



Harborough Local Plan 2011-2031 Examination

Council Responses to the

Matters and Issues

- Statement 8 -

7th September 2018

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MATTER 8.1

8.1 Please will the Council provide details of the current planning status of each of the allocated sites

8.1.1. This is set out below in Table 8.1.1

Table 8.1.1: Current Planning Status of Allocated Sites

Policy No.	Site Location	Planning Application ref.	Planning application status
SC1	Scraptoft North SDA	n/a	Planning application expected in October 2018
MH1	Overstone Park	15/02006/OUT	Resolution to grant permission for up to 600 dwellings subject to signing of S106.
MH2	East of Blackberry Grange	n/a	Planning application expected in 2021 following Masterplan process
MH3	Burnmill Farm	17/02020/FUL	Application for 128 dwellings pending consideration. Due to be considered by Planning Committee on 25 September 2018.
MH4	Land at Airfield Farm	n/a	No applications pending, but site included within North West Market Harborough SDA Masterplan.
MH5	Airfield Business Park	Various, including 05/00987/OUT, 07/01882/REM, 12/01108/FUL, 15/01609/OUT and (18/00257/03) 2018/Reg3Ma/0016/LCC	Undeveloped part of retained Harborough LP (2001) allocation. Extant permission for up to 30,700sqm B1, B2 and B8 floorspace. Full application approved 12/7/18 for Plots E,G and J (7,548sqm / approx. 2.2ha)
MH6	Compass Point Business Park	18/00890/FUL	Undeveloped part of retained Harborough LP (2001) allocation. Permission granted 19/07/18 for part of site for 2,513sqm B1 floorspace
L1	East of Lutterworth SDA	n/a	Planning application expected in January 2019
L2	Land south of Lutterworth Road/Coventry Road	16/01288/OUT and 2017/1670/03/LCC	Permission granted 17/08/17 for up to 9,500sqm B1 and B2 floorspace. Full application approved 9/1/18 for B1(a) Office 1725sqm / approx. 1.4ha
F1	Land off Arnesby Road	18/00579/OUT	Application for 150 dwellings pending consideration. Due to be considered by Planning Committee on 25 September 2018.

Policy No.	Site Location	Planning Application ref.	Planning application status
F2	Land off Marlborough Drive	16/02030/OUT	Resolution to grant permission for up to 8,550sqm B1/B2 and B8 employment land subject to signing of S106.
K1	Land south and west of Priory Business Park	16/00286/OUT 17/01998/REM	Permission granted 23/11/16 for up to 11,368m2 of commercial/industrial floorspace, up to 882m2 of office floorspace and up to 294m2 of retail floorspace. Reserved matters approved 13/02/18 for Phase 1 (8420sqm) commercial / industrial (class B1/B2)
RT1	Commons Car Park, Market Harborough	n/a	
RT1	Land off High Street, Market Harborough	15/00731/FUL 17/00419/FUL	Permission granted for granted for demolition of hall / erection of B1 office (completed 2017/18). Permission granted for demolition of former industrial building / erection of 5 dwellings (construction underway)
RT1	East of Lutterworth SDA	n/a	As per L1 above
H6	Land at Spinney View Farm, Claybrooke Parva	17/02031/FUL 18/01350/FUL	Planning permission refused 04/07/18. Application resubmitted, with determination expected in September of November 2018 and appeal expected.
H6	Smithfields, Dunton Bassett	n/a	Existing Gypsy and Traveller site, proposed allocation for additional 2 pitches.
H6	Land at Moorbarns Lane, Lutterworth	17/01357/FUL 18/00935/PCD	Permission granted for 18 Travelling Showpeople plots. Discharge of condition application currently pending consideration.

MATTER 8.2

8.2 LCC's Design Guidance has not itself been subject to examination so the Local Plan policies cannot require parking and servicing to be in accordance with that guidance. The wording should be changed to "have regard to". This applies to all site allocation policies.

8.2.1. Noted. The Council has proposed wording changes as set out in IC4 in responses to Questions 35-37.

MATTER 8.3

8.3 Some of the Market Harborough allocation policies seek contributions towards measures outlined in the Market Harborough Transport Strategy 2016. The measures have not themselves been subject to examination, so they should be set out in the policy or at least the supporting text.

8.3.1. The Market Harborough Transport Strategy, adopted by Harborough District Council in February 2018, seeks to enable the transport network in and around the town to be suitable to accommodate proposed housing growth through to 2031. The Strategy was drafted in July 2016 and looked at vehicle movements to help understand how the transport network is being used. It also looked at where the greatest levels of congestion occurred on the network; and where these will occur in the future, taking into account known future growth.

8.3.2. Policies MH1 – MH6 all require a financial contribution towards measures outlined in the Market Harborough Transport Strategy. In the majority of or all cases, this will be secured through a S106 agreement. The transport mitigation measures are set out in the Market Harborough Transport Strategy (TRP12) and considered to relate to all proposed developments in and around the town, with all proposed developments considered to have an impact on the town.

Suggested modification to the Explanation text to Policies MH1 – MH6:

8.3.3. A financial contribution, to be set out in a Section 106 agreement and evidenced by Leicestershire County Council Highways, will be required to meet the following identified highway mitigation measures within and around Market Harborough. A table of mitigation measures is set out in Policy IN2.

Suggested modification to the Explanation text to Policy IN2:

8.3.4. A financial contribution resulting from allocations MH1 – MH6, to be set out in a Section 106 agreement and evidenced by Leicestershire County Council Highways, will be required to meet the following identified highway mitigation measures within and around Market Harborough:

Capacity / Congestion Improvements	
R1	With the assistance of micro-simulation ¹ traffic modelling, undertake option appraisals for capacity improvements at the following key junctions: (i) A6 / B6047 (aka McDonalds Roundabout); (ii) The Square / St Mary's Road / Coventry Road (town centre); (iii) Northampton Road / Springfield Street / Welland Park Road; (iv) A4304 St Mary's Road / Kettering Road / Clarence Street; (v) A4304 Rockingham Road / Gores Lane; (vi) A6 / Harborough Road / Dingley Road / A4304; and (vii) Sainsbury's store entrance / Springfield Street.
R2	As part of the refinement of the analysis so far undertaken, the Authority will analyse the extent of the problem of blocking at local junctions which could be mitigated by the provision of yellow box markings.
Recommendations that result in changes to the network and traffic routing	
R3	With the assistance of micro-simulation traffic modelling consider the upgrading of Welland Park Road to become the A4304, with a respective downgrading of Coventry Road. Determine the associated engineering, accommodation and complementary works to facilitate this work.
R4	Consider the principle of providing a relief road between the A508 and A6 to the south-east of the town as a long term aspiration.
Sustainable transport infrastructure / behaviour change initiatives	
R5	Extend and enhance the walking and cycling network.
R6	Make localised public transport infrastructure improvements.
R7	Identify a suite of tailored behaviour change initiatives to encourage modal shift in travel choice towards active and sustainable travel.
R8	Investigate walking / cycling routes connecting Market Harborough and Lubenham, in combination with measures to improve the existing walking and cycling infrastructure.
R9	Undertake further analysis work to determine the suitability of additional pedestrian crossings within the Town Centre.
R10	Enhancement of the infrastructure supporting transport interchanges in the town including the nearby rail and bus terminals thereby increasing the attractiveness of such assets for those on foot or cycle.
Safety Improvements	
R11	Continue to monitor Road Traffic Collisions (RTC) within the study area. If an RTC occurs within, or adjacent to, a proposed improvement scheme proportionate efforts should be made where appropriate to include complementary measures that could reduce further RTCs.
Traffic Management Improvements and Emergency Diversion Routes	
R12	Devise and implement a new strategy for traffic signing across the study area.
R13	Review parking controls in the vicinity of the town centre and rail station, with particular regard to the need/benefit of further permit parking zones.
R14	Sites with recorded speeds in excess of the Association of Chief Police Officers enforcement threshold should be reviewed with a view that, where viable and cost effective, measures will be developed to improve compliance with the stipulated speed limit.
R15	Identify opportunities to divert Highways England emergency diversion routes away from the town centre (e.g. at times of a closure on the A14).
HGV controls	
R16	Identify undesirable routes for HGVs and impose suitable prohibitions. Whilst the promotion of a town wide environmental weight restriction would be preferable, two key routes are particularly vulnerable to exploitation by inappropriate HGV traffic and should be adopted as a minimum: (i) Ashley Road / Kettering Road between the A4304 and the A6 (ii) Bath Street / Western Avenue between the A508 and Farndon Road.
R17	Send updated map to 'sat-nav' contacts, advising of HGV controls following on from

¹ Road traffic micro-simulation models model the movements of individual vehicles travelling around road networks by using car following, lane changing and gap acceptance rules. They are popular for the development and evaluation of a broad range of road traffic management and control systems. They are particularly appropriate for examining certain complex traffic problems (e.g. complex junctions),

	recommendation R16.
Highway Maintenance	
R18	In light of the size and scope of the study, incorporate / consider maintenance activities in relation to improvement proposals.

MATTER 8.4

8.4 What is the full anticipated effect of this allocation on the following locations, having regard to the evidence base?

Scraptoft

Keyham Lane West

New Romney Crescent

Station Road and its junction with A47 Uppingham Road

A47 towards Leicester

Other relevant streets and roads

In respect of:

Traffic movement and congestion

Safety and congestion near schools

The pedestrian environment

Air quality

The village character

The historic environment

Residential living conditions

Traffic movement and congestion

8.4.1. A full Transport Assessment (TA) is currently being prepared to support the forthcoming planning application. This is at an advanced stage of preparation and is being informed and underpinned by transport modelling using the Leicester and Leicestershire Integrated Transport Model (LLITM). The inputs to the TA have been agreed through collaboration between Leicestershire County Council as Highway Authority and Leicester City Council as neighbouring Highway Authority in recognition of the potential transport impacts within Leicester City. This is set out within 'Scraptoft, Leicestershire: Updated Transport Scoping Report' (submitted with the Issues and Matters Statements as TRP17). This explains that the full geographic extent of the area to be included within the assessment will be determined from the work undertaken within the LLITM model.

8.4.2. Site-specific transport evidence is contained within the reports prepared by RPS on behalf of the SDA site promoters 'Land East of Hamilton Lane, Scraptoft: Initial Transport Feasibility Assessment' (TRP4) and 'Scraptoft, Leicestershire: Updated Transport Scoping Report' (submitted with the Issues and Matters Statements as TRP17). Both Leicestershire County Council (Highway Authority) and Leicester City Council (neighbouring Highway Authority) have confirmed that appropriate evidence has been prepared to support the allocation within the Harborough Local Plan and provides assurance that there are no transport 'showstoppers' preventing their delivery within the plan period. However, a full Transport Assessment is also underway, with collaboration and agreed input from both

Highway Authorities, to identify the full transport impacts and required mitigation as necessary to support a planning application.

8.4.3. The Initial Transport Feasibility Assessment (TRP4) considered the potential impact of the allocation on the highway network. The Assessment undertook a series of traffic counts to establish baseline traffic flow for Hamilton Lane, Keyham Lane West and East, New Romney Crescent, Scruptoft Lane, Station Lane, Station Road and the A47.

8.4.4. Baseline traffic flows are presented together with indicative predicted flows arising from the development during the morning peak prior to the introduction of mitigation at Table 6.1 of the Assessment. This shows relatively modest increases in flows (of between 2% and 33%) for: Hamilton Lane North of Keyham Lane; Preston Rise / Keyham Lane West (eastern end); Scruptoft Lane (western end); Scruptoft Lane (eastern end); Station Lane; Station Road (adjacent to the A47 junction) and A47 east of Station Road. Keyham Lane West (eastern end) showed an increase of 93% (with a baseline 2 way flow of 282 and a proposed development flow of 261). New Romney Crescent showed a 99% increase (from a baseline of 241 and a proposed development flow of 238). Similar results were found for the PM peak and shown at Table 6.2 of the Assessment. Preston Rise / Keyham Lane West (western end) showed a larger increase in the PM peak (46%, compared with 33% in the AM peak). New Romney Crescent showed a slightly smaller increase (85%, compared with 99% in the AM peak).

8.4.5. These tables indicate that the greatest impact will be on Keyham Lane West and New Romney Crescent. The Assessment suggests that, whilst in percentage terms the increase is high, in relation to total flow the overall traffic flows will still be low for these types of roads (approximately 600 two-way flows).

8.4.6. Immediate junctions around Scruptoft village were also assessed, although this excluded junctions further away from the site that are already known to be under stress (e.g. Station Lane / A47), with further work to continue in the Transport Assessment. Four junctions were assessed at:

- Hamilton Lane / Keyham Lane west / site access;
- New Romney Crescent / Scruptoft Lane;
- Scruptoft Lane / Scruptoft Rise; and
- Covert Lane / Station Lane.

8.4.7. Of the above, only the final junction was considered to be over capacity as a result of the proposed development, with works required to amend the existing mini roundabout to remove an entry arm to be an exit only, as part of a proposed re-routing of the Scruptoft village one-way system. Subject to this amendment, and creation of a new mini-roundabout at New Romney Crescent / Hamilton Lane junction, the immediate junctions around Scruptoft were considered to remain within operating capacity.

8.4.8. In addition, traffic surveys have been undertaken on key junctions on the ring road and on the A47. These surveys included queue length data that identified the number of vehicles queuing every 5 minutes. The junctions that had more than 10 vehicles queuing at any time during the peak periods included: Scruptoft

Lane / Colchester Road / Hungarton Boulevard; Lower Keyham Lane / Hamilton Way / Hungarton Boulevard; and Station Road / A47. Further assessment of these junctions will be necessary as part of the forthcoming Transport Assessment.

8.4.9. Outside of the immediate area of Scruptoft, a high level overview of the impact on the strategic network was included in the assessment, with further work to be carried out within a Transport Assessment. The following junctions were assessed:

- Hamilton Lane / Maidenwell Avenue / Lower Keyham Lane;
- Tesco / Maidenwell Avenue / Preston Rise;
- Hungarton Boulevard / Colchester Road / Scruptoft Lane; and
- Uppingham Road / Station Road.

8.4.10. The assessments were based on a 2026 baseline LLITM model that includes the Strategic Urban Extension at Thurmaston, north of Scruptoft. Of the above junctions, the Hamilton Lane arm of the first junction, together with the Hungarton Boulevard junction, were shown to either be at capacity or with reduced capacity in the development scenario. However, for both junctions sufficient highways land exists around the junction to allow for future mitigation. The Assessment also concluded that further work is required with respect to Uppingham Road / Station Lane junction, with a discrepancy between the 2026 LLITM model data and the traffic flow data recorded for the Assessment.

8.4.11. Both Leicestershire County Council and Leicester City Highways Authorities have confirmed that they are content with the highways evidence to date and that potential highways impacts have been sufficiently well evidenced at this stage. In response to a request from the Council for further clarification, a response from the City Council was received on 15th January 2018, which states: *“It confirms that the Leicester City Council Highway Authority is content that development allocated in the Local Plan is appropriately evidenced at this stage in the planning process (ie the Local Plan stage) and does not currently need further assessment.”* This is set out at Appendix C of the Duty to Cooperate Statement (S2).

Safety and congestion near schools and the pedestrian environment

8.4.12. The proposal includes a number of mitigation measures to lesson the potential impacts of congestion near schools and to provide a safe and pleasant pedestrian environment in the vicinity of the site. These are detailed in TRP4 and include:

- Introduction of a tabled area at the school entrance locations to enhance the traffic calming and improve the environment for those accessing the school;
- Provision of parking laybys on key routes in order to formalise parking arrangements and lesson congestion;
- Provision of the link road through the site, which offers the opportunity to change the traffic patters within the centre of the village and limit rat-running through Scruptoft.

8.4.13. Further measures may be identified following the completion of the transport modelling and full Transport Assessment to support the planning application for the site.

Air quality

8.4.14. A response to question 8.4 of the Inspector's questions has been prepared by Parker Strategic Land as promoters of the Scraftoft North SDA. The response outlines that an air quality assessment has been undertaken for the Scraftoft Strategic Development Area (SDA). The air quality assessment has used the Leicester and Leicestershire Integrated Transport Model (LLITM) (version not confirmed) as the traffic data source to assess the impact of the scheme and committed development in 2031 (both with and without the traffic movements associated with the Proposed Development).

8.4.15. Dispersion modelling has been undertaken by Parker Strategic Land's consultants in the vicinity of the Proposed Development, for twelve receptor locations. The response summarised that for nitrogen dioxide (NO₂) concentrations: "At 6 locations, the results are 'slight' with percentage increases between 5.75% and 8.88%. The location where slight change is predicted are:

- ▪ ESR 2 – at the proposed junction of New Romney Crescent, Hamilton Lane and the southern site entrance;
- ▪ ESR 4 – the junction of Hamilton Lane/ Main Street and Scraftoft Rise
- ▪ ESR 7 – the junction of Scraftoft Lane/Station Lane/Road
- ▪ ESR 8 – the junction of Scraftoft Lane and New Romney Crescent
- ▪ ESR9 – A47
- ▪ ESR10 – A47

8.4.16. The response also noted that "for PM₁₀ and PM_{2.5} the effects of the development are negligible at all 12 ESRs."

8.4.17. A detailed assessment of dispersion modelling, focussing on Lutterworth, Kibworth, Market Harborough and Scraftoft (A47) is currently in progress, and will assess the likely impacts of the Local Plan on compliance with both national objectives and EU limit values. The focus of the assessment will be NO₂, since this is the pollutant at greatest risk of exceeding air quality standards at roadside locations. The assessment will take into account baseline 2036 traffic data from a new LLITM dataset which will provide both the 2036 'with' and 'without' Local Plan scenarios required for the Local Plan assessment to be effective. This will report by the end of September.

The village character

8.4.18. Scraftoft village is characterised by an historic core centred on Hamilton Lane, Main Street, Scraftoft Hall and All Saints Church with modern development extending the village along Covert Lane, Station Lane and Beeby Road. The proposal would be located to the north of the village, with principal accesses from Beeby Road and Hamilton Lane. As such, development would extend built development to the north, albeit continuing the recent pattern of growth extending

away from the village core, particularly along Beeby Road. The proposed green infrastructure along the Scraptoft Brook will serve to provide a visual break in the built form between the existing and proposed development. The village core would retain its existing character, with impact on the village character considered acceptable given the scale of development required.

The historic environment

8.4.19. The site in part adjoins the Scraptoft Conservation Area, with a very small part of the site within the Conservation Area. There are a number of listed buildings within the historic core of the village, including the Church of All Saints, Scraptoft Hall and the Cross at Churchyard, All Saints Church. The proposal will need to respect the Conservation Area and nearby listed buildings and their setting through sensitive siting and design and ensure a smooth transition from the existing Conservation Area into the new development. Given the scale of the development and the flexibility provided by a strategic site, it is considered that the master-planning process can effectively consider the siting and design in order to achieve an appropriate relationship with both the Conservation Area and minimise impact upon historic assets.

Residential living conditions

8.4.20. The proposal is not considered to have a significant impact on residential living conditions in the vicinity of the site. TRP4 identifies potential increases in percentage terms on some residential roads in the vicinity of the site. However, in number terms the increases are considered to be acceptable for residential streets. As such, the impact on residential living conditions from increased traffic flows, whilst potentially noticeable to local residents, are not considered to be significant or harmful to overall living conditions.

MATTER 8.5

8.5 What mitigation measures are realistically capable of being put in place through a development scheme on this site, and what mechanisms would be employed?

Highways Mitigation measures

- 8.5.1. A full Transport Assessment is currently being prepared to support the forthcoming planning application. The Scraptoft, Leicestershire: Updated Transport Scoping Report (submitted with the Issues and Matters Statements as TRP17) outlines the scope of this TA and the modelling work to be undertaken using the Leicester and Leicestershire Integrated Transport Model (LLITM) which will underpin the TA.
- 8.5.2. TRP17 confirms that following modelling work to establish the full potential impacts, the TA will include full details of the proposed mitigation scheme, including:
- measures to ensure sustainable travel modes are maximised through the development of the Travel Plan;
 - details of the proposed Public Transport Strategy for the site, including details of discussions with local bus service providers; and
 - details of proposed off-site highway mitigation, including those set out in TRP4, plus:
 - measures to deter traffic using Hamilton Lane as an outer bypass route;
 - reduce the attractiveness for traffic travelling through Scraptoft and offer alternative routing to such traffic;
 - provide enhanced areas around the school entrances to improve the safety of those accessing the schools; and
 - improving the operational capacity of the Covert Lane / Station Lane mini roundabout.
- 8.5.3. The Initial Transport Feasibility Assessment (TRP4) identified the following potential mitigation measures:
- Keyham Lane West - creation of formal parking laybys to remove on road parking, freeing up road space;
 - New Romney Crescent - creation of formal parking laybys to remove on road parking, freeing up road space;
 - Speed table to both of the above at school sites (Scraptoft Valley primary school and Hamilton Community College);
 - Scraptoft village – reversing of one way system on part of Church Hill to allow exit only from the mini-roundabout junction with Station Lane and access to Scraptoft Lane via Stocks Road and Scraptoft Rise and priority works to south of Hamilton Lane to deter rat running traffic through the village;
 - Junction improvements to Station Road / A47; Scraptoft Lane / Hungarton Boulevard; Hamilton Way / Maidenwell Avenue (Tesco); and Netherhall Road / Hungarton Boulevard with further modelling to be undertaken.

8.5.4. These potential mitigation measures outlined above are subject to further testing and amendment through the Transport Assessment.

Other Mitigation measures

8.5.5. A number of other mitigation measures will be prepared, including:

- establishment of a Local Wildlife Site to replace the Local Nature Reserve;
- provision of an alternative Green Wedge;
- provision of a replacement of golf course.

Mechanisms

8.5.6. It is envisaged that off-site highways works would be agreed and delivered through Section 278 Highways agreements with both Leicestershire County Council and Leicester City Council Highways Authorities. Financial contributions may also be collected through S106 Agreements, in accordance with policy IN1, to contribute to the cost of necessary mitigation either within the District or outside.

MATTER 8.6

8.6 What are the factors, including on- and off-site infrastructure provision and market related build-out rates that would influence the start date and the rate of housing delivery from this site and what are the risks to delivery?

8.6.1. Scraptoft SDA is a relatively uncomplicated site, benefitting from its location adjacent to the Leicester Principal Urban Area.

8.6.2. The Updated Housing Trajectory (HSG14) shows first housing completions in 2021/22, unchanged from the expected date in the housing trajectory at Appendix G of the Proposed Submission Local Plan (S1). Scraptoft SDA is expected to be built-out in full by 2031, delivering 1200 houses with an annual average of 120 dwellings. HSG14 shows a more even and 'smoother' trajectory for the site, compared with Appendix G, with annual delivery gradually increasing over the early years to a maximum of 140 dwelling per annum in the mid part of the site's delivery, before reducing in the later years. This is shown in the table below:

Year	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Total
Dwellings	94	108	120	120	120	140	140	140	118	100	1,200

8.6.3. Development is expected to begin from the south and east of the site, with the earliest phases delivered on two separate parcels: land to the east of Hamilton Lane and land to the west of Beeby Road. These would be followed by the remainder of Phase 1 on the south eastern 'quadrant' of the main part of the site, to be accessed from Beeby Road. Phase 2 would see development of the south western 'quadrant' and north western corner, both accessed from Hamilton Lane. This would be followed by development of the mid-northern parcel as Phase 3 and finally the north eastern corner as Phase 4 (see Scraptoft North Phasing Strategy at Appendix 1).

Start date

8.6.4. The main factors considered to influence the start date for the site are listed below, followed by a discussion of each:

- Relocation of the golf course;
- Planning application and approval process; and
- Highways infrastructure.

Relocation of the golf course

8.6.5. One relatively significant factor in the timing and phasing of development of the site is the need to relocate the existing Scraptoft Golf Course. A replacement golf course will be provided at the site at Houghton on the Hill and the club will move in its entirety to the new site once the course and club house have been provided. The land for the replacement golf course is secured and is within the ownership of the site promoters. The programme for completion of the replacement golf course is three years. Development of the SDA will need to take

place on non-golf course parts of the site for the first three years of the development.

8.6.6. This factor has been mitigated through the plans for the phasing of the site, which identifies early phases on land outside of the golf course land. This includes the earliest phases on two relatively self-contained parcels (land west of Beeby Road and land east of Hamilton Lane), which can be directly accessed and developed without the need for significant infrastructure or the relocation of the golf course. Planning applications for both the SDA site itself and for the replacement golf course are expected in autumn 2018. This will enable work to start on both sites, in order to provide early housing delivery on the SDA site in 2021/2 and to provide the replacement site, allowing work to commence on the current course.

Planning application and approval process

8.6.7. Planning applications are expected in autumn 2018 for both the SDA site and replacement golf course in Houghton on the Hill. Discussions are taking place with the applicants to determine the most appropriate type of application, in order to assist with early implementation, achieve housing delivery in line with the trajectory and ensure all necessary matters are considered appropriately. The application for the golf course is expected to be submitted simultaneously, as an outline, with the only matter reserved being the design of the club house.

8.6.8. Detailed pre-application engagement with the applicants has taken place and is on-going in order to agree the scope of necessary information to accompany the applications, so as to expedite their processing. To this end, an Environmental Impact Assessment Scoping Opinion has been sought and provided to the applicants following consultation with the statutory consultees. A Planning Performance Agreement is currently being drawn up and is expected to be finalised shortly.

8.6.9. Master-planning for the SDA site, as required by SC1(2) is understood to be well under-way. This has involved input from key stakeholders and has engaged the local community. An initial stakeholder workshop was held by the site promoters in April 2018, involving stakeholders from a range of statutory consultees and local interest groups. This considered the background to the proposal, site constraints and some potential master-planning options. A follow-on workshop will take place on 21 September 2018. At this workshop the site promoters are expected to present emerging proposals for the site including the framework masterplan and discuss how this reflects and responds to the constraints and opportunities and the extent to which it meets the requirements for the development. In addition, the second of two public drop-in exhibitions by the site promoters will take place in late September 2018.

8.6.10. The Council has set-up a Strategic Development Team to deal with the two SDA applications (at Lutterworth and Scraftoft) comprising of a Team Leader, two full time Case Officers and an admin support post. The new posts have already been recruited to, and the appointed officers have significant experience of dealing with large-scale and complex applications such as SDAs, including developments significantly larger than those proposed in this plan. The Council has already procured and appointed consultant specialists in landscape, urban

design, and S106 agreements. It is the intention of both parties to begin work on the S106 as part of the front-loading process before the planning application is submitted. It is recognised that S106 negotiations can sometimes be long and protracted and can add time to the planning application process. Often this is because, the preparation and negotiation of the S106 does not start in a meaningful way until after a planning committee has granted permission subject to S106. Both parties recognise this and intend to finalise the S106 alongside the planning application to avoid unnecessary delays.

8.6.11. Thus both the applicant and the planning authority recognise the importance of delivering the Scraptoft SDA on time and have invested early to frontload the planning application process as far as possible. This will ensure that the application process is as short as possible. HDC and applicants have agreed to timescales, actions and resources for handling the application through the PPA.

Highways infrastructure

8.6.12. It is envisaged that off-site highways works would be agreed and delivered through Section 278 Highways agreements with both Leicestershire County Council and Leicester City Council Highways Authorities.

8.6.13. Policy SC1 requires the following on- and off-site highway infrastructure:

- A minimum of two access points to the development, with an east-west connection across the site;
- Well connected street patterns that deliver high quality, safe and direct walking, cycling and public transport routes in accordance with policy IN2;
- On-site provision of and off-site improvements to public transport infrastructure, such as bus priority measures, real time information and bus stop improvements;
- A package of mitigation measures on the existing highway and transport network, both within and outside the District, where adverse impacts are identified, the construction of which shall be co-ordinated and timed to minimise disruption to the local road network.

8.6.14. Full details of all the off-site highways infrastructure requirements for this site will be finalised following completion of the transport modelling work and Transport Assessment for the forthcoming planning applications. This work will consider the full potential impacts of the scheme over a wider geographic area.

Notwithstanding this, the transport evidence produced to date through the Harborough District Local Plan Preliminary Traffic Impact Assessment (TRP2) and the Initial Transport Feasibility Assessment (TRP4) provides assurance that the mitigation requirements will be proportionate with the site and deliverable within the plan period. Localised impacts, mitigation and off-site infrastructure provision were preliminarily identified in TRP4. It is anticipated that these would be required prior to the start of housing delivery, but given their relatively minor nature would not be considered to have a significant impact upon the start date for housing delivery on the site. These are:

- Keyham Lane West Upgrading Works
- Scraptoft One-way System Works

- New Romney Crescent Works
- Hamilton Lane Traffic Calming
- Covert Lane/Scraptoft Lane Junction
- Pedestrian /Cycleway Works

Other infrastructure

8.6.15.No other significant infrastructure which would affect its start date is required prior to the commencement of housing delivery at the Scraptoft North SDA. Harborough Infrastructure Delivery Plan (INF2) confirms the relative ease and speed with which this site could begin to deliver housing growth: ‘This is a relatively uncomplicated SDA scheme with little in the way of significant infrastructure requirements for a site of this size’ (para 19.3.9).

8.6.16.The IDP (INF2) explains that Severn Trent Water do not envisage any issues at a strategic level for the supply of potable water to the site, although they may need some reinforcement work to be undertaken on their distribution network. The site’s location on the edge of the Leicester conurbation provides further security of supply based on the number of local connection points that can be made. The site will be served by the Wanlip Waste Recycling Centre, which is the main WRC for Leicester and which has adequate capacity for the proposed development.

8.6.17.Electricity will be supplied from the Kibworth primary substation. It is not envisaged that there will be any problems gaining access to infrastructure, though upgrades are likely to be required to reflect the scale of planned growth. Both National Grid Gas Transmission and National Grid Gas Distribution Ltd have commented that they do not foresee any capacity issues within their networks for the anticipated demands in the Harborough District over the plan period.

8.6.18.Larger developments will likely be included in BT Openreach plans for Fibre to the Premises and at no developer cost, and this is likely to be the same for other telecommunications providers. The current view of communications for the proposed developments is that there should be no major issue in providing superfast broadband for them so long as plans are highlighted to BT early in the design process so they can be incorporated into the strategic rollout.

Build-out rates

8.6.19.The main factors considered to influence the build-out rates for the site are listed below, followed by a discussion of each:

- Market attractiveness over time; and
- Number of outlets.

Market attractiveness

8.6.20.The local housing market is considered to be strong, with significant market interest. Given this, the relatively uncomplicated nature of the site, the ease of access to the early phases in two locations and the lack of significant highway

infrastructure required prior to site-opening, annual delivery is expected to begin at 94 dpa. Annual delivery will then increase in the early years of the development, accelerating as the site becomes more established and the new primary school is provided, which is expected to significantly increase the attractiveness of the site to the market. Delivery will then continue at 120 dpa and accelerate again to 140 dpa with provision of the local centre, with a critical mass being achieved.

Number of outlets

8.6.21. Typically for a large site such as this, there will be a number of different housing companies delivering different parts of the development and appealing to different market sectors. Given the size of the site and its phasing allowing for multiple accesses to be developed simultaneously, it is anticipated that the site could be delivered through at least two outlets, with annual delivery rates expected to gradually increase to 140 dpa (see updated Local Plan trajectory, HSG14).

What are the risks to delivery?

8.6.22. The key risks associated with this site are identified as:

- Potential delays resulting from the need to relocate the golf course prior to work commencing on this part of the site;
- Potential delays in delivery of the planning permissions and S106 Agreement;
- Potential delays arising from the need to identify the full list of off-site highways mitigation measures required beyond the locality of the site, principally within Leicester city; and
- Potential delays arising from the need to de-designate the LNR.

8.6.23. These risks have been mitigated through on-going liaison between the Council, site promoters and relevant authorities through phasing or further evidence gathering as set out below.

Potential delays resulting from the need to relocate the golf course

8.6.24. The potential delay arising from the need to re-locate the golf course has been mitigated as described above through: the early preparation of the replacement golf course, assisted by the allocation of the site to provide certainty; and the phasing of the SDA site to ensure housing delivery prior to the relocation of the golf course.

Potential delays in delivery of the planning permissions and S106 Agreement

8.6.25. As set out above, this risk has been mitigated as far as possible through: pre-application discussions with the applicants; provision of an EIA Scoping Opinion

following consultation with the statutory consultees; preparation of the Planning Performance Agreement; and considerable investment in resourcing at the Council to provide a Strategic Development Team to handle the processing of the planning applications for the SDAs.

The need to identify the full list of off-site highways mitigation measures

8.6.26. Following completion of the traffic modelling, the Transport Assessment will be finalised and identify full mitigation measures. Potential delays arising have been mitigated through the preparation of the Updated Transport Scoping Report (TRP17) with input from both Leicestershire County Council and Leicester City Council Highways Authorities, which has agreed the context and key inputs to the assessment.

Potential delays arising from the need to de-designate the LNR

8.6.27. Following public consultation on the principle of de-declaring the Local Nature Reserve in September – November 2017, the Council considered the future of the Local Nature Reserve in April 2018. On 23 April 2018 the Council decided to de-declare the Local Nature Reserve, in principle:

'RESOLVED that:

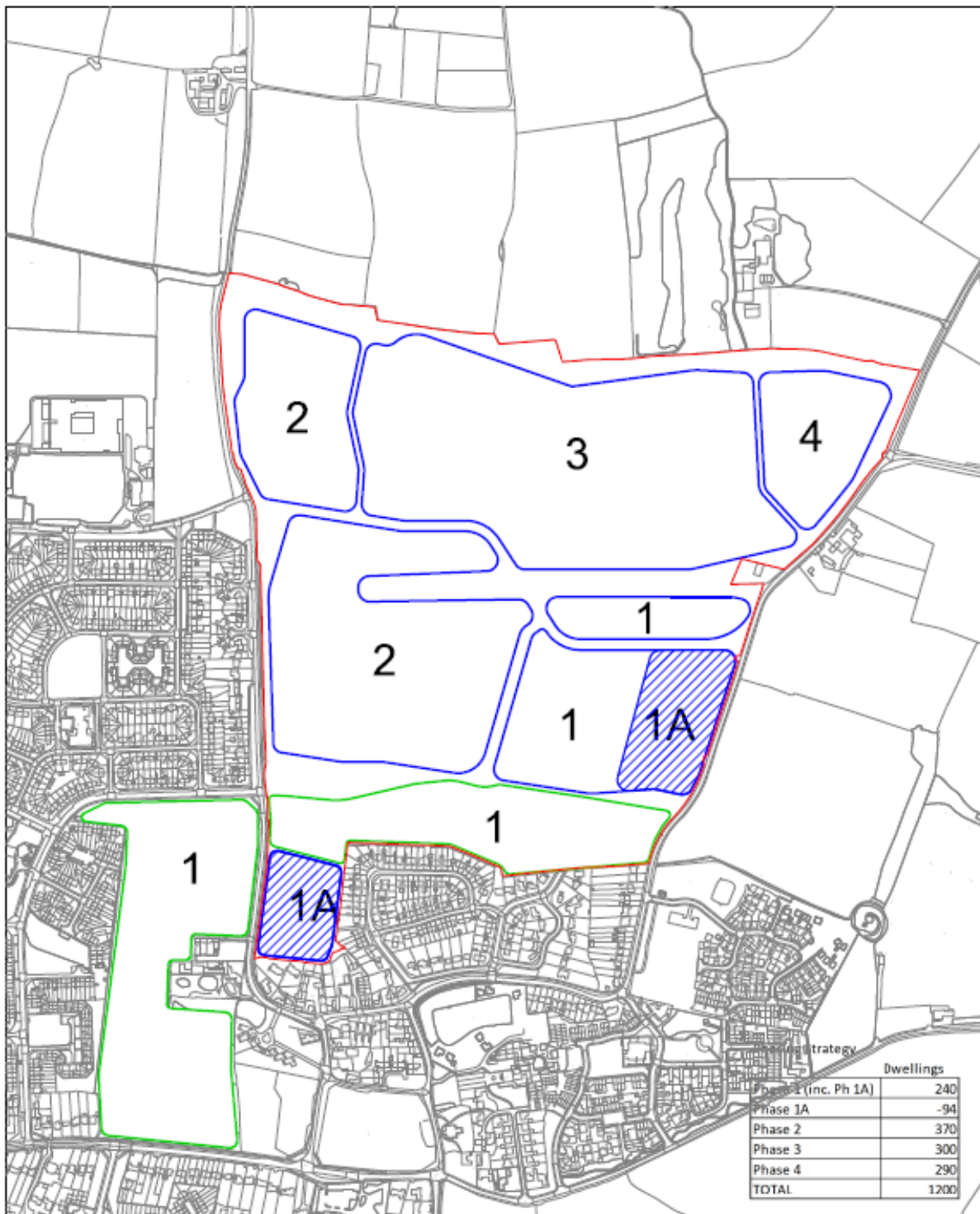
*'the Scraftoft Local Nature Reserve (LNR) be de-declared, subject to appropriate protections and mitigation through the forthcoming masterplanning and planning application processes, in accordance with the broad principles set out on the Scraftoft LNR Strategy plan set out at Appendix C to the report.'*²

8.6.28. Full details of the mitigation and enhancement strategy will be worked up through the preparation of the masterplan and the planning applications for development of the SDA in accordance with the principles set out in the Scraftoft LNR Strategy Plan and the relevant policies contained within the Local Plan. This will be submitted as part of the planning application and will include details of the methods for nature conservation and enhancement across the SDA site. It will also include details of the retention of the most valuable areas of grassland within the LNR and the restoration and replacement habitat to mitigate the loss of other less valuable parts. This will be agreed in conjunction with Leicestershire County Council Ecologists, as the Council's advisors.

2

<https://cmis.harborough.gov.uk/cm5/Meetings/tabid/73/ctl/ViewMeetingPublic/mid/410/Meeting/5299/Committee/796/SelectedTab/Documents/Default.aspx>

Appendix 1: Scraftoft North Phasing Strategy



- Residential zone
- Phase 1 zone
- Primary Open Space zone

Perker Strategic Land

Scraftoft
 17 August 2023
 Phasing Strategy

loans

MATTER 8.7

8.7 Is it necessary to include social infrastructure trigger points in the policy? Are the thresholds for the provision of the school and social facilities appropriate and what provision is made for residents prior to those thresholds being reached?

Necessity for trigger points

- 8.7.1. The Framework identifies the provision of infrastructure and community facilities (including health, education and cultural facilities) as strategic policies to support the overall strategy for the pattern, scale and quality of development. The Framework emphasises the importance of ensuring that a sufficient choice of school places is available to meet the needs of both existing and new communities. Local planning authorities are encouraged to take a proactive, positive and collaborative approach to meeting this need, through both the preparation of plans and decisions on planning applications.
- 8.7.2. In the past large scale development has failed to develop community cohesion because essential services were not provided early enough and new residents were left in isolation from important amenities. This also means that they need to use the private car to access facilities and so become habituated to this mode, leading to failure to use public transport and other sustainable modes.
- 8.7.3. To address this and to reassure local residents that school and social infrastructure facilities will be provided at the appropriate time, inclusion of trigger points in the policy is important and will help to allay frequently cited concerns around pressures on existing infrastructure. The trigger points will also be included into future s106 Agreements.

Appropriateness of the thresholds

School

- 8.7.4. The Leicestershire County Council Planning Obligations Policy (December 2014)³ at para 49 explains that:
- “The phasing of any contributions to fund the cost of a new school, or the timetable for the building of a new school, where the developer is undertaking this, will be agreed on a site by site basis. The opening date for all new schools will be the first September before the completion of the 300th dwelling, or a specified date whichever is the later.”*
- 8.7.5. In relation to the trigger point for provision of the two-form primary school at SCI(3)e, the Council considers that an amendment to the policy would be

³ <https://www.leicestershire.gov.uk/environment-and-planning/planning/developer-contributions>

appropriate to better reflect the above. As such, the following modification is proposed:

Proposed modification to policy SC1(3)e:

3. *The masterplan will create a sustainable and high quality living environment and will provide for:*

.....

*e. a two-form entry primary school to be ~~provided soon after~~ **open the first September before the completion of 300 dwellings, or at a specified date whichever is the later, having regard to the relevant policy of the Local Education Authority.***

8.7.6. The trigger point for school provision (as proposed to be amended) is timed in association with phasing of delivery of the new dwellings and reflects the Leicestershire County Council Planning Obligations Policy. This is based on the expected pupil yields from new developments previously experienced. This number of dwellings is estimated to yield sufficient pupils to make the initial opening of a new school feasible, with the expected continuing throughput of pupils from the development able to sustain the school on an ongoing basis. The trigger seeks to strike an appropriate balance between provision being made too early, which may risk de-stabilising existing schools and late provision, which may over-burden existing schools.

Social facilities

8.7.7. The threshold for the provision of the neighbourhood centre ensures that provision is made before the completion of 500 dwellings. This phasing is considered appropriate to ensure provision of facilities is available during the early phases of the development to provide a social and retail hub for new residents. This will serve to help foster a sense of place and community and reduce the need to travel elsewhere in order to meet basic day-to-day needs. The threshold is considered appropriate to achieve this, whilst also ensuring a sufficient number of new residents are available to sustain facilities during their early phases.

Provision prior to thresholds being reached

School

8.7.8. The Leicestershire County Council Planning Obligations Policy (December 2014) at para 42 explains that:

In addition to the contributions set out above, a contribution, for example, in the case of major 'strategic' developments/sustainable urban extensions which results in the need for a new school, or significant extensions to existing schools, may require a contribution sought to fund transitional costs. This will be assessed on a site by site basis and could be:-

a) The full cost of any temporary accommodation required on schools sites pending the delivery of any new schools or extended school facilities; and / or

b) the cost of transporting children to a school where it is not possible to provide additional school places within an available walking distance of the development. This contribution will be in addition to any pupil places contributions and will relate to the cost of providing a new transport route for the additional pupils for a defined period of time. This claim will usually apply during the early phases of a major development prior to the opening of the new school on site.

8.7.9. Prior to the trigger for primary school provision being reached, provision will be made at existing primary schools within the vicinity of the SDA site. This may involve increasing capacity at existing schools on a temporary basis and / or transporting pupils to existing schools, with the cost of these transitional arrangements being borne through the s106 Agreement.

Social facilities

8.7.10. Prior to the threshold being reached, it is expected that new residents will use existing social facilities in Scraptoft, including the new community centre ('The Hub'), together with existing social facilities within the wider area, including those at Hamilton, Thurnby and Bushby as well as higher order facilities located within Leicester city centre.

MATTER 8.8

8.8 What would the strategy for the bus service look like (having regard to Leicester City Council's request for a strategy for removing bus pinch points in the city and providing infrastructure)?

- 8.8.1. The Scraptoft North SDA is well located in relation to Leicester, offering an opportunity to maximise use of sustainable transport modes, in accordance with the Framework (para 103). The Plan includes measures to maximise opportunities to promote the use of sustainable transport modes, in pursuance of Local Plan Objective 10.
- 8.8.2. Policy SC1(3) j, l, m and n set out the policy requirements in respect of public transport at the Scraptoft North SDA. These require the provision of: well connected streets to provide public transport routes; a minimum of 20 minute frequency bus service from the site into Leicester city centre; onsite provision and off-site improvements to public transport infrastructure; and a travel plan and green travel package for new residents. The Explanation explains that the SDA should make the most of opportunities provided by existing high frequency bus services to nearby facilities and employment opportunities. Patronage should be maximised on both any new and existing services through a variety of measures, as set out in the policy.
- 8.8.3. The details of the bus strategy would be identified and set out in the forthcoming s106 Agreement. This will be prepared in accordance with Policies IN1 and IN2, together with the Leicestershire County Council Planning Obligations Policy⁴.
- 8.8.4. Policy IN1 requires direct provision and / or financial contributions towards meeting all the eligible costs of infrastructure directly required by a major development including those away from the site and its immediate vicinity, whether within Harborough District or outside. Policy IN2 requires development proposals to support the transport policies of the Local Transport Authority, and where appropriate adjoining transport authorities. It explains that residential and commercial development will be permitted, subject to the provision of public transport enhancement, including information and waiting facilities and measures to encourage public transport use.
- 8.8.5. The Leicestershire Planning Obligations Policy outlines a number of measures which will be used to achieve sustainable transport through integrated transport. Such measures could include: intelligent transport systems, public transport services and bus priority measures. In addition, it sets out key methods used to establish sustainable travel behaviour, including the provision of Travel Plans, to provide information about sustainable travel choices and potential incentives (such as free bus passes).

⁴ <https://www.leicestershire.gov.uk/environment-and-planning/planning/developer-contributions>

8.8.6. Given the site's location close to Leicester City Council and the significant draw of Leicester City for employment and higher order services, the strategy is likely to focus upon provision on routes into Leicester City centre. It is understood that Leicester City Council is likely to request that such a strategy includes the following measures:

- an identification of relevant bus pinch points on arterial routes into Leicester City which may be impacted upon by this proposal, and which could include the A47 corridor;
- bus infrastructure to increase patronage, including the provision of bus shelters and real-time information; and
- consideration of whether existing bus routes (such as the 55/56) could be extended into the site, or whether provision of a new service would be more appropriate.

MATTER 8.9

8.9 What planning purpose would the new Green Wedge fulfil? Would it be an adequate replacement? Is it appropriate for a school and its grounds, a cemetery, and for built recreational development?

Planning purpose of the new Green Wedge

Summary

- 8.9.1. It is considered that the new Leicester/Scraptoft/Bushby Green Wedge as proposed would fulfil the four established planning purposes of Green Wedge designations as set out in Policy GD7(1)a-d of:
- preventing the merging of settlements;
 - guiding development form;
 - providing access from urban areas into green spaces/open countryside; and
 - providing recreational opportunities.
- 8.9.2. The Leicester/Scraptoft/Bushby Green Wedge Background Report (LAN12) provides a detailed assessment of how the proposed designation meets the four stated aims. It concludes that the proposed boundaries are considered effective and justified. The designation of the new Green Wedge also contributes to compensating for the loss of a substantial area of the Leicester/Scraptoft Green Wedge as a result of the proposed Scraptoft North SDA.
- 8.9.3. Although Green Wedges are not recognised as a protective designation by the Framework, planning is tasked with taking into account the different roles and characteristics of areas with reference to their environmental value, delivering conservation of the natural landscape, encouraging healthy lifestyles and identifying where development would be inappropriate. Within the context of the Plan's spatial strategy, the proposed Green Wedge will contribute to these outcomes.
- 8.9.4. The following paragraphs summarise the findings of LAN12 and set out how, when taken as a whole, the proposed designation meets the four stated aims of Green Wedges. It is important to note that not all parts of the Green Wedge are expected to fulfil all the stated functions.
- 8.9.5. Preventing the merging of settlements: The Green Wedge will have a strong role in preventing the merging of Scraptoft village with Leicester City to the west and development adjoining Bushby to the south, taking into account consented development to the north and south of Thurnby Brook. It incorporates the majority of the existing Area of Separation as defined in the Scraptoft Neighbourhood Plan. However, it does not include the large arable field to the south of Covert Lane adjoining the eastern edge of the Green Wedge. This field is considered not vital to the protection of Scraptoft village's character as it extends well beyond the existing built form and, as there is no public access, its contribution to the Green

Wedge would be limited. Furthermore the existing tall hedge forms a strong boundary between the Green Wedge and wider open countryside.

- 8.9.6. Guiding development form: The Green Wedge boundary has not been drawn to prevent development taking place in the future but to ensure that that, should further development become necessary in future Local Plan reviews, the integrity of the Thurnby Brook valley is protected and retained as an undeveloped, strategic green area which is accessible to the local and wider population of the Principal Urban Area (PUA). Thus the Green Wedge will have a key role in guiding future development form in the area. Whilst the extent of the Green Wedge extends beyond the current built form, this will ensure that it has longevity should the PUA need to extend eastwards in the future.
- 8.9.7. Providing access from the urban area into green spaces/open countryside: The proposed Green Wedge incorporates a network of public rights of way (RoWs). The area covering the Thurnby Brook valley is particularly well served with one RoW following its entire northern edge, meaning that the valley is open to public views. Three other RoWs cross the Green Wedge north to south, continuing into open countryside. The part of the Green Wedge between Scraftoft and Leicester City has very limited public access at present. However, given that much of the area is within the proposed Scraftoft North SDA, opportunities will be sought to improve public access for the benefit of the wider community.
- 8.9.8. Providing recreational opportunities: The proposed Green Wedge includes Edith Cole Memorial Park, an open space, sport and recreation site and designated Local Green Space in the Scraftoft Neighbourhood Plan. As part of the proposed SDA the recreational value of the western part of the Green Wedge will be the focus for recreational uses thus strengthening this Green Wedge function. The part of the Green Wedge to the south of Covert Lane will be the focus of less formal recreation, safeguarding the valley setting for RoWs and encouraging walking with its associated health benefits.

Conclusion

- 8.9.9. Overall the proposed Leicester/Scraftoft/Bushby Green Wedge will meet the four planning purposes of Green Wedges. It will have a strong role in maintaining separation between Scraftoft village, Leicester and Bushby as well as guiding where development will take place in the future. The development of the proposed Scraftoft North SDA will provide the opportunity to strengthen public access and recreational opportunities in the north western part of the designation, while the inclusion of the Thurnby Brook valley slopes will safeguard access to the countryside.

An adequate replacement?

- 8.9.10. The loss of the large part of the Green Wedge as designated in the Scraftoft Neighbourhood Plan (see Figure 2.1, LAN12) resulting from the proposed allocation of the Scraftoft North SDA will be compensated for by the designation of the new Leicester/Scraftoft/Bushby Green Wedge. While some 57 hectares of

existing Green Wedge will be lost to the SDA, Policy GD7 proposes that an additional 80 hectares of land, comprising mainly the Thurnby Brook valley northern slopes, is included in the new Green Wedge (26 hectares of which is Area of Separation in the Scraftoft Neighbourhood Plan).

8.9.11. The Green Wedge to be lost to the Scraftoft North SDA comprises mainly of the Scraftoft golf course and the Local Nature Reserve adjoining Scraftoft Brook. The following key points should be noted in considering whether the new Green Wedge is an adequate replacement:

- Separation between Scraftoft village and Leicester City will be maintained by retaining the Green Wedge to the west of Hamilton Lane. Similarly the separation of Scraftoft village and Bushby will be maintained by the new area of Green Wedge to the south of Covert Lane. Therefore the main separation function of the Green Wedge and the Area of Separation (as defined in the Neighbourhood Plan) will be maintained.
- The existing Green Wedge to the north of Scraftoft has acted to prevent further development in a sustainable location. In so doing, development has extended further eastwards. The proposed new Green Wedge will guide development form away from the valley slopes should development need to extend eastwards in the future but is not meant to act as a stop to sustainable development.
- Public access to the existing Green Wedge area is limited to a public access route across the northern part of the golf course (not a recognised RoW) with no protection from the golf course use. The proposed new area of Green Wedge benefits from a network of RoWs and is open to public view. Whilst there is some reported informal access to the Local Nature Reserve, it is fenced off. The SDA will provide a green corridor along Scraftoft Brook to retain its value as a wildlife corridor (including designation as a Local Wildlife Site) with associated public access to promote health and well-being.
- Recreational opportunities provided by the golf club are limited to members only. The relocation of the golf course will ensure that these members will continue to enjoy the facility. The development of the SDA provides the opportunity for additional public recreation facilities in the Green Wedge to the west of the Scraftoft village, an area which at present provides limited recreational uses.

Conclusion

8.9.12. It is accepted that the proposed SDA to the north of Scraftoft will change the character of the area. However, in terms of the loss of the Green Wedge, it is considered that the proposed new designation will maintain the Green Wedge's main functions by preventing coalescence, guiding future development form, presenting opportunities to improve public access and recreation, and safeguarding access to the countryside from urban areas.

Appropriateness of a school and its grounds, a cemetery, and built recreational development.

8.9.13. Within the context of retaining the open and undeveloped character of Green Wedges and promoting their use for recreation and access to the countryside, Policy GD7 sets out what development will be permissible. These are uses which complement and promote the functions of Green Wedges for the benefit of local communities, both within the District and beyond in neighbouring Leicester City. In light of their overall purpose, policy relating to Green Wedges is more restrictive than the countryside policies (GD3 and GD4) and these policies do not apply to Green Wedges.

8.9.14. Regarding the particular uses specified in the above issue, the following should be noted:

School and its grounds

8.9.15. Policy GD7(2)a allows for the provision of school playing fields in Green Wedges. Built development will be permitted where it is necessary to the operational requirements of specific activities providing it is small scale and the openness and undeveloped character of the Green Wedge is maintained. Schools are not identified as acceptable development for Green Wedges.

8.9.16. The Framework emphasises local authorities should take a proactive, positive and collaborative approach to meeting the need for school places to serve existing and new communities. It stresses that great weight should be given to the need to create schools through the preparation of plans and that resolving key planning issues should be resolved by working with school promoters, delivery partners and statutory bodies prior to any application.

8.9.17. The provision of a primary school to serve the new Scraftoft North SDA and the existing community is a vital element of the overall proposal. The location of a primary school in the Green Wedge as an exception to policy could be appropriate providing its visual impact is minimised and its design reflects the sensitivity of the setting. It is not appropriate to change policy to allow this at this stage, since the master-planning process and public consultation has not been completed.

Cemetery

8.9.18. Burial grounds, including cemetery provision, is considered appropriate development for a Green Wedge and is set out as an acceptable use in GD7(2)a. Cemeteries are included in the Open Spaces Strategy 2016 to 2021 (GR5, Table 5.1) as an Open Space Typology which allows for quiet contemplation in a peaceful, natural environment, conducive to wildlife.

8.9.19. Cemetery provision is therefore considered an appropriate use for the Leicester/Scraftoft/Bushby Green Wedge providing it is sensitively located in relation to other, adjacent uses and has adequate screening and landscaping to ensure privacy.

Built recreational development

8.9.20. Given that providing recreational opportunities is one of the main functions of a Green Wedge, Policy GD7(2)a allows for development relating to outdoor, leisure, sporting and recreational facilities. However, criterion GD7(2)e goes on to specify that any built development should be small scale and necessary to the operational requirements of the activity.

8.9.21. It is accepted that changing facilities involving built development will be needed to accompany the delivery of leisure and sporting facilities in connection with the new SDA. Providing that this built development is of a reasonable scale, which does not threaten the overall open and undeveloped character of the Green Wedge, this will be permitted in line with GD7.

MATTER 8.10

8.10 The policy does not appear to tie the provision of the replacement golf course to the development of Site SC1; is it necessary to do so?

- 8.10.1. The existing Scraptoft Golf Course forms part of the site allocated as the Scraptoft North SDA under policy SC1. Policy SC1(4) allocates the replacement site at Houghton on the Hill for use as a golf course in order to provide improved certainty to assist in the delivery of the SDA.
- 8.10.2. However, the policy does not tie provision of the replacement golf course in to the development of Scraptoft North SDA. This is because the acceptability of the golf course in principle is not dependent on it being a replacement for the existing course. Golf courses fall outside of the remit of Sport England's Playing Pitch Strategy Guidance 2013. As such, they are not taken into account in assessments of current provision or future need, as set out in the Playing Pitch Strategy (GR6). A replacement golf course is not therefore considered essential in order to maintain appropriate sports provision within the District,.
- 8.10.3. Although it is referred to in the policy as 'replacement', theoretically the golf course could proceed separately from replacement of the existing Scraptoft Golf Course, thus prejudicing delivery of the SDA. However in practice it is in the interests of both the golf club and the land-owner/ developer to proceed as proposed. It is understood, moreover, that agreements are in place between the golf club and the developer and that preparation for the replacement golf course at Houghton on the Hill is well underway, with architects and landscape architects engaged in designing both the club house and course.

MATTER 8.11

8.11 What is the current position regarding planning permission?

- 8.11.1. The Council's Planning Committee made a resolution to grant planning consent for application 15/02006/OUT on 1st May 2018 for the following: Erection of up to 600 residential dwellings, a primary school, a local centre comprising A1, A2, A3 and D1, provision of public open space and play areas, new roundabout access off Kettering Road, new vehicular link from Overstone House, construction of footways and cycleways, regrading of the site by means of 'cut and fill' and construction of structures to accommodate sustainable urban drainage systems (access to be determined).
- 8.11.2. The Section 106 agreement is currently progressing, with completion expected by December 2018. A reserved matters application is expected in summer 2019, with discussions already underway for the marketing and selling of the site.

MATTER 8.12

MH1: Overstone Park

8.12 What impact would the allocation have on the landscape?

- 8.12.1. The Market Harborough Landscape Character Assessment and Landscape Capacity Study (2009) (LAN9), identifies the site (Parcels 22, 23, 23A and 24) as having high, medium/high and medium landscape capacity for development. The Study concludes that Jordan Valley Slopes North and Clack Hill Ridge character areas are of moderate/low sensitivity to development. Therefore overall the site would appear to be a favourable site for residential development in landscape terms subject to mitigation measures. The site does not lie within any nationally designated landscapes.
- 8.12.2. Through the planning application, the Council commissioned additional supporting landscape evidence through The Landscape Partnership. This evidence was specific to the planning application and in addition to the Market Harborough Landscape Character Assessment (LAN9). The Landscape Partnership acknowledges that the proposed form of development would enable views across the site to the south-west towards the wider landscape to be retained, and that the development would represent an extension of Market Harborough into the rural landscape on elevated ground to the south-east. From some directions parts of the site (Parcel 24) appears a logical extension to Market Harborough while from other directions the presence of Market Harborough is less apparent and the effects are greater (Parcel 22).
- 8.12.3. With regards to visual impacts of the proposed development, the site occupies relatively open and steeply sloping ground rising up to the Clack Hill ridge, and could represent a visual intrusion, out of character with the existing rural character from some viewpoints. However, there are areas of residential development in close proximity to the edge of Market Harborough which moderates the level of effect (Clack Hill, Rockingham View and Overstone House developments, all less than 5 years old). Through the application, the proposed heights of buildings have been decreased, with buildings serving the local centre reduced from an initially proposed 18m to 8m, and with dwellings on site reduced from an initial 9-12m to a maximum of 9m (2 storeys) in height. This reduction in building heights reduces the overall visual effects of the development on the wider landscape and skyline.
- 8.12.4. The following landscape mitigation proposals are also proposed:
- Existing landscape features are retained i.e. boundary hedgerow to the north and east and TPO oak trees;
 - Important views are retained i.e. retention of open panoramic views to the south, integration of retained and proposed planting and open space to prevent mass of built form;

- Additional planting i.e. landscape buffer c.50m along the eastern section, enhancement of boundary hedgerows, tree planting in open space and along internal roads, potential provision for green corridors;
- Development layout, i.e. creation of character areas supported by the design code, housing arranged in small clusters pedestrian only entrances and cycle routes along the northern and southern boundaries; and
- Open space provision and green infrastructure i.e. preservation of existing open spaces (The Knoll), incorporation of new open spaces, trails and paths and provision of views out of the site from open spaces

8.12.5. Proposed conditions to the permission include conditioning landscaping, the parameters plan, masterplan and existing vegetation to be retained plan, and compliance with a design code. Subject to the proposed planning conditions, together with the mitigation measures as set out, the landscape and visual impact of the site are not considered to be harmful.

MATTER 8.13

MH3: Burnmill Farm

8.13 How many dwellings are already served by Kingston Way and Bates Close? Is it sound to expect these roads to accommodate vehicle movements from a further 90 dwellings given their traffic calmed, winding, residential character? What effect would the allocation have on highway capacity and on the residential environment?

- 8.13.1. Kingston Way and Bates Close consist of 66 dwellings served off the Bates Close access from Alvington Way.
- 8.13.2. Leicestershire County Council Highway Design Guide (TRP5) advises that developments located off a single access be served by 150 dwellings in total, and the County Highway Authority therefore advised during the Strategic Housing Land Availability Assessment (HSG5) that the site should be limited to 90 dwellings in total served from the access to Bates Close from Alvington Way. The proposed allocation of 90 dwellings would therefore result in a total of 156 dwellings served off the access to Bates Close, 6 dwellings above the recommended guidance from the County Highway Authority.
- 8.13.3. The nature of Kingston Way, being residential in character, traffic calmed and with a rise in elevation to the allocation access point is noted, with an increase in traffic movements impacting on the existing 66 dwellings in terms of access to Alvington Way. The additional traffic movements would be driving past 21 of the dwellings along Kingston Way and Bates Close, with 17 of these facing on to Kingston Way or Bates Close. Kingston Way is 5.5m in width together with 2m footways to both sides.
- 8.13.4. A Traffic Assessment (TA) has been submitted in support of planning application 17/02020/OUT. The TA assesses a development of up to 150 dwellings, 60 above the 90 dwelling allocation, and above the level of dwellings proposed in the planning application (initially 142, revised down to 128 dwellings).
- 8.13.5. The County Highway Authority have advised the Council that in its view the residual cumulative impacts of development can be mitigated and are not considered severe in accordance with the Framework, subject to the suitable conditions and contributions. The County Highway Authority have reviewed the traffic count data submitted by the applicant as stated above and consider that the likely traffic generated is not considered severe in regard to the safe and efficient operation of the highway.
- 8.13.6. The County Highway Authority have updated the trip generation for 128 dwellings of the revised proposal, and assessed this against the predicted trip rates that would be generated from a development of 90 dwellings, shown in Table 8.13.1 below:

Table 8.13.1: Vehicle trip rates in AM and PM peak hours comparing a proposal of 90 dwellings to 128 dwellings

	AM Peak (08:00 – 09:00)			PM Peak (17:00 – 18:00)		
	In	Out	2-way	In	Out	2-way
Trip Rate per dwelling	0.177	0.523	0.700	0.439	0.274	0.713
Vehicle Trips (90 dwellings)	16	47	63	40	25	65
Vehicle Trips (128 dwellings)	23	67	90	56	35	91
Difference	7	20	27	16	10	26

8.13.7. In assessing the proposed scheme for 128 dwellings, the additional impact of the proposed development, over and above the 90 dwellings as set out in Policy MH3, has been assessed and is not considered sufficient to warrant refusal of the application on highways grounds, with the additional 38 dwellings above the proposed allocation of 90 resulting in an additional 27 two way trips in the morning peak hour, or less than 1 additional trip every 2 minutes.

8.13.8. With regards to the impact on surrounding junctions resulting from the development, including the site access onto Kingston Way, the Leicester Road/Alvington Way roundabout and the Burnmill Road/Alvington Way junction, the applicant has modelled the impact of the development against a base 2017 year and 2022 forecast year scenario. All junctions are considered to operate within capacity against the 2022 forecast year. The impact of the development on the queues and delays at the junction is considered negligible in the context of the Framework. Therefore the County Highway Authority does not consider a mitigation scheme is required for any of the junctions in the area of interest.

8.13.9. The proposed allocation, of up to 90 dwellings, is considered to be able to be suitable accommodated on the highway network without any capacity or road safety implications. The TA submitted with the application tests this to a site capacity of up to 150 dwellings, with the allocation for 90 dwellings and planning application revised to 128 dwellings. Leicestershire County Council have reviewed the TA and assessed the level of harm resulting from the proposed application for 128 dwellings. Whilst over and above the recommended 150 dwellings served from a single access (194 dwellings in total), Leicestershire County Council have assessed the level of harm of the additional 44 dwellings from a single access and concluded that the proposed development is acceptable on highway grounds.

8.13.10. The proposed allocation will impact on the existing residential environment of Kingston Way and Bates Close, with up to 91 additional 2-way peak hour vehicle trips (when assessed against 128 dwellings proposed, or up to 65 additional peak hour car journeys when assessed against the proposed allocation of 90 dwellings) resulting from the proposed allocation and all vehicle trips travelling through Kingston Way and Bates Close to Alvington Way before dispersing. These additional journeys will impact on the residential character of these roads, and particularly to the 17 dwellings that front on to Kingston Way and Bates Close along the route. Due to the existing traffic calmed nature of the

road, together with the existing impact of parked cars along the route, traffic speeds along Kingston Way are considered to be acceptable, with no junction capacity issues identified, and with the proposed development not considered to result in severe harm as defined in paragraph 109 of the new Framework.

MATTER 8.14

8.14 What effect would the allocation have on the wider landscape?

- 8.14.1. Burnmill Farm is located within the Burnmill Farm Scarp Slopes local landscape character area of Market Harborough, with the allocation site consisting of parcels 1 (mainly) and 2 (part of) of the Market Harborough Landscape Capacity Study (LAN9). The site does not contain any Listed Buildings and does not form part of, or adjoin, a Conservation Area. The site is not covered by any statutory landscape designation.
- 8.14.2. Policy MH3 requires retention and improvement of existing hedgerows and trees, particularly at the northern boundary of the site, with any replacement of and additional provision using native species (criterion d); provision of open space and recreational facilities across the site, including along the southern boundary to protect residents' amenity and allow access for existing residents, and on the northern and eastern boundaries to form a landscaped edge to the countryside (criterion f); and a layout and design, including the ridge height of dwellings to the northern boundary, that is shaped by a landscape and visual impact assessment, and that respects:
- i. the openness of the landscape and the scarp slope to the north,
 - ii. the relationship with the Grand Union Canal, and
 - iii. the views from the land to the north of Market Harborough and from Great Bowden into the site (criterion h).
- 8.14.3. Taken as a whole the Burnmill Farm Scarp Slopes local landscape character area is assessed as being of high landscape sensitivity (LAN9, see Figure 8.14.1 below). However, the application site is covered by two individual land parcels (1 and 2) which were assessed separately from the wider local landscape character area (LAN9, see Figure 8.14.2 overleaf)

Figure 8.14.1: Local Landscape Character Areas Sensitivity (Source: LAN9)

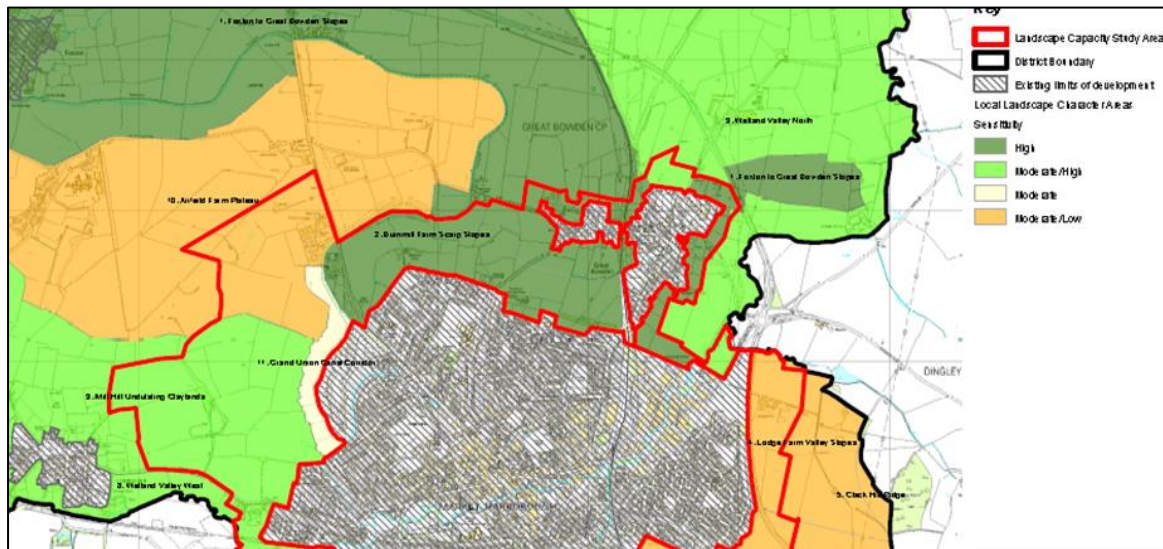
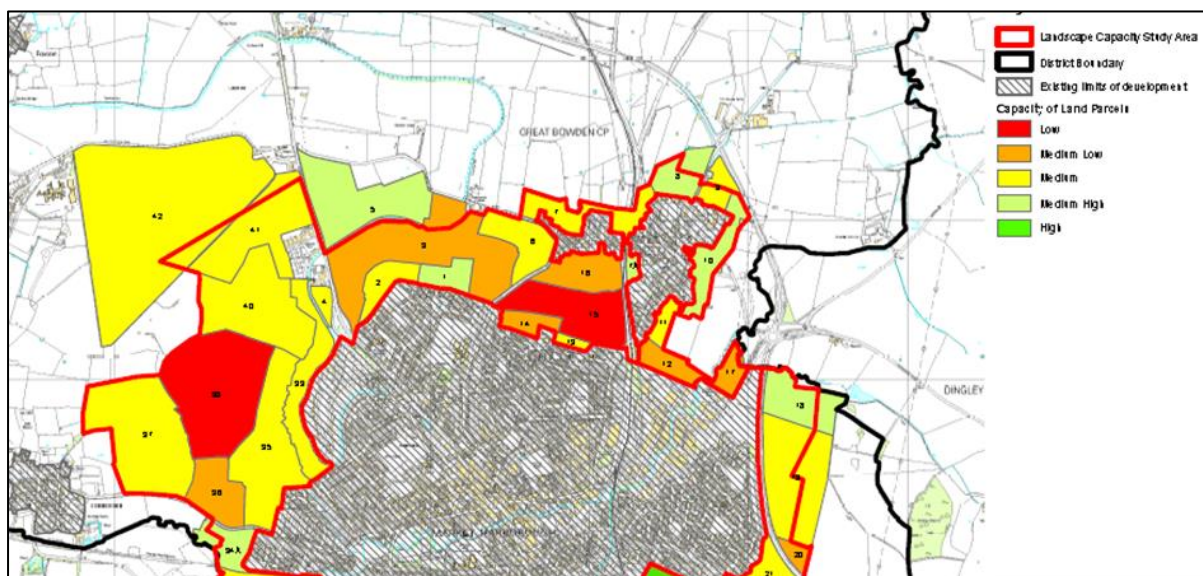


Figure 8.14.2: Individual Land Parcels capacity for development (Source: LAN9)



8.14.4. The Landscape Capacity Study (LAN9) describes Parcel 1 (main part of allocation site) as a flat site on the edge of a plateau extending from the fringe of the town, well contained by a strong fringe of vegetation along the northern and eastern boundaries of mainly evergreen species. The fields, with a low hedge dividing Parcel 1, are of medium size, with no built form on the site and no rights of way through or close to Parcel 1. Views into Parcel 1 are limited, with limited views from the Grand Union Canal to the north of the site restricted by both the scarp slopes and existing vegetation. The allocation also crosses slightly into Parcel 2, which continues west from Parcel 1, however, with a different land use at the time of the assessment, being grazed land as opposed to arable land of Parcel 1. Views into Parcel 2 are also limited, with greater views into the site at the south western corner, an area not covered by the proposed allocation. Both parcels do have some views into the site from neighbouring dwellings to the south.

8.14.5. The Study (LAN9) concludes that Parcel 1, the main part of the allocation site, has a Medium High capacity for development, with Parcel 2, of which the allocation covers a small eastern section, having a Medium capacity for development. Residential development is therefore considered acceptable in principle on the site, subject to mitigation measures as set out below:

- Retention of existing landscape features and vegetation, including the screening belts to the north and east boundaries and the hedge to the south as much as possible;
- Retention of important views, including not breaking the skyline when viewed from the north;
- Additional planting to reinforce the north and eastern planting belts; and
- Retention of the scarp slopes to the north of Parcels 1 and 2 (Parcel 3 – Medium Low capacity for development) as open space.

8.14.6. Given the location and nature of Parcels 1 and 2 of the allocation site, the land parcels were not assessed as part of the 2017 Area of Separation Review (LAN1) in respect of Market Harborough and Great Bowden. The allocation site is not included within the assessment due to its well screened setting adjacent to Land Unit 7 of the Review, bordering the site to the east and included within the Area of Separation. The allocation site is considered to be of similar description to Land Unit 1 of LAN1 (further east along The Ridgeway), assessed as making an 'incidental' contribution to the openness between Market Harborough and Great Bowden, being contained by vegetation from the wider rural landscape and more closely related to the urban form of Market Harborough. As such, this Land Unit (1) is not included within the Area of Separation between Market Harborough and Great Bowden.

8.14.7. The applicant to planning application 17/02020/FUL has also submitted a landscape baseline study, landscape management plan and soft landscaping plans. The soft landscaping plans have evolved through the application as the proposed layout has been amended.

8.14.8. The landscape baseline study submitted by the applicant agrees with the conclusions of the Landscape Capacity Study (LAN9), supporting the retention and enhancements of the north and eastern boundary tree belts, proposing a c.9m limit to the height of dwellings on the site to protect the skyline, and points out that the existing tree belts have matured in the 8 years between LAN9 and the planning application being submitted.

8.14.9. The landscaping plans submitted with the application propose a range of planting throughout the scheme, particularly to the areas of open space and corridors through the site, and with a series of specimen trees particularly to the boundaries of the site and at key viewpoints through the site. Smaller ornamental trees are sited throughout the site, including to the residential areas, strengthening the existing northern and eastern tree belt boundaries and forming a landscaped southern boundary to the site, helping to screen the

development from existing residential dwellings on Bates Close, Smyth Close and Kingston Way.

8.14.10. As part of the planning application process, the Council commissioned a review of the landscape baseline study submitted by the applicant, undertaken by The Landscape Partnership (as per LAN9). This was updated in August 2018 following revised plans submitted and a reduction in the number of dwellings proposed. Subject to additional information being provided, in the form of section drawings, details of additional tree planting within the scheme and management of woodland planting within the tree belts, no critical issues are raised with regards to landscape impact. These additional drawings will be either provided ahead of determination, or be subject to suitable planning conditions.

8.14.11. The site is well contained, and whilst on a high point crossing the ridgeline, is well screened from views into the site, particularly from the sensitive landscape and Grand Union Canal Conservation Area to the north. The majority of the site is shown to be of Medium High capacity for development, indicating that development is acceptable on the site subject to mitigation. This mitigation focuses on retention and enhancement of the existing landscaping and tree belts on site, together with ensuring that development does not break the skyline. Through the application and information submitted the applicant has demonstrated that the proposed development is acceptable in landscape terms, with no harm identified to the wider landscape or heritage assets. The policy criteria d, f and h with regards to landscape are considered to be sufficient to prevent any wider landscape harm, with the planning application considered to be able to satisfactorily meet the policy criteria.

MATTER 8.15

MH4: Airfield Farm

8.15 Is it necessary to be specific about the location of the site access? Would this preclude a better solution?

- 8.15.1. All allocation policies within Part C (Places and Sites) contain a criterion pertaining to means of access, providing consistency across the plan. It is considered appropriate that means of access is covered in the criteria for each allocation site.
- 8.15.2. In the case of MH4, the site currently has frontage to the highway on Gallow Field Road but has no direct access on to Harborough Road / Leicester Road (B6047). Hence, the policy requirement that access to the site is to be from Gallow Field Road. However, it is accepted that this stipulation may unintentionally preclude a better more comprehensive access solution.
- 8.15.3. The site is identified in the masterplan as part of the North West Market Harborough Strategic Development Area which is to be served by a link road between the A4304 and the B6047. The masterplan suggests that the proposed employment area (MH4: Land at Airfield Farm) will be accessed from the link road supplemented by public pedestrian access to Gallow Field Road. At its northern end the link road is planned to join the B6047 at the existing roundabout junction from which the Airfield Business Park is already served.
- 8.15.4. Outline permission has already been granted for the SDA, which is being delivered in phases by 3 developers; Linden Homes, Davidsons and William Davis. Delivery commenced at the southern end of the site with the first completions recorded in 2017/18. Reserved matters for other phases extending northwards have since been permitted or are pending determination and will, in combination, lead to the implementation of the link road.
- 8.15.5. The Council is keen to achieve the best access solution for to MH4 in the most pragmatic way, having regard to adjacent land-uses and development planned in the vicinity. We are therefore prepared to consider a modification to criterion (1)a. of policy MH4 to remove specific reference to either Gallow Field Road or Leicester Road in favour of more generic wording to enable the location of any site access to be determined in liaison with the Highways Authority.

MATTER 8.16

L1: East of Lutterworth Strategic Development Area

8.16 How should this allocation be regarded: part of Lutterworth or a self-contained community? What measures can realistically be taken to provide attractive links between this development area and Lutterworth town centre, given the presence of the M1, the proposed spine road and the location of the business uses?

8.16.1. As already stated in response to Matter 6.2, the east of Lutterworth SDA is proposed as a largely self-sufficient development at the neighbourhood level that is well integrated with Lutterworth. It should be a well-planned community with its own sense of place, while also benefitting Lutterworth by supporting its town centre and its other higher level facilities such as the secondary schools. It will be reliant on Lutterworth, as well as towns and cities higher in the hierarchy, for certain services and facilities. Nevertheless, as set out in Policy L1, it will include, in addition to local public open space and play areas within the housing areas:

- 10 hectares of B1 and B2 employment uses within the main part of the site (as well as 13 hectares of non-strategic distribution uses on the land to the south of the A4304);
- two 2-form entry primary schools;
- a neighbourhood centre including some or all of:
 - a supermarket or shops to meet local convenience needs
 - a public house/ café
 - a doctors surgery
 - a community hall
- greenways for walking, cycling and riding;
- a community park containing outdoor sports facilities;
- natural and semi-natural greenspace; and
- a cemetery and allotments.

8.16.2. Land is also to be provided for a replacement leisure centre to serve the whole of Lutterworth at some point in the future.

8.16.3. The mix of residential, employment and other uses will allow some residents to live and work on the SDA helping to reduce commuting.

8.16.4. As stated in response to Matter 6.2 the following measures are proposed to link the SDA with Lutterworth town centre over the M1 motorway:

- early provision of a cycle and pedestrian link to the town centre making use of the existing agricultural crossing over the M1;
- conversion of the existing Gilmorton Road crossing over the M1 into a dedicated route for public transport, cyclists, pedestrians and emergency

vehicles, providing a more direct route to the town centre than via the northern and southern access points;

- to link with these crossings, a network of convenient, safe and attractive walking and cycling routes as set out in Policy L1(3)p;
- a regular and frequent bus service to all parts of the SDA as they are developed as set out in Policy L1(3)q;
- travel plans and green travel packages that provide an attractive alternative to private car use as set out in Policy L1(3)r.

8.16.5. In this respect, the M1 corridor could be relatively permeable with 4 opportunities to create attractive and safe environments for people to walk and cycle into Lutterworth. This is particularly the case with the 'sustainable transport corridor' along Gilmorton Road and the improvement of the current agricultural crossing which will also provide direct links to Lutterworth Town Centre for walking and cycling. The master planning process provides a real opportunity to design and provide safe and attractive links which are well integrated with a network of convenient walking and cycling routes. The potential employment uses along the M1 would need to be appropriately designed and located to ensure that they do not act as a barrier to movement across the M1 and the spine road would need to include appropriate crossings facilities to ensure it does not act a barrier to movement. The master planning process provides an opportunity to do this.

8.16.6. The M1 has constrained growth east of Lutterworth Town Centre which means that the SDA is in close proximity to a Town Centre for a development of this scale. The Council is not aware of any other opportunity in the District where strategic scale development could be located so close to an established Town Centre. This coupled with the opportunities to cross the M1 and integrate these crossings with a well designed network for walking and cycling (through the master plan) means that measures can be taken to ensure safe attractive links to Lutterworth Town Centre.

MATTER 8.17

8.17 Will the reality of the situation mean that this development will be mostly car-based? In that regard, what will be the effect on Lutterworth town centre?

- 8.17.1. As previously described, the East of Lutterworth SDA, including the provision of the local centre, primary schools, and employment opportunities, is intended to be relatively self-contained and seeks to limit car use from the SDA. However access to wider services and facilities, additional retail provision and secondary schools will be available within Lutterworth itself.
- 8.17.2. The East of Lutterworth SDA Vision Statement proposes the main accesses to the site to be from the A4304 Lutterworth Road and from the A426 Leicester Road, with a spine road through the site, across the M1 and linking the two main accesses. In addition, as previously described in response to Q8.16, sustainable transport access is proposed through use of the existing Gilmorton Road bridge and an existing agricultural access bridge across the M1.
- 8.17.3. The site is currently crossed by existing rights of way, mainly running east to west across the site, with the Vision Statement proposing further footpaths and cycleways mainly north-south through the site, linking existing rights of way, enhancing access to proposed motorway crossing points, and allowing access through walking and cycling to the proposed community park to the south of the site (as set out in TCP4, Figure 1 – Draft Masterplan).
- 8.17.4. Access to Lutterworth and its additional services and facilities and education provision will be provided via sustainable transport. To enable this, Policy L1 requires improvements to public transport, submission of a travel plan to cover the site and provision of travel packs for future residents. Moreover Policy BE2 requires measures to enable an increase in the proportion of the workforce at Magna Park commuting from locations within the District, which could include bus services between Magna Park and the east of Lutterworth SDA.
- 8.17.5. However, car based journeys will inevitably form an important component of travel, with the SDA located with easy access to the M1, A5, A14 and M6 for wider employment opportunities, with access to the employment centres of Leicester, Rugby and Coventry all within 45 minutes drive. However, the Lutterworth East Strategic Transport Assessment Modelling Technical Note (TRP10, Appendix C) states bespoke trip rates were not considered to be required in order to assess this site, instead the trip rate and distribution assumptions used were based on the Department for Transport National Trip-End software.
- 8.17.6. The Lutterworth East Strategic Transport Assessment (TRP10) Appendix F – Technical Note on Final Model Runs and Junction Assessment assesses the impact of the development on surrounding junctions. Appendix F sets out that all

junctions, subject to mitigation, would operate within capacity and also assesses the impact of the SDA on Lutterworth town centre.

8.17.7. TRP10 also assess the impact on Lutterworth town centre. Tables 8.17.1 and 8.17.2 below show the comparison between a 2031 reference case and final traffic forecasts (AM and PM respectively), based on a scenario of full built-out development (tested at 2,950 dwellings, 23ha employment and with all off site mitigation in place, including closure of Gilmorton Road for access for buses, walking and cycling only). These show the result of the SDA with mitigation, including provision of the spine road, to result in a reduction of up to 34% shown in both the AM and PM peaks. The key findings of the comparisons are:

- A significant reduction of the traffic along A426 Rugby Road, between Frank Whittle junction and the junction of the A426 and with Gilmorton Road;
- Less traffic on A426 Leicester Road on the section between Gilmorton Road and Bill Crane Way;
- Less traffic southbound and northbound on the A426 Rugby Road north of Bill Crane Way junction; and
- More traffic on the Bill Crane Way turning left (north).

Table 8.17.1: AM relief to Lutterworth town centre

Link	Direction	AM			
		Forecast		Difference	
		Ref	Final	Traffic	%
A426 Lutterworth Road – North of Gilmorton Road	NB	734	680	-54	-8%
	SB	806	663	-143	-18%
A426 Lutterworth Road – South of Gilmorton Road	NB	990	743	-247	-25%
	SB	995	658	-337	-34%

Table 8.17.2: PM relief to Lutterworth town centre

Link	Direction	PM			
		Forecast		Difference	
		Ref	Final	Traffic	%
A426 Lutterworth Road – North of Gilmorton Road	NB	508	522	+14	+3%
	SB	940	821	-119	-13%
A426 Lutterworth Road – South of Gilmorton Road	NB	1,033	687	-346	-34%
	SB	919	700	-219	-24%

8.17.8. As such, the fully built-out scenario is predicted to have a largely positive effect upon Lutterworth town centre, resulting in reductions in traffic volumes on all parts of the A426, other than the section north of Gilmorton Road in a northbound direction, which shows a minor increase.

8.17.9. The Lutterworth East SDA Junctions Operational Assessment (TRP9) builds on TRP10 as above through a more detailed investigation of analysis of how HGV movements are forecast to respond to road network and demand changes associated with the junction improvements, in order to understand the scope for reducing HGV movement within Lutterworth town centre. The assessment shows that a significant proportion (about 25%) of HGVs using the A426 southbound to

Lutterworth have trip origins or destinations within Lutterworth, with the proposed spine road therefore being of little benefit to this 25%. However a significant proportion (about 50%) of HGV southbound traffic on the A426 is predicted to switch from the High Street to the new spine road, mainly to access M1 J20, the A5 or the M6. Additional recommendations for managing HGV movements within Lutterworth town centre are set out in para 4.3.2 of the Assessment.

8.17.10. Evidence from Tables 8.17.1 and 8.17.2 above, together with the evidence in relation to HGV use of the town centre in TRP9 suggest that the proposed East of Lutterworth SDA in its fully built out scenario with associated mitigation including the spine road is considered to have a beneficial impact on Lutterworth town centre in highway terms. The creation of a spine road is predicted to reduce both AM and PM peak traffic through the town centre in comparison with a 2031 reference case and remove a proportion of HGV use from the town centre. These transport benefits, particularly in relation to the removal of HGV traffic, could help to achieve an improved town centre environment for Lutterworth, with potential enhancements to air quality and offer opportunities for future improvement of the public realm, connectivity across the A426 Leicester Road and potentially an improved town centre retail offer in the longer term.

MATTER 8.18

8.18 How is it proposed to deal with air quality issues given the presence of the M1 and spine road?

8.18.1. The SDA Masterplan will have regard to potential air quality issues arising from the M1 and the spine road. In particular, it will respond to predictions of where air quality levels may exceed the annual mean NO₂ objective of 40µg/m³ alongside the M1 and spine road. The site promoters are currently monitoring and modelling air quality dispersion to ensure that potential issues can be carefully considered through the SDA Masterplan. Additionally, design aspects such as the spine road and any acoustic mitigation will be assessed as they may have an impact on pollutant concentrations on site, and appropriate mitigation measures employed to ensure that air quality is not a constraint to the site.

8.18.2. A detailed assessment of dispersion modelling, focussing on Lutterworth, Kibworth, Market Harborough and Scraptoft (A47) is currently in progress, and will assess the likely impacts of the Local Plan on compliance with both national objectives and EU limit values. The focus of the assessment will be NO₂, since this is the pollutant at greatest risk of exceeding air quality standards at roadside locations. The assessment will take into account baseline 2036 traffic data from a new LLITM dataset which will provide both the 2036 'with' and 'without' Local Plan scenarios required for the Local Plan assessment to be effective. This will report by the end of September.

MATTER 8.19

8.19 What measures are likely to be necessary to protect the character of Misterton and the setting of its church?

8.19.1. Policy L1 sets out the proposed criteria with regards to the impact on Misterton Church as below:

'j. a multifunctional green infrastructure network, including:

iv. measures to minimise potential visual impact on nearby heritage assets and their setting, in accordance with Policy HC1;

8.19.2. The current East of Lutterworth SDA Vision Statement proposes a Swift Valley Community Park along the southern boundary of the SDA, north of Misterton (as set out in TCP4, Figure 1 – Draft Masterplan). This community park will serve to prevent development within a flood zone of the River Swift, provide recreational green space to serve the development and link with the Misterton Marshes SSSI, and provide a green buffer between the proposed development and Misterton.

8.19.3. Noting the objection received from Historic England in relation to the potential impact on the Grade II* Misterton Church, the Council has progressed work with both Historic England and the site promoter to both better understand any potential impact on the setting of Misterton Church and set out any necessary mitigation.

8.19.4. A Land East of Lutterworth Built Heritage Assessment (HCF11), undertaken on behalf of the site promoters, assesses the impacts of the proposed SDA on surrounding heritage assets and their settings using a series of viewpoints agreed with Historic England during a joint site visit. This document provides a detailed assessment of the significance and contribution of The Church of St Leonard, Misterton (Grade II*), The Church of St Mary, Lutterworth (Grade I) and The Ladywood Works, Leicester Road, Lutterworth (Grade II*). The assessment concludes that:

'The proposed development would introduce some changes to localised parts of the setting of both churches, but not in any key views, and on the whole the overall experience of the churches would remain largely unaffected. Any effect on the significance of the churches would be very limited, and no more than marginal and peripheral. This would fall at the lowest end of the spectrum of 'less than substantial' harm as described in paragraph 196 of the NPPF'.

8.19.5. Accordingly, the very limited harm to the significance of the churches should be weighed against the public benefits of the proposal.

8.19.6. An assessment undertaken on behalf of the Council, the East of Lutterworth SDA Heritage Statement (HCF10) concludes that (with regards to settings of St. Leonard's, Misterton and St. Mary's, Lutterworth churches):

'development would alter the setting of the Church of St Leonard, potentially resulting in a degree of harm to its significance. The proposed development would comprise the loss of part of its historic agricultural hinterland; however, the important associations between St Leonard's and other elements of the historic landscape at Misterton would be retained. It is considered that a reduction in the southern extent of the Site is unnecessary and that glimpses of St Mary's from St Leonard's could be preserved through sensitive design. However, LVIA input is recommended to clarify this'.

8.19.7. The above documents, HCF10 and HCF11, have been submitted to Historic England for consideration. Document HCF11 followed a joint site meeting between the site promoters, Historic England, and Cotswold Archaeology on behalf of the Council.

8.19.8. Subsequently, the Council has agreed with Historic England to enter into a Statement of Common Ground to strengthen the protection afforded to preserving the character and setting of Misterton Church. The Statement of Common Ground will be progressed with Historic England ahead of the Examination in Public.

MATTER 8.20

8.20 What are the specific characteristics of Misterton Marshes SSSI that require protection? What work has been carried out so far to assess the impact of the allocation on the SSSI and the effectiveness of mitigation measures to protect it?

Summary

8.20.1. A feasibility study (EN15) has been carried out, which concludes that mitigation of the potential effects of the SDA on the SSSI is technically feasible. Natural England confirmed the study does take account of their comments and the conclusions of the study enable Natural England to remove their objection to the SDA.

The specific characteristics of Misterton Marshes SSSI

8.20.2. Misterton Marshes SSSI was designated for 'unimproved wetland habitat' and 'neutral grassland – lowland'. The marshes have developed on alluvial deposits adjacent to a tributary of the River Swift. The interest features for which the site is notified include wet and dry grassland, fen and a diverse breeding bird community. The most recent condition assessment (June 2011) concluded that the site was in 'unfavourable – recovering' condition. Further information can be found at the following link - <https://designatedsites.naturalengland.org.uk/SiteDetail.aspx?SiteCode=S1004320>.

Work carried out so far

8.20.3. The Misterton Marshes SSSI Feasibility Study (EN15) was undertaken by FPCR Environment and Design Ltd and Peter Brett Associates on behalf of the site promoters of the Lutterworth East SDA site. This was informed by an Extended Phase 1 Habitat survey of land within the SSSI, a basic habitat assessment of land outside the boundary of the SSSI and a review of existing hydrological information. The study outlines possible mechanisms to mitigate the potential effects of the SDA on the SSSI, which had previously been identified by Natural England. The study concludes that mitigation of the effects of the SDA on the SSSI is technically feasible. It does not provide full technical details of mitigation proposals at this stage. However, the level of information provided in the study is considered sufficient to support allocation of the SDA and is in accordance with the requirements of the Wildlife and Countryside Act 1981.

8.20.4. The study confirms that based on an indicative plan, the SDA will not result in land take from the SSSI and will not directly affect habitats within the SSSI. It goes on to consider potential negative impacts on the conservation value of the SSSI, both during construction and operational phases. During the construction phase, such potential impacts are identified as:

- uncontrolled discharge of pollutants from the working area including dust deposition, siltation and pollutant from oils / fuels; and
- effects to the current hydrological regime of the SSSI through overland of ground water sources.

8.20.5. During the operational phase, potential impacts are identified as:

- effects to the current hydrological regime of the SSSI; and
- increased recreational pressure.

8.20.6. The study outlines measures to mitigate each of these potential impacts. During the construction phase these measures include: the use of impermeable layers to mitigate potential ground water impacts; and application of a Construction Environmental Management Plan to cover pollution prevention, drainage management, chemical pollution prevention, site waste management and measures to prevent soil compaction around the SSSI.

8.20.7. During the operational phase, mitigation strategies will ensure that current surface and ground water flow rates into, through and out of the SSSI will be maintained at current levels. The potential effects of runoff pollutants will be dealt with through the implementation of sustainable urban drainage systems. The technical note at Appendix A of the study confirms that it is technically feasible to maintain the current hydrological regime using measures outlined and prevent potential runoff pollutants. Potential impacts arising from increased recreational pressure during the operational phase could be minimised through the use of: appropriate signage and fencing around the SSSI; the use of board walks; appropriate planting to restrict access to parts of the SSSI; and the provision of information to new residents informing them of the ecological value of the SSSI. The provision of green infrastructure elsewhere within the SSSI will help to minimise informal recreation within the SSSI.

8.20.8. The study concludes that management of the SSSI and surrounding district / parish level sites within the SDA boundary could improve the condition of the SSSI and overall connectivity to the SSSI.

8.20.9. The study was considered by Natural England, who confirmed that the comments they provided under its Discretionary Advice Service role have been taken on board and incorporated into the final study. In an email dated 10 October 2016, Natural England confirmed:

‘The appendices A and B are by far the most important aspects of the submitted document and provide the reassurance which Natural England (in its role as the statutory consultee) requires to understand the potential impacts of the land allocation on the integrity of Misterton Marshes SSSI. Natural England accepts the conclusions in these appendices that the scheme is feasible but wishes to make it very clear that further hydrological investigation and mitigation/compensation will be required to ensure the future water provision within the SSSI sustains the notified interest features. These measures, alongside measures to sustain appropriate water quality, appropriate informal recreation provision and the sympathetic management of

the notified features of the SSSI, will need to be secured through appropriate planning conditions and planning agreements as part of any future planning permissions that are granted in connection with this proposed allocation. These measures will need to be considered at both the outline and reserved matters stages of the planning process. It is on this basis that Natural England is in a position to remove its objection to the inclusion of the Lutterworth East Allocation in the Harborough District Local Plan.'

8.20.10. Detailed hydrological modelling is being carried out and will inform the detailed mitigation package to support the forthcoming planning application for the site.

MATTER 8.21

8.21 What are the factors, including on- and off-site infrastructure provision and market-related build-out rates that would influence the start date and the rate of housing delivery from this site and what are the risks to delivery?

8.21.1. The updated Housing Trajectory (HSG14) indicates first housing completions at the Lutterworth SDA some 4½ - 5 years from now in 2023/24. It is expected to deliver about 1,260 houses over the 8 year period to 2031 (annual average of 157 houses).

8.21.2. This date of first housing completions in HSG14 is more conservative than that in the submitted Local Plan, in part, to respond to Regulation 19 consultation representations. HSG14 suggests the delivery of about 250 fewer dwellings in the plan period than in Policy H1, a figure which is more than made up by increased commitments since March 2017. It would still be sufficient to enable the delivery of the complete spine road, including the northern bridge across the M1, by the end of the plan period. However, the promoters of the site consider that delivery can take place earlier than in this trajectory, as described below, so that the 1,500 dwelling delivery target in Policy H1 can be achieved and exceeded.

8.21.3. As with any site of this scale, there are several factors that influence the start date and rates of housing delivery from this site. The main factors are listed below followed by a more detailed discussion of each:

8.21.4. Start Date

- Planning application and approval process
- On- and off-site highways infrastructure
- Critical utilities infrastructure

8.21.5. Delivery Rates

- Market attractiveness over time and the resultant number of sales per outlet per annum
- Number of outlets
- Timing of delivery of affordable housing

Start Date

Planning Application and Approval

8.21.6. An outline planning application that includes details of site access and the spine road (including the M1 bridge) is now expected to be submitted in January 2019 (as opposed to July 2019 in HSG14). To this end, a considerable amount has

been done – and is ongoing – by all parties involved to ensure the application is submitted on time. The applicant is Leicestershire County Council (LCC).

8.21.7. The Planning Practice Guidance (PPG - Reference ID: 20-001-20150326) recognises the value of pre-application engagement and its potential to improve the efficiency and effectiveness of the planning application process by:

- understanding the relevant considerations;
- working with interested parties to resolve any issues at an early stage;
- discussing possible mitigation of any impacts;
- identifying information to accompany the planning application to remove validation delays; and
- putting in place a Planning Performance Agreement (PPA) to manage the process and agree any dedicated resources for progressing the application.

8.21.8. LCC and Harborough District Council (HDC) have done a considerable amount of pre-application work with consultees to ‘frontload’ the planning application process as far as possible. This will make the application process quicker and more efficient.

8.21.9. The parties have been working closely for several years to bring the site forward, and detailed pre-application discussions have been ongoing since early 2018. A Planning Performance Agreement has been agreed, the EIA scoping opinion is imminent and public/stakeholder consultation events on the Master Plan for the site are due to be held 20th – 22nd September 2018.

8.21.10. LCC appointed their consultancy team in early 2018 and the detailed survey work required to underpin the application is well underway. Consultation has taken place and is ongoing with statutory consultees including Highways England, County Highways, Natural England, Historic England, Environment Agency, Lead Local Flood Authority, Seven Trent Water etc to understand any issues and work with them to resolve any issues before submitting the application. The consultation events programmed for 20th – 22nd September include local people, elected Members etc. There will therefore have been comprehensive engagement with the Council, Statutory and non-statutory consultees, local people and elected Members as recommended in the PPG.

8.21.11. The Council has set-up a Strategic Development Team to deal with the two SDA applications (at Lutterworth and Scraptoft) comprising a Team Leader, two Case Officers and an admin support post. The new posts have already been recruited to, and the appointed officers have significant experience of dealing with large-scale and complex applications such as SDAs, including developments significantly larger than those proposed in this plan. The Council has already procured and appointed consultant specialists in landscape, urban design, and S106 agreements. It is the intention of both parties to begin work on the S106 as part of the front-loading process before the planning application is submitted. It is recognised that S106 negotiations can sometimes be long and protracted and can add time to the planning application process. Often this is because the preparation and negotiation of the S106 does not start in a meaningful way until after a planning committee has granted permission subject

to S106. Both parties recognise this and intend to finalise the S106 alongside the planning application to avoid unnecessary delays.

8.21.12. Thus both the applicant and the planning authority recognise the importance of delivering the Lutterworth SDA on time and have agreed to timescales, actions and resources for handling the application through the PPA.

8.21.13. The promoters have produced a timetable in consultation with HDC and the Highway Authority which is set out below. This shows a twin-tracked approach to planning and housing delivery, with key infrastructure related tasks. The 'twin-tracked approach' significantly reduces the time it will take to begin developing the site. The timetable indicates that first housing completions could take place in 2021/22, compared to 2023/24 in the updated Housing Trajectory (HSG14). The Council recognise that this could be a realistic prospect, as the applicants and the planning authority have the resources in place to achieve this, but have taken a conservative approach in HSG14 .

Key Timetable East of Lutterworth SDA – Housing and Infrastructure

Planning and Housing Delivery Related Tasks	Time Period	Infrastructure Related Tasks	Time Period
Preparation of outline planning application (including consultation)	January 2018 to January 2019	Procure contractor on design & build contract to deliver necessary on & off site highway infrastructure / access into the site	April to December 2018
Public/Stakeholder Consultation	September to November 2018		
Submit Application	January 2019		
Consideration of Application and Planning Committee Resolution	January to July 2019		
Preparation of Section 106 Agreement and Grant of Outline Planning Permission	February to September 2019	Finalise designs and obtain design approval. Complete Section 278 and Section 38 Agreements.	February 2019 / January 2020
First phase housebuilder(s) appointed	September 2019 to March 2020	Commence highway works on site	June 2020
Prepare and secure approval of discharge of conditions / reserved matters for first housing phase (Plot H)	March 2020 to February 2021		
Commence work on site for first housing phase (Plot H)	March 2021	Completion of works necessary to enable first house sales	March 2021
Completion of first housing phase (Plot H)	January 2022		

On and Off Site Highway Infrastructure

8.21.14. The next main factor that will influence the start date of housing delivery is the provision of on- and off-site highway works. The planning application expected in January 2019 will include details of access, the Spine Road and

M1 bridge. The on- and off-site highway works will not require any additional planning permission for works to begin. The process of highway approval will be carried out alongside the planning application process as indicated in the timetable above. Work has already begun on the necessary surveys to support the formal process of obtaining design approval and completing Section 278 and Section 38 Agreements. This is expected to be completed by the start of 2020. In most circumstances, work on detailed design approval and Section 278 and 38 agreements would not start until after a planning committee grant of permission subject to S106, or later. This is not the case here and the twin-tracked approach will reduce any delays that may be associated with the construction of key infrastructure.

8.21.15. The main highway and transportation infrastructure envisaged to develop the site as follows:

- A4304 Lutterworth Road/'Spine Road' – signalised Junction;
- A4304 Lutterworth Road/access to B8 employment site – suitable junction (to be confirmed);
- A426 Leicester Road/'Spine Road' roundabout or signalised junction;
- M1 Junction 20 – signalisation of all approach arms and widening of circulating lanes;
- A4303/A426 Rugby Road ('Frank Whittle') – upgrade to existing roundabout; and
- A426 Leicester Road/Bill Crane Way – signalised junction plus pedestrian crossing.

8.21.16. The evidence underpinning the above schemes can be found in paragraphs 5.33- 5.52 of the Transport Topic Paper (TCP4).

8.21.17. The Lutterworth East Strategic Development Area – Strategic Transport Assessment 2017 (TRP10) contains some analysis of how much development could occur before triggering the need for the off-site improvements. This concluded that the improvements to the 'Frank Whittle' junction and A426 Leicester Road/Bill Crane Way are required prior to the SDA development. It may be possible for some SDA development to occur prior to the improvements to M1 Junction 20 as the evidence suggests that some approaches will reach capacity with around 125 houses and 1.4Ha of employment land.

8.21.18. In terms of on site infrastructure, development will begin from the south, off a new signalised Junction on the A4304. The completion of this junction and construction of the spine road northwards is important in terms of first housing completions and the ability of the site to open-up additional development parcels in the medium term.

8.21.19. It is envisaged that the new access on the A4304, the improvements to M1 Junction 20 and the Frank Whittle junction will be undertaken as a package of measures, as this is the most efficient and cost-effective way to carry out the works and minimise disruption. The works to Bill Crane Way will also be carried out, but are far more minor.

8.21.20. Those components of the works specifically required to enable first house sales would take about 10 months to complete. The timetable above indicates that these works are anticipated to be completed about 2½ years from now (March 2021). The more conservative housing trajectory (HSG 14), which shows first housing completions in 2023/24, allows 3½ to 4 years from now (until spring 2022) for these works to be completed. However, it is considered that completion by March 2021 could be achievable taking into account:

- that the design and build contract for the package of works is being progressed at present;
- that the detailed survey work to inform the design approval process (and Section 278 and Section 38 Agreements) is underway; and
- the scale of works involved.

8.21.21. Further information about the provision of on- an off-site highways and public transport infrastructure is summarised in paragraphs 19.2.2 to 19.2.9 of the Infrastructure Delivery Plan (INF2).

Utilities Infrastructure

8.21.22. The Infrastructure Delivery Plan sets out the position with regard to delivery of other infrastructure required to serve the East of Lutterworth SDA. Of these the following must be provided to the site before development commences:

- **Potable Water** - Severn Trent Water (STW) do not envisage there to be any issues at a strategic level for the supply of potable water.
- **Waste Water** - Lutterworth Waste Recycling Centre will need to be expanded on provision of over 677 new homes (around 2028).
- **Electricity/Gas** – No foreseeable strategic issues.
- **Telecommunications** – No known issues.

8.21.23. It is understood that the Site Promoters have made recent contact with Severn Trent Water as part of the planning application process and that no major issues have been identified that would delay the start on site.

Delivery Rate

8.21.24. The bulk of the work that informed the delivery rate on the Lutterworth SDA was done before the plan was published for consultation in September 2017. Since this time, further understanding of how the site may develop has started emerge from the more detailed work that will underpin the planning application expected in January 2019.

8.21.25. The Council has been in ongoing discussions with the Site Promoter about how the site is expected to come forward and the latest evidence suggests the following:

Year	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Total
Dwellings	25	95	170	170	190	210	200	200	1,260

8.21.26. The table below sets out the delivery in HSG14 for comparison:

Year	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Total
Dwellings	38	99	108	167	176	194	235	237	1,254

8.21.27. There is no material difference in either the amount of housing to be delivered by 2031 or number of houses delivered each year which are broadly consistent with HSG14 and the trajectory in the submitted plan. It is the most up-to-date evidence about how the site will come forward.

8.21.28. The latest Phasing Plan and Trajectory are attached as Appendix 1 and 2 to this question and show first completions in 2023/24 and 1,260 houses by 2031. The site promoters however, consider that first completions would be in 2021/22 and that about 1,700 houses could be built by 2031.

8.21.29. The Trajectory in Appendix 2 is based on the delivery of 45 houses per sales outlet (including affordable housing) and that the number of sales outlets will grow to about 5 or 6 outlets at its peak. The delivery rate of 45 houses is conservative given that the site is expected to provide 40% affordable housing.

Conclusion - Risks to Delivery

8.21.30. The main potential risks to delivery relate to the road infrastructure required to develop the site. However, it is considered that these risks are minimised by the appropriate and proactive management of the planning and infrastructure delivery process. A significant amount of 'front loading' has taken place and an Outline Application (with details of access and the spine road) is expected in January 2019. This coupled with the twin tracking of the highway approval process will ensure an early start on-site. The Council has taken a more conservative approach to the start date than the programme set out above which allows a significant amount of contingency for unforeseen delays.

8.21.31. In this respect, the risks are not considered to be significant given the work that has already taken place and is happening at present to bring the site forward.

Matter 8.21 Appendix 1 – Phasing Plan



Matter 8.21 Appendix 2 – Lutterworth SDA Trajectory

Phase	Outlets	Capacity	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38	2038/39	2039/40	Total
			1 outlet	3 outlets	5 outlets	5 outlets	5 outlets	6 outlets	6 outlets	6 outlets	5 outlets	5 outlets	6 outlets	6 outlets	5 outlets	3 outlets	3 outlets	3 outlets	2 outlets	
Off spine road																				
H	1	100	25	45	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	100
F	1	70	0	25	45	0	0	0	0	0	0	0	0	0	0	0	0	0	0	70
G	2	200	0	25	70	75	30	0	0	0	0	0	0	0	0	0	0	0	0	200
C	2	350	0	0	25	70	90	90	60	15	0	0	0	0	0	0	0	0	0	350
B	2	190	0	0	0	25	70	70	25	0	0	0	0	0	0	0	0	0	0	190
Off Primary Street (North)																				
J	3	720	0	0	0	0	25	70	90	90	90	80	60	45	45	45	45	35		720
Off Primary Street (South)																				
L	2	470	0	0	0	0	25	45	70	90	90	75	45	30	0	0	0	0	0	470
K	3	650	0	0	0	0	0	0	25	45	45	70	115	102	90	90	57	11		650
Totals	16	2750	25	95	170	170	190	210	200	200	225	225	225	220	177	135	135	102	46	2750
Cumulative total			25	120	290	460	650	860	1060	1260	1485	1710	1935	2155	2332	2467	2602	2704	2750	
Year			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	

H	1	100	25	45	30															100
F	2	70		25	45															70
G	3			25	45	30														
	4				25	45	30													
C	5	200	0	25	70	75	30	0	0	0	0	0	0	0	0	0	0	0	0	200
	6				25	45	30	0	0	0	0	0	0	0	0	0	0	0	0	
		350	0	0	25	70	90	90	60	15	0	0	0	0	0	0	0	0	0	350
B	7					25	45	25												
	8	190	0	0	0	25	70	70	25	0	0	0	0	0	0	0	0	0	0	190
J	9						25	45	45	45	45	45	35							
	10							25	45	45	45	45	45	35						
	11	720	0	0	0	0	0	25	70	90	90	90	80	60	45	45	45	45	35	720
L	12						25	45	45	45	45	45	30							
	13	470	0	0	0	0	0	25	45	70	90	90	75	45	30	0	0	0	0	470
K	14									25	45	45	45	45	12					
	15												25	45	45	45	45	12		
	16	650	0	0	0	0	0	0	0	25	45	45	70	115	102	90	90	57	11	650
Cumulative total		2750	25	95	170	170	190	210	200	200	225	225	225	220	177	135	135	102	46	2750

Note See phasing plan for phase definition

MATTER 8.22

8.22 Is it necessary to include social infrastructure trigger points in the policy? Are the thresholds for the provision of the school and social facilities appropriate and what provision is made for residents prior to those thresholds being reached?

Necessity for trigger points

- 8.22.1. The Framework identifies the provision of infrastructure and community facilities (including health, education and cultural facilities) as strategic policies to support the overall strategy for the pattern, scale and quality of development. The Framework emphasises the importance of ensuring that a sufficient choice of school places is available to meet the needs of both existing and new communities. Local planning authorities are encouraged to take a proactive, positive and collaborative approach to meeting this need, through both the preparation of plans and decisions on planning applications.
- 8.22.2. In the past large scale development has failed to develop community cohesion because essential services were not provided early enough and new residents were left in isolation from important amenities. This also means that they need to use the private car to access facilities and so become habituated to this mode, leading to failure to use public transport and other sustainable modes.
- 8.22.3. To address this and to reassure local residents that school and social infrastructure facilities will be provided at the appropriate time, inclusion of trigger points in the policy is important and will help to allay frequently cited concerns around pressures on existing infrastructure. The trigger points will also be included into future s106 Agreements.

Are the thresholds for the provision of the school and social facilities appropriate?

School

- 8.22.4. Leicestershire County Council's Leicestershire Planning Obligations Policy (December 2014)⁵ at para 49 explains that:
- “The phasing of any contributions to fund the cost of a new school, or the timetable for the building of a new school, where the developer is undertaking this, will be agreed on a site by site basis. The opening date for all new schools will be the first September before the completion of the 300th dwelling, or a specified date whichever is the later.”*
- 8.22.5. In relation to the trigger point for provision of the two 2-form primary schools at L1(3)g, the Council considers that an amendment to the policy would be

⁵ <https://www.leicestershire.gov.uk/environment-and-planning/planning/developer-contributions>

appropriate to better reflect the above. As such, the following modification is proposed:

Proposed modification to policy L1(3) g:

3. *The masterplan should create a sustainable, high quality and largely self-sufficient settlement and an attractive environment for living, working and recreation. It should provide for:*

.....

*g. two 2 form entry primary schools to be provided in parallel with the progress of housing development, with at least a one form entry primary school ~~available soon after~~ **open the first September before the completion of 300 dwellings, or at a specified date whichever is the later, having regard to the relevant policy of the Local Education Authority.***

8.22.6. The trigger point for school provision (as proposed to be amended) is timed in association with phasing of delivery of the new dwellings and reflects the Leicestershire County Council Planning Obligations Policy. This is based on the expected pupil yields from new developments previously experienced. This number of dwellings is estimated to yield sufficient pupils to make the initial opening of a new school feasible, with the expected continuing throughput of pupils from the development able to sustain the school on an ongoing basis. The trigger seeks to strike an appropriate balance between provision being made too early, which may risk de-stabilising existing schools and late provision, which may over-burden existing schools.

Social facilities

8.22.7. The threshold for the provision of the neighbourhood centre ensures that provision is made before the completion of 700 dwellings. This phasing is considered appropriate to ensure provision of facilities is available during the early phases of the development to provide a social and retail hub for new residents. This will serve to help foster a sense of place and community and reduce the need to travel elsewhere in order to meet basis day-today needs. The threshold is considered appropriate to achieve this, whilst also ensuring a sufficient number of new residents are available to sustain facilities during their early phases.

Provision prior to thresholds being reached

School

8.22.8. The County Council's Leicestershire Planning Obligations Policy (December 2014)⁶ at para 42 explains that:

⁶ <https://www.leicestershire.gov.uk/environment-and-planning/planning/developer-contributions>

In addition to the contributions set out above, a contribution, for example, in the case of major 'strategic' developments/sustainable urban extensions which results in the need for a new school, or significant extensions to existing schools, may require a contribution sought to fund transitional costs. This will be assessed on a site by site basis and could be:-

a) The full cost of any temporary accommodation required on schools sites pending the delivery of any new schools or extended school facilities; and / or

b) the cost of transporting children to a school where it is not possible to provide additional school places within an available walking distance of the development. This contribution will be in addition to any pupil places contributions and will relate to the cost of providing a new transport route for the additional pupils for a defined period of time. This claim will usually apply during the early phases of a major development prior to the opening of the new school on site.

8.22.9. Prior to the trigger for primary school provision being reached, provision will be made at existing primary schools within the vicinity of the SDA site. This may involve increasing capacity at existing schools on a temporary basis and / or transporting pupils to existing schools, with the cost of these transitional arrangements being borne through the s106 Agreement.

Social facilities

8.22.10. Prior to the threshold being reached, it is expected that new residents will use existing social facilities in Lutterworth, including existing meeting rooms and venues such as The Pavilion, One Stop Shop and Town Hall.

MATTER 8.23

F1: Land off Arnesby Road, Fleckney

8.23 Is the policy too prescriptive in its reference to the avoidance of large retention ponds?

8.23.1. The Council accepts that the policy is restrictive in seeking to avoid large retention ponds on site.

Proposed modification to Policy F1:

1.f. an integrated approach to surface water drainage and multifunctional greenspace, incorporating the Fleckney Brook, the various ponds and smaller watercourses, but avoiding large retention ponds, with appropriate management of surface water run-off during construction and in perpetuity;

8.23.2. The policy sought to avoid large retention ponds on landscape grounds with a series of smaller retention ponds and SUDS features, including use of the existing watercourses on site, preferred across the site as opposed to use of large retention ponds.

8.23.3. The application pending consideration (18/0579/OUT) proposes surface water discharge into the Fleckney Brook, with use of an on site retention pond with connection into Fleckney Brook. The proposed retention ponds are located to the north east corner of the site, with the location of ponds either side of the existing footpath providing additional greenspace to the site, allowing for both ecological enhancements and setting development back from existing development at Arnesby Road and Edward Close. The existing watercourses to the western side of the site are to be retained, allowing a softened approach to landscaping to the western elevation of the development when viewed from the open countryside.

8.23.4. Subject to approval of the proposed drainage strategy from statutory consultees, with no objections received from the Lead Local Flood Authority, the Council does not object to the use of large retention ponds on landscape grounds.

MATTER 8.24

K1: Land south and west of Priory Business Park

8.24 Is there planning permission for a scheme on this site? Should the terms of the allocation policy reflect the terms of the planning permission?

- 8.24.1. Outline consent (16/00286/OUT) was granted 23 November 2016 for a scheme to provide 11,368sq.m. of commercial / industrial floor-space, up to 882sq.m. of office and up to 294sq.m. of retail floor-space.
- 8.24.2. Condition 2 (Site Wide Phasing Plan) was discharged 12 December 2017. On 13 February 2018 a reserved matters application for Phase 1 of the proposed development (for 8420sq.m. commercial / industrial floor-space) was permitted.
- 8.24.3. At the point of consultation on the Submission Local Plan (Sept. 2017) policy K1 criteria a-l reflected the business use aspects of the outline consent. Para 17.2.5 of the accompanying explanation provided additional guidance (which reflected the Planning Statement submitted with the outline application) allowing some flexibility in terms of the mix of permitted B class uses and the size / type of units at the site. The inclusion of A1 retail on this site, and in this settlement outside the defined local centre of Kibworth Beauchamp, was not considered sound or necessary for the delivery of settlement-specific retail targets to 2031 as set out in policy RT1. Kibworth Beauchamp is identified as a local centre in the retail hierarchy for which there is no specific retail target. On adoption of the Local Plan the sequential test and impact assessment in accordance with RT2(5) and (6)b would apply to the consideration of proposals for retail.
- 8.24.4. Allocation for employment use with predominance of industrial / commercial is justified to ensure that, in combination with other allocations and commitments, the District requirement for B1c/B2 uses is met. The site is in an edge of settlement location near dwellings with access via Warwick Road being constrained. It is therefore appropriate for any development to be relatively low density and to exclude incompatible types of B class use and those with the potential to generate frequent or large vehicle movements. Policy K1 is specific in terms of acceptable planning uses, access and the height of buildings. Such requirements are considered necessary for development of the site to be appropriate and sympathetically designed to integrate into the rural landscape. The unit size guidance focusses attention on the provision of small units to reflect the historic picture of demand based on past enquiry data and local take-up (EMP12), which is heavily skewed towards smaller units, mostly below 2,500sq.ft (232sq.m.).
- 8.24.5. Development of the site is likely to be delivered in phases, during the course of the plan period. Within certain parameters, the policy needs to balance the

need for flexibility to respond to market demand with the need to ensure that the requirement for specific B class uses to 2031 can be met. Neither the permissions for the site or policy K1 stipulate the total number of units to be provided or the range of allowable unit sizes. However, there is now an approved indicative masterplan under permission 16/00286/OUT.

8.24.6. Policy K1 is considered sound and not overly burdensome. The Council considers that the terms of the allocation policy are appropriate and in regard to A1 retail, which is omitted, they should not reflect the terms of planning permission relating to all / part of the site. However, the Council would be prepared to consider a minor modification to the explanation to remove the words 'in units ranging from 48sq.m. to 140sq.m.', subject to the insertion of reference to development for B class employment uses being in accordance with the approved site-wide phasing plan and indicative masterplan.

MATTER 8.25

8.25. Are the cemetery requirements in Policy GI3 justified, in particular the allocation in Market Harborough and the cemetery requirements in Policies SC1 and L1, and are they the most appropriate locations against the alternatives, having regard to the evidence?

8.25.1. It is considered that the cemetery allocation to serve Market Harborough and cemetery provision in SC1 and L1 are justified for the following reasons.

8.25.2. The [Cemetery and Burial Strategy](#) (GR3) identifies shortfalls in burial provision in and around Market Harborough and the north of the District around Thurnby, Bushby and Scraptoft. The principle of cemetery allocations to serve Market Harborough and as part of the proposed Scraptoft North SDA is therefore justified on this basis.

8.25.3. The allocation of the site in Market Harborough has been proposed after site suitability investigations and will be subject to further technical investigations and negotiations with land owners. The Cemetery Strategy consultations revealed concern that the time between identifying a shortfall and securing a new site sometimes took 30 years (GR3, page 70, para 7.4.4), largely because of the time taken to identify a suitable site. The District Council is the Burial Authority in Market Harborough and therefore has the responsibility for provision of cemetery space. To not provide new cemetery spaces is considered to be unacceptable and shortage of existing provision at Northampton Road Cemetery is extremely acute.

8.25.4. The allocation of cemetery space in SC1 and L1 is justified to provide cemetery and burial facilities for the deaths in the new populations in the Strategic Development Areas (SDAs). This is to prevent the increased number of deaths per annum due to the new population in the SDAs either exacerbating an existing shortfall (in the Principal Urban Area of Scraptoft, Thurnby and Bushby) or creating a future shortfall in the coming decades (Lutterworth).

8.25.5. The average expected deaths per 1000 population per annum in Harborough District is calculated to be 7.7 deaths ([Harborough District Cemetery and Burial Strategy](#))

8.25.6. The Space requirements for each SDA are calculated using the data below:

- East of Lutterworth SDA population (projected) 6325 (dw x 2.3 ave per dw)
- Scraptoft SDA population (projected) 2760 (dw x 2.3 ave per dw)
- Projected deaths per 1000 population in Harborough District = 7.7
- Lifetime of cemetery assumed to be 75 years²
- Expected deaths per annum in Lutterworth SDA: $6325/1000 \times 7.7 = 49$ deaths pa
 - Number of deaths over lifetime of cemetery = $49 \times 75 = 3675$ deaths
 - Assumed cemetery space to provide 3675 burials = approx. 1.8 ha¹

- Expected deaths per annum in Scraftoft SDA: $2760/1000 \times 7.7 = 22$ deaths pa
 - Number of deaths over lifetime of cemetery = $22 \times 75 = 1650$ deaths
 - Assumed cemetery space to provide 1650 burials = approx. 0.8 ha¹

¹ Assuming area of 7.0m² for full burial and 0.5m² for ashes burial. Ave space per burial is 3.75m². Useful space for burial per ha of cemetery of 7500m² when including access paths, landscaping etc. $7500/3.75 = 2000$ burials

² The number of grave spaces is finite and once used are essentially not usable again. However for this calculation it is assumed that a lifetime of a 1 ha cemetery will be 75 years. This is a reasonable estimate based on proposals, now used in London, that graves over 100 years old can be reused, with remains reburied.

8.25.7.Lutterworth has just achieved new cemetery provision as part of a development at Leaders Farm, Lutterworth. This provision replaces the previous Town Cemetery which was at capacity and is managed by the Town Council for provision of burial space for the existing town of Lutterworth. The proposed East of Lutterworth SDA will increase the number of burials per annum and the SDA should make provision for this as part of the development.

8.25.8.The location of the proposed cemetery allocation adjacent to Market Harborough was determined after initial high level site studies and a further detailed appraisal of four potentially suitable sites. The preferred option is the site considered most suitable after the detailed site appraisals.

8.25.9.The Cemetery and Burial Strategy states (GR3, page 85, para 13.3.3) 'There are clear opportunities to secure land for such provision through stipulation of a requirement in the local plan linked to housing delivery on strategic sites.'

8.25.10.Extensions and intensification have also been considered in the Cemetery and Burial Strategy but these can only provide a limited number of spaces on a local basis. These matters are also for consideration by the local Burial Authority.