

LOCAL PLAN COMMITTEE – 19 NOVEMBER 2025

Title of Report	DRAFT HINCKLEY AND BOSWORTH LOCAL PLAN 2024-2045 (REGULATION 18) - CONSULTATION	
Presented by	Ian Nelson Planning Policy and Land Charges Team Manager	
Background Papers	Hinckley & Bosworth Local Plan (2024-2045) – consultation document Autumn 2025 Local Plan Committee – 26 September 2024	Public Report: Yes
		Key Decision: No
Financial Implications	None identified.	
	Signed off by the Section 151 Officer: Yes	
Legal Implications	The District Council is a consultee. Any objections made by the Council will be considered as part of the subsequent Local Plan Examination.	
	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	The purpose of this report is to advise members on the content of the Draft Hinckley & Bosworth Local Plan (Regulation 18) and to determine the Council's response.	
Recommendations	THAT THIS COUNCIL: (I) THANKS HINCKLEY AND BOSWORTH BOROUGH COUNCIL FOR CONSULTING THIS COUNCIL ON THE REGULATION 18 LOCAL PLAN; (II) SUPPORTS THE PROPOSED HOUSING REQUIREMENT OF 743 DWELLINGS EACH YEAR; (III) OBJECTS TO THE PLAN'S PROPOSAL FOR A NEW SETTLEMENT AT NORTON JUXTA TWYCROSS IN VIEW OF THE LACK OF DEMONSTRABLE EVIDENCE IN RESPECT OF THE IMPACT UPON THIS DISTRICT, INCLUDING TRANSPORT, INFRASTRUCTURE AND LANDSCAPE	

1. BACKGROUND

- 1.1 Hinckley and Bosworth Borough Council (HBBC) is currently consulting on a Regulation 18 (draft) version of its new Local Plan.

- 1.2 HBBC previously undertook a Regulation 18 stage consultation (ie draft plan) in July 2021 and a Regulation 19 consultation (ie pre-submission plan) in February 2022. This Council's comments at each of these stages are summarised at Appendix A of this report.
- 1.3 A further Regulation 18 plan was consulted upon in September 2024 and was the subject of a report to this committee on 26 September 2024. The Council's response is also set out at Appendix A of this report.
- 1.4 The draft plan is subject to consultation between 17 October and 28 November 2025.
- 1.5 This report considers those matters which are of direct relevance to this Council, including any implications for this Council's emerging Local Plan.

2 CURRENT CONSULTATION

- 2.1 HBBC has decided to undertake further Regulation 18 consultation rather than proceeding to a preferred plan (Regulation 19) as a direct response to the following:
- Changes to the national planning system brought about by a new National Planning Policy Framework (NPPF) published in December 2024;
 - To address an increase in the borough wide housing target as a consequence to changes in the Standard Housing Method calculation published in December 2024; and
 - Proposes potential employment land for allocation to meet identified need once quantified.
- 2.2 The consultation plan contains proposals for:
- Extending the plan period from 2042 to 2045;
 - An additional 3,700 dwellings on 12 additional housing sites, including a new settlement at Norton Juxta Twycross;
 - Potential employment sites; and
 - Addresses policy gaps on matters such as climate change, hot food takeaways, safeguarding land for future development and open space, sport and recreation.
- 2.3 The consultation document is not a complete draft plan, but rather it only includes additional matters not previously consulted upon, including additional housing and employment sites. The document notes that those matters previously consulted upon will be carried forward for consideration in the Regulation 19 version of the plan.
- 2.4 There are no specific consultation questions, rather respondents are invited to provide feedback to relevant policies/sections of the consultation document. Suggested responses are outlined in the following section to this report.

3 Plan Period

- 3.1 The September 2024 version of the Local Plan was proposed to cover the period up to 2041. In view of the need to ensure that new Local Plan has a time horizon of at least 15 years from adoption as required by the NPPF (paragraph 22), it will need to be adopted by April 2030.

Comment

- 3.2 Whilst extending the plan period to 2045 will mean that there is inconsistency with this Council's Local Plan which goes to 2042, in itself this is not a reason to object.

4 The Spatial Strategy (Chapter 7)

Policy NEW02: Provision of Overall Development.

- 4.1 This policy proposes to make provision for 15,603 dwellings over the plan period, which equates to 743 dwellings each year. In addition, it is proposed to make provision for “*in excess of 110 hectares of employment land*”.
- 4.2 In setting the housing requirement, the plan notes that the Local Housing Need arising from the use of the government’s Standard Method is 663 dwellings per annum. No further increase is required due to either economic circumstances or to take account of the need for affordable housing. However, the plan notes that as a result of ongoing joint working with other Leicester and Leicestershire authorities on a Housing and Economic Needs Assessment (HENA) that the housing requirement for the Borough would increase to 708 dwellings each year. The plan proposes this as the housing requirement. In addition, it is proposed to add in a buffer of 5% to increase the overall requirement to 743 dwellings each year.
- 4.3 In respect of general employment land requirements (i.e. excluding large-scale distribution uses), a previous local study went up to 2041. On the basis of this no further land needed to be identified. However, as the plan now goes to 2045 further work is underway to review the previous findings. In terms of large-scale distribution uses the plan notes that joint working on a Leicester & Leicestershire: Strategic Distribution Floorspace Needs Update and Apportionment Study is underway. Whilst not completed in time for the publication of the draft plan, the consultation sets out a number of potential sites in order to seek views on their suitability.

Comment

- 4.4 The proposed housing requirement of 743 dwellings each year is greater than the emerging joint working with all Leicester and Leicestershire authorities and is to be welcomed. The Borough Council might like to consider whether a buffer greater than 5% should be included, but this is essentially a local matter.
- 4.5 Until such time as the evidence regarding general employment land is available no comments are offered. The potential sites for strategic distribution uses are considered at 4.21 and 4.22 of this report.

NEW03: Housing Development Sites

- 4.6 In view of the increased housing requirements and a longer plan period, the plan makes provision for a number of housing sites additional to those proposed in the earlier plan. Sites are categorized based on their size:
- Strategic Sites: sites of 500 new homes or more, including mixed-use new settlements;
 - Non-strategic major development sites: sites of between 101–499 homes; and
 - Small non-strategic development sites: sites of between 11-100 homes.
- 4.7 The following sites are proposed which may have implications for this Council, including the emerging Local Plan.
- Strategic sites: New Settlement: Land off Atherstone Road (A444) and Ashby Road (B4116) ‘Norton Heath’ (LPR231 -in part, HBBC only);
 - Small non-strategic major development sites: Land West of Station Road, Bagworth (LPR221): 46 homes and Land South of London Road and West of Ratby Lane (Parcel B), Markfield (LPR94 B): up to 95 homes

- 4.8 In terms of the proposed new settlement the plan notes that whilst the site lies predominantly within Hinckley and Bosworth borough it also includes land in North West Leicestershire. The proposed site is identified on the plan at Appendix B to this report.
- 4.9 The site is proposed to be allocated for a minimum of 7,500 homes (circa 2,250 to be delivered in the plan period) and 20ha of employment land (7 ha within the plan period), as well as facilities for primary and secondary education, sports, leisure and community facilities, district and local centres. The site will also include significant public open space together with a suitable buffer to adjoining land uses including Twycross Zoo.
- 4.10 No further information is provided in respect of any of the proposed housing sites in terms of any specific policy or infrastructure requirements that will apply to them. However, further information regarding the proposed new settlement is available via the promoters website that can be viewed at [About us - Norton Heath](#). The website notes that in total the proposal could accommodate 10,000 new homes, of which 2,000 would be in North West Leicestershire, of which 500 dwellings would be up to 2042 (the end date for this Council's emerging Local Plan).
- 4.11 In terms of the small non-strategic sites the site at Bagworth is proposed to be for 46 dwellings, whilst that at Markfield is proposed for up to 95 homes.

Comments

- 4.12 The potential for a new settlement at Norton Juxta Twycross was initially referred to in the HBBC Regulation 18 consultation in July 2021 (as noted at Appendix A of this report). It was not then included in the subsequent Regulation 19 consultation in 2022 nor the Regulation 18 consultation in September 2024. Therefore, this is the first time that HBBC has formally proposed to allocate land for the new settlement.
- 4.13 Before considering this Council's response, it should be noted that officers have been made aware of concerns about this proposal by Appleby Magna Parish Council and also a number of residents, although some of these may be residents of Hinckley and Bosworth Borough. Notwithstanding any concerns, this Council has to agree what its response is and this is done in the following paragraphs.
- 4.14 In its response to the July 2021 consultation this Council's specifically noted that:

"...it is essential that an assessment should be undertaken of the highways impacts on routes to the north in particular A444 Atherstone Road and B4116 towards Snarestone and Measham as well as the implications for the capacity of J11 A42 itself.

Also, an assessment should be undertaken of the potential impact upon the River Mease SAC as confirmed in the habitats survey.

If this is likely to be a favoured location, NWLDC would welcome detailed discussions to ensure any impacts on NWL including cumulative impacts in association with development which may occur on the NWL side of the boundary, are fully considered and addressed. This will be necessary for both authorities to be able to demonstrate effective working on cross-boundary matters as part of the Duty to Co-operate."

- 4.15 From a review of the HBBC website there is limited information available that would address these points. For example, there is no indication as to what the impact of development would be on the highway network, both local and strategic, other than an addendum to an Infrastructure Capacity Study. This includes a specific section regarding the new settlement and does note that "*The development of Norton Juxta Twycross would significantly affect the A42 and A444 corridors*". However, there is nothing included in the plan as published which would show how these issues will be addressed. There is also

nothing about how any impact upon the River Mease Special Area of Conservation will be addressed.

- 4.16 Development would also be contrary to a Landscape Character Assessment (2017) undertaken to support the HBBC plan. This sets out a Landscape Strategy to “*Retain this area of remoteness, rural character and dark night skies, ensuring that development respects the rural context*”. It is not clear as to how this has been taken into account in preparing the Regulation 18 plan.
- 4.17 Whilst it is understood that the Regulation 19 plan will set out detailed policies for the site, presumably including any infrastructure requirements, this is somewhat late in the plan making process. In the absence of such information this is a cause for concern as the scale of any development is such that it would potentially impact upon parts of North West Leicestershire, in respect of highways and other infrastructure, as well as landscape and other sensitive features, such as the River Mease Special Area of Conservation.
- 4.18 Representations were made to this Council’s emerging Local Plan from the promoters of the new settlement near to Norton Juxta Twycross. The representations were reported to the meeting of this Committee on [14 August 2024](#). The Council’s response were set out at [Appendix B](#) of the report.
- 4.19 From the point of view of this Council’s emerging Local Plan sufficient provision has been made to address the housing needs of North West Leicestershire. There is no need to allocate additional housing land for the 500 dwellings that lie within this district as suggested in the draft HBBC plan. Whilst it would be open to this Council to remove an allocation elsewhere in the district, it is very late in the process to be doing so and would be likely to result in delays. As members are aware, the government requires that plans have to be submitted for Examination by December 2026. A change to the plan at such a late stage would represent a risk in terms of being able to meet this deadline. Furthermore, as outlined above, there is currently a lack of sufficient evidence to demonstrate that the wider development would be likely to be acceptable and deliverable in respect of matters such as impact upon the highway network and infrastructure generally. Therefore, if the Council were minded to replace any existing allocations for that part of the proposed new settlement that lies within North West Leicestershire, this would represent a risk to the soundness of this Council’s plan on the basis of current evidence.
- 4.20 Having regard to the above, it is considered that this Council should object to the HBBC Regulation 18 plan as published in respect of the proposed new settlement at Norton Juxta Twycross.
- 4.21 In respect of the proposed sites at Bagworth and Markfield these are relatively small and any impact is likely to be very localised. However, together with other sites that are likely to be proposed in the plan any infrastructure capacity work undertaken by HBBC should a) take into account the emerging proposals in the emerging North West Leicestershire Local Plan to enable a proper, effective assessment of cumulative impacts; and b) assess and address any resulting impacts within North West Leicestershire.

NEW04: Employment development Sites

- 4.22 A number of sites are proposed for employment development. Of these the only one which potentially impacts this district is the provision of 7ha as part of the proposed new settlement. Unlike housing, all of this is proposed to be located within the HBBC area.

Comment

- 4.23 The comments made above in respect of housing equally apply to the employment element. In particular, there is a lack of understanding at this stage of how employment related traffic will impact upon the A444 and junction 11 of the A42. Without such an understanding there is potential for there to be a detrimental impact upon this Council’s

emerging Local Plan. As set out elsewhere on this agenda, junction 11 of the A42 is considered suitable for future employment development and which is subject to ongoing transport modelling work.

Policies and other considerations, as appropriate	
Council Priorities:	- Planning and Regeneration
Policy Considerations:	None
Safeguarding:	No issues identified
Equalities/Diversity:	No issues identified
Customer Impact:	No issues identified
Economic and Social Impact:	Proposals in the draft HBBC Local Plan have the potential to impact upon parts of this district as highlighted in the report
Environment and Climate Change:	Proposals in the draft HBBC Local Plan have the potential to impact upon parts of this district as highlighted in the report
Consultation/Community Engagement:	Portfolio Holder for Planning
Risks:	The District Council is a consultee on the HBBC Local Plan. It is important that the District Council engage in the process to ensure that any concerns are raised to protect the Council's interests.
Officer Contact	Ian Nelson Planning Policy and Land Charges Team Manager 01530 454677 ian.nelson@nwleicestershire.gov.uk

July 2021: Regulation 18 consultation

- ☐ Welcomes HBBC's intention to meet its Local Housing Need figure + 10%.
- ☐ Consideration should be given to any cross-boundary impacts, particularly on the highway network in North West Leicestershire and potentially on the River Mease catchment.
- ☐ Note the potential for a new settlement at Norton Juxta, Twycross. North West Leicestershire District Council would welcome detailed discussions to ensure any impacts on the district, including cumulative impacts, are fully considered and addressed.
- ☐ Welcomes the commitment in the plan to work with the other Leicester and Leicestershire authorities to address unmet employment land need emanating from Leicester City.
- ☐ Welcomes HBBC's intention to include a specific Local Plan policy dealing with strategic distribution.

February 2022: Regulation 19 consultation

- ☐ Policy HO07 – Gypsies and Travellers. Object to the absence of provision for Gypsies and Travellers and lack of evidence to support the assertion that HBBC cannot accommodate its needs within the borough.
- ☐ Object to the lack of provision for strategic warehousing.
- ☐ Object to the lack of clarity in the wording of the proposed trigger policy in respect of employment requirements.
- ☐ Consider that there is insufficient transport evidence to understand the impacts of the development proposals on North West Leicestershire.

Section 4 - 'SP02 Development Strategy': North West Leicestershire District Council (NWLDC) welcomes HBBC's intention to plan on the basis of the current SoCG housing requirement in full (659dpa).

It is also recognised that discussions are on-going with respect to the implications of the proposed revised standard method announced by the Government, that requirements are liable to change and that revisions to the SoCG are expected to be necessary. It is noted that HBBC's requirement using the revised (2024) standard method would be 689dpa before any redistribution from unmet need elsewhere is factored in.

NWL notes and welcomes the absence of a new settlement proposal in the vicinity of Twycross. If this position changes, NWL would welcome detailed discussions to ensure any impacts on the district, including cumulative impacts, are fully considered and addressed.

Also of note is that 170 dwellings are planned on land south of Markfield (site ref LPR94A) and 128 dwellings are planned to the west of Barlestone (ref AS455). Highways modelling and other infrastructure capacity work undertaken by HBBC should a) take into account the emerging proposals in the emerging North West Leicestershire Local Plan to enable a proper, effective assessment of cumulative impacts; and b) assess and address any resulting impacts within North West Leicestershire.

The current uncertainty with respect to strategic warehousing requirements is recognised and HBBC is requested to address this issue in full at the next stage. For clarity, it would also be helpful for strategic warehousing requirements and sites to be set out in a separate section of Policy SP02 (even if some sites could contribute towards both requirements).

The proposed employment sites include the following:
Wiggs Farm, Wood Lane/Station Road, Bagworth (11Ha). This site adjoins the district boundary at Wood Road (B585), to the south of Ellistown. The site is proposed for general needs

employment but the plan identifies that it also has the potential to contribute to strategic warehousing requirements.

Land at Cliff Hall Farm, immediately to the north east of J22M1 (28.3Ha) This land is proposed for general needs employment but the plan identifies that it also has the potential to contribute to strategic warehousing requirements.

The Wiggs Farm site immediately abuts the borough-district boundary and it is important that impacts on North West Leicestershire be fully explored, in particular in respect of transport movements.

In addition, land on the North West Leicestershire side of the boundary is also being promoted for employment development, namely SHELAA site EMP91 – Land north of Wood Road (10.3Ha) and SHELAA site EMP96 – Land west of Ellistown Road (6 Ha). The latter site was promoted in a representation to our Regulation 18 plan (representation 186). Most recently, agents acting on behalf of the landowners have suggested the sites could be combined into a single site (EMP98). NWL will need to find additional general needs employment land following a recent update to its evidence base (see paragraphs 4.42-4.48 of the 14 August 2024 NWL Local Plan Committee report. Without prejudice to this Council's further consideration of sites, if land is proposed on both sides of the boundary, the respective local plans should aim to take a comprehensive and coordinated approach to development in this area.

With respect to the site at J22M1, it is important that potential highways impacts within North West Leicestershire and impacts on the capacity of J22 are assessed and addressed. The site is within the Charnwood Forest so possible landscape issues could arise.

Section 7 - 'SP13 Gypsies, Travellers and Travelling Showpeople': With respect to Gypsies and Travellers, the draft plan reports that there is a sufficient supply of pitches for the period 2024 – 29 and that any additional needs arising from the updated GTAA will be met on windfall sites by applying the draft criteria-based Policy SP13. A call for sites will be carried out as part of the monitoring of the land supply if required.

This approach is noted and HBBC is encouraged to allocate specific sites for Gypsies and Travellers where possible.

APPENDIX B

Site Reference: LPR231 (In Part, HBBC Only)
Settlement: Norton Heath

HBBC Local Plan 2024 - 2045 (Regulation 18)

