

13. COMMUNITY, ECONOMIC AND SOCIAL EFFECTS

13.1 Introduction

13.1.1 The Charnwood Local Plan 2011 – 2018 Core Strategy identifies land North of Birstall as a strategic priority. Core Strategy Policy CS20 proposes a new community in this location based on garden suburb principles. It takes its lead from and respects the established garden suburb heritage in this part of Charnwood Borough associated with the Great Central Railway.

13.1.2 Site specific proposals have been brought forward in the form of a hybrid planning application submitted to Charnwood Borough Council in August 2016.

13.1.3 The proposal is the subject of environmental impact assessment. Chapter 13 of the Environmental Statement assesses the likely socio-economic impacts of the proposed development – primarily in relation to population, health and education provision, employment, community facilities, recreational provision and a range of new housing. An important consideration at all decision-making levels is that the future needs of the new community at Broadnook can and will be met.

13.1.4 This Addendum provides additional information which covers the evolution and refinement of the Broadnook application proposals in the light of updated policies and surveys. It should be read in conjunction with submission Environmental Statement Chapter 13.

13.2 Policies, Objectives, Studies and Strategies

13.2.1 The submission proposal for Broadnook has been subject to comprehensive consultation, comment and review.

13.2.2 In tandem with that evaluation the National Planning Policy Framework (NPPF) has been revised (and published in its final form in July 2018) and the Borough Council has completed additional supplementary planning guidance and commissioned further relevant studies which refresh its planning evidence base. It has also received updated advice as a member of the Joint Leicester and Leicestershire Planning Authorities on projected housing and employment development needs in the short and longer term.

13.2.3 A **Broadnook Planning Statement Addendum** (which should be read in conjunction with this Addendum) includes a full explanation of the nature and extent of the considerations which include:

(i) **National Planning Policy Framework (NPPF) (“The Framework”) July 2018**

The Framework restates the importance of:

- a healthy and safe community supported by social and physical infrastructure and facilities;

- a strong, competitive strategic and local economy;
- high quality buildings and places;
- speeding up the delivery of a sufficient and diverse supply of new homes;
- recognising the need for a sufficient supply of housing for older people, especially for those seeking specialised housing with access to care;
- making more effective use of land by defining the optimum use of the potential of each site accounting for the character of the area and the appropriate design objectives.

Importantly the Framework brings forward a refreshed approach to affordable housing and a renewed commitment to increasing opportunities for home ownership. At least 10% of the homes on a site such as Broadnook should be available for affordable home ownership.

To support this, Government has expanded the product range of affordable homes which now includes;

- affordable housing for rent
- starter homes
- shared ownership properties
- discounted market sales housing
- rent-to-buy

(ii) The Borough Council's Supplementary Planning Document (SPD) "Housing" December 2017

Whilst it preceded the revised NPPF the Housing SPD anticipated the extended range of affordable housing products. It also examines delivery and viability factors recognising that:

"Core Strategy Policy CS3 allows for the affordable housing sought to be balanced with market conditions, economic viability and other infrastructure requirement"

and the Council is committed to taking a *"reasonable, pragmatic and proportionate approach"* to these matters.

The extended affordable housing definition has enabled a revised and significantly enhanced proposal to be brought forward at Broadnook.

(iii) Leicester and Leicestershire Housing and Economic Development Needs Assessment (HEDNA) January 2017

The HEDNA Report prepared by G L Hean was commissioned by the combined Leicester and Leicestershire local authorities and the Local Enterprise Council (LLEP). It provides an analysis of housing and economic development needs through to 2036.

The Report predicts significant continuing growth related to the Principal Urban Area at and around Leicester. Continued high levels of housing and employment needs are identified for Charnwood Borough.

Average household size is expected to fall, driven in particular by a growing older population who typically live in smaller households. HEDNA not only informs plan-making but is also being utilised to guide the approach to housing mix in development proposals brought forward through planning applications. The emphasis is on an increased proportion of smaller properties.

A particular priority arises from the needs of an ageing population – the number of residents aged over 65 across Leicester and Leicestershire’s Housing Market Area is projected to increase by 75% during the period to 2036.

(iv) **Charnwood Borough – Employment Land Review March 2018**

At submission the Broadnook planning application proposed up to 15 hectares of mixed employment uses in direct response to the Core Strategy’s priority – a recognised significant contribution to the Borough’s strategic and local employment needs. The application proposed a mix of employment uses across Use Classes B1(a) – offices; B1(b) – research and development; B1(c) – light industry; B2 – general industry and B8 – storage.

In response to the application Leicester City Council requested that the inclusion of Class B1(b) research and development uses be reconsidered. This has been accepted.

In parallel with that sequence a further Employment Land Review for Charnwood has been undertaken by Peter Brett Associates (PBA) in conjunction with Aspinall Verdi. The Review identifies six key sites across Charnwood making up 17 hectares of “*land for offices*” – Broadnook is expected to account for 4 hectares. The Review also identifies a portfolio of seven new sites for “*non-strategic industrial land including small warehouses*” to meet a minimum need of 54.5 hectares. Broadnook is expected to make an important 11 hectare contribution with an emphasis on catering for small and medium enterprises in units with flexible sizes.

The PBA/Aspinall Verdi Review also carries out a comprehensive assessment of all new employment sites using the following criteria:

- market area
- principal uses
- any constraints
- prominence
- access to amenities
- internal environment
- strategic accessibility
- local access by road
- attraction to employment occupiers

The Broadnook site scores very strongly on all factors and it is confirmed that the site has no identified drawbacks. In response to the overall test “*Is the site suitable for the assessed uses*” the Review concludes emphatically as follows;

“Yes; High prominence, close to Future Amenities and Good Access to the Strategic Road Network – make it a Desirable Site for the Full Range of Employment Uses”

(v) **Charnwood Borough Council - Draft Charnwood Affordable Housing Viability Assessment (August 2018)**

The Borough Council has commissioned HDH Planning and Development to advise on its affordable housing policies in the context of the wider plan-making process.

Issues examined include:

- (i) the tenure mix and target percentage of affordable housing that can be sought from qualifying sites;
- (ii) the balance of contributions to be sought from developers – which will include affordable housing, other site and policy requirements and the costs of infrastructure and mitigation;

The balance is recognised as one which must account for site by site characteristics, market conditions and interactive viability and delivery considerations.

Whilst the Assessment is ongoing it has been the subject of preliminary discussion and consultation with stakeholders. The draft Assessment findings have been used to inform the Broadnook Viability Appraisal and to support the significantly enhanced revised proposals for affordable housing (see below).

(vi) and (vii) **Charnwood Borough Council - updated Open Spaces Strategy (2019) and Playing Pitch Strategy (2018)**

Charnwood Core Strategy Policy CS15 is informed by and formalises the provision of the Open Spaces Strategy for Charnwood. The policy reads:

“We will work with our partners to meet the strategic open space needs of our community by 2028. We will do this by:

- *requiring new developments to meet the standards set out in our Open Spaces Strategy, having regard to local provision and viability...”*

Since adoption of the Local Plan Core Strategy in 2015 the **Open Spaces Strategy** has been the subject of interim assessment, consultation and review by the Borough Council. An independent Assessment Study has been commissioned from Nortoft Partnerships (2017). In parallel the Borough Council has brought forward a **Playing Pitch Strategy** prepared by 4 Global Consulting with Strategic Leisure Ltd (2018).

The Borough Council is in the process of adopting the new Open Spaces Strategy (January 2019). The previous strategy was adopted in 2013 and ran for the period 2013 to 2028. The new one covers the extended period 2018 to 2028. Importantly updated local standards for providing open space in the Borough have been set and are based upon the widely used **Fields in Trust** standards.

The new Open Spaces Strategy states:

“4.3.1 Consultation was carried out as part of the Open Spaces Assessment Study 2017 and Playing Pitch Strategy (PPS) 2018. The consultation was carried out in Summer 2017 and involved a wide range of stakeholders, including the general public, children and young people, sports clubs and town and parish councils.

4.3.2 Consultation, together with the audit of existing provision and best practice from the evaluation of standards set elsewhere in the country was used to review the local standards adopted through the 2013 Open Spaces Strategy. This has led to changes in the quality and accessibility standards for several typologies of open space.

The Open Spaces Strategy emphasises the “Beneficial Outcomes” associated with Open Spaces under the following headings:

- *Health and Wellbeing*
- *Biodiversity and Access to Nature*
- *Climate Mitigation*
- *Social Cohesion*
- *Heritage*
- *Economy*
- *Learning*

and sets revised “Quantity”, “Accessibility” and “Quality” standards for new development.

The Playing Pitch Strategy utilises Sport England’s Playing Pitch Calculator to determine the demand for provision rather than the previous quantitative standard. The Calculator addresses “Core Sports” and “Additional Sports” and the Strategy pays particular attention to the potential of the three sustainable urban extensions in Charnwood including Broadnook in providing for new facilities. It recommends that priority should be given to

“a multi-sport hub delivery model, utilising a single high quality ancillary facility and a variety of high quality pitch/outdoor sports facilities that can be utilised by multiple sports and residents, enhancing the sustainability and throughput at the site (for each development).”

The comprehensive and compliant response to the new Strategies is contained within the separate document **Green Infrastructure Addendum – Allotments, Outdoor Sports and Play** (2019) and the associated revised **Green Infrastructure Parameter Plan**. The Broadnook proposal includes generous provision and readily achieves the new standards. It will also facilitate the provision of a strategic Artificial Grass Pitch (AGP) at Cedars Academy.

13.3 Project and Application Review

- 13.3.1 Mindful of the updates to national planning policy framework and the Charnwood evidence base an iterative and collaborative review of the Broadnook Planning application has been undertaken by the key stakeholders. This includes a peer review of transportation issues identified by Leicestershire County Council and an assessment of technical and environmental topics identified by the Borough Council.
- 13.3.2 These matters interact with the important considerations of viability, feasibility and delivery. A reconsideration of the private and affordable housing mix has been undertaken having regard to the two HEDNA Report priorities – to secure a greater proportion of smaller properties and to prioritise housing which provides for the needs of an ageing population.
- 13.3.3 Based on the same number of overall dwelling numbers in the submission proposal (1,650) a revised housing mix with more smaller dwellings has two negative effects – to reduce the effective use of the same areas proposed for development contrary to NPPF advice and in turn viability and deliverability is disadvantaged.
- 13.3.4 Three very important revisions to the proposals have been brought forward in response to these factors:
- (i) first, within an unchanged overall masterplan and its associated key parameters it is possible to accommodate an increased number of dwellings – based on the revised housing mix which incorporates a greater proportion of smaller dwellings. The positive conclusion reached is an increase in the number of Class C3 dwellings (both private and affordable) from 1,650 to 1,950. This achieves Government’s renewed emphasis on the efficient use of land (whilst sustaining garden suburb design objectives) and provides a positive influence on viability and delivery priorities.
 - (ii) secondly, a specialist provider of assisted-living retirement accommodation has come forward attracted by the Broadnook location, its site characteristics and inherent garden village environment. A comprehensive scheme incorporating integrated facilities and a “wellbeing centre” is now proposed – as a key element at Broadnook Centre. This proposal, together with separate care home and extra care accommodation projects, produces a very strong emphasis at Broadnook in providing for Charnwood’s older generations.
 - (iii) thirdly, a review of the affordable housing provision at Broadnook has been undertaken accounting for the NPPF revisions on product range taken together with the Borough Council’s interim updates and advice on affordable housing type, size and mix. The increase in overall numbers of dwellings assists significantly in this regard.
- 13.3.5 The more precise proposals for affordable housing include a greater proportion of houses rather than flats, extra care accommodation and bungalows. Very significant advantages are generated by this updated approach. The table below compares the affordable housing contribution arising from the submission proposals in August 2016 with the December 2018 revisions:

Broadnook Affordable Housing Provision:		
	Submission Proposals	Revised Proposals
Number of Dwellings (Use Class C3)	1,650	1,950
Number of Affordable Units	190	488
Coverage (ft ²)	114,917	384,704

13.3.6 That is, the number of affordable units has increased by a factor of 260% from 190 to 488 and the floorspace of the affordable units has increased by a factor of 330% from 114,917 ft² to 384,704 ft².

13.4 Design Review, the Broadnook Masterplan and the Broadnook Centre

13.4.1 A full design review of the Broadnook application proposals has been concluded, addressing both the overall scheme and matters of important detail and the updated standards of Charnwood's new Strategies.

13.4.2 An external Design Review was carried out by Design for Homes in March 2017 followed by iterative reappraisal including a Design Workshop in September 2017 involving representatives of the applicant, Charnwood Borough Council and Leicestershire County Council. It was concluded that the Broadnook Masterplan is acceptable and the location of the local centre and primary school agreed. Further refinements to the details of green infrastructure including sports and allotment disposition have been made as shown on the revised Parameter Plans and as detailed in the separate document **Green Infrastructure Addendum** which should be read with this ES Chapter.

13.4.3 This position encouraged the all-important **Broadnook Centre** proposals to be progressed – including draft layout, the architectural approach for the combined uses together with the details and content of the two key civic buildings – **Broadnook Primary School** and the **Broadnook Community Resource Centre (Broadnook Hall)**. These draft proposals have also been subject to design review and well received.

13.4.4 In view of the further encouragement a comprehensive **Broadnook Centre Planning Brief** has been completed – which explains the considered approach to the integrated and composite provision of education, social, community and healthcare facilities for the new community, all to a very high quality. The Planning Brief should be referred to in conjunction with this update.

13.5 Long Term Stewardship

13.5.1 It was recognised at the community consultation and planning submission stages that an appropriate and enlightened approach to long-term stewardship will be important at Broadnook. The principles were set out at that point. A framework proposal has now been advanced by the **Bournville Village Trust**. The Bournville Trust, which has proven, longstanding and extensive experience, supports the Broadnook proposal in view of its demonstrably high quality and the adherence to garden suburb principles.

13.6 A Revised Vision for Broadnook

13.6.1 The sequence of extensive discussion and review has also resulted in a more focused Vision which gives emphasis at Broadnook to a number of key garden suburb principles:

- (i) the original garden suburbs placed great emphasis on the value of open space and health-enhancing environment. Broadnook provides a contemporary exemplar of this *“Joyous union of town and country”*
- (ii) Broadnook promotes a *“healthy community”* as a full expression of national and local planning guidance. This will be achieved not only from a beautiful environment but also from the provision of very high quality social, community and commercial facilities and services as set out in the Broadnook Centre Planning Brief.
- (iii) In support of the *“healthy community”* aspirations the updated proposals bring further enhancement to the pedestrian and cycling network proposed at submission.
- (iv) an additional document supports the themes and prospects above and should be referenced: **“Health Benefits Analysis”** (Pegasus, January 2019).
- (v) as stated above, long-term stewardship is proposed to be modelled on the distinctively successful Bournville Village Trust. This will ensure that the beauty and benefits of life and work at Broadnook will be safeguarded for the long-term in an inclusive way.

13.6.2 The refreshed Broadnook Vision captures these priorities:

“Broadnook Garden Suburb will establish a new exemplar for how Garden City thinking can apply to the 21st Century reality. It delivers a new community of residents and employees that directly promotes health, wellbeing and an all-encompassing sense of community for all”

13.7 Assessment of Impacts, Mitigation and Residual Effects

13.7.1 The submission Environmental Statement established baseline conditions which have been updated by the interim Charnwood studies and Strategies referred to above and the revised NPPF, including the expanded definition of affordable housing products.

13.7.2 The revised proposal (see Planning Statement Addendum, ES Addendum Introduction, Green Infrastructure Addendum and Parameter Plans) results in the following assessment:

13.8 Construction

13.8.1 The increased scale of development creates a proportionately enhanced benefit in terms of employment, induced benefits and the use of local services and facilities. These are considered to be of **moderate positive** significance.

Operational Phase

13.9 Direct Employment

13.9.1 At a household size of 2.4 persons per dwelling the Broadnook proposals generate a base population of some 4,686 people added to which will be occupants of the assisted living retirement village and care home. Overall, Broadnook will have a population of some 5,000 people.

13.9.2 An overall nett figure of around 1,590 people seeking employment opportunities is assumed using the baseline methodology and the updated estimated number of jobs generated by the revised description of the mixed employment areas is approximately 1,750.

13.9.3 This is considered to be of **major positive** significance.

13.10 Education, Health Care and Community Facilities

13.10.1 The revised, increased number of dwellings generates an increased population and an associated higher demand for school places and healthcare facilities.

13.10.2 The Broadnook Centre Planning Brief sets out clear detailed, high quality proposals for education, health care and community facilities. These include an enhanced primary school of either 2.5 or 3 Form Entry capacity, to be determined through further dialogue. In addition Broadnook will now be making a significant financial contribution to Broadnook secondary education facilities.

13.10.3 The impact of the proposals as updated on education, healthcare provision and community facilities is assessed as **major positive** significance.

13.11 Development Strategy – Wider Socio-Economic Effects

13.11.1 The increased quantum and detail of the development potential at Broadnook strengthens its contribution to the Charnwood Core Strategy’s strategic priorities and objectives mindful of the HEDNA Report priorities and longer term growth. It has social, community and economic benefits for the existing communities which is considered to be of **major positive** significance.

13.12 Green Infrastructure

13.12.1 The Broadnook proposals achieve the full set of beneficial outcomes identified by the Charnwood Open Spaces Strategy and Playing Pitch Strategy. This is assessed as **major positive** significance.

13.13 Mitigation and enhancement

13.13.1 The economic impacts of the proposals including new investment and employment will be positive, and bespoke new facilities as described by the Broadnook Centre Planning Brief will fully mitigate the impacts created from the demand for appropriate levels of new facilities.

Residual Effects

13.14 Construction

13.14.1 The residual impact for the enhanced proposal will be **moderate positive** (no change).

13.15 After Completion

Summary of impacts upon baseline position

Issue	Impact	Magnitude (with mitigation)
Employment	Positive	Major
Commuting	Positive	Minor
Population and Housing	Positive	Major
Education	Positive	Major
Health	Positive	Major
Community Facilities	Positive	Major
Open Space, Sports and Recreation	Positive	Major
Retail	Positive	Moderate

13.15.1 The submission assessment conclusions were positive and beneficial. The extensive interim consultation, iterative design review and collaborative joint working has served to define, improve and strengthen the nature and extent of the proposals. Broadnook Garden Suburb will provide an increased level and range of new homes, jobs and facilities to meet identified needs in an eminently sustainable way and at a sustainable location. The new community will be well served with high quality new employment opportunities, education, health, open space, community and recreation facilities alongside a wide range of new market, affordable and retirement housing. The socio-economic impacts are expected to be very positive.