



Charnwood Borough Council

2020 Strategic Housing and Economic Land Availability Assessment (SHELAA) Report

DECEMBER 2020

Contents

- 1 Introduction
- 2 Purpose of the Study
- 3 Planning Practice Guidance
- 4 Charnwood Local Plan Core Strategy 2011-2028
- 5 Leicester and Leicestershire Housing and Economic Land Availability Assessment Joint Methodology
- 6 Stage 1: Identification of sites and broad locations
- 7 Stage 2: Site and broad location assessment
 - Development potential
 - Suitability
 - Availability
 - Achievability
 - Estimating timescales
 - Build rates
- 8 Stakeholder Panel
- 9 Stage 3: Windfall Assessment
- 10 Stage 4: Assessment Review
- 11 Stage 5: Final Evidence Base
- 12 Conclusions & Findings
- 13 Monitoring & Review
- 14 References

1. Introduction

- 1.1. The National Planning Policy Framework (NPPF) requires strategic policy-making authorities to prepare a Strategic Housing Land Availability Assessment (SHLAA) to “have a clear understanding of the land available in their area. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability” (para. 67). Planning policies should identify a supply of:
 - a) specific, deliverable sites for years one to five of the plan period; and
 - b) specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.
- 1.2. The NPPF also requires planning policies to “set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth”. To support this economic growth planning policies should “set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period” (para. 81).

2. Purpose of the Study

- 2.1. The Charnwood Strategic Housing and Economic Land Availability Assessment (SHELAA) responds to both the housing and employment requirements set out in the NPPF and provides an assessment of the land available in the Borough.
- 2.2. The purpose of the SHELAA is therefore to provide evidence which:
 - identifies sites in Charnwood with the potential for housing and employment;
 - assesses that potential; and
 - considers when these sites are likely to be developed.
- 2.3. **It is important to note that the SHELAA does not represent policy and will not be used to determine whether a site should be allocated or granted planning permission for development. The SHELAA simply determines which sites are suitable, available and achievable for housing and employment development.**

3. Planning Practice Guidance

- 3.1. The national Planning Practice Guidance (PPG) on Housing and Economic Land Availability Assessments provides detailed guidance on how a SHELAA should be undertaken and sets out a methodology for how sites should be identified and assessed. The PPG along with the NPPF have informed the development of a Leicester and Leicestershire Housing Market

Area Housing and Economic Land Availability Assessment Joint Methodology which has also been used in the preparation of this report.

4. **Charnwood Local Plan Core Strategy 2011 - 2028**

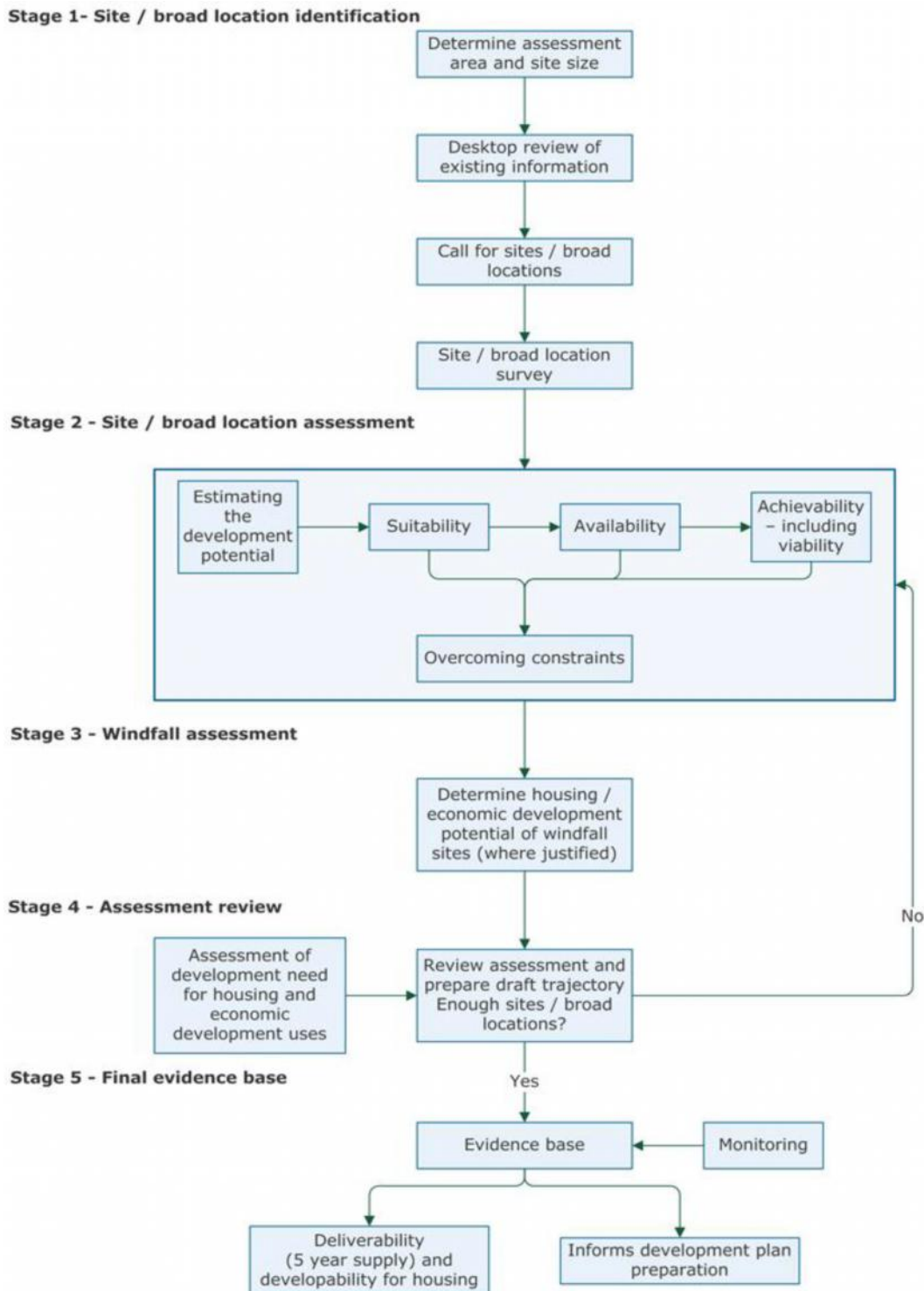
- 4.1. The adopted Charnwood Local Plan Core Strategy provides for 13,940 new homes between 2011 and 2028 which meets the Borough's objectively assessed need for homes. Whilst the Council is working with its partners to deliver that plan, work has also commenced on a new local plan to cover the longer period to 2036. The SHELAA 2020 identifies a potential 15 year land supply from 2020 to 2035 which extends beyond the Core Strategy plan period but is necessary in order to inform the preparation of the new Charnwood Local Plan.
- 4.2. The SHELAA is an important part of the evidence base for plan making. It helps to monitor the housing trajectory set out in the Core Strategy and also provides evidence to assist in understanding the five year supply of specific deliverable sites. The SHELAA offers an indication of potential housing and employment land supply at a precise date in time and will be regularly monitored and reviewed as the status of sites change. The SHELAA will also assist in monitoring the delivery of employment land in the Borough.

5. **Leicester & Leicestershire Housing and Economic Land Availability Assessment - Joint Methodology March 2017**

- 5.1. The Charnwood SHELAA follows the methodology jointly agreed by all the local planning authorities who form the Leicester and Leicestershire Housing Market Area. These comprise Blaby District Council; Charnwood Borough Council; Harborough District Council; Hinckley & Bosworth Borough Council; Melton Borough Council; Oadby & Wigston Borough Council; North West Leicestershire District Council; and Leicester City Council.
- 5.2. The joint methodology¹ follows the requirements set out in the NPPF and PPG and ensures that each authority's individual SHELAA follows the same approach and appears in a similar format. The flowchart below is taken from the joint methodology and sets out the stages of the assessments as set out in the PPG (paragraph 6). The joint methodology has been informed by stakeholders and partners, including national, regional and local house builders and developers, regional and local land owners and agents, and, registered social landlords.

¹Leicester and Leicestershire Joint SHELAA Methodology Paper
https://www.chnwood.gov.uk/pages/strategic_housing_land_availability_assessment

Flowchart – SHELAA Methodology



6. **Stage 1: Identification of sites and broad locations**

- 6.1. The assessment starts with a 'call for sites' and a review of sites identified by the previous year's SHELAA. The 'call for sites' was made during Winter 2019 by invitation to parish councils, developers, and landowners, along with promotion through the Borough Council's website and the planning policy email alert system. The call for sites was alongside consultation of the Charnwood Draft Local Plan. Sites continued to be submitted to Council during the Spring and Summer of 2020.
- 6.2. The call for sites noted that sites should be capable of providing 5 or more houses or 0.25 hectares or more for employment sites. This gave the opportunity for landowners and developers to inform the Council of any sites they considered had the potential for housing and/ or employment development. It also provided an opportunity for the Council to be updated on any factual changes to sites already identified in previous assessments. The call for sites was also used to update the Councils brownfield land register of all known brownfield sites in the Borough above 0.25 hectares.
- 6.3. Sites from other sources (i.e. not from developers or landowners) are also considered in the assessment including information from scoping opinions, screening opinions, pending planning applications and completions, council tax records for vacant commercial premises, the public sector register, the Council's Urban Capacity Study and aerial photos.
- 6.4. All the sites were collated and any new sites were digitalised onto GIS and given a unique reference number. In total 589 sites were considered. To provide an accurate assessment of land availability, the SHELAA excluded 222 sites from further consideration. A list of excluded sites can be found in Appendix 3. These sites were omitted for a number of reasons, including:
- development on the site was already complete;
 - the site was a duplicate of another site that was submitted;
 - the site was not able to support 5 or more dwellings; or
 - the site was subject to a "red" (severe) constraint (see below).
- 6.5. Please note that any deliverable sites identified by the assessment with less than five dwellings will be part of a site that is already under construction and this figure is the residual amount of an original site of 5 or more dwellings.
- 6.6. The PPG and joint methodology note that the following information and characteristics should be recorded when undertaking Stage 1 of the SHELAA:
- Site size, boundaries and location;
 - Current land use and character;
 - Land use and character of surrounding area;

- Physical constraints (e.g. access, contamination, steep slopes, flooding, natural features of significance, location of infrastructure/ utilities) and whether these conditions can be overcome;
 - Potential environmental constraints;
 - Where relevant, previous planning history or development progress (eg ground works completed, number of units started, number of units completed)
 - Initial assessment of whether the site is suitable for a particular type of use or as part of a mixed-use development;
 - Planning policy;
 - Access/ highways
 - Access to local services
 - The location of a site within a Mineral Safeguarding Area or within or in affecting distance of a Safeguard Waste Management Facility as defined by the development plan.
- 6.7. A copy of the form requesting this information from landowners and developers about their sites is attached in Appendix 4. All of the information gathered was then inputted into the Charnwood SHELAA Database. This is a Microsoft Access Database which is used to record information for each site. The database is updated annually through the call for sites and also when new information is provided to the Council for example, new contact details.
- 6.8. The next stage of the site assessment is to consider whether there are any 'red constraints' affecting newly added or amended sites. The joint methodology (Appendix A, page 15) notes that a red constraint is a showstopper that renders a site undevelopable and unworthy of further consideration and assessment. Red constraints are identified as:
1. The Functional Floodplain (Flood Zone 3b) (as set out in the relevant Strategic Flood Risk Assessment)
 2. Scheduled Monuments (nationally important sites as listed by Historic England)
 3. Internationally and Nationally Designated Sites of Biodiversity and Geological Interest (SSI, SPA) as designed by Natural England or the European Commission)
 4. Major Hazardous Facilities (as defined by the Health and Safety Executive)
- 6.9. Where a site is affected by a red constraint, it is not automatically excluded from the SHELAA; however, the area of land affected by the constraint is removed from the measurable developable area. Some sites with higher levels of flood risk have been included where they lie within the centre of urban areas to enable further testing through the Local Plan preparation process. A site may be excluded if the remaining area of unconstrained land is too small to be included in the SHELAA.

- 6.10. If a SHELAA site is put forward and it lies within a larger existing SHELAA site (without planning permission), the site will not automatically be excluded but will be listed in Appendix 1. No site area or dwelling capacity figures will be included for the site to avoid double counting. Where a large SHELAA site does get planning permission, any smaller SHELAA sites within it would then be excluded. If the smaller site gets the permission first then the site area of the larger site is reduced.

Policy “off” approach

- 6.11. The SHELAA is ‘policy off’ in nature meaning that officers take account of policy considerations but do not use these to exclude any sites from the SHELAA. Any policy designations are noted, for example Green Wedge or Areas of Local Separation; but do not constitute a criterion against which the sites are assessed.
- 6.12. Decisions on the allocation of sites for housing or employment development will be made through the process of preparing the Local Plan and this process will take into consideration national and local policies as well as other evidence base documents (e.g. the assessment of housing need, Sustainability Appraisal, the Employment Land Review and Transport modelling amongst other things).

7. Stage 2: Site and broad location assessment

- 7.1. Stage 2 of the methodology involves assessing the development potential of a site, its suitability, availability, achievability (including viability) and how any constraints can be overcome.

Development potential – density and net developable area

- 7.2. Where a planning application has permission or was submitted before the 31st March 2020 the dwelling/ employment capacity figure provided in the application is used. Where the site has come from other sources including the call for sites proforma, the following approach (set out below) is used to provide a dwelling/ employment capacity figure.

Housing Sites

- 7.3. The following gross to net development ratios are used for housing sites and have been agreed based on site size and are set out in the joint methodology. This allows for items such as roads, green infrastructure and sustainable drainage systems to be taken in to account when identifying the developable land available on a site. These ratios have been drawn up in discussion with stakeholders at Developer Panels and resulting capacity figures can be monitored against planning approvals where a SHELAA site comes forward for development.

Site Size	Gross to net development ratio
Up to 0.4 ha	100%
0.4 – 2ha	82.5%
2 – 35ha	62.5%
Over 35ha	50%

- 7.4. All sites are assessed on the assumption that housing density will be 30 dwellings per hectare (dph). The joint methodology notes that sites within and adjacent to the Principal Urban Area and in selected Centres can be assessed at a density of 40 dph and all other sites at 30 dph. It is important to note that a standard density across Charnwood of 30 dwellings per hectare is used and no allowance is made for being adjacent to the Principle Urban Area or within Loughborough. This is a broad assumption for the purposes of this assessment only; the density achieved on individual sites will need to take account of matters set out in the NPPF at paragraph 122.

Employment sites

- 7.5. The potential amount of development an employment site can deliver is dependent on the likely density of development. Calculations of employment potential are based upon plot ratios of gross floorspace to site area for different classes of employment use as outlined in the Leicester and Leicestershire Housing and Economic Development Needs Assessment 2017 (HEDNA) and Strategic Distribution Study 2014 (SDS) as follows:

Site area x plot ratio (for likely use class) = employment potential (sqm)

Where plot ratios are:

- 2.0 for B1a/b offices in Leicester City and 0.35 for B1a/b offices elsewhere in the HMA;
 - 0.42 for B1c and B2 industrial uses; and
 - 0.40 for B8 storage and distribution uses
- 7.6. In terms of land for economic development, the supply of employment land associated with Use Classes B1, B2 and B8 is examined. The wider definition of economic development is recognised but land associated with other types of economic development, including main town centre uses, is examined through a variety of other evidence base studies, such as the Charnwood Retail and Town Centre Study Update (2013).
- 7.7. In instances where a mix of B uses are assessed as potentially appropriate on a single site an average of the densities for the appropriate uses is taken and multiplied by the site area.

Suitability

- 7.8. As required by the PPG, the suitability of a site is assessed using information in the SHELAA database, the development plan, national policy and advice from the SHELAA Stakeholder Panel. Information on what specific uses may be suitable for each site have not been included, but rather a more general view as to whether a site might be suitable for housing or economic development uses.
- 7.9. The following factors have also been assessed – physical limitations (access, infrastructure, contamination); the effect upon landscape features, nature, heritage and conservation; appropriateness (and likely market attractiveness); contribution to regeneration priority areas and environmental/ amenity impacts.

Availability

- 7.10. The PPG considers a site to be available for development; “when, on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems”. Information is requested on the call for sites proforma as to whether a site has planning permission and what the developer status is and this is checked through the Council’s own planning records.

Achievability

- 7.11. The PPG notes that, “a site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time”. This information is requested on the call for sites proforma, however, details are not always provided by the site promoter, land owner or developer. Therefore, this is a judgement about the economic viability of a site, taking advice from the SHELAA Stakeholder Panel. In terms of market attractiveness, the general assumption is that any site in Charnwood is likely to be an attractive place to live and market homes and therefore there is an assumption that sites have the potential to be viable unless there is a known issue related to an individual site.

Estimating timescales and rate of development

Timescales

- 7.12. Information provided in the call for sites proformas alongside information about potential physical constraints is used to estimate delivery timescales for each site.

- 7.13. There are three timeframes identified in the assessment, the first is the deliverable category (0-5 years). The only sites included in this timeframe are those that have planning permission or those sites which are allocated in the Core Strategy. All new planning permissions or sites with a resolution to permit 5 or more dwellings granted during 2019/20 are added into the deliverable category (0-5 years).
- 7.14. Any sites which have lapsed planning permission during 2019/20 are moved from the deliverable category (0-5 years) to the second timeframe, the developable category (6-10 years), unless there is an obvious reasons for it to be excluded. Sites which have no physical constraints but do not have planning permission are also placed in the developable category (6-10 years).
- 7.15. Those sites which do have physical constraints (for example access constraints, contamination or flood risk) are placed in the third timeframe, the developable category (11-15 years).

Build rate

- 7.16. Build out rates on deliverable sites (0-5 years) are taken from the 5 year supply trajectory, which is based on information provided by the individual site developers. The majority of sites with planning permission will build out over 5 years; however, the larger sites (200 dwellings or more) may go over 5 years depending on what year building starts.
- 7.17. For developable sites, (6-10 years) and (11-15 years), SHELAA stakeholder panels have agreed that the figure of 50 dwellings a year is acceptable. Therefore on a large site of 500 dwellings this would work out as 250 dwellings in (6-10 years) and a further 250 dwellings in (11-15 years).
- 7.18. It should also be noted that for a number of the larger SHELAA sites the possible build out rates are such that their completion would extend beyond the 15 year plan period.

8. SHELAA Stakeholder Panel

- 8.1. A SHELAA Stakeholder Panel was held on the 8th November 2018 to assist in the production of the SHELAA and to ensure that key stakeholders were involved in the assessment process as required by the Planning Practice Guidance (paragraph 8). The purpose and scope of the Stakeholder Panel was to check that the identification and assessment stages of the SHELAA methodology have been undertaken in a robust manner. The Terms of Reference, agenda and minutes from the Stakeholder Panel can be found in Appendix 5.

9. **Stage 3 SHLAA Windfall Assessment**

- 9.1. The Council has a good track record of housing delivery and does not use small windfall sites within the calculation. The Core Strategy notes that whilst there are sufficient enough housing commitments to meet the planned level of provision, the Council would only expect to see small scale windfall developments within the settlement boundaries between 2014 and 2028.

10. **Stage 4 Assessment review**

- 10.1. The PPG and joint methodology note that once the sites and broad locations have been assessed, the development potential of all sites can be collected to produce an indicative trajectory setting out how much housing and the amount of economic development that can be provided and at what point in the future. The table below provides a Parish/ Settlement breakdown of all the identified land that could be delivered and developed for housing over three timeframes – (0-5 years), (6-10 years) and (11-15 years).

Parish/Settlement	Parish/Settlement Summary					
	Total Deliverable and Developable (within 5 years)		Total Developable (6 - 10 years & 11 - 15years)		Total No. of Sites	Total Net Ha
	Overall deliverable net area (ha)	Overall deliverable housing numbers	Overall developable net area (ha)	Overall developable housing numbers		
Anstey	4.27	128	55.4	1544	19	59.7
Barkby/Barkby Thorpe	0.00	0	37.27	1118	6	37.3
Barrow upon Soar	6.60	198	44.2	1326	21	50.8
Beeby	0.00	0	0.0	0	0	0
Birstall	0.13	4	6.6	198	4	6.7
Burton on the Wolds	0.17	5	31.9	956	7	32.1
Cossington	0.00	0	10.6	318	3	10.6
Cotes	0.00	0	23.57	707	2	23.6
East Goscote	0.00	0	10.8	324	2	10.8
Hamilton Lea	0.77	23	0.0	0	1	0.77
Hathern	0.00	0	4.73	142	4	4.7
Hoton	0.00	0	27.27	818	5	27.3
Loughborough*	44.00	1320	163.7	6248	66	207.7
Mountsorrel	4.60	138	2.7	83	8	7.3
Newtown Linford	0.00	0	24.0	720	11	24.0
Prestwold	0.00	0	0.0	0	0	0
Queniborough	1.37	41	18.60	558	8	20.0
Quorn	2.53	133	28.9	867	12	31.4
Ratcliffe on the Wreake	0.00	0	0.67	20	2	0.7
Rearsby	0.53	16	23.2	697	6	23.7
Rothley	4.60	138	31.5	944	18	36.1
Seagrave	0.00	0	20.1	603	5	20.1
Shepshed	21.83	651	110.3	3314	36	132.1
Sibley	16.53	341	50.5	1669	23	67.00
South Croxton	0.00	0	0.0	0	0	0
Swithland	0.00	0	0.0	0	0	0
Syston	0.11	9	63.98	1956	16	64.09
Thrussington	0.00	0	3.97	119	4	3.97
Thurcaston & Cropston	0.00	0	35.63	1069	7	35.6
Thurmaston*	27.27	818	88.57	2681	19	115.8
Ulverscroft	0.00	0	0.0	0	0	0
Walton on the Wolds	0.00	0	0.40	12	1	0.40
Wanlip#	16.00	480	52.1	1564	4	68.1
Woodhouse/Woodhouse Eaves	0.47	14	5.6	180	6	6.1
Woodthorpe	0.00	0	0.7	21	2	0.70
Wymeswold	0.00	0	21.02	631	10	21.02
Totals	151.77	4457	998.48	31407	338	1150.25

*Includes Sustainable Urban Extensions, although parts of these large sites will also fall within other Parish boundaries
Includes Direction of Growth North of Birstall, although parts of this site will also fall within other Parish boundaries

10.2. In terms of employment the table below provides a breakdown by parish/settlement of all the B Use Class employment floorspace that could be delivered and developed within the next (0-5 years) and (6-15 years) timeframes. A number of the large employment sites will continue to contribute beyond the 15 year period, increasing the total employment space

supplied. The available floorspace has been calculated using the plot ratios identified previously in the report so provides an estimate rather than an exact figure.

Parish/Settlement	Parish/Settlement Employment Floorspace Summary									
	Years 0 to 5 (2020 – 2025)				Years 6 to 15 Years (2025 – 2035)				Total	No. of Sites
	B1 (sqm)	B2 (sqm)	B8 (sqm)	Overall space (sqm)	B1 (sqm)	B2 (sqm)	B8 (sqm)	Overall space (sqm)		
Barrow Upon Soar	-	-	-	-	2,695	3,234	3,080	9,009	9,009	1
Cossington	-	-	-	-	8,610	10,374	9,840	28,824	28,824	1
Cotes					7,000	7,350	7,000	21,350	21,350	1
East Goscote	-	9,450	-	9,450	-	7,140	-	7,140	16,590	1
Glenfield	-	-	-	-	2,100	1,050	1,050	4,200	4,200	1
Loughborough*	23,450	-	-	23,450	200,750	45,570	73,130	319,450	342,900	9
Mountsorrel	2,085	-	-	2,085	-	-	-	-	2,085	1
Prestwold	-	-	-	-	5,215	6,300	6,000	17,515	17,515	1
Quorn	-	-	-	-	3,675	4,200	2,600	10,475	10,475	2
Rearsby	-	-	-	-	4,200	16,128	10,000	30,328	30,328	2
Rothley	-	-	21,052	21,052	1,995	4,200	4,000	10,195	31,247	3
Shepshed	-	-	-	-	13,090	21,420	24,640	59,150	59,150	1
Syston	1,050	-	-	1,050	19,110	7,896	19,600	46,606	47,656	2
Thurmaston*	-	-	-	-	7,920	12,348	14,240	34,508	34,508	2
Wanlip*	-	-	-	-	17,500	7,000	10,500	35,000	35,000	1
Totals	26,585	9,450	21,052	57,087	293,860	154,210	185,680	633,750	690,837	29

*Includes Sustainable Urban Extensions, although parts of these large sites will fall within other Parish boundaries as well.

10.3. These are more clearly summarised into the three development phases as follows:

	B1	B2	B8	Total
0 – 5 years (2020 – 2025)	7.5	2.25	5.55	15.3
6 – 10 years (2025 – 2030)	43.89	24.88	26.12	94.89
11 – 15 years (2030 – 2035)	39.13	11.45	19.66	70.24

11. Stage 5 Final evidence base

11.1. The joint methodology notes that the final assessment of SHELAA sites should categorise all of the sites within the local authority area as to whether they are deliverable, developable or not currently developable. All of the

sites included in the (0-5 year) category are considered deliverable. Those in the (6-10 year) and (11-15 year) categories are considered developable. Those sites which are subject to a severe constraint are excluded from consideration. This information is included on the summary site proformas described below.

12. **Conclusions and findings the 2020 SHELAA**

- 12.1. In terms of housing sites the SHELAA assessment found that the qualifying sites fell into the three development phases as follows:
- 151.77 hectares (4,457 dwellings) available in 0-5 years (2020-25)
 - 549.16 hectares (17,499 dwellings) available in 6-10 years (2025-30)
 - 449.32 hectares (13,908 dwellings) available in 11-15 years (2030-35)
- 12.2. This indicates a potential total of 35,864 dwellings (1150.25 hectares) available during the 15 year period. Inclusion of the large sites which could contribute beyond the 15 year period substantially increases this total with land available for 44,748 dwellings (1448.73 hectares).
- 12.3. An understanding of the number of homes that are deliverable provides the basis for making judgements about the five year housing land supply in the Borough. The overall number of homes with development potential provides the basis for calculating potential supply over the longer 15 year timeframe. It should be noted that the total amount of land potentially available over the 15 years far exceeds the current housing requirement of 12,300 homes for the period 2020 to 2035 (820 homes a year x 15 years). Decisions about the role of these sites in providing a future supply of land will be taken through the Local Plan review process.
- 12.4. A breakdown of the housing sites assessed is provided in Appendix 1 and a summary proforma is produced for each SHELAA sites setting out the conclusions of the assessment and these are published alongside the SHELAA report on the Council's website with a map of each site.
- 12.5. In terms of employment sites the SHELAA assessment has shown that there is a potential total of 180.43 hectares available during the 15 year period for employment in the B Use Classes. When those sites that contribute beyond the 15 year plan period are taken into account the total employment land supply increases to 220.47 hectares. Whilst there is no requirement to ensure the provision of a 5 year employment land supply the use of the timeframes provides information to enable a broad trajectory for delivery of employment land to be established which will assist in plan preparation.
- 12.6. A breakdown of the sites assessed is provided in Appendix 2 and a copy of individual summary site assessment proformas (with maps) is provided alongside the SHELAA Report on the Council's website.

13. Monitoring and Review

- 13.1. The Strategic Housing and Economic Land Availability Assessment is a continuous process that will be updated on a regular basis. The Council intends to prepare a SHELAA following the end of each monitoring year (1st April to 31st March).

14. References

National Planning Policy Framework (February 2019)

<https://www.gov.uk/guidance/national-planning-policy-framework>

Planning Practice Guidance Housing Land and Economic Land Availability Assessment

<http://planningguidance.communities.gov.uk/>

Leicester and Leicestershire Housing Market Area Housing and Economic Land Availability Assessment Methodology Paper (February 2019)

https://www.charnwood.gov.uk/pages/strategic_housing_land_availability_assessment

Local Development Framework Evidence Base Studies

<http://www.charnwood.gov.uk/pages/evidencebase>