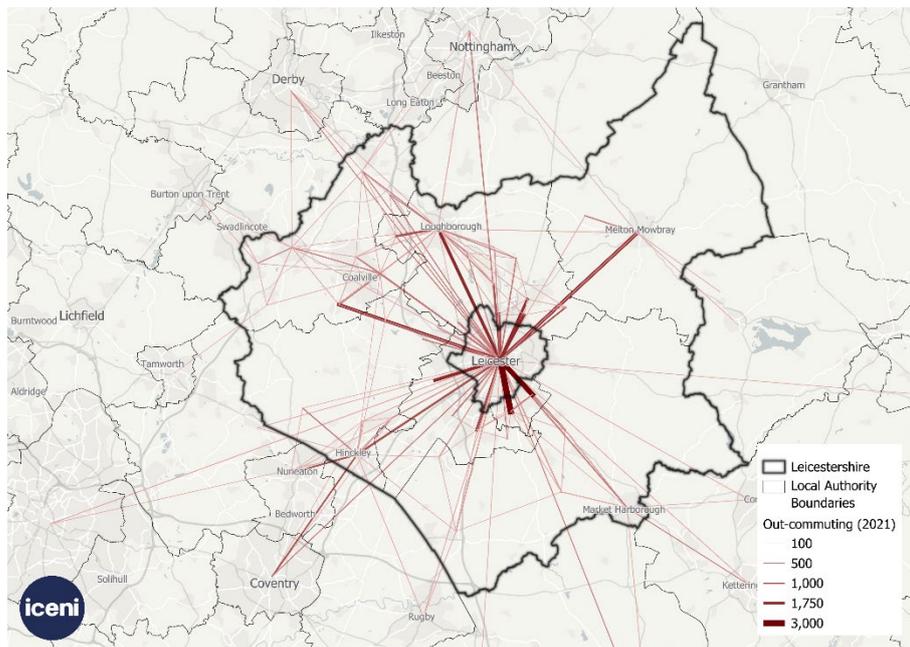
7.7 The maps below illustrate in- and out-commuting with Leicester, based on 2021 Census data. This data needs to be treated with some caution as the Census was undertaken during a Covid-19 lockdown and therefore may not be truly reflecting of commuting dynamics now. It is likely in particular to underplay commuting to office-based jobs which could be undertaken from home.

Figure 7.5: In-Commuting to Leicester



Source: 2021 Census

Figure 7.6: Out-Commuting from Leicester



Source: 2021 Census

- 7.8 The commuting analysis points again to a strong commuting relationship of Leicester City with settlements within or close to the Leicester Urban Area, but also strong relationships with some of the other market towns and other key employment locations – including Bardonia in North West Leicestershire. It also shows a stronger relationship with Melton Mowbray than the migration analysis.
- 7.9 The table below shows the relative in- and out-flows between Leicester and the Leicestershire authorities based on the 2021 Census data. This updates Table 4.3 in the 2022 HENA Housing Distribution Paper. The strongest commuting flows with Leicester City remain with Blaby and Charnwood.

Table 7.2 Commuting Relationships to Leicester City, 2021

	In-commuting to Leicester	% of in-flow from Leicestershire	Out-commuting from Leicester	% of out-flow to Leicestershire
Charnwood	11,274	29%	5,615	18%
Blaby	9,199	24%	9,219	30%
Oadby & Wigston	6,566	17%	3,936	13%
Harborough	4,512	12%	3,681	12%
Hinckley & Bosworth	3,959	10%	2,929	10%
NW Leicestershire	1,908	5%	3,150	10%
Melton	1,080	3%	2,242	7%
Total	38,498	100%	30,772	100%

Source: 2021 Census

7.10 As the 2022 Paper set out, the commuting flow is indicative of a housing market relationship. It is considered that the gross commuting flow (i.e. combining flows to and from Leicester) is of greater utility in understanding the functional relationship to Leicester. The table below replicates the gross commuting relationship analysis using the 2021 Census data (updating Table 4.2 in the 2022 Paper).

Table 7.3 Gross Commuting Relationship with Leicester, 2021

	Gross commuting	%
Charnwood	16,889	24.4%
Blaby	18,418	26.6%
Oadby & Wigston	10,502	15.2%
Harborough	8,193	11.8%
Hinckley & Bosworth	6,888	9.9%
NW Leicestershire	5,058	7.3%
Melton	3,322	4.8%
Total	69,270	100%

Source: 2021 Census

7.11 It is possible to compare the gross commuting relationship of Leicestershire authorities with the City using both 2011 and 2021 Census data. This, as shown below, indicates that the changes shown are marginal. A slight reduction in commuting with Oadby & Wigston and Blaby is shown, with a slightly stronger commuting relationship with North West Leicestershire (where there has been significant employment development) and Melton (which has recognised labour supply issues).

Table 7.4 Changes in Shares of Commuting with Leicester, 2011 to 2021

	2021 Gross Commuting Share	2011 Gross Commuting Share	Difference
Charnwood	24%	24%	0%
Blaby	27%	29%	-2%
Oadby & Wigston	15%	18%	-3%
Harborough	12%	12%	0%
Hinckley & Bosworth	10%	9%	1%
NW Leicestershire	7%	5%	2%
Melton	5%	3%	2%
Total	100%	100%	0%

Source: 2011 and 2021 Census

Bringing the Evidence Together

7.12 Icen continue to consider that a blended approach to migration and commuting data should be used, which recognises that the migration data is based on several years of data and more stable view of flows but can be influenced by historical planning assumptions or housing supply distribution; whereas the commuting flow data is influenced by the effects of Covid-19 on working patterns at the time when the 2021 Census was undertaken but does capture some influence of the geography of employment development and changes in commuting since 2011.

7.13 The table below brings together the gross migration data (from Table 7.1) and commuting flow data (from Table 7.3) to generate a blended average figure, replicating the approach used in the 2022 HENA Housing Distribution Paper.

Table 7.5 Functional Relationship to Leicester – Blended Average of Gross Migration and Commuting

	% of gross commutes	% of gross migration	Average
Charnwood	24.4%	25.2%	24.8%
Blaby	26.6%	23.1%	24.9%
Oadby & Wigston	15.2%	27.1%	21.1%
Harborough	11.8%	10.0%	10.9%
Hinckley & Bosworth	9.9%	7.8%	8.9%
NW Leicestershire	7.3%	4.7%	6.0%
Melton	4.8%	2.0%	3.4%

7.14 However the current evidence indicates that Oadby & Wigston is not able to contribute to addressing unmet needs. In the 2022 Housing Distribution Paper, the Borough’s own housing need at that time was for 188 dpa. The revised standard method has increased the Borough’s housing need (or its share of the HMA’s need) to 389 dpa, with the share of the HMA’s housing need in Oadby & Wigston using the standard method increasing from 3% to 7% as Figure 2.2 shows.

7.15 IcenI has undertaken a Housing Absorption Study for OWBC to consider and assess its potential to deliver the standard method number and if there is any headroom to meet unmet needs. This indicates that including almost all sites which have been put forward for development through the emerging Local Plan that there is just sufficient land supply to meet the Borough’s standard method housing requirement over the proposed plan period to 2042. It indicates no realistic potential for the Borough to contribute to unmet needs from Leicester, albeit the Housing Absorption Study does not show that there is an unmet need arising from OWBC from a land supply perspective. On this basis, the current evidence does not suggest it is realistic for OWBC to make a contribution to unmet needs arising from Leicester. OWBC’s wider local plan evidence, including its transport evidence base, is testing further whether the Borough is able to sustainably meet its local housing need figure. It has been agreed between the HMA partners that any declared unmet need stemming from OWBC in due course will be dealt with through the Duty to Cooperate and the plan-making process and therefore consideration of potential infrastructure capacity issues is outside of the scope of this exercise.

7.16 On the basis of the current evidence that Oadby & Wigston Borough is not able to contribute to meeting unmet needs from Leicester, IcenI has therefore recalculated the functional relationships of

other areas within the HMA with Leicester, excluding Oadby & Wigston. These are shown in Table 7.6 below.⁹

Table 7.6 Revised Functional Relationship of L&L Authorities with Leicester (excluding OWBC)

	% Apportionment based on Functional Relationship¹⁰
Charnwood	31.7%
Blaby	31.5%
Harborough	13.8%
Hinckley & Bosworth	11.2%
North West Leicestershire	7.5%
Melton	4.2%

7.17 Applying these percentages (which are shown in the left hand column below) to the unmet need, the table below calculates the unmet need apportionment based on functional relationships to 2036, and over the 2036-46 period. The table provides an initial apportionment of the unmet need figures of 2,455 dwellings from Leicester over the 2024-36 period and the indicative unmet need for 8,320 dwellings over the 2036-46 period as set out in Table 4.5 herein. The right hand column shows annual figures for unmet need post 2036 which can be applied to different plan periods.

⁹ This takes the percentages for these authorities in Table 7.5 and recalculates them as a share of the total excluding Oadby & Wigston.

¹⁰ Numbers do not precisely sum due to rounding in the table to one decimal place in the table shown. Calculations use unrounded figures.

Table 7.7 Initial Apportionment of Unmet Need from Leicester based on Functional Relationships

	Functional relationship to Leicester¹¹	Contribution to unmet need from Leicester 2024-36	dpa contribution to 2036	Contribution to unmet need from Leicester 2036-46	dpa contribution 2036-46
Blaby	31.5%	775	65	2,597	260
Charnwood	31.7%	778	65	2,607	261
Harborough	13.8%	340	28	1,138	114
Hinckley & Bosworth	11.2%	275	23	923	92
Melton	4.2%	103	9	344	34
NW Leicestershire	7.5%	185	15	621	62
Total		2,455	205	8,230	823

7.18 As set out in Para 3.11 herein, local plans or plan reviews within the HMA have different plan periods, with emerging local plans in Blaby and North West Leicestershire running to 2042 and in Hinckley & Bosworth to 2045. Table 7.8 indicates the housing requirement implied by the initial apportionment based on functional relationships over these plan periods for these authorities. Figures are expressed to 2046 for the other authorities in the HMA.

7.19 The initial apportionment considered herein is then reviewed alongside issues of the alignment of jobs and homes – which is considered in the next section. Whilst these issues were considered sequentially in the 2022 HENA Paper, with a view to ensuring that the apportionment approach can be readily updated, the alignment of jobs and homes are to be considered alongside one another in the final apportionment analysis in this Paper.

¹¹ Numbers do not precisely sum due to rounding in the table to one decimal place.

Table 7.8 Initial Apportionment of Unmet Need from Leicester based on Functional Relationships over relevant plan periods

	Unmet Need from Leicester	Blaby	Charnwood	Harborough	H&B	Leicester	Melton	NWL	O&W
Functional relationship to Leicester ¹²		31.5%	31.7%	13.8%	11.2%	N/A	4.2%	7.5%	N/A
Contribution to unmet need 2024-36	2,455	775	778	340	275	N/A	103	185	N/A
dpa contribution to 2036		65	65	28	23	N/A	9	15	N/A
Contribution to unmet need 2036-46	8,230	2,597	2,607	1,138	923	0	344	621	0
dpa contribution 2036-46		260	261	114	92	0	34	62	0
Implied requirement 2024-36 (dpa)		604	1057	763	686	1,383	378	632	389
Implied requirement Post 2036 to end of relevant plan period (dpa)		799	1253	849	755	765	403	679	389
Plan period end point		2042	2046	2046	2045	2046	2046	2042	2042
Implied requirement over relevant plan period		12,034	25,209	17,648	15,029	24,251	8,565	11,664	7,002
Implied requirement (dpa)		669	1146	802	716	1102	389	648	389

¹² Numbers do not precisely sum due to rounding in the table to one decimal place. The calculations in the report use unrounded figures.

8. ALIGNING HOMES & JOBS

- 8.1 In this section we move on to review the alignment of homes and jobs. The first step is to consider the current balance of homes and jobs, using jobs density statistics. These describe the ratio between jobs in an area to residents aged 16-64.
- 8.2 The jobs density is above the L&L and national averages in both North West Leicestershire and Blaby, consistent with the position in the 2022 HENA¹³. This is shown in Table 8.1 below. The jobs density of over 1.0 points to notable net in-commuting to these areas. Blaby's jobs density has however increased significantly in the most recent data. A particularly low jobs density in Oadby & Wigston is also notable – pointing to significant net out-commuting.

Table 8.1 Jobs Density, 2023

	Jobs density
Blaby	1.09
Charnwood	0.70
Harborough	0.75
Hinckley & Bosworth	0.70
Leicester	0.74
Melton	0.84
NW Leicestershire	1.14
Oadby & Wigston	0.62
Leicester & Leicestershire	0.80
England	0.87

Source: NOMIS

- 8.3 Holding all other factors equal, higher housing provision in North West Leicestershire and Blaby could therefore help to provide more localised opportunities for living and working in a similar area. The opposite is the case for Oadby & Wigston.
- 8.4 The analysis in the 2022 HENA regarding employment growth prospects has not been updated at this point, but the scenarios therein were based on the long-term economic trends and took into account local economic drivers and opportunities as identified in the LLEP's¹⁴ Economic Growth Strategy to generate a 'Growth Scenario'. The modelling was presented in the HENA over the period

¹³ Table 5.2 in the 2022 Housing Distribution Paper

¹⁴ Leicester & Leicestershire Enterprise Partnership

to 2036, as well as to 2050 (but not to intermediate dates) albeit Icení has been able to consider the original data herein.

- 8.5 Icení has updated the demographic model to take account of the latest data and this latest demographic information can be used to review the inter-relationship between economic growth and housing need. A base demographic model has been developed using the ONS 2022-based Sub-National Population Projections (released June 2025). The core modelling has been run over the 2024-46 period, but outputs have been developed for different end points to reflect the timeframes for different local plans recognising the need to align the housing and employment provision over the relevant plan periods.
- 8.6 Household representative rates (which are used to relate growth in population to households) have taken the HRRs from the 2021 Census as a starting point¹⁵, but then modelled a part return to the 2021 position for the 25-44 age bracket over the period to 2046. This in effect builds in the demographic effects of an improvement in housing affordability resulting in an increased ability of younger households to form over time, consistent with the national policy objectives and affordability uplift in the standard method.
- 8.7 In relating jobs and homes, the modelling builds in some improvement in economic participation over time – in line with assumptions from the Office for Budget Responsibility (OBR) 2018 Fiscal Sustainability Review. This is consistent to the 2022 HENA and assumes some increase in women and older persons in work. A commuting ratio is calculated from the 2021 Census.

HENA Growth Scenario

- 8.8 The table below compares housing need implied by the HENA Growth Scenario over the period to 2046 against the standard method. It shows that for all L&L local authorities, the standard method housing need generates sufficient labour supply to support the HENA Growth Scenario (with no ‘economic uplift’ therefore justified for any area using this scenario alone). In reality, there is unlikely to be ‘excess labour’ – the analysis would simply suggest that economic participation improvements would be weaker than that modelled if this housing provision and economic growth was achieved (i.e. growth in economic activity rates would be lower than modelled).

¹⁵ This is consistent to the approach adopted in the ONS 2022-based Household Projections

Table 8.2 Housing Need implied by Standard Method and HENA Growth Scenario, 2024-46

	Standard Method (dpa)	Economic-led Need: HENA Growth Scenario	Difference
Blaby	539	496	43
Charnwood	992	578	414
Harborough	735	493	242
Hinckley & Bosworth	663	323	340
Leicester	1,588	1,365	223
Melton	369	244	125
NW Leicestershire	617	513	104
Oadby & Wigston	389	193	196
TOTAL	5,892	4,204	1,688

Source: Updated Modelling

8.9 The table below provides the same analysis covering the different plan periods for the emerging local plans in Blaby, NW Leicestershire, Hinckley & Bosworth, and Oadby & Wigston. The figures differ from those in Table 8.3 above as they take account of differences in demographic changes over the varying plan periods. Again, it shows that the standard method generates sufficient labour supply to support the HENA Growth Scenario in all four authority areas.

Table 8.3 Housing Need implied by Standard Method and HENA Growth Scenario over plan periods for selected emerging Plans

	Plan period end point	Standard Method (dpa)	Economic-led Need: HENA Growth Scenario
Blaby	2042	539	515
Hinckley & Bosworth	2045	663	326
NW Leicestershire	2042	617	544
Oadby & Wigston	2042	389	197

HENA Growth Scenario with B8 Adjustments

8.10 IcenI has been working with the L&L authorities to consider the need for and apportionment of strategic B8 development. The findings from this work are set out in the *Leicester & Leicestershire: Strategic Distribution Floorspace Needs Update and Apportionment* report, dated October 2025.

8.11 We have therefore also sought to test herein whether the apportionment of strategic B8 need has any impact on the homes/jobs balance or apportionment of housing provision within the HMA. To do so, IcenI has:

- Calculated the strategic B8 floorspace implied over relevant plan periods – this has included subtracting 2023-24 completions (where appropriate) to generate a figure starting from 2024 to align with the timeframes adopted herein. Whilst the strategic B8 evidence looks to 2046, for plans with shorter plan periods we have calculated a pro-rata need over the relevant plan period.¹⁶
- Calculated the additional FTE jobs implied by the strategic B8 floorspace recommendations for different districts, using a jobs density of 95 sq.m per FTE jobs, and adopting assumptions on displacement (25%) and substitution (20%). This is then compared to the jobs already included within the sector within the 2022 HENA labour demand modelling to calculate the quantum of jobs which are additional (or lower) relative to the HENA Growth Scenario and ensure no double counting.
- The final stage is then to apply a FTE to total jobs conversion (95%) – consistent to the HENA modelling; and then to consider wider supply chain and multiplier effects (adjusted for commuting) to calculate the net additional jobs which are expected to arise.

8.12 These calculations clearly only apply to districts where there is an apportionment of strategic B8 floorspace. The results, applied to the relevant plan periods, are shown in the table below.

Table 8.4 Housing Need to Support HENA Growth Scenario and Strategic B8 Apportionment

	Plan period end point	Standard Method (dpa)	Housing Need (dpa) HENA Growth Scenario adjusted for B8 apportionment
Blaby	2042	539	614
Charnwood	2046	992	566
Harborough	2046	735	565
Hinckley & Bosworth	2045	663	431
North West Leicestershire	2042	617	690

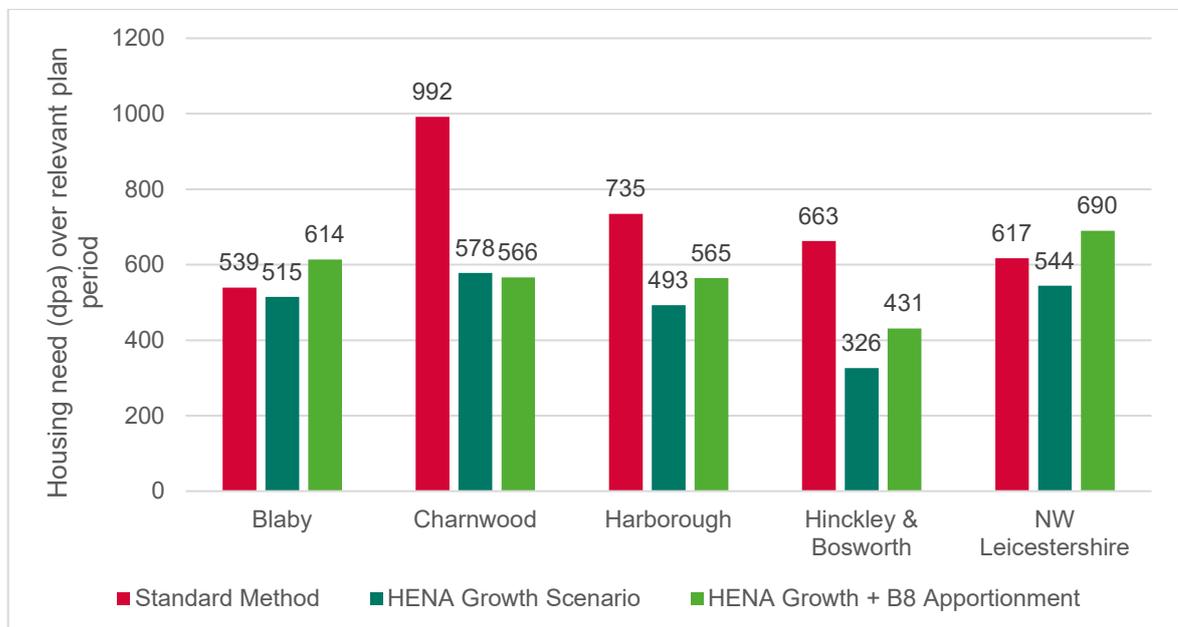
8.13 The chart below shows the effect of the strategic B8 apportionment on the economic-led housing need. It results in a housing need above the standard method arising in this scenario in Blaby (of 614 dpa) and in North West Leicestershire (690 dpa) only. It is notable that those districts in which a higher housing need arises through this analysis correlate with those in which there is already a

¹⁶ Blaby and NW Leicestershire to 2042, Hinckley & Bosworth to 2045

strong jobs density and net in-commuting – pointing to a broader rationale for higher housing provision to support the alignment of homes and jobs.

- 8.14 For North West Leicestershire, this economic-led need for 690 dpa exceeds the initial apportionment of unmet need based on the functional relationship – which was for 648 dpa, as set out in Table 7.8.
- 8.15 In how the modelling works, the economic-driven figure shown for Blaby here (614 dpa) implicitly assumes that the Hinckley National Rail Freight Interchange (RFI) comes forwards to support jobs growth. The consenting process for this is separate to (and outside of) the local plan process and this cannot therefore be guaranteed; and this report does not imply that the proposed RFI scheme should or will come forwards. We have not therefore specifically taken forwards the economic-led need scenario here for Blaby. However it is notable that the the scale of need shown over the plan period to 2042 for Blaby arising from this scenario (614 dpa) falls below the apportionment arising based on the functional relationship analysis. This is considered further in drawing conclusions in the next section.
- 8.16 The figure for Charnwood drops in this scenario as the expected growth in warehousing and logistics is lower than assumed in the HENA Growth Scenario.

Figure 8.1: Comparison of economic-led housing need (with strategic B8 apportionment) and standard method, over relevant plan periods



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- 8.17 In the other districts – Charnwood, Harborough and Hinckley & Bosworth - the analysis continues to suggest that the standard method will provide sufficient labour supply growth to support economic growth taking account of the strategic B8 apportionment conclusions.

9. BRINGING THE EVIDENCE TOGETHER

- 9.1 The HMA authorities are keen to see an approach to apportioning unmet needs which can be readily updated to take account of changes in the base housing needs position or the unmet needs arising from Leicester. The approach must also be designed to take account of the different plan periods to which different local authorities are working. These considerations have been taken into account in bringing together the different components of analysis. This is set out in Table 9.4 herein.
- 9.2 The starting point is the standard method figures for each authority (Row 1) and the quantum of Leicester’s unmet need to 2036 (Row 2) and post 2036 (Row 3). The figures relating to the economic-led need for housing are fixed figures, based on the analysis of potential employment growth; whereas the apportionment of need based on functional relationships is based on percentage figures and can flex (for instance should the scale of unmet need change).
- 9.3 Comparing the initial apportionment based on the functional relationships analysis (Row 12) to the scale of housing need necessary to support alignment of homes and jobs (Rows 13 and 14) indicates that a higher apportionment of unmet need to North West Leicestershire would be justified to support an improved spatial alignment of homes and jobs (Row 15). It points to a proposed requirement for North West Leicestershire of 690 dpa with a contribution of +73 dpa to Leicester’s unmet need.
- 9.4 Taking account of this, the residual unmet need (as shown in Rows 17 and 20) is then apportioned to the other Leicestershire authorities, besides Oadby & Wigston (as shown in Rows 18-20 and 21-22).¹⁷ Bringing this together with the proposed provision in NW Leicestershire, the proposed annual housing requirement figures to 2036 and post 2036 in different local authorities are set out in Rows 23 and 24.

Unmet Need to 2036

- 9.5 To apportion the unmet need to 2036 of 2,455 dwellings, we thus undertake an initial apportionment based on aligning homes and jobs. This results in an increased need in NW Leicestershire (+73 dpa additional homes over the standard method) in particular as strong jobs growth is envisaged in this

¹⁷ This uses the same process as described in Footnote 9 herein

District, but it has a relatively weaker functional relationship than the position with some other Districts. The residual unmet need (132 dpa) is then apportioned to the other authorities (besides O&W) based on their functional relationship to Leicester (Rows 21 and 22). The relative shares to each authority change from those shown in Table 7.6 as North West Leicestershire is excluded at this stage (see Table 9.4). This results in the following unmet need contributions from Leicestershire authorities between 2024-36 (as shown in Row 23 in Table 9.4).

Table 9.1 Apportionment of Unmet Need to 2036 – dpa

	Apportionment of Unmet Need to 2036 (dpa)
Blaby	45
Charnwood	45
Harborough	20
Hinckley & Bosworth	16
Melton	6
NW Leicestershire	73
Oadby & Wigston	0
Total	205

Unmet Need beyond 2036

9.6 For needs beyond 2036, the analysis is repeated with a first stage apportionment to North West Leicestershire (+73 dpa), on the same basis as described above, with the residual need then distributed to other districts (besides O&W) based on their functional relationship with the City. Over this period beyond 2036, the need has been calculated as it relates to different plan periods (as shown in Row 10 in Table 9.4 herein).

Table 9.2 Apportionment of Unmet Needs post 2036 – dpa

	Apportionment post 2036
Blaby	256
Charnwood	257
Harborough	112
Hinckley & Bosworth	91
Melton	34
North West Leicestershire	73
Oadby & Wigston	0
Total	823

Housing Requirement over relevant Plan Period

- 9.7 The housing requirement over the relevant plan period is influenced by the plan period end point. The apportionment of unmet need to 2036 is applied over a 12 year period (2024-36) with the housing need post 2036 then applied to different number of years, depending on the plan period end point.¹⁸
- 9.8 The final apportionments based on the current evidence are shown overleaf in Table 9.4.

Table 9.3 Final Apportionment of Housing Need over relevant plan periods

	Plan period end point	Requirement over plan period: total dwellings	Requirement (dpa) over plan period
Blaby	2042	11,776	654
Charnwood	2046	24,935	1,133
Harborough	2046	17,528	797
H&B	2045	14,933	711
Leicester	2046	24,251	1,102
Melton	2046	8,529	388
NW Leicestershire	2042	12,420	690
Oadby & Wigston	2042	7,002	389

¹⁸ Blaby and NW Leicestershire 6 years to 2042; and Hinckley & Bosworth 9 years to 2045. Figures for other authorities are calculated to 2046

Table 9.4 Final Apportionment of Unmet Need over Relevant Plan Periods

Row			Blaby	Charnwood	Harborough	H&B	Leicester	Melton	NWL	O&W	Total
A. Review of Need and Unmet Need											
1	Standard method (dpa)		539	992	735	663	1588	369	617	389	5892
		Total									
		dpa									
2	Leicester Unmet need to 2036	2455									
3	Unmet need 2036-46	8230	823								
4	Capacity to contribute to unmet need		Y	Y	Y	Y	N	Y	Y	N	
B. Initial Apportionment based on functional relationship											
5	Functional relationship to Leicester		31.5%	31.7%	13.8%	11.2%		4.2%	7.5%		
6	Contribution to unmet need 2024-36	2455	775	778	340	275	0	103	185	0	2455
7	dpa contribution to 2036		65	65	28	23	0	9	15	0	205
8	Contribution to unmet need 2036-46	8230	2597	2607	1138	923	0	344	621	0	8230
9	dpa contribution 2036-46		260	261	114	92	0	34	62	0	823
10	Plan period		2042	2046	2046	2045	2046	2046	2042	2042	
11	Implied requirement over relevant plan period		12,034	25,209	17,648	15,029	24,251	8,565	11,664	7,002	
12	Implied requirement based on functional relationship (dpa)		669	1146	802	716	1102	389	648	389	
C. Economic-led Need over relevant plan period											
13	HENA Growth Scenario need (dpa)		515	578	493	326	1,365	244	544	197	4,263
14	HENA Growth Scenario + B8 adjustment need (dpa)		614	566	565	431			690		
15	Economic-led Need exceeds initial apportionment on functional relationship		N	N	N	N	N	N	Y	N	N
16	Economic uplift on Standard Method figure taken forwards								73		
D. Apportionment of residual unmet need based on functional relationship											
17	Residual unmet need to 2036 (dpa)	132									
18	Reapportionment based on functional distribution - %		34.1%	34.3%	15.0%	12.1%	0.0%	4.5%	0.0%	0.0%	92.5%
19	Reapportionment based on functional distribution - dpa		45	45	20	16	0	6	0	0	
20	Residual unmet need post 2036 (dpa)	750									
21	Reapportionment based on functional distribution - %		34.1%	34.3%	15.0%	12.1%	0.0%	4.5%	0.0%	0.0%	
22	Reapportionment based on functional distribution - dpa		256	257	112	91	0	34	0	0	
E. Final Apportionment											
23	Requirement to 2036 (dpa)		584	1,037	755	679	1,383	375	690	389	5,892
24	Requirement post 2036 (dpa)		795	1,249	847	754	765	403	690	389	
25	Plan period end point		2042	2046	2046	2045	2046	2046	2042	2042	
26	Requirement over plan period: total dwellings		11776	24935	17528	14933	24251	8529	12420	7002	
27	Requirement (dpa) over plan period		654	1,133	797	711	1,102	388	690	389	

100

Managing Future Changes

- 9.9 There is the potential for future changes in a) the standard method housing need figure for individual authorities; and b) the scale of unmet need, due to either changes in Leicester's housing need figure and/or further detailed evidence on land supply in Leicester.
- 9.10 The approach set out has been designed to be able to accommodate this. The alignment of homes and jobs results in fixed figures; allowing the iteration of the apportionment using functional relationships to flex based on changes in the scale of unmet need. The approach to managing changes is thus:
- For individual LPAs to take account of changes in the standard method figure for their area (up to the point of submission of the local plan);
 - Where changes in the unmet need from Leicester City arise, consideration is given to how this is dealt with in the following order:
 - a). Joint working to review the capacity position and agree an updated working figure for unmet needs to 2046;
 - b). Apportioning the unmet need based on functional relationships initially using the average percentage figure in Table 9.4.
 - c). Discussion of whether there are capacity constraints which would preclude an authority from making a contribution or increasing its contribution. The emphasises would be on the authorities concerned to justify this to other LPAs.
 - d). Comparison of this with evidence of housing needed to support employment growth based on the evidence herein (and any more recent testing of jobs/homes alignment within other LPAs' evidence where appropriate). The economic-led need figure is taken forwards where this exceeds the figure based on functional relationships;
 - e). Recalculate the distribution – as done in this Paper – through adjusting the functional relationship percentages to distribute the remaining need between the other authorities which are able to contribute.
- 9.11 The potential for Leicester's unmet need to change prior to the adoption of emerging local plans is a relevant consideration which individual local authorities may wish to consider, alongside land supply and infrastructure capacity evidence, in making judgments on the appropriate supply-side buffer to include within their local plans.

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Appendix C

FAQs - Updated Housing Distribution Paper and associated Statement of Common Ground

1. What is local housing need?

Local housing need refers to the number of homes a local authority requires to meet future demand. Housing need figures are based on a standard methodology set by Government (referred to as the Standard Method). Where a local authority does not have sufficient land available to accommodate its housing need in full, it is considered to have an 'unmet need'.

2. What is the background to this Updated Housing Distribution Paper?

When unmet housing need is declared by a local authority, the Government expects other authorities within the wider Housing Market Area to work together to plan for and deliver the homes needed.

In June 2021 each authority in Leicester and Leicestershire agreed (through a Statement of Common Ground) to a programme of evidence work for apportioning Leicester's unmet need to the surrounding authorities. The relevant evidence work, published in June 2022, included a Housing and Employment Needs Assessment (2022 HENA) which included a Housing Distribution Paper that apportioned the unmet need to 2036. The updated Housing Distribution Paper relates to the 2022 HENA.

3. Why has the Housing Distribution Paper required an update?

In December 2024 the new Standard Method was published alongside a new National Planning Policy Framework (NPPF, 12 December 2024). This changed the overall scale of housing to be provided in the Leicester & Leicestershire Housing Market Area (L&L HMA) by a relatively small amount, however, the distribution across the L&L HMA significantly changed due to the deletion of the 35% urban uplift previously applied to Leicester City. The effect of this was to significantly reduce local housing need in Leicester City, whilst the local housing need in most other Districts and Boroughs significantly increased.

4. Will the updated Housing Distribution Paper be formally agreed by Leicester and Leicestershire Authorities?

The L&L authorities have prepared a Statement of Common Ground to be the mechanism by which the apportionment set out within the updated Housing Distribution Paper would be formally agreed, subject to each individual authority's governance process, to support plan making across Leicester and Leicestershire.

5. What is a Statement of Common Ground?

Local planning authorities are required to engage constructively with other authorities when planning for strategic cross-boundary matters. In this context, Statements of Common Ground (SoCG) are produced during the local plan process to demonstrate to a local plan inspector that effective co-operation with other authorities has been undertaken. In this respect, they provide a written record of progress made on strategic cross-boundary matters and indicate where agreements have (or have not) been reached. The 2022 HENA and accompanying evidence was completed and informed the June 2022 Housing and Employment Need SoCG.

6. Are all Leicester and Leicestershire authorities immediately affected by the updated Housing Distribution Paper and associated Statement of Common Ground?

No. Only those authorities producing local plans for examination under the NPPF December 2024 using the current planning system as governed by the Town and Country Planning Act 1990 (as amended) will be basing their housing requirement on the updated Housing Distribution Paper; these authorities are Blaby District Council, Hinckley & Bosworth Borough Council, North West Leicestershire District Council and Oadby & Wigston Borough Council. The other Leicestershire authorities, whose emerging plans are based on the previous Standard Method, will continue to use the Statement of Common Ground relating to Housing and Employment Needs (June 2022).

7. What housing apportionment is set out in the updated Housing Distribution Paper?

The table below sets out the annualised apportionment of unmet need from 2024 over relevant plan periods. It should be noted that 2046 is used as the default plan end date in the updated Housing Distribution Paper for those authorities not submitting a local plan under the current planning system using the new Standard Method.

	Revised Standard Method dpa (December 2024)	Proposed Housing Requirement dpa	Contribution to Unmet Need dpa	% Contribution	Plan End Date
Blaby	539	654	115	25.1	2042
Charnwood	992	1,133	141	30.8	2046
Harborough	735	797	62	13.5	2046
Hinckley & Bosworth	663	711	48	10.5	2045
Melton	369	388	19	4.2	2046
NW Leicestershire	617	690	73	15.9	2042
Oadby & Wigston	389	389	0	0	2042
Leicestershire Total	4,304	4,762	458	100	

8. Which Authorities will be party to the accompanying Statement of Common Ground?

The accompanying SoCG has been prepared jointly by Leicester City Council and all Leicestershire authorities - Blaby District Council; Charnwood Borough Council; Harborough District Council; Hinckley & Bosworth Borough Council; Melton Borough Council; North West Leicestershire District Council; Oadby & Wigston Borough Council; and Leicestershire County Council. The SoCG will be considered by each individual authority through their governance processes.

9. What is the status of a Statement of Common Ground? Once agreed, does it become legally binding?

A SoCG is not legally binding on any of the authorities. However, it sets out a clear and positive direction on housing (or employment) needs to inform ongoing strategies and local plan making.

10. Why does Leicester City have an unmet housing need?

Leicester City's urban area extends beyond the boundaries of the City Council's administrative area. As is common for local authorities where this is the case, there is insufficient land available within the administrative area of Leicester City to accommodate its housing need in full. As such, Leicester City has an unmet housing need and is required to work with the other authorities in Leicestershire to address the unmet need and agree an alternative distribution of housing provision.

11. How has the proposed apportionment of the housing figures across the Leicestershire authorities been reached?

The methodology used for apportioning the housing need is based on that set out in the 2022 HENA and adjusted to account for the revised Standard Method's approach. The apportionment methodology is set out in the updated Housing Distribution Paper; it has regard to a range of factors, including the functional relationship of each authority area with Leicester City, the balance of jobs and homes in each authority area and deliverability of the distribution of development.

12. Why does each authority need a Statement of Common Ground on unmet need?

In order to get a local plan in place, each individual planning authority must be able to demonstrate effective joint working and that they have complied with the policy guidance set out in the National Planning Policy Framework (NPPF). In this respect, the SoCG will be a critical part of each individual authority's local plan evidence to demonstrate compliance with the aforementioned policy requirements.

13. Will there be an opportunity to comment on the level and apportionment of the housing numbers proposed?

Yes. As noted above, the housing figures set out in the updated Housing Distribution Paper and SoCG will be subject to testing through each authority's local plan process. These local plan preparation processes will include stages of public consultation that will enable all interested parties to provide comments to any planning authority that is preparing a local plan.

14. What if an authority's local plan process identifies that it is unable to provide for the housing land needs apportioned in the Statement of Common Ground?

If an authority's local plan evidence demonstrates that they are unable to accommodate their own needs and their apportionment of unmet need from Leicester in full, the SoCG will be reviewed collectively by the L&L partner authorities and updated as necessary.

15. What happens next?

The Statement of Common Ground relating to housing distribution following the NPPF and new Standard Method published December 2024 will be considered by each individual authority through their governance processes. The figures will then be tested through individual authority Local Plan processes where the new figure is applicable. If an authority's Local Plan evidence demonstrates they are not able to accommodate their own needs and their apportionment of unmet need from Leicester in full, the SoCG will be jointly reviewed and updated as necessary.

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**NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL
LOCAL PLAN COMMITTEE – WEDNESDAY 18 MARCH 2026**

Title of Report	NEW LOCAL PLAN – PROGRESS UPDATE	
Presented by	Tom James Interim Planning Policy Team Manager	
Background Papers	Report to Local Plan Committee 18 October 2023 Local Plan Proposed Policies for Consultation (Regulation 18) (January 2024) Draft Sustainability Appraisal of Policies (May 2025) National Planning Policy Framework Item 9 Report to Cabinet 16 December 2025	Public Report: Yes
Financial Implications	The cost of the studies is met from existing budgets	
	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 provide an update for Members on key evidence base studies and expected timescales for undertaking a Regulation 19 consultation and submission of the new Local Plan.	
Recommendations	<p>THAT THE LOCAL PLAN COMMITTEE NOTES:</p> <p>(I) THE PROGRESS WITH RESPECT TO KEY EVIDENCE BASE STUDIES; AND</p> <p>(II) THE ANTICIPATED TIMESCALES FOR REGULATION 19 CONSULTATION AND SUBMISSION OF THE NEW LOCAL PLAN.</p>	

1.0 BACKGROUND

1.1 This report provides an update on the progress of key pieces of evidence which underpins the new Local Plan and provides expected timescales for future plan-making stages, notably the Regulation 19 consultation and subsequent submission.

2.0 EVIDENCE BASE UPDATE

2.1 Work on various key pieces of evidence to inform the new Local Plan continues to progress. Some of these studies are dependent on other studies to be completed, for example the Viability Study needs to understand the recommended housing mix arising from the Housing and Employment Needs Assessment to be able to appraise its implications.

2.2 This section provides an update on the evidence base studies, as set out in Table 1 below:

Table 1: Evidence Base Update

Study	Update	Expected Completion
Sustainability Appraisal	The study continues to progress, with a number of policy areas already subject to Sustainability Appraisal and with further work ongoing to produce a 'whole plan' SA to support the Reg 19 version of the Plan.	Mid-April 2026
Transport Modelling	The transport modelling, undertaken by Leicestershire County Council is nearly complete with a draft report being reviewed by officers.	Early March 2026
Infrastructure Delivery Plan	This study is continuing to progress, and due to the completion of the transport modelling and the open space/sports studies, it can now be completed.	Mid-March 2026
Habitats Regulations Assessment	This study has recently commenced.	April 2026
Whole Plan Viability Assessment	This study is continuing to progress and can continue to progress given clarity on Infrastructure through the Infrastructure Delivery Plan and	April/May 2026

	Housing Mix and Type.	
Leicester & Leicestershire Housing Distribution Update Paper	Final report has been received and has underpinned the Statement of Common Ground on housing distribution presented elsewhere on this agenda.	Complete
Leicester & Leicestershire Updated Housing Mix Evidence	A draft report has been received and is being reviewed by officers on the steering group.	March 2026
Leicester & Leicestershire Strategic Distribution Needs and Apportionment Study	Report has been completed and has informed the Committee's decisions on strategic warehousing site allocations and the draft Statement of Common Ground presented elsewhere on this agenda.	Complete
Equality Impact Assessment	This study will be published to coincide with the Regulation 19 consultation.	April/May 2026
Open Space Study, Playing Pitch and Outdoor Sports Strategy and Built Facilities Assessment	An update on this report was provided to the 28 January 2026 Local Plan Committee, it is currently in draft form and subject to further engagement with officers and relevant stakeholders.	April 2026
Area of Separation Study	Further outcomes reported to 28 January 2026 Local Plan Committee.	Complete
Noise Assessment	Study assesses the implications of housing allocations close to East Midlands Airport and Donington Park Circuit. A draft has been received.	March 2026
Strategic Flood Risk Assessment	Final report received.	Complete
Gypsy, Travellers and Travelling Showpeople	Partial update to be commissioned to ensure evidence aligns with plan-period to 2042.	April 2026

3.0 EXPECTED LOCAL PLAN TIMESCALES

3.1 Regarding the Local Plan, significant progress has been made on a number of policy areas which have been reported through the Local Plan Committee process. The following policy topic areas have previously been reported to Local Plan Committee:

- Strategic Policies relating to overall strategy, Settlement Hierarchy, Local Housing Needs Villages and the Countryside
- Development Management policies relating to a range of matters including Amenity, Renewables, Health and Wellbeing and Flood Risk
- Housing Allocations
- Some general housing policies
- General employment need allocations
- General employment policies
- Town Centre policies
- Infrastructure policies
- Nature Conservation policies
- Historic Environment policies

3.2 It is expected that the following policy areas will be reported to the Local Plan Committee in April 2026:

- Strategic B8 Warehousing allocation policies
- Policy H4 - Housing Types and Mix and Affordable Housing
- Lorry Parking
- New policy on Stewardship to set out an overall approach to how assets arising from new development are managed
- Policy AP1 – Design of New Development
- Allocation policy for Isley Woodhouse New Settlement
- Policy H9 – Provision for Gypsies and Travellers and Travelling Showpeople

3.3 A comprehensive list of all the policies and their level of progress is provided in Appendix A.

3.4 Moving forward, Table 2 below sets out the overall expected timescales for progressing the full draft Regulation 19 Local Plan and the submission to the Secretary of State. Please note that a formal update to the Local Development Scheme will be reported to members in due course as an updated Local Development Scheme is a regulatory requirement at the point of submission. If any of the above policies cannot be reported to April Committee, for example because they are reliant on the evidence base being completed, these will be reported as part of the full draft Local Plan at the May Committee.

3.5 These key milestones demonstrate that the Council is still on track for the submission of the Local Plan before the cut-off-date of 31 December 2026, which is the date imposed for Local Plans to be submitted under the current plan-making system.

Table 2: Expected Key Milestones

Date/Month	Stage
22 April 2026 – Local Plan Committee	Report on outstanding policy areas
April 2026 (Date TBC)	Member briefing on Local Plan
20 May 2026 – Local Plan Committee June/July 2026 – Cabinet and Council	Seek approval to consult on the Regulation 19 Local Plan and to submit the plan following consultation
July – September 2026	Regulation 19 Consultation (minimum of 6 weeks but intend to extend to account for summer/school holidays)
October 2026	Process representations received and collate all the documentation for submission
November/December 2026	Formal Submission of the Local Plan

4.0 NEXT STEPS

- 4.1 The evidence base documents will be finalised and matters of significance will be highlighted in the May Local Plan Committee report.
- 4.2 The policy areas outlined above will be reported to the April Local Plan Committee and the full draft Plan (Regulation 19) will be presented to an all-Member briefing and then to May Local Plan Committee.

Policies and other considerations, as appropriate	
Council Priorities:	<ul style="list-style-type: none"> - Planning and regeneration - Communities and housing
Policy Considerations:	The Local Plan is required to be consistent with the National Planning Policy Framework and other government guidance and requirements.
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:	No issues identified at this stage
Environment, Climate Change and zero carbon:	<p>The decision, of itself, will have no specific impact.</p> <p>The new Local Plan as a whole will aim to deliver positive environmental and climate change impacts and these will be recorded through the Sustainability Appraisal.</p>
Consultation/Community/Tenant Engagement:	Consultation on the Draft Plan will be undertaken at Regulation 19 stage.
Risks:	A risk assessment for the Local Plan Review has been prepared and is kept up to date. As far as possible control measures have been put in place to minimise risks, including regular Project Board meetings where risk is reviewed.
Officer Contact	Tom James Interim Planning Policy Team Manager tom.james@nwleicestershire.gov.uk

Appendix A – North West Leicestershire Local Plan Policy Progress

Policy Title	Policy Type	Status
Local Plan Objectives		Agreed for Reg 19
Policy S1 – Future Housing and Economic Development Needs	Strategic policy	Agreed for Reg 19
Policy S2 – Settlement Hierarchy	Strategic policy	Agreed for Reg 19
Policy S3 – Local Housing Needs Villages	Strategic policy	Agreed for Reg 19
Policy S4 - Countryside	Strategic policy	Agreed for Reg 19
Policy S5 – Residential Development in the Countryside	Strategic policy	Agreed for Reg 19
Policy AP1 – Design of New Development	Development Management (DM) Policy	22 April Committee
Policy AP2 - Amenity	Development Management (DM) Policy	Agreed for Reg 19
Policy AP3 – Renewable Energy	Development Management (DM) Policy	Agreed for Reg 19
Policy AP4 – Reducing Carbon Emissions	Development Management (DM) Policy	Agreed for Reg 19
Policy AP5 – Health and Wellbeing	Development Management (DM) Policy	Agreed for Reg 19
Policy AP6 – Health Impact Assessments	Development Management (DM) Policy	Agreed for Reg 19
Policy AP7 – Flood Risk	Development Management (DM) Policy	Agreed for Reg 19
Policy AP8 – Sustainable Urban Drainage Systems	Development Management (DM) Policy	Agreed for Reg 19
Policy AP9 – Water Efficiency	Development Management (DM) Policy	Agreed for Reg 19
Policy H1 – Housing Strategy	Housing policy	With Full Plan in May
Policy H2 – Housing Commitments	Housing policy	Agreed for Reg 19
Policy H3 – Housing Provision – New Allocations	Housing policy (see list below)	Agreed for Reg 19
IW1 - Isley Woodhouse	Site allocation policy	22 April Committee
Coalville Urban Area Strategic Development Area (C19a, C19b, C46)	Housing allocation	Agreed for Reg 19
C18 - Land off Thornborough Road, Coalville	Housing allocation	Agreed for Reg 19 - minor updates required
C47, C77, C78, C86 + C81 - West of Whitwick site	Housing allocation	Agreed for Reg 19 - minor updates required
C48 - South of Church Lane, New Swannington	Housing allocation	Agreed for Reg 19 - minor updates required
C74 - Land at Lily Bank	Housing allocation	Agreed for Reg 19 - minor updates required
C90 - Land south of The Green/Richmond Road, Donington le Heath	Housing allocation	Agreed for Reg 19 - minor updates required
C92 - Former Hermitage Leisure Centre, Coalville	Housing allocation	Agreed for Reg 19 - minor updates required
R17 - Land East of Wash Lane, Ravenstone	Housing allocation	Agreed for Reg 19 - minor updates required
A5 - Money Hill, Ashby	Housing allocation	Agreed for Reg 19 - minor updates required
A27 - Burton Road, Ashby	Housing allocation	Agreed for Reg 19 - minor updates required
A31 - Land adjacent to 194 Burton Road, Ashby	Housing allocation	Agreed for Reg 19 - minor updates required
CD9 - Land south of Park Lane	Housing allocation	Agreed for Reg 19 - minor updates required
CD10 - Land west of Castle Donington	Housing allocation	Agreed for Reg 19 - minor updates required
Ib18 - Melbourne Road/Leicester Road, Ibstock	Housing allocation	Agreed for Reg 19 - minor updates required

Ib20 - Rear of 111a High Street, Ibstock	Housing allocation	Agreed for Reg 19 - minor updates required
K12 - Land at Molehill Farm, Kegworth	Housing allocation	Agreed for Reg 19 - minor updates required
M11- Leicester Road/Ashby Road, Measham	Housing allocation	Agreed for Reg 19 - minor updates required
M14 - Abney Drive, Measham	Housing allocation	Agreed for Reg 19 - minor updates required
Ap1 - West of Measham Road, Appleby Magna	Housing allocation	Agreed for Reg 19 - minor updates required
D8 - Land off Ramscliff Avenue, Donisthorpe	Housing allocation	Agreed for Reg 19 - minor updates required
E7 - Land at Leicester Road, Ellistown	Housing allocation	Agreed for Reg 19 - minor updates required
H3 - Adj, Sparkenhoe Estate, Heather	Housing allocation	Agreed for Reg 19 - minor updates required
Mo8 - Sweethill Lodge Farm, Moira	Housing allocation	Agreed for Reg 19 - minor updates required
Oa5 - School Lane, Oakthorpe	Housing allocation	Agreed for Reg 19 - minor updates required
P4 - Rear of Heather Lane, Packington	Housing allocation	Agreed for Reg 19 - minor updates required
P7 - Land west of Redburrow Lane, Packington	Housing allocation	Agreed for Reg 19 - minor updates required
R9 - Land at Church Lane, Ravenstone	Housing allocation	Agreed for Reg 19 - minor updates required
R12 - Land at Heather Lane, Ravenstone	Housing allocation	Agreed for Reg 19 - minor updates required
Policy H4 – Housing Types and Mix	Housing DM policy	22 April Committee
Policy H5 – Affordable Housing	Housing DM policy	22 April Committee or with Full Plan in May
Policy H6 – Rural Exceptions Sites	Housing DM policy	Agreed for Reg 19
Policy H7 – Self-build and Custom Housebuilding	Housing DM policy	Agreed for Reg 19
Policy H8 – Houses in Multiple Occupation in Kegworth	Housing DM policy	Agreed for Reg 19
Policy H9 – Provision for Gypsies & Travellers and Travelling Showpeople	Housing DM policy	22 April Committee
Policy H10 - Space Standards	Housing DM policy	Agreed for Reg 19
Policy H11 – Accessible, Adaptable and Wheelchair User Homes	Housing DM policy	Agreed for Reg 19
Policy Ec1 – Economic Strategy	Housing DM policy	With Full Plan in May
Policy Ec2 – Employment Commitments	Housing DM policy	Agreed for Reg 19
Policy Ec3 – New Employment Allocations	Employment Policy – See list below	Some Agreed for Reg 19
EMP98 - Land between Ellistown Terrace Road and Wood Road, Ellistown	Employment allocation for strategic warehousing and general needs employment	22 April Committee
EMP63 (part) - Carnival Way (Option 1), Castle Donington	General needs employment allocation	22 April Committee
EMP66 - Measham Mine Site, Measham	General needs employment allocation	Agreed for Reg 19 - minor updates required
EMP89 - Land to the west of Hilltop Farm, Castle Donington	General needs employment allocation	Agreed for Reg 19 - minor updates required
EMP73 (part) -Land north of Derby Road, Kegworth	General needs employment allocation	Agreed for Reg 19 - minor updates required

EMP60 - Land at Burton Road, Oakthorpe	General needs employment allocation	Agreed for Reg 19 - minor updates required
EMP34 - West of Regs Way Coalville	General needs employment allocation	22 April committee
EMP90 - Land South of EMA	Employment allocation for strategic warehousing and general needs employment	22 April committee
EMP73 (part) - Land north of A453, Kegworth	Strategic warehousing allocation	22 April committee
EMP80 - Land off Corkscrew Lane, Ashby	Strategic warehousing allocation	22 April committee
EMP83/84/94 - Land adj. (NE) of J11 A42 Tamworth Road	Strategic warehousing allocation	22 April committee
EMP82 - Land east of A444 and west of A42 Stretton en le Field	Strategic warehousing allocation	22 April committee
EMP97 - Land south of Kegworth by-pass (A6)	Strategic warehousing allocation	22 April committee
Policy Ec4 – Employment Uses on Unidentified Sites	Economy Policy	Agreed for Reg 19
Policy Ec5 – Existing Employment Areas	Economy Policy	Agreed for Reg 19
Policy Ec6 – Start-up Workspace	Economy Policy	Agreed for Reg 19
Policy Ec7 - Local Employment Opportunities	Economy Policy	Agreed for Reg 19
Policy Ec8 - East Midlands Airport	Economy Policy	Agreed for Reg 19
Policy Ec9 - East Midlands Airport: Safeguarding	Economy Policy	Agreed for Reg 19
Policy Ec10 - East Midlands Airport: Public Safety Zones	Economy Policy	Agreed for Reg 19
Policy Ec11 – Donington Park Circuit	Economy Policy	Agreed for Reg 19
Policy Ec12 – Tourism and Visitor Accommodation	Economy Policy	Agreed for Reg 19
Policy TC1 - Town and Local Centres: Hierarchy and Management of Development	Town centre DM policy	Agreed for Reg 19
Policy TC2 - Hot Food Takeaway Uses	Town centre DM policy	Agreed for Reg 19
Policy IF1 – Development and Infrastructure	Infrastructure Policy	Agreed for Reg 19
Policy IF2 – Community Facilities	Infrastructure DM Policy	Agreed for Reg 19
Policy IF3 - Green and Blue infrastructure	Infrastructure DM Policy	Agreed for Reg 19
Policy IF4 – Open Space, Sport and Recreation Facilities	Infrastructure DM Policy	Agreed for Reg 19
Policy IF5 – Transport Infrastructure and New Development	Infrastructure DM Policy	Agreed for Reg 19
Policy IF6 – Leicester to Burton Rail Line	Infrastructure DM Policy	Agreed for Reg 19
Policy IF7 – Ashby Canal	Infrastructure DM Policy	Agreed for Reg 19
Policy IF8 – Parking and New Development	Infrastructure DM Policy (Lorry Parking element to be revised)	Agreed for Reg 19
New policy on Stewardship	DM policy to deal with on-going management of new assets arising from Development	22 April Committee
Policy En1 – Nature Conservation/Biodiversity Net Gain	Natural Environment DM Policy	Agreed for Reg 19
Policy En2 – River Mease Special Area of Conservation	Natural Environment DM Policy	Agreed for Reg 19
Policy En3 – The National Forest	Natural Environment DM Policy	Agreed for Reg 19
Policy En4 – Charnwood Forest Regional Park	Natural Environment DM Policy	Agreed for Reg 19
Policy En5 – Area of Separation	Natural Environment DM Policy	Agreed for Reg 19
Policy En6 – Land and Air Quality	Natural Environment DM Policy	Agreed for Reg 19
Policy En7 – Conservation and Enhancement of the Historic Environment	Historic Environment DM policy	Agreed for Reg 19

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