



New Lubbesthorpe

New Community

Planning Statement

February 2011

NEW LUBBESTHORPE PLANNED NEW COMMUNITY, BLABY

PLANNING STATEMENT

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1.0 INTRODUCTION

1.1 This Planning Statement is submitted in support of an outline planning application (OPA) for New Lubbesthorpe, a planned new community which includes a residential-led mixed use Sustainable Urban Extension (SUE), and the provision of a Strategic Employment Site (SES). The OPA is submitted to Blaby District Council (BDC) on behalf of the New Lubbesthorpe Promoter Group which comprises Hallam Land Management Ltd, Barratt David Wilson, Davidson Developments and landowners. The proposals are for 4,250 residential dwellings, employment uses, local and community services and supporting infrastructure. The red line boundary area is a 394 hectare site. The full description of development is set out at Chapter 3 below.

1.2 The purpose of this planning statement is to:

- describe the site, its location, features and background (Chapter 2);
- provide a description of the proposed development and the submissions made as part of this OPA (Chapter 3);
- set out the relevant national planning policy context and regional and local planning policies and guidance and the compliance of the OPA with policy (Chapter 4);
- discuss the reasons behind the timing of the submission of the OPA (Chapter 5); and
- assess the appropriateness and benefits of the proposals (Chapter 6).

1.3 This Statement sets out how the scheme complies with relevant national planning policy guidance; it then describes in detail the evolution of the planning policy framework insofar as it relates to the identification in the development plan (extant and emerging) of an SUE and SES west of Leicester in Blaby. It demonstrates how the proposed development complies with national planning guidance and regional and local planning policies. It also considers issues which are regarded as materially relevant to the determination of the proposal and includes Draft Heads of Terms for planning obligations to be made under a s106 agreement. It concludes by justifying that the proposed development is acceptable and should be granted planning permission.

The Outline Planning Application

1.4 The OPA seeks planning consent to create a mixed use Sustainable Urban Extension and a Strategic Employment Site. All matters are reserved for subsequent determination, with the exception of access, including the design of the development. Detailed planning permission is also sought for two road bridges over the M1 motorway and M69 motorway and for two new road access from Beggar's Lane and new accesses from Meridian Way, Baines Lane and Leicester Lane. The **Illustrative Master Plan** shows the general layout of these features.

1.5 The summary description of development is:

Outline proposal for:

4,250 dwellings, a mixed use district centre and two mixed use local centres featuring retail, commercial, employment, leisure, health, community and residential uses, non-residential institutions (including secondary school, primary schools and nurseries), a local convenience shop, a Strategic Employment Site of 21 hectares, open spaces and woodlands, new access points and associated facilities and infrastructure (comprising utilities including gas, electricity, water, sewerage and telecommunications, highway improvements and diversion to existing utilities where necessary); and

Detailed access proposals for:

Two new road bridges over the M1 motorway and M69 motorway, and two road access points from Beggar's Lane and new accesses from Meridian Way, Chapel Green/Baines Lane and Leicester Lane.

1.6 The full formal description of development is included in the **Description of Development, Land Use Schedule and Building Dimensions Schedule** that accompanies this statement at **Appendix A**.

1.7 The planning application comprises the following documents:

- The **planning application forms and certificates**
- The **Application Plans** comprising:
 - a) Parameters Plan A: PA-A Planning Application Boundary
 - b) Parameters Plan B: PA-B Land Use Plan
 - c) Parameters Plan C: PA-C Access Plan

- d) Parameters Plan D: PA-D Green Infrastructure
 - e) Parameters Plan E: PA-E Residential Density Plan
 - f) Parameters Plan F: PA-F Building Heights
 - g) Parameters Plan G1: PA-G-1 Phase 1
 - h) Parameters Plan G2: PA-G-2 Phase 2
 - i) Parameters Plan G3: PA-G-3 Phase 3
 - j) Beggar's Lane Site Access and Hinckley Road Junction Improvements Drawing 208133/74
 - k) Proposed Bridge Across M1 Cross Section and Link to Meridian Way Drawing 208133/47/B
 - l) Proposed M69 Bridge Crossing and Site Access/Leicester Lane Junction Improvements Drawing 208133/40/A
 - m) Proposed Bridges Across M69 Cross Section Drawing 208133/48/B
 - n) Proposed Bus Priority Link Baines Lane Drawing 208133/70
- The **Environmental Statement** provides a full assessment of the likely environmental effects of the proposed development. Significant impacts and key mitigation measures are identified below based around the following topics:
 - a) Flood risk assessment – this forms an appendix to the Water, Hydrology and Drainage chapter and sets out the approach to flood risk, surface water attenuation and sustainable urban drainage that underpins proposals. This chapter confirms that the site lies for the most part within flood risk zone 1 and that existing run-off levels can be maintained through run-off attenuation measures.
 - b) Air quality assessment – this assesses the air quality on the site presently and the impacts from the adjacent motorway network. The implications of the development are taken into account in terms of the traffic impacts on the site and on relevant Air Quality Management Areas in the vicinity, and the assessment concludes that the development will maintain relevant air quality objectives over the life of the project.
 - c) Noise impact assessment – the existing noise environment is modelled including the noise from the adjacent motorway network. The impact of proposals is modelled. The assessment concludes that the majority of the proposed homes will benefit from appropriate daytime and night time noise levels. Mitigation measures are proposed alongside the M1 such that an appropriate daytime and night time noise environment is created for residential development in this part of the SUE.

- d) Biodiversity survey and report including tree survey / arboricultural implications – this provides a comprehensive audit of biodiversity, hedgerow and tree cover across the site and has informed the development of the proposals. The chapter concludes that the proposals will result in a net gain in biodiversity on the site.
- e) Land contamination assessment – this chapter confirms that there are no land contamination issues that influence the development of the site.
- f) Landscape and visual analysis – this reviews the landscape context for the site and provides a careful analysis of the impact of the proposed development, concluding that the site has the capacity in landscape terms to successfully accommodate the proposed development.
- g) Archaeological assessment – the archaeological assessment provides a detailed desk-top assessment of the site and identifies the importance of the two Scheduled Ancient Monuments (SAMs) on and adjacent to the site. Other archaeological interest is considered at the south edge of the SUE along the brook, and in the south part of the SES. Both of these areas remain undeveloped and the proposals respond to the two SAMs and their settings. The chapter concludes that the proposals will have a moderate adverse impact on heritage assets after mitigation.
- h) Agricultural land quality assessment reviews the impacts of the development on the best and most versatile agricultural land and concludes that much of the site is Grade 3B and is of average quality.
- i) Socio-economic chapter – this confirms the positive impacts of the development through the creation of a sustainable development form supported by comprehensive new infrastructure and jobs.
- j) Infrastructure and Services – this confirms the availability of utilities and services around the site.
- k) Waste – this reviews municipal, commercial and industrial and construction waste issues related to the proposed development, and includes mitigation measures to promote the minimisation of waste.

1.8 The application is supported by the following documents:

- This **Planning Statement** confirms the appropriateness of proposals within the favourable planning context that exists, and highlights the benefits deriving from the proposed development. Planning Obligations Head of Terms are appended which set out the anticipated heads of terms for a s106 agreement to secure planning obligations towards affordable housing, public transport, highways,

education, health and other matters to ensure the proposed development is acceptable in planning terms.

- **Design and Access Statement** – this sets out the inclusive process through which the proposals evolved and describes in detail the manner in which the proposals respond to the site and other influences. The statement highlights the merits of the proposed design and the manner in which it provides a robust framework for a high quality and highly sustainable development at New Lubbesthorpe.
- **Statement of Community Involvement** reviews the process through which proposals have been developed and highlights the community and stakeholder engagement that has taken place across the preparation of this planning application.
- **Transport Assessment** (incorporating Travel Plans) – this sets out a comprehensive assessment of the transport impacts of proposals for all transport modes. Through the comprehensive improvements and new infrastructure proposed sustainable transport modes can be promoted and the transport impacts of the development can be adequately mitigated. The Travel Plans outline measures to be promoted during the construction and operation of development to encourage sustainable transport behaviour.
- **Green Infrastructure Biodiversity Management Plan**– this reviews in greater detail the various components of the open space network and how each element can contribute towards creating a successful multi-functional Green Infrastructure network that provides a landscape setting, delivers gains in biodiversity, protects heritage assets and delivers new recreational facilities. Proposals for the long-term management and maintenance of the open space network are also set out.
- **Energy Statement** – this sets out the manner in which a range of measures may be deployed across the site to meet and exceed local targets for generating energy from decentralised and renewable or low-carbons sources.
- **Sustainability Strategy** - This document explains how the sustainability principles adopted at New Lubbesthorpe can be translated into practical measures on the ground, and how the different sustainable interventions are built into the master plan and combine and interact to create a place where sustainable living is both desirable and achievable.
- **Employment Assessment** – this reviews the evidence base behind the SES and confirms the suitability in planning, environmental and commercial property terms of the SES proposals and the scale and mix of employment proposed in this location.

- **Retail Assessment** - this reviews the scale of retail development proposed within the District and Local Centres and confirms the suitability of proposals in planning, environmental and commercial property terms and the lack of any adverse retail impact on surrounding town centres.
- **Minerals Assessment** – this assessment reviews the potential for the presence of viable mineral resources on the site. The assessment concludes that insufficient detail is presently available, and recommends that a second stage of investigation is initiated which concentrates on proving a deposit to be carried out following the grant of outline planning permission and conditioned appropriately.
- **Geo-Environmental Report**
- **Tree Assessment Report**

2.0 SITE DESCRIPTION

Site Location

- 2.1 This section summarises the more detailed site description and analysis contained within the **Design & Access Statement** accompanying the OPA. New Lubbesthorpe will form a western expansion of the Leicester urban area. The site lies immediately to the west of the M1 motorway and north and south of the M69 motorway in Blaby District between existing development at Leicester Forest East, Thorpe Astley, Meridian Park and Enderby. The land is in predominantly agricultural use, and includes some areas of woodland and discrete groups of farm buildings. The red line boundary also includes land required for highway improvements and new access points.
- 2.2 The application comprises 394 hectares of which 323 ha is the SUE located north of the M69, and 71 hectares is the SES located south of the M69.

Land Ownership

- 2.3 The land is owned by the Trustees of the Drummond Estate and several smaller land owners.
- 2.4 The red line includes highway land not controlled by the promoters required for providing and improving accesses. To this end, notice has been served on the following landowners:
- The Highways Agency with respect to the new accesses across the motorways; and
 - Leicestershire County Council as the owner of adjacent highways.

Surrounding Area

- 2.5 The site boundary is broadly defined by the existing community of Leicester Forest East (LFE) to the north, by the M1 Motorway and Leicester Forest East Motorway Service Area to the east, by Leicester Lane to the south, and by Beggar's Lane and Enderby Park and Enderby to the west. The SUE occupies land north of the M69 and the SES occupies land south of the M69.
- 2.6 To the north the site adjoins Leicester Forest East, a residential suburb of Leicester which also includes some local facilities including a doctor's surgery, pharmacy, local shops and a Primary School. Existing homes within Leicester Forest East back on to the field boundary that forms the northern site boundary.

- 2.7 The eastern site boundary is formed by the M1 motorway and Leicester Forest East services and associated landscaping and earthworks. The site extends across the M1 motorway to provide for a bridge linking to a new highway access to Meridian Way. To the east of the M1 lies the residential community of Thorpe Astley and Meridian Business Park and Grove Park, two major industrial and employment areas focussed around the M1/M69 motorway junction (junction 21 of the M1 referred to hereafter as J21).
- 2.8 The site is subdivided by the M69 motorway with the red line extending across the M69 motorway to provide for a proposed bridge link between the northern SUE and southern SES portion.
- 2.9 The SUE is bounded to the south by the M69 motorway with its associated landscaping and earthworks. The west boundary of the SUE is formed by the Enderby high voltage electricity sub-station and its landscaping and agricultural field boundaries to Beggar's Lane. Beyond this to the west lies agricultural land.
- 2.10 The southern SES portion of the site is bounded by the M1 and M69 and their associated earthworks and landscaping to the north and east. Leicester Lane forms the southern boundary to the SES and the western boundary is formed by Enderby Hall and its immediate gardens, a landfilled former quarry known as Enderby Warren Quarry, and the Warrens Business Park. Enderby Warren Quarry also includes a geological Site of Special Scientific Interest (SSSI). The settlement of Enderby lies to the south-west of Enderby Hall and comprises a mix of residential and employment activities and supporting shops and facilities.

Main Features

- 2.11 The site has an undulating topography rising from the land adjacent to J21 at its lowest point to high points in the west part of the site. Three valleys subdivide the northern SUE portion of the site generally in an east-west direction, the most prominent of which forms the alignment of Lubbesthorpe Bridle Road, a small lane that crosses the centre of the site from north-west to south-east.
- 2.12 The northern SUE portion of the site is made up of predominantly agricultural land, but also includes four prominent woodland blocks. There are also existing groups of farm buildings present at Old Warren Farm, Newhouse Farm, Hopyard Farm and Abbey Farm and the Bungalow. Abbey Cottages and Lawn Cottages are residential dwellings that adjoin, but are outside of, the OPA site boundary. Just north of the M69 motorway run two sets of high voltage overhead cables which feed into the adjacent Enderby high

voltage electricity sub-station. The proximity of the motorways and the high voltage overhead lines has an urbanising effect on this part of the SUE and SES site.

2.13 The southern SES portion of the site also includes a mix of agricultural land and stands of woodland and includes Warren Farm and Warren Cottages. Enderby Park, a former parkland landscape which is now used for agriculture, also lies within the SES portion of the site.

2.14 The site includes a number of small ponds and ditches, and a small watercourse runs close to the west and south boundaries of the SUE. There are also numerous hedgerows crossing the site which include mature trees in some areas. There are also freestanding mature trees on the site.

Planning History

2.15 Lubbesthorpe is a working agricultural landscape. There is no site or planning history relevant to this proposal.

Physical Constraints and Considerations

2.16 There are few physical features that impose any absolute constraint on development. The prime constraints arise from the need to protect Lubbesthorpe Deserted Medieval Village Scheduled Ancient Monument (SAM), which lies close to J21, and its setting. There is also a need to protect the setting of the Mediaeval Rabbit Warren Scheduled Ancient Monument located west of Beggar's Lane.

2.17 The woodland blocks present on the site also provide important structuring elements which should form the basis of an integrated green infrastructure network. The floodplains to the watercourses also form an important structuring element for proposals, as do the high voltage overhead lines running through the south part of the SUE site.

2.18 The key site factors that shape the design and structure the proposals are:

- heritage and archaeology – the site of Lubbesthorpe Deserted Medieval Village Scheduled Ancient Monument, the Mediaeval Rabbit Warren Scheduled Ancient Monument located off-site west of Beggar's Lane, and the historic (but not designated) parkland for Enderby Hall in the SES part of the site;
- existing farms;
- ecology and biodiversity (responding to the woodlands, trees and hedgerows, ponds and habitats on the site);

- topography and hydrology (preserving the valley of Lubbesthorpe Bridle Road, flood risk areas and existing water bodies);
- strategic transport network (responding to the access opportunities and the response to existing noise and air quality impacts of the motorways);
- responding to landscape influences; and
- respecting existing Green Wedges and taking opportunities to create new Green Wedges.

2.19 A full description of the site and its design influences can be found in the **Design and Access Statement**.

3.0 DESCRIPTION OF DEVELOPMENT PROPOSALS

3.1 The New Lubbesthorpe proposals consist of an SUE of up to 4,250 new homes, a mixed use District Centre and two mixed use local centres with retail, commercial, leisure, health, employment, community and residential uses, non-residential institutions (including Secondary School, Primary Schools and nurseries), a local convenience shop, open spaces, woodlands and other landscaping, new access points and associated facilities and infrastructure (comprising utilities including gas, electricity, water, swales and flood attenuation, sewerage and telecommunications, and diversion to existing utilities where necessary) and a SES comprising of new employment uses located south of the M69. Detailed proposals are also made for two new road bridges over the M1 motorway and M69 motorway, two road access points from Beggar's Lane, a new road access from Meridian Way, a new road access from Leicester Lane and access from Baines Lane / Chapel Green for public transport, pedestrians and cyclists only.

3.2 The full formal description of development is included in the **Description of Development, Land Use Schedule and Building Dimensions Schedule** that accompanies this application, included at **Appendix A**. This should be considered in conjunction with the **Parameters Plans** and the three **Phasing Plans**. Building dimensions are also set out in **Appendix A** and within the description set out below.

Key Elements

3.3 The **Design and Access Statement** (Part 3; Section 7) describes the vision for Lubbesthorpe as follows:

"The vision is of a sustainable, integrated and coherent extension to the city and an attractive, successful and well-served new community."

3.4 The proposals are based on a set of design principles drawn from national and local urban design policies and from good practice. The principles also reflect the results of the Stakeholder Workshop in January 2010 and the subsequent stakeholder engagement and public consultations.

3.5 The design of New Lubbesthorpe is set within a framework formed from the following components:

- Land Use;
- Landscape and Open Space (Green Infrastructure);

- Access; and
- Urban Design.

The Land Use Framework

3.6 The land use framework sets the location and scale of the land uses. The land uses are shown on **Parameters Plan B: Land Use Plan** and in the **Land Use Schedule** at Appendix A. The proposed land uses are:

Housing

3.7 The housing areas of the SUE are defined by a combination of routes, open spaces and natural features such as woodlands, the Deserted Mediaeval Village of Lubbesthorpe Scheduled Ancient Monument and its setting, the setting of the Mediaeval Rabbit Warren Scheduled Ancient Monument (which lies outside of the site area), watercourses and hedgerows. The housing areas are further defined by the proposed street structure, and by parameters for the built form, including height, density and block types. The mix of housing types and tenures responds to the Housing Market Assessment that supports the emerging Core Strategy.

3.8 Up to 4,250 dwellings are proposed in the SUE, consisting of detached, semi-detached and terraced houses, as well as townhouses, flats over garages (FOGs) and apartments. The following range of unit types are proposed:

- Up to 5% of units are proposed to have 1 bedroom, all of which would be apartments;
- 25% to 30% of the new homes would be 2-bed units, around a quarter of which would be apartments and flats over garages;
- 25% to 30% of the new homes would be 3-bed units;
- 30% to 35% of the new homes would be 4-bed units; and
- 5% to 10% of the new homes would be 5(or more)-bed units.

3.9 Up to 30% of the new homes on the site are proposed in the form of affordable housing including both social rented housing and intermediate tenures of housing.

3.10 Housing is proposed to be located within both the residential and mixed-use areas shown on the **Parameters Plan B: Land Use**, and specified in the **Land Use Schedule at Appendix A**; and to be accommodated within the density ranges set out on **Parameters Plan E: Residential Density**.

District Centre

- 3.11 The District Centre is proposed as a mixed use development located towards the north-east of the SUE, to be accessible to the whole new community and, importantly, to be accessible and convenient to residents from the existing communities of Thorpe Astley and Leicester Forest East. The District Centre would contain a variety of retail, office, community, leisure, health and residential uses, as well as a waste bring site. The proposed Secondary School would be located alongside the District Centre to the south.
- 3.12 The District Centre is proposed to accommodate up to 10,260 sq m of non-residential floorspace, consisting of an envisaged mix of up to 4,230 sq m net of retail (Class A1) floorspace, up to 2,000 sq m net of business (Class B1) floorspace, up to 500 sq m net of A2 (Financial & Professional Services), up to 730 sq m net of A3-5 (Food & Drink), up to 1,500 sq m of D2 (Assembly and Leisure) community centre and up to 1,200 sq m of D1 (Non-Residential Institutions) health centre to be operated by an appropriate NHS body. Up to 100 sq m of floorspace is also assumed for a waste management facility (a waste bring site). The District Centre would also accommodate up to 165 residential units including apartments over shops.
- 3.13 The mix and scale of retail within the District Centre responds to the pattern of retail activity around the SUE and has been sized to respond the likely requirements of the population of the SUE. This is explained in detail in the **Retail Assessment** that accompanies this application.

Local Centres

- 3.14 Two Local Centres are proposed within the SUE to provide services within easy walking distance of new homes collectively to accommodate up to 3,140 sq m of floorspace, each consisting of up to 310 sq m (net) of retail (Class A1) floorspace, with the remaining floorspace accommodating uses in classes A3-5 (Food & Drink), D1 (Non-Residential Institutions), D2 (Assembly & Leisure) and offices/workspaces, as specified in **Appendix A**. Each Local Centre would also accommodate up to 40 residential units. The Local Centres are located at the sites of Old Warren Farm and New House Farm, and potential may exist to re-use some of the existing farm buildings as part of the Local Centre developments. A further local convenience store is proposed in the western neighbourhood.

Parkland

- 3.15 The proposals include around 21 hectares as formal open space and around 163 hectares as informal open space, which exceeds Fields in Trust and local standards of provision. The open space structure is described below.

Employment

- 3.16 Employment land provision is made in two forms: as small scale office accommodation within the District Centre and Local Centres, and in the SES to the south of the M69 motorway. The SES is designed to accommodate a range of business and employment uses readily accessible to the SUE and is proposed to be accessed from Leicester Lane to provide easy access to J21 of the M1, with restrictions on heavy good vehicles travelling through the residential development area.
- 3.17 In total, 21 hectares (net) of land for Class B1 (business), Class B2 (general industry) and Class B8 (warehouse and distribution) uses is proposed, which could accommodate up to 84,000 sq m of floorspace. A further 2,500 sq m of Class B1 floorspace is proposed within the District Centre (see above) and Local Centres.
- 3.18 The scale and mix of employment uses responds to the quantities identified within the Core Strategy and its supporting evidence base.

Schools

- 3.19 A Secondary School and two Primary Schools - each with on-site playing fields - is proposed within the SUE, together with financial contributions towards their provision. The proposed Secondary School site is 10 hectares and is located adjacent to the District Centre.
- 3.20 The Primary School sites include space to accommodate pre-school provision if required. Primary Schools are located adjacent to Local Centres.

Retention of Existing Buildings

- 3.21 The existing farm buildings at Old Warren Farm and New House Farm would be the location of the proposed Local Centres. While this application seeks to reserve the mix of uses for these areas, the potential for re-use of the buildings would be explored in separate subsequent detailed applications.

3.22 The principal existing farm buildings at Hopyard Farm and Abbey Farm in the south-east part of the SUE are to be retained. The future re-use of these buildings is not prescribed within this application, but could include re-use connected with the interpretation of the Deserted Medieval Village of Lubbesthorpe Scheduled Ancient Monument. Any such re-use would be subject of separate subsequent detailed applications.

3.23 Buildings at Warren Farm and adjacent cottages are to be retained and integrated into the SES. Again, the reuse of the buildings will form the subject of detailed applications.

The Landscape and Open Space Framework (Green Infrastructure)

3.24 The landscape and open space framework consists of a network of open spaces that respond to the heritage, landscape and biodiversity influences on the site. The extent of the open spaces is shown on **Parameters Plan D: Green Infrastructure**.

3.25 Within this framework, the proposals aim to deliver elements of the Green Infrastructure Strategy for the 6Cs Growth Point, as well as protecting the setting of the Deserted Medieval Village of Lubbesthorpe Scheduled Ancient Monument (SAM). The framework provides a means of delivering multi-functional green space and environmental mitigation in a co-ordinated and efficient manner and in line with planning policy.

Parkland Structure

3.26 The proposed parkland structure comprises:

- *Old Warren Park, or recreation grounds*; between existing Leicester Forest East housing and the proposed housing, which would accommodate the recreation areas and a Neighbourhood Equipped Area for Play (NEAP).
- *Central Park*; referred to as 'The Commons' extending through the development from Beggar's Lane to the M1 along the line of the Lubbesthorpe Bridle Road and including the Lubbesthorpe SAM.
- *Brook Park*; following the line of the brook in the south of the site, designed to promote biodiversity with flood detention areas.
- *Enderby Park*; conservation and restoration of the parkland for public access and enjoyment.

3.27 The landscape and open space structure has been formulated to respond to and enhance the identified features of landscape, historic and wildlife value across the site. In particular:

- The landscape significance of the gently undulating landform and the system of shallow valleys;
- The setting of the Deserted Medieval Village of Lubbesthorpe SAM;
- The setting of Enderby Hall and the conservation of Enderby Park;
- The existence of known and potential archaeological resources;
- The presence of habitats of nature conservation value and protected species on the site, including bats, badgers, amphibians, birds and possibly otters. These would be protected and enhanced, in conjunction with the enhancement of the site's biodiversity, as set out below.
- The need to provide noise attenuation to parts of the M1 adjacent to the SUE; and
- The need to protect existing and create new Green Wedges.

3.28 The landscape and open space proposals promote four interacting themes: Creative Conservation; Recreation and Play; the Productive Landscape and Art in the Landscape.

Creative Conservation

3.29 The proposals aim to conserve and extend the wildlife value of the site, as outlined below and as detailed in Chapters 6: Landscape and Visual Resources and 7: Ecological Resources of the **Environmental Statement**.

3.30 The Project includes the creation or enhancement of habitats listed within the Biodiversity Action Plan, namely:

- Rivers and streams
- Open standing water
- Species rich hedgerows
- Lowland neutral grassland
- Wet and marshy grassland
- Lowland mixed woodland
- Wet woodland

- 3.31 Several new areas of habitat creation are proposed including within Brook Park in the south of the SUE and the creation of a landscaped bund alongside the M1 within the SUE. All brooks and ditches will be conserved, and all boundary buffer strips would be at least 10 metres wide, and in many instances more, to ensure their value to flora and fauna.
- 3.32 In total some 85% of the existing hedgerow framework would be retained. Existing hedgerows are incorporated into the plans and reinforced as necessary to improve their structure and diversity. New hedgerows are proposed along the lines of new roads with species-rich grassland verges. Ditches and verges would be incorporated alongside hedgerows to create integrated habitats.
- 3.33 Water bodies are proposed to be located within areas of existing habitat, with grassland, scrub and trees to contribute to habitat creation. All other water bodies are proposed to be retained and to undergo habitat enhancement.
- 3.34 The brook valley within the south of the site would be retained and enhanced as a wet and marshy habitat and would accommodate detention ponds as part of the proposed sustainable drainage system
- 3.35 Grassland is proposed to be created around the new water-body margins, with other areas of species rich neutral grassland managed for visual and habitat diversity. Grassland would be created along dry ditch edges to create wildlife strips.
- 3.36 Existing woodlands, hedgerows and plantations are proposed to be strengthened with new broad-leaved woodland planting. Existing woodlands would be enhanced to improve structure with woodland-edge planting as buffers.
- 3.37 The network of Formal Open Space will provide physical linkages between habitats to provide an integrated network of green infrastructure.
- 3.38 The following measures are proposed to protect and enhance the habitats of protected species:
- Bats- trees identified as potentially suitable for bat roosts would be retained and bat boxes provided with new buildings;
 - Badgers – all identified badger setts would be protected and clear access from the setts to open spaces provided;

- Amphibians – all existing ponds would be retained and hydrological conditions maintained; and
- Birds – all major trees and a large proportion of hedgerows are retained and considerable new planting is proposed.

3.39 Detailed management plans for the habitats would be prepared pursuant to a planning condition, drawn up in consultation with Natural England, Leicestershire County Council, Blaby District Council and local wildlife groups, specifying design and form, species mixes and future management and monitoring prescriptions.

Recreation and Play

3.40 The proposals make provision for formal recreation grounds and children's play space. Recreation grounds are proposed in Old Warren Park, and smaller play spaces are proposed in Central Park, Brook Park and Enderby Park, with associated pavilions and other buildings. The level of provision responds to the PPG17 Assessment of Open Spaces that forms part of the evidence base to the emerging Core Strategy.

3.41 Four Neighbourhood Equipped Areas for Play (NEAPs) are proposed, as shown on **Parameters Plan D: Green Infrastructure**. The locations of Locally Equipped Areas for Play (LEAPs) Local Areas for Play (LAPs) would be specified at the subsequent detailed planning stage.

The Productive Landscape

3.42 The proposals includes for provision of allotments and community orchards located alongside and within housing areas. The potential exists for future development of a community farm, perhaps within the farm building complexes at Abbey or Hopyard Farms when these become available during later phases of the Project.

Art in the Landscape

3.43 This theme identifies opportunities for artworks within the Green Infrastructure framework.

The Access Framework

- 3.44 The access framework aims to achieve a balance between use of the car and other transport modes; and prioritises alternatives to the car for local movements, ensuring that the local movement network is safe, pleasant to use and attractive. The proposals have been formulated in consultation with the County Council as highway authority and the Highways Agency, which is responsible for the M1 and M69. **Parameters Plan C: Access** shows the proposed network of routes.
- 3.45 The proposed movement network comprises a street network, cycle, footpath and bridleway routes, and public transport proposals. This is supported by sustainable transport initiatives proposed in the Travel Plan for the development. Junction improvements would be required to connect the proposals to the existing network; and off-site junction improvements to be carried out by the highway authority would also be required to provide for the additional movements generated by the proposals.
- 3.46 Detailed proposals are made for a new all mode bridge crossing of the M1 Motorway linking to Meridian Way, a new bridge crossing of the M69 Motorway for vehicular traffic linking the SES and Leicester Lane and the SUE, two new vehicular access points from Beggar's Lane and improvements to Chapel Green, Baines Lane and the Baines Lane/A47 junction to provide for bus, pedestrian and cycle only access.

Street Network

- 3.47 The street network comprises:
- Primary streets; providing lateral access east-west across the site, linking into the existing road structure;
 - Secondary streets; providing access into the individual development areas; and
 - Tertiary streets; providing local access within the sub-development areas and include home-zone type streets.
- 3.48 The primary, secondary and tertiary streets would accommodate motorised vehicles, cyclists and pedestrians; and would be designed to respond to the appropriate priority within each area, with increasing levels of pedestrian priority down the hierarchy.
- 3.49 The street network includes the following connections with the existing highway network:

- New bus, pedestrian and cycle only access into Chapel Green, improvements to Baines Lane and the Baines Lane/A47 junction;
- Bus, pedestrian and cycle only access onto Watergate Lane;
- Vehicular, pedestrian and cycle access from Meridian Way via a new bridge over the M1 motorway;
- Two new vehicular access points from Beggar's Lane and improvements to the Beggar's Lane/A47 junction; and
- Vehicular access to the employment area from Leicester Lane, connecting to the residential development via a new M69 all-modes bridge.

3.50 These proposed points of connection, together with proposed pedestrian connections with the highway, footpath and bridleway networks are shown on **Parameters Plan C: Access**.

3.51 All roads throughout the development would be designed in accordance with the Government's **Design Guide Manual for Streets (2007) and Manual for Streets 2 (2010)**. Parking provision would be in accordance with **PPG13 (March 2001)**, **PPS3 (November 2006)**, Leicestershire County Council's **Supplementary Planning Guidance on Parking** and emerging local policy and standards. Lighting along routes and throughout the Project would be designed to minimise light pollution and energy use, while promoting safety and security, in accordance with the **Institute of Lighting Engineers' Guidance Notes for the Reduction of Obtrusive Light (2005)**.

Walking, Cycling and Horse Riding

3.52 The proposals integrate with and extend the network of footpaths, cycle routes and bridleways in the area, as shown on **Parameters Plan C: Access**. The following routes proposed across the site are part of the wider network of routes:

- Lubbesthorpe Bridle Way is retained as a footpath, cycle route and equestrian route for the majority of its length. It would also provide access to existing properties.
- Footpath connections to Leicester Forest East.
- Connections to Enderby, retaining the existing farm accommodation bridge unless improvements to the M1/M69 motorways proposed by the Highways Agency necessitate its removal.
- Retention of existing footpaths and bridleways which cross the site and provision of new footpath connections including to the west of the site, as shown on **Parameters Plan C: Access**.

3.53 Cycle routes are combined with footpaths on the principal routes, and segregated cycle routes are provided on routes through the parkland system.

3.54 Equestrian routes are retained and new routes provided within the parkland system.

Public Transport

3.55 The public transport proposals comprise:

- Provision of financial contributions towards scheduled bus services (to be operated by third parties) linking the development via the District Centre to Leicester City Centre and the railway station; and within the site, the provision of infrastructure to promote movement by public transport, including the dedication of road space, and the provision of financial contributions towards the installation of priority signalling and the implementation of high quality waiting facilities, including real-time information (to be delivered by third parties).
- Provision of dedicated routes for public transport to link the development with the A47 via Chapel Green/Baines Lane.
- Controlled access to Watergate Lane.

Additional Sustainable Travel Initiatives

3.56 In addition, the access framework incorporates further sustainable transport initiatives, including the preparation of a Travel Plan to co-ordinate sustainable transport initiatives.

Junction Improvements

3.57 Improvements are proposed to the junction of Beggar's Lane and the A47 Hinckley Road, Baines Lane and the A47 Hinckley Road, Meridian Way and at the new junction on to Leicester Lane.

3.58 Provision would also be made for financial contributions towards improvements to existing junctions to accommodate traffic generated by the proposed development.

Street Design

- 3.59 The street design proposes a series of streets for movement by pedestrians, cyclists and vehicles, and sets the spatial characteristics of street width and building heights on each side. Variations are identified for parkland edges. The network comprises strategic streets serving the development as a whole, together with local routes within each development area.

The Urban Design Framework

- 3.60 The urban design framework sets the requirements for the three-dimensional design of the Project and identifies the strategic design considerations relevant to the development as a whole. This includes the strategic views, key buildings and frontages, entrances, parkland edges, main streets and squares, and the sub-character areas, which are developed further in the accompanying **Design and Access Statement**.

Scale

- 3.61 The scale of the buildings will be determined by the spatial characteristics of the street network, density and height parameters and the definition of urban block types and building typologies. These provide a series of parameters within which the proposals will be advanced. The parameters are described in the **Design and Access Statement (Part Six)**.

Urban Blocks

- 3.62 The development would be set within the street network and formed into perimeter blocks.
- 3.63 The highest density blocks are located generally along the principal streets and within the District Centre, with core blocks also at the Local Centres. Density reduces towards the countryside edges of the development, at the parkland edges and where existing development on the urban-edge is of low density. In those locations, the character of development is proposed to be more informal.
- 3.64 The building heights are also highest in the District Centre and in the SES with the maximum building height at 15m above ground level, excluding any point features. Elsewhere the building height is not proposed to exceed 12m. The heights are shown on **Parameters Plan F: Building Heights**.

- 3.65 The proposals encourage a consistency of built form typologies throughout the development, reflecting local urban character, morphology and building traditions, while allowing for contemporary interpretations where appropriate.

Appearance

- 3.66 The appearance of the development is reserved for future approval, subject to being in accordance with the general principles set out in the **Design and Access Statement (Part *; Section *)** which identifies a range of components that will inform the future appearance of the built development and landscape design. The general principle is that buildings and public spaces should be “of their place and of their time”. Principles are identified for architectural design, materials and texture, colour palette, decoration, lighting, hard and soft landscape, street furniture and public art. These form the basis for developing specific character area parameters within subsequent Design Codes for each sub-development area.

Character Areas

- 3.67 The development is divided into a series of character areas which illustrate how the framework elements come together with the street, density, height, block and building typologies, to achieve a distinctive design character.

District Centre

- 3.68 The District Centre would be the mixed use heart of the development and would be located near to the proposed M1 crossing which is the principal gateway into the site.
- 3.69 The District Centre would comprise a supermarket, shop units, site for a health centre and community facilities, workspaces and housing. Building heights would generally be 3 storeys with local landmarks at 4 storeys (up to 15m). The District Centre also includes the Secondary School and a waste management facility. Mixed use buildings and the Secondary School will front onto the street/public square. These would be designed to offer flexibility and allow for change of use over time.

Employment Areas

- 3.70 The SES would combine a wide range of building types and businesses; and would be developed to create a new high quality business park that is well connected to the strategic road network.

- 3.71 The development will maintain existing woodland groups and includes for major new woodland planting along the M1 and M69 motorways, with development set back from Enderby Park and reduce the impact on the Green Wedge in the south part of the SES.

Residential Character Areas

- 3.72 The residential development areas will each define a separate character area and reflect the broad transect through the development between the higher density and more formal urban structure at the District Centre and eastern part of the development area, through to the more informal and lower density urban form towards the western and countryside edge of the development as set out in **The Design and Access Statement (Part Six; Section 20)**.

Environmental Performance Measures

- 3.73 The proposed development promotes a high standard of energy efficiency and adopts the Government's Code for Sustainable Homes and the BREEAM Standards for commercial and employment buildings.
- 3.74 A Construction Code of Practice (CCoP) is proposed to be prepared, to manage the construction and site operations and would be agreed with the relevant authorities. This would incorporate good practice working methods and techniques to mitigate impacts during the construction phase. Further information on the mitigation of impacts during construction is set out in the **Environmental Statement**.

Phasing

- 3.75 The development would be progressed as a series of phases largely determined by access infrastructure availability. Three phases of development are proposed, as shown on the **Parameters Plans G1, G2 and G3**.
- 3.76 Phase 1 comprises some 300 units, provision of the first Local Centre and Primary School, with the bus route to the north within the SUE, and a start on the SES. Phase one of the SUE is accessed from Beggar's Lane.
- 3.77 Phase 2 comprises development of around 2,000 homes, the District Centre, second Local Centre and Primary School and is served via the M1 motorway crossing to Meridian Way and a second southern access onto Beggar's Lane.

3.78 Phase 3 entails completion of the SUE development with the crossing of the M69 and completion of the SES.

3.79 All advance planting would be undertaken during Phase 1, when the parkland structure described above would also be created, although formal planting and public access would follow as respective development phases are completed. An indicative housing trajectory is provided at **Appendix B**, which shows the estimated rate of housing provision over the anticipated period of implementation of the Project. It is estimated that the first occupations would be in 2013/2014 and that development would be complete by around 2026/27.

Management and Maintenance

3.80 It is envisaged that the open space resources created by the development would be managed and maintained by a combination of the local authority and an independent management trust/company. The play areas and recreation grounds would be offered to the local authority for adoption. The management trust/ company would manage the remainder of the Green Infrastructure framework, for the benefit of residents and wildlife. Partnership working arrangements might be entered into with relevant environmental stakeholders who have an interest in the Green Infrastructure, including the Wildlife Trust, the Woodland Trust and other bodies. The management trust may also manage other community assets such as community meeting places.

3.81 The roads provided on the site will be built to adoptable standards and offered up for adoption as public highways.

S106 Matters

3.82 Draft heads of terms are included at Appendix C which set out proposed planning obligations relating to:

- Affordable housing;
- Public transport provision;
- Highways improvements;
- Travel planning;
- Medical facilities;
- Education contributions;
- Green infrastructure;
- Surface water; and
- Community liaison.

Consultation Responses

- 3.83 The preparation of the application has involved liaison with the local community, statutory consultees and other stakeholders on a range of topics related to the proposals. These have been through workshops, correspondence or through face-to-face meetings and have informed the evolution of the proposals and the application package. These are all described in the **Statement of Community Involvement**.
- 3.84 A two day master planning workshop was held in January 2010 to review the master planning and design opportunities presented by the Lubbesthorpe site, its constraints and the possible general organisation of development. The workshop was attended by over 40 representatives from the local community, the District and County Councils, public agencies and other bodies. The outcome from the workshop identified key influences on the form of the development, urban design principles and the potential form of development, and type of place and appearance that the development might take.
- 3.85 Meetings were held with English Heritage and Leicestershire County Council to confirm the nature, extent and setting of the Lubbesthorpe Deserted Medieval Village and to review the approach to assessing archaeology within the Environmental Statement. This has informed the approach to the open space network in maintaining a generous open setting to the SAM. The impacts of proposals on the Rabbit Warren SAM were also reviewed.
- 3.86 Discussions with Leicestershire County Council regarding education established the manner in which the current three tier school system operates within Blaby District. The overall approach to calculating pupil numbers was endorsed. It was confirmed that the Secondary School within the SUE proposal was a departure from the current three tier system and would need to be considered on its merits at the time of the application.
- 3.87 Meetings on Green Infrastructure confirmed the approach towards open space and recreational provision on the site and highlighted the need to incorporate existing landscape assets and to maintain a degree of flexibility in the content of Green Infrastructure such that it might be adapted to the needs of the new community.
- 3.88 A meeting on Social Infrastructure reviewed the range of supporting facilities that may be required. The phasing of facilities was seen as critical and it was noted that a new library was being built near to the site in Leicester Forest East. Separate follow up meetings were organised to discuss health and policing issues.

- 3.89 Meetings regarding police provision noted the potential for using a shared service facility on site with a contribution likely to be sought for provision off-site. It was noted that there may also be a need for CCTV to be considered within the District Centre.
- 3.90 Meetings regarding health provision noted the need for a health care facility on site. In initial phases use might be made of existing capacity at nearby surgeries or at a temporary facility on site prior to delivering a facility as part of the District Centre. It was noted that a GP facility would often lead to a pharmacy being established nearby.

4.0 CONFORMITY WITH PLANNING POLICY

4.1 Legislation places a statutory duty on decision-makers to determine planning applications in accordance with the development plan unless material considerations indicate otherwise. This section focuses on relevant existing and emerging national planning policy statements (PPSs), regional policy and local plan and local development framework policy. It demonstrates how the proposed development complies and is compatible with planning policy at all levels.

National Planning Policy Guidance

4.2 National guidance is set out in Planning Policy Guidance Notes (PPG) and Planning Policy Statements (PPS). The PPGs and PPSs set out below are considered most relevant to New Lubbesthorpe. A summary of each and the compliance of proposals is described in the following pages.

- PPS1 Delivering Sustainable Development (2005)
- Supplement to PPS 1 The Planning System – General Principles (2005)
- Supplement to PPS1 Planning and Climate Change (2007)
- The Code for Sustainable Homes (2006)
- PPS3 Housing (2006 updated 2010)
- PPS4 Planning for Sustainable Economic Growth (2009)
- PPS5 Planning for the Historic Environment (2010)
- PPS7 Sustainable Development in Rural Areas (2004)
- PPS9 Biodiversity and Geological Conservation (2005)
- PPS10 Planning for Sustainable Waste Management (2006)
- PPG13 Transport (2001)
- PPG17 Sport, Open Space and Recreation (2002)
- PPS22 Renewable Energy (2004)
- PPS23 Planning and Pollution Control (2004)
- PPG24 Planning and Noise (1994)
- PPS25 Development and Flood Risk (2010)

4.3 **PPS1: Delivering Sustainable Development (February 2005)** emphasises the promotion of sustainable development as the key function of the planning system. Guidance emphasises the need for development to achieve environmental, economic and social aims of sustainable development whilst delivering sufficient new homes to allow everyone the opportunity of a decent home.

4.4 It emphasises the need for local planning authorities (LPAs) to bring forward sufficient land of suitable quality and in appropriate locations, to meet the expected needs for housing, industrial development, retail and commercial development.

4.5 Key principles to be applied in decisions taken on planning applications to ensure they contribute to the delivery of sustainable development are set out in Paragraph 13:

- “(i) Development plans should ensure that sustainable development is pursued in an integrated manner... [and] promote outcomes in which environmental, economic and social objectives are achieved...”*
- “(ii) ...development plans [should] contribute to global sustainability by addressing the causes and potential impacts of climate change... encouraging patterns of development which reduce the need to travel by private car, promote the develop of renewable energy resources...”*
- “(iii) A spatial planning approach should be at the heart of planning for sustainable development...”*
- “(iv) Planning policies should promote high quality inclusive design in the layout of new developments... in terms of function and impact... over the lifetime of the development.”*
- “(v) Development plans should also contain clear, comprehensive and inclusive access policies... in a manner that benefits the entire community.”*
- “(vi) Community involvement is an essential element in delivering sustainable development and creating sustainable and safe communities. In developing the vision... planning authorities should ensure that communities are able to contribute to ideas.”*

4.6 Paragraph 23 confirms the Government’s commitment to promoting ‘...a strong, stable and productive economy that aims to brings jobs and prosperity for all.’ Planning authorities should ensure that suitable locations are available for industrial, commercial and other uses so that the economy can prosper and the need to provide sufficient good quality new homes in locations that reduce the need to travel.

4.7 PPS1 also promotes good design that creates attractive, usable, durable and adaptable places which is a key element in achieving sustainable development. Good design should be indivisible from good planning. Paragraphs 34 and 35 state that:

‘Planning authorities should plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. Good design should contribute positively to making places better for people’ (Paragraph 34).

‘High quality and inclusive design should be the aim of all those involved in the development process. High quality and inclusive design should create well mixed and integrated developments which avoid segregation and have well planned public spaces

that bring people together... It means ensuring a place will function well and add to the overall character and quality of the area, not just for the short-term but over the lifetime of development' (Paragraph 35).

- 4.8 New Lubbesthorpe balances social, economic and environmental factors and will provide a highly sustainable development where social cohesion and a strong sense of community and place is prioritised alongside sustainability in relation to reducing the need to travel and co-locating complementary uses to create centres for activity and highly accessible local services, facilities and jobs. The co-location of the SUE and SES will promote sustainable patterns of development that can deliver the integrated sustainable development envisaged in PPS1.
- 4.9 The careful master planning of the site and the engagement of the community and other stakeholders in this process promotes high quality and inclusive design that has shaped the form and vision for New Lubbesthorpe. The design approach is set out more fully in the **Design and Access Statement**, and the **Statement of Community Involvement** sets out the process of consultation and community engagement that underpins the proposals.
- 4.10 Published alongside PPS 1 is **The Planning System: General Principles**. This provides a general description of key elements of the planning system, including the role of national planning policy as a material consideration which must be taken into account, where relevant, in decisions on planning applications. Paragraph 18 explains that the further that a DPD has passed through the process of its preparation, the greater its weight in the determination of planning applications.
- 4.11 **Planning Policy Statement: Planning and Climate Change Supplement to Planning Policy Statement 1 (December 2007)** sets out how spatial planning can contribute to the Government's Climate Change Programme through integrating climate change into decision-making processes. The guidance addresses the location and form of development, levels of environmental performance and energy supply including the use of de-centralised energy supplies.
- 4.12 Paragraph 9 identifies a series of key planning objectives for the delivery of sustainable development:
- *"Make a full contribution to delivering the Government's climate change programme and energy policies, and in doing so, contribute to global sustainability.*

- *In providing for homes, jobs, services and infrastructure needed by communities and in renewing and shaping the places where they live and work, secure the highest viable resource and energy efficiency and reduction in emissions.*
- *Deliver patterns of urban growth and sustainable rural developments that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking, and, which overall, reduce the need to travel, especially by car.*
- *Secure new development and shape places that minimise vulnerability and provide resilience, to climate change; and in ways that are consistent with social cohesion and inclusion.*
- *Conserve and enhance biodiversity, recognising that the distribution of habitats and species will be affected by climate change.*
- *Reflect the development needs and interests of communities and enable them to contribute effectively to tackling climate change.*
- *Respond to the concerns of business and encourage competitiveness and technological innovation in mitigating and adapting to climate change.”*

4.13 New Lubbesthorpe is compliant with the Supplement. The Development Framework demonstrates the focus on walkable neighbourhoods and the provision of local services, facilities, and employment in close proximity to residential areas, and with high accessibility from modes other than the private car. A network of cycle and pedestrian pathways feature strongly for the development. Proposed efficient and high quality public transport links into Leicester City Centre and will be attractive to new residents and employees working at New Lubbesthorpe. The proximity to the existing Meridian Business and Retail Parks will also offer real opportunities for pedestrian and cycle journeys to these destinations. The co-location of the SES and SUE will offer homes in close proximity to large numbers of existing and new jobs.

4.14 In addition, areas of biodiversity, ecology and landscape character will be retained and enhanced as set out in the **Green Infrastructure Statement**. Energy use will be minimised and renewable energy production maximised in line with the approaches set out in the **Energy Statement**. The **Sustainability Strategy** sets out the overarching approach towards positively promoting sustainability through the design, construction and operation of New Lubbesthorpe.

- 4.15 New Lubbesthorpe responds to the development needs of Blaby District in a sustainable manner that contributes to the key planning objectives of the Planning and Climate Change Supplement. Paragraph 40 of the PPS states:

'An applicant for planning permission to develop a proposal that will contribute to the delivery of the Key Planning Objectives set out in this PPS should expect expeditious and sympathetic handling of the planning application.'

- 4.16 The **Code for Sustainable Homes (December 2006)** sets a new national standard for sustainable building practice. The Code uses a sustainability rating system which assesses nine design categories including energy and water consumption, materials, waste and ecology. The highest rating level – six stars – is equivalent to a zero carbon home. The approach towards the Code for Sustainable Homes proposed at New Lubbesthorpe is set out in the **Sustainability Statement**.

- 4.17 **PPS3: Housing (November 2006 updated 2010)** promotes housing delivery in sustainable communities under the Government's key housing policy goal of ensuring that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live.

- 4.18 PPS3 sets out the Government's planning objectives for the provision of new housing. Its aims are closely linked to the six principles of PPS1, focusing on distance to transportation links, location to services/jobs and providing alternative housing stock. Paragraph 10 highlights planning for housing policy objectives of delivering high quality, well-designed housing, a mix of market and affordable housing, a sufficient quantity of housing, housing developments in suitable locations, and to provide a flexible and responsive supply of housing land.

- 4.19 It continues the theme that design is a key material consideration in the determination of planning applications. The Government is unambiguous in its requirement for new residential development to properly respect and reflect the context in which it sits. It advises in *Paragraph 13* that:

"Reflecting policy in PPS1, good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted."

- 4.20 *Paragraphs 53–55* provide the Government's policy framework for the identification of housing sites through the preparation of a Local Development Framework. It is a key requirement that local planning authorities should provide for the delivery of housing for at least 15 years from the date of adoption of the relevant Development Plan Document policies. Local planning authorities should identify sufficient specific deliverable sites to

deliver housing in the first five years that are available, suitable in that they would contribute to the creation of sustainable, mixed communities, and achievable in that there is a reasonable prospect that housing would be delivered on the site within five years.

4.21 The following sections of this document outline the detailed housing targets within Blaby District. The Council do not have an up-to-date five year supply of deliverable sites in that part of the District adjoining the Principle Urban Area of Leicester. *Paragraph 71* notes that where a local planning authority cannot demonstrate an up-to-date five year supply of deliverable sites, they should consider favourably applications for housing having regard to policies in the PPS including the considerations in *paragraph 69*.

4.22 *Paragraph 69* notes that, in determining planning applications, local planning authorities should have regard to:

- *Achieving high quality housing* – the proposals have been informed by an extensive and inclusive master planning process to create a distinctive new community that responds to the site and its wider setting. The development is being led by major housebuilders with unrivalled experience and strong reputations in delivering high quality housing.
- *Housing mix* – the proposals focus on the provision of family housing, reflecting market demand, but will also include larger and smaller property types. Some thirty percent of housing provided will be in the form of affordable housing in the social rented and shared ownership tenures. The mix of housing types and tenures will meet a wide variety of housing needs and will support a wide variety of households.
- *Suitability of the site for Housing* – the site has been subject of detailed assessment both by Blaby District Council as part of its SUE site selection process, and by the assessments undertaken as part of this planning application. The site has capacity to accommodate development in an appropriate and sustainable manner that creates strong relationships to the Principal Urban Area of Leicester. The sustainable location of the site allows viable public transport services to serve the development and the mix of uses proposed creates walkable neighbourhoods and reduces reliance on the private car for journeys.
- *Using Land Effectively and Efficiently* – the proposed development makes effective use of the site while creating a distinctive new community.
- *Complying with Planning for Housing Objective, reflecting the Spatial Vision, and not undermining wider policy objectives* – the proposals reflect the need and demand for housing in Blaby and the spatial vision for the area in delivering

growth in an optimal location adjoining the Principal Urban Area of Leicester as expressed through the emerging Core Strategy.

- 4.23 PPS3 was revised in June 2010 to remove private residential gardens from the definition of previously developed land in Annex B and to delete the national indicative minimum density of 30 dwellings per hectare from paragraph 47 to give local authorities the power to prevent overdevelopment of neighbourhoods and 'garden grabbing'.
- 4.24 New Lubbesthorpe is compliant with PPS3. The proposals respond to Blaby's housing requirements in terms of housing types and tenures and, importantly, reflect the spatial vision for the District. The proposals will provide housing in a sustainable location served by a wide range of services available and accessible by a range of sustainable modes of transport, especially walking, cycling and public transport.
- 4.25 **PPS4: Planning for Sustainable Economic Growth (December 2009)** consolidates previous guidance on retail and economic issues. In terms of decision making PPS4 provides a number of development management policies. Policy EC10 promotes a positive and constructive approach towards applications for economic development by local planning authorities. Applications that secure sustainable economic development should be treated favourably.
- 4.26 Paragraph EC10.2 notes that planning applications for economic development should be assessed against five criteria
- *'whether the proposal has been planned over the lifetime of the development to limit carbon dioxide emissions, and minimise vulnerability and provide resilience to climate change'* – development at New Lubbesthorpe will promote low and zero carbon development forms and commitments are outlined in the **Sustainability Strategy** and **Energy Statement** that accompanies the application. The **Environmental Statement** describes further details, including the **Flood Risk Assessment** that demonstrates the resilience of the proposals to climate change.
 - *'the accessibility of the proposal by a choice of means of transport including walking, cycling, public transport and the car, the effect on local traffic levels and congestion after public transport and traffic management measures have been secured'* – the **Transport Assessment** submitted alongside the application provides specific details with regard to the accessibility of the site to a viable choice of means of transport by virtue of its sustainable location. The residual effect on local traffic levels and congestion is also assessed and found to be acceptable.
 - *'whether the proposal secures a high quality and inclusive design which takes the opportunities available for improving the character and quality of the area and the way it functions'* – the **Design and Access Statement** describes the design approach that has been adopted to ensure that proposals for the SUE and SES

respond appropriately to the landscape and built character of the area, and that the two components create a cogent and integrated development. A particular facet of the proposals is the extensive Green Infrastructure network that provides an appropriate setting for the larger-scale employment development forms within the SES and continuity between the two elements of the proposals.

- *'the impact on economic and physical regeneration in the area including the impact on deprived areas and social inclusion objectives'* – the impacts on economic regeneration are addressed in the socio-economic chapter of the **Environmental Statement**.
- *'the impact on local employment'* – the proposed SES will generate in the order of 1,612 jobs, and the SUE will generate in the order of 651 jobs – a total of 2,263 jobs. The mix of employment uses on the site will offer a spectrum of employment opportunities that will fit well with the range of skills present in the workforce in the area. Opportunities will also be explored for recruitment and training initiatives allied to the construction of the development.

4.27 In dealing with applications for economic development not in accordance with an up-to-date development plan policy EC11 notes that local planning authorities should:

- *'Weigh market and other economic information alongside environmental and social information*
- *Take full account of any longer term benefits, as well as the costs, of development, such as job creation or improved productivity including any wider benefits to national, regional or local economies; and*
- *Consider whether those proposals help to meet the wider objectives of the development plan.'*

4.28 The proposed development is consistent with the emerging *Blaby Core Strategy Submission Version* and its evidence base (reviewed in detail in the **Employment Assessment** that accompanies the application). The socio-economic chapter of the **Environmental Statement** assesses the economic benefits of the proposals. Overall, the proposals will deliver long-term and significant economic benefits and clearly promote the wider objectives of the emerging development plan for Blaby. The range and number of employment opportunities created will have significant social and economic benefits.

4.29 Applications for non-main town centre uses which are not in accordance with an up-to-date development plan should be determined in the light of market information and economic benefits alongside environmental and social considerations, taking full account of whether the proposal would help meet the wider objectives of the development plan. Applications for main town centre uses that are not in an existing

centre and not in accordance with an up-to-date development plan should be subject to sequential assessment. However, the supporting Practice Guidance recognises that in the case of a new centre where that requirement is identified in policy it will not usually be necessary to apply the sequential approach to consider whether a proposal planned within a new centre could be met in a nearby centre. Given the support for retail as part of the SUE in the emerging Blaby Core Strategy no sequential approach has been undertaken as explained in the **Retail Assessment**.

- 4.30 If the proposals are for more than 2,500 square metres then an impact assessment on centres is also required. Policy EC17 further considers applications for main town centre uses that are not in an existing centre and not in accordance with an up-to-date development plan. Where compliance with the sequential approach and no significant adverse impact on centres has been demonstrated, applications should be determined in the light of general economic development criteria set out at paragraph EC10.2.
- 4.31 The retail element of the SUE is a vital component in creating a sustainable and walkable new community. The application is accompanied by a **Retail Assessment** that confirms no adverse impact arising from the proposed retail provision at New Lubbesthorpe.
- 4.32 **PPS5: Planning for the Historic Environment (March 2010)** sets out Government policy on the conservation of the historic environment and heritage assets. Policy principles guiding the determination of applications for consent relating to all heritage assets and their settings, including Scheduled Ancient Monuments, are set out.
- 4.33 Policy HE6 sets out information requirements for applications for consent affecting heritage assets. This application sets out information on the significance of heritage assets, the response of the master plan, the extent of pre-application discussions and the impacts of the proposals in the Heritage and Archaeology chapter of the **Environmental Statement** and within the **Design and Access Statement**.
- 4.34 Policy HE7 sets out policy principles for the determination of applications relating to heritage assets, which includes taking account of the positive contribution that conservation of heritage assets can make in place-shaping and creating sustainable communities. Policy HE9 sets out the presumption in favour of the conservation of designated heritage assets such as Scheduled Ancient Monuments. Policy HE10 notes that applications that preserve the setting of a designated heritage asset or better reveal the significance of the asset should be treated favourably by local planning authorities.
- 4.35 The development of proposals for New Lubbesthorpe has included extensive research and careful consideration of the significance, setting and interpretation of the Lubbesthorpe Deserted Medieval Village Scheduled Ancient Monument and the Mediaeval Rabbit Warren Scheduled Ancient Monument. The **Design and Access Statement** sets out the manner in which these features have positively informed the

disposition of land uses and the Green Infrastructure network, how their settings have been taken account of and how interpretation measures could be implemented to better reveal the significance of these heritage assets.

- 4.36 **PPS7: Sustainable Development in Rural Areas (August 2004)** addresses the protection and enhancement of landscape character, and the approach towards the best and most versatile agricultural land amongst other objectives. The **Environmental Statement** includes a review of the impacts of the proposals on Agriculture and confirms that where loss of agricultural land occurs it is of average quality and should be considered against the significant benefits that arise from development.
- 4.37 **PPS9: Biodiversity and Geological Conservation (August 2005)** promotes the enhancement of biodiversity and the conservation of geodiversity. The **Green Infrastructure Strategy** sets out the comprehensive approach taken to creating a network of habitats that will provide for a net biodiversity gain across the site in line with PPS9. The **Environmental Statement** sets out the impacts on Ecology and Biodiversity, and confirms that existing habitats are largely protected and significant enhancement to habitats and open spaces will result in a bio-diverse environment that represents a net gain in biodiversity.
- 4.38 **PPS10: Planning for Sustainable Waste Management (May 2006)** stipulates an approach to waste management that promotes sustainable development objectives. The waste chapter within the **Environmental Statement** demonstrates the manner in which proposals comply with PPS10.
- 4.39 **PPG13: Transport (March 2001)** promotes a reduction in the need to travel, especially by private car, and in the length of journeys. Through the location and layout of development access to jobs, shopping, leisure facilities and services can be promoted by public transport, walking and cycling.
- 4.40 New Lubbesthorpe is compliant with PPG13. The proposals have been designed in accordance with principles of reducing the need to travel and integrating employment with residential development and other local facilities and services to increase proximity and accessibility by sustainable modes of travel such as walking and cycling. In addition, new bus services will connect the development to Leicester City Centre with fast, high quality public transport. The routing of public transport through the SUE and SES will ensure the Local Centres, District Centre and employment areas are well connected to residential areas, and to the existing urban area. The **Transport Assessment** demonstrates the manner in which the proposals meet the requirements of PPG13 and proposals for public transport provision are included within the Travel Plan and s106 heads of terms.
- 4.41 **PPG17: Planning for Open Space, Sport and Recreation (July 2002)** emphasises the importance of adequate open space and other recreational opportunities based on

local assessments. The **Green Infrastructure Strategy** reviews the proposals against Blaby District Council's PPG17 Assessment and demonstrates the manner in which proposals meet and exceed the locally derived standards.

- 4.42 **PPS22: Renewable Energy (August 2004)** promotes the promotion and encouragement of renewable energy resources through the planning system, including through the incorporation of renewable energy in development proposals. The **Energy Statement** and **Sustainability Statement** demonstrate the manner in which proposals comply with PPS22 and promote the use of low and zero carbon energy sources across the life of the development.
- 4.43 **PPS23: Planning and Pollution Control (November 2004)** complements the new pollution control framework under the Pollution Prevention and Control Act 1999 and requires local planning authorities to take account of the risks of, and from, pollution and land contamination and how these can be managed or reduced in considering development proposals. This includes at Annex A matters for consideration in preparing local development documents and taking decisions on individual planning applications which notes the need to consider impacts on a range of issues including ground conditions, air and water quality. The **Environmental Statement** includes an assessment of Air Quality and Geotechnical and Land Contamination Issues which demonstrates the manner in which proposals comply with PPS23 and other relevant standards.
- 4.44 **PPG24: Planning and Noise (September 1994)** provides advice on noise generating development and noise sensitive development, together with approaches to potential means of mitigation. The **Environmental Statement** includes an assessment of Noise and Vibration/Acoustics which sets out the manner in which the master planning of the proposals and detailed layout can provide a suitable noise environment that complies with PPG24.
- 4.45 **PPS25: Development and Flood Risk (March 2010)** requires development to avoid, reduce and manage the risk of flooding in new development and to properly consider the potential flood risk consequences of new development on existing areas. A sequential test for new development proposals is set out which responds to the suitability of land to accommodate development in areas at risk of flooding. A Practice Guide supports PPS25 and this considers issues such as the assessment of flood risk and managing surface water. The **Environmental Statement** includes a Flood Risk Assessment which demonstrates that the proposals comply with PPS25.

Conclusions on National Planning Policy Guidance

- 4.46 The New Lubbesthorpe proposals are consistent with national guidance in achieving the environmental, economic and social aims of sustainable development whilst delivering sufficient new homes and sustainable economic development. The proposals promote

high quality and inclusive design and promote sustainable patterns of development that comply with all aspects of national policy and can deliver integrated sustainable development.

The Development Plan

- 4.47 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with The Development Plan unless material considerations indicate otherwise.
- 4.48 Section 38(3) of the Planning and Compulsory Purchase Act 2004 notes that for the purposes of any other area in England (other than Greater London) the development plan is the Regional Spatial Strategy (RSS) for the region in which the area is situated, and the development plan documents (taken as a whole) which have been adopted or approved in relation to that area.
- 4.49 The Secretary of State for Communities and Local Government announced the revocation of Regional Strategies with immediate effect in July 2010 and a letter from the Chief Planning Officer of the 6 July 2010 advised Local Planning Authorities that, under these circumstances the Development Plan would comprise adopted Development Plan Documents (DPDs), Saved Policies and any old style plans that had not lapsed. Evidence that informed the preparation of the revoked Regional Strategies may also be a material consideration, depending on the facts of the case.
- 4.50 The revocation of Regional Strategies was subject of a challenge in the High Court *Cala Homes (South) v Secretary of State for Communities and Local Government* which ruled that the Secretary of State had acted unlawfully in his use of section 79 of the Local Democracy, Economic Development and Construction Act 2009 to revoke RSS and in his failure to conduct a proper strategic environmental assessment of the impacts of the revocation, as required by European legislation. The effect of this decision is to re-establish Regional Strategies as part of the development plan.
- 4.51 In response to this judgement the Government has confirmed it remains committed to the abolition of RSS and it proposes to achieve this end through a clause in the emerging Localism Bill. The Department for Communities and Local Government Chief Planning Officer wrote to all local planning authorities in England and reaffirmed the Secretary of State's previous advice to Local Planning Authorities and to the Planning Inspectorate that the Government's intention to abolish Regional Strategies in the Localism Bill should be regarded as a material consideration in planning decisions. A recent court judgement has upheld this Government advice. While the Government's

intentions are a material consideration, until the Localism Bill is fully enacted, RSS remains part of the Development Plan.

4.52 In this context, the Development Plan for the purposes of section 38(6) currently comprises of:

- The **East Midlands Regional Plan (adopted March 2009)**;
- policies from the **Leicestershire Minerals Development Framework Core Strategy & Development Control Policies up to 2021 (2009)**;
- policies from the **Leicestershire & Leicester Waste Development Framework Core Strategy & Development Control Policies up to 2021 (2009)**; and
- policies from the **Blaby Core Strategy Submission Version (July 2009)**.

4.53 In the event that the RSS is formally revoked during the consideration of this application the saved policies from the **Blaby District Local Plan (adopted September 1999)** will also be of relevance.

The East Midlands Regional Plan

4.54 The **East Midlands Regional Plan** was published in March 2009. The sequential approach to the distribution of new development (Policy 3) directs that in the first instance development is concentrated primarily in and adjoining the Region's Principal Urban Areas (PUAs), one of which is Leicester. Policy Three Cities SRS 1 defines the Leicester PUA as including Braunstone and Leicester Forest East within Blaby District (amongst others). The application site lying within Lubbesthorpe and Enderby parishes adjoins Braunstone and Leicester Forest East, and therefore adjoins the PUA, in accord with Policy 3.

4.55 Policy 12 states that development within the Three Cities Sub-Area should support the continued growth and regeneration of Derby, Leicester and Nottingham and maintain and strengthen their economic, commercial and cultural roles. This will be delivered by ensuring the agreed Growth Point Programme of Delivery is achieved in terms of overall dwelling numbers and phasing of development. It will include a mix of housing; reducing the need to travel through a balance of jobs and homes; employment that meets indigenous manufacturing and distribution uses together with encouraging new investment; regeneration of deprived inner urban areas and outer estates; enhanced transport links and public transport accessibility; supporting the vitality and viability of city centres; and the protection, development and enhancement of green infrastructure. Policy 12 also states that development associated with East Midlands Airport should be

focussed where possible in the surrounding areas, in particular in the PUAs and Loughborough.

- 4.56 Policy 13a provides for 7,600 dwellings over the RSS period to 2026 (380 per annum) in Blaby District. Policy Three Cities SRS 3 provides a housing requirement for Blaby of 380 dwellings per annum of which at least 250 per annum should be within or adjoining the Leicester PUA including sustainable urban extensions as necessary. Paragraph 4.2.28 states that the best locations for accommodating urban extensions to the PUA taking into account constraints and opportunities lay to the west of Leicester in Blaby and to the north in Charnwood.
- 4.57 Paragraph 4.2.18 identifies the strategic planning function played by Green Wedges, and notes that the Local Development Framework process will review existing Green Wedges and the opportunities for creation of new ones in association with development.
- 4.58 Policy Three Cities SRS 4 notes that in reviewing employment allocations, local planning authorities should have regard to Policy 20 (employment land reviews) and other factors including the housing distribution set out in Three Cities SRS Policy 3, in particular the sustainable urban extensions,, city centre regeneration, the regeneration of deprived areas, the needs of high technology sectors, the need to serve East Midlands Airport related development requirements, the need to promote local employment opportunities that will reduce out commuting, and opportunities to address the green infrastructure deficit in the Sub-Area.
- 4.59 The proposals respond comprehensively to the requirements of the East Midlands Regional Plan in delivering strategic housing and employment growth in a co-ordinated and sustainable manner.

Leicestershire Minerals Development Framework Core Strategy & Development Control Policies up to 2021 (2009)

- 4.60 The **Leicestershire Minerals Development Framework Core Strategy & Development Control Policies up to 2021 (2009)** sets out strategy for the future provision of specific minerals by type. Policy MCS10 sets out the approach towards safeguarding minerals resources through the identification of Safeguarding Areas (to be identified in a separate allocations document). The aggregates spatial map suggests sand and gravel resources are present in and around the M69 where it passes through the site. Policy MDC8: Safeguarding Mineral Resources notes that planning permission will not be granted for any form of development within a Mineral Safeguarding Area that

is incompatible with safeguarding the mineral subject to certain criteria, including whether there is an overriding need for the development.

- 4.61 An **Assessment of Mineral Potential** is submitted alongside the application. Insufficient detail is presently available to determine whether viable mineral deposits exist in part of the site close to the M69. The assessment recommends that a second stage of investigation on proving a deposit is initiated and suggest that this be carried out following the grant of outline planning permission and conditioned appropriately.

Leicestershire & Leicester Waste Development Framework Core Strategy & Development Control Policies up to 2021 (2009)

- 4.62 **Leicestershire & Leicester Waste Development Framework Core Strategy & Development Control Policies up to 2021 (2009)** sets out waste strategy for the area. Policy WCS3 sets out the strategy for non-strategic waste sites which includes locating them within sustainable urban extensions.

Blaby Local Development Framework Core Strategy Submission Version (July 2009)

- 4.63 Blaby District Council has taken its Core Strategy through 5 stages of consultation prior to the submission version Core Strategy published in July 2009. This included careful consideration of the options for a Sustainable Urban Extension to the Principal Urban Area within Blaby District, and the selection of land west of the M1 at Lubbesthorpe over other alternatives. The **Blaby Local Development Framework Core Strategy Submission Version (July 2009)** is delayed from progressing pending the consideration of housing numbers. Nonetheless, its policies should be afforded weight in determining this application.

- 4.64 Prior to publication, the Core Strategy Submission Version was considered by the BDC Cabinet Executive on the 14 July 2009 where it was unanimously approved by members with only one abstention as the basis for consultation. This is an indication of the level of political consensus and the level of approval that exists for the promotion of the SUE and SES at New Lubbesthorpe.

- 4.65 The **Blaby Core Strategy Submission Version** Proposals Map and Key Diagram identifies the site north of the M69 for a Sustainable Urban Extension (SUE) to Leicester, and to the south of the M69 for a Strategic Employment Site (SES). The Key Diagram also identifies the potential for improvements to the M1 and to J21 of the M1

and M69, and to the potential to create a new Green Wedge along the north, east and south boundaries of the SUE.

4.66 The Core Strategy draws on key aspirations from **Our Sustainable Community Strategy for Blaby District 2008** and sets out a vision for the Core Strategy which recognises that the PUA of Leicester will be the focus for new housing and commercial development in the District. This is confirmed by Policy 1 which notes that of 7,600 houses to be developed in the District between 2006 and 2026, some 5,250 will be provided in and adjacent to the PUA. The amount and distribution of housing is discussed further below.

4.67 Policy 2 promotes a high quality environment through the design of new development.

4.68 Policy 3 identifies land west of the M1 at Lubbesthorpe as a mixed use Sustainable Urban Extension (SUE) containing:

- Some 4,500 new homes, 1,350 (30%) of which should be affordable,
- Employment opportunities;
- 3 Primary Schools and a Secondary School,
- Health care facilities,
- Community / Faith facilities,
- Retail provision (circa 3,000 – 4,500 sq m (net)),
- Green space provision including play and open space and strategic green infrastructure - including a new Green Wedge(s).
- New and improved transport links.

4.69 Development should be led by a Masterplan which will include measures to mitigate noise and air quality impacts of traffic using the M1 and M69 motorways. The feasibility of providing renewable sources of energy should be assessed and opportunities to effectively manage waste should be identified. The key services and facilities provided will minimise transport movements and facilities and services should where possible meet the needs of existing and new residents through integration with Leicester Forest East, Enderby and Braunstone Town.

4.70 Policy 4 allocates land off the Warrens (south of the M69) as a Strategic Employment Site (SES) providing some 20 hectares of employment land and providing a range of employment opportunities including office and light industry (B1), General Industry (B2) and storage and distribution uses (B8). A new link will be required across the M69 to encourage pedestrian and cycle movements between the SES and the proposed SUE.

- 4.71 The OPA accords with the requirements of Policies 3 and 4 in setting out a comprehensive and integrated master plan containing the SUE and SES. Proposals include an SUE of 4,250 homes but retain the full sustainable mix of uses. The proposals also include for a larger SES at 21 hectares.
- 4.72 Policy 5 sets out the settlement hierarchy and confirms the primacy of the PUA as the focus for growth.
- 4.73 Policy 6 restates the requirement for 30% affordable housing at the SUE. Some 80% of this should be social rented with 20% intermediate housing. The OPA accords with this requirement and proposes a target of 30% affordable housing.
- 4.74 Policy 7 promotes a mix of housing types and tenures and requires all housing to be built to Lifetime Homes standards. On large sites (10 dwellings and above) 10% of all new housing should be to wheelchair standards.
- 4.75 Policy 9 addresses transport infrastructure and promotes safe, sustainable and accessible transport modes (walking, cycling and public transport) particularly in the proposed SUE. Improvements to walking and cycling networks and bus services and the use of contributions to this end are identified. The new links required to serve the SUE are also set out. The **Transport Assessment** and **Travel Plans** set out in detail the manner in which new services and links are to be promoted.
- 4.76 Policy 10 outlines the services and facilities to support growth including those required at the SUE. These include a new Secondary School, two to three Primary Schools, and other education, health, library and other public facilities. The Council encourage the co-location of these services on the SUE. The Education Authority has advised that two primary schools are required.
- 4.77 Policy 12 identifies the need for new retail facilities of an appropriate scale to be provided at the SUE. Explanatory text to this policy notes the **Blaby District Retail Study (2008)** identifies the potential to provide in the region of 3,000 to 4,500 sq m of additional retail floorspace for convenience goods within new developments to the west of Leicester.
- 4.78 Policy 13 promotes the maintenance of existing and provision of new networks of multi-functional green spaces. The opportunities for the SUE to provide a new green infrastructure network serving the needs of new communities and provide green links for people and wildlife from the urban area to the wider countryside are noted.

- 4.79 Policy 14 sets out standards for high quality, accessible green spaces and play areas and other facilities.
- 4.80 Policy 15 identifies the role played by Green Wedges as strategic gaps between settlements and notes the opportunities to explore the creation of new Green Wedges as part of the SUE proposals.
- 4.81 Policy 16 addresses Bio-diversity and geo-diversity and notes that opportunities to improve bio-diversity within the SUE will be explored, including the potential for green linkages.
- 4.82 Policy 17 – Cultural Environment notes that two Scheduled Ancient Monuments that are in close proximity to the SUE and requires that proposals respect the archaeological significance and setting of these cultural assets.
- 4.83 Policy 18 sets out targets for energy efficiency in the design of new development. Policy 19 addresses the location of renewable energy facilities and requires 10% of energy provided to be from decentralised and renewable or low carbon sources.
- 4.84 Policy 20 deals with flooding and climate change related hazards and notes that new developments should incorporate Sustainable Urban Drainage Systems.
- 4.85 Policy 21 – Waste notes that the Council will encourage the management of waste minimisation. New developments should encourage a hierarchy of waste management and should secure new waste management facilities (particularly in relation to the SUE).
- 4.86 New Lubbesthorpe SUE and SES is a strategic allocation in the emerging Blaby Core Strategy and the OPA accords with all aspects of the policy context.

Blaby District Local Plan (adopted September 1999)

- 4.87 In advance of the adoption of the Core Strategy, the policies of the Blaby District Local Plan technically remain part of the Development Plan. However, they are significantly out of date and predate the consideration of growth at this location proposed within the RSS. The RSS and Core Strategy and the supporting evidence base supersedes the Local Plan, and limited (if any) weight can be attached to many of its policies.
- 4.88 The proposals map identifies the site within Open Countryside wherein Policy C1 supports agricultural development and Policy C2 places a general restraint on built development or other development which would have a significantly adverse effect on

the appearance or character of the landscape other than limited small scale employment and leisure development (and ancillary dwellings) subject to certain criteria.

- 4.89 The south part of the site between Leicester Lane and Warren Farm including Enderby Park is located within the Green Wedge. Policy C3 allows development in relation to agriculture, recreation, forestry, transport routes and mineral uses subject to satisfying certain criteria within Green Wedges.
- 4.90 That part of the site east of the M1 motorway forming part of the proposed access proposals extends into land identified as Primarily Employment Areas and land allocated for Employment Development Proposals. Policy E1 places a general presumption in favour of employment development forms, subject to certain criteria in Primarily Employment Areas. Policy E7 relates to a strip of land to the east of the M1 motorway which was formerly safeguarded by the Department of Transport for possible improvements to the M1 motorway, but is now allocated for employment development.
- 4.91 Enderby Warren Quarry adjoins the south part of the site and is subject to a number of policies relating to unstable land (Policy M2), contamination (Policy M3) and Policy M5, a site-specific policy that requires any future re-use of the landfilled quarry to be consistent with Green Wedge Policy C3.
- 4.92 Enderby Warren Quarry also contains a geological Site of Special Scientific Interest (SSSI). Policy on this matter is no longer saved. However, the commentary to Policy M5 does note the intention to re-excavate the SSSI to re-expose the Palygorskite formation once land filling has been completed.
- 4.93 Policies for housing set out the need for affordable housing (policies R4 and R5). Policies R13 and R14 set out the need for children's play space and open space provision for formal recreation. Policy R15 sets out the need for new residential development up to 2006. Each of these policies is superseded by new evidence.
- 4.94 Likewise, employment policies setting out future employment requirements and allocations for a new High Quality Employment Site have been superseded by events and by subsequent studies.
- 4.95 Transport and Accessibility policy covers a range of topics (T1 – public transport provision for major new development, T3 – new highway schemes: pedestrian/cyclist facilities and environmental safeguards, T4 – traffic impact assessments, T6 – off-street parking, T8 – off-road facilities for loading/unloading and servicing, T10 – car parking and servicing areas, and T12 – access and mobility needs for open spaces).

- 4.96 Shopping policy set out in Chapter 6 of the Local Plan focuses provision on existing centres and seeks to maintain a balance between out-of-centre and town centre retail provision.
- 4.97 There are a number of other development control policies relevant to the proposals. These relate to the preservation of Scheduled Ancient Monuments and their settings and archaeological sites (CE1), the impact of development on existing trees and woodland, specifically Tree Preservation Orders and woodlands of significant amenity value (CE21), the need to provide appropriate landscaping and ecology within proposals (CE22), crime prevention (CE25), and the need to control light pollution (CE26); although some are more applicable at the reserved matters stage.
- 4.98 Policy IM1 sets out the approach to planning obligations. Where appropriate the Local Planning Authority will seek planning obligations and potentially these will relate to transport infrastructure and public transport services, storm drainage infrastructure, public open space and children's play areas, education/community facilities, affordable housing or to secure the removal of an existing building.

Material Considerations

- 4.99 The consideration of applications must also include other material considerations. As well as national planning policy, material considerations in this case include:
- Blaby District Council's recent consideration of an Interim Housing Requirement at their meeting of the 16th September 2010; and
 - Relevant supporting regional, sub-regional and local technical studies that form part of the evidence base to the above documents.

Blaby Interim Housing Requirement

- 4.100 In the light of the revocation of Regional Spatial Strategies Blaby District Council has identified an interim housing requirement at their **Council Meeting of the 16th September 2010** to cover the short term period up to 2016. Further work will be undertaken by BDC in 2010 and 2011 to identify a longer term housing figure for the Core Strategy beyond 2016. Since this meeting the legal challenge to the RSS has led to their reinstatement as part of the Development Plan. Nevertheless, the interim housing figures remain a material consideration in that they demonstrate the approach BDC would adopt were no RSS to be in place.

- 4.101 The interim housing requirement adopts a phased approach providing for 260 dwellings per annum between 2006 and 2011, and 340 dwellings per annum between 2011 and 2016 – a total of 3,000 dwellings to 2016.
- 4.102 The interim housing requirement also reasserts the primacy of the Principal Urban Area in that the resolution made by Blaby District Council requires 69% of housing to be provided in the PUA part of the District, with 31% to be provided elsewhere. Therefore 2,070 dwellings should be provided within or adjacent to the PUA between 2006 and 2016. Taking account of dwellings built and already committed, a balance of 1,247 dwellings is required to be delivered within or adjacent to the PUA to 2016.

Relevant supporting local, sub-regional and regional technical studies

- 4.103 There are a number of other technical studies that form the evidence base to the emerging Core Strategy and revoked East Midlands Regional Plan that are of relevance to the proposals.

*Leicester and Leicestershire HMA Employment Land Study
(PACEC, October 2008)*

- 4.104 The **Leicester and Leicestershire HMA Employment Land Study** found that the Districts within the Housing Market Area (HMA) are closely interdependent in providing employment for their residents. In terms of the employment supply demand gap the Study assesses Blaby in the context of the PUA alongside Leicester City, Charnwood, and Oadby and Wigston and it concludes that Blaby District needs to allocate a 24 hectare strategic employment site and a further c20ha of employment land.

Blaby Employment Land and Premises Assessment Study (BE Group, March 2006)

- 4.105 The **Blaby Employment Land and Premises Assessment Study** provides an assessment of the District's economy and its current portfolio of employment land and premises and makes recommendations on the future allocation of employment land and premises to maintain the District's economic growth.
- 4.106 BE Group recommend that between 8 and 21 hectares of additional employment land is provided to cater for local needs, and that provision should be made at the higher end of the spectrum to reflect potential demand in the District. In addition, BE Group recommended that the allocation of a Strategic Employment Site of 25 hectares (in addition to the 8-21 hectares referred to above) is appropriate and advisable for the wider economic prospects of the East Midlands. At least two thirds of the new

employment land allocation should be geared towards B1 Light Industrial, B2 General Industrial and B8 Storage and Distribution uses to satisfy the demand for this type of space.

6 Cs Green Infrastructure Strategy (2010)

- 4.107 The **6Cs Green Infrastructure Strategy** provides an overarching strategic framework to 2026 for Green Infrastructure (GI) planning, investment and delivery. The Strategy sets out a shared vision for the 6Cs growth point (Derby and Derbyshire, Nottingham and Nottinghamshire and Leicester and Leicestershire) to maintain, enhance and extend a planned multi-functional GI network. Strategic elements of the GI network are identified including sub-regional GI corridors, city-scale GI corridors and urban fringe GI enhancement zones to deliver GI benefits for existing and new communities where development is likely to take place. A delivery framework is also set out.

Blaby Strategic Green Wedge Review (June 2009)

- 4.108 The **Blaby Strategic Green Wedge Review** audits current Green Wedges as part of the LDF process in response to guidance in the Regional Plan that such a review should be undertaken. The report considers whether Green Wedge land is still fulfilling one or more of the strategic planning functions listed in Paragraph 4.2.18 of the Regional Plan.

- 4.109 The southernmost part of the project site includes land within a Green Wedge described in the review as '*Between Whetstone, Enderby, Glen Parva, Braunstone, Blaby, Narborough and Cosby (Soar Valley South)*'. This Green Wedge is seen as important at a strategic scale, fulfils Green Wedge recreation objectives, provides a 'green lung' in some areas and prevents coalescence in some areas. The review also notes at paragraph 4.3.10 that '*it is not always the case that the Green Wedge must be maintained in its total and present state to prevent coalescence.*'

Blaby District Council Phase One Habitat Survey (White Young Green, December 2008)

- 4.110 The **Blaby District Council Phase One Habitat Survey** study carried out a phase one habitat survey of ten identified potential locations for Sustainable Urban Extensions, including the project site at Lubbesthorpe. The study presents key ecological resources for each site and makes recommendations for further investigation. The detail of this study is addressed in detail in the **Environmental Statement**.

PPG17 Study for Blaby District Council Final Report (June 2009)

- 4.111 In line with the requirements of **Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation** the **PPG17 Study for Blaby District Council Final Report** includes an audit of the District's open space and sport and recreation facilities and develops local standards for the planning of open space in the District.

Blaby District Character Assessment (TEP, May 2008)

- 4.112 The **Blaby District Character Assessment** researches and categorises features and characteristics of the landscape and divides the District into broad landscape types and more detailed landscape character areas and their ability to accommodate change. It also examines the characteristics of the settlements in Blaby District to appraise their distinctive built form, settlement pattern and character.

- 4.113 Within the landscape character types fifteen landscape character areas are identified. The project site lies within Lubbesthorpe Agricultural Parkland landscape character area and adjoins to the west the Thurlaston Rolling Farmland character area. This study and the landscape impacts of the project are addressed in the **Environmental Statement**.

Blaby Retail Study (Roger Tym and Partners, December 2008)

- 4.114 The **Blaby Retail Study** estimates that by 2016 there will be a quantitative need for about 1,000m² net of convenience floorspace. By 2026 this is expected to increase to over 3,000m² net on the basis that the District will increase its retention of convenience spending. New convenience floorspace should be located in line with future housing growth and underserved areas and a new foodstore should be provided in connection with the planned population of the Sustainable Urban Extension (SUE). In terms of floorspace, the new population of the SUE together with the existing residents could support a foodstore of between 2,000m² and 3,000m² net. The study also notes there is likely to be capacity for small-scale comparison goods provision to serve the SUE.

Housing Need and Market Study (Fordham Research, July 2005)

- 4.115 The **Housing Need and Market Study** assessed the future needs for affordable and market housing in Blaby District. The study noted that an annual requirement of 228 affordable dwellings was required to meet housing needs using the Basic Needs Model set out by the study. In the Balanced Housing Markets model an annual requirement of 612 affordable dwellings was required to meet housing needs. Overall, the need for additional affordable housing represents over 100% of the estimated new build in the

District planned by the RSS. An analysis of intermediate housing suggested that rent levels are often closer to market prices than social rents.

Leicester and Leicestershire Strategic Housing Market Assessment 2007/8

- 4.116 The **Leicester and Leicestershire Strategic Housing Market Assessment** reviews the current and future housing market and assesses housing need and the housing requirements of different groups. It estimates that 289 additional affordable units are required per annum in Blaby District (which is in excess of the annual housing rate within interim housing requirement agreed up to 2011 set out above). The assessment also estimates that 22% of all housing should be in the form of intermediate housing. Estimates are also made as to the types and sizes of housing required, noting a particular need for 2 bed flats and houses, and 3+ bed houses.

Blaby District Council Strategic Housing Land Availability Assessment (2008)

- 4.117 The site was considered in two separate elements north and south of the M69 in the **Blaby District Council Strategic Housing Land Availability Assessment** and was assessed as being developable.

Affordable Housing and Developer Contributions (Three Dragons, July 2009)

- 4.118 The **Affordable Housing and Developer Contributions** study assesses the viability of the provision of affordable housing against a range of scenarios and sets out a range of policy options for setting targets and thresholds for affordable housing and the use of commuted sums. This report has informed emerging Core Strategy policy on affordable housing.

Planning for Climate Change (IT Power, May 2008)

- 4.119 The **Planning for Climate Change** study covered a number of local authority areas in Leicestershire and Rutland and comprised of three key parts:

- 1) **Climate Change Assessment of Development Options;**
- 2) **Renewable Energy Opportunities;** and
- 3) **Energy Efficiency Recommendations for New Developments.**

- 4.120 The **Climate Change Assessment of Development Options** assumed three energy use scenarios for domestic and non-domestic development and made other assumptions regarding the potential for renewable energy, transport emissions, water use and run-off and waste. Blaby District was assumed to have an SUE. The findings

set out average CO2 emissions and confirmed that the SUE was predicted to have lower average emissions than other sites within Blaby District.

4.121 The **Renewable Energy Opportunities** paper assessed the potential for energy from large wind, hydro, biomass, solar photovoltaics, solar water heating, ground source heat pumps and small wind. Within Blaby District the study identified one potential large scale wind turbine site 2km from Enderby with a capacity of 4 – 6 MW. No potential hydro sites were identified in Blaby District, but some scope was identified based around the use of dry and wet biomass and for solar photovoltaics, solar water heating, ground source heat pumps and small wind. The study concluded that a 10% renewable energy generation target on new developments could be realistically achieved.

4.122 The **Energy Efficiency Recommendations for New Developments** study assessed the extent to which it may be technically and economically possible to reduce the carbon emissions of new buildings beyond the requirements of the Building Regulations using energy efficiency measures. The study recommended accelerating the move towards lower carbon dwellings, but maintaining the Building Regulations for non-domestic buildings, noting that carbon reductions in these buildings could be advocated using BREEAM assessment ratings.

Assessment of Transport Implications (Scott Wilson, July 2009)

4.123 The **Assessment of Transport Implications** provides transport evidence to inform the choice of locations for SUE / SES developments as part of the Core Strategy and assesses three options for the SUE and SES and their strategic transport implications in terms of their potential to support sustainable transport modes and the impact of their development on the highway network. The study confirms the need for a new link across the M1 to take pressure from the SUE off of the A47.

Leicestershire and Leicester HMA Authorities Growth Infrastructure Assessment (April 2009)

4.124 The **Leicestershire and Leicester HMA Authorities Growth Infrastructure Assessment** provides a strategic overview of the infrastructure implications of housing and jobs growth in the Leicester and Leicestershire Housing Market Area (HMA) to 2026 and assesses the likely infrastructure requirements, costs and funding and delivery mechanisms. Infrastructure is categorised into transport, flood defence, education, emergency services, health, utilities (telecoms, electricity, gas, water, sewage, CHP), social services, waste management, leisure/parks/green infrastructure and libraries, culture and community facilities.

4.125 The study is based on the growth assumptions of the RSS and reviews the likely infrastructure requirements and funding and delivery issues by each topic. The study makes some overall recommendations that recognise the impact of the slow down in the economy and the need to focus policy on stimulating activity and delivery.

Blaby District Council Planning Obligations and Developer Contributions Supplementary Planning Guidance (February 2010)

4.126 The **Blaby District Council Planning Obligations and Developer Contributions Supplementary Planning Guidance** sets out Blaby District Council's strategy for securing relevant developer contributions in relation to new development. Appendices set out the policy background and requirements for contributions to particular infrastructure including:

- Open space, sport and recreation;
- Affordable housing;
- Children and young people's service (education);
- Civic amenity and waste collection;
- Community facilities;
- Adult social care and health;
- Highways and transportation;
- Blaby town centre;
- Library services;
- Health;
- Museums, heritage interpretation and cultural development;
- Police / crime;
- Ecology, geology, environment and geomorphology;
- Fire and rescue;
- Archaeology;
- British Waterways; and
- Public art.

4.127 A further appendix sets out a detailed justification for the approach towards open space, sport and recreation provision for new residential development.

The Statement of Requirements for Developer Contributions in Leicestershire (December 2007)

- 4.128 The **Blaby District Council Planning Obligations and Developer Contributions Supplementary Planning Guidance** should also be read with regard to **The Statement of Requirements for Developer Contributions in Leicestershire**. This sets out the County Council approach to the possible type and contribution that developers will be expected to make and employs a similar range of topic-based headings.

Review of Housing and Employment Numbers

- 4.129 Chapter 3 above have set out the requirements at PPS3 for local planning authorities to maintain a rolling five year supply of deliverable housing land. Paragraph 71 of PPS3 notes that where a local planning authority cannot demonstrate an up-to-date five year supply of deliverable sites, they should consider favourably applications for housing having regard to policies in the PPS including the considerations in paragraph 69 of achieving high quality housing, ensuring a good mix of housing, the suitability of a site for housing, using land effectively and efficiently and ensuring the proposed development is in line with planning for housing objectives and reflects the need and demand for housing in, and the spatial vision for, the area and does not undermine wider policy objectives.

Housing Requirements

- 4.130 As outlined in Chapter 5 above, the East Midlands Regional Plan (the RSS) set out a requirement for 7,600 dwellings over the RSS period to 2026 (380 per annum) in Blaby District. Policy Three Cities SRS 3 provides a housing requirement for Blaby of 380 dwellings per annum of which at least 250 per annum should be within or adjoining the Leicester PUA including sustainable urban extensions as necessary.
- 4.131 Blaby District Council has recently identified an interim housing requirement at their **Council Meeting of the 16th September 2010** in response to the report of the Planning Policy Manager on the **Revocation of the East Midlands Regional Plan – Interim Housing Requirement for the District of Blaby** (referred to from here on as the Interim Housing Requirement Paper or IHRP). This provides housing figures up to 2016. The interim housing requirement adopted employs a phased approach providing for 260 dwellings per annum between 2006 and 2011, and 340 dwellings per annum between 2011 and 2016 – a total of 3,000 dwellings to 2016. The interim housing requirement also reasserts the primacy of the Principal Urban Area (PUA) within Blaby District in that the resolution requires 69% of housing to be provided in (or adjacent to) the PUA part of the District (comprising the settlements of Glenfield, Kirby Muxloe,

Leicester Forest East, Braunstone Town and Glen Parva and adjacent land), with 31% to be provided elsewhere in the District.

- 4.132 While Lubbesthorpe is not explicitly listed as being an existing PUA settlement within the submission Core Strategy, the site location immediately adjoining Leicester Forest East and Braunstone clearly places it within that part of the District in and adjacent to the PUA in line with RSS policy. This fact is borne out by the support from the Submission Core Strategy and previous assessments for this location.

Five Year Land Supply

- 4.133 Table 1 of the IHRP confirms a 5-year housing land supply of 3.4 to 3.6 years overall across the District, with a land supply of only 0.9 years in the PUA part of the District, and 8.7 to 8.8 years in the non-PUA part of the District. This demonstrates the extent of extant permissions have been granted and developed in the non-PUA part of the District between 2006 and the present day and supports the need for the timely provision of housing in line with the spatial strategy in the PUA part of the District.

- 4.134 The IHRP also considered other housing requirements based on BDC's original submission to the East Midlands Regional Plan, inputs into the review of the East Midlands Regional Plan by Leicestershire County Council and the adopted East Midlands Regional Plan. In each scenario BDC does not have a 5-year land supply for the District, or the PUA part of the District, but does have a 5 year land supply for the non-PUA part of the District. The evidence of a lack of 5 year supply, especially in the PUA part of the District, is therefore unequivocal and there is a particular need for housing to meet this shortfall in supply, hence the timeliness of this application.

Housing Supply to 2016

- 4.135 The interim housing requirement requires 69% of housing to be provided in, or adjacent to the PUA part of the District, with 31% to be provided elsewhere. Appendix 3 of the IHRP spells out the residual housing requirements to 2016.

Sub – Area	Built and Committed (to March 2010 plus 350 dwellings subsequently granted planning permission)	Total Dwellings Required under Interim Housing Requirement	Residual Balance Required to 2016	Total Dwellings Required under RSS Target	Residual Balance Required to 2016
Leicester Principal Urban Area (PUA)	823	2,070	1,247	2,620	1,797
Non Leicester PUA	1,620	930	0 (-690)	1,180	0 (-442)
District Total	2,443	3,000	557	3,800	1,357

Table 4.1 – based on Appendix 3 of IHRP with phased approach of 260 to 340 dwellings per annum 2006-2016

4.136 Table 4.1 demonstrates the manner in which housing delivery exceeded requirements in the non-PUA part of the District, but lags behind in the PUA part of the District at the present time. Taking account of dwellings built and already committed, a balance of 1,247 dwellings is required to be delivered within the PUA part of the District to 2016. Given that it remains part of the Development Plan, the RSS housing requirement of 380 dwellings should be employed, which requires a balance of 1,797 dwellings to be delivered within the PUA part of the District to 2016.

Housing Requirements Beyond 2016

4.137 The IHRP notes that further work will be undertaken in 2010 and 2011 to identify a longer term housing figure for the Core Strategy beyond 2016. This includes a consultation of Parish and Town Councils on housing and infrastructure issues, involvement of the general public, ongoing consultation with key bodies and organisations and a 'Planning for Real' event for Council Members in the Summer of 2011 to shape the future development strategy for the District to 2026, taking account of up-to-date population and housing projections.

4.138 Advice on the review of housing numbers is set out in a letter from the Chief Planning Officer to local planning authorities of the 6th July 2010 following the announcement of the revocation of Regional Spatial Strategies. This reiterates advice in PPS3 confirming the need to maintain a five-year land supply of deliverable sites and for local planning

authorities to continue to use their plans to identify sufficient sites and broad areas for development to deliver their housing ambitions for at least 15 years from the date the plan is adopted. In considering housing figures authorities may retain existing RSS targets, or review the level of provision including going back to the original 'option 1' targets submitted to RSS examinations. Any target selected will need to be based on reliable information to justify housing supply policies and defend them at Examination.

4.139 Appendix 2b of the IHRP outlines two future options for identifying the housing requirement. The first option would be a figure based on emerging 2006/2008 based household projections. The commentary to the appendix notes that this is likely any housing requirements based on these projections are likely to be higher than the RSS figures given the 'step change' in population projections for the East Midlands. The second option would be a locally derived figure based on Housing Market Area evidence and modelled locally with Leicestershire County Council. There is no indication what this level may be, but the commentary does note that the level will be informed by environmental and social capacity amongst other things. The physical constraints for providing growth in Leicester City are noted, and the potential for knock-on implications for Blaby.

4.140 At the present time the RSS housing target of 380 dwellings per annum is the only sound evidence derived requirement that currently exists for the period beyond 2016 and benefits from being scrutinised and independently tested through the RSS Examination in Public process.

4.141 The timetable for the Core Strategy review published at appendix five of the IHRP notes that the revised Core Strategy will be submitted to Government in Autumn 2011. The Core Strategy will not therefore be adopted until 2012. The horizon of the Core Strategy should therefore be 2027 rather than 2026 (although the local planning authority could of course choose to plan over a longer horizon).

Blaby District	Dwellings p.a.	Requirement
Outstanding Requirement to 2016		1,357
Requirement from 2016-2027	380	4,180
Total		5,537
PUA - RSS Split		
Outstanding Requirement to 2016		1,797
Requirement from 2016-2027	250	2,750
Total		4,547
Non-PUA - RSS Split		
Outstanding Requirement to 2016		-442
Requirement from 2016-2027	130	1,430
Total		988

*Table 4.2 - Housing requirements to 2027 based
on RSS Housing Requirements*

4.142 Table 4.2 above sets out a breakdown of the overall housing figures for the District based on the RSS housing requirement from 2006 to 2027. These figures are then interpreted with regard to the split between the PUA and non-PUA parts of the District. The pre-eminence of the PUA part of the District and its ability to provide sustainability benefits was discussed in the IHRP which referred to the evidence base for the RSS at paragraph 6.5.7 and the support this offered for a strategy of 'urban concentration' in terms of:

- *'Reducing the need to travel longer distances from home to work, shops and services;*
- *A more efficient use of existing and new infrastructure and services;*
- *Conserving the countryside and high grade agricultural land;*
- *Making use of previously developed land and buildings;*
- *Maximising opportunities for the socially excluded to benefit from development activity.'*

4.143 In promoting urban concentration, the RSS envisaged a 250 dwelling to 130 dwelling per annum split between the PUA and non-PUA parts of the District (65% to 35%). This confirms that 4,547 dwellings are required in the PUA part of the District up to 2027.

4.144 The housing proposed at New Lubbesthorpe of 4,250 dwellings is therefore able to meet the bulk of housing requirements for the PUA part of the District up to 2027.

4.145 The **Employment Assessment** that accompanies this application sets out clearly the demand for employment land in Blaby District, and confirms the suitability of the SES to meet regional and local market demand and the balance of employment uses identified in the emerging Blaby Core Strategy and its evidence base.

5.0 TIMING OF APPLICATION AND REASONS

- 5.1 The application is submitted in advance of the examination of the Blaby Core Strategy and its adoption. This is for a number of significant reasons.
- 5.2 Firstly, there is a significant need to accelerate the rate of house building to meet government and regional housing requirements. This will require the ability to start building as soon as possible. There will be a need to secure planning permission for subsequent detailed designs following this outline application, hence the need for the submission of the application at this time such that the planning application process and in due course the delivery of new homes can move forward at the earliest appropriate opportunity.
- 5.3 The need to accelerate housing delivery is apparent within Blaby District, where there is a significant under provision of new homes within the PUA part of the District. Currently there is only a 0.7 to 0.8 year supply of housing within the PUA part of the District based on the RSS housing requirement for Blaby. An early consideration of proposals at New Lubbesthorpe will assist in addressing this shortfall and reducing the likelihood of BDC entertaining speculative housing proposals on unallocated greenfield sites that may be promoted on the basis of a lack of 5-year supply in the PUA.
- 5.4 Blaby District Council's own estimate of the timing of residential development set out in an appendix to the *Core Strategy Submission Version July 2009* sets out a housing trajectory that anticipates early phases of residential development being delivered on the SUE from 2013/14 onwards. The timely submission and consideration of this application is essential to allow a suitable lead-in period for essential infrastructure to be provided and to meet the phasing and housing targets.
- 5.5 Secondly, Blaby District Council's decision to identify this site as its preferred location within the PUA to accommodate major growth within the Core Strategy and the policy support for the location and composition of development by Leicestershire County Council and Leicester City Council demonstrates a consensus in support of the principle of the SUE and SES proposals at New Lubbesthorpe.
- 5.6 A broad consensus has also emerged around many of the detailed aspects of the proposals through the pre-submission engagement process. The consideration of the application should not raise any new or significant issues that have not already been subject of discussion that cannot be appropriately addressed during consideration of an application of this nature and scale.

6.0 SUMMARY AND CONCLUSIONS

6.1 This planning statement has been prepared on behalf of the New Lubbesthorpe Promoter Group and is submitted to Blaby District Council in support of an Outline Planning Application (OPA) for a mixed-use Sustainable Urban Extension (SUE) and Strategic Employment Site (SES) at New Lubbesthorpe. The promoters control the site.

6.2 This statement has reviewed relevant national, regional and local planning policy to demonstrate the conformity of proposals with national and regional policy and Blaby's emerging Development Plan.

The Emerging Core Strategy

6.3 The Local Development Framework Core Strategy process has reached a stage where the emerging Core Strategy should, in our view, be considered more relevant in the determination of planning applications than saved policies of the Local Plan given its comprehensive and up to date evidence base. This assessment of the development plan context is given force by both the advice contained in the supplement to PPS1 – The Planning System – General Principles. In particular paragraph 18 which explains that the further that a DPD has passed through the process of its preparation, the greater its weight in the determination of planning applications.

6.4 As noted above, Policies 3 and 4 of the Submission Draft of the Blaby Core Strategy approved by Blaby District Council makes explicit provision for the SUE and SES at Lubbesthorpe. The site is a proposed strategic allocation. .

6.5 The OPA is in conformity with the emerging LDF Core Strategy.

6.6 The proposed development is fully compliant with national planning policy guidance. The scheme has evolved in the context of a substantial body of supporting evidence.

6.7 The application scheme has been prepared with local community and stakeholder engagement (as evidenced in the Statement of Community Involvement that accompanies the planning application) and testing of the design concept (as evidenced in the Design & Access Statement that forms a part of the planning application). The scheme has been designed to accommodate the requirements of the Climate Change Supplement to PPS1.

6.8 As a scheme that falls to require environmental assessment within the meaning of the Town and Country Planning (Environmental Impact Assessment) (England and Wales)

Regulations 1999 an Environmental Statement has been prepared to accompany the planning application. In line with the regulations and best practice, the ES fully describes the current environmental conditions of the site and assesses the impact of the proposed development upon them. Environmental impact assessment is an iterative process and the design concept of the scheme has evolved to accommodate necessary mitigation.

- 6.9 The scheme is of a scale that supports a comprehensive range of physical, social and community infrastructure to ensure that it meets the principles of sustainable development as set out in PPS1 and in PPS3. It will also provide infrastructure (or financial contributions towards the provision of infrastructure) that will provide benefits beyond the site's immediate area such as the commitment towards public transport services into Leicester. The development will be a Sustainable Urban Extension of Leicester urban area that will provide a long-term source of housing supply for Blaby District, enabling the LPA to demonstrate, at least in part, how it will meet PPS3 requirements to deliver housing for at least a 15 year period from the date of adoption of the Core Strategy. The scheme will also deliver significant employment development and economic benefits in a strategically important location that will integrate with the Sustainable Urban Extension.
- 6.10 As a substantial mixed use development, the scheme will provide for a wide variety of economic development opportunities that are reflective of both PPS4 guidance and emerging statements of national planning policy contained in the draft PPS Planning for Prosperous Economies. The scheme provides for retail and associated uses within the proposed network of District and Local Centres that are reflective of the scale of new housing and employment development.

Conclusion

- 6.11 The proposed scheme of development complies with relevant aspects of the 'saved' local plan policy framework so far as this is pertinent to the proposal; but of greater weight, in our submission, it also accords with the emerging policy framework.
- 6.12 Overall, the application provides a first-class opportunity to deliver a sustainable development that complements and supports future growth and regeneration ambitions, and is consistent with national, regional and local planning objectives. The New Lubbesthorpe proposals deliver the following benefits:
- Provide much needed new homes with an appropriate balance of employment, local services and infrastructure on site;
 - Provide a mix of housing types and tenures, including affordable forms of housing, in a sustainable location;
 - Provide a range of strategic employment and business investment opportunities in a location with easy access to the Strategic Road Network;
 - Provide a range of new jobs within employment areas of regional and local significance and other local services;
 - Provide new shops, schools and health facilities in an accessible location that can serve existing and new populations;
 - Provide a comprehensive open space network that retains areas of ecological or heritage importance for public benefit and interpretation and opens up new habitat opportunities;
 - Promote increased use of sustainable modes of transport through provision of high quality public transport, cycle routes and pedestrian paths;
 - Facilitate new highway linkages and junction improvements;
 - Promote healthy lifestyles through provision of high quality cycle and pedestrian routes, paths and connections and the extensive recreational opportunities in the parklands created;
 - Provide sustainable solutions to energy, water and waste to help tackle the causes and effects of climate change and set a high standard of energy efficient performance;
 - Provide a well-designed and liveable environment by ensuring attractive, safe and walkable neighbourhoods; and
 - Create a network of green spaces and woodlands with recreational, biodiversity and landscape benefits.
- 6.13 In conclusion we consider that the scheme should be approved.



APPENDIX A: DESCRIPTION OF DEVELOPMENT, LAND USE SCHEDULE AND BUILDING DIMENSIONS SCHEDULE

NEW LUBBESTHORPE PLANNED NEW COMMUNITY, BLABY

Outline proposal for:

4,250 dwellings, a mixed use district centre and two mixed use local centres featuring retail, commercial, employment, leisure, health, community and residential uses, non-residential institutions (including secondary school, primary schools and nurseries), a local convenience shop, a Strategic Employment Site of 21 hectares, open spaces and woodlands, new access points and associated facilities and infrastructure (comprising utilities including gas, electricity, water, sewerage and telecommunications, highway improvements and diversion to existing utilities where necessary); and

Detailed access proposals for:

Two new road bridges over the M1 motorway and M69 motorway, and two road access points from Beggar's Lane and new accesses from Meridian Way, Chapel Green/Baines Lane and Leicester Lane.

DEVELOPMENT SPECIFICATION

The proposed development is described below and shown in the following plans.

Plans:

- o) Parameters Plan A: PA-A Planning Application Boundary
- p) Parameters Plan B: PA-B Land Use Plan
- q) Parameters Plan C: PA-C Access Plan
- r) Parameters Plan D: PA-D Green Infrastructure
- s) Parameters Plan E: PA-E Residential Density Plan
- t) Parameters Plan F: PA-F Building Heights
- u) Parameters Plan G1: PA-G-1 Phase 1
- v) Parameters Plan G2: PA-G-2 Phase 2
- w) Parameters Plan G3: PA-G-3 Phase 3
- x) Beggar's Lane Site Access and Hinckley Road Junction Improvements Drawing 208133/74
- y) Proposed Bridge Across M1 Cross Section and Link to Meridian Way Drawing 208133/47/B
- z) Proposed M69 Bridge Crossing and Site Access/Leicester Lane Junction Improvements Drawing 208133/40/A
- aa) Proposed Bridges Across M69 Cross Section Drawing 208133/48/B
- bb) Proposed Bus Priority Link Baines Lane Drawing 208133/70



LAND USE SCHEDULE

Outline planning permission is sought for a planned new community to the west of Leicester on 394 hectares of land consisting of:

- new homes, of a wide range of types and sizes, including affordable homes;
- Strategic Employment Site;
- mixed-use areas;
- schools;
- health centre;
- open space;
- provision for access and movement; and
- associated facilities and infrastructure.

Detailed planning permission is sought for two new motorway bridge crossings and new road accesses from Beggar's Lane, Leicester Lane and Chapel Green/Baines Lane.

The floorspaces are specified in the schedule of development.

OUTLINE PROPOSALS

New homes

1. 4,250 dwellings, consisting of:
 - i. detached, semi-detached and terraced houses, townhouses, flats over garages and apartments;
 - ii. up to 5% 1-bed units (of which 100% would be apartments), 25%-30% 2-bed units (of which around a quarter would be apartments and flats over garages), 25% to 30% 3-bed units, 30% to 35% 4-bed units and 5% to 10% 5(or more)-bed units; and
 - iii. 30% affordable housing on-site.

Strategic Employment Site

2. 21 hectares (net) of land for employment uses comprising:
 - i. 2 hectares of land for Class B1 (Business) office uses;
 - ii. 4.5 hectares of land for Class B1 (Business), Class B2 (General Industry) and Class B8 (Storage and Distribution) uses; and
 - iii. 13.5 hectares of land for Class B8 (Storage and Distribution) uses.

Mixed-use areas

3. A District Centre, containing a mix of retail, commercial, employment, community, leisure, health, waste bring site and residential uses and the volumes of floorspace specified in the Land Use Schedule.
4. Two smaller Local Centres located at Old Warren Farm and New House Farm, containing a mix of retail, community, leisure and residential uses and the volumes of floorspace specified in the Land Use Schedule and potentially reusing existing buildings where viable and appropriate.
5. A local convenience shop.



Schools

6. Land to accommodate a secondary school and associated playing fields and other complementary uses including sixth form facility, police room and community facilities.
7. Land to accommodate two primary schools and associated playing fields and associated nursery facilities.

Health Centre

8. A health centre, to be operated by an appropriate NHS body, to be accommodated within the district centre, as specified in the Land Use Schedule.

Open Space

9. Formal open space, extending to 21 hectares accommodating playing fields
10. Informal open space, extending to 166 hectares and accommodating the Deserted Mediaeval Village of Lubbesthorpe Scheduled Ancient Monument, the parkland setting for Enderby Hall, the open setting of Lubbesthorpe Bridle Road, existing and new woodlands, surface water attenuation, allotments, and children's play areas.

Provision for Access and Movement

11. New bus, pedestrian and cycle only access into Chapel Green, improvements to Baines Lane and the Baines Lane/A47 junction.
12. Bus, pedestrian, cycle and resident access only onto Watergate Lane.
13. Vehicular access from Meridian Way.
14. Two new vehicular access points from Beggar's Lane and improvements to the Beggar's Lane/A47 junction.
15. Vehicular access from Leicester Lane.
16. Provision for internal circulation routes, including provision for a primary street network accommodating movements by pedestrians, cycles, equestrian users, public transport vehicles and private motorised vehicles.

Associated Facilities and Infrastructure

17. New utilities including gas, electricity, water, sewerage and telecommunications, and diversion to existing utilities where necessary.

DETAILED PROPOSALS

Motorway Bridge Crossings

18. New bridge crossing of the M1 Motorway linking to Meridian Way.
19. New bridge crossing of the M69 Motorway
20. Two new vehicular access points from Beggar's Lane and new vehicular access at Leicester Lane, Meridian Way and Baines Lane.



Access

As indicated above, the areas where access points would be situated are described on Parameters Plan C: Access Plan.

Detailed drawings are submitted for the location and design of motorway bridge crossings and proposed new junctions with the public highway.

Layout

The approximate locations of uses, access, green infrastructure, are shown in the Parameters Plans.

Scale

The upper and lower limits of the height, width and length of each building are stated in Schedule of Building Dimensions

Phasing

The broad phasing proposals are shown in parameters plans G1, G2 and G3.

NEW LUBBESTHORPE - SCHEDULE OF DEVELOPMENT

	Use Class	Size (ha)	Dwellings	Non-residential Floorspace (sq m)	
				Gross External	Gross Internal* ¹
Residential dwellings	C3		up to 4,250		
Strategic Employment Site* ²	B1	1.9		7,600	
	B2	4.9		19,700	
	B8	14.2		56,700	
		21		84,000	
District Centre comprising: retail, commercial and community floorspace and residential dwellings* ³	A1-A5, D1, D2, C3				
Retail - Convenience	A1				3,000
Retail - Comparison	A1				1,230
Financial and Professional Services	A2				500
Restaurants and Cafes etc.	A3/A4/A5				730
Business	B1				2,000
Non-Residential Institutions / Community	D2				1,500
Health Centre	D1				1,200
Residential	C3		165		
Sui Generis (waste management facility)					100
<i>Total District Centre</i>			165	0	10,260

Local Centre 1 comprising retail, commercial, workspace and community floorspace and residential dwellings* ²	A1-A5, D2, C3				
Retail - Convenience	A1				310
Restaurants and Cafes etc.	A3/A4/A5				310
Flexible Workspace	B1				250
Assembly and Leisure	D2				700
Residential	C3		40		
<i>Total Local Centre 1</i>			40	0	1,570
Local Centre 2 comprising retail, commercial, workspace and community floorspace and residential dwellings* ²	A1-A5, D2, C3				
Retail - Convenience	A1				310
Restaurants and Cafes etc.	A3/A4/A5				310
Flexible Workspace	B1				250
Assembly and Leisure	D2				700
Residential	C3		40		
<i>Total Local Centre 2</i>			40	0	1,570
Local Convenience Shop	A1				185
Open Space		210			
Secondary School		10			
Primary School 1		2.5			
Primary School 2		2.0			
Primary Infrastructure Corridor		21			

*¹ Gross Internal Area (GIA) calculated as Gross External Area (GEA) minus 10%. The 10% accounts for external fabric (i.e. walls, cladding) of buildings. Where retail floorspaces are quoted these are for the net sales area only.

*² Dwellings delivered as part of the District and Local Centres are included in the overall total figure of 4,250.

NEW LUBBESTHORPE – SCHEDULE OF BUILDING DIMENSIONS

Outline Planning Application for 4,250 dwellings and Related Development			
Land Use	Building Depth Range	Building Frontage Length Range	Building Height Range (1)
Residential	5m - 20m	5m - 100m	3m - 12m
Local Convenience Store	5m - 20m	5m - 100m	3m - 12m
District and Local Centres	5m - 50m	6m - 100m	6m - 15m
Employment (Strategic Employment Site)	8m - 50m	10m - 100m	6m - 15m
Secondary School	10m - 100m	20m - 150m	4.5m - 15m
Primary School	8m - 100m	15m - 100m	4.5m - 12m
Health Clinic	8m - 100m	15m - 100m	4.5m - 15m
Waste Management Facility	3m - 10m	5m - 15m	3m - 5m
Note 1: All heights specified are to ridge level, but exclude any point features (e.g. spires)			

APPENDIX B: INDICATIVE HOUSING TRAJECTORY

		Housing Completions	
1	13/14	100	
2	14/15	200	300
3	15/16	300	600
4	16/17	400	1000
5	17/18	400	1400
6	18/19	400	1800
7	19/20	400	2200
8	20/21	400	2600
9	21/22	400	3000
10	22/23	400	3400
11	23/24	400	3800
12	24/25	300	4100
13	25/26	150	4250
	Total	4250	

**APPENDIX C: DRAFT HEADS OF TERMS FOR THE DEVELOPERS' PLANNING
OBLIGATIONS TO BE CONTAINED IN A DEED PERSUANT TO SECTION 106 TCPA 1990**

DEVELOPMENT OF LAND AT NEW LUBBESTHORPE

1. Affordable Housing

- 1.1 The affordable housing will be provided in accordance with the definitions in Annex B of PPS3 as may be updated from time to time or as otherwise agreed with the Council.
- 1.2 The affordable housing will be provided on site unless otherwise agreed with the local planning authority that a proportion can be provided elsewhere in the District. The number of units of affordable housing will be of the total number of residential units.
- 1.3 The provision of the affordable housing will be in the form of disposals of completed units or serviced parcels of land, in either case to Registered Providers or appropriate other affordable housing providers.
- 1.4 The affordable housing units will be constructed (or the serviced parcels will be provided) on a phased basis integrated within an overall phasing plan to be submitted for approval with the first application for approval of Reserved Matters. It is intended that the number of affordable housing units (or the area of serviced land for those units) in each phase will correspond to of the total number of units in the phase, subject to the variation as may be agreed with the Council in the light of prevailing circumstances.
- 1.5 The affordable housing will be distributed in clusters of no more than units.
- 1.6 The tenure split and dwelling type of the affordable housing units for each phase will be determined at the approval of the Reserved Matters for that phase. The tenure split shall be in the range of social rented and Intermediate (the minimum mix). Both the tenure split and the dwelling type shall be determined in the light of the available evidence on needs and the availability of grant funding from the Homes & Communities Agency. (Reference to the Homes & Communities Agency or HCA to include any replacement body with corresponding functions).
- 1.7 The developers intend to select an affordable housing partner in cooperation with the Council. The selected affordable housing partner may be a party to the Section 106 Deed.
- 1.8 On or before the submission for approval of Reserved Matters for each phase of the development the developers will give notice to the selected affordable housing partner to enable it to apply to the HCA for funding.
- 1.9 In the event that for any reason the arrangements for the transfer of the affordable housing units or the serviced land for any phase to the selected affordable housing partner do not proceed, the developers shall be entitled to transfer those units or that land to an alternative affordable housing provider.
- 1.10 No more than of the market dwellings to be constructed in any phase shall be occupied unless the developers have transferred the completed affordable housing units or serviced land for that phase either to the selected affordable housing partner or to an alternative affordable housing provider, or unless the developers have transferred the serviced land for that phase to the Council at a price calculated to enable the affordable housing units to be constructed on that land.
- 1.11

The affordable housing units are to be provided and constructed so as to comply with the Building Regulations current at the time of construction.

1.12 Those affordable housing units to which HCA grant funding is applied will be built to the HCA performance standards current at the time.

2. Contribution To Highways Improvements

2.1 Works will be undertaken or a contribution made to Leicestershire County Council to improve:

- Beggars Lane/A47 junction
- Realignment of Beggars Lane
- Improvement to Baines Lane to facilitate bus provision
- Provision of bus land on the A47
- Improvements to Leicester Lane/Narborough Road
- A bridge linking Meridian Way to the application site over the M1
- A bridge linking the applications site to Leicester Lane over the M69

3. Contributions To Public Transport Improvements

3.1 A bus service will be provided or a contribution of £ will be made to Leicestershire County Council prior to the completion of the 50th dwelling.

3.2 Financial support will be provided by the developers directly to a public transport operator to provide a new bus service or an extension to an existing bus service to serve the development and connect it to Leicester City Centre for a period of years from the th occupation of a residential unit on the development. The details of routes and timings are to be agreed with Leicestershire County Council. Buses are to be fitted with appropriate Real Time information technology.

4. Travel Plan

4.1 A Travel Plan Framework will be attached to the Section 106 Deed and a detailed Travel Plan substantially in accordance with the Travel Plan Framework (and including details of arrangements for monitoring) will be issued to the Council and the Highways Agency for comment and for approval with implementation to commence on 1st occupation.

4.2 The developers will comply generally with the measures to be contained in the Travel Plan, including arrangements for monitoring and review. They will make the following commitments for this purpose.

4.2.1 A Travel Plan Coordinator will be appointed and funded by the developments to implement the Travel Plan over its lifetime which shall be the period commencing from the first occupation of any residential unit until 1 year after the occupation of the last residential unit on the development.

4.2.2 Monitoring (an all modes travel survey supplemented by a household interview survey) in accordance with the Travel Plan will be carried out by the Travel Plan Coordinator and funded by the developers.

4.3 If after the final Travel Plan monitoring exercise as set out in the Travel Plan it is determined through the Travel Plan review that the travel patterns of the development are failing to meet the targets (other than de minimis) set out in the Travel Plan, further financial support to travel planning measures to be used in relation to the development site will be made available by the developers, the maximum aggregate value of such financial support not to exceed..... The amount is to be made available for use not later than 12 months after the date of the final residential occupation by either Leicestershire County Council or the developers to fund further transport measures agreed between the developers, Leicestershire County Council and the Highways Agency.

5. Medical Facilities

5.1 The developers will make a contribution of towards the cost to the PCT of providing a new strategic primary healthcare facility within Leicester town centre. The payment will be made to the PCT before the occupation of residential units subject to repayment in the event that the healthcare facility has not been constructed and come into operation before the occupation of the last residential unit on the site.

6. Education Facilities

6.1 Nursery & Primary Schools

The site for two primary schools will be identified within the scheme proposals. The developers will make a contribution of £ towards the provision of these two schools.

6.2 At the Reserved Matters stage for each phase a review and assessment of pupil numbers projections will be undertaken in order to quantify the shortfall in school places to serve that phase of the development.

6.3 The developer with the District and County Council will agree a phasing strategy.

6.4 Secondary Schools

The site for a secondary school will be identified within the scheme proposals. The developers will make a contribution of £ towards the provision of the school.

6.5 At the Reserved Matters stage for each phase a review and assessment of pupil numbers projections will be undertaken in order to quantify the shortfall in school places to serve that phase of the development.

6.6 The developer with the District and County Council will agree a phasing strategy.

7. Green Infrastructure Management

7.1 A Green Infrastructure Management Biodiversity Plan (GIMBP) relating to the Scheduled Ancient Monument, informal open space, woodland areas, sports pitches, equipped play areas and footpaths and cycle ways, and covering works of establishment, maintenance and management will be agreed with the Council after consultation with English Heritage and Natural England.

7.2 The equipped play areas will be provided in accordance with the phasing of the residential areas.

7.3 Footpaths and cycle ways will be provided/re-routed in accordance with the phased construction of the development areas. The GIMBP will deal with those within the application site but outside the development area.

7.4 The Management Company that will be set up by the developers prior to the commencement of development and will take responsibility for maintenance and management of the above areas and works. The cost of maintenance and management by the Management Company will be borne in perpetuity by annual payments from the residents of the development in the form of a rent charge on each unit. Each unit will bear a proportion of the total with the developers contributing in respect of the un-built/unoccupied units pending completion and occupation of the residential development.

7.5 Alternatively the developers may make arrangements for the transfer of the freehold or the grant of a long lease of any one or more of the above areas to Blaby District Council and/or another body or bodies with appropriate skills, with a commuted sum provided by the developers for future maintenance and management, on terms that the applicable body or bodies will be responsible for undertaking the maintenance and management obligations set out in the GIMBP.

8. Surface Water

8.1 Land shown on the attached plan (Watergate Lane) will be transferred to Blaby District Council for surface water balancing works, to be undertaken by the Environment Agency.

8.2 The Management Company will undertake the maintenance of the on site surface water balancing lagoons and other facilities. The Management Company will employ bodies with appropriate skills to undertake this maintenance.

9. Community Liaison Group

9.1 Working with the Parish Councils and Blaby District Council the developers will set up a Community Liaison Group for the duration of the project to provide a forum for issues to be discussed and addressed.

9.2 The membership and frequency of meetings will be agreed with Blaby District Council and members of the Parish Council.

10. Indexation

10.1 Financial contributions will be index linked from the date of completion of the Deed until the date of payment by reference to an appropriate index.

