

Leicester  
City Council

Democratic and Civic  
Support  
City Hall  
115 Charles Street  
Leicester  
LE1 1FZ

16 November 2022

Sir or Madam

I hereby summon you to a meeting of the LEICESTER CITY COUNCIL to be held at the Town Hall, on THURSDAY, 24 NOVEMBER 2022 at FIVE O'CLOCK in the afternoon, for the business hereunder mentioned.

**Monitoring Officer**

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**AGENDA**  
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**AUDIO STREAM OF MEETING**

A live audio stream of the meeting can be heard on the following link:

[https://www.youtube.com/channel/UCddTWo00\\_gs0cp-301XDbXA](https://www.youtube.com/channel/UCddTWo00_gs0cp-301XDbXA)

- 1. LORD MAYOR'S ANNOUNCEMENTS**
- 2. DECLARATIONS OF INTEREST**

### **3. MINUTES OF PREVIOUS MEETINGS**

The minutes of the meetings held on 13 September 2022 and 29 September 2022 are available to view at the following links:

[Agenda for Council on Tuesday, 13 September 2022, 5:00 pm \(leicester.gov.uk\)](https://leicester.gov.uk/agenda-for-council-on-tuesday-13-september-2022-500-pm)

[Agenda for Council on Thursday, 29 September 2022, 5:00 pm \(leicester.gov.uk\)](https://leicester.gov.uk/agenda-for-council-on-thursday-29-september-2022-500-pm)

Copies are also available from Democratic Support on (0116) 454 6350 or [committees@leicester.gov.uk](mailto:committees@leicester.gov.uk)

### **4. STATEMENTS BY THE CITY MAYOR/EXECUTIVE**

### **5. PETITIONS**

- Presented by Members of the Public
- Presented by Councillors
- Petitions to be debated

### **6. QUESTIONS**

- From Members of the Public
- From Councillors

### **7. MATTERS RESERVED TO COUNCIL**

- |  |                   |
|--|-------------------|
| a) DRAFT LOCAL PLAN                                    | <b>APPENDIX A</b> |
| b) DISTRICT HEATING COSTS FOR TENANTS AND LEASEHOLDERS | <b>APPENDIX B</b> |
| c) ELECTED MEMBER ABSENCE FROM MEETINGS                | <b>APPENDIX C</b> |

### **8. REPORTS OF THE MONITORING OFFICER**

- |   |                   |
|---|-------------------|
| a) BI-ANNUAL REPORT OF STANDARDS COMMITTEE JULY 2019 - JUNE 2021 - ANALYSIS OF CASES REFERRED | <b>APPENDIX D</b> |
|---|-------------------|

### **9. EXECUTIVE AND COMMITTEES**

- To note any changes to the Executive
- To vary the composition and fill any vacancies of any Committee of the Council.

## **10. NOTICE OF MOTION**

## **APPENDIX E**

Proposed by Assistant City Mayor Councillor Cutkelvin, seconded by Councillor Gee that:-

“This Council recognises that there are sustained and escalating pressures on our Council Housing stock in Leicester City meaning that we are no longer in the same position we once were to support the most vulnerable residents.

Due to the loss of stock from Right To Buy, and the absence of credible National Build programme, we declare a Housing Crisis in Leicester.

We welcome the recent scrutiny Task Group review which looked into this matter and will support their recommendations to be contained within an action plan to be delivered to scrutiny.”

The Task Group Review Report setting out their recommendations is attached.

## **11. ANY OTHER URGENT BUSINESS**

## **Information for members of the public**

### **Fire & Emergency Evacuation Procedure**

- The Council Chamber Fire Exits are the two entrances either side of the top bench or under the balcony in the far-left corner of the room.
- In the event of an emergency alarm sounding make your way to Town Hall Square and assemble on the far side of the fountain.
- Anyone who is unable to evacuate using stairs should speak to any of the Town Hall staff at the beginning of the meeting who will offer advice on evacuation arrangements.
- From the public gallery, exit via the way you came in, or via the Chamber as directed by Town Hall staff.

### **Meeting Arrangements**

- Please ensure that all mobile phones are either switched off or put on silent mode for the duration of the Council Meeting.
- Please do not take food into the Council Chamber.
- Tweeting in formal Council meetings is fine as long as it does not disrupt the meeting.
- Will all Members please ensure they use their microphones to assist in the clarity of the audio recording.

You have the right to attend, view, formal meetings such as full Council, committee meetings & Scrutiny Commissions and see copies of agendas and minutes. On occasion however, meetings may, for reasons set out in law, need to consider some items in private.

Dates of meetings and copies of public agendas and minutes are available on the Council's website at <https://cabinet.leicester.gov.uk/>, or by contacting us using the details below.

### **Making meetings accessible to all**

Braille/audio tape/translation - If you require this please contact the Democratic Support Officer (production times will depend upon equipment/facility availability).

### **Further information**

If you have any queries about any of the above or the business to be discussed, please contact:

**Matthew Reeves, Democratic and Civic Support Manager on 0116 4546352.**

Alternatively, email [matthew.reeves@leicester.gov.uk](mailto:matthew.reeves@leicester.gov.uk) or call in at City Hall.

For Press Enquiries - please phone the **Communications Unit on 0116 454 4151**





**WARDS AFFECTED: ALL**

Council

24<sup>th</sup> November 2022

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## **Leicester Local Plan (2020 – 2036) – Approval for Public Consultation and Submission (Regulation 19)**

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Report of the Director of Planning, Development and Transportation

### **1. Summary**

The new local plan will cover the period 2020 to 2036 and will replace the current Core Strategy (2014) and saved policies from the previous local plan of 2006. This report outlines the main strategies and policies of the pre-submission plan proposed for consultation in January 2023.

Officers have undertaken extensive consultation exercises (para.3.5) on various stages of developing the local plan. These consultations have considered all aspects of planning policy as well as taking into account changing national guidance.

This report recommends approval for the publication of the pre-submission (Regulation 19) version of the Leicester Local Plan (2020 – 2036), including supporting documents, for public consultation, and that subsequently these documents, together with consultation responses, are submitted to the Secretary of State for an Examination in Public.

## **2. Recommendations**

That council is recommended to approve public consultation for the Leicester Local Plan (2020 – 2036) pursuant to Regulation 19 of the Town and Country (Local Planning) England Regulations 2012 as amended, and thereafter its submission, together with consultation responses, for Examination in Public to the Secretary of State for Levelling Up, Housing and Communities.

The Director of Planning, Development and Transportation be authorised to make any necessary minor technical/factual amendments to the plan prior to consultation.

## **3. Draft Local Plan**

### **3.1 Background**

The National Planning Policy Framework (NPPF) requires all local planning authorities to produce a local plan. In view of this officers have been working on a new plan which will replace the current core strategy (2014) and saved policies from the previous local plan of 2006.

The new local plan will cover the period 2020 – 2036 and seeks to:

- Meet the needs for homes, jobs, shopping, and leisure
- Allocate sites for development including strategic development sites
- Protect important sites such as those with heritage value
- Set clear policies that guide decisions on planning applications
- The plan is required to be viable and deliverable

The council is now in a position to publish a pre-submission local plan for public consultation. This will be the final consultation before the plan is submitted to the independent Planning Inspectorate for an Examination in Public (EIP), expected in 2023.

The plan is supported by various evidence documents and assessments, including an Equality Impact Assessment and Health Impact Assessment.

The draft pre-submission local plan and supporting evidence for approval can be viewed here. <https://consultations.leicester.gov.uk/planning/local-plan-documents>

### **3.2 Previous 'Regulation 18' Local Plan Consultation**

- The replacement local plan process involves a number of stages before the plan is ultimately adopted by the council.
- Previous consultation on the Draft Leicester Local Plan (Reg 18) was delayed due to the COVID-19 Pandemic until September - December 2020. Responses (including petitions) to this consultation exercise are included in the supporting evidence to the proposed pre-submission plan - <https://consultations.leicester.gov.uk/planning/local-plan-documents>
- All policies and proposed site allocations have been reviewed in the context of the consultation responses received and comments from the council's scrutiny commissions. [Agenda for Overview Select Committee on Tuesday, 27 September 2022, 5:30 pm \(leicester.gov.uk\)](#)
- Revisions to the list of proposed development sites have been made following consultation and as a result of the withdrawal of some proposed allocations by site promoters.
- Additional consultation with council members on the draft pre-submission plan and supporting evidence was recently carried out and the outcomes reported to the Overview Scrutiny Committee on the 3<sup>rd</sup> November 2022. [Agenda for Overview Select Committee on Thursday, 3 November 2022, 5:30 pm \(leicester.gov.uk\)](#)
- A petition has been recently received objecting to development proposals at Beaumont Park. This petition will be recorded and processed through the Council's Petition scheme and petitioners will have the opportunity to make further representations during the Regulation 19 Consultation.

### **3. 3 Key Strategies and Policies in the draft pre-submission Local Plan**

The following key strategies and policies are included in the draft pre-submission Local plan proposed for approval:

- Housing need for the city over the plan period is 39,424 dwellings (2,464 dwellings per annum).
- This is an increase of 12,512 dwellings from the Reg 18 previous plan due to Central Government publishing a new standard method for calculating housing need. This resulted in the city's housing need increasing by 35%, adding a further 9,712 homes between 2020 and 2036. In March 2022 the Government published new data (affordability ratios) which increased housing need in the city by a further 2,800 homes to 2036.

- However, there will be an insufficient supply of land available in the city, which means there will be a shortfall that cannot be provided in the city of approximately 18,700 dwellings and 30 ha of employment land.
- A Statement of Common Ground (SoCG) on the redistribution of 18,700 unmet housing need and 23ha of employment land within Leicester and Leicestershire was approved by the City Council in April and would support our Local Plan progressing to an examination subject to approval by the individual councils.
- Housing and Employment Supply will be provided as follows:
- Five Strategic Sites
  - Former Western Park Golf Course – Including housing, employment and open space, waste recycling centre, and permanent Gypsy and Traveller provision
  - East of Ashton Green – Including housing, employment and open space
  - Land North of A46 bypass – Including housing and open space
  - Land West of Anstey Lane - Including Housing and open space
  - Beaumont Park – Employment and possible Gypsy and Traveller transit site
- 47 other sites will be allocated for housing
- There has been a net reduction of 23 sites from the local plan since the last Regulation 18 plan version.
- The Central Development Area (CDA) will provide around 6286 dwellings largely on brownfield sites to contribute towards housing supply. This is an increase on the previous Regulation 18 plan version of 1386 dwellings. The CDA also provides a focus for retailing, culture, leisure and entertainment.
- Employment – To meet around 30ha of employment need, new sites remain proposed to be allocated at the former Western Park Golf course; East of Ashton Green and Beaumont Park as well as two smaller sites at Thurcaston Road/Hadrian Road and Mountain Road. The city centre remains the focus for office proposals. Note, one or both of Beaumont Park and Thurcaston/Hadrian Road sites could provide Gypsy and Traveller transit sites.
- Open Space – The plan provides for a balance between housing, employment and open space. Development site proposals include some green wedge loss and public open space reductions. However, there are opportunities to secure new open space on strategic sites and enhance the quality of existing public open space through developer contributions.

- Transport – The plan will support the emerging Leicester Local Transport Plan, in particular improving key transport hubs; providing a fast and efficient bus network; and promoting walking and cycling.

### **3.4 Key planning policies that planning applications will be judged against.**

The following key policies included in the draft pre-submission Reg 19 Local Plan are highlighted:

- Climate Change – Includes air quality, transport, energy and flooding
- Health and Wellbeing – Good design, open spaces, employment, cycling and walking
- Internal Space Standards – City wide
- Affordable Housing including 30% on greenfield sites
- Policies in relation to Houses in Multiple Occupation, student housing, retention of family housing and supported housing
- Delivering Quality Places – includes tall buildings where suitable, landscaping, shopfronts, protecting residential amenity
- Policies to preserve our heritage assets and to support tourism in the city
- Maintaining and enhancing the quality of open space
- Protecting designated bio-diversity sites and support for Bio-diversity Net Gain
- Policies to protect existing sports pitches and support for new ones
- Support the city's retail hierarchy and leisure and cultural facilities

#### **○ Local Plan Timetable**

Subject to emerging Government policy and any associated changes in plan making requirements, the timetable for the local plan is as follows:

- *Issues and Options - Public Consultation (Complete)*

- *Emerging Options, Sites and Development Management Policies – Public Consultation (Complete)*
- *Public Consultation on Draft Local Plan (Regulation 18) (Complete)*
- Public Consultation on pre-submission Local Plan (Regulation 19) – January 2023
- Submit Local Plan to Government – estimated June 2023
- Local Plan Formally Adopted – Early 2024

#### **4. Proposed Public Consultation and Submission**

Officers will carry out consultation in line with the approved Statement of Community Involvement (SCI) document, which sets out how we will involve the public, developers, businesses and other agencies in the preparation of the council's planning policy documents.

It is intended to use a variety of methods of communication for consultation on the local plan. These include letters and e-mails, press releases and social media to ensure that there is appropriate public consultation and participation.

Following consultation, the pre-submission local plan and its supporting evidence will be submitted to the Secretary of State for an Examination in Public.

#### **5. Financial, legal and other implications**

##### 5.1 Financial implications

Whilst a great deal of officer time and effort goes into the development of the Local Plan, these costs are largely funded through existing staff budgets and reserves set aside for this purpose.

Stuart McAvoy, Acting Head of Finance, Ext 37 4004

##### 5.2 Legal implications

The draft pre-submission local plan will be subject to a further period of public consultation (Regulation 19). A public hearing before an independently appointed Inspector will then be arranged prior to adoption of the Local Plan by the Council.

The governing provisions dealing with these procedures are set out in the Town and Country Planning (Local Planning) England Regulations 2012 as amended.

Legal, Stuart Evans

### 5.3 Climate Change and Carbon Reduction implications

Buildings and land are responsible for the majority of Leicester's Scope 1 & 2 carbon emissions, with new development leading to both operational and embodied emissions. Considering the council's declaration of a climate emergency and ambition to reach carbon neutrality, it is therefore vital that these emissions are considered and addressed, including through the new Local Plan.

The council's current Climate Emergency Action Plan includes an action to ensure that the new Local Plan addresses the climate emergency. As set out within this report, the new Local Plan will include a policy on climate change, which will implement this action. The Climate Emergency Action Plan also contains an action on carrying out a study on sustainable construction to inform the Local Plan, which has been carried out. In addition, the council's Sustainability Service has been consulted on development of the new policy as part of the development of the Plan.

Aidan Davis, Sustainability Officer, Ext 37 2284

### 5.4 Equalities Implications

Under the Equality Act 2010, public authorities have a Public Sector Equality Duty (PSED) which means that they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't.

This is an on-going duty. Where a disproportionate negative impact on a particular protected characteristic/s is identified, steps should be taken to mitigate (reduce or remove) that impact.

Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

One of the three overarching objectives in achieving sustainable development is a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being.

The purpose of the Statement of Community Involvement is to ensure that all members of the public, stakeholders and industry professionals can become involved in the plan making process, and comment on planning applications. It aims to ensure that the views of a wide range of stakeholders from across a range of protected characteristics, backgrounds and communities are considered, supporting the aims of the Public Sector Equality Duty. Meaningful consultation on the local plan is an important method of collating evidence around any potential equalities implications and should aid the authority in paying due regard to the aims of the PSED.

An equality impact assessment has been produced for the plan; the assessment is an iterative document and should be revisited and updated throughout the process and should take into account the consultation findings. It is important that the consultation is accessible.

Equalities Officer, Surinder Singh, Ext 37 4148

5.5 Other Implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

None applicable

**6. Background information and other papers:**

- Local Plan – Attached
- Policy Map via link above in 3.1
- Supporting Evidence accessed via link above in 3.1 – Also see list in Appendix 2





# City of Leicester Local Plan

2020 to 2036



# Leicester Local Plan

## 2020 to 2036

Submission (Regulation 19) Plan  
November 2022

If you need help reading this document or require it in another format, please call 0116 454 0085 or email [planning.policy@leicester.gov.uk](mailto:planning.policy@leicester.gov.uk)



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## Foreword

Leicester is a proud and self-confident historic city with a rich heritage of buildings, a widely based economy and a wonderful diversity in its people.

The Leicester Urban Area has grown dramatically over recent decades, with a combined population now of almost 650,000. At the same time as we face the challenge of climate change, that pressure of growth is forecast to continue.

Following substantive consultation, this submission (Regulation 19) local plan shows how we respond to the pressure of growth and how it shapes the city of the future. Although the Local Plan must be focused on the administrative area of the city council it must also take proper account of the fact that the Leicester Urban Area now extends far beyond that boundary and that the city is set at the heart of a wonderful county. (See Diagram 1 overleaf)

Issues of housing, shopping, our economy and transportation cannot be discussed in isolation. Reflecting our interdependence, the Strategic Growth Plan agreed with our partner district councils and the county council sits behind this Local Plan.

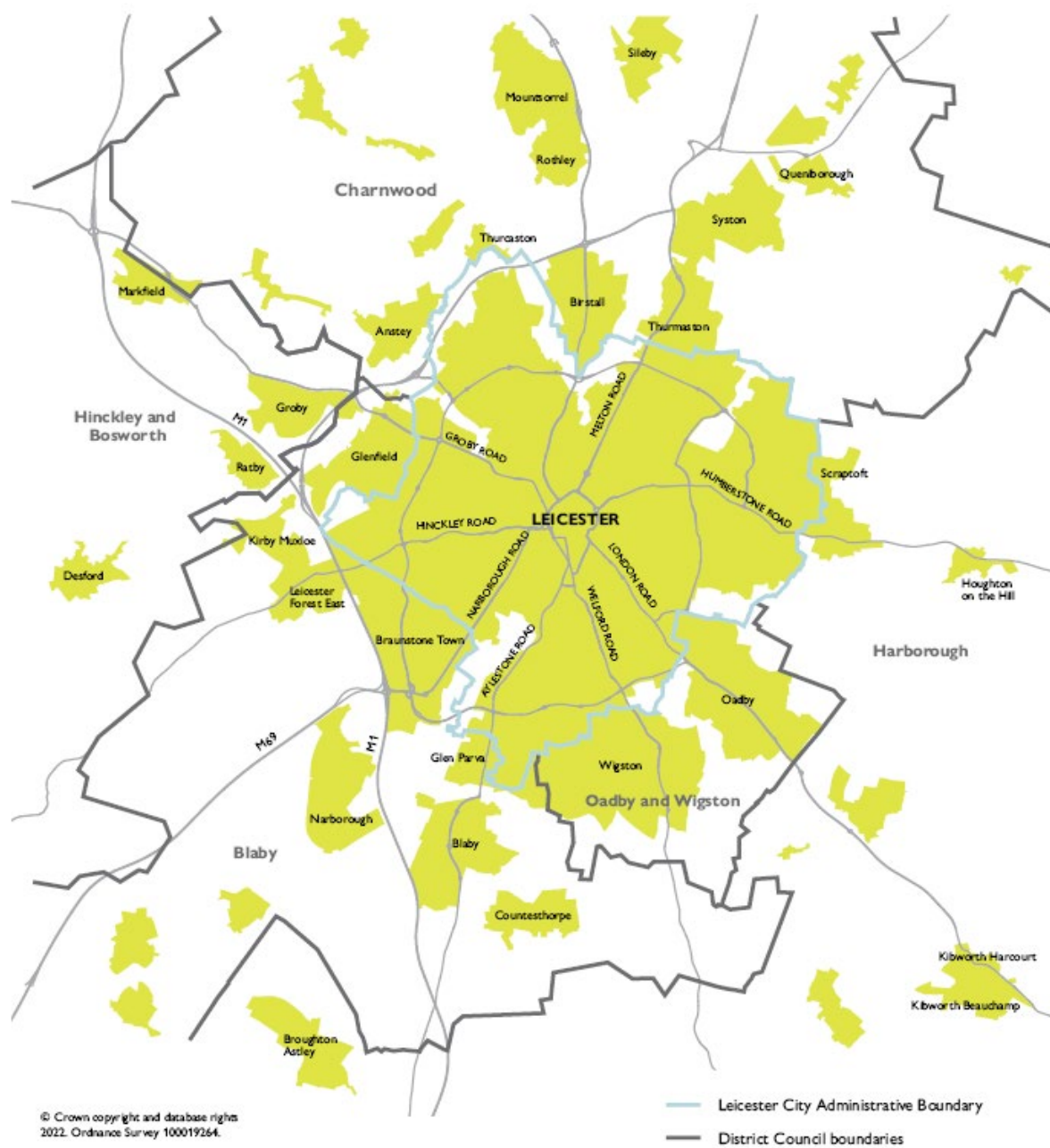
We have sought to secure full and ongoing co-operation from partners to enable the plan to deliver both Sustainable City and County growth.

I hope that a wide range of organisations and interested people, both within the administrative boundary and beyond it, will want to comment on the plan before it is formally submitted to the Secretary of State later this year. The coming months offer us all a unique opportunity to help shape our city for the next 15 years and beyond.

Sir Peter Soulsby  
City Mayor



Diagram 01. The Leicester Urban Area





# Chapter 1

## Introduction

1.1 In 2021 the Government published a revised National Planning Policy Framework (NPPF). The NPPF requires local planning authorities like Leicester City Council to support sustainable development and to plan positively for it, by preparing new local plans.

1.2 Leicester City Council has produced this Local Plan, which sets out the vision and objectives for the growth of the city over the next 15 years.

The plan will:

- Identify broad locations for development
- Allocate strategic development sites
- Set clear policies that guide decisions on planning applications
- Indicate how the plan will be delivered and how progress will be monitored

1.3 Its purpose is to provide the overall strategic and spatial vision for the future of the Leicester Urban Area.

1.4 The Local Plan must be flexible to allow for future changes in circumstances, including different policy frameworks or changes to the local, regional or national economy. Proposed development needs to be viable. This is important as the current economic climate presents significant challenges for place shaping. The Local Plan will provide the framework and certainty that will attract investment to Leicester allowing us to guide investment in ways that the community has signed up to.

1.5 A range of evidence has been prepared by the council to underpin the Local Plan, including that which was undertaken to inform the previous Local Development Framework Core Strategy process.

1.6 The Local Plan will become the development plan for the city. It sets out the vision and framework for future development for the plan period 2020 to 2036. It will replace the existing Core Strategy (2014) and saved policies from the 2006 Local Plan.

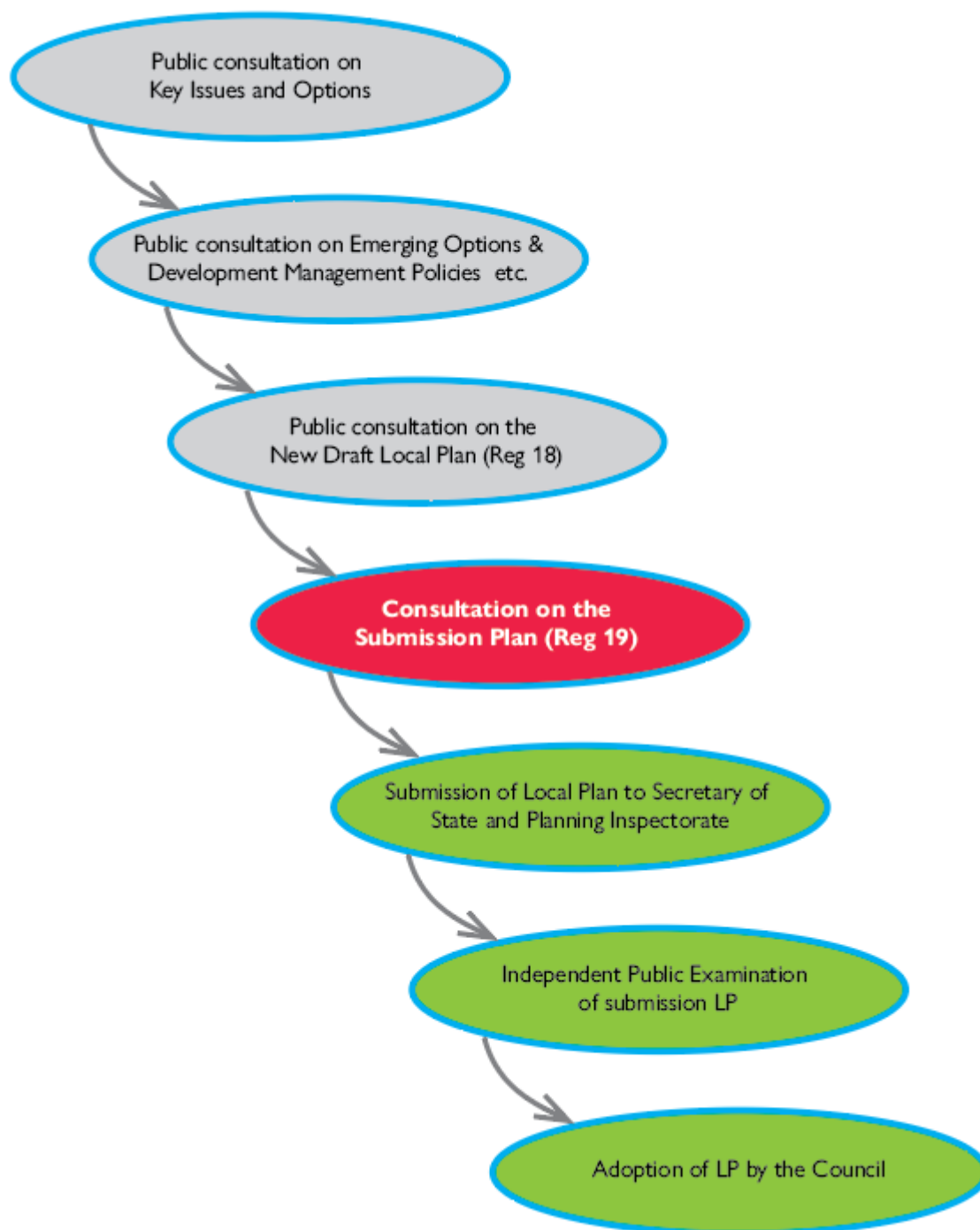
1.7 The Local Plan will be used to manage development through the determination of planning applications, making it clear where development is acceptable and helping to provide certainty for the local community. This will help to ensure that development is planned, co-ordinated, well designed and will make a positive contribution to the city.

1.8 The Local Plan does not contain detailed policies for waste and minerals. These will be set out in a separate Leicester Waste and Minerals Local Plan which will contain detailed guidance about the allocation of sites for waste disposal and protection for potential mineral sites.

### **How has the plan been developed?**

1.9 Since 2014, the council has undertaken a range of consultation exercises on various stages of developing its Local Plan. These consultations have considered all aspects of planning policy, although the fundamental focus has always been around the level of growth and how that growth is delivered. The plan has also taken into account changing national guidance.

**Figure 01. Key Stages in Preparing the Local Plan (Current stage in red)**



## **What other issues have we considered in preparing the Local Plan?**

1.10 In addition to national policies, we have complied with various European level regulations. The plan has been subject to a Strategic Environmental Assessment (SEA) to assess the plan's environmental impacts. A Sustainability Appraisal (SA) has also been undertaken to assess not only the environmental effects of the plan but also the economic and social. The council has also produced a Habitats Regulations Assessment/Appropriate Assessment (HRA), Equalities Impact Assessment (EIA) and has undertaken a Public Health Impact Assessment (PHIA) as part of public consultation on the plan.

## **Relationship to other Strategies**

1.11 The Local Plan has been informed by the aims of other city-wide plans and strategies including:

- Climate Emergency Strategy and Action Plan (2021)
- Economic Recovery Plan – First Steps (2020)
- Joint Health and Wellbeing Strategy and Action Plan (2019)
- Air Quality Action Plan (2015 – 2026)
- Draft Local Transport Plan (2022)
- Leicester Cycling and Walking Improvement Plan (2019)
- Leicester and Leicestershire Tourism Growth Plan (2019)

## **Duty to Co-operate**

1.12 Satisfying the council's responsibilities through the Duty to Co-operate is vital to the delivery of an acceptable Local Plan. The councils of Leicester and Leicestershire have a strong and long-established record of commitment to joint working with each other and with other public bodies. The preparation of the plan has involved engaging constructively, actively and on an ongoing basis with neighbouring authorities, key stakeholders and public bodies with regards to planning and economic matters.

1.13 The process relating to Duty to Co-operate (DtC) sets out the need for the councils to work closely together on cross boundary and wider strategic issues and to assess the critical interdependencies, such as transport, housing and employment needs, retail and waste. To demonstrate effective and on-going joint working strategic plan-making, authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in co-operating to address these matters.

## **The Leicester and Leicestershire Strategic Growth Plan**

1.14 The eight local authorities in Leicester and Leicestershire Housing Market Area (HMA) together with Leicestershire County Council and the Leicester & Leicestershire Local Enterprise Partnership (LEEP) have prepared a Strategic Growth Plan (SGP) that sets out the aspirations for delivering growth in the Leicester and Leicestershire HMA. It sets out, in broad terms, the amount and location of future growth (housing, economic, infrastructure) that the Leicester and Leicestershire HMA

(Housing Market Area) will be expecting to accommodate until 2050. The plan and supporting evidence are available at the following website:

[Leicester and Leicestershire Strategic Growth Plan \(lstrategicgrowthplan.org.uk\)](http://lstrategicgrowthplan.org.uk)

1.15 To ensure that the Leicester and Leicestershire HMA housing and employment need is fulfilled up to 2036 a Statement of Common Ground (SoCG) has been agreed with each local authority within the Leicester and Leicestershire HMA. This sets out how the Leicester and Leicestershire HMA employment and housing need will be met, including how any need that cannot be accommodated within individual local authorities will be dealt with.

### **How to use this Plan**

1.16 The plan should be regarded as one comprehensive publication and it is important that individual policies contained within the Local Plan are not viewed in isolation. For example, health and wellbeing is influenced by many factors such as good design, employment opportunities, open space and sport provision and the availability of quality housing. Policies will therefore be cross referenced with other policies in the plan where appropriate. Policy objectives may sometimes compete, so their context will be weighed against one another in decision making to secure an optimum outcome.

1.17 An 'Atlas of Proposed Changes' has also been produced, which illustrates the changes that we are proposing to make to the Policies Map that was adopted in January 2006. It comprises changes arising from the Leicester Core Strategy as well as the policies and proposals contained in this draft local plan and policies map.

1.18 The full evidence and supporting Statements of Common Ground, underpinning this Local Plan and policies are set out on the council's website. This evidence will be kept under review up to adoption of this plan.

### **Review of the Plan**

1.19 The NPPF (2021) states that to be effective, Local Plans need to be kept up to date and that strategies and policies should be reviewed to assess whether they need updating. Local planning authorities must review local plans at least once every 5 years from their adoption date. The council is committed to working in co-operation with partners, stakeholders and the community to continue to review and adapt our planning policies to meet these requirements.

### **Further Information**

1.20 For further information about this document, the Local Plan process or previous consultation documents please contact the Planning Policy team using the details below:

Planning Policy Team  
City Hall  
115 Charles Street

Leicester LE1 1FZ

Email: [planning.policy@leicester.gov.uk](mailto:planning.policy@leicester.gov.uk)

Website: [www.leicester.gov.uk/localplan](http://www.leicester.gov.uk/localplan)

# Chapter 2

## A Profile of Leicester: A Spatial Portrait

2.1 This chapter provides a broad overview or 'snapshot' of the physical characteristics of the city as well as the current social, economic and environmental conditions in Leicester. These provide the foundation from which the vision and spatial strategy are built. These are set out later in this document.

### **Location**

2.2 Leicester is a predominately urban area located in the centre of the county of Leicestershire. The Leicester Urban Area covers the administrative area of the city, as well as and other settlements such as Thurmaston, Birstall, Glenfield, Leicester Forest East, Braunstone Town, Syston, Anstey, Glen Parva, Oadby, Wigston, and Scraptoft. The population of the area is approximately 650,000.

Leicestershire County covers an area of 215,600 hectares and has a population of just over 1 million.

2.3 The administrative area of the city council covers nearly 7,500 hectares, with a population of about 368,300 making it the largest city in the East Midlands (ONS 2022 Census). The area provides housing, employment, shopping, public administration, leisure, health care at three hospitals and further and higher education facilities. Over recent years there has been substantial investment in the Highcross shopping centre, Haymarket, 'Connecting Leicester' project, and facilities such as the Curve & Performing Arts Centre and St Margaret's Bus station and the Railway Station. Other substantial investment has been made at the Phoenix Arts Centre, schools and health centres as well as provision of new housing schemes across the city e.g. Ashton Green and the Waterside Regeneration Area.

2.4 The city's two universities, University of Leicester and De Montfort University are highly acclaimed nationally and internationally and have a combined total of 43,100 students (as registered in the 2017/18 academic year). Also in Leicestershire, there is Loughborough University.

2.5 The city is at the heart of the national road network with quick and easy links to major motorways including the M1, M69, and M6. Leicester is just over one hour away from London via the midland mainline. East Midlands Airport is 30 minutes away and Birmingham airport is approximately a 50-minute drive from the city centre. This makes Leicester easily accessible from all major UK cities, Europe and international locations.

**The Community – Population and Demographics**

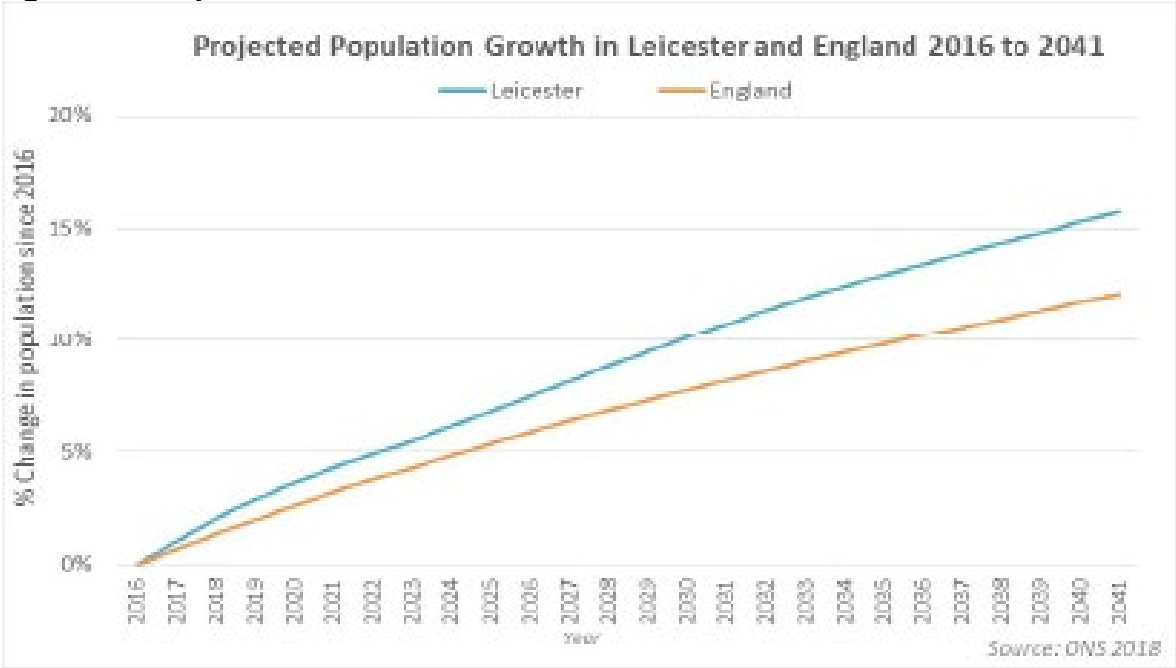
2.6 Leicester is the largest city in the East Midlands with a population of around 368,600 in 2021. The 2021 census data first release shows that Leicester Local Authority area’s population grew faster than all the England core cities between 2011-2021 at 11.8% and is one of fastest growing cities in the country. Furthermore, Leicester’s population density is now the third highest outside of London (Showing the fourth largest increase after Slough, Watford and Cambridge).

2.7 Leicester is also one of UK’s most youthful and dynamic populations with a median age that is younger than other major cities including Birmingham, Manchester, Nottingham, Bristol, and Edinburgh. The large proportion of younger people in Leicester reflects the student population attending Leicester’s two universities and inward migration to the city.

**Population Projections**

2.8 Figure 02 shows the projected population growth in Leicester compared to England. The figure anticipates a year-on-year population increase in Leicester over the next 20 years. It estimates a 7.5% increase between 2016 and 2026. In the longer term we estimate a 16% increase by 2041. This rate is higher than that expected for England (12%) over the same period.

**Figure 02. Population Growth**



Source: ONS, 2016-based population projections



## **Diversity**

2.9 Leicester is home to a rich and diverse range of ethnic and faith communities with 28% of the population (Source: Census 2011) born outside of the EU. Almost half of Leicester's residents classify themselves as belonging to an ethnic group that is not white. It is the UK's most diverse city with 240 faith groups and more than 70 languages spoken by the residents. Leicester also has one of the country's largest Asian communities (37% of the population), with 28% of all residents defining themselves as of Indian heritage and 9% as other Asian groups. At 3.8%, Leicester's African community is a notably larger proportion of the population than that for England (1.8%).

## **People with a Disability**

2.10 In 2011 (Source: Census 2011), over a quarter (32,447) of city households included a person with a long-term health problem or disability that limits the persons day-to-day activities and has lasted or is expected to last at least 12 months. This includes problems that are related to old age. A quarter of Leicester households in which at least one person has a long-term health problem or disability (7,909) also includes dependent children. By 2036 there will be an additional 19,361 households either already experiencing health problems or likely to develop health problems within 10 years. As expected, the incidence of disability in the city is highest in areas where the population is older (such as Thurncourt) and lower where the population is younger (for example, the city centre).

## **Climate Change and Air Quality**

2.11 A Climate Emergency Strategy was adopted in 2021 and the Climate Emergency Action Plan and Local plan implementation will be monitored, to safeguard the future growth of the city. The council has developed a programme of action to reduce greenhouse gas emissions and prepare for changing climate in the Emerging Climate Action Plan for the city. This plan sets out the carbon reduction and climate change actions we are taking, alongside other goals such as increasing levels of walking and cycling, improving air quality, minimising waste, increasing recycling, and protecting and enhancing biodiversity and our open spaces.

2.12 The Local Plan has an important role in helping the council to meet its legal requirement to comply with national and regional targets. Measures need to be put in place to minimise traffic emissions and minimise emissions from new development to assist Leicester to become a low emission city.

## **Economy**

2.13 The local economy is characterised by a very strong and diverse small business community. It has a larger manufacturing sector than the national average. Leicester continues to have a strong manufacturing base compared to the rest of the UK. The city has a high proportion of people employed in the public sector, which is understandable as the city is the natural focus in the sub region for education, health and local government.

2.14 However, the recent pandemic has put immense pressure on local businesses. Therefore, sufficient quality employment land needs to be maintained in the city to ensure that a strong and diverse economy can be sustained.

2.15 The growing confidence and strength of the city economy is well evidenced through major inward investment and a significant number of new jobs including IBM, Hastings Insurance and Mattioli Woods, together with other new office-based businesses such as PPL PRS and Octopus Energy. In addition, the city council developments of the Dock, LCB Depot, Friars Mill, Food Park, Makers Yard and The Gresham have provided much needed new workspaces for small businesses.

## **Homes**

2.16 Leicester has a high number of households that live in rented and overcrowded accommodation. The total social housing stock consists of approximately 20,000 properties city wide, a large proportion of which is made up of 1-3 bedroom properties. Over the past 15 years house price increases in Leicester (189%) have been higher than regional (154%) and national (158%) rates of growth. The city also sees notably higher levels of overcrowded, concealed and shared households, which is in part influenced by its diversity and student population. A net need of 17,871 affordable housing dwellings in the city (over the plan period) has been identified in the Local Housing Needs Assessment (2022), based on new government guidance. Delivery to address the emerging Housing Crises is a key priority.

2.17 A key challenge for the Local Plan is to deliver sufficient housing throughout the plan period. However, due to the constraints and lack of supply of suitable developable land within the city's administrative boundary, the city council will continue to work with the Housing Market Area (HMA) partners to ensure that any housing need that cannot be accommodated in the city can be sustainably located within the HMA as a whole. This is in line with the Strategic Growth Plan (SGP), and the agreed Leicester & Leicestershire Statement of Common Ground on Housing & Employment Need (June 2022).

2.18 It is also important that the plan responds to the needs of specific groups such as older persons, gypsy and travellers and students.

## **Transport**

2.19 The regional transport strategy context has been established through the 'Midlands Connect Strategic Transport Plan for the Midlands - Fairer, Greener, Stronger' published in April 2022. This identifies key priorities for regional level transport investment to support a more productive, prosperous, and sustainable economic development of Leicester and Leicestershire. Transport for East Midlands (TfEM) provides leadership on strategic transport issues in the East Midlands, agrees major investment priorities and provides collective input into the work of the Midlands Connect, the Department for Transport and its delivery bodies. TfEM and Midlands Connect have agreed a joint statement of working together to promote eight key investment priorities for the East Midlands.

2.20 A Strategic Transport Priorities document was published in Autumn 2020 which has been developed alongside the Strategic Growth Plan for the city and county which has a plan period to 2050. These plans were prepared together by Leicester City and Leicestershire County Councils to ensure that the long-term development needs and associated transportation requirements are co-ordinated and will also support the future prosperity of Leicester and Leicestershire.

2.21 Leicester City Council has secured £70m from the Department for Transport's Transforming Cities Fund. This is delivering significant improvements to Leicester's transport network. For example, transforming public transport provision and improving and connecting city centre transport interchanges would help support the majority of new growth in Leicester for the next 5 years. In addition, a Leicester Enhanced Partnership Bus Plan published in Spring 2022 sets out an ambitious and inspiring way forward for transport, building upon recent and major investments. A new Local Transport Plan (LTP) is also currently in development.

2.22 The Leicester Urban Area faces many different challenges and opportunities for transport over the lifetime of the local plan and beyond. Key issues that will have a significant influence on transport include climate change and air quality, growth and development and its impact on traffic levels, changing population and health.

## **Heritage**

2.23 Leicester is an ancient Iron Age settlement that was held as a high-status tribal centre near the east bank of the River Soar over 2,000 years ago. It became a significant capital city at the time of the Roman Conquest of Britain (around AD43). Much of the city was rebuilt following the arrival of the Industrial Revolution in mid-1700s, and more communities migrated to Leicester after World War II. Leicester has a rich and varied historic environment which contributes to our knowledge and understanding of the past. The historic environment has wider social, cultural, economic and environmental benefits to the city. It helps define an area, creates a sense of place and serves as a focal point for civic pride, tourism, inward investment and the creation of jobs.

2.24 Leicester has a rich history from Roman, Saxon and Norman times and in more recent centuries became one of the most significant centres for textile and hosiery manufacture in the UK. It has 11 Scheduled Monuments, over 397 Listed Buildings of special architectural or historic interest and 25 conservation areas.

2.25 Careful management of the historic environment is necessary to ensure its importance is recognised and that it can continue to contribute to the success and growth of the city.

## **Changing City Centre and Retail**

2.26 Technology is changing the way we shop. We are now buying goods more frequently online and via mobile phones. The Covid-19 pandemic and impact of lockdown measures (both local and nationally) have also added to the pressure that our high streets and operators are facing. This has implications for the type of physical stores we require. Leicester's city centre like many others, is promoted as a

destination with a range of shopping and leisure activities. The way that people do their food shopping is also changing.

2.27 These trends raise a series of challenges for how the local plan shapes change and supports our city centre, town centre, district and local centres across the city. The introduction of “Class E” in September 2020 placed a wide range of uses, which included retail, food, financial services, gyms, healthcare, nurseries, offices and light industry into a single use class. This measure will introduce greater flexibility for operators and will broaden the range of uses that we see within town centres that do not require planning permission. In the same way, Class E gives greater flexibility to Class E uses that are located outside of defined shopping centres.

Key issues include:

- How to integrate new retail development with a wider range of uses within the city centre especially in light of the recent changes to the use classes order
- How to balance demand for leisure uses and particularly the night-time economy with growing residential use of the city centre
- How to support our town centres and district and local centres in providing a range of shops and services that meet the needs of all groups in society

## **Education**

2.28 Leicester’s educational attainment is below the UK average with 28% of Leicester’s residents having no qualifications against a figure of 22% for England (Source: 2011 Census).

2.29 The percentage of people in Leicester with higher education qualifications is lower than in the rest of England. However, there is some evidence that this gap is reducing. Spatially, the areas with lowest educational attainment are the outer estates to the west of the city and the inner-city areas.

2.30 The University of Leicester, De Montfort University, Leicester College and other sixth form colleges including Gateway College play an important role in the city. However, an area of concern is the low retention of graduates, especially medical graduates from the city’s two universities. In general, educational attainment can be closely linked to income levels, employment opportunities and deprivation. Improving education and skills is also a priority for the city.

## **Open Space and Green Infrastructure**

2.31 Leicester’s open space network consists of a variety of spaces of differing size, quality and function, comprising almost 25% of the city area. Approximately half of the open space network is in the green wedges, which were allocated in 2006.

2.32 The River Soar and Grand Union Canal corridor that flows from south to north through the city centre is an important resource for wildlife and connects many open spaces along its path.

2.33 The city's green infrastructure includes a network of multifunctional open spaces including, waterways, formal parks, gardens, woodlands, street trees, green corridors, nature reserves and links to open countryside. These areas are intrinsically linked and are valuable in the maintenance and enhancement of biodiversity. They also provide opportunities for sport and recreation and contribute to wider environmental benefits, including managing flood risk.

### **Health and Wellbeing**

2.34 Life expectancy in Leicester is lower than the England average. Whilst this has improved over the past decade it has shown a slower improvement than England overall.

2.35 Leicester's diverse population is marked by a greater number of younger people and lower number of older residents than the national average. There is a persistent gap in health between Leicester and England overall. The health gap between the more deprived and the more affluent communities within Leicester has remained unequal.

2.36 New and existing communities need the appropriate health and community infrastructure to support their needs and wellbeing. This is an important issue for the new Local Plan. Environmental issues such as air quality, the provision of open spaces and leisure opportunities, and access to education and employment can all affect health and wellbeing.

### **Waste and Minerals**

2.37 As a unitary authority, Leicester City Council is a waste and minerals planning authority. This responsibility involves identifying waste arising from all sources within the administrative boundary of Leicester and the Leicester Urban Area and requirements for minerals including aggregates and how these will be sourced.

# Chapter 3

## Vision for Leicester

3.1 The vision and objectives form the heart of the Local Plan and are built from the foundations laid out in the spatial portrait. They take into account the council's corporate priorities and strategies. The council has utilised a range of previous consultations (See Figure 01) and evidence to help formally shape the vision and objectives for the city for the next 15 years.

### The Vision

**A confident city with a reputation as a cosmopolitan, creative and academically rich place, in which businesses thrive and there is strong sustainable of growth in housing, jobs and skills.**

**A place where all people who live, work and enjoy the city feel proud to belong to our city and that our city belongs to them.**

3.2 Below are the key objectives which inform and support the overarching vision:

Objective 1: Support the delivery of new homes balanced with economic growth to meet the needs of all people.

Objective 2: Prepare for, limit and adapt to climate change.

Objective 3: Support economic growth, maximise employment opportunities and support businesses to grow.

Objective 4: Improve the health and wellbeing of local residents.

Objective 5: Ensure new development is of a high-quality design and layout which reflects local context and circumstances.

Objective 6: Enabling the right infrastructure for the city to grow and thrive.

Objective 7: Conserve and enhance the identity, character and diversity of the city's built and heritage assets.

Objective 8: Protect and enhance the natural environment including green infrastructure and biodiversity.

Objective 9: Make efficient use of existing transport infrastructure by helping to reduce the need to travel by car and improve accessibility to jobs and services.

Objective 10: Enhance the vitality and viability of our city centre, town centres and district and local centres.

### **Presumption in Favour of Sustainable Development**

3.3 The government expects the planning system to actively encourage growth, giving local people the opportunity to shape communities, whilst ensuring sufficient housing to meet local need and support economic activity. This approach is entirely consistent with the council's vision and aspirations for Leicester. In this context it is important that the planning system does everything possible to support economic growth and sustainable development.

3.4 In accordance with the National Planning Policy Framework 2021 (NPPF), all the policies within the local plan have been prepared with a presumption in favour of sustainable development.

#### **Policy VL01. Presumption in Favour of Sustainable Development**

- a) When considering development proposals, we will apply the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF)
- b) The city will work pro-actively with applicants to find solutions so that appropriate proposals can be approved wherever possible to secure development that improves the economic, social and environmental conditions in Leicester.
- c) Planning applications that accord with policies in the local plan will be approved unless material considerations dictate otherwise
- d) Where there are no policies relevant to the application, or relevant policies are out of date at the time of making the decision, then the council will grant permission unless material considerations indicate otherwise, taking into account whether:
  - Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole; or
  - Specific policies in the NPPF indicate that development should be restricted.



# Chapter 4

## Strategy for Leicester

4.1 This chapter presents the main components of our Strategy. It contains the council's strategic policies for different parts of the city. It sets out the type, scale and broad locations of where new homes, infrastructure, open spaces, employment uses and shops will be developed in the period up to 2036. See Diagram 2 - Growth in Leicester.

4.2 All aspects of development must meet rigorous standards of social, economic and environmental sustainability. The council has undertaken an appraisal of all the reasonable planning options for the Local Plan assessed against a range of objectives and sustainability criteria and this has guided the draft strategy.

### **The Leicester and Leicestershire Strategic Growth Plan**

4.3 This Local Plan covers the period to 2036 in the context of the Strategic Growth Plan (SGP) which enables effective cooperative working with other local planning authorities in the Leicester and Leicestershire Housing Market Area (HMA) over the plan period.

4.4 The Strategic Growth Plan has been prepared by the ten partner organisations in Leicester and Leicestershire to provide a long-term vision that will address the challenges that the area faces, and the opportunities presented for growth. The plan sets out an agreed strategy for the period to 2050, which will be delivered through Local Plans.

4.5 The key strategic planning issues affecting Leicester and Leicestershire are as follows:

- Securing major strategic infrastructure investment to support planned housing and economic growth
- In declaring a climate emergency, ensure that development in the city achieves very low carbon dioxide emissions
- Meeting in full the requirement for housing across the Strategic Housing Market Area and thus accelerating the delivery of new homes
- Meeting the need for employment land across the Functioning Economic Market Area (FEMA)
- Aligning substantial housing and employment growth, such that the need to travel is reduced with enhanced opportunities to use public transport and active travel methods
- Meeting the majority of long-term future housing and employment land needs in strategic growth locations



- Encouraging healthy and active lifestyles to improve the health and wellbeing of local residents

4.6 To ensure that the Leicester and Leicestershire HMA housing and employment need is fulfilled up to 2036, Leicester & Leicestershire Statement of Common Ground on Housing & Employment Need (June 2022) has been produced and agreed by the following local authorities within the Leicester and Leicestershire HMA.

- Oadby and Wigston Borough Council
- North West Leicestershire District Council
- Leicestershire County Council
- Blaby District Council
- Oadby and Wigston Borough Council
- Melton Borough Council

### **Sustainability Appraisal**

4.7 The city council has carried out a sustainability appraisal process, to assess the social, environmental and economic effects of the plan from the outset. This will help ensure that decisions contribute to achieving sustainable development.

4.8 The sustainability appraisal is integral to the plan making process and performs a key role in providing a sound evidence base for the plan. It facilitates the evaluation and choice of alternatives and also helps demonstrate that the plan is the most appropriate, given the reasonable alternatives.

### **Strategy for Leicester: How much new development is required?**

4.9 A key aspect of the Local Plan is to identify the amount of new jobs and homes needed and translating these into the provision of sufficient land.

### **1. Housing - Chapter 5**

4.10 The National Planning Policy Framework requires councils to calculate their local housing needs based on a standard methodology. For Leicester, the local housing need is 2,464 dwellings per annum (39,424 homes over the plan period) which includes the 35% uplift for large cities. The local plan identifies a target of 1,296 dwellings per annum. About 20,730 homes will be delivered over the plan period, with the remainder housing need being apportioned as agreed in the Statement of Common Ground (SoCG).

### **Proposed Options for Meeting Housing need in the city**

- Prioritisation of new housing development on brownfield sites in the Central Development Area and attracting more people to live in the city centre
- Delivery of housing on sites within the city (outside the Central Development Area) that are housing allocations in the Local Plan or that have current planning consents. This includes the completion of development at Ashton Green
- Ensuring the efficient use of land and seeking to achieve higher densities in the right locations whilst ensuring a suitable mix and type of housing

- Seek development of new strategic locations for housing - former Western Park Golf Course; east of Ashton Green; Land north of the A46 bypass; and land west of Anstey Lane
- Remodelling and improvement of sites in existing residential areas to increase housing supply and create more balanced communities
- To continue working on the SoCG with authorities within the Housing Market Area (HMA) to agree the spatial distribution of housing need that cannot be met in the city

4.11 Even with these sites coming forward there will not be enough housing land in the city given its tightly drawn administrative boundaries and lack of developable and viable sites. The spatial distribution of the city's housing need that cannot be met, in addition to any other unmet need arising within the Housing Market Area (HMA) has been agreed in the Leicester & Leicestershire Statement of Common Ground on Housing and Employment Need (June 2022).

## **2. Employment** - Chapter 12

4.12 As well as providing new homes it is vitally important that the city's economy is supported and able to grow, providing new jobs and investment into the city. For a number of years, the surrounding areas have grown jobs faster than the city. Increasingly, industrial land is being redeveloped for alternative uses. Prior to the employment land at Ashton Green no significant new employment land has been provided within the city's boundaries for many years. Fourteen hectares at Bursom Business Park (around Hoods Close and Ashton Close) was the last significant addition over 25 years ago. Appropriate provision is needed, in order to augment the city's economy.

4.13 The 2020 Economic Development Needs Assessment (EDNA) identified the city as needing 65 hectares of employment land. Therefore, the council is fully supportive of the following economic growth projects:

- Continued delivery of offices - A priority for the city centre with two proposed office allocations around the railway station and at Southampton Street
- Pioneer Park (at Abbey Meadows) - Science, research and innovation building, adjacent to the new University of Leicester Space centre
- Cultural Quarter - Business start-ups and creative industries
- New Manufacturing - High quality new employment areas at former Western Park Golf Course, Beaumont Park, and land east of Ashton Green
- Retention of existing employment land that is 'fit for purpose', including textile areas and neighbourhood employment areas

4.14 Provision of housing sites is a priority, so 23 hectares of employment need will be met outside the city boundary as agreed in the Leicester & Leicestershire Statement of Common Ground on Housing & Employment Need (June 2022).

## **3. Central Development Area** - Chapter 9

4.15 The aim of the Central Development Area (CDA) is to enable the city council to direct, optimise and encourage investment, whilst managing development appropriately within a local context so that it delivers high quality design. This in turn

creates certainty and developer confidence. Nine important distinctive character areas (see Diagram 6) have been identified with a specific vision for each.

4.16 The overall objectives for this area are:

- Providing around 6,286 dwellings
- Promoting the growth of the city centre as the sub-regional focus for commerce, retailing, culture, leisure and entertainment
- Enriching the retailing experience by protecting and enhancing the historic environment through heritage led regeneration
- Promoting tourism - this plays an important role in the city's economy and there are significant opportunities to grow both the visitor and business tourism markets in the coming years
- Enabling and facilitating the provision of top-grade offices

#### **4. Infrastructure** - Chapter 18

4.17 Our planned growth must be supported by infrastructure and facilities which are deliverable at the appropriate time and in the right locations. An Infrastructure Assessment covering the city has been undertaken to establish infrastructure needs resulting from planned growth, the costs and sources of funding, and responsibility for delivery. The city council will work closely with neighbouring authorities on needs arising from growth and development beyond the city boundary. This requires consideration of interdependent infrastructure and critical dependencies beyond the city's administrative boundary.

#### **5. Retail and Leisure Growth** - Chapter 13

4.18 The city council commissioned a new retail & leisure study in 2021 to establish the need for new comparison and convenience shopping floorspace. The study also considers future leisure needs.

4.19 There will always be a need for new shops and leisure facilities to accommodate increased demand, or to replace outdated facilities. As shops adapt to the convenience of internet shopping through innovation, experience and technology, it will become more important than ever that such developments are in the right locations.

4.20 The new local plan will support shopping centres in the retail hierarchy as the most sustainable location for retail development and other main town centre uses. The city centre will be the preferred location for retail, cultural and leisure uses. Beaumont Leys town centre has a role serving retail and leisure needs in the north-west sector of the city. District and local centres can meet more local needs.

#### **6. The Green Infrastructure Network** – Chapters 14 & 15

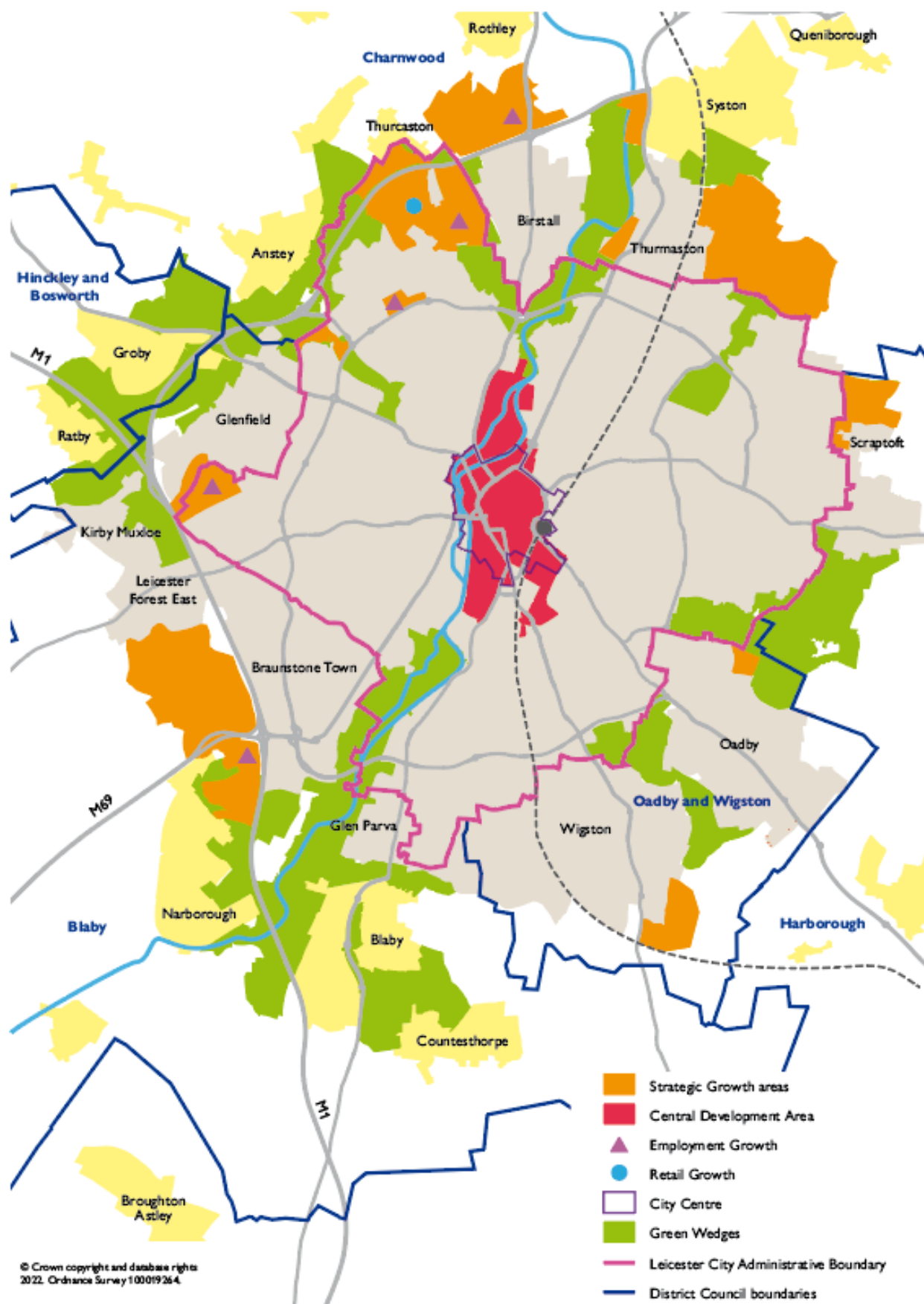
4.21 Throughout the city and in the wider Leicester area there is a network of open spaces, parks, wildlife areas, nature reserves, greenways, rivers, and waterways that connect the heart of the urban area to the wider countryside. This green network provides walkways, leisure routes, cycleways, places for formal and informal play, recreation, a place for people to see and experience wildlife and natural places on

people's doorstep. The network also includes areas for flood alleviation, Sustainable Urban Drainage Systems (SuDS), allotments, sports pitches and plays a key part in helping to improve air quality and reduce water pollution. It consists of green wedges and open spaces. The River Soar and Grand Union Canal have an important role in providing a strategic green/blue infrastructure corridor that runs through the city.

4.22 Notwithstanding the pressures to deliver growth in the city and wider area, protection and enhancement of this green network is an important element of this plan's strategy.

4.23 The plan will position the city's response to The Environment Act 2022, in terms of policy to support delivery of Biodiversity Net Gain and work on the Leicester and Leicestershire Nature Recovery Network.

Diagram 02. Growth in the Leicester Urban Area.



## Location of Development

- The city centre will continue to be designated as a strategic location for housing. This creates greater opportunity for a range of housing densities as described in the housing chapter (Chapter 5)
- The development of strategic housing sites at the former Western Park Golf Course, land east of Ashton Green, land north of the A46 bypass, and land west of Anstey Lane will be brought forward so that they can provide a readily developable alternative location for new housing. Housing development at Ashton Green will continue to be built out during the plan period
- To build on Leicester's economic growth and competitiveness, a priority will be to ensure a balanced supply of employment land and premises is available to meet the needs of local and new business and to attract inward investment
- The development of strategic employment provision will be included, at the former Western Park Golf Course, east of Ashton Green, and the Beaumont Park site will be brought forward so that they can provide a readily developable alternative location for new employment and for existing business to expand sustainably. Development at Ashton Green's Business Park will continue to be built out during the plan period
- The city centre will also be the preferred location for retail, cultural and leisure uses that serve the city and the wider Leicester Urban Area, and for professional offices

### Policy SL01. Location of Development

Development will be located in accordance with the spatial strategy outlined below and as shown on Diagram 2 - Growth in Leicester.

#### Housing

The Government's standard methodology identifies the amount of new housing that should take place in Leicester by 2036. An overall housing need of 39,424 homes across the plan period has been identified for Leicester. The city council will work with districts within the Housing Market Area (HMA) and with partners in the public, private and voluntary sectors, to ensure the delivery of housing as part of sustainable mixed communities.

Leicester City Council will work towards a target of providing 20,730 dwellings over the plan period from 2020-36 (1,296 dwellings annually) to contribute towards identified need within the city.

Residential development will take place in the following locations in the city:

- 6,286 homes in the Central Development Area (CDA)
- 1,838 Homes in the following strategic sites
  - Former Western Park Golf Course
  - Land East of Ashton Green
  - Land north of the A46 bypass
  - Land west of Anstey Lane
- The remaining 1,230 homes will be built on smaller non-strategic sites elsewhere in the city (see **Appendix 6**).

- The city council will continue to work with authorities within the Housing Market Area (HMA) to agree the spatial distribution of housing need that cannot be met in the city. About 18,694 homes from our identified housing need will be accommodated in the neighbouring districts as part of their targets through their local plans.

### **Employment**

Evidence in the 2020 Economic Development Needs Assessment (EDNA) 2021 identifies the amount of new employment development that is needed in Leicester by 2036 as being:

- 65ha land for light / general industry and small-scale storage and distribution use
- 46,000 sqm offices
- Additional land for Strategic distribution uses (over 9000 sqm in size) will not be provided within the city's boundary

### **High Quality Economic Development Areas**

Recognising the priority of residential development, to minimise unmet housing need, only around 30 ha of land is proposed for allocation within the city's boundaries, including new employment development (light industry (E(g)iii), general industry (B2) and small-scale storage and distribution (B8) uses) in the following three strategic employment sites - Former Western Park Golf Course, East of Ashton Green and Beaumont Leys Park and 2 other local sites (See Table 08 in Chapter 12).

Charnwood Borough Council has agreed to provide 23 ha to help meet this need, which is set out in the Leicester and Leicestershire Housing and Employment need Statement of Common Ground (June 2022). We will continue to work with the districts within the Housing market Area (HMA) to meet future employment need.

Mountain Road site is the only remaining allocation from the previous local plan which has yet to be developed and there is no other undeveloped employment land available. The Council is therefore undertaking asset reviews and considering the impact of the flexibility of the E Use Class Order, to monitor and make provision for the outstanding employment land beyond this 23 ha of unmet need.

### **New Office Development**

Land will be allocated for new offices at two sites:

- The station car park and former Campbell Street sorting office for major office development providing a minimum of 20,000 sqm of new offices.
- Land around Phoenix Square (between Burton Street, St Georges Way, Southampton Street and Morledge Street) being mixed-use office led development, with some residential use, providing a minimum of 20,000 sqm office floorspace and a maximum of 200 residential units (Use Class E(g)i/ C3).



## Former Western Park Golf Course

4.24 The Local Plan identifies 52.1 ha of land in the western part of the city within the Leicester city administrative boundary. This land is part of a larger area which lies within Blaby District Council but is owned by LCC. The two councils plan to work together to bring the wider piece of land forward for development.

4.25 The former Western Park Golf Course is one of the five strategic key sites and will help to bring forward approximately 412 houses, provision for self-build/ custom-build plots, about 3.48 ha of open space and 9.74 ha of employment land.

4.26 A Masterplan will be required to develop the site for housing, employment, household waste recovery centre, green infrastructure, Biodiversity Net Gain and open space that is in keeping with the character of the surrounding area. Due regard will need to be given to the surrounding green wedge and will need to be in compliance with the rest of the policies in this plan.

The site will be brought forward for development through joint working with agents, builders, developers, infrastructure providers and Blaby District Council. The city council owned land in the district of Blaby has been promoted through Blaby's 'call for sites' as part of their local plan evidence.

### **Policy SL02. Strategic Site 1: Former Western Park Golf Course (LCC owned)**

Leicester City Council will work in partnership with developers and partners to deliver the Former Western Park Golf Course, identified as a strategic development location in the spatial strategy and as shown on the policies map. The development will provide:

#### **Housing**

- 412 homes, 30% of which will be expected to be affordable in accordance with Policy Ho04.
- Homes of a range of tenures, types, and sizes, in accordance with Policy Ho03.
- High quality design, in accordance with Policy DQP01 and other design policies in this plan
- Self-build / custom build plots in accordance with Policy Ho06.
- Gypsy and Traveller pitches (7 permanent pitches) in accordance with Policy Ho12.

#### **Employment**

- 9.74 ha of employment land for Class E (g)iii, B2 and B8 uses.
- Household Waste Recovery centre, around 1.5ha.

#### **Open Space**

- 3.48 ha of public open space.
- Measures to achieve biodiversity net gain.

#### **Delivery**



- Leicester City Council as landowner will work jointly with the promoters, development partners and Blaby District Council to ensure the timely delivery of the site and establish the mechanisms for securing the infrastructure needed to enable the development of this site.
- Delivery of the site must be based on a master plan with an associated delivery and a phasing plan.

## Land to the east of Ashton Green

4.27 The Local Plan identifies about 53 hectares of land to the east of Ashton Green. This site comprises two sites which are land to east of Leicester Road adjacent Ashton Green (48.10 hectares) and land north of Birstall Golf Course (4.73 hectares). The larger site has been identified for residential development and a secondary school. The indicative capacity is that 670 dwellings can be accommodated on the site. The smaller parcel has been identified for employment use.

4.28 The site will require a masterplan to develop the housing, green infrastructure, Biodiversity Net Gain, open spaces, sustainable urban drainage systems (SUDS) and be in keeping with the character of the surrounding area. Due regard will need to be given to the surrounding green wedge and be in compliance with the rest of the policies of this plan. The site will be brought forward for development through joint working with agents, builders, developers, and infrastructure providers.

### **Policy SL03. Strategic Site 2: Land to the east of Ashton Green**

Leicester City Council will work in partnership with developers and partners to deliver land to the east of Ashton Green identified as a strategic development location in the spatial strategy and as shown on the policies map. The development will provide:

#### **Northern Zone**

##### **Housing**

- 670 homes, 30% of which will be expected to be affordable in accordance with Policy Ho04
- Homes of a range of tenures, types, and sizes in accordance with Policy Ho03
- High quality design in accordance with Policy DQP01 and other design policies in this plan
- Self-build / custom build plots in accordance with Policy Ho06

##### **Facilities and services**

- A secondary school with about 1,200 students capacity and any associated infrastructure.

##### **Open Space**

- Around 4.94 ha of open space
- Measures to achieve Biodiversity Net gain

## **Southern Zone**

### **Employment**

- Although this site is 4.6 ha gross, most of this will be needed to provide the green infrastructure. 1.67 ha will be built out as employment land for Class E (g)iii B2 and B8 uses

### **Delivery**

- Leicester City Council as landowner will work jointly with the promoters and development partners to ensure the timely delivery of the site, establishing the mechanisms for securing the infrastructure needed to enable the development of this site.
- Delivery of the site must be based on a master plan with an associated delivery and a phasing plan.

## **Land to the north of the A46 Bypass**

4.29 The Local Plan identifies about 33 ha of land to the north of the A46 Bypass. A capacity of 420 dwellings has been identified on this site.

4.30 The site will require a masterplan to develop the housing and green infrastructure, open spaces and sustainable urban drainage systems (SUDS) in keeping with the character of the surrounding area, with due regard to the surrounding green wedge and in compliance with the rest of the policies of this plan. The site will be brought forward for development through joint working with agents, builders, developers and infrastructure providers.

## **Policy SL04. Strategic Site 3: Land north of the A46 Bypass**

Leicester City Council will work in partnership with developers and partners to deliver land to the north of A46 Leicester Western Bypass, identified as a strategic development location in the spatial strategy and as shown on the policies map. The development will provide:

### **Housing**

- 420 homes in total have been identified at this location. 30% of which will be expected to be affordable in accordance with Policy Ho04
- Homes of a range of tenures, types, and sizes in accordance with Policy Ho03
- High quality design in accordance with Policy DQP01 and other design policies.
- Self-build/custom build plots in accordance with Policy Ho06
- Retention of the on-site pond

### **Open Space**

- To be defined in combination with environmental and biodiversity enhancements through the masterplanning process.

### **Delivery**

- Leicester City Council as landowner will work jointly with the promoters and development partners to ensure the timely delivery of the site and establish the

mechanisms for securing the infrastructure needed to enable the development of this site.

- Delivery of the site must be based on a master plan with an associated delivery and a phasing plan.

### Land west of Anstey Lane

4.31 The Local Plan identifies 17 hectares of land at this strategic location which comprises three parcels of land. The parcels of land are land north of Billesdon Close (12.8 hectares) with a site capacity of 240 homes; The Paddock (4.5 hectares) with a capacity of 84 dwellings; and a small parcel of land to the south of Gorse Hill Hospital (0.5 Hectares) with a capacity of 12 dwellings. In total, this strategic site has an indicative capacity of 336 dwellings.

4.32 The site will require a masterplan to develop the housing, green infrastructure, open spaces, and sustainable urban drainage systems (SUDS) and be in keeping with the character of the surrounding area. The masterplan will also need to consider any education provision should a need be identified. Due regard will need be given to the surrounding green wedge and be in compliance with the rest of the policies of this plan. Subject to a comprehensive access solution, including adjacent sites in Charnwood and Blaby, the site is suitable for housing.

#### **Policy SL05. Strategic Site 4: Land west of Anstey Lane**

Leicester City Council will work in partnership with developers and partners to deliver land west of Anstey Lane identified as a strategic development location in the spatial strategy and as shown on the policies map. The development will provide:

##### **Housing**

- 336 homes across three parcels, 30% of which will be expected to be affordable in accordance with Policy Ho04
- Homes of a range of tenures, types, and sizes in accordance with Policy Ho03
- High quality design in accordance with Policy DQP01 and other design policies in this plan
- Self-build / custom build plots in accordance with Policy Ho06

##### **Facilities & services**

- Schools - Cross boundary cooperation between key stakeholders will be needed around education provision on this site

##### **Open Space**

- To be defined in combination with environmental and biodiversity enhancements through the master planning process.

##### **Delivery**

- Leicester City Council as landowner will work jointly with the promoters and development partners to ensure the timely delivery of the site establishing the mechanisms for securing the infrastructure needed to enable the development

of this site, including transport and access in an integrated and comprehensive manner, with emerging sites in Blaby & Charnwood.

- Delivery of the site must be based on a master plan with an associated delivery and a phasing plan.

## **Beaumont Park**

4.33 The Local Plan identifies about 20 hectares of land within Beaumont Park, the eastern portion of which is suitable for employment development. The site will be brought forward for development by the city council. Within the site it is possible to include a gypsy and traveller transit provision.

### **Policy SL06 Strategic Site 5: Beaumont Park**

Leicester City Council will work to deliver employment development, on land within Beaumont Park, identified as a strategic location, in the spatial strategy. The development will provide:

- 7.14 hectares of employment development within the wider 20 ha site
- Approximately 25,000sqm of floorspace for light Industry (E(g)(iii)), general industry (B2) and storage and distribution (B8) uses (with ancillary offices only)
- In addition to the general planning requirements, development will need to address, ecology, trees, land contamination, design quality and sports provision
- Gypsy and traveller transit site that could accommodate 12 caravan spaces

# Chapter 5

# Housing

## Evidence Base

5.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Local Housing Needs Assessment 2022
- Gypsy and Traveller Accommodation Needs Assessment (2017)
- Gypsy and Traveller Accommodation Needs Assessment (Partial Update 2019)
- Strategic Housing and Economic Land Availability Assessment (SHELAA) (2022)
- National Space Standards Local Evidence (2022)
- Central Development Area (CDA) Capacity Study (2022)
- Leicester and Leicestershire wide Housing and Employment Needs Assessment (2022)

## Background

5.2 The NPPF suggests that local planning authorities should deliver a wide choice of high-quality homes that widen opportunities for home ownership and create sustainable, inclusive, and mixed communities. To achieve this, it is necessary to ensure that new housing developments are well designed, sustainably located, contribute to a good quality of life and meet the needs of the city's residents.

## Strategic Growth Plan

5.3 The Strategic Growth Plan (2018) sets out the aspirations for delivering growth in the Leicester and Leicestershire Housing Market Area (HMA). It sets out, in broad terms the amount and location of future growth (housing, economic, infrastructure) that the Leicester and Leicestershire HMA (Housing Market Area) will be expecting to accommodate until 2050.

5.4 To ensure that the Leicester and Leicestershire HMA housing need is fulfilled up to 2036, a Leicester & Leicestershire Statement of Common Ground on Housing & Employment Need (June 2022) has been agreed by each local authority within the HMA, with the exception of Hinckley & Bosworth Borough Council and Harborough Borough Council. The SoCG sets out how the Leicester and Leicestershire HMA housing need will be met, including how need that cannot be accommodated within Leicester will be dealt with. The Statement of Common Ground will be updated as appropriate.

## Housing Requirements and Supply

5.5 In accordance with the Spatial Strategy (policy SL01) provision needs to be made for a minimum of 39,424 dwellings during the plan period 2020 - 2036 (2,464 dwellings per year). The Local Plan housing target is 20,730 homes over the plan period (1,296 dwellings per annum).

5.6 The Local Plan will seek to deliver this through a variety of options, in accordance with the NPPF including existing commitments, housing allocations including strategic sites, capacity within the Central Development Area (CDA), suggested by an appropriate windfall allowance and the distribution of the remainder of the housing need within the HMA, which has been agreed in the Statement of Common Ground (SoCG).

5.7 Extant outline and full planning permissions up to 31st March 2022 have been included in the commitments. This includes the student and older people's housing with the appropriate conversion rate applied. A total of 9,410 dwellings (about 45%) will be met through commitments. Depending upon the status of a consent, these are likely to come forward within the first five years, or between 6-10 years.

5.8 A range of sites have been assessed and identified in the plan as new allocations. These include four strategic sites where around 1,838 (9%) dwellings will be developed. The plan also allocates other smaller sites (outside the Central Development Area) which have a capacity of 1,230 (6%) dwellings.

5.9 The NPPF encourages local planning authorities to promote the effective use of land in meeting the need for homes and other uses by making as much use as possible of previously developed land (brownfield land), while safeguarding and improving the environment. Based on the Central Development Area Capacity Study, the plan identifies the Central Development Area as a significant location for housing development. About 6,286 dwellings (30%) is proposed in this area.

5.10 The NPPF also supports the development of windfall sites through planning policies as long as it is realistic and historic windfall rates have been considered along with expected future trends. It is estimated that about 2,354 (11%) dwellings will contribute towards the city's housing supply through the development of windfall sites.

5.11 The council will also seek to achieve its overall housing need through joint working with neighbouring districts within the Leicestershire HMA. The remainder of the need of 18,694 homes will be met within the HMA as agreed in the Leicester & Leicestershire Statement of Common Ground on Housing & Employment Need (June 2022) under Duty to Cooperate.

5.12 Table 1 below shows how the council's housing requirement will be met over the plan period.

**Table 1: Housing provision from 2020-36**

	<b>Component</b>	<b>Dwellings</b>
<b>A.</b>	Housing Need 2020-36 (Standard Method 2021)	<b>39,424 (2,464 dwellings per annum)</b>
<b>B.</b>	Completions 2020-21	1,050
<b>C.</b>	Completions 2021-22	842
<b>D.</b>	Total completions 2020-22 (B + C)	1,892
	<b>Commitments</b>	
<b>E.</b>	Commitments: detailed and outline permissions	9,410
<b>F.</b>	Saved previous Local Plan allocations	0
<b>G.</b>	Windfall allowance	2,354 (214dpa for 11 years)
<b>H.</b>	Allocations identified in the draft plan	1,230
<b>J.</b>	Central Development Area capacity work	6,286
<b>K.</b>	Strategic sites	1,838
<b>L.</b>	Total anticipated supply within the city	21,118
<b>M.</b>	Overall supply (anticipated supply + completions) – D + L	21,118 + 1,892 = 23,010
<b>N.</b>	Local Plan Housing Target (2020-36) (Approximate 11% buffer)	20,730
<b>O.</b>	Unmet need	18,694

Note: Numbers have been rounded up.

5.13 Housing provision in the early years of the plan will largely rely on existing housing sites being delivered through current planning permissions and allocations. Development of the strategic sites will happen towards the later years of the plan, which is mainly due to the infrastructure needed to support new housing.

5.14 A detailed trajectory showing this is included in Appendix 1.

### **Housing Allocations**

5.15 A systematic assessment of a range of sites was carried out in order to identify draft housing allocations. The sites were identified through the Strategic Housing & Economic Land Availability Assessment (SHELAA 2022). Sites capable of accommodating 5 or more units or that had an area of 0.25 hectares and above were considered and appraised before being allocated. The sites were assessed for their suitability, availability and achievability, with a reasonable prospect that they will come forward for development at specific points in time within the plan period.

5.16 The draft non-strategic allocations are listed in Appendix 6.

#### **Policy Ho01. Housing Allocations**

New housing will be delivered within the Local Plan on sites as identified in Appendix 6.

Housing proposals will be supported where they:

- a) Provide an appropriate mix of housing as identified in Policy Ho03
- b) Provide affordable housing in accordance with Policy Ho04
- c) Provide infrastructure required to support the proposed development in accordance with Policy DI01
- d) Achieve high quality design as set out in Policy DQP01 and other design policies
- e) Respect the character of the area in compliance with the environmental, design and heritage policies in the Local Plan
- f) Address site specific issues as set out in the Site Allocations document

### **Housing Development on Unallocated Sites**

5.17 Other sites such as infill and backland development sites have not been allocated for residential development in the Local Plan but will come forward as windfall development sites. Over the last few years an average of 214 dwellings per year has been provided on such sites.

5.18 Housing development may be supported on sites that are not identified as allocations in the Local Plan where they are considered to be suitable and contribute towards meeting the city's housing need.



## **Policy Ho02. Housing Development on Unallocated Sites**

The council will support proposals in accordance with Spatial Strategy Policy SL01 which contribute towards meeting the local development needs. Planning permission will be granted for new residential development on unallocated sites where:

- a) The proposals comply with relevant policies in this plan and any relevant supplementary planning documents
- b) The proposals will be supported by existing infrastructure or provide new infrastructure as part of the development
- c) The proposals are in accordance with design principles set out in Policy DQP01, other design policies in the plan and design guides/codes in order to provide a high-quality living environment and create sustainable communities
- d) Respect the character of the area in compliance with the environmental, design and heritage policies

## **Meeting a Range of Housing Needs**

5.19 In order to meet the variety of needs in the city, a range of housing must be provided. This includes affordable housing, student housing, older people's housing, houses in multiple occupation (HMOs), self-build/ custom build housing and accessible housing.

## **Housing Mix**

5.20 The Local Plan seeks to achieve a mix of balanced communities through the provision of a range of housing mix and types to ensure that new housing development meets the current and future needs of the city's population. A range of homes including family homes, student housing, supported living, and self-build/ custom-build will be supported through the Local Plan policies.

Table 2 shows the recommended mix of market housing and affordable housing for the city. Table 3 shows the housing mix as percentages.

**Table 2: Overall need for Market and Affordable Dwellings excluding impact of Right to Buy Sales (including affordable home ownership products) by property size**

<b>Number of bedrooms</b>	<b>Affordable Dwellings Unable to afford market rents</b>	<b>Able to afford 50% First Homes, but not 70% First Homes</b>	<b>Able to afford 70% First Homes</b>	<b>Total Affordable Housing</b>	<b>Total Market Housing</b>	<b>Total Housing</b>
1 bedroom	1,702	95	521	2,318	1,948	<b>4,266</b>
2 bedrooms	4,231	200	587	5,019	4,782	<b>9,800</b>
3 bedrooms	7,312	262	599	8,173	13,076	<b>21,249</b>

4+ bedrooms	2,276	56	29	2,361	1,431	<b>3,792</b>
<b>DWELLINGS</b>	<b>15,522</b>	<b>613</b>	<b>1,736</b>	<b>17,871</b>	<b>21,237</b>	<b>39,108</b>
C2 Dwellings	-	-	-	-	316	<b>316</b>
<b>LHN</b>	<b>15,522</b>	<b>613</b>	<b>1,736</b>	<b>17,871</b>	<b>21,553</b>	<b>39,424</b>

Source: ORS Housing Model July 2022 – Note: Figures rounded up

**Table 31: Overall need for Market and Affordable Dwellings excluding impact of Right to Buy Sales (including affordable home ownership products) by property size as Percentages**

Number of bedrooms	Affordable Dwellings Unable to afford market rents	Able to afford 50% First Homes, but not 70% First Homes	Able to afford 70% First Homes	Total Affordable Housing	Total Market Housing	Total Housing
1 bedroom	9.5%	0.5%	2.9%	13.0%	9.0%	10.8%
2 bedrooms	23.7%	1.1%	3.3%	28.2%	22.2%	24.9%
3 bedrooms	40.9%	1.5%	3.4%	45.9%	60.7%	53.9%
4+ bedrooms	12.7%	0.3%	0.2%	13.2%	6.6%	9.6%
<b>DWELLINGS</b>	<b>86.9%</b>	<b>3.4%</b>	<b>9.7%</b>	<b>100.0%</b>	<b>98.5%</b>	<b>99.2%</b>
C2 Dwellings	-				1.5%	0.8%
<b>LHN</b>	<b>86.9%</b>	<b>3.4%</b>	<b>9.7%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: ORS Housing Model July 2022 - Note: Figures rounded up

## Accessible and Adaptable dwellings

5.21 For many years the council had sought a proportion of new affordable housing to be built to its own wheelchair accessible standard, a standard which allows for immediate occupation by a wheelchair user. It currently seeks a proportion of new affordable housing dwellings to be built to the nationally described wheelchair accessible standard.

### Nationally Described Accessibility Standards.

5.22 These are split into three levels – M4(1), M4(2) and M4(3).

- Standard M4(1) is the default level and is the standard that every new home across the country should be built to, unless an individual council decides to adopt a higher standard.
- Standard M4(2) is similar to the Lifetime Homes standard and was previously included in the city council's Core Strategy (2014). It requires homes to be designed in a way that makes them accessible and inclusive to meet the

changing needs of the user over their lifetime for example, by ensuring step-free access.

- Standard M4(3) is a wheelchair accessible standard able to either be adaptable for occupation by a wheelchair user, or fully accessible for use immediately by a wheelchair user (M4(3) (2)(b) wheelchair accessible).

5.23 Government guidance states that where an identified need exists, councils should clearly state in their local plan the proportion of new dwellings which should comply with these requirements.

### **Policy Ho03. Housing Mix**

The Local Plan will seek to achieve a mix of house types, tenures and sizes, taking into account the evidenced needs, market conditions, viability, site specific circumstances and the housing mix as identified in Table 2 and Table 3, or in any future update of housing mix evidence.

- a) Proposals for residential development should seek to provide an appropriate mix and size of dwellings to meet the needs of current and future households in the city including family housing, extra care and accessible housing, having regard to the latest evidence of housing need
- b) Proposals for supported living including retirement homes, sheltered homes and care homes will be supported and expected to meet the technical standard for access of Building Regulations 2015 Part M4(2) or any subsequent revisions
- c) Proposals for wheelchair accessible dwellings will be expected to meet the technical standard for access of Building Regulations 2015 Part M4(3), or any subsequent revisions. At least 10% of affordable housing will be expected to meet the M4(3) technical standards. All homes will be expected to be accessible and adaptable standards (M4(2) technical standards)

### **Affordable Housing**

5.24 NPPF requires that affordable housing should be sought from all major schemes (10 dwellings or more) which should be provided on site. Only in exceptional circumstances will off-site contributions be acceptable.

5.25 The Local Housing Needs Assessment 2022 states that Leicester has a total affordable housing need of 1,117 dwellings per annum for the period 2020-36 (17,871 affordable homes over the plan period). The LHNA also notes that Leicester has a notably high level of overcrowded, concealed and shared households.

5.26 The Local Plan will seek to achieve an affordable housing mix in accordance with the housing mix policy or any subsequent evidence update as mentioned in the housing mix section above.

5.27 In line with government requirement, we will require 25% of affordable housing to be first homes. The remaining 75% will be for social/affordable rent as informed by the evidence or any future supplementary planning documents. The council will also

seek to deliver affordable housing through private registered providers and the council's own delivery programmes.

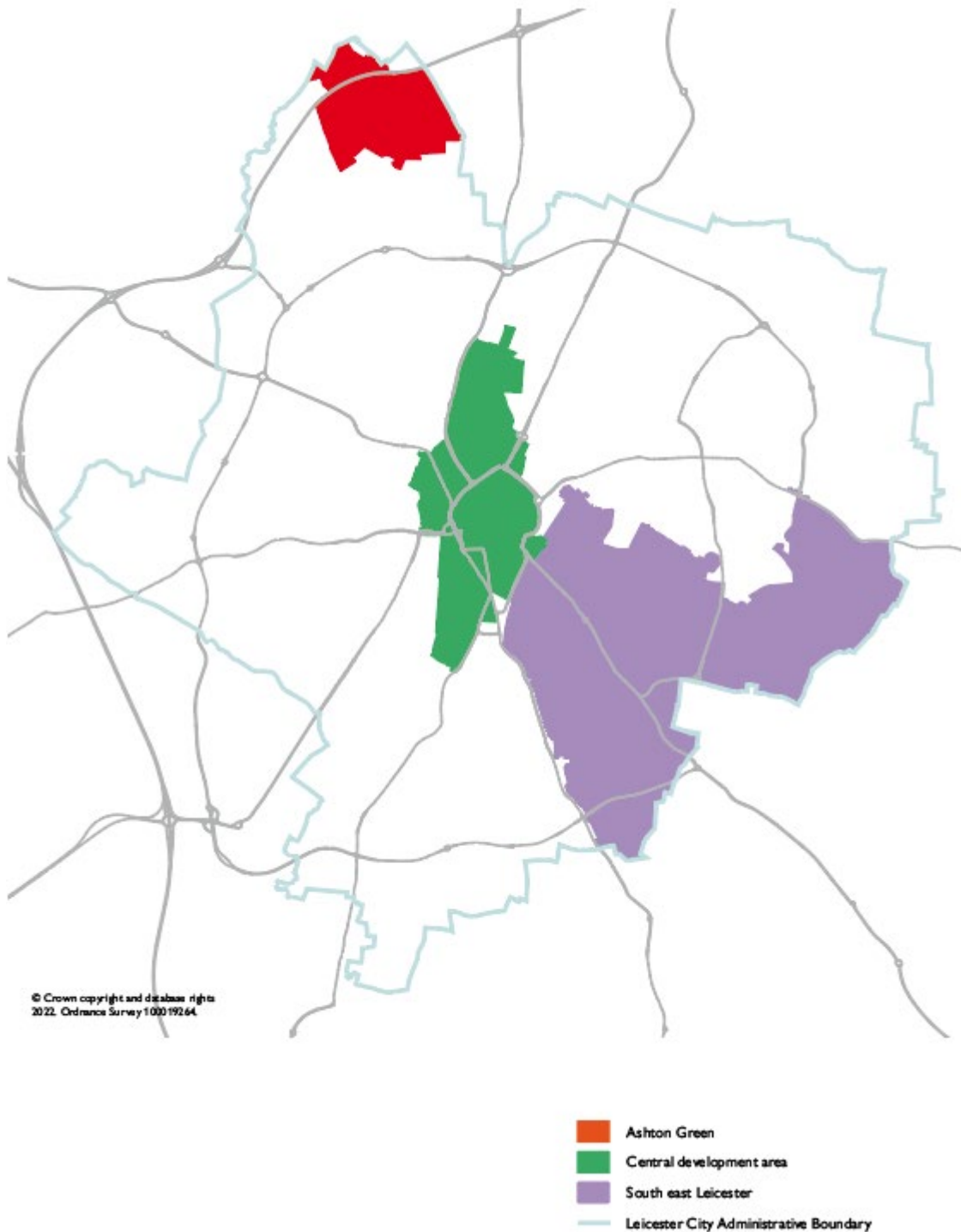
### **Commuted Sums**

5.28 The preference is for affordable housing to be delivered on-site in line with the NPPF. However, in exceptional cases where on-site provision can't be delivered, a commuted sum would be calculated to provide transparency and clarity to developers. Separate guidance will be prepared setting out the amount of commuted sums payable taking into consideration any changes in viability. Until such time as the guidance is prepared, the council will calculate the commuted sum in line with current evidence (Affordable Housing SPD 2011), on a scheme-by-scheme basis.

#### **Policy Ho04. Affordable Housing**

- a) The council will require 30% affordable housing of the total number of dwellings to be provided on all greenfield sites involving a major scheme (10 dwellings or more). In the southeast and Ashton Green areas as shown in the diagram below, the council will require 10% affordable housing of the total number of dwellings to be provided on brownfield sites involving a high-density major scheme. The council will expect this requirement to be met. Any proposal below the percentage indicated will need to be fully justified through clear evidence set out in a viability assessment produced by the applicant. This assessment will need to demonstrate that grant funding sources have been fully explored
- b) The type and mix of affordable housing sought will reflect Policy Ho03 or any other subsequent housing needs evidence. Each site will be expected to provide 10% of the affordable housing requirement to fully wheelchair accessible standards.
- c) Developers should not circumvent this policy by artificially subdividing sites and are expected to make efficient use of land. If a site comes forward as two or more separate development schemes, of which one or more falls below the appropriate threshold, the council will seek an appropriate level of affordable housing on each part to match in total the provision that would have been required on the site as a whole
- d) Affordable housing should be provided on site and only in exceptional circumstances will contributions to make an equivalent provision elsewhere be acceptable. Affordable housing should be available to those in housing need in perpetuity
- e) The council will seek to achieve 25% of the overall affordable housing target as First Homes in compliance with the national policy. Remaining 75% should be provided as social rent or affordable rent, in line with the evidence most recently published by the city council

## Diagram. Affordable Housing



## Housing Densities

5.29 In considering the most appropriate and efficient density for a site, it will be necessary to consider the site and the context of the surrounding area. The use of innovative design and layout can enable higher density housing to be achieved without compromising the overall quality of the scheme. In seeking to achieve higher

densities developers must have regard to creating good quality environments in accordance with Policy DQP01.

5.30 The city council will be looking to achieve a higher density in the Central Development Area (CDA) of 75+ dwellings per hectare. Outside of the CDA, we will be seeking to achieve a minimum density of 35 dwellings per hectare. Schemes over 55 dwellings per hectare will be considered as high density. However, it is recognised that the achievable density of development proposals may vary, depending on site environmental and other constraints and therefore they will be assessed on their individual merits.

#### **Policy Ho05. Housing Densities**

The city council will support proposals that reflect the existing character of the areas, as well as which meet the locally identified needs of the city. The following density targets will be expected to be met:

- Central Development Area – minimum of 75 dwellings per hectare
- Rest of the city – minimum of 35 dwellings per hectare

### **Self-build / Custom Build**

5.31 Custom build housing is where a developer with a site undertakes most of the design and building work in order to create a 'custom built' house on behalf of an individual. Self-build is where a private individual acquires a plot of land and organises the design and construction of their own home, either building it themselves or contracting a builder to undertake the work.

5.32 Local authorities are now required to keep a register of individuals and groups who are seeking to acquire serviced plots of land in order to build houses for both of these house types. A self-build/ custom build register has been established in order to provide evidence of demand. The city council will support self-build and custom-build housing as evidenced by the local housing needs study. Sites proposed for 100% affordable housing will be exempt from the provision of self-build/ custom-build.

#### **Policy Ho06. Self-build/Custom Build**

Where sites provide for 10 or more homes consideration should be given to including either provision of serviced plots for self or custom builders, and/or the provision of custom homes by other delivery routes subject to viability considerations and site-specific circumstances.

### **Internal Space Standards**

5.33 The council recognises the importance of decent space standards to enable homes to be fully fit for purpose. For many years the council set out its own minimum floor areas for new build affordable housing.

5.34 In March 2015 the government introduced a new Nationally Described Space Standard (NDSS) which deals with internal space within new dwellings regardless of tenure. It sets out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height.

Details of the space standards can be found on the Government website.

5.35 Evidence demonstrates that some new homes that have been built in the city have been very small (some rooms providing as little floorspace as 13 sqm). To ensure good quality homes the council requires all new dwellings (Use Class C3) to meet the National Described Space Standards, including conversions and change of use. New dwellings should provide a satisfactory environment for occupants and will be expected to meet the Government's standard unless there is clear evidence to demonstrate that this would not be viable or technically feasible, and that a satisfactory standard of accommodation can still be achieved.

#### **Policy Ho07. Internal Space Standards**

All proposals for new dwellings (Use Class C3) must meet the Nationally Described Space Standard (NDSS) as a minimum.

#### **Purpose Built Student Accommodation (PBSA)**

5.36 Leicester is home to two major universities, De Montfort University (DMU) and the University of Leicester (UoL). The universities and their students have a positive impact on the local economy, boosting Leicester's national and international profile, providing local companies with skilled graduates and seasonal/ part-time workers as well as purchasing local goods and services. To address the needs of the students the Local Housing Needs Assessment 2022 identifies a further need of 4,800 bedspace to be provided over the plan period. However, the full impact of Covid and Brexit on future student housing need is not yet known.

5.37 The construction and occupation of student accommodation also creates employment opportunities, supports local businesses and can deliver physical regeneration on disused sites and buildings. In recent years there has been a growth in the amount of purpose-built student accommodation (PBSA) schemes completed in the city. Evidence suggests that second and third year students (as well as first years) are now more likely to stay in PBSA. In general, there tends to be less disturbance to local residents reported (due to noise and litter) from purpose-built accommodation than student accommodation in Houses in Multiple Occupation (HMO's).

5.38 The council seeks to meet the housing needs of both the student population and local residents. High-quality purpose-built accommodation provides an alternative to the Houses in Multiple Occupation (HMO's) that students have traditionally occupied and releases it to the general housing stock. This continues to form an important element of the council's housing policy. However, if PBSA is to continue to be



successful in the longer term, it needs to be in appropriate locations which will remain attractive to students and are sustainable.

5.39 The main facilities e.g. temporary work, shops, bars and public transport interchanges that will be accessed by students are generally in the city centre and at the two main university campuses. To encourage sustainable travel new purpose-built student accommodation PBSA should be located within walking distance of the city centre and at least one of the campuses, or on a major public transport route which accesses these locations. A walkable neighbourhood typically has a range of facilities within a 10-minute walk, around 800m. However, this is only a general guide and has potential to be extended where good quality pedestrian or cycle routes are available.

#### **DM Policy Ho08. Student Development**

New student development will be supported where:

- a) It is accessible by sustainable means from the city centre and is within reasonable walking and cycling distance of at least one of the two main university campuses (ST01)
- b) It lies outside and does not abut an Article 4 direction area, controlling HMO conversions.
- c) A travel plan manages beginning/ end of term traffic
- d) A parking management plan specifies the level of parking provision which is acceptable, for all forms of vehicles including bicycles and powered two wheelers (T07).
- e) It includes communal facilities which are appropriate to the scale of development.
- f) A mix of uses is encouraged on the ground floor

Where necessary occupation will be limited to students in perpetuity.

5.40 The council has sought to protect existing family accommodation across the city for which there is an identified need and regulate the over provision of HMOs in any one area. This has been by setting up Article 4 direction areas to restrict further HMOs within it. To ensure that PBSA contributes positively towards maintaining sustainable communities, the council will encourage student accommodation to be in appropriate locations outside of Article 4 direction areas.

5.41 Achieving well-managed student accommodation can help to minimise potential negative impacts on surrounding neighbourhoods. The council will therefore expect all new student accommodation to have a robust management plan, along with a car parking management plan and a travel plan that addresses issues such as the beginning and end of term traffic.

#### **Retention of Family Housing**

5.42 It is the council's aim to retain good quality existing family housing. This will be informed by the Local Housing Needs Assessment 2022 or any future update to housing need evidence. Where the proposal is for the conversion of a residential



property, which has 2 or 3 bedrooms to flats the council will not support the proposal subject to the new evidence provided by the study.

#### **Policy Ho09. Retention of Family Housing**

Planning permission will not be granted for the conversion of 2 or 3 bedroom houses into flats. Conversion of any properties with 4 or more bedrooms will be assessed on the following basis:

- Outside Article 4 HMO Control Areas, proposals will be assessed on their individual merits subject to compliance with Local Plan policies
- Within any Article 4 HMO Control Areas, proposals for conversion of family housing into flats will not be supported

#### **Houses in Multiple Occupation (HMO's) Class C4**

5.43 Conversion to shared houses for between 3 and 6 unrelated people, known as smaller HMOs currently has permitted development rights except in the defined areas of the city where an Article 4 Direction applies and permission will be needed.

The current extent of the areas is shown on the council's website.

5.44 In all areas, planning permission is required for all shared houses for more than 6 unrelated people, known as large HMOs. There continues to be a demand for HMOs and problems can arise when HMOs become concentrated in any one area, especially when combined with other existing non-family housing. This can detract from the amenity of neighbouring residential properties and have an adverse impact on the balance of the community.

#### **Policy Ho10. Houses in Multiple Occupation (HMOs)**

Planning permission will be granted for houses in multiple occupation if:

- a) The proposal will not have an adverse impact on the character of the area and a mixed and balanced community can be maintained
- b) The existing proportion of HMOs and other non-family housing within the area in which the proposed development is located does not amount to a significant concentration

#### **Large HMOs**

In addition, for larger HMOs, conditions will be imposed on planning permissions so that the number of occupants cannot be increased without a further consent.

5.45 There are other issues that cannot be addressed directly by planning policy, such as policing matters or environmental nuisance. The city council will therefore continue to work with the shared housing landlords and local residents, the

Universities and student accommodation providers to try to manage any conflicts between various sections of the community.

## **Hostels**

5.46 There continues to be an occasional need for new hostels. Within the powers available to it, the city council aims to facilitate the provision of a range of accommodation to meet the special housing needs of all city residents. However, problems can arise when hostels become concentrated in any one area of the city.

5.47 The following policy is aimed at protecting the residential character of an area and the amenity of neighbours, whilst providing a suitable living environment for occupiers.

### **Policy Ho11. Hostels**

Planning permission will be granted for new hostels and extensions to hostels provided that:

- a) This would not result in a concentration of such uses to the detriment of the character of the area, depending on the range of housing available, and there would be no unacceptable impact on the amenity of neighbouring residential properties
- b) Special consideration is given to the construction and internal arrangement of the premises to minimise potential noise disturbance to and from adjacent properties
- c) Adequate accommodation, including garden and amenity space is provided to meet the needs of the residents
- d) A suitable management plan is included as part of the proposal

## **Gypsies and Travellers and Travelling Showpeople**

5.48 In helping to provide decent residential accommodation for all, the city council will meet the accommodation needs of gypsies and travellers and travelling showpeople.

5.49 The Government's Planning Policy for Gypsy and Traveller Sites (PPTS 2015) indicates that the council, in preparing their Local Plan, should:

- Set pitch targets for gypsies and travellers and plot targets for travelling show people, which address the likely permanent and transit site accommodation needs of travellers in their area
- Identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets for travelling showpeople
- Identify a supply of specific developable sites, or broad locations for growth for years 6 to 10 and where possible for years 11-15

5.50 The Joint Leicester and Leicestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment 2017 (Joint GTAA 2017) provides the

evidence base for current and future need for gypsy, traveller and travelling showpeople accommodation in the city.

5.51 An Addendum Report (September 2019) to the 2017 study has been undertaken for Leicester to review the outcomes of the main report and provide an update in respect of transit provision and the need for gypsy and traveller sites.

5.52 These assessments identified the accommodation needs in the city as shown in Table 4.

**Table 4. Gypsy and Travellers: Identified need for additional gypsy and traveller households broken down by potential delivery method.**

Site Status	GTAA				HNA				TOTAL
	2016-21	2021-26	2026-31	2031-36	2016-21	2021-26	2026-31	2031-36	
Met Planning Definition (+25% Undetermined)	4	1	2	0	0	0	0	0	7
Did not meet Planning Definition (+75% Undetermined)	0	0	0	0	9	3	4	5	21
									28

5.53 The table above sets out the total need and the number of pitches that will need to be addressed for gypsies and travellers that meet or are likely to meet the “planning definition” and for those who do not meet or are unlikely to meet the “planning definition”.

5.54 We need to plan to accommodate seven permanent gypsy and traveller pitches in the city over the plan period to 2036. A site has been identified on the Former Western Park Golf course in accordance with Policy SL02 to accommodate this need.

5.55 There is a need for 21 pitches coming from gypsy and traveller households that did not meet or are unlikely to meet the planning definition, but these needs will be assessed through the Plan Policies, to deliver on the Local Housing Needs Assessment.

5.56 For planning policy purposes, the definition of “gypsies and travellers” is set out in Annex 1 of the PPTS 2015.

**Table 5. Travelling Showpeople: identified need for additional plots**

Type	2016-21	2021-26	2026-31	2031-36	TOTAL
Travelling	0	0	0	0	0

<b>Unknown</b>	0	1	1	1	<b>3</b>
<b>Non-Travelling</b>	0	0	0	0	<b>0</b>
<b>TOTAL</b>	0	1	1	1	<b>3</b>

## Transit Sites

5.57 Transit sites help to address the level of unauthorised encampments in a local authority area. They are for short stays, contain a range of facilities and there is normally a limit on the length of time residents can stay. The 2017 GTAA identified a current need for a transit site with a minimum of 12 caravan spaces (or managed equivalent) in Leicester City. The 2019 Addendum Report reviewed this need and confirmed support for the recommendation in the 2017 study. The council will also consider temporary seasonal arrangements to meet any additional transit needs during the summer months.

5.58 Two sites have been identified that are capable of accommodating the need for a transit site that could accommodate a site of up to 12 caravan spaces. These are the strategic site at Beaumont Park (See SL06) and a smaller non-strategic site at Thurstaston Road/Hadrian Road open space (See E01). Both the sites are also allocated for employment uses but it would also be possible to deliver transit sites within these allocations.

5.59 In summary, the evidence base shows an identified need for:

- Seven permanent gypsy and traveller pitches over the plan period (up to 2036)
- A minimum of 12 caravan spaces (or managed equivalent) in respect of transit provision
- Two additional show people plots (over 10 years)

The city council will review the level of need periodically during the plan period.

5.60 The criteria below will be applied to all applications for new gypsy, traveller and travelling showpeople sites. This includes applications for temporary stopping places and transit sites, which will still be required to meet all of the criteria, although the level of facilities provided on site should be appropriate to the type of site proposed. Other relevant policies in this plan will also apply.

### **Policy Ho12. Gypsy, Traveller and Travelling Showpeople**

Proposals for new gypsy, traveller and travelling showpeople sites will be supported where they meet the following criteria:

- a) The site should provide a safe environment for intended occupants and adequate on-site facilities should be provided for parking and vehicle manoeuvring, storage, play and amenity space
- b) Sites should be provided with an appropriate level of essential services including access to drinking water, refuse collection and sewage disposal
- c) There should be safe and convenient pedestrian and vehicular access to the site

- d) There should be convenient access to schools, shops and other local facilities, preferably by walking, cycling or by public transport
- e) Appropriate landscaping should be used to maintain visual amenity and provide privacy for occupiers
- f) There should be no significant detrimental impact upon the amenity of nearby residents, businesses or the local environment (DQP06)

# Chapter 6

## Climate Change and Flood Risk

### Evidence Base

6.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Energy and Sustainable Design & Construction Study (2022)
- Leicester Carbon Neutral Roadmap and Evidence Base (2022)
- Leicester Climate Emergency Strategy (2020-2023)
- Leicester City Council's Climate Emergency Action Plan (2020-2023)
- Strategic Flood Risk Assessment (2021)
- Water Cycle Study (2020) – Currently being updated
- Draft Leicester Transport Plan (2022)

### Background

6.2 Climate change represents a grave threat to humanity and biodiversity requiring concerted action both to mitigate the level of future change and to adapt to the changes already taking place. The planning system has a key role in achieving both these goals.

6.3 The 2008 Climate Change Act (as amended) commits the UK government to delivering a % reduction in carbon dioxide emissions and other targeted greenhouse gases by 2050 in order to help mitigate future climate change. Energy use from the built environment accounts for a significant proportion of the UK's total carbon emissions.

6.4 Leicester City Council declared a climate emergency in 2019. It has since developed a Climate Emergency Strategy and an accompanying Action Plan to play its part in tackling climate change. The city council's ambition is for Leicester to become carbon neutral by 2030 or sooner and to adapt to the climate change that is already happening. However, climate change is not just a city problem. It also affects the wider Leicester Urban Area with more frequent intense rainfall events, heatwaves and drier summers are predicted across the region. A growing population and a need for substantially more housing will also put pressure on the environment. In view of this, the city council will look to work strategically with authorities in the Leicester Urban Area to find joined up solutions to climate change.

6.5 The policies in this chapter are aimed at addressing climate change. However, to be most effective they must be applied alongside policies in other relevant policy areas such as housing, transportation, the natural environment, open space, sports and recreation, and health and wellbeing which also seek to mitigate and adapt to climate change.

6.6 It is anticipated that policies will be assessed and strengthened at the next plan review, to consider progressively increased levels of greenhouse gas reduction, culminating in a net zero emissions requirement as soon as possible and in alignment with national regulation.

### Energy and Carbon Reduction in Development

6.7 The city council's ambition is for Leicester to achieve net zero carbon emissions by 2030, which requires greenhouse gas emissions to be reduced as much as possible, with minimised annual and peak energy demand, and net zero carbon future proofed development. Building design will be expected to apply the energy strategy set out in points a) – d) of Policy CCFR01. The energy strategy takes a 'fabric first' approach, so that, as far as possible, development 'locks in' low carbon performance.

#### **Policy CCFR01. Sustainable Design & Construction**

All development should be designed, constructed, and maintained to minimise operational energy use and carbon emissions, while also preventing overheating. It should:

- a) Minimise energy use, manage demand, and prevent overheating during operation. This should be achieved through passive design measures including optimised site layout, building orientation, form factor, massing, daylighting and control of solar gain, minimised heat loss from the building fabric through reduced U-values and thermal bridges, and increased air tightness; followed by utilising energy efficient lighting and services, including consideration of heat recovery and demand management technologies
- b) Further reduce carbon emissions through the use of zero and/or low emission decentralised energy, prioritising connection to district heating and cooling networks and utilising secondary heat sources
- c) Further reduce carbon emissions by maximising opportunities to produce and use renewable energy on site, utilising storage technologies
- d) Monitor, verify and report on energy performance

All new residential development should achieve a minimum 10% and all new non-residential development should achieve a minimum 20% reduction in carbon emissions beyond the requirement of Part L of the Building Regulations 2013 through passive, fabric, and energy efficient design measures alone. Alternative targets to these will be provided once new National Regulations are adopted.

Calculation methodology details and those uses which are included as exceptions will be detailed in a supplementary planning document.

All new residential development will meet the Optional Standard of 'Part G' of the Building Regulations 2013 (or equivalent future legislation) which is a maximum of 110 litres per person per day. All new non-domestic development will meet the maximum credits available under BREEAM Wat 01 or an equivalent best practice standard.

Measures to address the energy strategy and carbon emissions reduction target should be incorporated at the earliest stage of a development and maintained throughout its design, construction, and operation.

The energy strategy requires that energy performance is monitored and verified. Developers should include a section in the Energy Statement which details how monitoring and reporting will be undertaken. Details and advice on monitoring, verifying, and reporting on energy performance will be provided in a supplementary planning document.

6.8 As well as reducing carbon emissions, development should be adapted to expected changes in Leicester's climate. It should be designed to be resilient to the increased risk of flooding, including measures to sustainably manage drainage from the development, and to the increased likelihood of hotter, drier summers and heatwaves. Application of the energy hierarchy should be used both to prevent overheating and to reduce carbon emissions, with the need for air conditioning avoided or kept to a minimum. Water use should also be minimised.

6.9 The city council supports reducing the contribution that Leicester's existing buildings make to the city's carbon emissions. Energy efficient retrofitting measures can play a significant role in meeting this reduction. Such measures can include external or cavity wall insulation, loft or roof insulation, solid or suspended floor insulation, and even extend to total retrofit of buildings and their systems. However, any proposed retrofit measures to existing domestic building stock will be considered against the criteria of the design and heritage policies in the local plan.

#### **Policy CCFR02. Whole Life-Cycle Carbon Emissions**

All developments shall identify and pursue opportunities to minimise whole life cycle carbon emissions. The following criteria should be considered when aiming to minimise whole life-cycle carbon:

- a) Operational Energy – Developments should achieve high levels of energy efficiency, use low carbon heating sources, and be powered by renewable energy generated on site where possible, to minimise operational carbon emissions
- b) Embodied Carbon – Developments should meet best practice targets for reducing embodied carbon. Materials should have a reduced level of embodied carbon, for example through the re-use or recycling of materials, and be designed to be disassembled and re-used or recycled (rather than demolished) in accordance with circular economy principles
- c) Developments above 1,000m<sup>2</sup> or 100 dwellings must calculate whole life-cycle carbon emissions and demonstrate methodology compliance through a nationally recognised Whole Life-Cycle Carbon Emissions assessment, e.g. BS



## Energy Statement

6.10 Applicants should demonstrate how their proposal will meet the standards set out in policies relating to energy efficiency, overheating prevention, renewable energy generation, and carbon emissions reduction. Energy Statements ensure development follows the energy hierarchy and responds to any other energy and carbon related policy set by the city council.

### **CCFR03. Energy Statement**

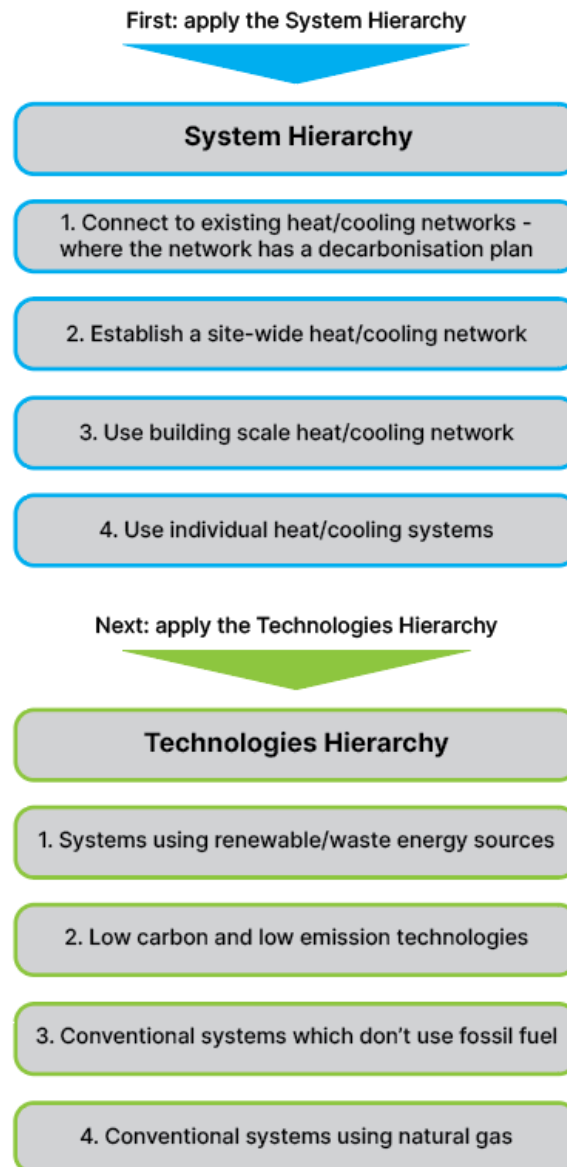
All major developments will be required to provide an Energy Statement as described in the supplementary planning document. All other applications can opt to either submit an Energy Statement or include a relevant section in the Design and Access Statement addressing the relevant policy areas. The Energy Statement will include details of the energy demand reduction and overheating prevention measures proposed and details of the low and zero carbon energy technologies included. Carbon emissions reduction achieved from each stage of the energy hierarchy must also be reported along with embodied carbon emissions reductions evidenced through a whole life-cycle carbon emissions assessment.

## Low Carbon Heating and Cooling

6.11 In order to meet Leicester's heating and cooling needs using low and zero carbon energy it is essential to increase the amount of decentralised and renewable energy technologies within the city. Providing on-site and decentralised energy systems can help to increase the supply of low carbon energy, improve the resilience of the energy network, and decrease pressures on grid infrastructure.

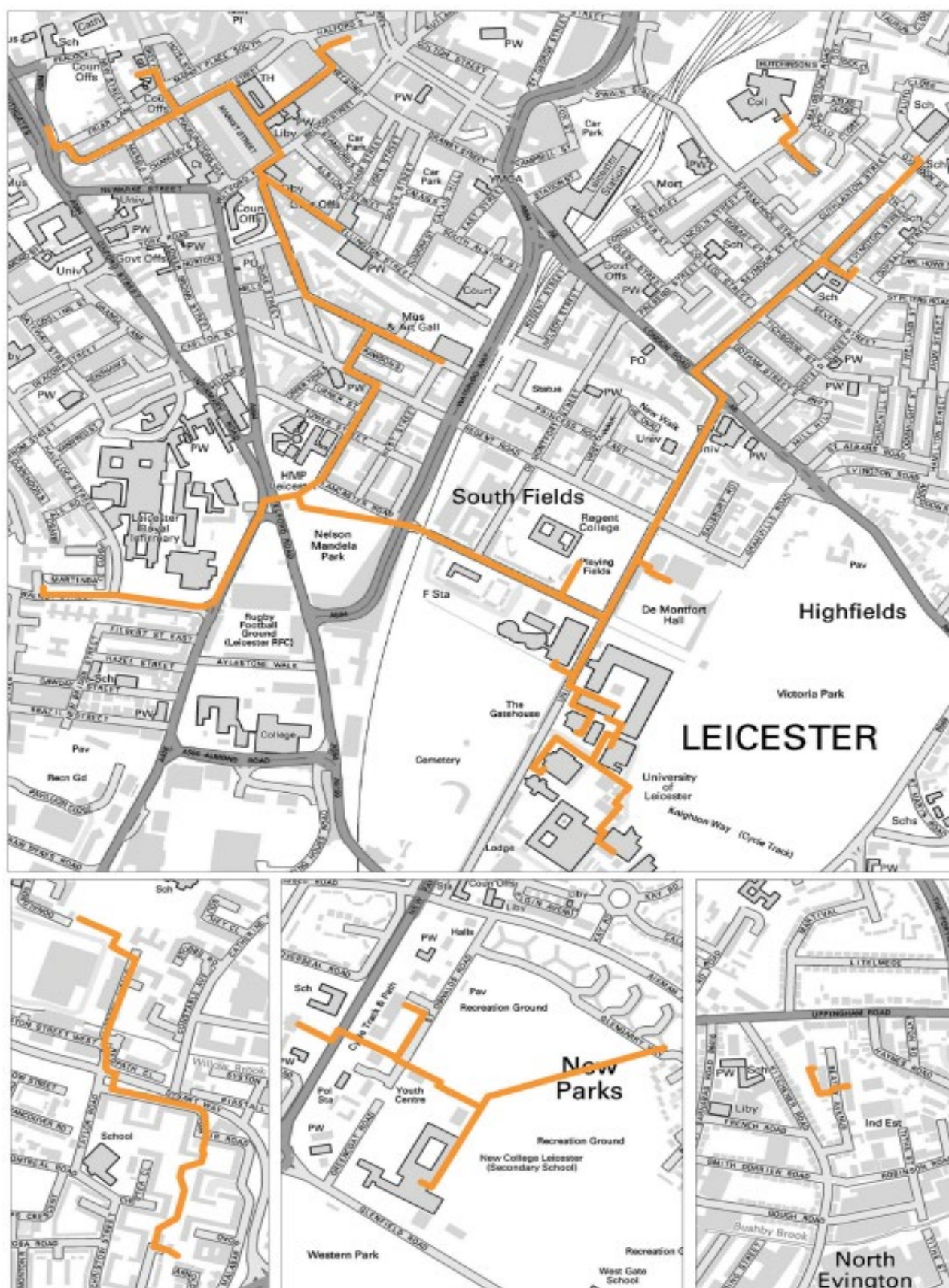
6.12 Diagram 3 sets out a heating and cooling hierarchy which prioritises the establishment and integration of future-proofed energy efficient and low carbon heating and cooling systems and technologies. For all major developments, applicants must apply the hierarchy, firstly, to identify the most appropriate heating/cooling system (ordered 1-4, from most preferable to least preferable), and secondly to identify the most appropriate heating/ cooling technology (ordered 1-4, from most preferable to least preferable). Applicants will be expected to set out in the Energy Statement how the hierarchy has been applied and to justify the design decisions made in light of this.

### Diagram 3. Heating and Cooling Hierarchy



6.13 Major development will be expected to connect to both existing and planned district heating networks (See diagram 4 for Leicester's existing district heating network). If connection to a district heat network is not possible, developers will need to provide evidence as to why this is the case. Where a suitable district heating network is planned or under construction, but it is currently not possible to connect to it, development should be future proofed so that it is capable of connection to the network once it is operational.

**Diagram 4. Existing District Heating Network**



6.14 To reach net zero carbon it is essential to remove fossil fuels as far as is possible. Fossil fuels are not a compatible source of energy in a zero-carbon economy. For this reason, avoiding installation of gas heating is preferred. Efficient electric heating is capable of becoming net zero carbon as the grid is decarbonised and brings added benefits in the form of improved air quality and avoids the need for future wholesale system changes. Direct electric heating is compatible with a low carbon future, but the relatively high operating costs make it a less suitable option than electric technologies offering a high level of energy efficiency, such as heat pumps. It is therefore appropriate only for very low heat demand applications, or where, for technical reasons, more efficient electric options are not feasible. Applicants should provide justification for its use instead of more energy efficient systems such as electric heat pumps.

6.15 Guidance detailing the methodology and providing advice for applicants will be provided in a supplementary planning document.

#### **Policy CCFR04. Low Carbon Heating and Cooling**

To ensure that the most appropriate selection of a heating/cooling system for a development, targeting the lowest carbon emissions possible, all major developments must incorporate low or zero carbon heating in accordance with system and technology hierarchies described in Diagram 03.

Where it has been clearly demonstrated that connection to existing heating/cooling networks are not feasible and/or viable (e.g. due to lack of heat & hot water demand and/or lack of heat network capacity), development near (within 500m of a city council pre-identified network priority zone) existing or planned heat networks should be designed to allow for cost-effective connection at a later date by including the following features:

- a) Provision of centralised heating/cooling distribution in the form of a single accessible energy centre/plant room
- b) Suitable distribution, control systems and operating temperatures
- c) Safeguarded access routes for future external pipework through the site and into the energy centre/plant room
- d) Space within the energy centre/plant room for a future heat substation

Building systems must comply with CIBSE CP1: Heat networks: Code of Practice (latest revision).

#### **Low Carbon Energy Projects**

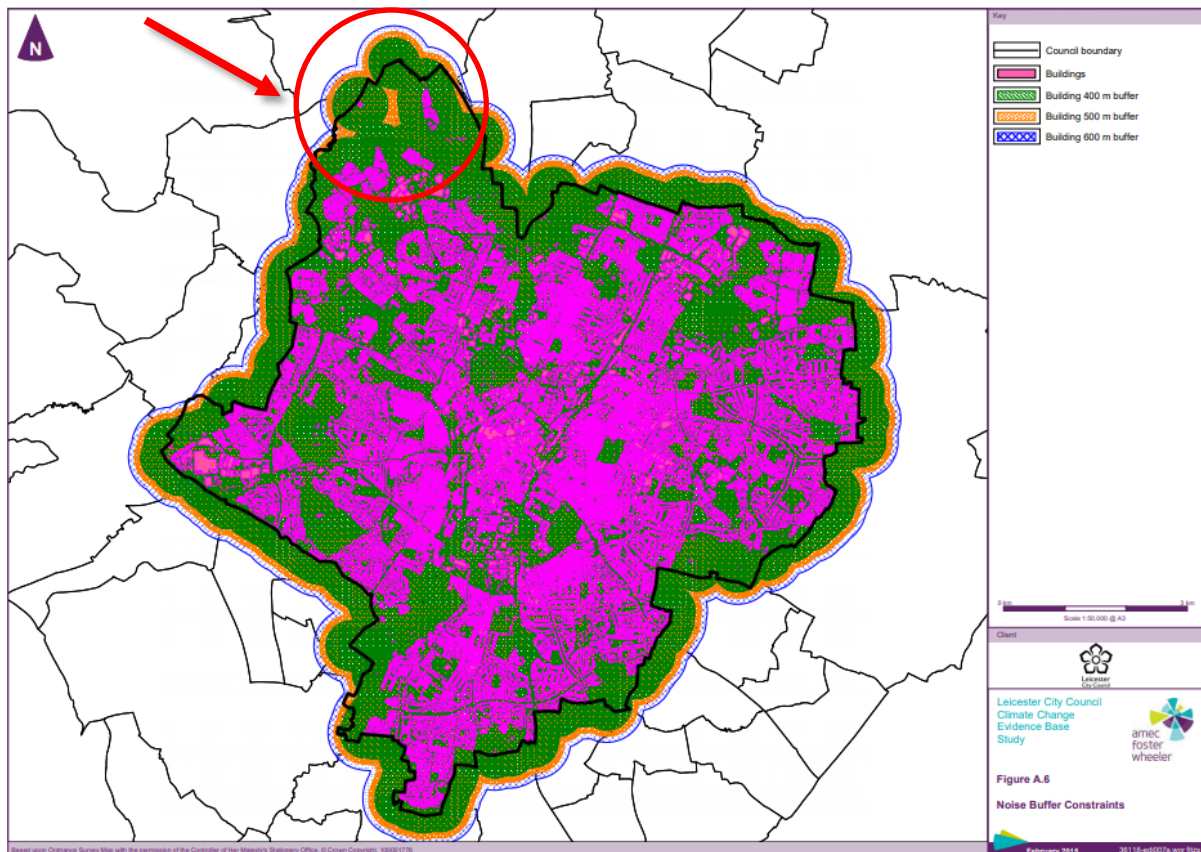
6.16 Leicester City Council will support renewable and low carbon energy projects, including community led initiatives.

6.17 Whilst wind turbines and biomass combustion technologies aren't suitable in certain built-up areas, these technologies should not be ruled out entirely. The north-west of the city and surrounding area has been identified as a potentially suitable location for wind energy development proposals. Any wind energy proposals in this area would be subject to a site-specific feasibility assessment.



6.18 Any proposals should be designed to avoid compromising the development potential of nearby site allocations, potential visual, noise and other environmental impacts, including application of appropriate buffer zones, in the form of a detailed wind opportunity assessment.

**Diagram 5. Map showing buffer zones around residential properties, for the purpose of a wind opportunity assessment**



(Source of Image © Amec Foster Wheeler, 2015 Climate Change Evidence Base)

### **Policy CCFR05. Delivering Renewable and Low Carbon Energy Projects**

Proposals for new renewable and low carbon energy projects will be supported subject to the following:

- Impacts on the historic environment, local character, appearance, and landscape
- Impacts on ecology and biodiversity, including protected species and designated and non-designated wildlife sites (NE01)
- Impacts on residential amenity, including air quality, noise, traffic, recreation, and access (DQP06)
- For any proposals for wind turbine projects, consideration should be given regarding air traffic movement and safety, and impacts on electromagnetic transmissions, including radio, television, and phone signals.

## The Water Environment

### Flooding

6.18 Flooding is a natural process that plays an important part in shaping our natural environment. However, flooding can cause damage, disruption and in extreme circumstances, loss of life. The risk of flooding is increasing due to climate change and urbanisation and surface water flood risk in Leicester is of a significance that is recognised nationally. A Local Flood Risk Management Strategy (LFRMS) has therefore been established for Leicester and is available on the Leicester City Council website.

#### **Local Flood Risk Management Strategy (LFRMS)**

6.19 There are many sources of flooding, such as from fluvial, pluvial, sewer, groundwater, and reservoir sources. Fluvial flooding relates to flooding from rivers such as the River Soar and its tributaries. Pluvial flooding relates to flooding from surface water runoff. Leicester City Council as the Lead Local Flood Authority (Ordinary Watercourses, Pluvial and Groundwater) will work closely with its partners (Environment Agency, Severn Trent, and private developers) to manage flood risk across the city.

6.20 The Environment Agency provides the most up to date information for flood risk within Leicester. This information is published by the Environment Agency and can be found at the website below. Using this information, a Strategic Flood Risk Assessment (SFRA) has been produced and used to sequentially test development sites within this Local Plan. For some sites, a high level 'exemption test' analysis has also been carried out.

[www.flood-map-for-planning.service.gov.uk](http://www.flood-map-for-planning.service.gov.uk).

6.21 Where new development is proposed on sites which lie in flood zones 2, 3 or 3b and where the site has not been allocated in the Local Plan, the sequential test for flooding will need to be undertaken. The purpose of this is to direct development to areas with the lowest probability of flooding, but not to the exclusion of all other planning concerns. The test is carried out by the local authority and is based on evidence provided by the applicant to demonstrate why the development cannot be located in an area at lower risk of flooding.

6.22 If the sequential test can be passed then, for some forms of development, an exception test will also need to be undertaken. Where required, a developer must demonstrate that their scheme passes both the sequential and exceptions tests. Responsibility for determining whether the sequential and exception tests have passed, lies with the city council. Where applicable, planning application reports written by the city council, will address whether the proposal passes the sequential and exception tests, for development in Flood Zones 2, 3a and 3b.

6.23 Developers must also consider how their schemes would function during a flood event.

6.24 The Planning Practice Guidance outlines flood risk vulnerability classification by development type and which is permitted for each flood zone. The decision on the vulnerability classification of a particular development lies with the local authority.

**Sustainable Drainage Systems (SuDS)**

6.25 Leicester is at a particularly high risk from surface water flooding. The Surface Water Management Plan (SWMP) addresses this in more detail and its findings have been used in the production of the Local Flood Risk Management Strategy (LFRMS).

6.26 Topography, the drainage characteristics of the soil and how they lend themselves to SuDS, should be considered at the outset of the design process for all new development. SuDS mimic natural drainage, slow the rate of surface water runoff, improve water quality, provide visual amenity and biodiversity benefits, and have low maintenance requirements. SuDS guidance can be found on the city council’s website.

6.27 Information shall be provided as to how the existing site is drained and how surface water runoff from the proposed development will be discharged once it has left the site. The aim should be to discharge surface run-off higher up the drainage hierarchy by using a combination of methods, including infiltration, a surface water body, surface water sewer/other drainage system, or a combined sewer.

**Water Quality**

6.28 There must be sufficient wastewater (including sewage treatment capacity) and water supply infrastructure available to serve all existing and proposed development. As a consequence of an increased population there may be a requirement for the expansion and/or upgrading of current sewage treatment works. Appropriate infrastructure should be put in place to effectively transfer and treat any increase in wastewater prior to development. Growth should not cause a deterioration in water quality or Water Framework Directive (WFD) status and must prevent deterioration in the status of aquatic ecosystems. Growth should not result in increasing the frequency or duration of spills within the network from Combined Sewer Overflows (CSOs) which would impact upon the water quality of watercourses. During the period of construction of new developments, surface water runoff from the site must not be allowed to have a detrimental impact on the water quality of any watercourses. This may require a scheme for the removal of suspended solids (and any other contaminants) to be put in place.

**Policy CCFR06. Managing Flood Risk and Sustainable Drainage Systems (SuDS)**

In assessing development, the following principles will be applied:

- a) Development shall be directed away from areas with the highest risk of flooding in accordance with the sequential and exception tests. Developments which fall into the following categories must be accompanied by a Flood Risk Assessment:

- Greater than 1 hectare in Flood Zone 1
  - Changes of use of less than 1 hectare in Flood Zone 1 and where it could be affected by sources of flooding other than rivers and sea
  - Any developments in Flood Zones 2 and 3
- b) The development must be safe for its design lifetime and not increase flood risk elsewhere. This is achieved by implementing a sequential approach on site and/or by implementing flood mitigation measures to address any remaining flood risk. It should be noted that the use of temporary and demountable defences is not appropriate for new developments. Where possible the development should also reduce flood risk overall.
- c) For all development, SuDS are expected to be used to reduce surface water runoff and deliver other benefits, such as improving water quality, providing visual amenity, contributing towards achieving biodiversity net gain and having low maintenance requirements. It shall be demonstrated that the proposed SuDS will be managed and maintained throughout the lifetime of the development
- d) Opportunities for the enhancement, including de-culverting of watercourses for biodiversity should be realised wherever possible, such as in parks and public open spaces
- e) Adequate provision for safe access (including vehicular) to watercourses and flood defence structures must be provided to allow for maintenance and emergency works to be carried out by the relevant authority
- f) New opportunities should be taken to provide access to a watercourse and its setting for recreational purposes

Planning permission will not be granted for development in Flood Zone 3b, except where it is for water-compatible uses, or essential infrastructure, or where it is on previously developed land and it will bring an overall reduction in flood risk when compared to the existing situation. All of the following criteria must be met:

- It will not lead to a net increase in development above the footprint of the existing building
- It will not lead to a reduction in flood storage (through the use of flood compensation measures on a level-by-level and volume-by-volume basis)
- It will not lead to an increased risk of flooding elsewhere
- It will not put any future occupants of the development at risk



# Chapter 7

## Health and Wellbeing

### Evidence Base

7.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Joint Health and Wellbeing Strategy and Action Plan 2019
- Leicester Food Plan (2021 – 2026)

### Background

7.2 Health and wellbeing are positive attributes that enable individuals and communities to thrive, rather than simply being an absence of illness. Land use can be associated with significant health impacts on a local population, as well as exacerbating the existing problems of ill health in a community, including average and healthy life expectancy; levels of premature deaths owing to heart-related and respiratory conditions; levels of child poverty; levels of childhood obesity; levels of physically inactive; levels of social isolation and reported quality of life for those aged 65+.

7.3 This is a cross cutting topic which covers policy areas such as design, employment, transport, air quality, climate change, housing, the historic and natural environment.

### Health and Wellbeing Strategy

7.4 One of the five themes of the Leicester Joint Health and Wellbeing Strategy and Action Plan 2019-2024 is 'Healthy Places', with the ambition 'To make Leicester the healthiest possible environment in which to live and work'. There are four objectives attached to this ambition, all of which are supported in this plan:

- Influence the environment to make healthier choices more accessible
- Ensure decent homes are within the reach of all citizens
- Improve air quality
- Develop and encourage healthy neighbourhoods and a sense of community

7.5 There are many other land use relevant objectives in the four other themes.

7.6 The Strategy and Action Plan emphasises that the local areas in which people live, work and play, can support improvements in physical, mental health and wellbeing by affecting the degree to which people are able to access healthy lifestyles and enjoy happy, productive and satisfying lives.

7.7 In addition there is a recognition that healthcare and other supportive infrastructure proportionate to the level of need generated by new and expanded developments, should be supported via adequate funding and good early stage planning and implementation.

7.8 Building places and spaces that offer easy access to good quality green, blue and open spaces which apply 'Active Design' and sustainability principles in local area design and are purpose-developed for the communities they serve, help to transform physical locations into communities, where the spaces, places and amenities become collective assets. A key principle is to make healthy behaviours the easier option.

7.9 Healthy functional design also supports and delivers accessible, healthy and sustainable food choices and food growing opportunities. This contributes to greater social cohesion and community support systems, with residents both feeling and being safer. It also provides positive work and educational opportunities particularly through allocation of land for employment in areas of socio-economic deprivation and low employment. There are greater opportunities for incidental physical activity and other life-enhancing leisure activities. Also, functional design reduces the risks of infectious illnesses and exacerbation of long-term conditions that are due to overcrowding and cold/damp environments.

7.10 Allotments, orchards and community gardens can play an important role in enabling small-scale local food production, community engagement, educational benefits, supporting local biodiversity and providing a wildlife resource. By providing regular outdoor activity food growing can also help to improve health and reduce health inequalities (Leicester Food Plan 2021 - 2026).

7.11 Climate change has become, and will increasingly become, an issue of central importance to the health and wellbeing of our local communities. However, actions to mitigate climate change would also help mitigate health inequalities. For instance, increasing physical activity through active travel, making nutritious and sustainable food readily available and improving air quality and housing will reduce the risk of obesity, cardiovascular and respiratory disease, and will also contribute positively to the climate crisis (See Chapter 6: Climate Change and Flood Risk).

7.12 The primary health care needs of the city are being looked at as part of the Local Plan Infrastructure Assessment.

#### **Policy HW01. A Healthy and Active City**

The city council is committed to reducing health inequalities, increasing life expectancy, improving quality of life and encouraging physical activity by:

- a) Assessing major developments for their health impact. This will include how the development will contribute to improving health and reduce health inequalities. Where adverse impacts are identified, the development will be expected to demonstrate how it will address or mitigate these impacts (HW02)
- b) Improving pedestrian and cycle access, to green and open spaces (DQP01, OSSR03 & T03)

- c) Improving access for all, to the city's health facilities and services; to leisure, sport and recreation facilities; and to protect and enhance where appropriate (see chapters 13 and 18)
- d) Promoting high levels of regular exercise through active travel by making the public realm and pedestrian and cycle routes safer and more attractive and by promoting fifteen-minute neighbourhoods (T03)
- e) Good design including inclusive design (DQP01, DQP03 and Chapter 16)
- f) Seeking to improve air quality by tree planting and other methods (T02 and DQP04)
- g) Encouraging opportunities for access to fresh food e.g. through the retention and provision of allotments, community gardens, orchards and innovative spaces for growing food, such as green roofs; particularly where there is demand for food growing space in the vicinity of the application site. This includes the temporary use of vacant or derelict land, the use of incidental open space in housing areas, and other open spaces where this does not conflict with other policy objectives or land use priorities
- h) The inclusion of productive trees (including fruit trees) and plants, in landscaping proposals for new developments where appropriate (DQP04, h) The inclusion of productive trees (including fruit trees) and plants in landscaping proposals for new developments where appropriate (DQP04)

## Health Impact Assessments (HIA)

7.13 A Health Impact Assessment (HIA) is a useful tool in determining planning applications where there are expected to be significant impacts on health and wellbeing. They should be used to reduce adverse impacts and maximise positive impacts on the health and wellbeing of the population, as well as assessing the indirect implications for the wider community.

7.14 HIA's are usually forward looking and can be carried out at any stage in the development process but are best undertaken at the earliest stage possible. As a minimum, they should form part of the material submitted to support the relevant planning application. Any HIA's that are submitted will be quality assured by the council's public health team.

7.15 However, whenever possible, they should be prepared earlier to ensure that health and wellbeing is considered fully at the outset of the development planning process. Where development sites are near administrative boundaries the HIA will need to consider appropriate cross boundary issues.

### Policy HW02. Health Impact Assessments (HIA)

- a. In conjunction with policy HW01 all major development proposals will be required to demonstrate that they would have an acceptable impact on health and wellbeing. This should be demonstrated through a:
  - HIA where significant impacts on health and wellbeing would arise from that proposal; or

- HIA Screening Report which demonstrates that the proposed development would not overall give rise to negative impacts in respect of health and wellbeing
- b) Where a development has significant negative or positive impacts on health and wellbeing the council may require applicants to provide for the mitigation or provision of such impacts through planning conditions and/or financial/other contributions secured via planning obligations and/or the council's Community Infrastructure Levy (CIL) charging schedule.

7.16 However, whenever possible, they should be prepared earlier, to ensure that health and wellbeing is considered fully at the outset of the development planning process. Where development sites are near administrative boundaries the HIA will need to consider appropriate cross boundary issues.

7.17 Major development proposals are more likely to have significant impact in terms of health and wellbeing, which is recognised by national guidance. As such a HIA will be required to support developments defined as follows:

1) All forms of residential development where:

- I. The number of houses provided is 150 or more; or
- II. The site area is 5 ha or more and it is not known whether the development fall within sub-paragraph 1(i)

2) All forms of urban development (not involving housing) where:

- I. The area of development exceeds 1 ha; or
- II. In the case of industrial development exceeds 5 ha

3) Waste Development

# Chapter 8

## Design Quality

### Evidence Base

8.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Townscape Analysis and Design Guidance - Evidence for Character Areas (2022)
- Tall Development in Leicester 2022
- Building for a Healthy Life 2020
- National Design Guide (MHCLG) 2021
- National Model Design Code (MHCLG) 2021

### Background

8.2 Places affect us all – they are where people live, work, and spend their leisure time. Good design ensures that new buildings and spaces function in a manner which is socially, economically, and environmentally acceptable. A place is made up of buildings, landscape and infrastructure, some of which is likely to endure longer than the buildings themselves.

8.3 Well-designed places should be inclusive and available for people to enjoy as they spend time in them, improve their health & wellbeing and to create feelings of safety, belonging and community cohesion. They should be visually attractive and sympathetic to local character and history. Places should be able to last for many years and accommodate a range of uses and activities that support the people of Leicester's everyday lives. Good design is fundamental to the creation of well-designed, attractive, successful and sustainable places and to the quality of life for us all.

8.4 To achieve this, new development must understand and respond to Leicester's unique and locally distinctive context to integrate effectively into the built, natural and historic environment. It should promote the image of Leicester as an exciting modern city and improve the quality of life and health of the city's residents. Landowners and developers must undertake effective and meaningful engagement with communities and other interest groups.

8.5 The use of design codes, briefs and masterplans will be supported to help deliver high quality design. The council will seek to work pro-actively with landowners and developers in the preparation of design documents to meet the council's spatial objectives and design policies. In the absence of these, the National Model Design Code and National Design Guide will be used to assess development proposals. The council will require specifications for materials and construction sections and plans at

planning application stage. This is to agree a quality benchmark and avoid a later diminished quality of materials and design.

8.6 To ensure high design standards and good place making, all proposals for 10 or more dwellings must demonstrate, through a design statement, how they have been designed to meet Building for a Healthy Life (or any subsequent standard) and the 10 characteristics of well-designed places as outlined in the National Design Guide. If 'Building for a Healthy Life' or the National Design Guide is superseded or replaced, then the council reserves the right to require compliance with any future standard. This would be fully addressed either as part of future plan review, or supplementary planning documents (SPDs) for the avoidance of doubt.

8.7 The council will produce a series of SPDs which will expand upon the policies within this chapter to set our design visions and expectations for achieving well-designed places. These include but are not limited to:

- Urban Design SPD
- Tall Development SPD
- Character Areas SPD
- Parking Standards and Design SPD

## **Policy DQP01. Design Principles**

Development will be permitted subject to consideration of the following design principles which are outlined more fully in the National Design Guide and National Model Design Code.

### **1. Context, Character and Identity**

- a) Respond positively, informed by analysis, to the site and its local and wider context including its history and heritage, setting of heritage assets, townscape and streetscape, key views, natural and landscape features, site orientation and features to conserve and enhance
- b) Respond positively, informed by analysis, to an area's local character, distinctiveness and identity at all levels and scales, including typical characteristics and pattern of housing and streets to distinctive and prevailing features
- c) Create or contribute to a new character and identity where an existing place has limited positive qualities
- d) Integrate well into their surroundings, so they relate well to them and contribute positively physically, visually and socially
- e) Provide a clear and robust design rationale, informed by the above, for the design concept and how it has evolved into the design proposal

### **2. Built Form**

- a) Contribute positively to its context in terms of scale, height, amount, massing, urban form, layout, siting, appearance, façade design and roofscape including fenestration, detailing and materials. Development which fails to respect and improve an area will be resisted
- b) Create or strengthen a sense of place and make it easy for everyone to find their way around and through the pattern or arrangement of development blocks, streets, buildings and spaces to create memorable features, recognisable places and a coherent form of development
- c) Consider development comprehensively and in a co-ordinated way to enable the efficient and most effective use of land, to allow a sustainable amount and mix of uses to support local facilities and transport networks – across multiple sites where possible
- d) Where needed to respond to the context, their townscape role and the need to increase densities, well designed bespoke home types will be required

### **3. Movement and Connections**

- a) Provide, maintain or improve the network of routes for all modes of transport within and through the development site ensuring connections to the wider area, taking into account existing communities and defined future development proposals whilst recognising the need for privacy and security in new development
- b) Provide a clear and connected layout of different types of streets and spaces, a street hierarchy, to add to a sense of place and help people find their way around. Incorporate green infrastructure to create character, improve air quality and contribute to biodiversity. Create streets which are designed as social spaces that encourage low vehicle speeds where the pedestrians and cyclists come first rather than simply as routes for cars and vehicles to pass through
- c) Prioritise and encourage walking and cycling by providing routes that are safe,



well connected, convenient and accessible for all including those with limited mobility

- d) Provide well-integrated, conveniently sited, well landscaped and safe car and cycle parking that contributes positively to place-making and the public realm. It should not dominate the development or have a detrimental impact upon the appearance of the area
- e) Maximise opportunities for improving and extending the existing network of public transport routes, pedestrian and cycling routes in the city

#### **4. Public realm**

- a) Create high quality public spaces that are appropriately located and connected into a network of routes, feel safe, secure and inclusive, are accessible to all and encourage social interaction
- b) Make the best use of existing and new landscaping, materials, lighting, public art, and street furniture. Public spaces should be versatile to accommodate people with different needs and a range of activities to ensure the spaces are well-liked and well-used
- c) Contribute to a vibrant and safe public realm by providing active frontages including appropriately sized, well-positioned and designed main entrances, lobbies and communal areas. Consideration will need to be given to the types of homes to maximise individual doors to streets. This is to encourage activity and engagement between buildings and spaces and natural surveillance. Developments that incorporate living spaces on the ground floor will need to be well designed to balance the need for privacy and surveillance

#### **5. Mix of uses**

- a) Provide an appropriate mix of uses and facilities within a development to meet the needs of the occupants and the neighbourhood which will support everyday activities and create sustainable and walkable places
- b) Provide a mix of homes tenures, types and sizes to create well balanced, stable and inclusive communities

#### **6. Homes and buildings**

- a) Provide well-designed homes and buildings that relate positively to the private, shared and public spaces and streets around them, contributing to social interaction and inclusion
- b) Provide good quality internal and external environments for their users promoting health and well-being
- c) Provide a clear distinction between public, communal, shared and private spaces with well-designed boundaries and thresholds that are appropriate to the context.
- d) Use materials that are of high quality and made to last
- e) Provide homes and buildings with well-designed, well-positioned and well-integrated private or shared external spaces. These need to be fit for purpose, easily accessed to encourage use and appropriate for their required use. Adjacent internal uses need to be safe and secure and consider how environmental factors may affect usability
- f) Consider the relationship between internal spaces, circulation routes and entrances, the need for daylight and ventilation (including integrated mechanical provision), the need for privacy, and the provision of external amenity space to provide high quality buildings
- g) Consider the day to day use and functioning of buildings and places providing



well considered design solutions for waste storage and management, services & utilities and cycle storage so that they are unobtrusive, and well-integrated to minimise visual impact and avoid clutter

## **7. Resources and Lifespan**

- a) Consider in the design at the outset, and provide for future management and maintenance for all areas for the lifetime of the development
- b) Provide a layout, form and mix of uses that reduces the use of resources and follows the energy hierarchy
- c) Create homes and external spaces that can adapt to the changing needs of their users and the way they live over time
- d) Create buildings and spaces that are adaptable and flexible which can respond to changing social, technological and economic conditions. In particular, demonstrate the ability to adapt the size of homes (e.g. from small to larger homes) in higher density developments which contain a high proportion of smaller homes or cluster flats

## **8. Building for a Healthy Life and National Design Guide**

- a) All proposals for ten or more dwellings, should demonstrate, through a design statement, how they have been designed to meet Building for a Healthy Life standards and the 10 characteristics of well-designed places as outlined in the National Design Guide. Proposals that demonstrate a poor standard of design will not be acceptable

## **Tall Development**

8.8 Well-designed tall developments can make a positive contribution to Leicester, when located in sensible locations and where the context of the surrounding area is properly assessed and addressed. However, tall developments by their nature are very prominent in their context. This has meant that tall development has not taken the form of elegantly proportioned, one off tall buildings, or made a positive contribution to townscape and the image of the city. Tall developments on their own or together can have both significant scale and mass and can form a cluster of buildings.

8.9 What is defined as 'tall' is dependent on the surrounding context. The general prevailing height of the city centre of Leicester is 4-5 residential storeys. This reduces to residential 3 storeys in the fringe area. Therefore, this development plan defines tall development as:

- A development of any height which is substantially taller than the prevailing height of the surrounding area. This can be defined as 9 metres (broadly 3 residential storeys) taller; and
- A development where any element of built form is above 24 metres (8 residential storeys)

8.10 Tall development in the city centre is defined as above 24 metres and below 45 metres. Any development over 45 metres would be considered to be super tall in Leicester and would have a significant impact on the townscape of city & city centre. Therefore, there are very limited opportunities for super tall development at this

scale. They would only be allowed in exceptional circumstances as defined by a future supplementary planning document.

8.11 Where tall development already exists on a site it should not be assumed that tall development of the same scale, mass and built form is acceptable. In addition, proposals to change the appearance of tall development will be assessed using the same design and locational criteria.

8.12 Leicester City Council will produce a supplementary planning document to provide further guidance on tall development. This will provide further information relating to specific areas for consideration when proposing taller development in Leicester. It will identify:

- Heritage assets
- Views - including local townscape, local heritage, sky-line and views and vistas of city wide significance
- Significant public spaces and parks
- Transport hubs
- Areas of the city undergoing growth and change (See Character Area and Tall Development in Leicester evidence base)
- Local environment requirements and impacts
- Design quality expectations

8.13 Until the council adopts any supplementary planning documents, the existing character area evidence as defined in chapter 9 of this plan and the associated tall development in Leicester document should be considered.

8.14 The supplementary planning documents will also identify areas in the city which have potential for some tall development. It will also identify areas that are considered to be constrained and there is extremely limited opportunity for tall development.

### **Policy DQP02. Tall Development**

Planning permission will be granted for tall development where it meets the following design and locational criteria:

- Responds positively to context, including scale, mass, built form and proportions, composition, urban grain, streetscape, topography, public open spaces and landscape, rivers and waterways
- Tall development should be well-proportioned in terms of slenderness when viewed from all frontages with well-design component parts, in particular how it meets the sky (top) and ground (base)
- Has a positive impact on local townscape views, local heritage views, Leicester's skyline and views and vistas of city-wide significance
- Will have a positive relationship with public spaces and parks
- Any proposal is accompanied by a comprehensive assessment and analysis of considerations as identified in this policy
- Has an appropriate or no impact on the local environment including microclimate (wind), air quality, night-time appearance, light pollution, overshadowing and the lack of sunlight and daylight within the development itself, and to neighbouring buildings, streets and public realm

- Demonstrates adequate levels of privacy between adjacent properties and within the development
- Demonstrates that there are no cumulative impacts from existing, consented and proposed tall development and that the arrangement and spacing of tall development will allow the individual built forms in a cluster to be read as one entity, for example, by providing clear visual breaks where the sky is visible, avoiding a merging of built forms to create an overbearing monolithic impact of both significant scale and mass
- Will not prejudice the future development potential of adjacent sites
- Exhibits an exceptional standard of architectural quality in scale, form, massing, proportion, silhouette and facade materials and detailed surface design and articulation
- Exhibits a design that reflects or references human scaled design appropriate to the context, townscape and heritage of Leicester and local street-based qualities
- Provides uses and a design at street level that interacts with and contributes positively to its surroundings and context including providing generous, well designed public spaces around the base

8.15 All buildings must be designed to present active frontages to maximise natural surveillance from buildings over the public realm, thereby reducing the scope for and fear of crime. This will largely be achieved by incorporating the optimum number of doors and windows into buildings at ground level and by ensuring the proposed use of this space allows active frontages.

8.16 The main access points to buildings, especially apartment buildings, must be via high profile and well-designed entrance lobbies positioned within the main façade of a building, which should address the public realm. Primary access points will not normally be allowed, to the side and rear of buildings.

8.17 Incorporating accommodation to the ground floor of apartment buildings that are built up to the public realm can be particularly challenging. Development should be designed to protect the privacy of ground floor residents.

8.19 Street clutter should be avoided through, for example, consideration of the location, numbers, need and design of street furniture and equipment.

8.20 Open space must be designed to a high standard with full consideration given to inclusive design, and to the relationship between the open space and the surrounding buildings. It must be located where it can be accessed safely and conveniently.

### **Inclusive Design**

8.21 For Leicester to be a “confident city” our neighbourhoods, buildings, streets and spaces need to be consistently designed to be accessible and inclusive. To help achieve this, developers should:

- Adopt the principles of inclusive design from the earliest stages of the development planning process
- Meet the latest inclusive design and access standards and good practice
- Where necessary review and ‘rebalance’ other design priorities to ensure that inclusive design is given sufficient weighting

8.22 This applies to all planning and development schemes, including area-wide initiatives, public realm schemes, transport infrastructure, and both residential and non-residential development. Inclusive design principles should also apply to internal layouts and design.

#### **Policy DQP03. Inclusive Design**

New developments should be of inclusive design so that they:

- a) Can be used safely, easily and with dignity by all, so that they are convenient and welcoming with no disabling barriers and all people can use them independently and with-out undue effort, separation or special treatment
- b) Meet the particular access needs of disabled and older people, as well as people with other 'protected characteristics' (as required by the Equality Act 2010),
- c) Are designed for likely future demographic trends, particularly in relation to an ageing society and the need for Leicester to be a 'dementia friendly' city

### **Landscaping**

8.23 The city council expects to see an integrated approach to the use of soft and hard landscape features. This should involve the use of existing landscape features, topography and areas of planting which have amenity or ecological value, planting and hard landscaping that contributes to the street scene and provision for adequate maintenance to be provided.

8.24 The city council has an established strategy for trees and will seek to protect trees which enhance the public amenity of Leicester by ensuring that development schemes take account of existing trees and by making Tree Preservation Orders where necessary. Any landscaping scheme should meet a high standard of inclusive design.

#### **Policy DQP04. Landscape Design**

Development will be expected to:

- a) Retain landscape features e.g. topography, hydrology and existing vegetation, woodlands, trees and hedgerows
- b) Justify and mitigate the loss of any existing landscape features
- c) Respect and give consideration to the protection and enhancement of irreplaceable habitats such as ancient woodlands and veteran trees
- d) Consider aspect and shading, and avoid creating a later pressure for removal of trees and other features
- e) Provide a landscaping scheme which forms part of an integrated design approach, including overall layout, access routes, lighting and street furniture
- f) Provide a landscaping scheme that is designed to a high quality, including to high inclusive design standards, and provide a variety of functions, such as SuDS, play space and shading
- g) Provide a landscape design statement to evidence commitment and concepts towards providing high quality landscape proposals
- h) Ensure that the maintenance and management of existing and new landscaping is provided for a minimum of the first five years, including replacing any dead or

vandalised stock and demonstrate that satisfactory long-term maintenance and management is secured

- i) Ensure planting schemes take into consideration how the landscape will mature, seasonal changes and its relationship to biodiversity

### **Backland, Tandem and Infill Development**

8.25 The need to provide new housing and promote sustainability can be met through redevelopment at higher densities and the development of infill and backland plots. These developments can meet elements of the city's housing need and contribute to the supply of housing. They must be well planned to avoid real or perceived harm to the amenity and privacy of existing and future residents, as well as harm to the character of a neighbourhood.

8.26 To assess access and highways requirements, discussion will be required with the local transport authority and / or any subsequent relevant guidance.

#### **Policy DQP05. Backland, Tandem and Infill development**

Backland development for new dwellings will be acceptable subject to the following:

- a) The development potential of adjoining land is not unreasonably prejudiced
- b) Satisfactory access in terms of highway safety, highway function, perceived and actual safety can be provided
- c) Development should minimise the number/ frequency of vehicle accesses off an existing highway
- d) Tandem development of single dwellings will not normally be acceptable
- e) The number of dwellings, size, design and layout shall allow for space around dwellings, existing and proposed landscaping, car parking arrangements, and take account of the relationship to, and character of, neighbouring property and the area
- f) Privacy, light, outlook and residential amenity shall be maintained for existing and new dwellings by careful regard to separation distances, window positions, orientation of dwellings, levels, screening and landscaping
- g) Development shall be designed and assessed to allow for reasonable extensions to dwellings including through permitted development. Development that does not reasonably allow for permitted development will not normally be accepted
- h) All backland development must be adequately drained following SuDS principles with no net increase on green field run off rates
- i) Development will respect the historic environment. In conservation areas, backland development will seek to ensure that the overall character and urban grain of the area is retained. Any new development will need to be sympathetic in terms of size, scale and design to its specific location

### **Residential Amenity and New Development**

8.27 With a move towards greater mixing of homes with other land uses the issue of amenity is of particular relevance. It is important to provide residents with a quality living environment.

### **Policy DQP06. Residential Amenity**

In determining planning applications, the following factors concerning the amenity of existing and future residents will be taken into account, both individually and cumulatively with the existing situation:

- a) Noise, light, vibrations, smell and pollution (air, water and ground) caused by the development and its use
- b) Any impact to the visual quality of the area
- c) The management of waste and potential litter problems
- d) Additional parking and vehicle manoeuvring
- e) Privacy, overshadowing, overlooking, overbearing impact and adequate natural light
- f) Safety and security
- g) Access to key facilities by walking, cycling or public transport to ensure adequate accessibility by sustainable methods

### **Recycling and Refuse Storage and Waste Management**

8.28 The location and siting of recycling and refuse bins can create an adverse impact on the visual quality of the street scene, reduce visual surveillance and prevent a means of access to the rear of properties. It is essential that new homes have adequate utility space inside and areas outside for the storage of segregated waste.

### **Policy DQP07. Recycling and Refuse Storage**

- a) Both new development and conversion schemes should have sufficient refuse storage space to allow segregated waste collection. Storage space for refuse bins and the appropriate provision of space for recycling facilities should be integral to the design of new development and, where possible, conversion schemes
- b) Facilities should be secure, their impact on the street scene should be minimised, and access for collection and management should be provided. Where bins can only be stored at the front of properties, provision should be made for them to be screened from the street

8.29 Designs to meet Policy DQP07 should be in line with Leicester City Council's Waste Management Guidance.

### **Shopfronts and Security**

8.30 New shopfronts can enhance the street scene, and a case can sometimes be made for security shutters. The design of the shopfront will be expected to be an integral part of the design of the whole building and avoid crude fittings. If security shutters are necessary, then roller shutter housing should be mounted within the building and the shutter curtain must be well designed and complement



the street scene. Particular care will be taken with applications on listed buildings and in conservation areas.

8.31 External security shutters should be seen as an exception and business owners should consider alternative measures such as internal shutters, demountable grilles, security cameras and alarm systems.

#### **Policy DQP08. Shopfronts and Security**

The design of new shopfronts and roller shutters will be expected to be an integral part of the design of the whole building, consistent with it in quality and treatment of materials and proportioned to respond to the lines of the façade of which it forms a part.

In existing buildings, replacement shopfronts and roller shutters will normally be approved only if they:

- a) Maintain or improve upon the quality of the front they are to replace
- b) Relate well to the building they are to occupy and to the street scene in materials, form and proportion
- c) Are designed to be unobtrusive
- d) Shutter curtains provide visibility into the shop when they are in place
- e) Are of an appropriate material, design and finish, applied before installation

### **Signs and Banners**

8.32 Advertisements and signs are practical necessities and can promote the economy of the city and provide visual interest and vitality. The design of signs should be an integral part of the design of the building façade, which are design to respect the vertical emphasis and advertisements which display ingenuity of design and detail will generally be encouraged.

8.33 Over dominant, inappropriately designed and located signs, and those that cause unacceptable light pollution, will not be approved. The council will also control the display of banners, flags, and advertisement boards which cause unnecessary clutter. Particular care will be taken with advertisement applications on listed buildings and in conservation areas. Internally illuminated signage is unlikely to be acceptable on listed buildings. Levels of illumination should be in accordance with the table below.

**Table 06. Internally illuminated signs: levels of illumination**

<b>Illuminate darea (Units in Candelas per m<sup>2</sup>)</b>	<b>Zone 1</b> Medium district brightness areas (e.g. small town centres, urban locations)	<b>Zone 2</b> High district brightness areas (e.g. town and city centres with high levels of night time activity)
Up to 10m <sup>2</sup>	800	1000

Over 10m <sup>2</sup>	600	600
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8.34 Media screens and mesh wraps are relatively new forms of advertising and will not be acceptable where they have an unacceptable impact on visual amenity, highway or public safety.

### **Policy DQP09. Signs and Banners Advertisement Design and location**

Consent will be given for signs and advertisements unless they:

- a) Do not relate well to the building on which they are fixed and to the surrounding area
- b) Have a harmful impact on visual amenity
- c) Cause unacceptable light pollution or loss of amenity through excessive glare, light spillage or sky glow
- d) Would have an unacceptable impact on highway safety

#### **Projecting and Fascia Signs**

A maximum of one projecting sign per frontage will normally be permitted. Fascia and projecting signs above the level of first floor windowsills will not normally be permitted.

The council will also control the display of banners, flags and other types of advertisements which produce an unacceptable cluttered effect on the street scene.

#### **Media Screens**

Media screens will be acceptable unless they:

- a) Cause an unacceptable impact on visual amenity; or
- b) Would have an unacceptable impact on highway safety; or
- c) Would be contrary to criteria in relation to advertisement design

Media screens displayed in buildings where they are visible from the public realm should be designed so that they are well proportioned and well integrated within the existing shopfront and streetscape.

Free standing media screens in the public realm should not contribute to a cluttered environment, taking into account existing street furniture and advertisements.

#### **Mesh wrap advertisements**

Mesh wraps that cover buildings, or large parts of buildings, will be acceptable unless they would:

- a) Cause an unacceptable impact on visual amenity, and
- b) Would have an unacceptable impact on highway safety



## Architectural and Feature Lighting

8.35 The 'Architectural and Feature Lighting Strategy' for the city sets out an approach for identifying the best lighting opportunities within the city centre in order to enhance the quality of the night time environment in a coordinated way. Lighting proposals should aim to bring out the character of the city, highlight the rich heritage, add visual interest, enhance security and encourage the night time economy.

8.36 The approach to lighting a building should be carefully considered and the various options explored. In general, buildings with interesting architecture should be lit delicately, picking out and enhancing the best architectural features. A successful lighting scheme will have areas that are intentionally left dark and areas which are lit. The dark, light and shadow should all play together in a balanced way.

8.37 Designers are encouraged to discuss their proposals at early concept stage with building owners and planning officers before proceeding with detailed design work.

## Advertisement Hoardings

8.38 Advertisement hoardings that screen development sites can provide visual interest and stop derelict or vacant sites being visible from the street scene. The city council has successfully taken enforcement action against inappropriate hoardings. However, advertisement hoardings can be detrimental to the street scene harm the character of an area. Temporary advertisements would be expected to be in place for a maximum of three years, plus the time taken to construct the development.

### **Policy DQP10. Advertisement Hoardings**

Advertisement hoardings, including digital hoardings, will only be permitted to screen a derelict building or site, subject to the design being appropriate for the timescale of the redevelopment and subject to requirements to remove at a specified date. Advertisement hoarding signs in other circumstances, or other advertisements unrelated to the site, will not normally be permitted.

## Changing Places and Public Toilets

8.39 The need for public toilets is more prevalent amongst certain groups such as the elderly, disabled, children and people suffering from bladder or bowel conditions. The lack of provision can deter people going out in the community, increasing the risk of social isolation and poor mental health. A changing places toilet provides important sanitary accommodation for people with multiple and complex disabilities who have one or two assistants with them.

8.40 Commercial development proposals are encouraged to assess the local provision of public toilets, and improve on/provide public toilets, including the provision of accessible toilets. Leisure providers are encouraged to provide public toilets or improve the accessibility of existing facilities. These should be in compliance with the following standards.

**Policy DQP11. Changing Places Facilities**

In addition to standard accessible WCs, 'Changing Places' toilet facilities should be provided in larger buildings and complexes, such as:

- a) Major transport termini or interchanges
- b) Sport, leisure and community facilities, including large hotels
- c) Cultural centres, such as museums, concert halls and art galleries
- d) Stadia and large auditoria
- e) Shopping centres, major supermarkets and shop-mobility centres
- f) Key civic and community buildings
- g) Educational establishments
- h) Health facilities, such as hospitals, health centres and community practices

# Chapter 9

## Central Development Area

### Evidence Base

9.1 There are several background studies that will underpin policies in this plan. The studies for this chapter are published on our website.

- Townscape Analysis and Design Guidance – Evidence for Character Areas (2022)
- Local Housing Needs Assessment (2022)
- Economic Development Needs Assessment (2021)
- Central Development Area Capacity Study (2022)
- Leicester City Centre Offices Study (2019)
- Tall Development Evidence in Leicester document (2022)

### Background

9.2 The regeneration of Leicester is a key theme of this development plan. Detailed analysis of the central area of Leicester has identified areas which have distinctive characters and different development objectives. Within this central area a managed approach to change will be implemented. This is based on townscape character management (see Diagrams 6, 7 & 8), which seeks to maximise sustainable development opportunities.

9.3 Major housing growth is planned for the Central Development Area (CDA) with at least 6,286 new homes planned by 2036. This is around 30% of the city's planned housing provision. This area will make a significant contribution to addressing the city's future housing needs.

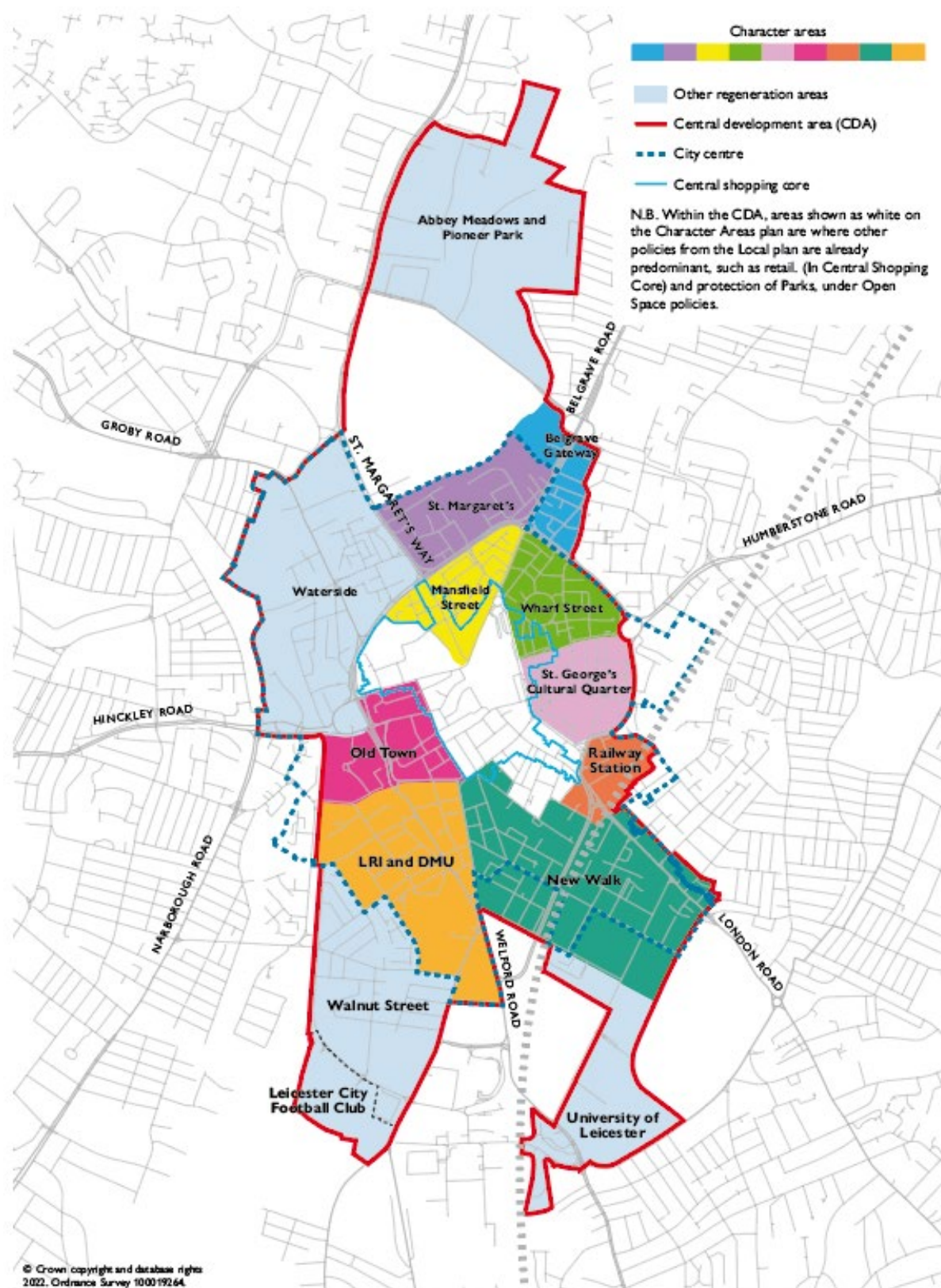
9.4 Much of the development activity needed to enable restructuring of the economy will occur within and around the city centre, within the Central Development Area. Leicester's future economic prosperity will depend on making sure that it appeals to a skilled and mobile workforce as an attractive place to live and work. The quality of life, environment, housing, jobs and the cultural, leisure and retail offer of the city and central area in particular, will play a major role in this.

9.5 In order for development to come forward successfully, the provision of infrastructure to enable sites to be accessed and serve the existing and new communities is very important. Infrastructure includes education facilities, public realm, highways, and other transport improvements.

## Purpose

9.6 The aim of the Central Development Area is to enable the city council to direct, optimise and encourage investment whilst managing development appropriately within a local context. High quality design will be used to help create certainty and developer confidence.

**Diagram 06. Central Development Area and the Character Areas**



### **Policy CDA01. Central Development and Management Strategy**

The Central Development Area (CDA) will be the focus of major housing development, employment, and physical regeneration to provide the impetus for economic, environmental, and social investment and provide benefits for existing and future residents.

Within the CDA development proposals will be expected to take into account other relevant policies within this plan including those related to tall development (policy DQP02) and any Supplementary Planning Document the council may choose to produce, post adoption of this plan. New development within the CDA must be comprehensive, well co-ordinated and complement and build on delivery programmes and any additional planning documents. All new development within the character areas will be expected to follow the principles of townscape character management (See Diagrams 06 & 07 & Table 06).

Article 4 directions will be used where appropriate to protect specific uses which are required for the vitality and viability of the CDA.

New development in the Central Development Area will be required to:

- Create well balanced communities by providing a range of high-quality homes and employment opportunities to meet the needs of Leicester and support its goals of prosperity and economic growth
- Create high quality residential neighbourhoods which have access to a range of facilities
- Create high quality, well designed, safe, urban environments that provide mixed use buildings and spaces which are based on the principles of townscape character
- Provide improved opportunities for leisure and cultural activity
- Promote continued investment in the major sports stadia and associated facilities including other relevant secondary uses such as hotels
- Promote continued investment in university related projects including university masterplans
- Improve opportunities for walking, cycling and public transport
- Improve accessibility to jobs, homes, services, and connectivity between areas including the riverside and water corridors
- Protect and enhance designated and other heritage assets and where the city council considers appropriate encourage the use of heritage-led regeneration
- Protect existing habitats and enhance or create new areas for wildlife
- Be comprehensive and co-ordinated, complementing and building on delivery programmes and supplementary planning documents

### **Defining the Character Areas**

9.7 Following comprehensive assessment of the Central Development Area, the city council has divided the area into 14 distinct areas. These includes 9 Character Areas

and 5 other Regeneration Areas. These areas reflect the individual context of the area and are based on the area's defining characteristics. (See Diagram 6)

9.8 The 9 Character Areas include:

- Railway Station
- Mansfield Street
- St. Margaret's
- Wharf Street
- Belgrave Gateway
- LRI and DMU
- St. Georges Cultural Quarter
- Old Town
- New Walk

### **Other Regeneration Areas**

- Waterside
- Abbey Meadows and Pioneer Park
- Leicester City Football Club
- University of Leicester
- Walnut Street

### **Character Areas - Policy Basis and the role of Future Guidance**

9.9 These areas all have distinctive characteristics which the city council expects development to protect and enhance. The expected uses in each of the 14 areas are set out in the individual policies below.

9.10 Within the character areas change is expected to be managed, depending on its character as is shown in Table 07 and Diagrams 07 & 08.

### **Character Area Evidence Base Documents**

9.11 The policies contained within this chapter are shaped by and build on the individual character area assessment evidence base documents which set out the council's aspirations for these areas. A web link to each character area document can be found at the end of each policy.

### **Future Supplementary Planning Documents**

9.12 The council will produce supplementary planning documents which will develop these areas further. Priority will be given to those areas that will undertake significant change during the plan period.

9.13 For each of the character areas, supplementary planning documents will set out the following:

- A vision for the area
- A masterplan



- Relevant special policy areas and development areas, where the council will work positively with landowners to deliver specific interventions
- Specific design codes - These will be developed in collaboration with key stakeholders and communities. They will consider context, movement, nature, built form, identity, public space, uses, homes and buildings as set out in the National Model Design Code June 2021 and set clear expectations for achieving well designed places

9.14 These documents will establish the relevant townscape management options attributed to a particular area (that is described in the following pages) and will provide the basis to develop policies, objectives and clear guidance for development that is tailored to the circumstances and context of each character area. The documents will also focus on directing and prioritising development, provide townscape guidance specific to each character area, building heights, and identifying pro-active aims and interventions. This includes public realm, transport, heritage, and streetscapes.

### Townscape Character Management

9.15 Each character area will be managed based on the following principles depending on the overriding character of the area:

- Respect and protection of heritage assets
- Evolution without significant change
- Developing an area's character
- Intensification by increased density and higher density building types
- Redevelopment

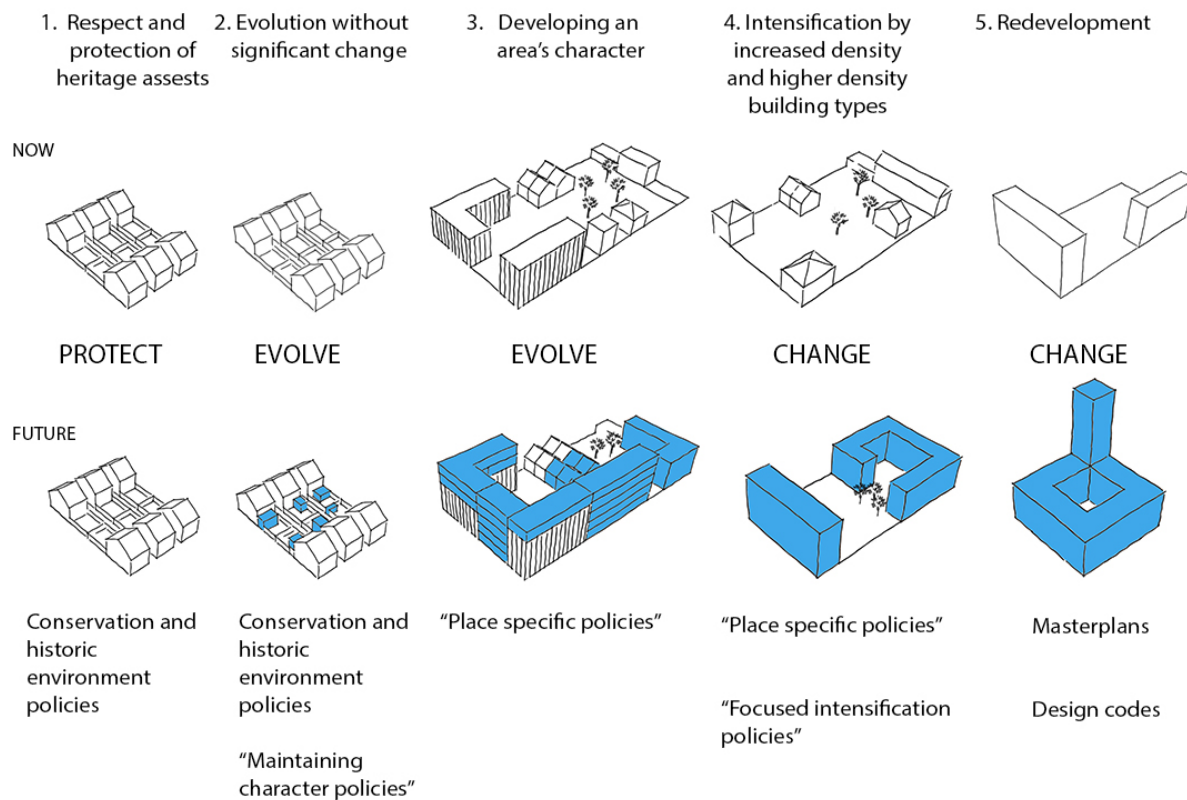
**Table 07. Character Area Management Options**

Character Area management options	Respect and protection of heritage assets	Evolution without significant change	Developing an areas character	Intensification by increased density and higher density building types	Redevelopment
New Walk	X	X			
Old Town	X	X			
St. Georges	X	X	X		
LRI and DMU	X	X			
Belgrave Gateway			X		
Wharf Street			X		
St. Margaret's					X
Mansfield Street			X	X	



Railway Station				X	X
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## Diagram 07. Character Area Management Options



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9.16 Diagram 8 below, shows how this relates to each of the character areas. It includes the Waterside area, in addition to the nine character areas, as there is already a detailed supplementary planning document for this area.

**Diagram 08. Character Area Development and Management Plan  
Criteria to Guide New Development in the Character Areas**



9.17 To successfully manage development within these areas, the following criteria are important for any development.

### **1. Character & Identity**

Development should enhance the character, identity and sense of place by considering the built, natural, and historic context, responding to it ecologically, socially and aesthetically. All development should contribute to the unique character of the area by protecting and enhancing existing heritage assets and achieving creative re-use, while ensuring that they will continue to make a significant contribution to the area as it undergoes change. All development should celebrate the Character Area's local distinctiveness and create memorable places that are visually attractive and offer a unique experience to its users.

### **2. Cohesive, Vibrant & Inclusive Neighbourhoods**

Ensure everyone's health, safety, and quality of life creating buildings, streets and spaces that encourage people of all ages, backgrounds, and abilities to meet and mix. All development should use the appropriate built form, layout, scale, and mixture of uses and tenures to create a welcoming and attractive place for people to live work and visit. There should not be any differentiation between the quality of market and affordable housing.

### **3. Diversity**

Within each Character Area variety, choice, and design sensory richness should be provided in keeping with local distinctiveness. Development should promote and create mixed-use communities through providing a diverse range of facilities, activities, and residential typologies with good access to public transport.

### **4. Ease of Movement**

Ensure, improve, and promote ease of movement, accessibility, and connectivity within the Character Area and to the surrounding neighbourhoods. The use of creative and innovative solutions for reducing car-dominated streetscapes should be considered to promote safe and welcoming pedestrian and cycle movement. This is to allow direct and convenient access to existing and new local services, facilities, and open spaces. Active frontages and doors on streets, especially along main and secondary pedestrian connections will maximise natural surveillance over the public realm.

### **5. Legibility & Permeability**

Ensure that each Character Area can be properly understood and easily navigated. There should be a positive relationship between the fronts and backs of buildings and structures, together with clearly defined public and private spaces, well-defined block and street pattern and distinctive townscape markers. Future development should enhance and create a clear and permeable hierarchy of streets, routes, and spaces to provide safe and convenient ease of movement by all users.

### **6. Public Realm & Landscape**

Create a high-quality public realm with well-managed and maintained areas that incorporate natural features and new green infrastructure. Development and future changes within the Character Area should deliver attractive and well-located public

realm and landscape features that contribute to a greater cohesion of the streetscape. Places for people to rest, meet and gather, together with the insertion of trees, landscaping and planting will encourage inclusivity and social integration, enhancing people's quality of life and a place's perception.

## **7. Adaptability & Flexibility**

Anticipate the need for change to buildings and outdoor spaces so that they function well today, last for the future and can adapt to changing needs. This includes accommodating the changing dynamics of family life, the needs of older people, the ways residential and workspaces are used, environmental changes and future expansion of the development.

## **8. Lifespan**

Development should be robust, easy to use and to look after. Materials should be chosen in accordance with their function and context, with the ability to be maintained overtime and age well.

### **Policy CDA02. New Development Within the Character Areas**

Within the character areas as identified on the policies map, any new development will be expected to meet the following requirements. Further detail will be provided within subsequent supplementary planning documents:

- New buildings and extensions to existing buildings will be expected to be built to a height in line with the tall buildings policy (DQP02 'Tall Development')
- Nationally and locally listed buildings, other identified heritage assets, including the protection of key views will be protected and enhanced
- Non-listed buildings which have been identified as making a positive contribution to the townscape should also be retained where possible
- To improve connectivity both within the character area and to surrounding areas, development should seek to create new connections which improve the streetscape and enhance the quality of existing connections for pedestrians and cyclists
- New development should create active frontages which maximise natural surveillance and provide interest for passers-by. This will be of particular importance at ground floor level
- New development should by its design improve the character and appearance of the character area
- New development should be designed to repair the building lines of streets especially on vacant plots to prevent fragmentation within the character areas
- Provide new green infrastructure which makes a significant contribution to the development's place making and adds positively to the aims and objectives of the character area

### **Uses within the Character Areas and the Other Regeneration Areas**

9.18 The central development area will be the focus of major housing development, employment, and physical regeneration to ensure that the city remains a viable and



sustainable location and that communities can develop and flourish. This will mean that at least 6,286 additional dwellings will be expected to be delivered within this area.

9.19 To ensure that individual objectives are met within each of the character areas particular land uses will be encouraged. These are set out in the policy and supporting text below.

9.20 Any new uses which come forward within these areas will need to be able to co-exist with the existing uses, based on the 'agent of change' principle. Development will be expected to provide suitable mitigation before the development has been completed.

## **The Character Areas**

### **The Railway Station**

9.21 The vision for 'the railway station' is for it to be a primary gateway and office destination within the city centre. It will be a vibrant and distinctive place that is easy to find, walk and cycle around. It will reconnect the railway station with the Culture Quarter and strengthen connections to the city centre.

Railway Station Character Area objectives are to:

- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Deliver a new railway station entrance that creates a new well designed public space and public realm and reconfigures the transport hub to strengthen its visual and physical presence
- Improve the physical and visual connection between the Railway Station, St. George's Cultural Quarter, and future development to the east of the character area. This will be through improved infrastructure, street and public realm improvements and creating direct legible routes
- Allow a mix of uses in order to create an active and vibrant destination
- Improve wayfinding and connections from the station to key city destinations to the southwest, including both the Leicester Tigers and Leicester City Football Club stadiums

#### **Policy CHA01 – The Railway Station**

Within the area defined as the Railway Station Character Area on the adopted policies map, development will be expected to support Leicester City Council's aspirations for high quality office development within this area.

This will be achieved by:

- Delivering a minimum of 20,000 sqm of high-grade office space (Class E(g) (i))
- Delivery of improvements to this primary city gateway including the creation of new high quality public realm

- Strengthening pedestrian and cycle connectivity from the station to the city centre, improving the infrastructure and transport hub
- Allowing a mix of uses which are ancillary to support the office development, such as hotel, food & drink, and leisure where they do not detract or undermine delivery of this or other nearby character areas

[Link to character area document](#)

## **Mansfield Street**

9.22 The vision for 'Mansfield Street' is to create an emerging commercial and city living community with Church Gate at its heart. It will be within easy walking distance to city based services and facilities. Mansfield Street will be a place where the unique historic legacy of Leicester is enhanced and celebrated with a new identity created through the integration of the old and new.

Mansfield Street Character Area objectives are to:

- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Deliver public spaces through enhancing the streetscape along main pedestrian corridors and streets, with trees, planting, and places for people to rest, meet and gather
- Ensure that Church Gate becomes the 'neighbourhood heart' that has a 'new, healthy and green' street, which gives priority to pedestrians and cyclists as well as providing areas for people to 'dwell'. Trees and planting should be provided along with active frontages to promote natural surveillance and activity
- Ensure that new development encourages the sensitive re-use and improves the setting of currently isolated heritage assets by reconfiguring building lines, opening up connections and improving views to provide clear visual and physical links
- Provide a safe, welcoming and pleasant pedestrian and cycle network that creates a walkable city-living community and reintegrates Abbey Park into the city
- Deliver homes that offer a varied mix of dwellings in line with the housing needs assessment. (Ho3 'Housing mix & type')

### **Policy CHA02 – Mansfield Street**

Within the area defined as the Mansfield Street Character area on the adopted policies map, it is expected that development will be primarily residential led regeneration that supports and maintains the ongoing provision of a mix of uses in the area.

This will be achieved by:

- The provision of high-quality residential development (Class C3)
- Within the area of Mansfield Street that is also within the central shopping core as defined by the adopted policies map, development should be retail focused (Class E(a))

- Within the area east of Abbey Street new development should complement its existing commercial and industrial character of the area through the provision of new business uses (Class E(c) & Class E(g))

[Link to character areas document](#)

## St. Margaret's

9.23 The vision for St. Margaret's is to create a mixed-use neighbourhood, with homes for rent and sale. The area will have a new heart and will reconnect and enhance the historic setting of St. Margaret's Church with its local industrial heritage. It will be a welcoming and well-connected place that celebrates its waterfront location and improves connectivity with Abbey Park and the city centre, making it a walkable destination for all.

St Margaret's Character Area objectives are to:

- Ensure a comprehensive approach to development by delivering an area-wide masterplan that sets out a deliverable and cohesive vision
- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Improve connections between Abbey Park and the city centre through legible gateways, enhanced and safe pedestrian and cycle routes and network of green spaces
- Provide well-designed public spaces adjacent to the canal to connect people with the water and create active frontages and enclosure to Abbey Park
- Enhance Foundry Square as St. Margaret's 'neighbourhood heart' creating a civic space for the whole community. Elevate the square's townscape presence through improved enclosure, public realm and changing the building lines to reinstate prominence of St. Mark's Church
- Create a network of diverse public spaces along main pedestrian routes, while enhancing the existing ones (St. Margaret's churchyard, Corah Green, Foundry Square)
- Create new east-west connections through the currently impenetrable and illegible former Corah works urban block
- Deliver homes that offer a varied mix of dwelling types in line with the housing needs assessment. (Ho3 'Housing mix & type')

### Policy CHA03 – St. Margaret's

Within the area defined as the St Margaret's Character Area on the adopted policies map it is expected that development will be masterplan lead regeneration based around the creation of a new residential neighbourhood.

This will be achieved by:

- Delivering a balanced mix of residential types & tenures including housing where feasible (Class C3)
- Allowing offices (Class E (g)i) and leisure uses where they are subordinate to residential development



- Improving the connectivity with Belgrave Road /Golden Mile and east –west across the area & continuing to improve connectivity and footfall to Abbey Park from the city centre
- Achieve creative reuse of underused industrial architecture and heritage assets

[Link to character areas document](#)

## Wharf Street

9.24 The vision for 'Wharf Street' is to create a growing mixed-use neighbourhood that connects the city centre to surrounding communities. It will be a well-served, well-connected place, with a city living, neighbourhood identity and a new heart. Development will be expected to enhance local heritage and to establish its own identity. Industrial and employment are considered to be appropriate uses and they will be integrated to the neighbourhood.

Wharf Street Character Area Objectives are to:

- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Create a 'neighbourhood heart' for a growing community through a brand-new well-designed public space in front of Lee Circle car park
- Wharf Street South will become a 'new, healthy and green' street that gives priority to pedestrians and cyclists as well as providing places to dwell. Trees and planting should be provided along with active frontages to promote natural surveillance and activity
- Reconfigure the street network around Lee Circle car park to maximise walking and cycling and improve the settings of heritage assets
- Provide a safe, welcoming, and pleasant street network to create a walkable city-living community
- Make changes to building lines where this is desirable and achievable
- Deliver homes that offer a varied mix of dwellings in line with the housing needs assessment (Ho3 'Housing mix & type')
- Allow for a mix of uses that will co-exist as an essential part of the area's character and contribution to the city centre

### Policy CHA04 – Wharf Street

Within the area defined as Wharf Street character area on the adopted policies map it is expected development will support the continued creation of an emerging residential neighbourhood.

This will be achieved by:

- Ensuring that any new development complements the already emerging residential neighbourhood including the existing mixed-use development
- Ensuring the delivery of a mix of residential development (Class C3) including housing where feasible.
- Supporting new retail (Class E(a)) within the central shopping area and ancillary food & drink uses (Class E(b)) elsewhere within Wharf Street

- Provision of new leisure and community facilities where they support the emerging new neighbourhood
- To make adequate provision for new public realm infrastructure (both on site & off site) where feasible

[Link to character areas document](#)

## Belgrave Gateway

9.25. The vision for 'Belgrave Gateway' is to create a prominent gateway to the city that shapes the area's identity. It will successfully support and integrate a mix of dwelling types including family homes together with existing and future employment and educational uses which considers location, appropriateness and design. It will enhance streets and spaces to safely connect surrounding communities to Abbey Park. Its historic heart shared by the wider community will be enhanced, and the unique views of St. Mark's Church will be protected.

Belgrave Gateway Character Area objectives are to:

- Ensure a comprehensive and coherent approach to development between Belgrave Gate, St. Margaret's and Wharf Street character areas
- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Improve connectivity between Abbey Park with the city through legible gateways, enhanced, safe and welcoming pedestrian and cycle connections and a legible network of public spaces.
- Redefine the relationship to the waterfront by providing enhanced public realm next to the canal, increasing surveillance and activity to the edge of the water and providing enclosure to Abbey Park
- Better integrate employment and residential uses, allowing them to co-exist and positively contribute to the area's overall environment
- Enhance Russell Square as Belgrave Gate's 'neighbourhood heart' a key placemaking area with a unique historic setting and views
- Deliver homes that offer a varied mix of dwellings in line with the housing needs assessment (Ho3 'Housing mix & type')

### Policy CHA05 – Belgrave Gateway

Within the area defined as 'Belgrave Gateway' character area on the adopted policies map it is expected that development will support the overall aim of managed residential regeneration, as well the continuing roles of existing education, residential and employment uses within the area.

This will be achieved by:

- Delivering new residential development (Class C3)
- Expanding and enhancing the existing Leicester College Campus (Class F1(a))

- Supporting and enhancing the existing employment uses within the northern area of Belgrave Gateway (Class E (g)iii, B2 & B8)
- Providing new hotel uses (Class C1) where it can satisfy the requirements of a sequential test
- Facilitating the regeneration of the existing frontage along both sides of Belgrave Gate to improve and encourage movement through the area and in turn improve connectivity with the adjacent Belgrave Road/ Golden Mile
- Enhancing this important gateway and its links to the city centre
- Continuing to improve connectivity and footfall to Abbey Park from the city centre

[Link to character areas document](#)

### **Leicester Royal Infirmary and De Montfort University**

9.26 The vision for 'Leicester Royal Infirmary and De Montfort University' is for a city-wide destination that is defined by its educational and healthcare setting. It will be part of the well-served and well-connected wider community to the south, supporting student accommodation and a mix of dwelling types including family housing. De Montfort University is the heart of the character area with its vibrancy, openness and diversity. A better integrated LRI campus will positively enhance the townscape and public realm.

Leicester Royal Infirmary and De Montfort University Character Area Objectives are to:

- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Improve the network of streets for pedestrians and cyclists which link the city centre to adjoining neighbourhoods in the west of the city
- Provide improvements to key nodes and junctions, such as infirmary Square to enhance their townscape contribution by creating well-designed and well-enclosed public spaces
- Work in partnership with the University of Leicester NHS Trust and De Montfort University on development strategies for their facilities, ensuring that townscape and design objectives are aligned especially along main pedestrian and cycle routes, streets and spaces and public facing areas
- Deliver homes that offer a varied mix of dwelling types in line with the housing needs assessment. (Ho3 'Housing mix & type')

#### **Policy CHA06 – Leicester Royal Infirmary and De Montfort University**

Within the area defined as 'Leicester Royal Infirmary and De Montfort University' character area on the adopted policies map, development will be expected to support the continuing role of the existing hospital, university, and rugby stadium (Welford Road). This will be achieved by:

- Supporting development directly related to the Leicester Royal Infirmary, De Montfort University, Welford Road Stadium (Leicester Tigers) and ancillary

uses such as Student Accommodation (Sui Generis) and other uses where there is a proven need or guided by a defined masterplan

- Enhancing the connectivity across the area and LRI campus and providing positive interfaces to the public realm integrating the LRI and DMU campus with the surrounding neighbourhoods
- Retail development (Class E (a)) within the parts of the Character Area contained in the defined central shopping core

[Link to character areas document](#)

### **St. Georges Cultural Quarter**

9.27 The vision for 'St Georges Cultural Quarter' is to create a unique and distinctive identity of culture and creativity that will support a welcoming and vibrant neighbourhood. It will be a much-cherished city destination with heritage and townscape richness. It will provide new mixed-use workspace development and enhance connections to the Railway Station and the Phoenix Theatre. It will consolidate the mix of owner occupiers and encourage the for sale/ private residential market.

9.28 Within this area there will be allocated a comprehensive office development providing a minimum of 20,000sqm of office floorspace to encourage new companies into the area.

St. Georges Cultural Character Area Objectives are to:

- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- St. George's Street will become a 'new, healthy and green' street, establishing it as the main connection between the Railway Station, the Phoenix cinema and Arts centre and the new office-led mixed-use area. Priority will be given to pedestrians and cyclists, as well as providing places to dwell. Trees and planting should be provided along with active frontages to promote natural surveillance, activity, and social interaction
- Deliver a new public space in front of Phoenix Theatre's extension as a secondary 'neighbourhood heart'. This is in addition to Orton Square and should be delivered by new development
- Ensure that the place-making qualities in the west of the area are continued and delivered by new development in the east
- Improve enclosure and increased surveillance around St. George's churchyard to enhance the pedestrian experience
- Deliver high quality office-led mixed-use development in the east of the character area
- Promote opportunities for creative workspaces and start-ups that appeal to artists and creative companies to enhance the area's rich cultural offer
- Deliver homes that offer a varied mix of dwelling types in line with the housing needs assessment. (Ho3 'Housing mix & type')

### **Policy CHA07 – St. Georges Cultural Quarter**

Within the area defined as ‘St. Georges Cultural Quarter’ Character Area on the adopted policies map, development will be expected to meet the council’s aim for the area for mixed use heritage character regeneration.

This will be achieved by:

- Providing a minimum of 20,000sqm of high grade offices (SL01)
- Supporting proposals for small scale office development (Class E g (i))
- Supporting proposals for the expansion and enhancement of ‘Curve’ and Phoenix Cinema and proposals for other similar leisure uses
- Supporting proposals for food and drink uses to increase footfall within the area (Class E (b))
- Supporting proposals for employment & creative development such as workspaces and creative start-ups units that assists in making the area a lively and creative environment, appealing to artists and creative companies
- Improving the public realm including linking through the public spaces of Orton Square and St George’s Churchyard

[Link to character areas document](#)

### **Old Town**

9.29 The vision for ‘Old Town’ is to create a vibrant historic core with concentrated heritage richness that reflects Leicester’s history. It will be a unique tourist destination with multiple “hearts” and attractions. It will visually and physically reconnect the heritage and cultural gems east and west of the city centre. It will be a place for high quality family homes where mix and owner occupiers are encouraged, offering a balance of uses.

9.30 The old town is the city’s historical core and contains unique heritage that includes the Castle Mott, Cathedral and latterly the grave & Visitor Centre for King Richard III. It has the city’s highest concentration of important heritage, architectural and archaeological assets that has built up over several centuries, which should be conserved and enhanced. Historically, this area was the city’s legal quarter which means it has a commercial attraction for small offices.

9.31 The vision for this area will be achieved by only allowing high-quality residential development, by maintaining & developing high quality small offices (Class E (g) (i)) of between 100 and 1,000 sqm and enabling further tourism and economic growth that gives due consideration to the significance of this part of the city.

Old Town Character Area objectives are to:

- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Promote the conservation, enhancement, and sensitive use of heritage assets

- Improve the visual connection between the heritage assets of the east and the west by opening up views when opportunities allow
- Deliver small scale improvements to further enhance the cycling and pedestrian network, especially across the ring road
- Provide improvements to key gateways to enhance their townscape contribution and legibility by creating well-designed and well-enclosed public spaces
- Deliver homes that offering a varied mix of dwelling types in line with the housing needs assessment. (Ho3 'Housing mix & type')
- Allow for a mix of uses that will co-exist as an essential part of the area's character and contribution to the city centre. High quality small offices will be supported

#### **Policy CHA08 – Old Town**

Within the area defined as 'old town' character area on the adopted policies map development will be expected to strongly protect and enhance the unique historical character of this area.

This will be achieved by:

- Expecting all development to support the overarching aim of heritage-based regeneration
- Ensuring that new high quality residential development (Class C3) does not detract from important heritage assets within the area
- Supporting proposals for the provision of small offices (Class E (g) (i))
- Supporting new retail development (Class E (a)) within the central shopping area
- Supporting proposals for tourist based leisure uses which support the heritage aims and objectives of the area

[Link to character areas document](#)

#### **New Walk**

9.32 The vision for 'New Walk' is to create an area that is a truly walkable neighbourhood with New Walk at its heart. This will be the 'city's promenade' displaying Leicester's Georgian legacy. It will be an ideal place to live and work and will connect the city-centre to the surrounding residential areas. It will be a place where small scale office development blends in with high-quality residential uses within the area's fine-grained urban fabric.

9.33 All new development or conversions will be expected to help create a high-quality environment. Proposals should also promote the conservation, enhancement and sensitive use of listed buildings and conservation areas. Within this area changes to community uses commonly found in residential areas will be acceptable where they do not adversely affect residential amenity.

New Walk Character Area Objectives are to:

- Manage building heights and massing in accordance with the townscape appraisal to positively respond to the context and future development objectives of the character area
- Deliver small scale improvements to enhance the pedestrian and cycle network in the area
- Improve connectivity, pedestrian experience and wayfinding along Waterloo/ Tigers Ways between the Railway Station and the Welford Road Stadium and Leicester City Football Club regeneration area
- Manage small scale incremental development such as 'backland development' and upwards extensions to ensure that the area's existing townscape and place-making qualities are protected
- Promote the conservation, enhancement, and sensitive use of heritage assets
- Deliver homes that offer a varied mix of dwelling types in line with the housing needs assessment. (Ho3 'Housing mix & type')
- Allow for the ongoing provision of a mix of uses that will co-exist as an essential part of the area's character and contribute to the city centre. Existing offices will be retained where their quality permits, unless they are unsuitable for modern office uses

#### **Policy CHA09 – New Walk**

Within the area defined as 'New Walk' character area on the adopted policies map development will be expected to be conservation led development which creates a high-quality living and working environment.

This will be achieved by:

- Ensuring that new development protects and enhances the New Walk area and important heritage assets
- Delivering small scale offices and retaining existing offices where their quality permits (Class E (g)(i))
- Allowing new education Uses (F1 (a))
- Providing residential (Class C3) and student accommodation (Sui Generis) on existing vacant plots
- Promoting retail (Class E (a)) within the London Road shopping centre

[Link to character areas document](#)

### **Other Regeneration Areas**

#### **1. Abbey Meadows and Pioneer Park**

9.34 The Abbey Meadows and Pioneer Park regeneration area is split into four distinct areas these are:

- Abbey Meadows
- Pioneer Park
- Employment Land
- The National Space Centre (NSC) & Abbey Pumping Station



### **a) Abbey Meadows**

9.35 The focus for development within Abbey Meadows area is based around developing residential communities (new & existing) at Wolsey Island, the former BUSM site at Ross Walk and Abbey Meadows west. It will be important to make sure that these areas are properly linked to existing adjacent communities. Specific focus is required on the canal and riverside to ensure that ecology is enhanced and proper connections are created between the Science and Innovation Park, Belgrave and Abbey Park by providing appropriate pedestrian and cycle routes and bridges. The provision of a vehicular access spine road is required, along with new public open space and access to education and health care. In addition, mixed uses and community uses will be required including accommodating demand for school places.

### **b) Pioneer Park**

9.36 The focus for development within the Pioneer Park area will be the continued development of the Science and Innovation Park. Within this area the following will be expected:

- A centre for research
- Development and technology-based business
- Associated educational use
- Associated research institute which can demonstrate a need either to be located within the park or to be near the National Space Centre

9.37 Employment investment within the Enterprise Zone will be encouraged especially from the science, innovation and hi-tech manufacturing sectors.

### **c) Employment Land**

9.38 Within this area the employment land will be retained for the provision of Classes E(g)iii, B2 and B8 uses to help the city meet its future employment needs.

### **c) The National Space Centre (NSC) and Abbey Pumping Station**

9.39 Within the area of the National Space Centre and Abbey Pumping Station development will be supported which promotes the role of the National Space Centre (NSC) and Abbey Pumping Station for tourism and education including D1 (except places of worship).

#### **Policy ORA01- Abbey Meadows and Pioneer Park**

Within the area shown as Abbey Meadows on the policies map all new development will be expected to support the creation of new and existing communities within Abbey Meadows and the wider area. This will be achieved by:

- Development being primarily residential (class C3)
- Provision of additional community uses (Class E(e & f)) Class F1(b,c,d,e,f) and Class F2(b&c) and Education (Class F1(a)) where there is a proven need

Within the area shown as Pioneer Park on the adopted policies map, proposals which support the delivery of a science and innovation park will be acceptable. This will be achieved by supporting proposals for:

- Development and technology-based business and innovation centre building (Class E(g ii))
- Associated Education Uses (Class F1(a))
- Associated Research Institute (No Use Class)
- Other non-residential community uses (Class E (e & f)) Class F1(b, c, d, e, f)

## 2. Waterside

9.40 The vision for Leicester's Waterside is to create a thriving urban neighbourhood that provides a unique and vibrant place to live. Development will provide new offices and space for local businesses to flourish. Opportunities to reconnect Leicester to its waterfront will be taken to improve opportunities for leisure, green connections and wildlife. Within the Waterside area it will be expected that all streets and buildings are built to a high standard of design to ensure that this is an area which values its history whilst embracing its future.

### Policy ORA2 - Waterside

Within the area defined as 'Waterside' character area on the adopted policies map development will be expected to meet the council's aims of creating a thriving urban neighbourhood around the River Soar.

This will be achieved by:

- Delivering high quality residential development, which include houses where feasible (Class C3)
- Promoting new office development where there is a defined need (Class E (g)(i))
- Delivering associated community (F1 use class) and Education (Class F1(a) uses

## 3. University of Leicester

9.41 The vision for the University of Leicester is to consolidate and improve its operational campus (F1(a)) and to support the creation of new student accommodation to meet the needs of the university. Opportunities will be supported that improve the provision for walking, cycling and public transport. This is to improve accessibility and connectivity to the city centre. The preservation and enhancement of designated and non-designated heritage assets will be a priority.

### Policy ORA03 – University of Leicester

Within the area defined as 'University of Leicester' on the adopted policies map, development will be expected to enhance and support the role of the university as an important higher educational facility. This will be achieved by:

- Supporting the continued development of the university (Use F1(a)) and its masterplan
- Allowing new student accommodation where there is a proven need (in line with policy Ho8 'student development')
- Allowing other non-residential community uses (Class E(e & f)) Class F1(b,c,d,e,f)

#### 4. Leicester City Football Club (LCFC)

9.42 The vision for the LCFC regeneration area is to seek opportunities to consolidate and improve the stadium and associated facilities. Ancillary supporting development such as a hotel or other uses normally found around sporting stadia will be considered. Opportunities to improve provision for walking and cycling will be encouraged and supported. The need to preserve and enhance the Scheduled Ancient Monument (Raw Dykes) will be a priority.

##### **Policy ORA04 – Leicester City Football Club (LCFC)**

Within the area defined as 'Leicester City Football club' on the adopted policies map, development will be expected support the continued development of the football stadium and associated facilities. This will be achieved by:

- Supporting the expansion and enhancement to the King Power (LCFC) Stadium
- Supporting proposals for ancillary development such as hotels and other developments which are normally found at and around sporting stadia
- Delivery of residential use (class C3) where it does not undermine the proposals for the expansion and enhancement of the stadium

#### 5. Walnut Street

9.43 The vision for the 'Walnut Street area' is to create a growing regeneration area which mixes existing residential housing, community uses and other uses which are normally found in residential areas. The area should also create connections between the LCFC regeneration area, the Leicester Royal Infirmary and De Montfort University character area.

##### **Policy ORA05 – Walnut Street**

Within the area defined as 'Walnut Street' on the adopted policies map, development will be expected to be residential in nature.

This will be achieved by:

- Delivering new residential development (Class C3)

- Improving connectivity between the city centre, LCFC regeneration area, the LRI and DMU character areas

# Chapter 10

## Heritage

### Evidence Base

10.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Draft Leicester Heritage Action Plan (2022)
- Leicester Local Heritage Asset Register (2022)
- 2022)
- Leicester Heritage at Risk Register (2020)

### Background

10.2 The historic environment is an important asset for the city. Leicester has a rich and varied historic environment which contributes to our knowledge and understanding of the past.

10.3 The historic environment also has wider social, cultural, economic and environmental benefits to the city. It helps define an area, creates a sense of place and serves as a focal point for civic pride, tourism, inward investment and the creation of jobs. Careful management of the historic environment is necessary to ensure its importance is recognised, enjoyed by all and that it can continue to contribute to the success and growth of the city.

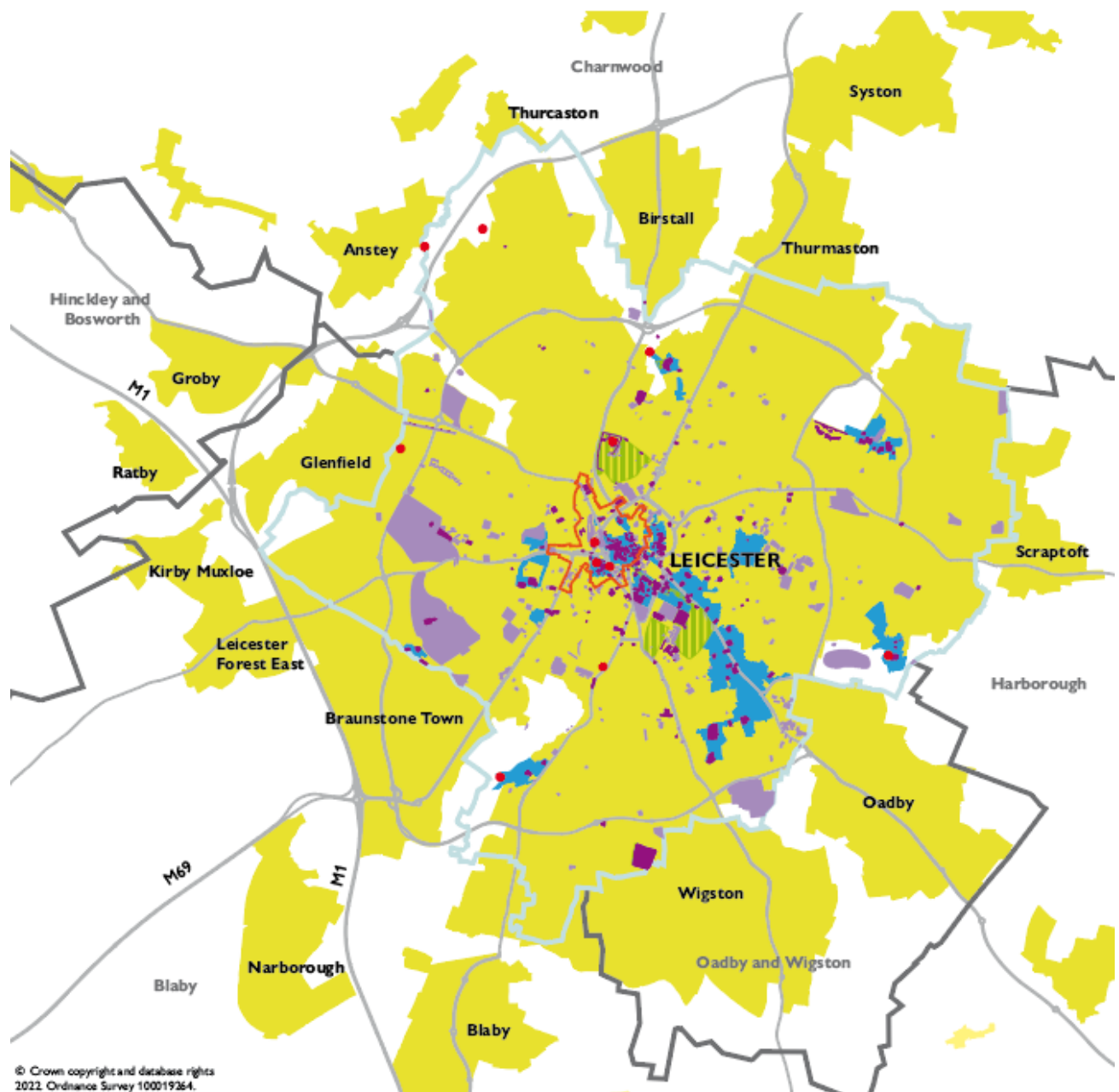
### The Historic Environment

10.4 Leicester currently has 11 Scheduled Monuments, protecting ‘nationally important’ archaeological remains. In addition to this, there are currently 397 listed buildings within the city, reflecting their national importance as buildings of special architectural or historic interest. There are also 25 conservation areas currently and over 430 buildings and sites of local interest, as well as 6 nationally listed Historic Parks and Gardens. All forms of heritage assets will be regularly reviewed and may be subject to changes. The many trees within conservation areas also make a positive contribution to their character and appearance.

10.5 In addition to the national and local planning policies, where the council identifies a particular risk to a heritage asset, they can consider applying an Article 4 direction. Article 4 directions are a tool available to the council which can be used to withdraw permitted development rights from a heritage asset where it is considered necessary in order to safeguard its special architectural or historic interest.

10.6 Controls over the display of advertisements must be exercised in the interests of amenity and public safety. Factors relevant to amenity include the presence of any feature of historic, architectural, cultural or similar interest. Policies DQP 09 and 10 on signs, banners and advertisement hoardings are set out in Chapter 8 Delivering Quality Places. The following policies of this chapter will also be taken into account where their content is material to an application for advertisement consent.

Diagram 10. Heritage





## **Policy HE01. The Historic Environment**

The council will seek to conserve and enhance the significance of the city's heritage assets.

### **Listed Buildings**

The council will support applications where the proposal would:

- a) Conserve or enhance the special architectural or historic interest of the listed building
- b) Respect the setting of the listed building
- c) Encourage the active use of the listed building, securing its long-term preservation
- d) Balance proposals against the council's aim of addressing climate change (CCFR01)

### **Conservation Areas**

Within conservation areas development will be supported where it:

- a) Is of a size, design and scale that preserves or enhances the character and appearance of the area
- b) Uses building materials that are appropriate to the local context
- c) Respects historic street patterns and building lines
- d) Retains historically significant landscape elements, including trees and traditional building features
- e) Preserves important views within, into and out of the conservation area

Within conservation areas development involving demolition will only be supported where it can be demonstrated that:

- f) The structure to be demolished has no intrinsic heritage value and makes no positive contribution to the special character or appearance of the area; or
- g) The structure is beyond repair or incapable of a beneficial use; or
- h) It can be demonstrated that the removal of the structure and its subsequent redevelopment would make a greater contribution to the special character or appearance of the area than the structure to be demolished

Where a case for demolition within a conservation area has been demonstrated and accepted by the council, permission for that demolition will not be granted until an appropriate redevelopment scheme has been approved with planning permission that links the demolition to the implementation of the approved scheme. Exceptions may be made where it is clearly demonstrated that there is a safety risk.

### **Registered Historic Parks and Gardens**

The council will support development that would conserve or enhance the significance of historic parks & gardens. Development within the setting of historic parks & gardens must respect their distinct character and appearance, including important views within, into, and out of the park or garden.

### **Local Heritage Assets (non-designated heritage assets)**

The city council will seek to protect heritage assets of local interest as defined within Appendix 02 as they make a positive contribution to the city's historic environment

The city council will support proposals that seek the sensitive re-use of local heritage assets and encourage the integration of local heritage assets and new development, creating attractive spaces that add to the city's character and local distinctiveness.

Proposals that seek the demolition (in whole or part) of a local heritage asset will only be supported where it can be demonstrated that the loss is outweighed by the wider public benefits of the proposal.

Support will be given for proposals that retain and explain the historic and social values of statues, plaques, memorials, or monuments. These will need to be left in situ and a strong justification will be required for movement.

10.7 See Appendix 02 for a list of conservation areas, historic parks & gardens, and locally listed assets.

### **Leicester's Archaeology**

10.8 Leicester has a substantial number of significant archaeological remains, including several scheduled monuments reflecting its 2000 years of continuous occupation.

10.9 The council has a duty to pay special regard to the preservation of these sites. The city's Historic Environment Record (HER) indicates that many remains lie beyond the city's historic core, however not all archaeological remains lie below the ground.

10.10 Leicester has a wealth of archaeological evidence of its history. The city is fortunate that a significant proportion of its archaeological alert area has been investigated through excavation and the findings in each case, thoroughly and professionally recorded over time. This has given the city a comprehensive picture of the city's development over time.

#### **Policy HE02. Archaeology**

Before an application for development is approved an archaeological assessment will be required where:

- a) A proposal would affect known or potential archaeological remains; or
- b) A development is located within the Archaeological Alert Area

Where an assessment indicates that there is potential for remains to exist, suitable archaeological mitigation measures will be necessary.

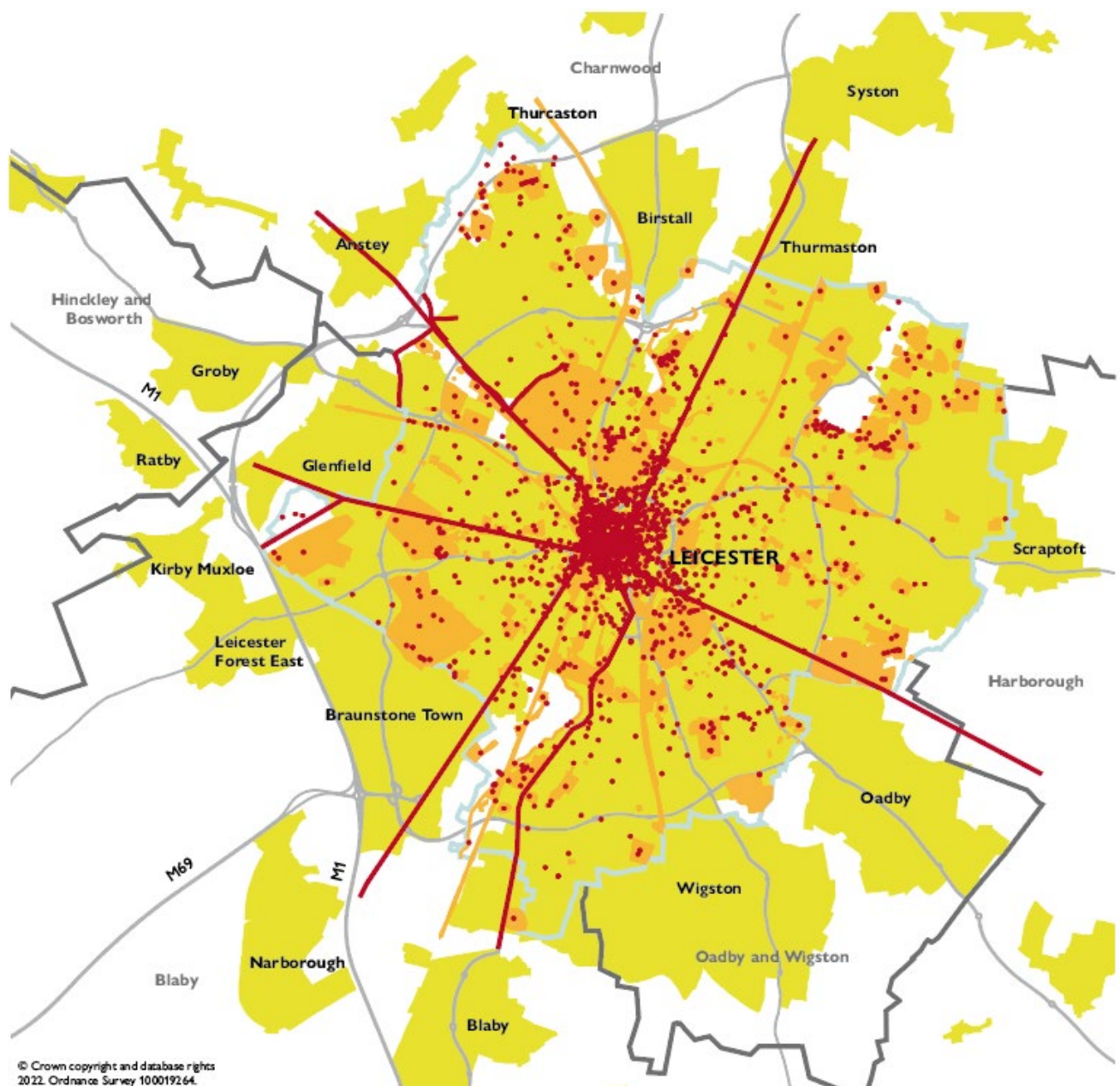
In the case of remains that do not have the status or equivalent significance of designated assets, where it is not possible to preserve remains in situ, excavation and recording of the remains will be required. This will be secured through an archaeological 'Written Scheme of Investigation,' (WSI) which must include provision for appropriate publication and archiving of the evidence. The potential for local public engagement and dissemination should also be considered and

included in the 'Written Scheme of Investigation' (WSI) where this is deemed to be appropriate.

There is a presumption against any harm to scheduled monuments and to heritage assets deemed to be of equivalent significance to nationally designated heritage assets.

10.11 The council has also identified an Archaeological Alert Area which extends over the area of the Roman and medieval settlements, Roman and medieval extra-mural suburbs, Roman cemeteries and medieval religious houses and hospitals. It is within this area that development is most likely to have an impact upon buried archaeological remains. However, it should be noted that archaeological remains are not confined to the Archaeological Alert Area.

Diagram 10. Heritage assets



# Chapter 11

## Culture and Tourism

### Evidence Base

11.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Leicester Tourism Action Plan (2020)
- Leicester and Leicestershire Tourism Growth Plan (2019)
- Economic Recovery Plan – First Steps (2020)
- Burial Space Strategy 2014

### Culture

11.2 Diverse, vibrant and creative local culture encourages pride and cohesion in the community and culture is an important factor in the creation of sustainable communities. Leicester is a city of diversity in terms of its people and its places. The diverse cultural offer is an important part of Leicester and helps strengthen the city's unique character. In particular, Leicester has a thriving festival and events programme. The city has become a hub for cultural events, drawing people and visitors from across the country and the world. The Leicester Urban Area also provides a variety of attractions to visitors and the city population.

### Tourism

11.3 Tourism is playing an increasingly important role in our city's economy. Leicester is a city with a fascinating history and its own special character, a modern city known for its diversity with different communities coming together to create a unique and vibrant culture.

11.4 Leicester has the potential to become a primary tourist destination. The Tourism Action Plan (2020) for the city sets out a vision whereby in 2025 and beyond, Leicester will be a desirable and memorable leisure and business tourism destination that residents are proud of.

11.5 Since the discovery of the remains of King Richard III in 2012 there has been a significant rise in interest in Leicester and in the number of visitors. This interest in Leicester has grown further with the opening of the King Richard III visitor centre, internment of the King in Leicester Cathedral and recent sporting achievements, in particular Leicester City becoming English Premier League champions and F.A cup winners for the first time in their history.

11.6 The River Soar and connected canals provide a route into the city and an opportunity for outdoor leisure pursuits such as rowing, cycling and river walks. The river connects the city centre to green spaces such as Aylestone Meadows and Abbey Park and major venues such as the King Power Stadium and the National Space Centre.

11.7 Our 'Connecting Leicester' programme is central to this vision. Over the past few years, the city council has undertaken major work in the city centre to link our important heritage sites with the modern retail heart. This includes pedestrianisation, cycle routes and the creation of more open space. We have also invested to improve accessibility in the city centre with better signage, interpretation, lighting and transport facilities.

11.8 An increase in tourism will bring enormous economic benefits to Leicester stimulating growth and creating more jobs for local people. Key aims include:

- To deliver a sustained and sustainable growth in the city's economy
- To increase the level of inward investment attracted to the city
- To create a strong identity and image for the city
- To establish Leicester as an attractive destination
- To build the confidence of the people of the city

#### **Policy CT01. Culture, Leisure and Tourism**

Planning permission will be granted for cultural, leisure and tourism facilities where they:

- a) Satisfy the requirements of the sequential and impact tests (TCR01 & TCR02)
- b) Are accessible by and actively encourage sustainable modes of transport e.g. public transport, walking and cycling (T03)
- c) Do not generate significant volumes of additional traffic unless it can be demonstrated that the additional traffic can be appropriately mitigated (T01)
- d) Do not have an adverse effect upon residential amenity (DQP06)
- e) Enhance the local culture of the area

Some leisure uses may need to be supported by an impact assessment in accordance with Policy TCR02

### **Assets of Community Value**

11.9 Communities can now ask the council to list certain assets as being of value to the community. If an asset is listed and then comes up for sale, communities have six months to put together a bid to buy it, should they wish. Community organisations should engage with the council for potential funding for culture led projects

#### **Policy CT02. Assets of Community Value**

Applications for an Asset of Community Value will be supported where the asset in question:

- a) Promotes services and facilities that are open and accessible to everyone



- b) Encourages sustainability, innovative and good quality design principles (DQP01)
- c) Brings local people together and is responsive to local needs
- d) Delivers social benefits and outcomes to achieve a positive and profound change in the community
- e) Facilitates economic growth
- f) Supports mixed and multi-purpose uses that maintain community vitality
- g) Supports the retention of and enhances the heritage assets of social and community value

### **Public Houses (Sui Generis) Protection**

11.10. Recently approved legislation removed permitted development rights allowing demolition of buildings used as Class Sui Generis. The legislation also removes permitted development rights allowing conversion of pubs to class E(a) retail, E(c) financial and professional services and class E(b) restaurants and cafes.

#### **Policy CT03. Protection of Public Houses (Class Sui Generis)**

Applications for the demolition of existing Public Houses (Sui Generis) or change of use should only be approved where the following criteria are met:

- a) There is no longer a need for that facility within the local area, having regard to the amount of local patronage, the quality of facilities offered and the duration and extent of marketing. Evidence of 12 months suitable marketing activity will be required or evidence that the public house is no longer financially viable through the submission of trading accounts, or other similar financial evidence, whilst the pub was operating as a full-time business; or
- b) There are adequate similar facilities within walking distance which offer equivalent provision; or
- c) The redevelopment of the building would secure an overriding public benefit

### **The Great Central Railway Museum**

11.11 The council will designate and preserve land adjacent to the Great Central Railway at Red Hill Roundabout for a National Railway Museum as shown on the policies map. Uses to complement the museum will be supported, provided they do not prejudice the delivery of the facility.

11.12 A large proportion of future development is expected in the north & west areas in and around the city up to 2036. To support these developments a future park and ride feature may be required on this site. Land will not be safeguarded at this stage for this use but would be supported subject to meeting relevant policies within the plan.

11.13 The site is within the Thurstaston Road green wedge. Part with part of the site is identified as a Site of Importance for Nature Conservation. Therefore, careful consideration will need to be given to the ecological importance of the area and its location within the green wedge.



#### **Policy CT04. Great Central Railway Museum**

Planning permission will be granted for tourism and leisure facilities associated with the Great Central Steam Railway at Red Hill Roundabout as shown on the Policies Map. Opportunities for delivery of a new Park & Ride site will also be supported where it meets the criteria contained within Policy T04. For good quality design, proposals that provide renewable energy will be supported in accordance with policy CCFR01.

### **Places of Worship and Community**

11.14 Places of worship can play an important role in spiritual and mental wellbeing. The council has a long tradition of seeking to accommodate places of worship to cater for the various religions in the city. Many communities need small premises for religious use while some require large buildings. Although they should be easily accessible to their respective communities there has been a trend for larger multi-purpose buildings being sought away from residential areas, some in designated employment sites.

11.15 Places of worship generally need to be located conveniently to their congregations and can attract large numbers of people. As a result, they may bring increased noise, disturbance and parking problems to an area and can have an adverse effect on the amenities of neighbouring residents and occupiers. All these issues need to be carefully addressed in both selecting suitable locations for new places of worship and in considering proposals for the redevelopment or extension of existing ones.

11.16 In lower quality employment areas as defined by the Economic Development Needs Assessment (2020), places of worship will be acceptable in principle, where they involve the conversion of an existing building. This will be subject to consideration of the policies relating to employment areas.

### **Shared Car Parking**

11.17 Where Places of Worship (POW) are considering locating in an employment designation, shared car and cycle parking would be strongly welcomed and supported, where it would minimise impacts on surrounding roads and parking. Where the place of worship can share parking with surrounding businesses, this would be encouraged. For instance, where both of the uses' hours of opening (evenings, weekends etc) mean that their peak traffic does not coincide with that of the other.

11.18 The city council will seek to retain places of worship and associated community facilities unless it can be demonstrated that there is no longer a need for them.

#### **Policy CT05. Provision of new and retention of existing Places of Worship**

Planning permission will be granted for conversions to and creation of new places of worship and associated community facilities, subject to the following:

- a) The appropriateness of the location in terms of meeting a local need
- b) The impact on residential amenity (DQP06)
- c) The impact on highway safety and function. Schemes should encourage walking and cycling as sustainable modes of transport to Places of Worship (T01)

## Burial Space

11.19 The city council has produced a Burial Space Strategy 2014 which identifies that a new burial site will be required between 2025 to 2030, to address the issue of decreasing availability of burial space in the city.

11.20 Proposals for new burial space in the city with appropriately designed facilities, would be acceptable in areas of open space and green wedges, in the context of policies OSSR01 Green Wedges and OSSR02 Development in Open Spaces. However, given the tightly drawn boundaries of the city, the city council will also work with adjoining authorities to seek to accommodate its burial needs outside its administrative area.

# Chapter 12

## Employment

### Evidence Base

12.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Leicester and Leicestershire Housing and Employment Needs Assessment (2022)
- Economic Development Needs Assessment (2020)
- Local Industrial Strategy (2019)
- Strategic Distribution Warehousing and Logistics in Leicester and Leicestershire: Managing growth and change 2021
- Leicester & Leicestershire Economic Growth Strategy 2021-2030 (LLEP)
- Leicester City Centre Offices Study (2019)
- Strategic Growth Plan (2018)
- Economic Recovery Plan – First Steps (Nov 2020)

### Background

12.2 The city council needs to continue to support a thriving and diverse economy that will provide high quality employment. It is important to produce a climate for innovation and creativity and to provide more employment in higher skill, higher wage jobs.

12.3 However, within the administrative boundary of Leicester very little land is available. The existing stock of land and buildings which are fit for purpose for employment use will therefore continue to be strongly protected and where possible enhanced or redeveloped for business/ industry and storage uses (B2, B8, and E(g)).

12.4 In September 2020, the Government introduced a new use class, Class E. This placed a wide range of uses (including retail, food, financial services, gyms, healthcare, nurseries, offices and light industry) into a single use class. This measure will introduce greater flexibility for operators and will broaden the range of uses that we see within town centres and employment areas.

12.5 The city council has reviewed all the existing Local Plan employment designations in light of these requirements. The Economic Development Needs Assessment (EDNA, 2020) has made recommendations on how to update them.

12.6 Of the existing 100 Employment areas, around 20 sites of the smaller sites no longer considered to be viable and effective employment locations and will no longer

be protected for employment use. Detailed reasons are set out in the EDNA, (in its Appendix 3).

12.7 Four new types of “Economic Development Areas” are proposed to accord with the employment policies below:

- General Quality - Policy E02
- High Quality - Policy E03
- The Science Park - Policy E04 (Pioneer Park)
- Neighbourhood - Policy E05

### **Leicester and Leicestershire Local Industrial Strategy (LIS)**

12.8 The Leicester and Leicestershire Enterprise Partnership (LLEP) was invited by government to prepare a Local Industrial Strategy (LIS). In December 2018, the LLEP issued a public ‘Call for Evidence.’ Three common themes emerged from the responses, of skills, workspace and need for a good mix of economic uses.

12.9 The draft LIS was agreed at the LLEP Board in early October 2019 for the following key industries:

- Textiles: Design, Manufacturing and Technology
- Life Sciences
- Logistics
- Engineering and Advanced Manufacturing
- Space/Data and Digital Technology

### **Leicester and Leicestershire Enterprise Zone**

12.10 A research and development-led Enterprise Zone (EZ) was created in Leicestershire (in both Loughborough and Leicester) through the creation of a ‘zone of excellence’ to support new and growing businesses in bringing their innovative ideas and products to the market. In Leicester, this includes Pioneer Park, the former John Ellis site, Waterside and St. Margaret’s (See Diagram 11 - Enterprise Zone). Leicester is already at the cutting edge of research, innovation, and product development, brought about particularly through our first-rate universities (Leicester and De Montfort), and the new EZ will help to cement Leicestershire’s role in the Midlands.

### **Strategic Growth Plan**

12.11 The Leicester Urban Area is a focus of economic development and regeneration, so continued economic success across the Leicester Urban Area is a key issue for the whole sub region. The Strategic Growth Plan confirms that the joint ambition is to make Leicester and Leicestershire one of the most desirable places to live and work in the UK. By further developing its strengths, Leicester can become one of the UK’s great cities, but in achieving this aim, its prospects will be much enhanced if the surrounding market towns and rural areas maintain their independence and character.

## Strategy for Leicester

12.12 The plan is for the continued economic growth of Leicester, regenerating its central areas and complementing this with strategic extensions beyond the established urban area. Many people who work in Leicester live outside the city's administrative boundary but may still only commute a relatively short distance, for example from Birstall to Hamilton Industrial Estate. With this in mind, the city council has and will continue to work with neighbouring authorities to provide sufficient employment land within Leicester and across the Housing Market Area (HMA), given the critical dependencies for employment which cross the city's administrative boundaries.

12.13 The city council is determined to ensure that Leicester is recognised as the strategically important business destination that it is. Leicester's reputation for having a highly skilled and young workforce is continuing to grow. With a variety of national and international businesses it is a great location for new and established businesses alike.

12.14 The delivery of offices needs to be the top priority for the city centre. Businesses employing professions such as architects and solicitors have a strong role in the local economy but are mostly small or micro businesses. Around 34,000 people are employed in private office-based sectors, accounting for 20.8 percent of employment (Leicester City Centre Office Study 2017). The Economic Development Needs Assessment (2020) recommends that 46,000sqm of offices are required - 20,000 sqm of new offices are proposed at the railway Station and 20,000sqm of office floorspace in the Cultural Quarter at St Georges. The other 6000sqm has consent in the Waterside character area.

12.15 The city council will continue its commitment with the local universities to encourage student businesses and new start-ups, which have encouraged the retention of talent within the city. Leicester was ranked 1st in the UK for growth in tech start-up companies, as confirmed by the 2018 "Tech Nation" report.

12.16 The council is also implementing its Economic Recovery Plan the key aim of which is supporting the Leicester Economy and its communities to recover from the economic impact of Covid.

Diagram 11. Enterprise Zone

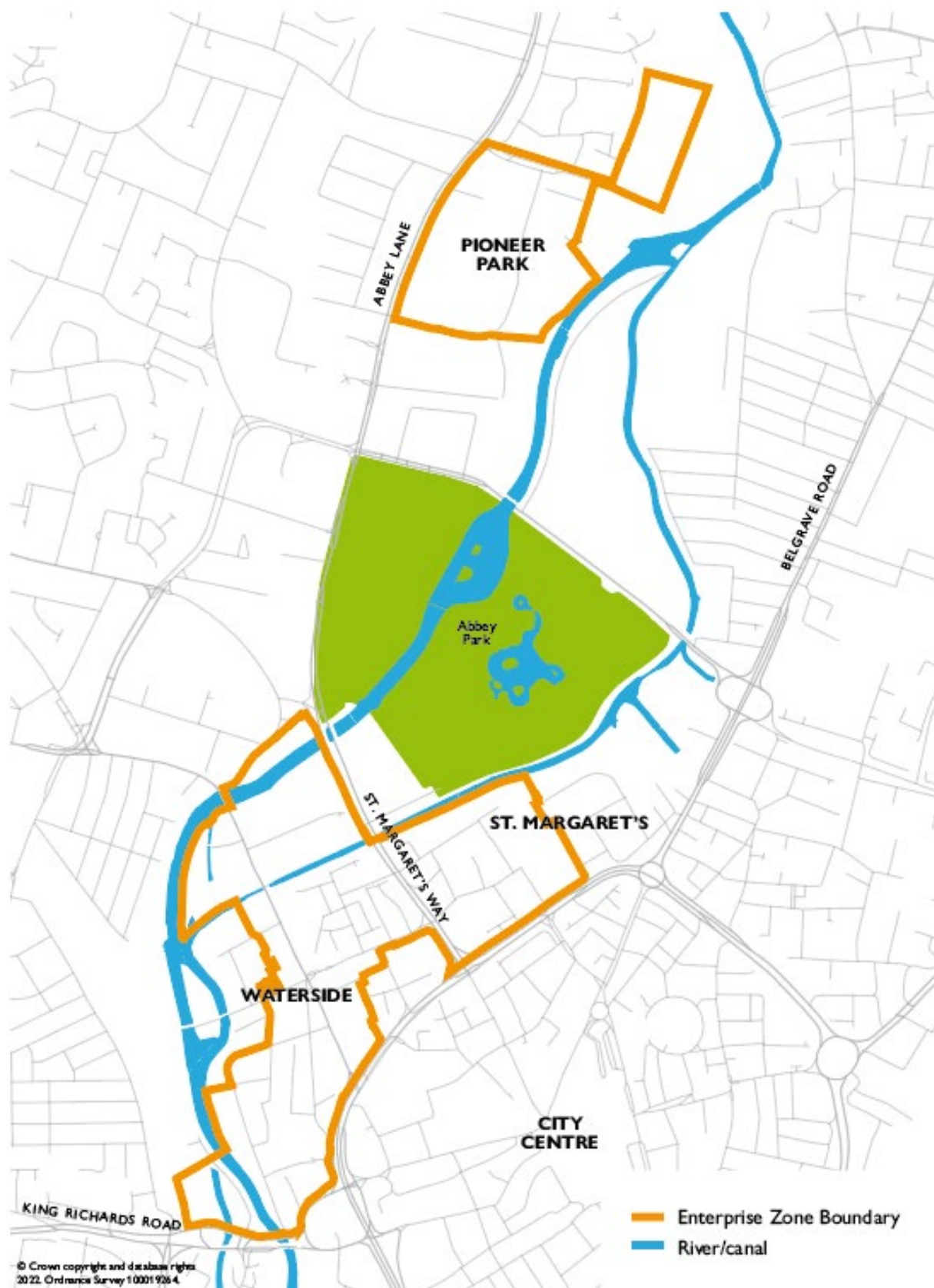
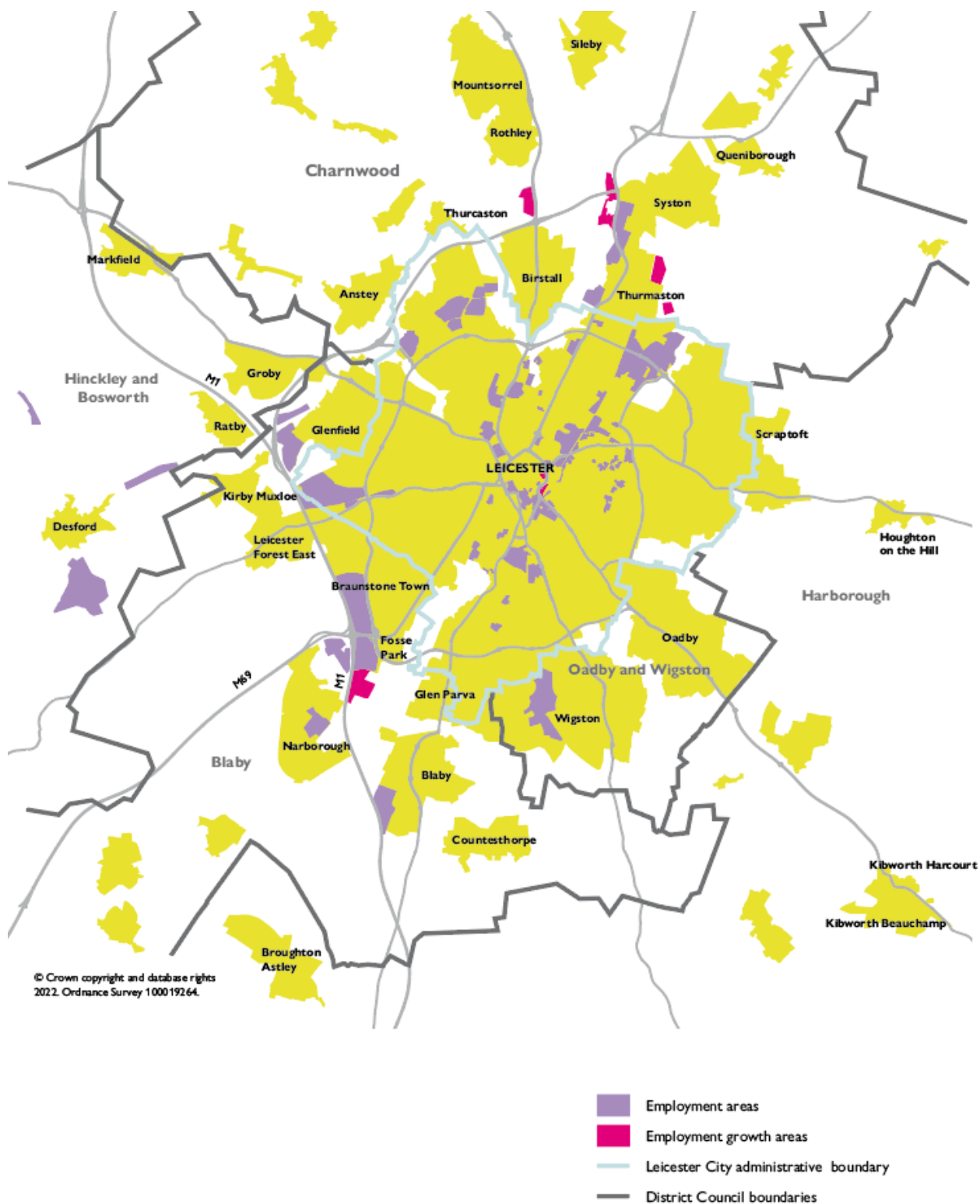




Diagram 12. Employment Areas in Leicester Urban Area





## **Employment Sectors for Leicester**

12.17 To support a thriving and diverse economy, the following sectors for Leicester will be retained and supported.

### **Financial and Business Services - City Centre**

12.18 The plan will need to protect the best, ready to develop sites in the city centre for future office development. The development potential of this area is assessed in more detail in the chapter on the Central Development Area (Chapter 9). Key new office allocations (see Chapter 4 Strategy for Leicester) are proposed at:

- The Station car park and former Campbell Street sorting office (around the railway station)
- Land around Phoenix Square (between Burton Street, St Georges Way, Southampton Street and Morledge Street)

### **Creative Industries - Cultural Quarter**

12.19 To protect and promote the growth of the Cultural Quarter's unique mix of creative industries, cultural facilities and city living. The development potential of this area is assessed in more detail in the St. George's Character Area work (See Chapter 9 - Central Development Area).

### **Knowledge Economy - Pioneer Park**

12.20 This is Leicester's hub for high tech and knowledge economy businesses with the aim of creating a cluster of highly skilled jobs. Future developments include Space Park Leicester, a global hub and collaborative community focusing on space, space-enabled technologies and data developed by the University of Leicester. In addition, further managed workspace adjacent to and opposite the existing successful DOCK will be delivered by Leicester City Council. The adjacent National Space Centre is also building on its success embarking on the development of a new conference facility to add to their impressive visitor destination and educational offer within their complex.

### **General Manufacturing - Land Supply**

12.21 Three new strategic employment sites will provide land for new High Quality Economic Development Areas (see Chapter 4 - Strategy for Leicester). Two small sites are also proposed. There is also 5ha of employment land which is included within the existing Ashton Green planning permission, but currently remains unused to the east of Samworth's Bradgate Bakery (Bennion Road).

12.22 The EDNA 2020 identifies a need for 65 ha of employment land to 2036. The available land supply is shown below. Charnwood Borough Council has agreed to provide 23 ha to help meet this need. This agreement is set out in the Leicester & Leicestershire Statement of Common Ground on Housing & Employment Need (June 2022). We will continue to work with the districts within the Housing market Area (HMA) to meet future employment need.

123 The Mountain Road site is the only remaining allocation from the previous local plan which has yet to be developed. There is no other undeveloped employment land available. The Council is undertaking Asset Reviews and considering the impact of the flexibility of the E Use class order, to monitor and make provision for the outstanding land beyond this 23 ha of unmet need (\*).

**Table 08 – Supply of Employment Sites**

	<b>Address</b>	<b>Size (ha)</b>
	Former Western Park Golf Course	9.74 ha
	Beaumont Park	7.53 ha
	North of Birstall Golf course /East of Ashton Green	1.67 ha
	Eastern part of Thurcaston Road/Hadrian Road open space	2.7 ha
	Mountain Road	2.1 ha
	East of Samworth's Bradgate Bakery	5.0 ha
<b>Total</b>		
28.35 ha*		

### General Economic Development Areas

12.24 General economic development areas relate to around two thirds of the city's employment land. However, due to the historic pattern of development in the city, this type of employment land is usually surrounded on three sides by housing. This is a common feature of a very large proportion of this employment land supply and is not generally solely a reason to refuse economic development uses in these employment areas.

12.25 As well as providing most of the supply of employment land, they also enable "other uses" to be provided for, such as day nurseries (Class E(f)), places of worship (Class F1(f)) and car showrooms (Class SG). Non-residential institutions and assembly and leisure uses (subject to impact sequential assessments) will be acceptable in principle in buildings which are not portal framed in construction. This is because portal framed buildings are more sought after by modern industrial users and there are far fewer of them in number than older historic multi-storey industrial buildings. Portal framed buildings should therefore be retained for class E(g)iii, B2 and B8 uses.

12.26 However, where the above "other uses" also fall within the definition of a main town centre use such as a leisure use, gym or would be for the sale of bulky retail goods a proportionate sequential and where necessary an impact assessment will be required to support an application (TCR01 and TCR02).

12.27 In addition, where approval is to be granted for a new, or change of use to a Class E use outside of a defined town centres that does not require consideration of the sequential test or an impact assessment (e.g. a day nursery) a condition will be attached to the permission to restrict the proposed use to that sub-category of Class E (TCR09). This is to allow appropriate consideration of the sequential and impact

tests for future retail (or other main town centre uses) and to protect the vitality and viability of town centres.

12.28 “Other uses” will need to provide satisfactory off-street parking to meet the requirements in a Parking Standards supplementary planning document. Outside of the general economic development areas, reduced parking provision could be considered appropriate, for example where there is good access to sustainable transport options. However, within a general economic development area, insufficient off-street parking has the potential to seriously prejudice the function and operation of the surrounding area for the remaining businesses. Therefore, there is a presumption against this type of reduction in parking provision when introducing “other uses” into designated employment areas and such applications have potential to warrant refusal.

12.29 The Local Plan identifies just under 5ha of land in non-strategic sites. These will be brought forward for development by the city council and or private landowners.

#### **Policy E01 Non- Strategic Economic Development Areas**

##### **Employment**

Two High Quality Economic Development employment sites are proposed at:

- a) Eastern part of Thurstaston Road /Hadrian Road open space (2.7ha).
- b) Mountain Road (2.1ha).

They will provide for Light Industry (E(g)(iii)), general industry (B2) and storage and distribution (B8) uses (with ancillary offices only).

The site at Thurstaston Road/ Hadrian Road open space has been identified for a potential gypsy and traveller transit site.

#### **Policy E02. General Economic Development Areas**

Land within the General Economic Development Areas, as identified on the Policies Map, will be retained primarily for light industry (E(g)iii), general industry (B2) and small (non-strategic) storage and distribution (B8) uses, with ancillary offices.

The following other uses will be acceptable in principle where they involve the conversion of a building, which is not portal framed in construction:

- Day nurseries (Class E(f))
- Places of worship (Class F1(f))
- Indoor sport, recreation and fitness (Class E (d))
- Education (Class F1(a))
- Public halls or exhibition halls (Class F1(e))
- Halls or meeting places for the principal use of the local community (Class F2 (c))
- Car showrooms and other sui generis uses which are commonly found in industrial estates (These would include uses such as, builder’s merchant, haulage yard, MOT testing station and bus garage)

- Wholesale uses (non B8)

And can demonstrate that:

- a) Where any of the above “other uses” are considered to be a “main town centre use” they have satisfied the policy requirements of the sequential and impact tests in policies TCR01 and TCR02
- b) Where the above “other use” is an E class use which does not require consideration of the sequential or impact tests, a condition may be attached to the permission that would restrict the proposed use to a particular sub-category in accordance with policy TC09

## High Quality Economic Development Areas

12.29 These protect the city’s highest quality land and premises (around one third of the city’s existing employment land) and make an important contribution towards ensuring that sufficient land is available for class B2, small B8 and E(g)iii uses in purpose-built premises.

### Policy E03. High Quality Economic Development Areas

Land within High Quality Economic Development Areas (as identified on the Policies Map) will be retained for industrial processes that do not have a detrimental effect on residential amenity, (Light industry E(g)(iii)), general industry (B2) and storage and distribution (B8) uses with ancillary offices only.

## Pioneer Park

12.30 The purpose of Pioneer Park will be an innovation/technology park i.e. an exceptional business park to host research and development uses (Class E(g)ii). It is Leicester’s emerging hub for knowledge economy businesses and the creation of high added value jobs and skills. The bid to the Department for International Trade (DIT) as one of the area’s High Potential Opportunities (HPO’s) to attract foreign direct investment into the emerging space sector and our economic assets led by the University of Leicester has recently been successful.

### Policy E04. Pioneer Park

- a) Within Pioneer Park as identified on the Policies Map (the Innovation and Technology Park at Abbey Meadows), Class E(g)(ii) development will be allowed to encourage inward investors, knowledge based and high skill/ high added value firms to provide accommodation for both start up and local high growth uses
- b) A mix of Use Class E(g)(i), E(g)(ii) and E (g)(iii) development will be allowed within specific Innovation growth buildings to provide grow on space for start-up and local high growth users.
- c) Science and Technology educational uses (Class F1(a)) and associated Research Institutes (E(g)(ii)) and other uses that can demonstrate a need to be

located within the park or near to the National Space Centre will also be allowed

- d) New development needs to focus on the canal and riverside, enhancing their bio-diversity and visual amenity providing a high-quality setting and mitigate any risk from flooding

## **Textile Area and Neighbourhood Employment Areas**

12.31 The Economic Development Needs Assessment (2020) highlights that there is a particular concentration of textile uses in and around the Spinney Hills area, as well as a high number throughout the city. This coincides with some of the smallest employment land designations in that area, which do not have particularly good/strategic access. These employment areas still have a role to play, as the buildings frequently have high occupation rates and investment in modern machinery is evident inside.

12.32 These smallest areas have been designated as “Neighbourhood Employment Areas” as employees often live very locally. They only contribute to around 3% of the city’s employment land. However, due to the historic pattern of development in the city, this type of employment land is usually surrounded on three sides by housing. This is a common feature of a very large proportion of this employment land supply and is not generally solely a reason to refuse economic development uses in these existing areas.

12.33 However, where an “other use” would fall within the definition of a main town centre use such as a leisure use, gym or would be for the sale of bulky retail goods a proportionate sequential and where necessary an impact assessment would be required to support an application (TCR01 and TCR02).

12.34 In addition, where approval is to be granted for a new or change of use to a Class E use outside of defined town centres that does not require consideration of the sequential test or impact assessment, such as a day nursery, a condition will be attached to the permission to restrict the proposed use to a particular sub-category of Class E (TCR09). This is to allow appropriate consideration of the sequential and impact tests for future retail (or other main town centre uses) and to protect the vitality and viability of town centres.

### **Policy E05. Textile Area and Neighbourhood Employment Areas**

Throughout the city and particularly around the city’s textile area (surrounding the Spinney Hills area, within LE5), development that assists the city’s reviving textile industry will be supported.

#### **Neighbourhood Employment Areas**

In the smallest lower quality neighbourhood employment areas, as identified on the Policies Map, regeneration will be encouraged, but some sites may not be suitable for housing due to existing constraints.

Housing will only be acceptable where it can be clearly demonstrated that existing constraints can be mitigated, and it is not expected to result in any detrimental effect on the operation of the surrounding businesses.

Light industry (Class E(g)(iii), B1c), general industry (Class B2) and/or storage and distribution (Class B8) uses will be encouraged to continue and/ or redevelop for these uses

Other uses such as:

- Day nurseries (Class E(f))
- Places of worship (Class F1(f))
- Indoor sport, recreation and fitness (Class E (d))
- Education (Class F1(a))
- Public halls or exhibition halls (Class F1(e))
- Halls or meeting places for the principal use of the local community (Class F2 (c))
- Wholesale uses (non B8)

Will be acceptable in principle where they involve the conversion of a building, which is not portal framed in construction and can demonstrate that:

- a) Where any of the above “other uses” are considered to be a “main town centre use” they must have satisfied the policy requirements of the sequential and impact tests in policies TCR01 and TCR02
- b) Where the above “other use” is an E class use which does not require consideration of the sequential or impact tests, a condition may be attached to the permission that would restrict the proposed use to a particular sub-category in accordance with policy TC09

### **Creative Industry - St. Georges Cultural Quarter**

12.35 The St. Georges Cultural Quarter is one of the “Character Areas” described in more detail in Chapter 9 Central Development Area.

12.36 The Cultural Quarter is the hub for a combination of cultural activities, workspace for the creative industries, and residential use. The area’s success is defined by the combination of these uses including the landmark Curve and Phoenix Square developments and dynamic creative industries (including LCB Depot and Makers’ Yard, both on Rutland Street). Added to this is the unique architectural character being retained in the many heritage assets by sympathetic restoration and conversion of former textile mills and warehousing into housing.

12.37 In light of recent residential development in the area and a need to plan for a mix of development for the arts, cultural industries, and city centre living, it is necessary to give greater encouragement to development that protects and promotes this unique mix. Developments are also needed which create active street frontages (including restaurants, cafes and shops) along the main connecting routes and promote investment in the public realm to improve these connecting routes.

12.38 To promote proposals which facilitate mixed use schemes, the council will seek to offer an appropriate package of advice and support. This could include input to design concepts, physical feasibility and market demand studies and development appraisals. These will apply both to schemes that include the restoration and conversion of buildings as well as for new build development.

#### **Policy E06. St. Georges Cultural Quarter**

- a) Proposals will be encouraged which combine sympathetic design with a mix of uses, incorporating design studios, workspaces and residential use. Office uses are also encouraged. Proposals should meet the requirements of Policy HE01
- b) To contribute to active street frontages, uses that fall in the E(b) use class and pubs/bars (Sui Generis) will be allowed on the parts of Halford Street and Rutland Street which fall within this area.

### **Support Strategies**

12.39 The city council will work with partners to ensure that Leicester has a thriving and diverse business community that attracts jobs and investment to the city.

12.40 Leicester City Council provides guidance on the preparation of site-specific Employment and Skills Plans to enable local people to secure employment and training opportunities. Leicester City Council will support and promote the use of local people and businesses through the construction and implementation stages of development proposals, particularly for large scale major proposals that generate significant levels of employment through the development phase.

12.41 Employment hub and construction hub projects will be able to support and assist the implementation, recruitment and identification for employment and training opportunities at a local level.

12.42 Developers will actively work with the economic regeneration team to create these local opportunities see link below.

#### **[Constructing Leicester](#)**

12.43 The city council will implement the following to support employment development.

#### **Policy E07. Employment: Support Strategies**

- a) The city council will work with partners to ensure that Leicester has a thriving and diverse local business community that innovates, attracts investment and creates jobs in the city
- b) The city council requires the developers implementing planning applications for major development to provide site specific Employment and Skills Plans to enable local people to secure employment and training opportunities (see link



above). Such plans and their implementation will be required through conditions or Section 106 agreements (where one is already proposed for major planning applications)

- c) The city council will work with partners to support businesses to relocate from the Central Development Area into appropriate property
- d) The city council will support local business to reduce their carbon footprint by bringing together businesses concerned with the aim of improving their environmental performance
- e) Where one business can use another business's waste as a resource, the co-location of these businesses that would encourage the reuse and recycling of waste would be supported

## Vehicle Sales and Car Washes

12.44 Car washes and independent vehicle sales uses are a common form of small-scale employment found in the city. They provide employment opportunities which foster the creation of new competitive businesses. These uses often make use of brownfield sites or existing structures and they tend to be located within sustainable locations, close to public transportation links and major arterial roads.

### Policy E08. Vehicles Sales and Car Washes

Vehicle sales and car washes will only be acceptable where:

- a) They do not result in a significant loss of residential amenity (DQP06)
- b) They do not prevent future regeneration of the site and surrounding area
- c) Screening is adequate and well designed and should not be detrimental to the appearance of the street scene
- d) They do not significantly increase vehicle trips (T01)
- e) They do not lead to an over concentration of these uses on any main radial route
- f) They provide adequate drainage arrangements and measures to prevent water pollution

To be able to keep the permanent need for this land under review, applications within the Central Development Area, retail and/or employment designations, should only be given limited period consent.

# Chapter 13

## Town Centre and Retail

### Evidence Base

13.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Retail and Leisure Study 2021
- Leicester Tourism Action Plan (2020-2025)
- Economic Recovery Plan – First Steps (November 2020)
- Leicester & Leicestershire Economic Growth Strategy 2021-2030 (LLEP)

13.2 This chapter sets out the strategy for the policies which will apply to retail and main town centre uses both within and outside of the centres.

### Background

13.3 Sustainable communities have at their heart good local services and facilities. Much of this provision falls within a network of defined “town centres”. This gives people within the city and the Leicester Urban Area access to a diverse range of shops, services, leisure, and community facilities in accessible locations, by a choice of transport options. This network of centres is supplemented by a number of out-of-centre shopping parks such as, Fosse Park and Thurmaston Shopping Centre. It includes other standalone facilities such as Asda and Sainsburys on the A6 (towards Market Harborough) or Aldi in Wigston.

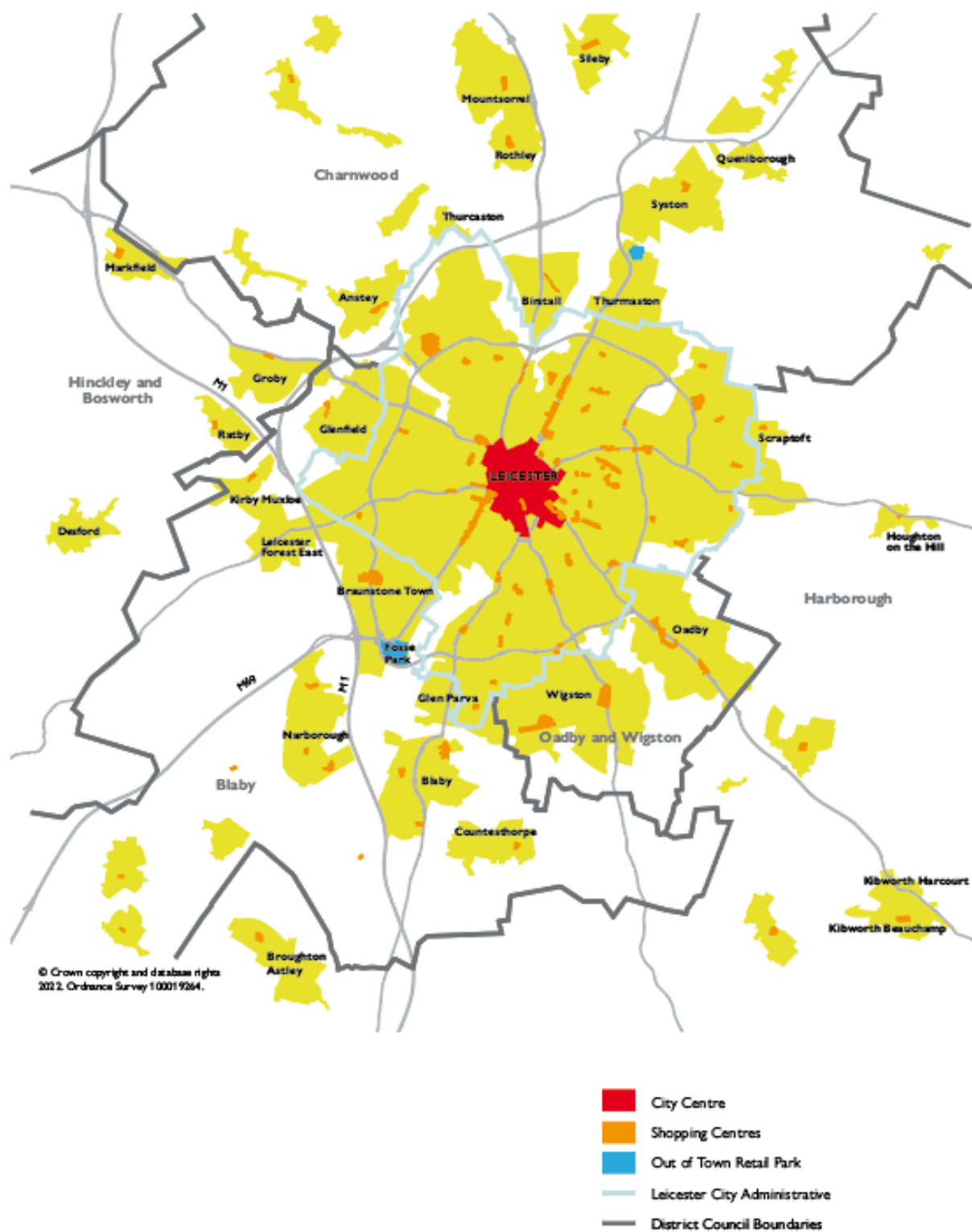
13.4 People choose to shop, use services and leisure facilities in places that are not always located in the city or borough that they live in. For this reason, it is important to consider retail and leisure provision beyond the city’s administrative boundary as it is interconnected and will influence where people shop, use services, and spend their leisure time. For instance, there has been a recent-major commercial extension to Fosse Park. This has expanded the offer and attraction of this facility, which will draw larger amounts of trade from town centres within its catchment area. Given these critical dependencies for retail just beyond the city’s administrative boundaries the council will continue to work with neighbouring authorities to assess any proposed (new) or expansion of existing retail facilities. This is to ensure that the health of town centres in the city remain vital and viable.

13.5 The Strategic Growth Plan also proposes that the city should develop its role as the ‘central city’ supporting the market towns and rural areas around it. It recognises that more jobs, leisure, arts, culture, and entertainment facilities are provided within the city centre.

## Retail Policy Aims

- To sustain and enhance the vitality and viability of Leicester's hierarchy of town centres by concentrating new shopping and related facilities in them
- To ensure access by a choice of means of transport particularly the promotion of walking and cycling, to facilitate combined shopping trips and minimise the need to travel
- To minimise the disturbance caused by retail development to nearby residential areas

Diagram 13. Shopping Centres in Leicester Urban Area



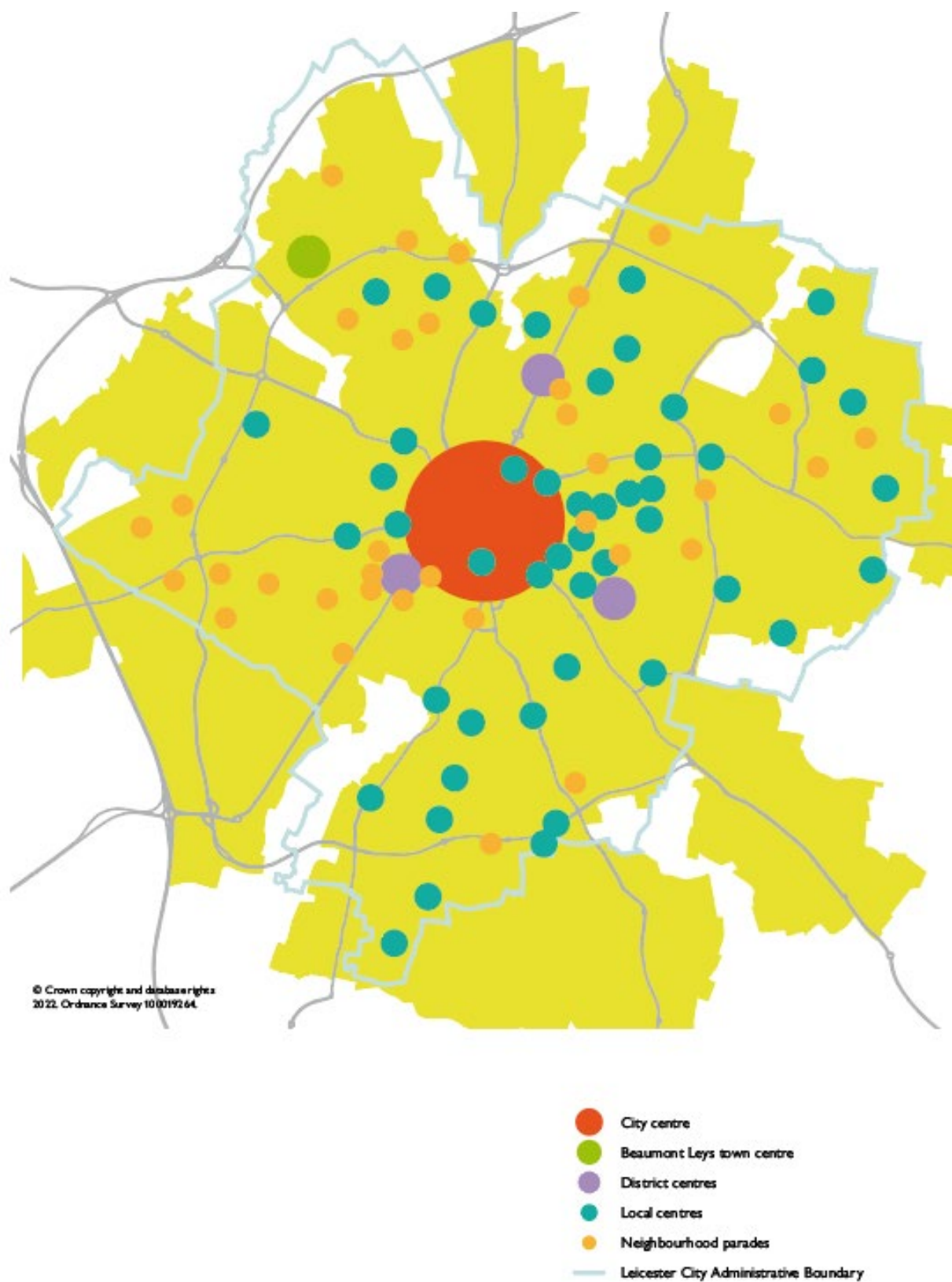
## **Network and Hierarchy of Town Centres**

13.6 As part of the National Planning Policy Framework local authorities should set flexible policies for their centres to promote their long-term vitality and viability. In allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries it allows a suitable mix of uses (including housing) and reflects their distinctive characteristics. Central to this is the requirement to create a balanced network and hierarchy of town centres so that there is an even distribution of town centre uses and that people's everyday needs are met at the local level.

13.7 Diagram 14 shows the hierarchy of centres in Leicester.

13.8 The 2021 Retail & Leisure Study reviewed the hierarchy of town centres for the city. The hierarchy is set out in the policy below. These centres will be the preferred location for town centre uses such as retail, office and leisure developments, as well as the other main town centre uses defined in the Glossary (See Appendix 07).

Diagram 14. Hierarchy of Centres and Neighbourhood Parades



## **Policy TCR01. Hierarchy of Town Centres**

The council will support the following hierarchy of town centres in Leicester:

### **City Centre**

To ensure that Leicester City centre continues to be a sub-regional centre the majority of main town centre uses will be directed to it. (TCR03) The central shopping core will be the focus for new retail development. (TCR04)

### **Town Centre - Beaumont Leys**

This centre is the location for town centre uses to serve the northwest sector of the city and Leicester Urban Area, including Ashton Green. (TCR05)

### **District Centres**

Belgrave Road/ Melton Road, Evington Road and Narborough Road.  
District centres provide a range of facilities and are accessible by public transport. (TCR05)

### **Local Centres**

The local centres in Leicester are listed in Appendix 03. New local centres will be provided in Ashton Green and the Waterside. Local centres provide convenience shopping and other local services close to where people live. (TCR05)

The council will apply the sequential test to main town centre uses outside of the areas listed above to support Leicester's network of centres. Town centre uses should be located in designated centres in the first instance. Only if suitable sites cannot be found within designated centres will the council consider edge-of-centre sites, or if no edge-of-centre sites locations are available, out-of-centre locations. Preference will be given to edge-of-centre and out-of-centre sites that are accessible and well connected to the town centre. For instance, the site would be expected to be closely linked to the defined shopping centre in terms of proximity, continuity of function and ease of access by all modes of transport but particularly by foot.

The preferred location for new city centre retail development is the central shopping core (primary shopping area). The rest of the city centre will be treated as an edge-of-centre location for new city centre retail development.

New development should be consistent in scale with the size and character of the centre and its role in the hierarchy.

13.9 Underneath the retail hierarchy there are 34 neighbourhood parades. These parades usually consist of a short row of shops which serve the day to day needs of the immediate residential neighbourhood that surrounds them. They will be shown on the future policies map and complement and support the retail hierarchy by ensuring that people have access to local neighbourhood shops and services. (See list in Appendix 3)



13.10 The 2021 Retail and Leisure Study undertook a health check of all the shopping centres and neighbourhood parades in the city. It recommended upgrading Abbey Lane and Wharf Street North from neighbourhood parades to local centres. Walnut Street was recommended to be de-designated from a neighbourhood parade, as it was no longer considered to perform that function.

### Impact Assessments

13.11 The development of new shops or leisure uses, could potentially have a harmful effect on the overall vitality and viability of defined shopping centres. In line with government guidance in the National Planning Policy Framework, a proportionate impact assessment which sets out the potential trade diversion impact assumptions may be necessary to help understand the anticipated level of impact that a proposed retail or leisure development would have on the vitality and viability of town centres within the catchment area of the proposed development. Catchment areas will vary depending on the size and nature of the proposed development.

13.12 In applying the local thresholds set out below the council will have regard to the scale and form of the proposal, the extent of the catchment area and the target market that proposal would serve. These factors will vary from proposal to proposal and will influence which shopping centres should be included in the impact assessment. It may also be necessary to include shopping centres within a neighbouring authority's administrative boundary.

13.13 Further guidance on undertaking a retail impact assessment and what it should cover is set out in the National Planning Policy Framework and the National Planning Practice Guidance.

#### **Policy TCR02. Supporting Sustainable Town Centres – Impact Assessments**

Proposals for retail and leisure uses outside a defined centre (in edge-of-centre or out-of-centre locations) will require an impact assessment where:

- The proposal provides a gross floorspace in excess of 500sqm
- The proposal is located within 800 metres of either
- a district centre and is in excess of 300sqm gross floorspace
- A local centre and is in excess of 200sqm gross floorspace

This policy also applies to mezzanine floorspace and the variation of restrictive conditions.

### Need for New Floorspace for Comparison and Convenience Retail Provision in the City

13.14 The 2021 Retail and Leisure study provides the evidence base for retail and leisure provision in the city and covers the period up to 2036. It did not identify any substantial short term quantitative need for additional convenience goods floorspace. In respect of comparison goods floorspace there is a nil requirement for additional floorspace up until 2031. In 2031, there is a very limited level of surplus expenditure

to accommodate additional comparison floorspace. This rises to between 6,300sqm and 9,900sqm in 2036.

13.15 However, the study is clear in that the first priority should be to reoccupy existing vacant floorspace within defined centres. This is because a significant amount of the identified comparison goods capacity in the longer term could be accommodated through the reuse, refurbishment or redevelopment of vacant floorspace in the authority area. The study concludes that there is not a need to allocate any sites to accommodate additional floorspace within the new Local Plan.

### Health Checks

13.16 As part of the study, health check assessments were undertaken for all the shopping centres in Leicester from the city centre down to the smallest neighbourhood parades. These assessments were undertaken in May and June 2021, following “Step 2” of the Government’s roadmap out of lockdown. Non-essential shops had re-opened and the centres were substantially open for business. The majority of centres were considered to be performing well. However, planning policy is there to support the vitality and viability of centres, return the centres to better health by supporting and deliver regeneration opportunities.

13.17 Continued investment and redevelopment is particularly evident in the city centre. There is a need to support these efforts by resisting out-of-centre development that would have a significant adverse impact on the health and viability of centres. This is particularly important as the retail and leisure sectors continues to recover from the impact of Covid 19 pandemic and various national and local lockdowns.

### The City Centre

13.18 Leicester’s city centre is the focus for commerce, retailing, culture, leisure and entertainment for the city and county. A vibrant and thriving city centre is essential for growth in the city’s economy and is at the heart of the Leicester Urban Area and the wider Leicestershire Housing Market Area (HMA). Over £1 billion of investment in iconic new developments such as Highcross, Curve Theatre, Phoenix, Jubilee Square, Market Food Hall and extensive public realm improvements continue to transform the city. Public open spaces such as Jubilee Square, Green Dragon Square (the New Market Square), and Town Hall square give people spaces to relax and enjoy and provide important spaces to hold events, increasing social capital but there is still more to do.

13.19 The vision of the Connecting Leicester initiative is to create and provide a more connected, safe and family friendly city centre and to ensure that it continues to be more sustainable and bring in more investment. Leicester has many unique heritage, retail, leisure and cultural highlights which could be better linked together, to create a strong and vibrant city centre. Many projects have already been completed and more are planned, to take away barriers and greatly improve the connections between, shopping, leisure, heritage, housing, and transport facilities. The aim is to reconnect all these areas through a network of pedestrian routes and good quality civic spaces, to reduce the dominance of roads, creating an attractive pedestrian friendly

environment. Good quality public spaces also provide people with a place to rest and congregate, increasing opportunity for social interaction and spaces to hold public events. Together these changes are making the city centre an attractive destination for shoppers, visitors, businesses and investors and a great place to live.

13.20 The central shopping core will continue to be the location for new city centre retail development. The council will support new development that makes a positive contribution to improving the vitality of the city centre and the overall mix of uses to provide a high-quality visitor experience.

13.21 There has been a big increase in the number of people living in the city centre. There are now approximately 11,500 homes within the city centre. This has resulted in a move away from the traditional separation of residential accommodation from the potential noisier uses that are often but not exclusively associated with the night-time economy. Going forward, this mix of uses in the city centre is accepted as necessary to deliver the number of homes that are needed. It is noted that any residential development which is introduced next to these uses, is now expected to incorporate suitable mitigation measures where the operation of an existing business or community facility could have significant adverse effect on new development (including changes of use) in its vicinity, before the new housing development has been completed.

### **Policy TCR03. City Centre**

The council will promote the growth of the city centre as a sub-regional shopping, leisure, historic, tourist and cultural destination as the most accessible and sustainable location for main town centre uses and in recognition of its central role in the city's economy and wider regeneration by adopting the following strategy.

#### **Shopping**

Maintaining a compact and accessible retail centre by:

- Safeguarding the central shopping core as the focus for city centre retail development; (TCR01 & TCR04)
- Maintaining and enhancing the market at the heart of the retail centre; and
- Ensuring that any new retail development that is not located within the central shopping core is well integrated and closely linked with the streets of the central shopping core in terms of proximity, continuity of function and ease of access. (TCR01)

#### **Leisure and cultural facilities**

Supporting new leisure and cultural facilities, particularly where they are well connected to the central shopping core, to support the diversification of the city centre's offer as a visitor attraction.

Family orientated leisure development and cultural facilities will be particularly welcomed.

#### **Hotels**

Complementary uses including new high-quality hotels, conference and banqueting venues will also be supported.

### **Heritage**

Enriching the retail, leisure and tourism experience by conserving and enhancing the historic environment by encouraging the re-use and improvement of designated and other heritage assets and through the use of heritage-led regeneration within historic and cultural areas in the city centre.

### **Offices**

Developing an economically prosperous centre through the location of both major and small offices and accommodation for creative industries. (See Chapter 12: Employment and Chapter 9: CDA, policies CHA01, CHA07 and ORA02).

### **Housing**

Supporting residential development, whether by conversion of redundant buildings or new build, where acceptable living environments can be maintained or created (except in the Railway Station Area - see CDA 03). This includes the need for the developer to provide suitable mitigation measures (before development commences) where the operation of an existing business or community facility in its vicinity could have significant adverse effect on the new development.

### **Education & Health**

Schools and health uses will be supported in the city centre and other enabling facilities, which make city centre living a more attractive proposal.

### **Transport**

Making the city centre the focus of public transport initiatives including:

- Supporting the implementation of Transforming Cities proposals
- Supporting the redevelopment of, and improving, bus interchange facilities
- Contributing towards the bus improvement strategy and future rapid mass transit proposals
- Continuing our partnership work with the rail industry to improve the interchange at the railway station, particularly with infrastructure, information and through ticketing for bus to rail interchange
- Reducing the separation of the bus stations and railway from the city centre

### **Connectivity**

Building on the work of the Connecting Leicester programme, to create a hierarchy and network of pedestrian and cycle routes and good quality civic spaces, to reconnect disparate and disconnected parts of the centre. This is to link together key historic and cultural assets, facilities and venues and where appropriate reduce the severance effect of the inner ring road.

### **Safe, accessible and inclusive**

All new development should make a positive contribution to improving the vitality of the city centre and should aim to improve the overall mix of uses, with particular regard to policies in the Central Development Area chapter. It is expected that new development will contribute to creating inclusive places that everyone can use

easily and safely no matter their level of ability. (DQP03) Feeling safe is particularly important at night.

Therefore, the city council will seek to:

- Make the city centre more attractive to pedestrians, cyclists and public transport passengers and achieve high standards of access to and within the city centre for disabled and older people
- Encourage uses that make key night-time pedestrian routes as safe and well used as possible
- Have regard to crime and disorder issues through the regulation of pubs, bars and night clubs

### **Public Toilets**

The council will expect major schemes with large numbers of visitors to provide public toilets. (DQP11)

## **Central Shopping Core**

13.22 The central shopping core is the primary shopping area within the city centre where major regional shopping facilities can be found. It will continue to be the focus of city centre retail development in accordance with Policy TCR01. The extent of the central shopping core is shown on Diagram 15 and defined on the Policies Map.

13.23 There is a diverse retail offer within the central shopping core. This includes high-order multiple retailers focussed within the Highcross and Haymarket shopping centres, a variety of independent traders, many of which are accommodated within St. Martins square and the surrounding Leicester Lanes. The historic open-air market with its new food hall and Market Square (Green Dragon Square) is at the heart of the city centre.

13.24 However, traditional high street style shopping centres face challenges from changes in consumer behaviour, new retail models, the growth in online shopping and competition from out-of-centre retail development. More recently, the Covid-19 pandemic and impact of lockdown measures (both local and nationally) have added to the pressure that our high streets and operators are facing. It is therefore important that we allow the central shopping core to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries.

13.25 Whilst it will be the focus for major retail development, we recognise that a greater mix of other main town centre uses (e.g. leisure, tourism, cultural etc.) can help to add vitality and viability to the central shopping core and provide an exceptional visitor and retail experience with a diverse range of uses set within a high quality environment. In September 2020, the Government introduced a new use class, Class E. This placed a wide range of uses (including retail, food, financial services, gyms, healthcare, nurseries, offices and light industry) into a single use class. This measure will introduce greater flexibility for operators and will broaden the range of uses that we see within town centres.

13.26 The council will consider the use of Article 4 directions to remove national permitted development rights where it is necessary to avoid wholly unacceptable adverse impact. This could include the loss of the essential core of a primary shopping area which would seriously undermine its vitality and viability.

13.27 Residential development contributes to the overall health of centres and to meeting the city's housing target. There is scope to increase housing stock in the centres, by increasing densities or by introducing housing on upper floors, or to the rear of commercial properties, provided that this does not lead to amenity issues or an unacceptable loss of commercial space and that the commercial uses on the ground floor remain of a viable size to include adequate storage space and staff facilities.

13.28 Evening and night-time activities can increase economic activity within town centres and provide additional employment opportunities. However, consideration will also need to be given to potential impacts that the development or proposed use would have on the operation of other businesses or nearby residential properties e.g. through levels of noise and disturbance.



Diagram 15. The City Centre and Central Shopping Core

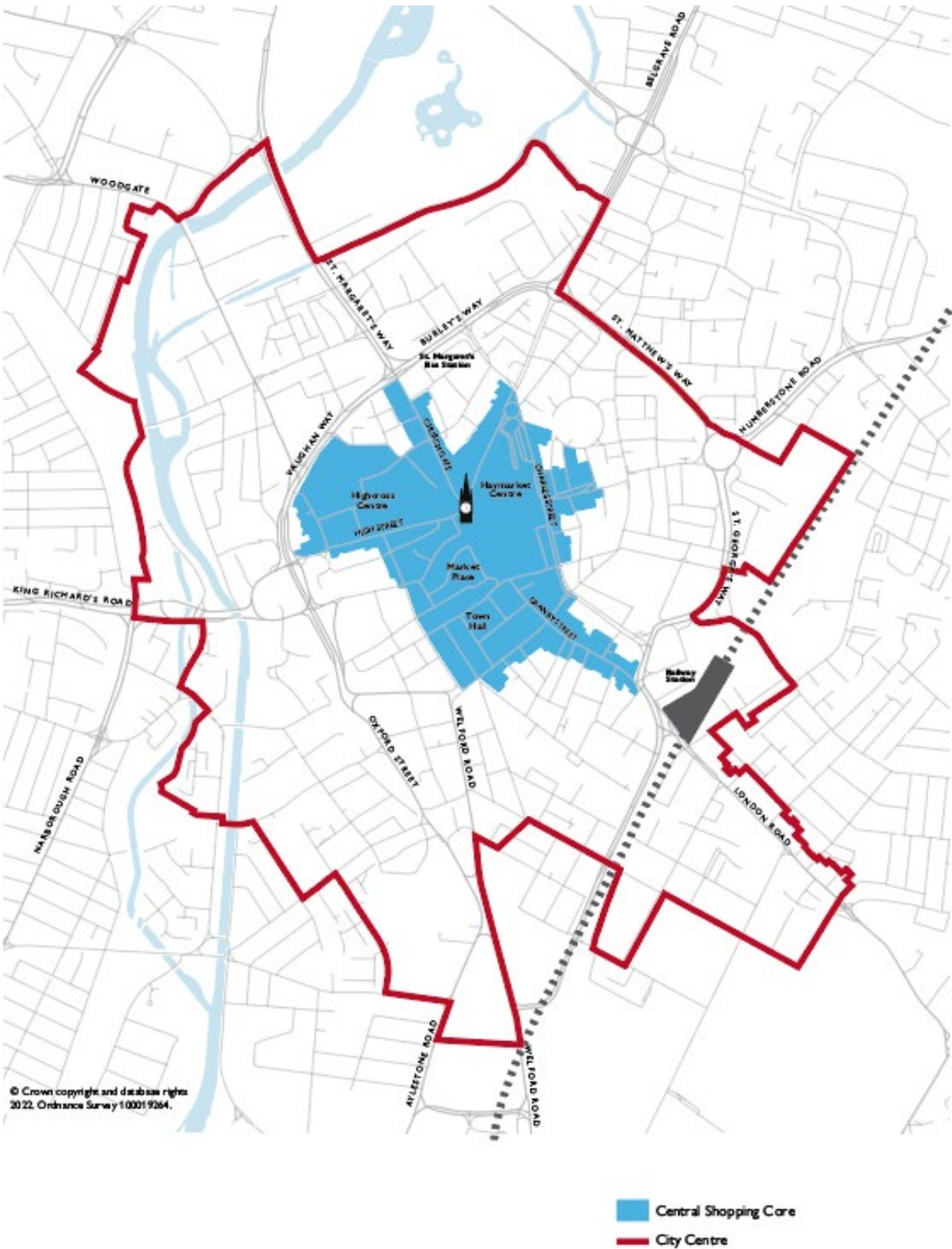




Diagram 16. The Central Shopping Core



- Central Shopping Core
- Railway and Station
- Clock Tower

#### **Policy TCR04. Central Shopping Core (Primary Shopping Area)**

New retail development -and other supporting uses such as Class E(c) Class E(b), pubs (SG), hot food takeaways (SG) will continue to be focussed within the central shopping core (primary shopping area) in accordance with Policy TCR01.

Other main town centre uses (e.g. leisure/entertainment, tourism, healthcare, cultural facilities) can support the main retail function of the central shopping core and add to the vitality and viability of the centre. These uses will be supported where they are suitably located and would not unduly detract from the essential shopping function of the central shopping core. (TCR 01)

In assessing proposals for non-retail uses within the central shopping core consideration will be given to:

- a) The location and prominence of a unit
- b) The levels of activity or footfall that the proposed use would generate
- c) Whether a shop front is retained (DQP08)
- d) Whether the proposal would retain or enhance an active ground floor use and street frontage
- e) Any special contribution that the proposal would make to the vitality and viability of the central shopping core
- f) The length of time that a unit may have been vacant for
- g) The availability and suitability of alternative vacant units
- h) Whether the use is suitable in scale and size for the character of the area
- i) The quality of the design
- j) Whether the proposal would enhance the heritage value of a building or area

Development which secures the use of upper floors, (including residential development) will be supported where:

- The proposed development or uses would not have a harmful impact on the amenity of local residents due to noise, odour, disturbance or the light pollution (DQP06); and
- In the case of residential uses a satisfactory living environment can be achieved.

On streets where there is lots of activity, residential or business uses (office, industry, and storage) will not be appropriate at ground floor level except to provide entrances to these uses on upper floors as required.

#### **Evening and night-time activities**

Planning permission for uses associated with night-time and evening activity (e.g. night clubs, bars, pubs, hot food takeaways, some community uses etc.) will be expected to address anticipated impacts on residential uses or on the operation of other businesses in respect of noise, light, vibrations, smell etc. through the installation of appropriate mitigation measures before the new use commences to reduce these impacts to an acceptable level.

## Town, District and Local Shopping Centres

13.29 Town, district and local shopping centres perform an important function in providing goods, services and a focus for local communities through the location of shops, health care facilities, libraries, financial services and uses including pubs, cafes and takeaways.

13.30 Concentrating main town centre uses such as retail, office and leisure developments in town, district and local shopping centres helps to support the vitality and viability of those shopping centres. In addition, uses such as amusement arcades, laundrettes, betting shops, hot food takeaways, saunas and massage parlours, car showrooms and minicab offices which are classed as sui generis are commonly found in centres (and smaller shopping parades). Providing a variety of uses in one place makes mixed shopping and leisure trips easier for people particularly those who rely on walking and public transport and for people with disabilities.

13.31 It is recognised that in recent years the retail and leisure sectors have faced many challenges from changes in consumer behaviour, new retail models, the growth in online shopping and competition from out-of-centre retail development. The Covid 19 pandemic and impact of lockdown measures (both local and nationally) have added to these pressures. However, the 2021 Retail and Leisure Study did find some signs of resilience to pandemic, particularly in the smaller local centres that provide day to day retail and service needs. The health of centres will be monitored going forward.

13.32 In time, it is likely that the new Class E will broaden the range of uses that we see in traditional shopping centres on the high street. The flexibility provided within Class E will help retail and leisure operators respond to and adapt to changing circumstances. Increasing economic activity along with providing key community facilities such as medical centres and libraries etc within town centres will help to support high street vitality. The council will therefore be supportive of alternative uses where proposals enhance the vitality and viability of the centre.

13.33 While centres are generally the most appropriate location for these uses, the council will carefully consider their potential impact when assessing planning applications to make sure that they do not harm the character of the centre, the amenity of nearby residents or adversely impact pedestrian and highway safety.

### **Policy TCR05. Town Centre Uses in Town/ District and Local Shopping Centres**

Main town centre uses including amusement arcades, laundrettes, betting shops, hot food takeaways, saunas and massage parlours, car showrooms, minicab offices, and pay day loan shops, outside the central shopping core will be focused in the shopping centres shown on the Policies Map.

Proposals for such development and for extensions to shops within these centres will be considered against the following criteria:

- a) Do not prejudice the use of upper floors for residential use

- b) How the scale and design is sympathetic to the size and character of the centre and its role in the hierarchy
- c) The impact of traffic generated by the development and the arrangements for parking, loading, unloading, servicing and their impact on pedestrian and highway safety
- d) The diversity of uses on offer and the effect on the retail function of the shopping centre.
- e) The proposal will maintain and enhance the vitality and viability and character of the shopping area.

Proposals for hot food takeaways and pubs will be assessed in accordance with policy TCR06.

Proposals elsewhere will be resisted other than those which accord with Policies TCR01 and TCR02.

### **Food and Drink in Town, District and Local Centres**

13.34 Food and drink uses, including hot food takeaways are a fundamental part of most centres. These uses fill vacant units, add to the diversity of uses and offer a popular facility for local communities. However, most centres are surrounded by and include residential properties. Food and drink uses can generate noise, odours, litter and disturbance to residents by increased pedestrian and vehicular traffic drawn into an area which can be detrimental to residential amenity. The pattern of activity often associated with hot food takeaways is late night use at unsociable hours. As well as creating anti-social behaviour issues and health concerns, when clustered together these uses can increase the level of impact on residential amenity. Too many of these uses can also reduce the capacity of the centre to serve everyday shopping needs and create daytime voids due to hours of operation within the centre.

13.35 These issues are often more evident in the smaller centres where there is less background noise and a reduced level of retail offer. Other centres like Belgrave Road, Evington Road, Narborough Road (Braunstone Gate) district centres and London Road local centre have developed a strong and diverse food and drink offer. This can add to the attractiveness of the centre and make them destination places.

13.36 To help maintain a diverse and active shopping street and avoid disturbance to residents it is recommended that normally no more than three hot food takeaway (sui generis) uses should be adjacent to each other in a frontage length and that between groups of hot food takeaway uses there should be at least two intervening non hot food takeaway uses. In centres with ten or fewer units proposals for hot food takeaway and drink units will be assessed on their individual merit.

13.37 In locations where residential properties are nearby such uses will only be acceptable if planning conditions restricting the hours of opening can reasonably be imposed. Opening outside the hours of 07:30 – 23:00 will be unacceptable if significant additional detriment is likely to be caused to the amenity of local residents by the operation of food and drink facilities.

### **Policy TCR06. Development for Food and Drink Purposes**

Hot food takeaway and food and drink facilities (Sui generis) will continue to be supported in centres to meet demand and to add vitality and diversity. However, this will be subject to considerations of residential amenity, the effect on the vitality and viability of the centre and the cumulative impact of these uses.

In assessing proposals for hot food takeaway and drink uses account will be taken of the number, distribution and proximity of other hot food takeaway and drink uses, including those with unimplemented planning permission and the impact on the vitality and viability of the centre.

Proposals for the change use of premises within centres for food, hot food takeaway and drink purposes will be permitted except where:

- a) The development either individually or cumulatively with other hot food takeaway and drink use (including unimplemented planning permission) would be likely to prove significantly detrimental to the amenities of the occupiers of nearby residential properties, to visual amenity, and to parking and traffic issues which cannot reasonably be controlled by condition
- b) a ventilation flue is required but is it considered that it would not be effective for purpose, it would cause problems of noise or fumes for the occupiers of nearby properties and; or would be detrimental to visual amenity
- c) A shop front is not retained
- d) It would prejudice the use of upper floors for residential use either at the application site and/ or adjacent properties

Where new hot food takeaways are acceptable the following measures may be necessary to reduce the litter associated with the proposed hot food takeaway:

- a) The provision and maintenance of a litter bin outside the premises at all times when the business is open
- b) One or more litter bins within the surrounding areas as appropriate to meet likely need
- c) Commitment to undertake litter picking both within the immediate vicinity of the premises and where necessary further away
- d) Provision of advisory signage

Where appropriate these measures will be secured by condition.

13.38 To help reduce litter associated with hot food takeaways and ensure that there is no unacceptable impact from litter on the amenity of the area as part of the application the council will consider the need for the proposed new hot food takeaway to install litter bins, commit to undertake litter picking and provide advisory signage. As litter may be deposited further away from the immediate vicinity of the premises the council will consider the wider effect this has on local amenity and may ask premises to undertake litter picking to collect litter (generated from off-sales from that premises) which has been deposited further away from the immediate vicinity. Where appropriate these measures will be secured by conditions to require ongoing compliance with any measures proposed.



## Neighbourhood Shopping Parades

13.39 Neighbourhood parades usually consist of a short row of shops that help to serve the day to day needs of the immediate local community. The retail units are usually small in scale with the majority of units providing either a convenience function or service function, such as a hairdresser or takeaway. They complement the retail hierarchy by giving people access to local shops and services within walking distance.

### **Policy TCR07. Neighbourhood Parades**

Within neighbourhood parades the following uses will be supported:

- Commercial, business and service uses (Class E)
- Community facilities

Proposals for other uses will be permitted provided that the use would not result in the neighbourhood parade being unable to meet the day to day needs of the local community and it can be demonstrated that:

- a) The proposal will retain an active ground floor use and frontage and provide a direct service or sales to visiting members of the public
- b) The development or use(s) will not be detrimental to the amenity of local residents (either individually or cumulatively) due to noise, odour or disturbance or light pollution or highway safety
- c) Where planning permission is necessary, changes of use at ground floor to residential will be permitted to the rear or on upper floors and a satisfactory living environment can be achieved (DQO06 and H07)

13.40 There are 34 neighbourhood parades in the city, and they are an important local facility, particularly for people who are less mobile and for the more vulnerable members of the community. This is especially the case in areas that do not have easy access to larger centres or supermarkets. Therefore, the council will maintain and where possible enhance, such local community facilities. The neighbourhood parades will be shown on the future Policies Map. (See Appendix 3)

## Outside the Defined Shopping Centres

13.41 Where proposals for new town centre development uses including laundrettes, betting shops and pay day loan shops have satisfied the requirements of the sequential test and suitable sites and premises are not available in appropriate centres or edge of centre locations (and if necessary, an impact assessment has been undertaken), planning permission will normally be granted for new town centre development, provided that the proposal is of an appropriate scale; it is readily accessible by a choice of means of transport; and it is unlikely to have adverse implications for residential amenities and for traffic and parking conditions. It is unlikely that the change of use of a mid-terrace house would be acceptable.

13.42 There are also a range of out-of-centre retail parks such as St Georges Retail Park, St Margaret's Way (Wolsey St and Blackbird Road), Putney Road, Raw Dykes

Road, Aylestone Road that traditionally accommodated bulky retail goods. It is recognised that whilst these areas currently complement the city's retail offer, any proposals for the future expansion, intensification, or changes of use at these locations should be carefully assessed to ensure that they do not have a detrimental impact on designated centres and any existing, committed, or planned town centre investment. These out of centre retail parks are considered to be the preferred location for bulky retail goods.

#### **Policy TCR08. Main Town Centre Development Outside of Defined Centres**

Where proposals for new shopping development and other main town centre uses, including betting offices, pay day loan shops, hot food takeaways and launderettes, have satisfied the requirements of the sequential test (policy TCR01) and suitable sites and premises are not available in appropriate shopping centres or edge of centre locations (and if necessary, an impact assessment (policy TCR02) has been undertaken) then the council will consider more favourably if the following apply:

- a) The proposed development is easily accessible by foot, cycle and by public transport
- b) Significant disturbance is unlikely to be caused to nearby residential areas (the change of use of mid terrace houses will not be acceptable) and
- c) The traffic generated by the development will not have a significant detrimental impact on pedestrian and highway safety

#### **Retail Development and Main Town Centre Uses Not in a Town Centre – Planning Conditions**

13.43 Corner shops and other isolated shops still provide a local service. Sometimes they are in isolated areas that are not well served by the defined centres and therefore provide an important facility for the local community. Proposals that involve reinstating corner shops that have converted to residential use would be considered against policy TCR08.

13.44 Town centre policy in the NPPF will help to determine the acceptability of retailing proposals that are outside of a defined centre. The type of goods sold, and the amount of space devoted to their sale can potentially threaten nearby centres. Therefore, the use of appropriate planning conditions will be considered amongst others to limit the range of goods sold to prevent the development from being subdivided into smaller units and to prevent future addition of mezzanine floors. This is to protect the vitality and viability of town centres.

13.45 In instances, where approval is to be granted for a new, or change of use to a Class E use outside of a defined town centre that does not require consideration of the sequential test or an impact assessment (e.g. day nursery) a condition may be attached to the permission that would restrict the proposed use to a particular sub-category. This is to allow appropriate consideration of the sequential and impact assessment if a subsequent proposal was received that would require consideration of these policy tests. This is to protect the vitality and viability of town centres.



**Policy TCR09. Planning Conditions: Main Town Centre Development and Class E Uses Outside of a Defined Centre**

- a) If the sale of comparison goods from out-of-centre retail development, including supermarkets and superstores would adversely affect the viability of a shopping centre as a whole, the range of goods sold and/or the mix of convenience (includes food and drink) and comparison goods (includes clothing, shoes, furniture and household appliances) will be limited by condition
- b) Conditions may also be necessary to prevent the development being subdivided into smaller units and to prevent the future addition of mezzanine floors
- c) A condition may also be necessary to restrict a Class E use to a particular sub-category if that use does not require consideration of either the sequential or impact tests

# Chapter 14

## Open Space, Sports and Recreation

### Evidence Base

14.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Green Wedge Review Joint Methodology (2011)
- A Green Wedge Review (2017) and Addendum Report (2020)
- Open Space, Sport, and Recreation Study (2017)
- Burial Space Strategy (2014)
- Playing Pitch Strategy Assessment Report (2017) and Action Plan (2017)  
Addendum to Playing Pitch Strategy (2022)
- Allotment Strategy (2015 – 2020)

### Background

14.2 Leicester has a wide range of open spaces that make a major contribution to the quality of life of city residents and visitors. These include green wedges, parks, children's play areas, sports pitches, natural open space, allotments, cemeteries, civic spaces, rivers, and canals as well as other incidental open spaces that together comprise the open space network.

14.3 Open spaces secure many benefits for people living and working nearby, providing places to be active for community events, to unwind, to grow food and to spend time in a natural environment. This is beneficial for people's mental health as well as physical health.

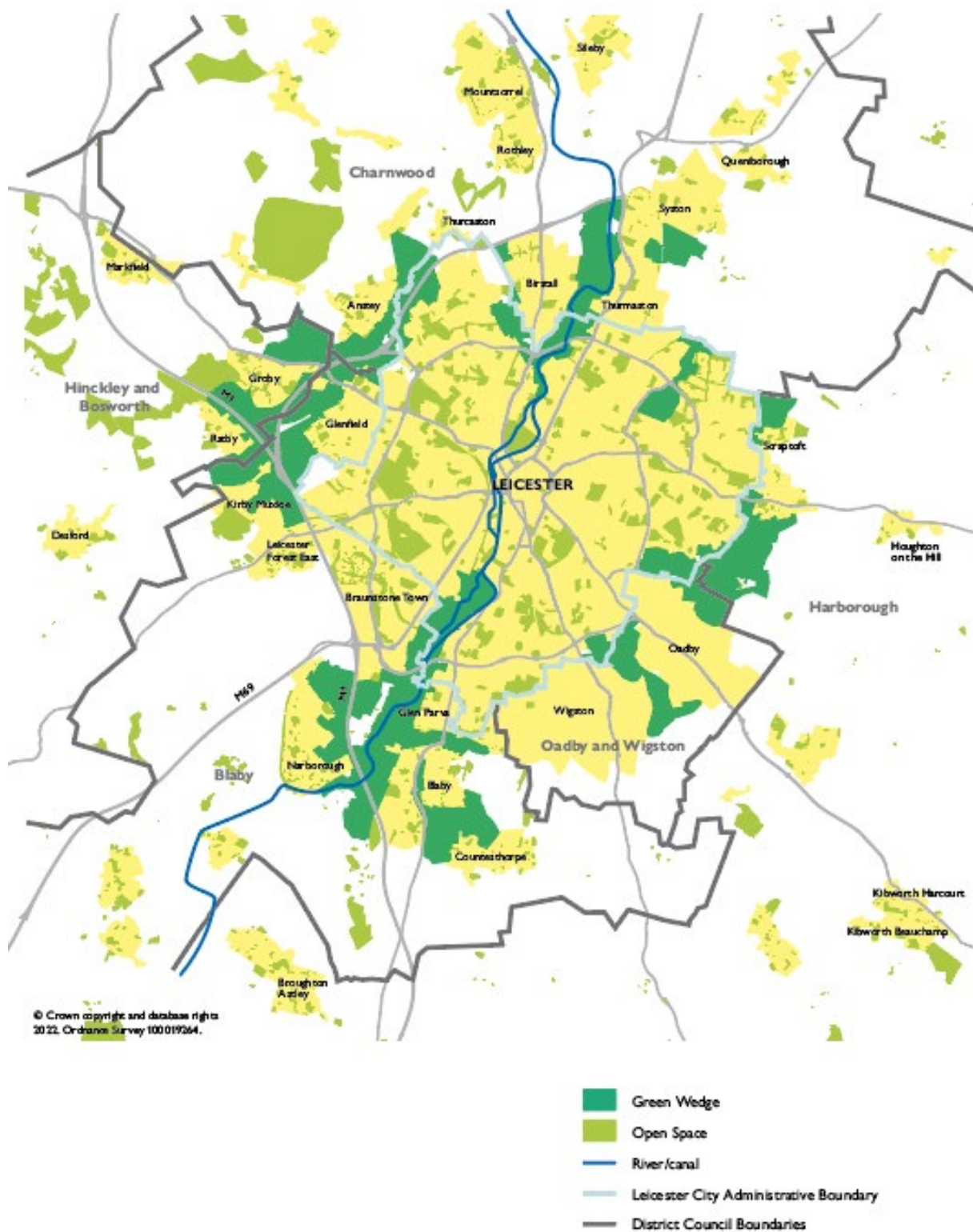
14.4 They are also valuable for wildlife and provide important functions in relation to climate change, such as flood storage, improving water quality and reducing 'heat island' effects. These are the warmer temperatures experienced within urban areas compared to surrounding rural areas due to a concentration of surfaces that absorb and retain heat, as well as human activities.

14.5 Open spaces are an important part of the landscape setting for the built environment and in achieving sustainable development.

14.6 The open space network does not stop at the city's boundary. It is connected to wider networks of open space in adjoining authorities. Green wedges have a strategic function and extend beyond the city's administrative boundary into the

Leicester Urban Area. The River Soar and Grand Union Canal are part of a larger waterway corridor in the region. People travel to sports facilities and open spaces in the Leicester Urban Area (and vice versa). In view of this the council will continue to work with partners, (e.g. neighbouring local authorities, Sport England, and sport governing bodies) to optimise the benefits and improve access to open spaces serving the wider area, including in the development of the future Nature Recovery network.

**Diagram 17: Open Space Network, Leicester Urban Area**



## Green Wedges

14.7 Green wedges are extensive areas of predominantly open and green land. They run from the edges of the city towards the city centre. In most cases green wedges extend beyond the city boundary through green wedge allocations in adjoining

districts. This gives them a strategic importance as they connect the city to the surrounding Leicestershire countryside.

14.8 The extent of the previously defined green wedges can be seen in Diagram 17 above. They have four strategic functions:

- To prevent the merging of settlements (considering both physical separation and the perception of distance between settlements)
- Guiding development form
- Providing a 'green lung' into urban areas (including a continuous link between open countryside and land which penetrates into urban areas)
- Providing a recreational resource (including publicly accessible informal and formal recreation facilities)

14.9 The extent and function of Leicester's green wedges have been reviewed in the Green Wedge Review (2017) and Addendum Report (2020). This review followed the Green Wedge Review Joint Methodology (2011) that was jointly prepared by the Leicester and Leicestershire authorities, with the exception of Blaby District Council and Melton Borough Council.

14.10 Some allocated sites (i.e. the former Western Golf Course, Land East of Ashton Green, Land North of A46, and Land West of Anstey Lane) are on land which was formerly designated as green wedge. This land no longer has green wedge status. Land within these parcels which remains undeveloped will be designated as open space.

14.11 At both the strategic and local level, green wedges also provide and link a range of uses such as open space; sport and recreation; green infrastructure; wildlife corridors; improving air quality; flood alleviation measures; and transport corridors. These uses should be preserved and where possible enhanced. The only types of land use that will normally be considered appropriate for these areas are those where the predominantly open and undeveloped nature of the land is retained. It is recognised that some built development may be required in connection with some of the uses identified within the policy.

#### **Policy OSSR01. Green Wedges**

The green wedges as shown on the future policies map will be maintained as areas that prevent the merging of built settlements, help guide where development can take place, provide a green lung into urban areas and act as a recreational resource.

Development in green wedges will be permitted where:

- a) It does not adversely affect the predominantly open and undeveloped character of the green wedge
- b) The proposal relates to agriculture, horticulture, forestry, nature areas, allotments, burial grounds, low impact waste uses, outdoor sports, leisure, or recreation facilities including school playing fields, footpaths, cycleways and bridleways
- c) It provides a high quality of boundary and frontage treatment

- d) It enhances, retains or creates additional open space networks between the countryside and within the urban areas
- e) It enhances or retains public access to and within green wedges
- f) It enhances or creates additional recreational and/or biodiversity areas within the open space
- g) The proposal relates to a renewable energy development

## Open Spaces

14.12 The council will seek to maintain and enhance the quality of the open space network so that residents have easy access to good quality open space, sport, and recreational provision that meets the needs of the city.

14.13 The quantity, quality, and accessibility of these types of spaces which are publicly accessible have been assessed in the Open Space, Sport and Recreation Study (2017), Green Wedge Review (2017) and addendum (2020), and the Playing Pitch Strategy (2017). These open spaces include parks and gardens, informal open space, civic space, children and young people's space, outdoor sports space, natural open space, allotments, and burial grounds. There are also other types of open space, such as school playing fields, which may not be accessible to the public, but still contribute to the network of open space.

14.14 Other open spaces such as privately-owned sports pitches (e.g., tennis courts and bowling greens) and open space sites below 0.5ha also have important amenity value but may not be shown as open space in the future policies map. The council will seek to protect these sites and assess any development proposals on a case-by-case basis.

### Policy OSSR02. Development of Open Spaces

Development of open space as shown on the policies map will be permitted if the open space is:

- a) Surplus to requirements in relation to its current open space typology, taking into consideration the quantity, quality, and accessibility of existing open spaces; and, in addition:
- b) Not needed for another type of open space; or
- c) The loss resulting from the proposed development would be replaced by equivalent or better open space provision in terms of typology, quantity, quality, and accessibility; or
- d) The development is for alternative sports and recreational provision to that currently provided for on the open space, or ancillary development associated with the open space, the needs for which outweigh the loss of the current or former use; or
- e) The development enhances and/or retains public access to and within the open space; or
- f) The development enhances or creates additional recreational and/or biodiversity value

## Open Space in New Development

14.15 The amount of open space required should meet the needs and priorities in the local area as defined by the Open Space, Sport and Recreation Study (2017). Currently the city council has an adopted standard of 2.88 ha of publicly accessible open space per 1,000 population. In the city centre, open space enhancements will include the potential upgrading of public realm where impacts related to the development can be demonstrated. The Council will update applicable Supplementary Planning Guidance to confirm the quantitative and qualitative Green Space improvements standards and requirements, in the City.

14.16 The council may adopt new open spaces if it is in the council's and the public's interest, and they have been constructed to a standard agreed by the city council. Commuted maintenance sums will be sought to allow maintenance for 20 years. If the council is not to adopt new open space, the applicant should make provision for its long-term maintenance and management.

### **Policy OSSR03. Open Space in New Development**

- a) New development proposals should meet the need for open space provision arising from the development, taking account of local quantitative, qualitative and accessibility deficiencies in existing public and privately maintained open space, sport and recreation provision
- b) New high quality on-site open space, to an agreed standard, will normally be required and should be publicly accessible to all. Where appropriate, in addition to or as an alternative, contributions to improve the quality of, or access to existing open space and public realm will be sought
- c) New open spaces should be located in accessible overlooked areas taking into account possible impacts of noise and floodlighting
- d) New development will be expected to be integrated across the site and connect to the wider open space network. This should be in the form of appropriate landscaping, water conveyance routes as part of a Sustainable Drainage Scheme, and tree planting that will provide connections for wildlife, water management, access via walking and cycling routes, and improved amenity
- e) Where development lies adjacent to the open space network the proposal should be designed and positioned to facilitate wildlife migration and good design

## Local Green Space

14.17 Should local communities wish to designate a Local Green Space this should occur when a new local plan is prepared or reviewed, or through the preparation of a Neighbourhood Plan. Potential designations will be tested against the criteria outlined in the NPPF (2021) and should be consistent with the planning of sustainable development, and complement investment in homes, jobs and other essential services.



## Sports provision

14.18 Playing sports can have many positive impacts on people's health and wellbeing. An assessment and action plan for outdoor sports in Leicester has been undertaken in the Playing Pitch Strategy Assessment Report (2017) and Action Plan (2017) and Addendum (2022). Types of sports considered include football, rugby, cricket, tennis, hockey and bowls, all of which require appropriate playing pitches throughout the season.

14.19 The Local Plan can safeguard sites and facilities and secure contributions towards site enhancement. The provision, improvement, and management of facilities is a joint responsibility with Sport England, national and regional governing bodies, the city council, adjoining local authorities as well as local sports clubs.

14.20 The city council intends to protect, enhance, and provide sporting facilities within the city in line with its program to enhance built facilities and the adopted Playing Pitch Strategy and Action Plan. In addition, the cross-boundary implications of growth will be taken into account, through the Duty to Co-operate dialogue and consultations.

14.21 There is potential for conversion to sports pitches and facilities, which will be determined through Supplementary Planning Guidance drawing on the Local Infrastructure Assessment and Viability Assessment.

### **Policy OSSR04. Existing Playing Pitches**

Existing playing pitches will be protected from development for other use unless it can be clearly demonstrated that:

- a) The site is surplus to requirements
- b) Equivalent or better facilities, in terms of quantity and/or quality will be provided in a suitable location
- c) The development is for alternative sports and recreation provision, the needs of which outweigh the loss
- d) The proposal is consistent with or does not conflict with the delivery of the Playing Pitch Strategy and Action Plan (2017)

### **Policy OSSR05. Playing pitches and associated facilities**

The city council will support proposals for development to provide or support playing pitches and their associated facilities provided:

- a) The proposal can be well accessed by walking, cycling, public transport and by those with disabilities (T03)
- b) The amenity of nearby residents is protected, including from the impacts of use (e.g. traffic and parking) and associated floodlighting
- c) The proposal is consistent or does not conflict with the delivery of the Playing Pitch Strategy and Action Plan

### **Policy OSSR06. Built Sports Facilities**

Development of new, or enhancement of existing built sports facilities will be permitted and encouraged where this contributes positively to the well-being and social cohesion of local communities, with preference being given to locations within or adjacent to an appropriate town or edge-of-town-centre sites.

Built sports facilities will be acceptable outside town centres where:

- a) It can be demonstrated that there are no suitable premises within or adjacent to centres
- b) There are overriding community, amenity and environmental benefits deriving from an out of centre location
- c) Residential amenity is not unreasonably affected (DPQ06)
- d) The development is easily accessible by walking, cycling and public transport (T03)

### **Leicester's Waterways**

14.22 The River Soar and the Grand Union Canal thread their way through Leicester, from south to north, creating a strong waterway corridor through the city. The waterway corridors have an important role to play in the heritage and regeneration of the city together with its value for leisure, recreation, connecting open spaces, biodiversity, flood management, transportation and tourism. Spending time by the waterway can also secure many health and wellbeing benefits.

14.23 Development within the waterway corridors has an opportunity to harness the potential of the waterway to provide a positive and attractive environment for businesses, visitors and as a place to live. The River Soar and Grand Union Canal Partnership (RSGUCP) was established to promote the long-term regeneration and sustainability of the waterway corridors.

14.24 Development within the waterway corridors should seek to align with the aspirations of the RSGUCP Waterway Strategy and Action Plans. Proposals should make the most of opportunities to secure multiple benefits in improving amenity value, enhancing biodiversity, facilitating connectivity between development and neighbouring sites, reducing flood risk, and improving water quality. Where appropriate, contributions may be sought for improvements/enhancements to the waterway corridors.

14.25 While it is possible for hydroelectric power to make a small contribution to meeting Leicester's electricity need, the development sensitivity of potential sites means that the likelihood of fulfilling the power generating potential is low. However, any proposals for small-scale hydroelectric schemes for sites situated adjacent to a weir or lock will be assessed on their individual merits and in consideration of other policy objectives.

### **Policy OSSR07. Waterways**

Development within the waterway corridors will be permitted taking into account the following objectives:

- a) Realise the potential of the proximity of waterways to maximise the regeneration benefits of the site
- b) Reflect the character variations in the waterways, in terms of use, location and design
- c) Complement and enhance the architectural quality of the waterside, particularly in regard to historic assets
- d) Protect, maintain and enhance the nature conservation value of the waterway corridors, including delivering for the Water Framework Directive
- e) Protect, maintain and enhance the sustainable drainage functions of the waterway corridors
- f) Take opportunities to enhance the recreation and leisure roles of the waterway corridors
- g) Maintain, enhance, and create safe and publicly accessible routes to, along and adjacent to waterways, which are suitable for active travel (e.g. walking and cycling) for all potential users
- h) Improve surveillance of the waterway, including appropriate orientation, design, lighting and outlook
- i) Provide safe, secure and accessible mooring and boating facilities, where possible and appropriate
- j) Design to allow for flood management, access for maintenance, landscaping and emergency work, as required
- k) Not have an adverse impact on the structural integrity of the waterway
- l) Encourage the planting of trees along waterways to improve biodiversity and provide shading

# Chapter 15

## The Natural Environment

### Evidence Base

15.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Biodiversity Action Plan (2021-2031)
- Green Infrastructure Strategy (2015-2025)
- Tree Strategy (2018 - 2023)

### Background

15.2 Leicester has a diverse and interesting natural environment due to the complexity of its urban habitats and geology. The mix of grasslands, wetlands, and woodlands together with post-industrial brownfield sites, former quarries, gardens, rivers/canals, and built structures provide habitat niches for a wide range of species creating one of the most nature rich parts of Leicestershire. The council will continue to work with partners, including neighbouring local authorities, statutory bodies, and local nature conservation organisations, to consider how best to improve and optimise the conditions and function of Leicester's biodiversity and geodiversity.

### Designated Biodiversity Sites

15.3 Many of our most important and biodiverse areas in the city have been designated as a Site of Special Scientific Interest (SSSI), Local Nature Reserve (LNR), Local Wildlife Site (LWS), or Biodiversity Enhancement Site (BES) to afford them additional protection and enhancement opportunities. These sites will be maintained, protected and enhanced.

15.4 The boundaries of all locally designated sites are defined on the policies map. It is recognised that ecological value of sites can change over time, and that new sites may come forward. It is intended that additional sites identified or designated during the plan period will be appropriately protected and enhanced.

15.5 Leicester's constricted authority boundaries coupled with the need to accommodate housing and employment means that there is significant pressure on the city. Consequently, some former biodiversity sites have been allocated for housing, in this plan. These sites no longer hold biodiversity site designation.

## Protected and Priority Species/Habitats

15.6 Protected and priority species and habitats are identified as under threat of rarity or extinction and have suffered severe decline. Some sites that contain priority habitats have been identified and designated as LNRs and/or LWSs, but many other priority habitats and species are located across the whole of Leicester. These include areas of wetland, hedgerows, meadows, and woodland that support rare and vulnerable species, such as bats, otters, and hedgehogs. The council will continue to seek to conserve, restore and enhance such areas and the species they support through actions set out in the Biodiversity Action Plan and to strengthen the ecological network across Leicester where possible. This will help to create, connect and strengthen wildlife dispersal routes throughout the city and contribute towards the establishment of coherent Nature Recovery Networks, both locally and across the wider region.

## Strategy

15.7 The council expects development to create, protect, maintain, and enhance biodiversity and to optimise its value for wildlife through appropriate habitat management and maintenance. The mitigation hierarchy will be used to consider the impacts on biodiversity. Steps must first be taken to avoid any likely significant impacts to biodiversity. If this is not possible, it will be necessary to demonstrate the need for development outweighs the need to safeguard the nature conservation value of the site and show how the unavoidable impacts can be mitigated by taking steps on site to minimise the duration, intensity and/or extent of impacts that cannot be avoided. Where all on-site mitigation options have been exhausted then compensation off-site should be considered, but only as a last resort where there is no other alternative.

15.8 It is anticipated that policies will need to be reviewed following changes in government legislation and national planning policy relating to biodiversity.

### **Policy NE01. Protecting designated sites, legally protected and priority species, and priority habitats**

For proposals affecting nationally or locally designated sites, legally protected and priority species, and priority habitats, the following will be considered:

- a) Development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments) will not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both the impact on the features of the site that make it of special scientific interest, and any impacts on the broader network of Sites of Special Scientific Interest
- b) Development proposals on, or affecting, locally designated sites (including regionally important geological sites), will only be permitted where it can be demonstrated that the need for development outweighs the need to safeguard the nature conservation or geological value of the site
- c) Development proposals on, or affecting, sites supporting priority habitats and priority species, will only be permitted where it can be demonstrated that the

need for development outweighs the need to safeguard the nature conservation or geological value of the site

- d) Development proposals on, or affecting, sites supporting legally protected species will only be permitted where it can be demonstrated that it has suitably avoided, minimised, mitigated or compensated for the loss of that habitat and/or impact on that species. Developments that cannot demonstrate this should not be permitted

Development will only be permitted where significant harm to biodiversity is avoided. Where harmful impacts cannot be avoided, they should be minimised and mitigated for through design, layout and detailing of the development, or as a last resort compensated for, which may include off-site measures.

## **Biodiversity Gain**

15.9 To help support the city's ambition to deliver an overall environmental net gain, the council will expect proposals to achieve at least a 10% biodiversity net gain, in line with government legislation.

15.10 All major development proposals will be expected to adhere to the following principles:

- Development must provide a net gain in biodiversity
- Biodiversity should be incorporated into the built design at an early stage
- Enhancements should seek to contribute to Leicester's Biodiversity Action Plan objectives and subsequent updates
- Enhancements should act to strengthen Nature Recovery Networks and the existing green infrastructure network to improve habitats and connectivity for wildlife. This is particularly important on sites adjacent or close to designated and/or priority habitats
- A Biodiversity Impact Assessment should be provided which clearly shows the size, scale and biodiversity value of any habitat/vegetation types existing on the site, those being retained and/or lost due to the proposal, and being provided as part of biodiversity compensation and enhancement measures
- Spatial delivery of Biodiversity Net Gain is expected on site first, then local off-site delivery required within local Nature Recovery Networks (as opposed to national level),
- Management Plans and long-term funding must both be in place to ensure enhancements are sustainable and result in a lasting benefit to biodiversity

15.11 All minor development proposals, except householder applications, must provide at least 10% net gain in biodiversity which can also support the wider benefits associated with green infrastructure such as improved air, soil and water quality and managing flood risk.

## **Policy NE02. Biodiversity Gain**

All developments will avoid biodiversity loss and enhance biodiversity where possible. In accordance with national legislation, developments are required to provide a minimum of 10% biodiversity net gain.

Developments will be permitted where:

- a) An overall net gain in biodiversity of at least 10%, as calculated by Natural England's most recent Biodiversity Metric or successor document, and commensurate with the size and scale of development, has been demonstrated
- b) The design of the new development, including landscape, enhances retained habitats and provides new areas and opportunities for wildlife onsite, wherever possible and/or
- c) The size, location, creation, establishment, and long-term aftercare of off-site biodiversity compensation and enhancement has been agreed with the council

### Green and Blue Infrastructure

15.12 Leicester's green and blue infrastructure network helps to support wildlife move around the city and delivers multiple environmental and health benefits such as improved mental health. This includes improving air and water quality, storing carbon, managing flood risk, providing opportunities for biodiversity net gain, facilitating urban cooling, providing places to grow food, and spaces for people to enjoy for leisure and recreation purposes. This network is formed by strategic blue and green corridors such as the River Soar and Grand Union Canal, the Great Central Way, the Rothley Brook and the Mainline and Ivanhoe Railway lines. These are supported by smaller networks including the city's brooks and main roads, open spaces and sports facilities, private gardens, and landscaped areas around development proposals. Many opportunities exist to encourage connectivity and diversity for our wildlife, and to maximise the multiple benefits of green and blue infrastructure.

15.13 Proposals should consider opportunities to incorporate and connect to green and blue Infrastructure at the earliest possible stage of the development process. Proposals involving several connecting development sites, such as sustainable urban extensions, should incorporate a site-wide green infrastructure strategy. Where publicly accessible open space forms part of the green infrastructure plans the functions associated with the use should be maximised to achieve maximum ecosystem services, including natural and semi-natural habitats, where appropriate.

#### **Policy NE03. Green and Blue Infrastructure**

Development proposals should:

- a) Integrate green and blue infrastructure into the design of the scheme at the earliest stages of the development process, taking into consideration existing natural assets, and the most suitable locations and types of new provision
- b) Maximise the multiple functions and associated benefits of green and blue infrastructure including improving air and water quality, storing carbon, managing flood risk, providing opportunities for biodiversity net gain, facilitating



urban cooling, growing food, and providing spaces for people to enjoy for leisure and recreation purposes

- c) Connect green and blue infrastructure across and around the site, and to the wider green and blue infrastructure network
- d) Agree the long-term maintenance and management of green and blue infrastructure at an early stage

### **Ancient Woodland, Veteran Trees, and Irreplaceable Habitats**

15.14 Ancient woodland and veteran trees are rare within Leicester. They are recognised as an irreplaceable resource in the city councils “Tree Strategy” that cannot be replaced through normal biodiversity off-setting processes due to the time taken for them to reach maturity and optimum biodiversity value. The Ancient Woodland Inventory published by Natural England and local records of veteran and mature trees will provide the evidence base on which sites to avoid loss in line with the council’s tree strategy.

#### **Policy NE04. Ancient Woodland, Veteran Trees, and Irreplaceable Habitats**

Development should aim to protect and, if possible, enhance ancient woodland, ancient or veteran trees, and irreplaceable habitats. Development resulting in the loss of, or harm to ancient woodland, ancient or veteran trees, and irreplaceable habitats must be wholly exceptional and is only permitted when:

- a) The public benefit clearly outweighs the loss or harm to the habitat
- b) A suitable compensation strategy is agreed with the council and is in place

# Chapter 16

## Transportation

### Evidence Base

16.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Climate Change Action Plan (2021)
- Midlands Connect Strategic Transport Plan for the Midlands (2022)
- Transforming Cities Fund (2020) Bid Application
- Leicester and Leicestershire Strategic Transport Priorities (2020 – 2050)
- Leicester Transport Plan 4 (Draft) (2021 – 2036)
- The Smart Leicester Strategy
- Air Quality Action Plan (2015 to 2026)
- Strategic Growth Plan (2018)
- Infrastructure Delivery Plan (2022)
- Economic Recovery Plan – First Steps (2021)
- Leicester Covid 19 Transport Recovery Plan (2020)
- Cycle City Action Plan (2015 – 2024)
- Leicester Cycling and Walking Improvement Plan (2019)
- Joint Health and Wellbeing Strategy and Action Plan (2019)
- Leicester and Leicestershire Rail Strategy (2017)
- Leicester Street Design Guide (2020)
- Levelling Up Bid Application (Leicester Railway Station) (2021)
- Zero Emission Bus Regional Areas scheme (ZEBRA bid)
- Enhanced Bus Partnership Plan (Bus Services Improvement Plan) 2022-30

### Background

16.2 A sustainable, well connected, and reliable transport system is vital to achieve the city's objectives to cater for economic and housing growth, address the Climate Emergency as well as improve air quality and therefore people's health. Good land use planning and good transport planning go hand in hand and this Local Plan draws on the current and emerging transport strategies outlined in this section.

16.3 The city council consulted on its draft Leicester Transport Plan in Summer 2021. The plan sets out the transport vision, ambitions, policies and priorities for Leicester to 2036. The plan is being finalised following consultation and to take into account of the draft Department for Transport's (DfT) new guidance for Local Transport Plans. It is expected that Local Transport Plans will need to be prepared before 2024 and to have a stronger alignment with Local Plans.

16.4 The Leicester and Leicestershire Strategic Growth Plan underlines the importance of the Leicester Urban Area as the central focus for sub-regional development. The city's facilities and services need to be accessible not just to people in the Leicester Urban Area, but also to those in the neighbouring districts and the wider sub-region, and the draft Leicester Transport Plan takes account of this.

16.5 The lockdowns associated with the Covid 19 pandemic seriously affected all forms of transport and appear to have changed some working patterns, for example, working from home. Public transport has still to recover from the pandemic, but car use has generally returned to pre-pandemic levels although peaks are not as strong. The large rise in cycling during the first lockdown demonstrates how behaviour can change significantly when conditions are perceived to be right (less traffic on the roads) and active provision is made for cycling. The city council provided over 10 miles of 'pop-up' cycling infrastructure in 10 weeks at the start of the pandemic which provided extensive new and safe opportunities to cycle in the city.

### **Transport Strategy for Leicester**

16.6 The Leicester Urban Area experiences significant congestion, particularly during peak periods and with the planned growth of the urban area and wider sub-region this could become more challenging. Transport in the city needs rebalancing to more sustainable modes of transport if we are to manage these pressures and deliver against our economic, environmental, and social ambitions. Promoting walking, cycling and public transport as primary modes of travel is central to achieving a more balanced and sustainable transport system in the city. For the years 2017 to 2019 the average trip length in Leicester and other similar-sized authorities was five miles, and 28% of all car trips were less than two miles. As such, there is a significant opportunity to encourage people to walk, cycle and take the bus more often. However, modal change can only be achieved through improvements in our walking, cycling and bus provisions, to deliver comprehensive networks of services and infrastructure that are attractive to potential users.

16.7 The Transport Strategy vision and ambitions are set out within the draft Leicester Transport Plan

The transport vision for Leicester is for a carbon neutral, growing, healthy, accessible and connected city, with clean air supporting a high quality of life and travel experience for people and a vibrant local economy.

16.8 This vision is supported by ambitions for Leicester to 2036:

- 100 % zero emission vehicles throughout city (including buses, trains, taxis, fleet and freight)
- Many more people working regularly from home and more responsible use of cars for necessary trips only
- A transformed bus network with free 'Greenlines' services and targeted discounts on Mainlines services, 'best-fare' digital integrated ticketing and improved local buses including 'Flexilines'
- Public transport (including bus and rail), Park and Ride, cycling or personal e-mobility will be the first choice for longer journeys for most people

- Active transport, cycling and walking will be the first choice for shorter journeys for most people
- A thriving, accessible low-car city centre that is easy to move around in and supports economic growth in the whole city
- Healthier neighbourhoods, aiming for all local services to be available by walking or cycling within 15 minutes, with cleaner air and a safer local environment
- A rush-hour free city, gradually managing traffic to reduce peak hour demands

16.9 The vision and ambitions illustrate how Leicester could change over the next 15 years. This vision cannot be achieved without help and co-operation and funding from partners including transport operators, developers and Government. Local residents and businesses also play a key role in supporting and delivering the vision.

16.10 The new Leicester Transport Plan will provide a renewed context for the submission stage of the local plan with a strong focus on promoting the use of public transport, walking & cycling, low emission and smarter travel. It builds on the council's Connecting Leicester strategy and extends the recent Transforming Cities programme for sustainable transport infrastructure, as shown on Diagram 18 - The Spatial Transport Strategy. This is achieved by enhancing city centre bus and rail transport hubs and walking, cycling and bus links between them. Developing strong bus, cycling and walking links on key radial corridors, park and ride enhancements including electrified buses, and smart travel initiatives including integrated digital ticketing

16.11 Encouraging a shift towards clean low emission vehicles alongside a change to more sustainable transport modes will support climate change, air quality, and health objectives.

16.12 The Enhanced Partnership Bus Plan (2022-30) is a key element of the Leicester Transport Plan setting out an ambitious way forward for public transport. The Enhanced Partnership Bus Plan will deliver a series of legally committed Enhanced Partnership Bus schemes in line with funding availability. This will bring about a transformative change in bus travel that is electric, frequent, reliable, easy to use, and good value.

16.13 The emerging transport strategy also focuses on making better use of existing and developing new infrastructure to support sustainable travel between existing neighbourhoods, in the city centre, adjacent regeneration areas, and in the major developments that will extend the Leicester Urban Area. The local plan has a key role to play in supporting the rebalancing of transport modes and the promotion of clean low emission transport, in particular by ensuring that new development is well located and integrated with sustainable transport modes, that it promotes mode shift and low emission travel and contributes towards achieving efficient and effective sustainable transport networks, as well as being accessible for those that need to use cars.

16.14 The council has consulted on a workplace parking levy aimed at tackling congestion alongside improving air quality and addressing climate change challenges. The council is considering the consultation responses and intends to determine next steps in the Autumn 2022.

16.15 The council has also produced street design documentation including the street design and character areas evidence documents which requires that healthy connected innovative places are developed. These guides look out how the needs of residents are taken into account, including the requirements for the promoting of walking, cycling and other forms of sustainable transport to help Leicester meet its zero carbon objectives.

16.16 The following sections outline the key sub-regional and local transport related plans and strategies that help set the context for the transport policies which follow. The Local Plan also reflects current national transport policy and relevant guidance included in the NPPF.

## **Sub Regional Context**

### **Midlands Connect**

16.17 The regional transport strategy context has been established through the 'Midlands Connect Strategic Transport Plan for the Midlands - Fairer, greener, stronger' published in April 2022. This identifies key priorities for regional level transport investment, to support a more productive, prosperous, sustainable economic development of Leicester and Leicestershire including:

- Midland Mainline Electrification and rail capacity improvements in the Leicester area including new rolling stock
- Coventry-Leicester-Nottingham new direct rail services and journey time improvements
- Birmingham – Leicester rail journey time improvements
- Significant upgrade to Leicester Railway Station facilities including pedestrian and cycle approaches to the station from the city centre
- Improving connectivity between Leicester and the North, feeding into HS2's Eastern Leg to Leeds and beyond
- A46 improvements at Hobby Horse, Syston
- M1 improvements including Leicester Western Access and North Leicestershire extra capacity

### **Transport for East Midlands**

16.18 Transport for East Midlands (TfEM) provides leadership on strategic transport issues in the East Midlands, agrees major investment priorities and provides collective input into the work of the Midlands Connect, the Department for Transport and its delivery bodies. TfEM and Midlands Connect are working together to promote eight key investment priorities for the East Midlands:

- Midland Main Line Electrification
- Nottingham-Leicester-Coventry Rail Connectivity
- HS2 to the East Midlands & Leeds
- A46 Growth Corridor & Newark
- A50/A500 Growth Corridor
- A5 Growth Corridor
- Improving Safety & Reliability on the A1

- Improving Connectivity across the EMDevCo (East Midlands Development Corporation) /East Midlands Freeport areas

## Local Transport Policy Context

16.19 Integrated land use and transport policies are key to Leicester's vision for the future. The Leicester Transport Plan supports the local plan by showing how sustainable transport infrastructure and other initiatives can help to manage and cater for growth pressures.

16.20 The Local Plan can support the Leicester Transport Plan by ensuring that:

- New developments include sustainable transport infrastructure and promote the use of it by new and existing residents
- New developments are located in sustainable places such as close to transport interchanges. This is particularly important in the city centre.
- New developments, where relevant, are designed to encourage use of sustainable modes over cars, for example, by innovative design encouraging walking and cycling over cars for short journeys
- The principle of fifteen-minute neighbourhoods is supported, with new developments encouraged to include accessible facilities for residents and employees

## Air Quality

16.21 To address the issues of air pollution, the city council adopted an Air Quality Action Plan covering the period 2015 to 2026. This sets the strategic approach for improving air quality in Leicester. A series of priority interventions, focussed on more sustainable modes of transport such as walking, cycling, public transport and the transition to zero emission vehicles, are being delivered aimed at bringing levels of pollution below EU targets. It also identified the land use planning system as a key way of reducing air pollution in the city by requiring air quality considerations to be embedded into planning policy. Action 15 of the Air Quality Action Plan is to implement a land use planning guide for developers with the aim to ensure that any likely scheme impacts are appropriately mitigated, and future scheme occupants are able to make low emission choices. This is expected to take the form of a supplementary planning document.

16.22 In 2020 Leicester became fully compliant with all EU air quality standards, partially due to the COVID-19 lockdown conditions. The aim is to maintain this compliance, especially with the EU target of 40µg/m<sup>3</sup> for nitrogen dioxide (NO<sub>2</sub>), and then progress towards new more stringent targets set by the World Health Organisation (WHO) in autumn 2021.

16.23 In spring 2022 a new intermediate UK target for particulate matter of 2.5 microns and below (PM<sub>2.5</sub>) was consulted upon. A further Air Quality Strategy review will be held later in 2022 with the intention of publishing a new Government Clean Air Strategy in 2023. More stringent air quality standards are expected through this Government strategy, possibly to bring the UK into line with the 2021 WHO target levels.

16.24 The council's emerging transport strategy will seek to progressively improve air quality below EU targets and towards the 2021 WHO targets.

## **Buses**

16.25 A high quality and convenient public transport system serving the Leicester Urban Area is essential to promote sustainable transport choices for a growing population, encouraging modal shift away from private car use.

16.26 A key element of the new Leicester Transport Plan will be the Leicester Enhanced Bus Partnership Plan, developed in association with bus operators and other stakeholders, which reflects the aims and objectives of the National Bus Strategy. The bus strategy describes the measures needed to increase bus patronage in and around the city.

16.27 These include a 'Mainlines' urban network of 25 co-ordinated route groups using 168 electric buses and a network of five 'Greenlines' electric bus routes, including express routes connecting to park and ride sites together with significant investment in outer and inner orbital bus services. Additional measures will include fast, frequent bus corridors, as well as integrated contactless ticketing, improved interchanges, improved reliability, promotion and wider electronic information provision. The programme is being widely promoted under a distinctive network-wide 'Leicester Buses' brand.

16.28 Buses are the main form of public transport within the Leicester Urban Area, with around 90% of routes commercially provided. Bus accessibility varies across the city. In general access by bus into the city centre is better than orbital services around Leicester which are partial and infrequent. The city centre is very accessible by bus during the daytime, albeit services are delayed by peak hour congestion, but less so during evenings and on Sundays.

16.29 To encourage the use of public transport there is the need to break down the barriers for interchange and to make journeys easier and quicker, through use of co-ordinated smart ticketing and quality legible travel information. With significant in growth travel demand to non-central locations for work, education and health, there is also a need to improve links between all rail and bus transport hubs to improve cross city movements and there is also a need also support to provide a significant uplift in orbital travel bus service provision.

16.30 Work has now been completed on the rebuild of St. Margaret's Bus Station that has created a modern, quality city centre bus interchange. It includes improvements to adjacent streets to provide integrated walking and cycling facilities and taxi ranks. Funding was secured through the Government's Getting Building Fund. This follows the refurbishment of Haymarket Bus Station in 2016.

16.31 The council has been successful in securing £70m from the Government to deliver a Transforming Cities Fund (TCF) programme in reshaping public, shared and active transport infrastructure in Leicester, which is expected to be completed by 2024/25.



The TCF programme seeks to:

- Transform public transport provision through investment in bus priority measures and complementary walking and cycling improvements on key radial corridors serving new development to the northwest and southwest of the city
- Improve and better connect city centre transport interchanges
- Kick start investment in electric buses within the city

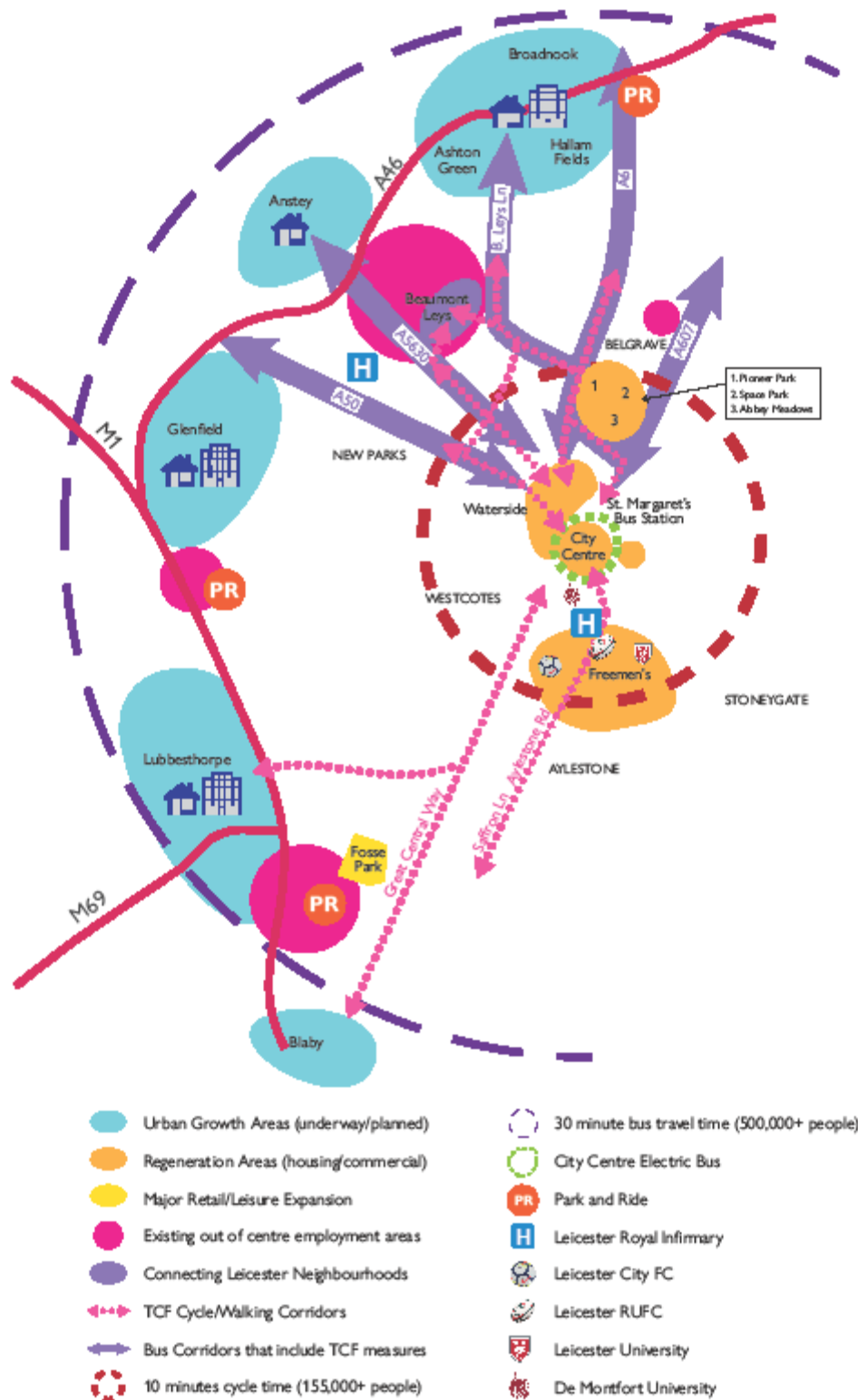
16.32 The Bus Services Act (2017) provides local authorities with opportunities to consider how bus services operate to best effect in their area. An Enhanced Partnership Scheme between the Council and the bus operators has been agreed which by 2025 will radically transform Leicester's Bus Services (as detailed within the Enhanced Bus Partnership Plan). This will also maximise the benefits that will accrue from the proposed transport investment from the Transforming Cities Fund.

16.33 The successful ZEBRA funding bid will invest a further £47m in electric buses in the city by 2024, leading to a third (130) of the overall fleet electric used by a half of bus users.

16.34 The Enhanced Partnership Plan sets out a range of proposed investment and actions up to 2030 designed to increase patronage by 40%, user satisfaction to 95% and the shift the whole network to sustainable electric operation. This will be subject to bringing in investment of around £200m from a range of private and public sources, together with ongoing additional subsidy of around £4m pa.

16.35 The city council will support development proposals that provide convenient walking links to bus routes and support the provision of new bus infrastructure serving a development such as priority bus measures and shelters. In some cases, support for new or enhanced services may be required to help encourage bus use, particularly in major new developments.

Diagram 18: The Spatial Transport Strategy



## Walking & Cycling

16.36 Encouraging walking and cycling through new infrastructure and behavioural change initiatives play a key role in delivering modal shift over shorter journeys, helping to reduce vehicle emissions and contributing towards healthier lifestyles. Well-designed improvements also contribute to place making as well as helping people to make sustainable lifestyle choices by creating new and attractive routes and interconnecting spaces.

## Cycling

16.37 Cycling (including e-bikes) improves general accessibility to sites that do not have a frequent bus service and bike share also provides an alternative form of public transport that may be quicker than travelling by car and with active travel, health & air quality benefits.

16.38 The council is developing a new Cycle City Action Plan '2023-2030' which will set out the current strategy for delivering cycling improvements developed with stakeholder support and following public consultations.

16.39 The new Action Plan will:

- Develop a city-wide network of high-quality routes that are continuous, well-signed, easy to follow and safe including segregated routes along main roads, low traffic neighbourhoods and off-road routes
- Expansion of public bike share as an active travel citywide public transport option for all communities, neighbourhoods, and key developments
- Cycle parking provision and new routes for all key developments, retail, employment, education, sport, leisure, health sites and public transport hubs
- Extensive offers of cycle training for children & adults of all abilities and skills, coaching and mechanic training for coaches, ride leaders and instructors
- Year-round promotions of everyday cycling for all neighbourhoods and communities including high profile mainstream festivals & events, marketing and communications
- Ongoing engagement programmes for stakeholders, business, community groups & advocates supporting cycling and for new, returning and potential cyclists

16.40 The council's ongoing Connecting Leicester programme has seen substantial investment in public and sustainable transport amounting to over £100m. This has included extensive high-quality cycling and walking infrastructure focussed in and around the city centre and a dramatic improvement in the public realm through revitalised streets and new public squares and spaces. The Connecting Leicester programme investment from 2011 within the city centre has delivered a 46% increase in cycling between 2011 to 2019.

16.41 However, across the network there remain:

- Inconsistent, discontinuous and indirect cycling routes
- Insufficient cycling links connecting neighbourhoods and employment sites outside the city centre

- Inadequate secure cycle parking provision and a lack of bike share at key workplaces, transport hubs and other strategic locations

16.42 The council's Transforming Cities programme is implementing new high quality segregated cycleways on key commuter radial routes. This also includes the delivery of a comprehensive bike share scheme initially for the city centre area through 'Santander Cycle Leicester'. The bike share scheme was launched in 2021 and will improve connectivity within the city centre, offering bus, car and rail users new opportunities to extend or complete their trips by cycle. Over 500 electric bikes will be available to hire from more than 50 locations across the city now partly delivered.

16.43 The city council will support development proposals which adhere to the Leicester Street Design Guide and Government Local Transport Note 1/20, Inclusive Mobility (2022) and Manual for Streets Guidelines to achieve the targets of the Governments "Gear Change" strategy.

## Walking

16.44 Walking is an important method of getting around, as well as an element of most other journeys e.g. walking to/from bus stops or car parks. Encouraging walking as an alternative to car use contributes to healthy lifestyles, helping to prevent obesity as well as supporting improved air quality.

16.45 The council's successful Connecting Leicester streets and spaces programme has delivered major cycling and walking and public realm improvements in the city centre over the past ten years. Latest plans, as part of the Local Cycling and Walking Infrastructure Plan (LCWIP) links are being made to adjacent neighbourhoods further cycling and walking improvements connecting within and to the city centre, including junction priority and road space allocation, and where appropriate and expanding the same connectivity principles to neighbourhoods in accordance with the council's ambition for 15-minute neighbourhoods. In the first phase to 2025, this will be funded in the north and west of the city through TCF funds. Future phases will see this extend across the city area.

16.46 An overarching objective of this programme will be to ensure improvements contribute fully to healthy living objectives and also take into account the full range of accessibility considerations for all groups which includes those with hidden disabilities and neuro-diverse conditions. This will be considered through use of the Leicester Street Design Guide (see paragraph 16.49) including application of the Healthy Streets Checklist for new schemes.

16.47 The Transforming Cities Programme is delivering new and improved walking routes for commuters, alongside behavioural change initiatives through the DfT's Capability Fund. E.g. The provision of wider footways and/or formal crossing facilities, where an increase in pedestrian movements are expected. The council is also delivering a school run parking programme to address traffic issues around schools and is committed to reducing car travel and increasing walking and cycling through new infrastructure and behaviour change initiatives such as park and stride.

16.48 Local Plan policies support the needs of everyone in the community including the needs of people with disabilities and the elderly.

### **Street Design Guide**

16.49 The council has published a Street Design Guide to guide the improvement and provision of new road space in the city. This sets out clear guidance on how cycling, walking and bus priority can be achieved on relevant streets and also considers accessibility for all in new street design. The Design Guide supports the design of major new developments to ensure a balanced hierarchy of streets and spaces. (Policy DQP01 sets out design principles for 'Movement and Connections' of new development proposals. The council's new Street Design Guide will provide further detailed design advice).

### **Rail**

16.50 Rail is often the preferred mode of travel over longer distances as it can offer a convenient, quick, reliable, and comfortable option. Rail usage at Leicester had grown by 4.8m (2012) to 5.3m (2019/20). Making sure that there is capacity for continued growth in travel by rail for both local and longer distances remain a challenge.

16.51 The city and county councils have developed the Leicester and Leicestershire Rail Strategy 2017 which provides a comprehensive analysis of the potential for improved rail services serving the area and notes the need for better integration and improvement at Leicester Railway Station. This strategy has been used effectively to influence the rail improvement projects included in the Midlands Connect Strategy. In short, these are intended to seek further improvement to north-south rail connections on the Midland Mainline, East-West connections to Coventry, Birmingham, and Nottingham. Proposals for improvement of the Leicester to Coventry line, including through-trains at Nuneaton, provide the potential to consider future parkway facilities serving the city. This will need to be considered as part of delivery of the wider Strategic Growth Plan. Plans to reopen the Ivanhoe Railway Line from Burton-on-Trent to Leicester have been progressed as the project has been invited by the Government to submit an outline business case for funding.

16.52 Leicester station is a key transport hub for the city which will play a much greater role in contributing to the growth and prosperity of the city in the future. Currently Leicester Rail Station is poor quality compared with others of a similar size especially in terms of transport integration (with bus/cycle/taxi/pedestrians) and acting as gateway to the city centre. It has become clear that the station will require substantial enhancement to serve this growth and to significantly improve interchange. The council has been successful in securing £22m through the Government's Levelling Up Fund to deliver the first phase of the Leicester Railway Station project. This includes work to provide a new entrance and public square and repurposing of the 'porte cochere' for commercial uses. However, later phases remain unfunded.

16.53 The council's vision and proposals for Leicester Rail Station set out in the Central Development Area (CDA) chapter of this plan, is for a major transformation scheme, not only for the rail station itself, but also land around it. This will provide the key catalyst to improve the station as an effective and attractive regional transport

interchange. It will also help to address the severe shortage of high-quality office space in the city, which will have a substantial impact on the potential productivity gains that could be derived from inward investment.

## **Park and Ride**

16.54 Park and ride is aimed at longer distance car commuters and visitors travelling to Leicester City centre from areas without direct rail or long-distance bus connectivity. By providing frequent and reliable park and ride services we can significantly reduce car traffic on the main arterial roads and associated air pollution along these built-up corridors.

16.55 The three existing sites are all located on the north and west edge of the conurbation, close to the outer ring road and motorway network. Gaps in provision in the short term, include provision for those accessing Leicester via the A50 to the north-west. A new park and ride site is being delivered with TCF funds at Beaumont Leys centre. The Transforming Cities Fund programme has converted all park & ride bus services to electric vehicles, which will deliver cleaner transport with improved frequency.

16.56 In the longer-term new sites are likely to be required serving the south and east of the city where major new growth is expected post 2031, as outlined in the Strategic Growth Plan. The Enhanced Bus Partnership Bus Plan identifies an expansion of park and ride facilities as a possible option to support vehicles driving further afield. Park and ride provision to the east, north-east and north-west of the urban area is lacking, and the Racecourse (A6 London Road / A563 Outer Ring Road) is proposed to complete the north, south, east and west park and ride coverage across the urban area. In addition, it is proposed to join up the existing park and ride services to give north-south connectivity. It will also be expected that all new park and rides provide adequate provision to charge electric vehicles to ensure that the sites promote the use of sustainable transport modes.

## **Roads**

16.57 The city enjoys excellent road access to the rest of the region and the UK, via the M1 and M69 motorways and the A46 that are part of the UK's Strategic Road Network. In terms of city transportation there is congestion on roads during peak hours and this is set to become worse as the city grows. Modal shift to sustainable transport options together with localised improvements to support resilience of the main radial and orbital routes, is therefore key to managing travel growth in the city. Carefully targeted road and junction improvements, including smarter signalling and bus prioritisation, can assist in relieving congestion hot spots, supporting bus travel and improving air quality in a locality.

16.58 Above all, the design of new and improved roads should put safety first and this will be a key local plan requirement, alongside promotion of sustainable forms of transport on city highways.

16.59 Strategically, major infrastructure improvements have been identified within the Midlands Connect Strategy, which includes the A46 improvements in the Syston area

and M1 improvements to Leicester Western Access to help ease congestion and support future growth. The Strategic Growth Plan proposes development to the South and East of Leicester. A new link to the south and east of Leicester had been proposed that would connect the M1 to the south-west and A46 to the north-east of Leicester. This proposed extensive transport infrastructure scheme was identified to facilitate future jobs and housing. At this stage there is no commitment to this route and the focus for improvement remains the M1 and A46 to the west and north of the city. Future review will be required on the new link including any connecting infrastructure into city radial transport corridors.

16.60 The Leicester and Leicestershire Strategic Growth Partnership are undertaking a Strategic Transport Assessment to understand the long-term transport implications of significant growth to 2051. The Strategic Transport Assessment will test both existing SGP spatial distribution strategy as well as alternative growth distribution strategies. The impact of the proposed growth is yet to be realised but the relevant outputs relating to the city will need to be closely aligned with the emerging transport work and timeframes within this local plan. Site specific transport assessments of development sites may be required at a planning application stage which network surrounding the sites is investigated together with an analysis of opportunities to maximise sustainable transport solutions.

16.61 To support this plan, the council has undertaken a transport assessment of the impacts of the proposed development strategy over the plan period. The assessment has been based on the outputs of the Leicester and Leicestershire Pan Regional Transport Model (PRTM). The council has been working closely with Leicestershire County Council Local Highway Authority and National Highways to understand the impacts. The council is using this evidence to determine an appropriate mitigation strategy with a focus on sustainable transport interventions. The infrastructure required is presented in Appendix 4.

16.62 However, further work is required to understand the cross-boundary impacts, particularly considering adjacent local authorities proposed development growth. The council will continue to work with Leicestershire County Council, National Highways and neighbouring partner local authorities, where appropriate, to explore and enhance the current transport evidence base to provide additional information around specific mitigation requirements.

### **Street Design and Creating Healthy Neighbourhoods**

16.63 Building on the principles set out the 'design quality places' chapter, and the council's street design guide, it will be expected that all new proposals help meet the council's goal to create healthy neighbourhoods. A well-designed and connected network gives people the maximum choice in how to make their journeys. This includes by rail, other public transport, walking, and cycling. Within Leicester, all modes of transport are expected to be positively designed into the built form. Streets should be well-designed to create attractive public spaces with character, through their layout and landscape.

16.64 A clear layout and hierarchy of streets and other routes will be required which will help people to find their way around so that journeys are easy to make. Priority



should be given to pedestrian and cycle movements which means creating routes that are safe, direct, convenient and accessible for people of all abilities. Public rights of way will be required to be protected, enhanced and well-linked into the wider network of pedestrian and cycle routes. Within all areas of the city, development should be designed so that residents and visitors should not need to rely on the car for journeys, including getting to workplaces, shops, schools and other facilities.

## Freight Movement

16.65 Leicester's Transport Plan's local policies on freight reflect the policies in the Future of Freight Plan published by the Government in June 2022. The proposed National Freight Network may affect roads such as the A47 in Leicester, and any implications of this will be considered in due course.

16.66 The movement of transport and goods is essential for the economy. A large number of freight movements in Leicester are undertaken by road, which can have significant impacts in terms of noise, congestion and air pollution, as well as on the quality of life for communities. Goods vehicles manoeuvring and loading and unloading, also add to pollution and may cause congestion and danger to pedestrians and other road users.

16.67 Although long distance heavy freight is relatively well managed in Leicester and there are relatively few HGVs passing through the city the council works with the Leicester Freight Quality Partnership, Leicestershire County Council and Midlands Connect to consider and solve any adverse impacts. The Local Plan is also mindful of ensuring that HGVs use appropriate routing on the highway network within the city and is aware of how HGV movements may have changed from the use of satellite navigation systems. The use of specific freight signage will be investigated by the council minimise inappropriate routing through residential areas. There are significant benefits to be gained with a large-scale decarbonisation programme for freight and deliveries, created and implemented in partnership with operators, users and the other transport authorities.

16.68 However, there are much greater numbers of smaller delivery vehicles in residential areas because of the increase in internet shopping, and action is needed to manage the impacts of these vehicles. Recognising these more recent issues, the council has commissioned a freight study for Leicester and the results of this study will help to inform future policy. In the meantime, the council will work with existing programmes including:

- Encouraging a transfer to cycle couriers in the city centre and neighbourhoods where possible
- Using smart technology to support initiatives on logistics including last mile delivery options
- Promotion of zero emission vehicles where possible, noting that electric battery propulsion may not be suitable for long distance freight vehicles

16.69 The contribution made by rail and water will always be very limited in Leicester. No suitable sites exist within Leicester for strategic rail freight sites which are often 50 hectares or larger (units all over 9,000m<sup>2</sup>). However, pressure remains within the wider

Leicester area for large scale B8 (distribution) which will generate significant freight movements within Leicester.

## Smart Transport

16.70 Leicester, like many other urban areas is facing the challenge of how we can do more to become a healthier, more liveable, sustainable and resilient city. New ideas and new technologies that look beyond traditional, infrastructure-heavy approaches to transport are expected during the plan period. These provide which will develop innovative ways to improve mobility and make journeys, greener, safer and accessible to all.

16.71 The use of smarter traffic signals to manage traffic congestion and air pollution will continue to be part of the council's programme of improvements in the near term.

16.72 The council continues to strongly support the roll out of electric vehicles to bring about cleaner travel and healthier outcomes for the city. It is preparing an EV Strategy that will guide the roll out of charging infrastructure, particularly that provided by the council as well as taking opportunities to require charging infrastructure in new development. The council would also expect to see opportunities for the provision of 'e' cycling infrastructure including the provision of charging facilities.

16.73 Over the plan period the council expects smart technologies such as Smart Highways, Mobility as a Service (MaaS), driverless vehicles, micro mobility such as e-bikes and smart electric charging, to become a more common solution to both managing Leicester's highways and promoting sustainable transport. Developments in demand responsive services and smart ticketing for bus travel will also be important. The latter will allow more seamless travel between bus operators in the city and also to establish common ticketing platforms across the region, likely to be led by Midlands Connect.

16.74 A key opportunity for implementing smart transport technology will be within the Central Development Area (CDA). This is due to the continued increase in people both living and working in the CDA and the short nature of most of their journeys. This is expected to lead to less ownership and usage of cars in the future.

### **Policy T01. Sustainable Transport Network**

The council will continue to work closely with partners, to deliver shared plans that proactively support development of a sustainable transport network for the city, as indicated in the Leicester Transport Plan.

Development will be supported in suitable locations, where it promotes sustainable transport by ensuring:

- (a) Walking, cycling, bus and rail are prioritised, and development is fully integrated with relevant networks and new infrastructure being developed for these transport modes
- (b) Transport interchanges and hubs are easily accessible to new residents and employees

- (c) Developments are designed to encourage walking, cycling and public transport use, and to discourage unnecessary car use
- (d) Micromobility options, car, e-bike and bike sharing arrangements will be encouraged
- (e) Proactive measures are put in place, to help address climate change and deliver improved air quality, through low emission transport solutions
- (f) The safety of all highway users, is a primary consideration
- (g) The design of new highway infrastructure, fully takes into account accessibility for all potential users, including those with limited mobility and the elderly
- (h) Opportunities to support healthy living are promoted
- (i) The streetscape and public realm design, creates high quality places
- (j) Opportunities for transport technologies, that support sustainable transport objectives are promoted

16.75 There will also be a continued joint investment in electronic digital ticketing and real time information systems, across the whole bus network. This will provide a wide choice of integrated contactless payment methods, together with London-style best fare capping. Accurate, reliable, real-time information to every bus stop and interchange for all buses.

16.76 The introduction of bike share in the city centre is an important new means to get about in this area. Opportunities for sustainable car clubs such as 'e' car clubs should be investigated, in particular where development has limited car parking, or where car ownership is being actively discouraged, such as student housing and Private Rented Sector (PRS) housing. A supplementary planning document on 'parking standards' will set out the requirements for electric charging points to be provided in all uses to support 'e' car clubs.

## **Policy T02. Climate Change and Air Quality**

By the end of the plan period, it will be expected that implementation of the council's transport plans and policies will:

- (a) Deliver against the council's climate change targets and commitments (to be established, following the climate emergency consultation)
- (b) Ensure air quality in Leicester will progressively improve, below UK nitrogen dioxide targets towards the 2021 WHO targets, and delivers against emerging fine particle PM2.5 commitments. Major development proposals will be expected to take account of future supplementary planning document on air quality

This will be achieved by:

- (a) Prioritising sustainable modes of transport, including cycling, walking and public transport
- (b) Increasing the uptake of low emission vehicles, by requiring new development to make provision for zero emission vehicle
- (c) Requiring all major developments located close or within the Air Quality Management Areas (AQMA), through an air quality impact assessment:-

- to demonstrate that there is not an unacceptably detrimental effect on air quality and
- meet the requirements of the council's Air Quality Action Plan and any future supplementary planning guidance

### **Policy T03. Accessibility and Development**

New development will be permitted, where it takes into account the need for accessibility by all potential users and in particular how it can support delivery of the council's sustainable transport objectives. This will be achieved by ensuring that:

- a) People are able to make responsible transport choices, by having suitable and affordable alternative options to the car easily available; and
- b) By having local services within 15 minutes by walking or cycling

#### **Pedestrians and People with Limited Mobility**

- c) The needs of pedestrians, the elderly, people with disabilities and those with limited mobility, have been properly considered and incorporated in any scheme design and layout
- d) All new and improved routes are high quality, convenient, safe and well connected with the existing routes and streets
- e) Support is provided for active travel behaviour initiatives, as appropriate
- f) Support developments that provide a '15-minute neighbourhood', aiming for all local services to be available by walking or cycling within 15 minutes, with cleaner air and a safer local environment

#### **Cycling**

- g) All new and improved routes are high quality, convenient, safe and well connected with the existing/proposed cycle route network and streets
- h) Adequate cycle parking is provided, including secure cycling parking and bike share infrastructure as appropriate
- i) New or improved cycle routes are designed to avoid conflict with pedestrians, motorists and other road users

#### **Buses**

- j) New bus routes/priority measures and connections with the existing bus network, are provided and are well integrated into new development schemes as appropriate and ensuring that the Leicester Enhanced Bus Partnership Plan is taken into account
- k) New development is designed and located, so that occupiers are within close walking distance (400m) to existing or proposed frequent bus
- l) Support is provided for active travel behaviour initiatives as appropriate
- m) Bus hubs are well integrated, with walking and cycling networks and appropriate cycle parking provision is made

#### **Rail**

- n) Development in the Rail Station area is well connected by walking, cycling, and bus infrastructure, including appropriate secure cycle parking provision

o) Development does not prejudice the implementation of future rail infrastructure, at Knighton Junction, Syston Junction and Wigston Junction.

#### **Policy T04. Park and Ride**

Proposals for new Park and Ride sites and extensions to existing Park and Rides will be supported where they satisfy other relevant policies in the Local Plan.

New development should where relevant, support and provide for integration with existing and proposed park and ride sites and routes.

#### **Policy T05. Freight**

To meet the needs of commercial vehicles, including HGVs and Vans are met and that adequate provision can be provided for the freight need of Leicester, the following will be required:

- a) Ensuring that non-residential development provides parking spaces, loading and unloading facilities and manoeuvring space within the site, for all necessary commercial vehicles
- b) Encouraging the efficient and sustainable movement of freight, including last mile opportunities and by alternative methods, beyond traditional road-based transport where possible
- c) Opportunities to maximise the use of existing waterways within Leicester, through the provision of water taxis and water freight connection should be explored where feasible, by working with the canals and rivers trust.
- d) Providing opportunities for sustainable freight movement where possible on rail, by working with Network Rail and other agencies in considering potential low-key freight uses

#### **Policy T06. Highways Infrastructure**

The council will require the transport impact of development to be mitigated, through the following provisions and highways infrastructure list, as identified in the Infrastructure List in Appendix 4.

- a) The prioritisation of sustainable transport infrastructure supporting relevant walking, cycling, bus and rail improvement
- b) Improvement of highways infrastructure, to deliver safe and efficient schemes, including road and junction improvements and related traffic management measures; delivery of relevant safety schemes and 20mph zones; and urban traffic management systems and smart signalisation where appropriate
- c) Appropriate parking provision as set out in the council's standards
- d) Travel plans including behaviour management provisions

## Parking

16.77 Travel by car remains a reality for now and is an important means for people to get to work, shop and enjoy leisure and cultural facilities. Parking provision is important to support these activities and the local economy more generally. However, we need to rebalance people's travel behaviour where possible, reducing the amount people travel by car and by prioritising travel by more sustainable alternatives. The location, amount, quality and type of parking provision, can influence travel behaviour and it is important that we carefully manage the provision of new parking, including that associated with new development. It will also be expected that developers to refer to Leicester's Street Design Guide when considering the design of new parking arrangements.

16.78 The council is investigating the potential for a Workplace Parking Levy in Leicester as part of a comprehensive parking strategy for public, private and on-street car parking. The scheme, if implemented, would charge organisations which are providing parking spaces for employees, as a means of funding local sustainable transport improvements, whilst helping to manage congestion and improve air quality/address climate change challenges.

### Aims and objectives

- To balance the need for car parking, with the provision of sustainable transport options, to help manage congestion, tackle our climate change challenges and improve air quality
- To provide good quality, well located parking in the city to meet people's needs where they have to travel by car
- To ensure appropriate parking provision is made for sustainable modes of transport, including cycling, low emission vehicles and car clubs
- To support the efficient use of available parking spaces and in doing so, encourage the redevelopment of poorly located poor-quality car parks, where they are no longer required
- To support the implementation of the council's wider parking strategies
- To encourage the use of Park and Ride options, rather than city centre car parking for longer journeys

### Policy T07 Car Parking

- a) All new developments, including changes of use, which generate a demand for car parking or servicing, will be required to make provision to meet such demand, (either on site or offsite) including for those with disabilities, appropriate to the scale and nature of the development, having regard to road safety considerations and any parking standards set out in supplementary documents, local and national guidance.
- b) Car Parking should be considered as an integral part of the overall design of the scheme. Development proposals should consider the following key principles in the design, to address car parking issues:
  - Ensure car parking is usable, safe and secure
  - Avoid car parking dominating the street-scene
  - Use discreet and innovative solutions, to deliver a suitable mix of car parking

- Ensure it does not impede cycling infrastructure
- c) For Residential developments:
  - Meet any defined parking standards, as set out in guidance, unless there is a strong reason that this cannot be met
  - Designated parking locations must be convenient for residents
  - Communal parking areas must be safe and attractive, use appropriate materials, lighting and landscaping features and include sufficient levels of overlooking, be small enough to retain a courtyard feel, and incorporate convenient pedestrian linkages to properties
  - Streets should be wide enough to accommodate the likely levels and positions of on-street parking
  - Dwellings with on-plot parking, should provide an external charging point, sufficient to enable over-night charging, for electric vehicles. For developments with communal parking areas, such as apartments, a proportion of the un-allocated parking spaces should have the capacity to easily retrofit a recharge point for communal use
  - Car free housing developments will be positively considered in suitable locations, such as the city centre and close to transport interchanges
- d) All development proposals should ensure that emergency and refuse vehicles are not impeded by car parking
- e) Within commercial, industrial and non-residential developments, adequate provision should be made for parking, servicing and loading, without having an impact on the operational effectiveness of development and safe movement of people, vehicles and goods. Car parking spaces should also have the capacity to easily retrofit a recharge point for communal use



# Chapter 17

## Future Minerals and Waste Needs

### Evidence Base

17.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website and will be updated as and when new studies are undertaken and completed.

- Leicester and Leicestershire Waste Development Framework Core Strategy and Development Management Policy Document (2010)
- Waste Needs Assessment 2021

### Background

17.2 As a unitary authority, Leicester is responsible for minerals and waste planning within its administrative boundary. However, it is important to coordinate and work with all relevant organisations to ensure that the Local Plan addresses waste planning issues which cross administrative boundaries given the interdependencies that exist in relation to waste recycling. For example, people who live outside the city's administrative boundary use waste facilities within the city and vice versa.

17.3 The city council will be producing a separate Waste and Minerals Local Plan and have commissioned work to determine future waste and mineral needs.

### Waste

17.4 The city council has undertaken a Waste Needs Assessment 2021 (WNA), which provides an up-to-date picture of the amount of waste currently managed in Leicester, the anticipated amount of waste managed by 2036, and the city's waste management capacity. The WNA shows that total waste arisings in Leicester are forecast to increase from a current level of 0.75 million tonnes per annum to just over 1 million tonnes per annum by 2036.

17.5 The WNA also informs that, in its existing waste management facilities, Leicester has more than sufficient capacity for the processing of waste in preparation for reuse and recycling, and inert recycling for the period up to 2036. However, dependent on the scale of individual facilities and processes proposed, there is an identified potential for further facilities such as small-scale composting, other treatment and energy recovery, and soil treatment to be provided within Leicester city.

17.6 Leicester City Council processes nearly all of its municipal waste at the Bursom Recycling Centre, at the Wanlip Anaerobic Digester or other private facilities. As stated above, the WNA shows that the amount of waste produced in Leicester is expected to rise in line with the future growth of the city. Therefore, recycling rates will need to continue to rise, to ensure that this additional waste is processed through the most sustainable locations and methods. It is acknowledged however, that due to Leicester being a constrained urban authority, limited opportunities exist within the city administrative boundary to provide final waste disposal facilities such as landfill. It is therefore accepted the city will continue to be reliant on facilities in other areas of the region and country.

17.7 Future municipal waste needs for Leicester will be determined following further work which will lead to a specific waste plan but because the existing waste contract with Biffa Leicester ends in 2028 other solutions for disposal of Leicester's municipal waste may need to be considered before the adoption of the waste plan.

17.8 There are also other waste types, notably commercial and industrial waste, construction, demolition, and excavation waste. The movements of which are much more difficult to assess, not least because demolition waste materials are often recycled on site at major redevelopments.

## **Minerals**

17.9 Planning for minerals extraction is of great importance at a national level because aggregates are required for construction and the provision of infrastructure. Leicester City Council has not previously produced its own minerals planning policies as no known currently workable mineral deposits exist in the city. However, the role of the city as a unitary authority is to properly consider minerals policy for Leicester.

17.10 Historically, sites within Leicester have generally produced clay for the brickmaking industry, sand, and gravel. However, there has not been any extraction of these materials for many years and there has been little interest expressed by the industry in extracting, particularly since most of the administrative area of Leicester is covered by urban development or protected green space.

## **Waste and Mineral requirements**

17.11 Leicester City Council will continue to meet the existing requirements as defined by the adopted Waste Development Framework (WDF) until a replacement Waste Local Plan can be adopted. This will mean that Leicester City Council will provide a level of waste management capacity that is sufficient to accommodate the quantity of the region's waste. To this end, the WDF will promote a spread of new facilities across the WDF area, including Leicestershire, to reach regional targets, and in respect of municipal waste the targets set in the Leicestershire Municipal Waste Management Strategy, for increased reuse and recovery to be met and for the treatment of waste.

17.12 With a view to working towards sustainable development it is important to ensure that all new waste management development is designed to minimise its impact on the environment. Central principles of sustainable development are the need to reduce emissions of greenhouse gases as well as other forms of pollution, reduce levels of

energy and water consumption, to minimise waste and to reuse or recycle materials. It is also important that sites for waste management are carefully designed and operated, given the importance of protecting the best of the county's natural resources and heritage, and the need to protect local communities from traffic, noise, dust and other problems which are often associated with such development.

17.13 Hydraulic fracturing, or fracking as it is more commonly referred to, is the process of drilling down into the earth before a high-pressure water mixture is directed at the rock to release the gas inside. Whilst current government policy is to support fracking, there are no licenses in the city nor are there any known areas where it could take place.

#### **Policy FMWN01. New Waste and Existing Waste Uses**

Applications for new, and extensions to existing facilities, will be assessed against the following criteria:

- a) There is a proven local market or quantitative need for a facility to process an identified waste stream(s)
- b) It will use a technology or combination of technologies, which will help increase the city's recycling and recovery rates
- c) The site can easily be accessed by either the strategic road network or other forms of transport such as rail (T01)
- d) The local area is able to accommodate the proposed waste use, or where the proposal is in an area of other waste uses, the combination of these uses will not lead to significant harm
- e) Any impacts on the natural and historic environment, and residential amenity can be adequately mitigated in line with policies regarding these matters within this plan (HE01, DQP06)
- f) The site will be adequately screened to minimise any visual impact (DQP01)
- g) Where waste needs to be 'stacked' or 'bundled,' these shall be no higher than the height of any site screening, or the local prevailing building heights, whichever is smaller
- h) Waste processing which has the potential to produce significant odours and noise (following mitigation), will only be acceptable where it is carried out in a sealed structure
- i) New waste development should be on brownfield land where possible

Where the use is temporary, a strategy will be required defining what steps will be taken once the use has ceased, to either:

- j) Allow the site to be redeveloped or regenerated
- k) Return the site to a similar condition to what the site was like before the use commenced

### **Policy FMWN02. End of Life Vehicle Facilities**

New, or extensions to existing, end of life vehicle processing facilities will be approved where:

- a) There is a proven need for the facility
- b) It is located in an area which will not impact residential amenity, or in the case of extensions, if any impact to residential amenity can be satisfactorily mitigated (DQP06)
- c) Any dismantling and depollution of vehicles is carried out in a sealed unit to ensure the protection of the local and wider environment

Also, the following details will be needed:

- d) How recovered materials will be stored including all waste liquids, removed parts for re-sale and car shells
- e) A scaled plan showing arrangements for capture of waste liquids
- f) A statement about how hazardous waste materials including but not limited to brake pads, brake fluid, oil, lead balance weights, catalytic convertors and batteries will be disposed of
- g) The total of waste throughput per annum

### **Policy FMWN03. Managing Leicester's Minerals Resources**

The city council will contribute to the region's supply needs, to ensure an adequate and steady supply of minerals, in a way that supports Leicester's social, environmental and economic objectives.

This will be achieved by:

- a) Identifying specific mineral safeguarding areas, including deposits of brick clay and sand and gravel. These areas are shown on the policies map
- b) Where a mineral development is proposed within a mineral safeguarding area, consideration should be given to:
  - Whether the mineral resource is present, has already been extracted, or is of insufficient extent to be of any economic value
  - The potential impact of extraction on the environment, local communities and other neighbouring uses

An Environmental Statement may be required. Restoration will be required to take place after extraction, to ensure the site is returned to the most appropriate and beneficial after use at the earliest opportunity. Where a non-mineral development is proposed, within a mineral safeguarding area, consideration should be given to:

- a) Whether there is an exceptional overriding need for the development, which outweighs the value of the mineral resource
- b) The potential impact of development on the environment, local communities and other neighbouring uses
- c) The views of the mineral planning authority on the risk of preventing minerals extraction.

#### **Policy FMWN04. Provision of New Aggregate Recycling Facilities**

Applications for new aggregate recycling facilities such as urban quarries and temporary facilities, designed to regrade previously developed land, will be looked upon favourably where:

- a) The site will make a significant contribution to secondary aggregate production in Leicester
- b) It meets the location criteria set out in Policy FMWN01 New Waste and Existing Waste Uses
- c) It is easily accessible by lorries, HGVs and other vehicles without unduly impacting amenity (T05)
- d) The site is adequately screened using both fencing and landscaping (DQP04)
- e) Any materials stored on site are not stored at a height which causes a visual obtrusion
- f) Methods are implemented to prevent dust and other particulate matter leaving the site in an uncontrolled manner

# Chapter 18

## Development and Infrastructure

### Evidence Base

18.1 There are several background studies that will underpin policies in this plan. The main technical studies for this chapter are published on our website.

- Infrastructure Delivery Plan (2022)
- Viability Assessment (2022)
- Strategic Growth Plan (2018)

### Development and Infrastructure

#### Background

18.2 The delivery of new or improved infrastructure to support sustainable development is crucial to the economic and social wellbeing of the city. Development needs to be supported by the necessary social, physical and green infrastructure such as education, roads, sports facilities, health facilities, open space, public realm, emergency services and utilities. It is therefore important to ensure that appropriate levels of infrastructure are provided to support the growth required in the local plan.

#### Local Plan Infrastructure Assessment

18.3 A Local Plan Infrastructure Assessment has been prepared for this stage of the plan preparation process. This sets out the engagement with service providers, and the scope and range of infrastructure required. This informs the Infrastructure Delivery Plan (IDP) which reflects the council's priorities and sets out the essential infrastructure to support development and growth. The IDP is a key part of the evidence base for the Local Plan and will identify infrastructure capacity and needs across the city. The IDP sets out where possible the costs, funding and timescales for provision.

#### Cross Boundary Infrastructure

18.4 The council will also work with its neighbouring authorities on needs arising from growth and development of sites beyond the city boundary. This requires consideration of interdependent infrastructure and critical dependencies beyond the city's administrative boundary. It is likely that cross boundary cooperation will be needed particularly around highways matters and also education provision.

18.5 The co-ordination of interdependent infrastructure and a framework for its funding and delivery is important in assessing strategic needs across the Leicester Urban Area. The consideration of wider supporting infrastructure across administrative boundaries is also important with regard to the 'Duty to Co-operate'. The close partnership work with the Leicestershire authorities on the Strategic Growth Plan will assess the longer-term strategic infrastructure needs within Leicester and Leicestershire.

### **Viability**

18.6 Viability is an important part of the plan making process as set out in the NPPF. The council needs to take into account economic viability and has prepared a Local Plan viability assessment to ensure that the cumulative impact of planning policy, standards, and infrastructure requirements do not render the sites and development identified in the Local Plan unviable and therefore undeliverable. The Viability Assessment has been prepared in accordance with the guidance set out in the NPPF and Planning Practice Guidance on Viability and Plan Making.

### **Funding of Infrastructure**

18.7 The city council will seek the provision of infrastructure through a range of measures in accordance with planning guidance as well as a range of funding sources. The option to pursue the adoption of CIL or any future replacement for CIL will be assessed as part of the viability evidence, which will be addressed in a future supplementary planning document. The council will seek developer contributions towards the provision of infrastructure in accordance with the current CIL Regulations and the National Planning Policy Framework.

### **Developer Contributions and the Provision of Infrastructure**

18.8 Our planned growth must be supported by infrastructure and facilities which are delivered at the appropriate time and in the right locations. We will make the most of our existing infrastructure, upgrading and improving where possible, and also seek the provision of new infrastructure where it is essential to support sustainable growth.

18.9 The council currently seeks the provision of infrastructure required as a result of development in accordance with the current planning guidance and regulations. These are Section 106 of the Town and Country Planning Act (1990), and the Community Infrastructure Levy - CIL Regulations 2010 (as amended). The government has also stated that they will introduce a new infrastructure levy which will partly replace the existing developer contributions regime as part of the changes to the planning system. The council will provide additional guidance in due course when the new levy is introduced.

18.10 The council will continue to secure development-specific infrastructure through the existing regulatory framework in mitigating the site-specific impacts of development and the provision of affordable housing. In general, site-specific mitigation measures such as access roads and highways works providing a safe and



acceptable means of access, sustainable energy and flooding requirements, on site public realm and open space will continue be secured through planning obligations. Appendix 4 provides some of the detail. However, it is the intention of the council to produce a developer contributions and infrastructure supplementary planning document following the adoption of this plan.

#### **Policy DI01. Developer Contributions and Infrastructure**

Development will provide or contribute towards the provision of measures to directly mitigate its impact. Contributions and the delivery of necessary infrastructure will be secured by planning condition and/or planning obligation.

The council will seek planning contributions to ensure the infrastructure necessary to support the Local Plan is delivered in accordance with the current Section 106 and CIL Regulations (as amended) and to secure site specific planning obligations, for the delivery of essential infrastructure to support development.

Infrastructure necessary to support new development will be provided and be available when first needed, to serve the development's occupants and users and/or to mitigate otherwise adverse material impacts. To achieve this, the delivery of development may need to be phased, to reflect the delivery of infrastructure.

#### **Viability**

Any consideration of viability, including in decision making, will be in accordance with the guidance.

#### **Monitoring Fees**

The council will seek a fee to be used for the monitoring of developer contributions.

### **Broadband and Mobile technology**

18.11 The NPPF is clear that planning policy should support the expansion of electronic communications networks, including next generation mobile technology (such as 5G) and full fibre broadband connections. However, it is also very clear that radio and electronic infrastructure should be kept to the minimum and use of existing masts, buildings, and other structures for used for electronic communications should be shared where possible. The council will support the provision of full fibre broadband within new large scale residential development and new employment and office development where viable. The council will also support the provision of new mobile broadband such as 5G, public Wi-Fi provision and communications equipment only where it is sensitively designed and does not significantly impact residential amenity.

18.12 New masts and other forms of communication infrastructure will also be required to not cause unacceptable street clutter to avoid the potential for conflict between pedestrians, cyclists and vehicles, or compromise pedestrian and cycle movements. Also, since mobile communication equipment is often located on highways, verges and other areas of open space & areas of nature, any nearby trees

should be protected from both the operation of the equipment as well as the works required to install said equipment.

18.13 Once any communications infrastructure is no longer required for electronic communications purposes it will be required to be removed from the land or building on which it is situated as soon as practicably possible, and any impacted building or structure is restored to its condition before the development took place.

18.14 Planning applications will need to be in accordance with the policy requirements set out in the Local Plan.

## **Policy DI02. Electronic Communications**

### **Broadband**

All new residential development of 10 dwellings or more, or non-residential development with additional floorspace of 1,000m<sup>2</sup> or more, or a site area of 1 hectare or more, will be expected to include the provision of full fibre gigabit capable network infrastructure Fibre to the Premises (FTTP) to enable broadband services for all occupiers.

On residential sites below 10 dwellings, or non-residential development with additional floorspace of less than 1,000m<sup>2</sup>, or a site under 1 hectare, in area, FTTP should still be installed where the costs are no more than copper line broadband infrastructure.

### **Mobile Communications Infrastructure and Masts**

Planning permission will be granted for mobile telecommunications development where it can be demonstrated that:

- a) The proposal does not cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation that is operated in the national interest
- b) The site is part of a network that keeps the number of sites to a minimum consistent with the needs of consumers, the efficient operation of the network and providing reasonable capacity for future expansion
- c) The proposed development is acceptable in terms of visual amenity and the outlook of neighbouring properties having taken into account all practicable options and alternative sites, including the possibilities of mast-sharing and erecting aerials on an existing building, site, mast or other structure
- d) Highway safety can be protected and street clutter minimised
- e) The installation and operation of the infrastructure would not harm the health or vigour of existing trees.
- f) Applications for an addition to an existing mast or base station are accompanied by a statement that self-certifies that the cumulative exposure, when operational, will not exceed guidelines set by the International Commission on Non-Ionizing Radiation Protection (ICNIRP)

# Chapter 19

## Neighbourhood Planning

19.1 The Government has given local communities new rights to shape their neighbourhood through the preparation of neighbourhood plans. Once made neighbourhood plans form part of the Development Plan and have the same status as this local plan in making decisions on planning applications within their area.

19.2 The council is committed to working positively with local communities and community groups where they wish to develop a neighbourhood plan and to supporting them through the statutory processes. This includes ensuring that neighbourhood plans are in general conformity with strategic policies, as set out in city of Leicester Local Plan, together with any future waste and minerals plans, and helping to avoid duplication of local policies. Neighbourhood plans have the potential to have an important role in bringing forward housing development as defined within this plan in a manner that is both sustainable and shaped by local communities.

19.3 The following policies are deemed not strategic and therefore **do not** need to be taken into account when preparing neighbourhood plans:

### **Table 9- List of policies that do not need to be taken into account when preparing neighbourhood plans.**

Policy Ho02 'Housing Development on Unallocated Sites'  
Policy Ho09 'Retention of Family Housing'  
Policy Ho11 'Hostels'  
Policy DQP04 'Landscape Design'  
Policy DQP05 'Backland, Tandem and Infill Development'  
Policy DQP07. Recycling and Refuse Storage  
Policy DQP08. Shopfronts and Security  
Policy DQP09. Signs and Banners  
Policy DQP10. Advertisement Hoardings  
Policy DQP11. Changing Places Facilities  
Policy CT02. Assets of Community Value  
Policy CT03. Protection of Public Houses (Sui generis)  
Policy E08. Vehicles Sales and Car Washes  
Policy OSSR03. Open Spaces in New Developments  
Policy OSSR04. Existing Playing Pitches  
Policy OSSR05. Playing pitches and associated facilities  
Policy OSSR07. Waterways  
Policy CCFR02. Delivering renewable and low carbon energy projects  
Policy T03. Accessibility and Development  
Policy T04. Park and Ride  
Policy T06. Supporting Low Emission Vehicles  
Policy FMWN02. End of life Vehicle Facilities

Policy FMWN04. Aggregates

# Chapter 20

## Planning Enforcement

### Background

20.1 The NPPF states that the planning system operates to regulate development and the use of land in the community's interest, whilst having regard to the development plan and other material planning considerations.

20.2 The effective and proper enforcement of planning control is essential to maintain community confidence and uphold the integrity of the planning system. It is important that the local environment is protected, as are the interests of residents, visitors and businesses of the city from any harmful effects of unauthorised development. When exercising enforcement functions, the council will act in a way that is fair, transparent, accountable, proportionate, consistent and targeted at cases in which action is needed.

#### **Policy PE01. Planning Enforcement**

The council will investigate and act, on reported breaches of planning control in accordance with Planning Enforcement Policy and Procedure\*. Cases will be prioritised and investigations will be carried out proportionately according to the planning harm caused and the resources available.

Where appropriate, the council will seek to resolve issues through negotiation. However, if informal negotiations fail to resolve the identified breach of planning control and where it is considered appropriate and expedient to do so, formal action will be taken.

\*The council's Planning Enforcement Policy and Procedure is published on the council website and will be updated periodically as required.

# Chapter 21

## Monitoring

21.1 It is important that the policies and proposals of the plan are monitored and reviewed to gauge their effectiveness as they are implemented. The monitoring process highlights the areas of the plan which need reviewing and gives an indication as to whether the plan is achieving its aims. In particular, a new Housing Delivery Test has been introduced to measure each local authority's performance in delivering new homes.

21.2 There will be other people and organisations that will have a key part to play in the implementation of the Local Plan, including developers, landowners, public utilities and other public sector agencies such as the Environment Agency, English Heritage and Natural England. The private sector will be responsible for a large amount of delivery, whether for housing, employment, retail, or other forms of development. The council is committed to working in partnership with these various organisations to ensure that the aims and objectives of the Local Plan are delivered. Appendix 4 identifies who will have a key role to play in both the funding and delivery of development.

21.3 A key aspect to ensure the implementation of the Local Plan is through regular and robust monitoring. The council will regularly assess the performance of individual policies and overall progress in delivering the strategic objectives of the Local Plan. This will be done through the production of an Authority Monitoring Report (AMR). Results of monitoring will be used to inform any changes to policies or additional actions considered to be required at the time of the local plan review.

### Key areas of the Authority Monitoring Report

- Housing Delivery Test – the monitoring of residential land availability, the supply of housing land, house building rates, brownfield development, housing densities, city centre housing and affordable housing
- Employment – the supply of strategic employment land, quality of employment sites, greenfield/brownfield take up rates and loss of employment land
- Retailing – survey of city centre, district and local centres and neighbourhood parades, and retail floorspace – these are mainly concerned about vacancy rates and mix of uses

### Supplementary Planning Documents

21.4 To assist with their implementation the policies and proposals in the plan will be supplemented by site development guidance and supplementary planning documents (SPD).

21.5 They further clarify and illustrate Local Plan policy and land use proposals providing helpful guidance for those preparing planning applications. Their purpose will be to state the type of development required or provide technical guidance on issues such as parking standards, climate change, developer contributions, tall buildings, and character areas for the Central Development Area (CDA).



# Appendices

## Appendix 01: Housing Trajectory September 2022

	Comple tions	Comple tions	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	
Completions	1050	842															1892
Commitments			3206	1769	811	101	150	531	574	528	720	720	150	150	0	0	9410
CDA			449	449	449	449	449	449	449	449	449	449	449	449	449	449	6286
Allocations			26	109	99	71	131	431	466	470	378	322	259	117	160	29	3068
Windfall						214	214	214	214	214	214	214	214	214	214	214	2354
Total supply	1050	842	3681	2327	1359	835	944	1625	1703	1661	1761	1705	1072	930	823	692	23010
Overall Need	2464	2464	2464	2464	2464	2464	2464	2464	2464	2464	2464	2464	2464	2464	2464	2464	39424
Balance	-1414	-1622	1217	-137	-1105	-1629	-1520	-839	-761	-803	-703	-759	-1392	-1534	-1641	-1772	-16414

## Appendix 02: Heritage Local Lists

### Conservation Areas in Leicester

No	Name of the Conservation Area	Ward
1	Ashleigh Road	Westcotes
2	All Saints	Abbey
3	Aylestone Village	Aylestone
4	Belgrave Hall	Belgrave/Abbey
5	Braunstone Village	Braunstone Park and Rowley Fields
6	Castle	Castle/Westcotes
7	Church Gate	Castle
8	Evington Footpath	Stoneygate
9	Evington Village	Evington
10	Greyfriars	Castle
11	Granby Street	Castle
12	High Street	Castle
13	Knighton Village	Knighton
14	Loughborough Road	Belgrave
15	Market Place	Castle
16	Market Street	Castle
17	New Walk	Castle
18	Old Humberstone	Humberstone and Hamilton/Troon
19	St George's	Castle
20	South Highfields	Stoneygate/Castle
21	Spinney Hill Park	Spinney Hills/North Evington/Wycliffe
22	Stoneygate	Knighton/Castle/Stoneygate
23	Town Hall Square	Castle
24	West End	Westcotes
25	St Paul's	Fosse

a) Local Heritage Assets in Leicester

No	Name	Street	Ward
	No. 330, Reorganised Church of Jesus	Abbey Lane	Abbey
	Mile Post (London 100)	Abbey Lane	Abbey
	Chimneys & Water Tower of Former Wolsey Factory	Abbey Meadows	Abbey
	Bandstand	Abbey Park	Abbey
	Bathing Steps	Abbey Park	Abbey
	Footbridge	Abbey Park	Abbey
	Refreshment Rooms (inc. Wolsey Statue)	Abbey Park	Abbey
	No. 10, RSSB Meeting Halls, Former School	Abbey Park Street	Belgrave
	No. 21, Abbey Mill	Abbey Park Street	Belgrave
	The Wolsey Building, Wolsey Mill Frontage	Abbey Park Street	Belgrave
	1950s Council Housing Blocks: Auburn, Bentburn, Crayburn, Deansburn, Emburn, Fairburn & Gorseburn Houses	Aikman Avenue	Western
	No. 277-311, Shopping Arcade (inc. 2-36 Elgin Avenue)	Aikman Avenue	Western
	Black Boy PH	Albion Street	Castle
	Lodge & Covered Reservoir, Leicester Water Centre	Anstey Lane	Beaumont Leys
	Jame Mosque	Asfordby Street	North Evington
	Avenue Primary School	Avenue Road Extension	Castle
	Granby Primary School	Aylestone Road	Aylestone
	Leicester Co-Operative Store	Aylestone Road	Aylestone
	Former Railway Sheds, Gas Depot	Aylestone Road	Saffron
	Gas Service Centre, Gas Depot	Aylestone Road	Saffron
	Christ Church United Reformed	Barbara Road	Braunstone Park & Rowley Fields
	No. 2, Wyvern Arms PH	Barkby Road	Rushey Mead
	No. 3	Barrington Road	Knighton
	No. 6 & 8	Barrington Road	Knighton
	No. 7	Barrington Road	Knighton
	No. 9	Barrington Road	Knighton
	No. 16	Barrington Road	Knighton

No	Name	Street	Ward
	No. 133, Former Hoskins' Brewery	Beaumanor Road	Abbey
	St Patrick's Church	Beaumont Leys Lane	Abbey
	No. 25 - 27	Bede Street	Westcotes
	GCR Bridge Over River Soar	Bede Street	Westcotes
	No. 106 - 108	Belgrave Gate	Castle
	No. 123, Former Diamond Jubilee PH	Belgrave Gate	Castle
	Haymarket Theatre	Belgrave Gate	Castle
	Royal Oak Public House	Belgrave Gate	Castle
	Sculpture by Hubert Dalwood (outside Haymarket Theatre)	Belgrave Gate	Castle
	170, Leicester Square	Belgrave Gate	Castle
	60, Mile Post (London 98, Harboro 15, Loughb'ro 11)	Belgrave Gate	Castle
	No. 87	Belgrave Road	Belgrave
	No. 32	Belgrave Road	Belgrave
	No. 54	Belgrave Road	Belgrave
	Shree Sanatan Centre, Former School	Belper Street	Belgrave
	No. 20	Belvoir Street	Castle
	No. 24	Belvoir Street	Castle
	No. 26	Belvoir Street	Castle
	No. 30 - 32	Belvoir Street	Castle
	No. 43	Belvoir Street	Castle
	Dutch Gable Frontage To Industrial Units 3-7	Benson Street	North Evington
	Durham Ox PH	Birstall Street	Belgrave
	Lodge to Braunstone Park	Braunstone Avenue	Braunstone Park & Rowley Fields
	No. 47 -79 (odds)	Braunstone Gate	Westcotes
	No. 58 - 64 (evens)	Braunstone Gate	Westcotes
	Bridge Parapet over Old River Soar	Braunstone Gate / Western Boulevard	Westcotes
	Former Victoria Model Lodging House, Now Part of No. 11-13, Kirtons Bakery	Britannia Street	Wycliffe
	No. 47	Briton Street	Westcotes
	No. 12, Former St Luke's School	Brougham Street	Wycliffe
	No. 67-71, Vinola House (& 191 Ross Walk)	Bruin Street	Belgrave
	Abbey Primary School	Bruin Street	Belgrave

<b>No</b>	<b>Name</b>	<b>Street</b>	<b>Ward</b>
	Former Boot & Shoe Factory, nos. 11-19	Brunswick Street	Wycliffe
	Nos. 21-27	Brunswick Street	Wycliffe
	No. 27, Former Pineapple PH	Burleys Way	Abbey
	No. 1, Formerly The Manchester PH	Burns Street	Castle
	King Edward VII Post Box, outside no. 2	Bushby Road	North Evington
	Caldecote Primary School	Caldecote Road	Braunstone Park & Rowley Fields
	No. 11, Former Leeson's Factory	Canning Place	Abbey
	Former Blue Moon PH	Carlisle Street	Fosse
	No. 109, Wool Pack PH	Catherine Street	Belgrave
	Church of The Nativity	Cavendish Road, Richmond Road	Saffron
	No. 87, Royal Standard PH	Charles Street	Castle
	No. 91, Halford House, Formerly Alliance & Leicester Building Society	Charles Street	Castle
	No. 92 - 94	Charles Street	Castle
	No. 115, City Hall, Formerly Attenborough House	Charles Street	Castle
	No. 185, Rainbow & Dove PH	Charles Street	Castle
	No. 193	Charles Street	Castle
	Beckett's Buckets	Charles Street	Castle
	No. 45	Chatham Street	Castle
	Electricity Sub-Station adjacent to No. 45	Chatham Street	Castle
	No. 90 - 96, Former Barclays Bank	Clarendon Park Road	Castle
	No. 219, Leicester Sikh Centre	Clarendon Park Road	Castle
	Knighton Library	Clarendon Park Road	Castle
	No. 89-91, Former Wooden Heel Factory	Constance Road	Spinney Hill
	Belgrave Library	Cossington Street	Belgrave
	Sports Centre	Cossington Street	Belgrave
	Curzon Works	Curzon Street	Belgrave
	No. 2, Former Church of Christ	Dashwood Road	Stoneygate
	Electricity Sub-Station, Adjacent No. 5	Doncaster Road	Belgrave
	Former Boot & Show Factory, no. 40 (Inc. 28	Dorothy Road	Spinney Hills

No	Name	Street	Ward
	Linden Street/43-45 Constance Road)		
	No. 15, Former Consanguintarium	Earl Howe Street	Wycliffe
	No. 16, Former Chilprufe Factory	East Park Road	North Evington
	Imperial Buildings	East Park Road & Rolleston Street	North Evington
	No. 378, Frontage to Former Evington Cinema	East Park Road	Spinney Hill
	No. 2	Egginton Street	Spinney Hill
	No. 7	Elmsleigh Avenue	Knighton
	Former Co-Operative Stables, No. 2B	Empire Road	Fosse
	Former Zion Chapel	Erskine Street	Castle
	Mayflower Methodist Church	Ethel Road	Spinney Hill
	Faircharm Estate, Former St Mary's Mills	Evelyn Drive	Braunstone Park & Rowley Fields
	Mayflower Primary School	Evington Drive	Spinney Hill
	Masjid Umar Mosque	Evington Drive, Evington Lane	Stoneygate
	St Philip's Church	Evington Lane	Stoneygate
	Golf Club House, Leicestershire Golf Club	Evington Lane	Evington
	Victoria R Post Box, adjacent No. 155	Evington Lane	Evington
	Electricity Sub-Station adjacent to No. 228	Evington Road	Stoneygate
	No. 18 - 24 (evens)	Evington Street	Wycliffe
	Dunlop Buisness Centre, Former Dunlop Works	Evington Valley Road	Spinney Hill
	Electricity Sub-Station Adjacent To Supra House	Evington Valley Road	Spinney Hill
	National Space Centre	Exploration Drive	Abbey
	Carrick Point	Falmouth Road	Evington
	No. 72, Former Sturdee Mills Factory	Forest Road	North Evington
	Gatehouse to Former Borough Fever & Smallpox Hospital	Fosse Lane	Fosse
	No. 140B, Former Methodist Church & Hall	Fosse Road North	Fosse
	No. 354 - 364	Fosse Road North	Fosse
	No. 366, Estonian House	Fosse Road North	Fosse
	Tram Shelter at Junction With Groby Road	Fosse Road North	Fosse



No	Name	Street	Ward
	No. 249, Formerly Westfield Hall	Fosse Road South	Braunstone Park & Rowley Fields
	No. 281, Vicarage	Fosse Road South	Braunstone Park & Rowley Fields
	Holy Apostles Church	Fosse Road South	Braunstone Park & Rowley Fields
	No. 1, Black Horse PH	Foxon Street	Westcotes
	No. 62	Friday Street	Abbey
	No. 72-74, Former Corporation Depot	Friday Street	Abbey
	No. 20, Frog Island Mills	Frog Island	Abbey
	North Bridge	Frog Island	Abbey
	17, Foresters Arms PH	Frog Island	Abbey
	No. 1 & 3	Gaddesby Avenue	Braunstone Park & Rowley Fields
	No. 2 - 6	Gallowtree Gate	Castle
	No. 10 - 12	Gallowtree Gate	Castle
	No. 18 - 26	Gallowtree Gate	Castle
	Sporting Success Sculpture	Gallowtree Gate	Castle
	1, Garden Street Slum House	Garden Street	Castle
	No. 1A, Tajdaar e Madina, Former Free Library	Garendon Street	Wycliffe
	No. 52, The Font PH, Former Harrison & Hayes Hosiery Factory	Gateway Street	Castle
	Thurnby Lodge Primary School	Gervas Road	Thurncourt
	BAPS Shri Swaminarayan Mandir	Gipsy Lane	Rushey Mead
	Gurdwara Shri Guru Dashmesh Sahib, Former Gipsy Lane Hotel	Gipsy Lane	Rushey Mead
	Rushey Mead Primary School	Gipsy Lane	Rushey Mead
	Church of Our Lady of Good Counsel	Gleneagles Avenue	Rushey Mead
	No. 119, 119A, 119B & 119C	Glenfield Road	Western
	No. 165, Former St Cathrine's Convent	Glenfield Road	Western
	Christ the King Catholic Primary School	Glenfield Road	Western
	St Andrew's Methodist Church & Hall	Glenfield Road East	Fosse
	Blessed Sacrament Church	Gooding Avenue	Braunstone Park & Rowley Fields

<b>No</b>	<b>Name</b>	<b>Street</b>	<b>Ward</b>
	Island Place	Gooding Avenue	Braunstone Park & Rowley Fields
	Sparkenhoe Community Primary School Annexe	Gopsall Street	Wycliffe
	Abbey Park Weir	Grand Union Canal	Abbey
	Evans Weir	Grand Union Canal	Abbey
	Hitchcocks Weir & Footbridge over Old Mill Race	Grand Union Canal	Abbey
	Limekiln Lock	Grand Union Canal	Abbey
	North Lock & Bridge	Grand Union Canal	Abbey
	Swans Nest Weir	Grand Union Canal	Abbey
	Aylestone Mill Lock & Bridge	Grand Union Canal	Aylestone
	Belgrave Lock	Grand Union Canal	Belgrave
	Freemen's Lock	Grand Union Canal	Westcotes
	Freemen's Weir	Grand Union Canal	Westcotes
	St Mary's Mill Lock	Grand Union Canal	Westcotes
	Flood Water Marker	Grand Union Canal	Westcotes
	Twelve Arches Railway Bridge	Grand Union Canal, River Soar	Westcotes
	No. 25, Mansion Court, Former Russells' Factory	Grasmere Street / Eastern Boulevard	Saffron
	No. 52-54, Former Great Central Station (inc. Parcel Building)	Great Central Street	Abbey
	Central House	Great Central Street	Abbey
	Great Central Railway Station Viaduct	Great Central Street / Jarvis Street	Abbey
	Shaftesbury Hall, 3 Holy Bones (inc. 12-14 Great Central Street)	Great Central Street	Abbey
	Bridge over the River Biam	Great Central Way	Braunstone Park & Rowley Fields
	No. 234, Lancaster Arms PH	Green Lane Road	North Evington
	Picadilly Cinema, Former North Evington Working Mens Club	Green Lane Road	North Evington
	Crematorium & Chapels, Gilroes Cemetery	Groby Road	Beaumont Leys
	Glenfrith House, Leicester Frith Hospital	Groby Road	Beaumont Leys
	Jewish Chapel, Gilroes Cemetery	Groby Road	Beaumont Leys
	Lodge & Entrance Gates / Railings, Gilroes Cemetery	Groby Road	Beaumont Leys

<b>No</b>	<b>Name</b>	<b>Street</b>	<b>Ward</b>
	No. 16	Guilford Road	Knighton
	Nos. 17 & 19	Guilford Road	Knighton
	Former Mortuary Building, Leicester General Hospital	Gwendolen Road	Evington
	Former North Evington Infirmary Building, Leicester General Hospital	Gwendolen Road	Evington
	Hadley House, Leicester General Hospital	Gwendolen Road	Evington
	No. 258 - 260	Gwendolen Road	Spinney Hill
	No. 345, Formerly Highcross House	Gwendolen Road	Spinney Hill
	Oak House, Formerly Crown Hills House	Gwendolen Road	Spinney Hill
	Manor House Neighbourhood Centre	Haddenham Road	Braunstone Park & Rowley Fields
	Nos. 1 - 14	Haig Place, Braunstone Avenue	Braunstone Park & Rowley Fields
	Nos. 15-17	Halford Street	Castle
	St Luke's Church & Hall	Halifax Drive	Abbey
	Shree Mandata Samaj Sahayak Mandal, No. 1	Harrington Road	Wycliffe
	Carey Hall Baptist Church, no. 159	Harrison Road	Rushey Mead
	Methodist Church & Hall	Harrison Road	Rushey Mead
	No. 2 Heathley Park, Former Lodge to Borough Isolation Hospital	Heathley Park Drive / Groby Road	Beaumont Leys
	No. 6 Rowlinson Court, Former Borough Isolation Hospital	Heathley Park Drive / Groby Road	Beaumont Leys
	Former Knighton Fields House, Knighton Fields Centre	Herrick Road	Knighton
	Knighton Fields Centre, Former Domestic Science Training College	Herrick Road	Knighton
	The Lodge, Braunstone Park	Hinckley Road	Braunstone Park & Rowley Fields
	No. 60B	Hinckley Road	Westcotes
	St Peter's Church	Hinckley Road	Westcotes
	Wyggeston's Hospital Chapel	Hinckley Road	Westcotes
	No. 400	Hinckley Road	Western
	No. 445 - 445A	Hinckley Road	Western
	Dovelands Primary School	Hinckley Road	Western
	Springfield, no. 408	Hinckley Road	Western

<b>No</b>	<b>Name</b>	<b>Street</b>	<b>Ward</b>
	Tram Shelter East of Western Park Entrance	Hinckley Road	Western
	Western Park Bandstand	Hinckley Road	Western
	Western Park Bowling Pavilions	Hinckley Road	Western
	Western Park Gates	Hinckley Road	Western
	St Guthlac's Church	Holbrook Road	Knighton
	No. 2, Former Coach & Horses PH	Hollington Road	Stoneygate
	No. 5, Coventry Building Society	Humberstone Gate	Castle
	Tower to Former Lewis's Store	Humberstone Gate	Castle
	Fulhurst Community College	Imperial Avenue	Braunstone Park & Rowley Fields
	No. 19, Swan & Rushes PH	Infirmery Square	Castle
	Knighton Street Offices, Leicester Royal Infirmery	Infirmery Square	Castle
	Pedestrian Shelter In Grounds of Leicester Royal Infirmery	Infirmery Square	Castle
	Inglehurst Junior School	Ingle Street	Fosse
	No. 2, Former Generator House	Jarvis Street	Abbey
	No. 2 - 14 (even)	Jubilee Road	Castle
	All Saints Church	Kerrysdale Avenue	Rushey Mead
	St Paul's Former Vicarage	Kirby Road	Fosse
	Railway Bridge	Knighton Fields Road East	Saffron
	Railway Viaduct	Knighton Lane East	Knighton
	Church of St Thomas More	Knighton Road	Knighton
	Old Christians Meeting House, no. 51	Laburnum Road	Humberstone & Hamilton
	Richard Attenborough Arts Centre	Lancaster Road	Castle
	No. 70 & 80 (inc. 89 Richmond Road), Former Police & Fire Station & Free Public Library	Lansdowne Road	Saffron
	Fleet House, Former British Steam Specialities Factory	Lee Circle	Castle
	Lee Circle Car Park	Lee Circle	Castle
	The Old (Methodist) Chapel	Leicester Street	North Evington
	No. 112, Victoria Jubilee PH	Leire Street	Rushey Mead
	No. 96, Summer Hill	Letchworth Road	Western
	No. 100	Letchworth Road	Western
	No. 105	Letchworth Road	Western

<b>No</b>	<b>Name</b>	<b>Street</b>	<b>Ward</b>
	No. 106	Letchworth Road	Western
	No. 121	Letchworth Road	Western
	No. 123	Letchworth Road	Western
	No. 128, Lyndhurst	Letchworth Road	Western
	Linden House, No. 55	Linden Street	North Evington
	The Linwood Centre	Linwood Lane	Saffron
	Bridge Parapet Opposite Railway Station	London Road	Castle
	No. 413, Sefton House	London Road	Knighton
	No. 421, Cottesmore	London Road	Knighton
	No. 429, Ventnor	London Road	Knighton
	No. 436, Rathlin	London Road	Knighton
	No. 453, Old Stoneygate Tram Depot	London Road	Knighton
	Eastern Boundary Wall To Leicester High School For Girls	London Road	Knighton
	Former Portland House, Leicester High School For Girls	London Road	Knighton
	George V Post Box, Outside Railway Station	London Road	Knighton
	No.45, Former Print Works	London Street	North Evington
	No. 31	Lower Brown Street	Castle
	Nos. 38 & 40	Marsden Lane	Aylestone
	Former St Paul's Church	Melbourne Road	Spinney Hill
	Melbourne Centre	Melbourne Road	Spinney Hill
	No. 2	Melbourne Road	Wycliffe
	New Testament Church of God	Melbourne Road	Wycliffe
	No. 63 & 63A, Cantabury House, Former Church of St Michael & All Angels	Melton Road	Belgrave
	No. 98-100, Former Cinema	Melton Road	Belgrave
	Sacred Heart Church & Parish Club	Mere Road	North Evington
	Queens Building, De Montfort University	Mill Lane	Castle
	No. 255, Milligan House	Milligan Road	Aylestone
	No. 2 - 16 (evens)	Morland Avenue	Knighton
	No. 3, 5 & 7	Morland Avenue	Knighton
	No. 17, 19 & 21	Morland Avenue	Knighton
	No. 23	Morland Avenue	Knighton
	No. 1	Morland Avenue	Knighton
	No. 317 - 355 (odd)	Narborough Road	Braunstone Park & Rowley Fields

No	Name	Street	Ward
	No. 230, Former Tram Depot	Narborough Road	Braunstone Park & Rowley Fields
	No. 330, Electricity Sub-Station	Narborough Road	Braunstone Park & Rowley Fields
	No. 332, Lodge to Former Manor House	Narborough Road	Braunstone Park & Rowley Fields
	Tram Shelter South of Haddenham Road	Narborough Road	Braunstone Park & Rowley Fields
	Trinity Methodist Church & Hall	Narborough Road	Braunstone Park & Rowley Fields
	No. 2 - 10	Narborough Road	Westcotes
	No. 22	Narborough Road	Westcotes
	No. 24 & 26	Narborough Road	Westcotes
	Elim Pentecostal Church & Hall	Narborough Road	Westcotes
	Library	Narborough Road	Westcotes
	The Huntsman PH (inc. Coachhouse)	Narborough Road	Westcotes
	Horse Trough	Narborough Road	Westcotes
	No. 3, Former Kapital Buildings	Navigation Street	Abbey
	162, Masjid Usman Mosque	Nedham Street	Wycliffe
	No. 66, Leicester Electricity Sports Pavilion	New Bridge Street	Saffron
	Church of the Mother of God	New Parks Boulevard	Western
	No. 20, Former Education Department Building	Newarke Street	Castle
	Allen House	Newarke Street	Castle
	No. 9-11, Minster House	Northampton Street	Castle
	Former Northfield House, Northfield House Primary School	Northfield Road	Troon
	No. 1, Former Red Cow Hotel	Orchard Street	Castle
	No. 28, Former Grammar School	Oxford Street	Castle
	No. 53	Oxford Street	Castle
	Former Entrance Arch to J.E. Pickard's Wool Spinning Mill	Oxford Street	Castle
	Jain Centre	Oxford Street	Castle
	Stocking Farm Community Centre	Packwood Road	Abbey
	The Old Transformer Station	Painter Street	Abbey
	New Parks House, New Parks Primary School	Pindar Road	Western

<b>No</b>	<b>Name</b>	<b>Street</b>	<b>Ward</b>
	No. 40, Former Lodge to Humberstone House	Pine Tree Avenue	Humberstone & Hamilton
	No. 42, Former Lodge to Humberstone House	Pine Tree Avenue	Humberstone & Hamilton
	Pine Cottage	Portland Towers	Knighton
	Portland Lodge	Portland Towers	Knighton
	Portland Towers	Portland Towers	Knighton
	Brice Memorial Hall	Queens Road	Castle
	Regent College (inc. Gates & Lodge)	Regent Road	Castle
	Blind Arcading to Railway Cuttings	Regent Street	Castle
	Willowbrook Primary School	Roborough Green	Thurncourt
	The ZIP Building, nos. 39-41	Rydal Street	Saffron
	New Parks Reservoir	Sacheverel Road	Western
	Former Leicester Frith Farm	Sangha Close	Beaumont Leys
	No. 12, Former Vicarage	Scott Street	Castle
	No. 75	Shanklin Drive	Knighton
	Remains of Great Central Railway over River Soar	Slater Street & Ravensbridge Drive	Abbey
	Bridge over River Soar (inc. Old Bridge Foundations)	Soar Lane	Abbey
	12 & 14	Somerville Road	Braunstone Park & Rowley Fields
	No. 22, Ulverscoft	South Knighton Road	Knighton
	Former Shakespeares Head PH	Southgates	Castle
	Former Wholesale Market Terracotta Relief Panels	St Augustine Road	Fosse
	No. 64, Former GCM Factory	St Barnabas Road	North Evington
	Former Vicarage (Part of St Barnabas Primary School)	St Barnabas Road	North Evington
	St Barnabas School	St Barnabas Road	North Evington
	Former Corah Factory	St John Street	Abbey
	St Aidan's Church	St Oswald Road	Western
	No. 2, Former Vicarage	St Peters Road	Wycliffe
	No. 300, Former Corona Works	St Saviours Road	North Evington
	No. 308, Former Smith, Faire & Co. factory	St Saviours Road	North Evington
	No. 352 - 358, Former Faraday Works	St Saviours Road	North Evington
	No. 451, Former Wildt Mellor Bromley Factory	St Saviours Road	Spinney Hill



No	Name	Street	Ward
	Queen Victoria Diamond Jubilee Plaque, on No. 323 - 333 (odds)	St Saviours Road	Spinney Hill
	No. 1A	Stamford Street	Castle
	Stamford Buildings (Grahame Gardner Factory)	Stamford Street	Castle
	Janazahgah (Muslim Prayer Building), Saffron Lane Cemetery)	Stonesby Avenue	Eyres Monsell
	No. 83 & 85, Evington Parks	Stoughton Drive North	Stoneygate
	Natural House	Stoughton Lane	Evington
	St Hugh's Church	Sturdee Road	Eyres Monsell
	Evita House, Former Railway Goods Shed	Sussex Street	Wycliffe
	Railway Arches	Sussex Street	Wycliffe
	Road Bridge over Railway	Swain Street	Spinney Hill
	No. 38 - 46 (inc. No. 132 Beaconsfield Road & No. 171 Upperton Road)	Sykefield Avenue	Westcotes
	No. 49 & 51 (inc. No. 173 & 175 Upperton Road)	Sykefield Avenue	Westcotes
	No. 14 - 24	Talbot Lane	Aylestone
	Ariel Industries Factory	Temple Road	North Evington
	Crabtree Cottages	Thurcaston Road	Beaumont Leys
	Tudor PH	Tudor Road	Fosse
	Attenborough Building, University of Leicester	University Road	Castle
	Bennett Building, University of Leicester	University Road	Castle
	Charles Wilson Building, University of Leicester	University Road	Castle
	Chemistry (Research) Building, University of Leicester	University Road	Castle
	Chemistry (Teaching) Building, University of Leicester	University Road	Castle
	Library, University of Leicester	University Road	Castle
	Percy Gee Building, University of Leicester	University Road	Castle
	Physics Building, University of Leicester	University Road	Castle
	Ratray Lecture Theatre, University of Leicester	University Road	Castle
	The Gatehouse, University of Leicester	University Road	Castle

No	Name	Street	Ward
	Wyggeston & Queen Elizabeth I College	University Road	Castle
	Former Eagle Brewery	Upper Charnwood Street / Vulcan Road	Wycliffe
	No. 2, The Old Railway Shed, Former CPH Thurmaston	Upperton Road	Westcotes
	Liberty Statue	Upperton Road	Westcotes
	Two Former Great Central Railway Bridges over the Old River Soar	Upperton Road	Westcotes
	No. 243-249, Co-Op	Uppingham Road	Evington
	Humberstone Park House, Lodge & Stable Block	Uppingham Road	Evington
	Tram Shelter to West of Humberstone Park	Uppingham Road	Evington
	No. 1, Former Uppingham Hotel	Uppingham Road	North Evington
	No. 78, Baptist Church	Uppingham Road	North Evington
	No. 104, Former Stationmaster's House	Uppingham Road	North Evington
	Spinney Hill Primary School & Community Centre	Ventnor Street	Spinney Hill
	No. 292 - 304 (evens)	Victoria Park Road	Castle
	Vulcan House, Former Gimson Building	Vulcan Road	North Evington
	Thurmaston Day Nursery, Formerly Calby Lodge	Warren Drive	Troon
	No. 39 - 41, Former Jemsox Factory	Welford Road	Castle
	No. 203, The Donkey PH	Welford Road	Castle
	Cemetery Gates & Boundary Wall, Welford Road Cemetery	Welford Road	Castle
	George V Post Box, Outside No. 48	Welford Road	Castle
	Grave of Thomas Cook, Welford Road Cemetery	Welford Road	Castle
	Wakerley Family Monument, Welford Road Cemetery	Welford Road	Castle
	No. 495, Lodge	Welford Road	Knighton
	No. 517 - 519	Welford Road	Knighton
	No. 2 - 4, LCC Adult Education College	Wellington Street	Castle
	No. 70, The Pick Building	Wellington Street	Castle
	No. 7-9, The Clarendon PH	West Avenue	Castle

No	Name	Street	Ward
	No. 19, Church of the Martyrs Hall	Westcotes Drive	Westcotes
	Frontage to Electricity Sub-Station adjacent to No. 48	Westcotes Drive	Westcotes
	No. 21, Tesco	Western Boulevard	Westcotes
	Tram Shelter South of The Newarke	Western Boulevard	Westcotes
	No. 30	Western Road	Westcotes
	No. 42, Former Equity Shoes Building	Western Road	Westcotes
	The Western PH	Western Road	Westcotes
	No. 1	Westhill Road	Western
	No. 9, Green Gables	Westhill Road	Western
	Nos. 3-9	Westminster Road	Knighton
	St Albans Church	Weymouth Street	Belgrave
	Shree Sanatan Mandir	Weymouth Street	Belgrave
	No. 4-18, Gilbros Business Centre	Wharf Street South	Castle
	No. 80	Wharf Street South	Castle
	No. 4	Wheat Street	Castle
	Former St Saviours School	Whinchat Road	North Evington
	Oaklands School	Whitehall Road	Evington
	Whitehall Primary School	Whitehall Road	Evington
	No. 4	Wigston Lane	Aylestone
	No. 33, Jameah Girls Academy, Former Market Hall	Wood Hill	North Evington
	Former St Saviours Vicarage	Wood Hill	North Evington
	No. 7	Woodboy Street	Wycliffe
	No. 2, Former Hawley & Johnson Ltd Dyers	Woodgate	Fosse
	No. 36, Woodgate Resource Centre	Woodgate	Fosse
	No. 21 - 23. Fabric Apartments	Yeoman Street	Castle
	No. 2 - 12, York Place	York Street	Castle
	No. 14 - 18, Former Briggs Factory	York Street	Castle
	Gospel Hall	York Street	Castle

#### b) Historic Parks and Gardens

No	Name	Street	Ward
1.	Braunstone Park	Braunstone Avenue	Braunstone Park & Rowley Fields

2.	Bridge Road Memorial Garden	Bridge Road	North Evington
3.	Fosse Road Recreation Ground	Fosse Road North	Fosse
4.	Gilroes Cemetery	Groby Road	Beaumont Leys
5.	Gwendolen Gardens	Gwendolen Road	Spinney Hill
6.	Western Park	Hinckley Road	Western
7.	Westcotes Park	Imperial Avenue	Braunstone Park & Rowley Fields
8.	Knighton Park	Palmerston Way	Knighton
9.	Belgrave Cemetery	Red Hill Way	Abbey
10.	Westcotes Gardens	Upperton Road	Westcotes
11.	Humberstone Park	Uppingham Road	Evington
12.	Nelson Mandela Park	Welford Road	Castle
13.	Goldhill Spinney	Windley Road	Eyres Monsell

### c) Archaeology sites

No	Name	Street	Ward
1.	Evington Hillfort, Leicestershire Golf Club	Evington Lane	Evington
2.	Roman Town Wall Remains	Junior Street	Abbey
3.	Park Pale	Near Gorse Hill	Beaumont Leys
4.	Roman Mithraeum	Near Holiday Inn, St Nicholas Circle	Castle
5.	Glenfield Tunnel	Near Kemp Road, Dillon Way	Western
6.	Hamilton Ridge & Furrow	Near Keyham Lane West	Humberstone & Hamilton
7.	Humberstone Fishponds	Near Lower Keyham Lane	Humberstone & Hamilton
8.	The Humber Stone	Near Thurmaston Lane, Sandhills Avenue Roundabout	Humberstone & Hamilton
9.	The 'Norman' Undercroft	Site of BBC Offices, 9 St Nicholas Place	Castle
10.	Norfolk Street / Cherry Orchard Villa	Site of Glenfield Road East Car Park	Fosse/Westcotes
11.	Roman Forum / Basilica	Site of Jubilee Square & St Nicholas Circle	Castle
12.	Roman Macellum	Site of Travelodge, 80 Highcross Street	Castle

## Appendix 03: Retail Hierarchy and Neighbourhood Parades

### **Tier 1: Leicester City centre**

### **Tier 2: Beaumont Leys Town centre**

### **Tier 3: District centres**

1. Belgrave Road/Melton Road
2. Evington Road
3. Narborough Road/Hinckley Road

### **Tier 4: Local centres**

1. Abbey Lane
2. Aikman Avenue
3. Allandale Road/ Francis Street
4. Asquith Boulevard
5. Aylestone Road Cavendish Road
6. Aylestone Village
7. Blackbird Road/ Groby Road/ Woodgate
8. Catherine Street/ Cannon Street
9. Downing Drive
10. East Park Road North
11. Egginton Street
12. Evington Village
13. The Exchange
14. Fosse Road North
15. Gipsy Lane
16. Green Lane Road/ Bridge Road
17. Hamilton
18. Hartington Road
19. Hinckley Road
20. Homefarm/ Strasbourg Drive
21. King Richards Road
22. Lockerbie Walk/ Dunblane Avenue
23. London Road
24. Loughborough Road
25. Malabar Road
26. Marwood Road
27. Melbourne Road
28. Nedham Street
29. Netherhall Road
30. Queens Road
31. Saffron Lane/ Burnaston Road
32. Saffron Lane/ Cavendish Road
33. Saffron Lane / Duncan Road
34. Saint Saviours Road West
35. Saint Stephens Road

36. Sandhills Avenue
37. Sparkenhoe Street
38. Swinford Avenue
39. Thurncourt Road
40. Uppingham Road (East and West)
41. Victoria Road East
42. Wakerly Road/ Ethel Road
43. Welford Road/ Gainsborough Road
44. Welford Road/ York Road
45. Wharf Street North
46. Wood hill

#### **Tier 5: Neighbourhood Parades**

1. Aylestone Road/ Hazel Street
2. Aylmer Road
3. Barley croft centre
4. Beaumont Lodge
5. Bede Park
6. Belgrave Boulevard
7. Burnham Drive
8. East Park Road (South)
9. Fosse Road South/ Hinckley Road
10. Fullhurst Avenue
11. Gervas Road
12. Guthridge Crescent
13. Harrison Road
14. Heyford Road
15. Humberstone Road/ Farringdon Road
16. Humberstone Village
17. Lanesborough Road
18. Nicklaus Road
19. Norwich Road
20. Ryder Road (Braunstone Frith)
21. Saint Saviours Road (East)
22. Sharman Crescent
23. Southfields Drive
24. Wheatland Road
25. Berners Street
26. Catherine Street/ Brandon Street
27. Fosse Road South/ Harrow Road
28. Fosse Road South/ Upperton Road
29. Green Lane Road/ Coleman Road
30. Meadvale Road
31. Parkstone Road/ Cardinals Walk
32. Raven Road
33. Upperton Road/ Wilberforce Road
34. Wellinger Way

## Appendix 4 – Infrastructure List

### Infrastructure required for the local plan.

Below is a list of the proposed infrastructure required to support the adopted local plan.

The list represents the current understanding of the infrastructure required at the time of adoption however the council will produce a developer contributions strategy (SPD) post adoption of the local plan which will set out council's priority for funding infrastructure.

### Transport Infrastructure

Infrastructure required	Funds Required
Connecting St Margaret's A6/Central Ring: improvements to facilitate improved cycle and pedestrian crossings and movements and the filling-in of the subways and inbound bus lanes. Cycle Lanes between Highcross Street and Abbey Street on the Central Ring Road, and up to South Church Gate on St Margaret's Way.	£15m
Walking/Cycling and public realm improvements to facilitate and encourage the take up of sustainable travel and support growth and regeneration primarily outside of the city centre. <ul style="list-style-type: none"><li>• Barkby Road</li><li>• Catherine Street</li><li>• Gwendolen Road</li><li>• Hinckley Road</li><li>• Queens Road</li><li>• Spencefield Lane</li><li>• Uppingham Road</li></ul>	£11.2m
Bus Priority Enforcement system cameras	£0.75m
Car Parking including Contactless Payment infrastructure & Car Club / Car Club infrastructure	£2m
Programmes to promote and encourage the take up of sustainable travel	£3m
Infrastructure required to support major growth locations (Ashton Green, Beaumont Park and Former Western Park Golf Course): <ul style="list-style-type: none"><li>• Improvements to public transport, walking and cycling infrastructure/ measures</li><li>• Signalisation of A47 Hinckley Road / Golf Course Lane / Meadwell Road junctions</li><li>• Alterations to the A6 Loughborough Road / Sibson Road signal controlled junction</li><li>• Signalisation of the A563 Krefield Way / Red Hill Way / Beaumont Leys Lane roundabout</li></ul>	£10m



Infrastructure required	Funds Required
<ul style="list-style-type: none"> <li>increase the size (capacity) of the Ratby Lane roundabout.</li> </ul>	
<p>Infrastructure required to support Waterside</p> <ul style="list-style-type: none"> <li>Further Walking and Cycling improvements in Waterside/Frog Island area linked to the already delivered TCF A50 corridor scheme</li> <li>Bike hire, bike storage and signage</li> <li>Cycle Path along the canal between Repton Street, A50 and A6 to provide a missing link in connectivity</li> </ul>	£14.1m
<p>Improvements within the Central Ring Road supporting regeneration within the city centre</p> <ul style="list-style-type: none"> <li>Lee Circle area</li> <li>St George's area</li> <li>Granby Street area</li> <li>South city centre (Regent Street) area</li> <li>Leicester Royal Infirmary /Oxford Street</li> <li>St Martin's area pedestrianisation</li> <li>Charles Street</li> </ul>	£14m
<p>Railway Station Improvements Phase 2</p> <p>Further enhancements to the railway station to support increase in rail passenger capacity and accessibility to the rail station:</p> <ul style="list-style-type: none"> <li>Multi-story car park. Releases land for redevelopment as offices</li> <li>Overbridge replacement (increase capacity) and provides access to new car park and enables electrification</li> <li>Fox Street improvements</li> <li>Taxi Rank (station street)</li> </ul>	£20m
<p>Orbital and Radial corridors joining the City Centre and Regeneration sites to the neighbourhoods within the City, and settlements outside Leicester. Schemes include Walking/Cycling interventions and public realm improvements to facilitate and encourage the take up of sustainable travel.</p> <ul style="list-style-type: none"> <li>Rally Bank - Beaumont Leys Lane to Redhill along old railway</li> <li>A6 - Thurcaston Road to Redhill</li> <li>Belgrave Road/Melton Road</li> <li>Loughborough Road</li> <li>Bennion Road</li> <li>Beaumont Leys Lane</li> <li>Melton Road (Golden Mile)</li> <li>Gorse Hill bus link (including cycle path)</li> <li>Humberstone Rd/Uppingham Rd</li> </ul>	£84m

Infrastructure required	Funds Required
<ul style="list-style-type: none"> <li>• Hamilton Way Link</li> <li>• Highfields</li> <li>• Catherine Street</li> <li>• Evington Lane</li> <li>• East Road/Green Lane Corridor</li> <li>• Aylestone Road (Richmond Road to Banks Road)</li> <li>• London Road (outer section)</li> <li>• Welford Road (near cemetery)</li> <li>• A6 (Victoria Park Road to Oadby)</li> <li>• Saffron Lane phase 3 (to city boundary)</li> <li>• Stoughton Drive</li> <li>• Park and Ride Site at Leicester Racecourse</li> <li>• Soar Valley Way bus lane</li> <li>• Glenfield Road</li> <li>• Great Central Way – (Bede Park to Braunstone Gate)</li> <li>• Narborough Road</li> <li>• Hinckley Road <ul style="list-style-type: none"> <li>○ A47 St Augustine's to Glenfield Road – Hinckley Rd &amp; Wyngate Junctions – Ivanhoe Line Bridge</li> <li>○ King Richard III cycle heritage route Leicester to Bosworth</li> </ul> </li> <li>• West End</li> <li>• National Cycle Route N6 Bede to Abbey Park</li> <li>• University of Leicester/University Road</li> <li>• Corah's redevelopment site</li> <li>• Removal of bus pinch points city wide and walk/cycle Improvements in North of the City: Wingate Drive- Fosse Road North - Blackbird Road- Abbey Park Road - Dysart Way)</li> <li>• Removal of bus pinch points city wide and walk/cycle Improvements in North of the City between the A47(W) and A47(E)</li> </ul>	
<p>Walking/Cycling and public realm improvements to facilitate and encourage the take up of sustainable travel and support growth and regeneration primarily outside of the city centre. This will include cycle streets on strategic neighbourhood routes.</p> <ul style="list-style-type: none"> <li>• Buckminster Road</li> <li>• Colchester Road</li> <li>• Coleman Road</li> <li>• Downing Drive</li> <li>• Gleneagles Av</li> <li>• Hallam Crescent</li> <li>• Humberstone Drive</li> <li>• Humberstone Lane - Troon Way to city boundary</li> <li>• Hungerton Blvd</li> <li>• Imperial Ave</li> </ul>	£28m

<b>Infrastructure required</b>	<b>Funds Required</b>
<ul style="list-style-type: none"> <li>• Keyham Lane</li> <li>• Lower Keyham Lane</li> <li>• Narborough Road north</li> <li>• Outer Ring Road - Abbey Lane to BLL</li> <li>• Outer Ring Road - Troon Way - Gleneagles to Barkby</li> <li>• Ravensbridge Drive</li> <li>• Redhill Circle</li> <li>• Uppingham Road – Hungarton Boulevard to Spencefield Lane</li> <li>• Welford Road</li> <li>• Whitehall Road</li> </ul>	
MicroMobility Hubs	£0.5m
Cycle Parking	£0.5m
Highways Pinch point Schemes	£5m
City Wide Cycle Programme <ul style="list-style-type: none"> <li>• Cycle Pinch Points and severance: eg Swain Street, A47</li> <li>• NCN Realignment</li> <li>• Park paths project (Improvement &amp; adoption of paths across all major parks)</li> <li>• Railway crossings projects (underpasses &amp; bridges of in-use &amp; redundant lines)</li> <li>• Bike Share Scheme extension (500 electric bikes plus 50 dock stations)</li> </ul>	£8.2m
Electric Buses and associated infrastructure	£167m
Electric Vehicle Charging Infrastructure	£2m
Behaviour Change Programmes	£5m
Corporate Training Facility and skill development design project	£0.2m

## Other infrastructure

Topic	Total projected infrastructure investment 2022 - 2036	Explanation
<b>Education</b>	<b>£70.3m</b>	Funding across entire spectrum (Early Years, Primary and Secondary Education, Education for 16 – 18 Year Olds and SEND provision).
<b>Primary Health</b>	<b>£150m</b>	Identified the potential need for 5 major new primary healthcare complexes to achieve the rollout of Leicester, Leicestershire and Rutland's Primary Care Strategy in the City.
<b>Secondary Health</b>	<b>£495m</b>	
<b>Social Care</b>	<b>£55.2m</b>	Based on the profiling the 396 units of accommodation identified in the Supported Living and Extra Care Housing Strategy 2021 – 2031, plus a funding for Adaptations and Assistive Technology.
<b>Outdoor Sports &amp; Leisure</b>	<b>£6.6m</b>	
<b>Indoor Sports and Leisure</b>	<b>£15.4m</b>	
<b>Burial facilities</b>	<b>£4.0m</b>	A combination of increases in death rate (Covid 19) significant increases in plot purchasing and ongoing death rates well above a rolling 5-year average (+14.2% in May 2022) has accelerated need for new 8 ha cemetery
<b>Community facilities<sup>1</sup></b>	<b>£0.59m</b>	Service sees no investment needs beyond £0.59m allocated for securing extended hours self-access to the City's libraries; at its request, the March 2020
<b>Gypsy and Traveller Provision</b>	<b>£0.875m</b>	Provision of a 7 pitch permanent site and 12 pitch transit site.
<b>Police</b>	<b>£0.32m</b>	Provision of small police base, location to be determined subject to development location and phasing.
<b>Fire and Rescue</b>	<b>£9.45m</b>	Extension of current level of building work investment programme and appliance replacement.

<sup>1</sup> Covers libraries, Youth Services and Community Halls

<b>Topic</b>	<b>Total projected infrastructure investment 2022 - 2036</b>	<b>Explanation</b>
<b>Full Fibre Broadband</b>	<b>£76.0m</b>	
<b>Totals</b>	<b>£954.385m</b>	

## Appendix 05: How the Policies will be delivered

In implementing the policies and proposals within the Local Plan it is recognised that the private sector will have a key role to play in both the funding and delivery of development. Equally, the Council will have an important role to play and will make use of all appropriate mechanisms.

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Strategy Policy SL01. Location of Development	•	✓•	•	✓•	✓•	•
Policy SL02. Strategic Site 1: Former Western Park Golf Course	✓•	✓•	•	✓•	✓•	✓•
Policy SL03. Strategic Site 2: Land to the East of Ashton Green	✓•	✓•	•	✓•	✓•	✓•
Policy SL04. Strategic Site 3: North of the A46 Bypass	✓•	✓•	✓•	✓•	✓•	✓•
Policy SL05. Strategic Site 4: Land west of Anstey Lane	✓•	✓•	✓•	✓•	✓•	✓•
Policy SL06. Strategic Site 5: Beaumont Park	✓•				✓•	
Policy Ho01. Housing Allocations	✓•	✓•	•	✓•	✓•	✓•
Policy Ho02. Housing Development on Unallocated Sites	•	✓•	•	✓•	✓•	✓•
Policy Ho03. Housing mix	•	✓•	•	✓•	✓•	✓•
Policy Ho04. Affordable housing	•	✓•	•	✓•	✓•	✓•
Policy Ho05. Housing densities	•	•	•	•	✓•	✓•

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Policy Ho06. Self-build / Custom build	.	✓.	.	✓.	✓.	✓.
Policy Ho07. Internal Space Standards	.	.	.	✓.	✓.	✓.
DM Policy Ho08. Student Development	.	.	.	✓.	✓.	✓.
Policy Ho09. Retention of Family Housing	.	.	.	✓.	✓.	✓.
Policy Ho10. Houses in Multiple Occupation (HMOs)	.	.	.	✓.	✓.	✓.
Policy Ho11. Hostels	.	.	.	✓.	✓.	✓.
Policy Ho12. Gypsy, Traveller and Travelling Showpeople	.	✓.	.	✓.	✓.	✓.
Policy CCFR01. Sustainable design and construction for new developments	.	.	.	.	✓.	.
Policy CCFR02. Whole Life Cycle carbon Emissions	.	✓.	.	✓.	✓.	.
Policy CCFR03. Energy Statement		✓.		✓.	✓.	
Policy CCFR04. Low Carbon Heating and Cooling		✓.		✓.	✓.	
Policy CCFR05. Delivering Renewable and low carbon energy projects		✓.		✓.	✓.	



	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Policy CCFR06. Managing Flood Risk and Sustainable Drainage Systems (SuDS)	.	✓.	.	✓.	✓.	.
Policy HW01. A Healthy and Active City	✓.	✓.	.	.	✓.	.
Policy HW02. Health Impact Assessments (HIA)	.	✓.	.	.	✓.	.
Policy DQP01. Design Principles	.	.	.	✓.	✓.	✓.
Policy DQP02. Tall Development	.	.	.	✓.	✓.	✓.
Policy DQP03. Inclusive Design	.	✓.	.	✓.	✓.	✓.
Policy DQP04. Landscape Design	.	.	.	✓.	✓.	✓.
Policy DQP05. Backland, Tandem, and Infill Development	.	.	.	✓.	✓.	✓.
Policy DQP06. Residential Amenity	.	.	.	✓.	✓.	✓.
Policy DQP07. Recycling and Refuse Storage	.	✓.	.	.	✓.	.
Policy DQP08. Shopfronts and Security	.	.	.	.	✓.	✓.
DM Policy DQP09. Signs and Banners, Advertisement Design & Location	.	.	.	.	✓.	.
Policy DQP10. Advertisement Hoardings	.	.	.	.	✓.	.

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Policy DQP11. Changing Places Facilities	.	✓.	.	.	✓.	.
Policy CDA01. Central Development and Management Strategy	✓.	✓.	✓.	✓.	✓.	✓.
Policy CDA02. New Development within the Character Areas	✓.	✓.	✓.	✓.	✓.	✓.
Policy CH01 The Railway Station			✓.	✓.	✓.	✓.
Policy CH02 Mansfield Street			✓.	✓.	✓.	✓.
Policy CH03 St Margaret's			✓.	✓.	✓.	✓.
Policy CH04 Wharf Street			✓.	✓.	✓.	✓.
Policy CH05 Belgrave Gateway			✓.	✓.	✓.	✓.
Policy CH06 LRI & De Montfort University			✓.	✓.	✓.	✓.
Policy CH07 St Georges Cultural Quarter			✓.	✓.	✓.	✓.
Policy CH08 Old Town			✓.	✓.	✓.	✓.
Policy CH09 New Walk			✓.	✓.	✓.	✓.
Policy ORA 01 Abbey Meadows and Pioneer Park			✓.	✓.	✓.	✓.

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Policy ORA 02 Waterside			✓.	✓.	✓.	✓.
Policy ORA 03 University of Leicester			✓.	✓.	✓.	✓.
Policy ORA 04 Leicester City Football Club			✓.	✓.	✓.	✓.
Policy ORA 05 Walnut Street			✓.	✓.	✓.	✓.
Policy HE01. The Historic Environment	•	✓.		✓.	✓.	✓.
Policy HE02. Archaeology	•	✓.		✓.	✓.	✓.
Policy CT01. Culture, Leisure and Tourism	•	✓.		✓.	✓.	•
Policy CT02. Assets of Community Value	•	✓.			✓.	•
Policy CT03. Protection of Public Houses (Class Sui generis)	•	•	•	•	✓.	
Policy CT04. Great Central Railway Museum	✓.	✓.			✓.	•
Policy CT05. Provision of new and retention of existing Places of Worship	•	✓.	•	•	✓.	•
Policy E01 Non-strategic Economic Development Areas		✓.			✓.	

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Policy E02. General Economic Development Areas	•	• ✓•	•	•	• ✓•	•
Policy E03. High Quality Economic Development Areas	•	•	•		✓•	• ✓•
Policy E04. Pioneer Park	✓•	✓•	•		✓•	•
Policy E05. Textile Areas and Neighbourhood Employment Areas	✓•	✓•	✓•	✓•	✓•	✓•
Policy E06. St. Georges Cultural Quarter	•	•	•	✓•	✓•	•
Policy E07. Employment: Support Strategies	•	•	•	•	• ✓•	•
Policy E08. Vehicles Sales and Car Washes	•	•	•	•	✓•	✓•
Policy TCR01. Hierarchy of Town Centres	•	•	•	•	✓•	✓•
Policy TCR02. Supporting Sustainable town centres – Impact assessments	✓•	✓•	✓•	✓•	✓•	✓•
Policy TCR03. City Centre	•	•	•	•	• ✓•	•

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Policy TCR04. Central Shopping Core	•	•	•	•	✓•	•
Policy TCR05. Town Centre uses in Town/ District and Local Shopping Centres	•	•	•	•	✓•	•
Policy TCR06. Development for Food and Drink Purposes	•	•	•	•	✓•	•
Policy TCR07. Neighbourhood Parades	•	•	•	•	✓•	•
Policy TCR08 Main Town Centre Development Outside of Defined Centres					✓•	
Policy TCR09. Planning Conditions: Outside of Defined Centres	•	•	•	✓•	✓•	•
Policy OSSR01. Green Wedges	•	•	•	✓•	✓•	✓•
Policy OSSR02. Development of Open Spaces	•	✓•	✓•	✓•	✓•	✓•
Policy OSSR03. Open Spaces in New Development	•	•	•	✓•	✓•	✓•
Policy OSSR04. Existing Playing Pitches	•	•	•	✓•	•	✓•
Policy OSSR05. Playing pitches and associated facilities	•	✓•	•	✓•	✓•	✓•
Policy OSSR06. Built Sports Facilities	✓•	✓•	•	✓•	✓•	✓•

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regeneration Framework
Policy OSSR07. Waterways	✓.	✓.	.	✓.	✓.	✓.
Policy NE01. Protecting designated sites, legally protected and priority species and priority habitats	✓.	✓.	.	✓.	✓.	✓.
Policy NE02. Biodiversity Gain	.	.	.	✓.	✓.	✓.
Policy NE03. Green & Blue Infrastructure	.	✓.	.	✓.	✓.	✓.
Policy NE04. Ancient Woodland, Veteran Trees and Irreplaceable Habitats	.	.	.	✓.	.	✓.
Policy T01. Sustainable Transport Network	✓.	✓.	.	✓.	✓.	.
Policy T02. Climate Change and Air Quality	✓.	✓.	.	✓.	✓.	.
Policy T03. Accessibility and Development	.	.	.	✓.	✓.	✓.
Policy T04. Park and Ride	.	✓.	.	.	✓.	.
Policy T05. Freight	.	.	.	.	✓.	.
Policy T06. Highways Infrastructure	✓.	✓.	✓.	✓.	✓.	✓.
Policy T07. Car Parking	.	.	.	.	✓.	✓.

	Local/ National Funding	Partnerships	CPO	Developer Contribution	Planning Management	Other Local Plan/ SPD/Regenerati on Framework
Policy FMWN01. New Waste and Existing Waste Uses	.	.	.	.	✓.	.
Policy FMWN02. End of Life Vehicle Facilities	.	.	.	.	✓.	.
Policy FMWN03. Managing Leicester's Minerals Resources	.	.	.	.	✓.	.
Policy FMWN04. Provision of New Aggregate Recycling Facilities	.	.	.	.	✓.	.
Policy DI01. Developer Contributions and Infrastructure			.	.	✓.	✓.
Policy DI02. Electronic Communications					✓.	✓.
Policy PE01. Planning Enforcement	✓.	✓.	✓.	✓.	✓.	✓.



## Appendix 06: Housing Site Allocations (Non-strategic)

Site No	Site Address	Area	Category	Capacity (dwellings)
15	Land to south of St Augustine Road/west of Duns Lane	Inner	Brownfield	44
19	Velodrome Saffron Lane	Inner	Brownfield	37
190	Lanesborough Road – Former Allotments	NW	Greenfield	50
219	Land rear of Rosedale Avenue/Harrison Road allotments	NE	Greenfield	53
222	Evington Valley Road (Former Dunlop Works)	Inner	Brownfield	52
240	114-116 Western Road	Inner	Brownfield	5
297	Sturdee Road - The Exchange	S	Brownfield	20
307	Mary Gee Houses – 101 – 107 Ratcliffe Road	SE	Brownfield	40
335	Manor House Playing Fields – Narborough Road	Inner	Greenfield	14
449	Allextion Gardens Open Space	W	Greenfield	25
481	Brent Knowle Gardens	NE	Greenfield	12
488	Carter Street/Weymouth Street/Bardolph Street East	NE	Brownfield	18
501	Croyland Green	NE	Greenfield	9
505	Dorothy Road/Linden Street/Constance Road	Inner	Brownfield	29
525	Fulford Road Open Space	W	Greenfield	50
529	Glovers Walk Open Space	NW	Greenfield	34
546	Herrick Primary School Playing Fields	NE	Greenfield	8
549	Hockley Farm Road Open Space	W	Greenfield	7
557	Ingold Avenue Open Space	NW	Greenfield	54
559	Judgemeadow Community College Playing Fields	SE	Greenfield	13
569	Krefeld Way/Darenth Drive Open Space	NW	Greenfield	33
577	Land adjacent Keyham Lane/Preston Rise	NE	Greenfield	23
589	Land to east of Beaumont Leys Lane	NW	Greenfield	30
620	Morton Walk Open Space	NE	Greenfield	9
626	Neston Gardens green space/Mud Dumps	S	Greenfield	47
629	Netherhall Road Open Space	NE	Greenfield	77
631	Newlyn Parade/Crayford Way	NE	Greenfield	13

646	Rancliffe Gardens	W	Greenfield	52
647	Ranworth Open Space	S	Greenfield	36
648	Rayleigh Green	NE	Greenfield	18
669	Spendlow Gardens	S	Greenfield	11
684	Land Adjacent Evington Leisure Centre	SE	Greenfield	15
715	Land North of Gartree Road	SE	Greenfield	35
960	Land West of Bede Island Road (Braunstone Gate)	Inner	Greenfield	5
961	Welford Road Playing Fields	S	Greenfield	14
962	Amenity Land Between Coleman Road and Goodwood Road (East of Hazelnut Close and Ellwood Close)	SE	Greenfield	9
963	Southfields Infant School and Newry Specialist Learning Centre	S	Brownfield	35
992	Woodstock Road	NW	Greenfield	5
1001	Philips Crescent	NW	Greenfield	5
1007	Glazebrook Square	W	Greenfield	12
1030	Land the to the west of Dysart Way	Inner	Greenfield	9
1034	Forest Lodge Education Centre, Charnor Road	W	Brownfield	26
1035	VRRE/Gipsy Lane	NE	Brownfield	12
1037	Spence Street	SE	Brownfield	22
1039	Bisley Street / Western Road	Inner	Brownfield	17
1041	Land off Hazeldene Road Adj Kestrel's Field Primary School	NE	Greenfield	21
1042	Land off Heacham Drive (Phase 2) (former playing fields)	NW	Greenfield	53
1051	Gilmorton Community Rooms/Hopyard Close Shops	S	Brownfield	9

## Appendix 07. Glossary

Term	Definition
Affordable housing	<p>Housing for sale or rent, for those whose needs are not met by the market.</p> <p>This includes housing that provides a subsidised route to home ownership and/or is for essential local workers. It must be of one or more of the following types, see definitions in <b>Annex 2 of the NPPF</b>:</p> <ul style="list-style-type: none"> <li>• Affordable housing for rent</li> <li>• Build to Rent</li> <li>• Starter homes</li> <li>• Discounted market sales housing</li> <li>• Other affordable routes to home ownership including shared ownership, relevant equity loans, other low-cost homes for sale and rent to buy.</li> </ul>
Agent of Change	<p>Agent of Change is the principle that the person or business responsible for causing the change, is responsible for managing the impact of the change.</p> <p>(For example, if new housing is built next to a night club, or business, the person or company responsible for building the housing, must pay to include necessary insulation, so future occupants are not disturbed by any noise.)</p>
Air Quality Management Area (AQMA)	An area which a local authority has designated for action, based upon a prediction that Air Quality Objectives will be exceeded.
Archaeological Alert Area	An area covering the city's historic Roman and medieval core and indicates where development is most likely to have an impact upon surviving archaeological remains and where investigations may be required.
Archaeological remains	Heritage assets that contain information on past human activity which may be revealed if the subject of expert investigation.
Article 4 direction	A direction which withdraws automatic planning permission granted by the General Permitted Development Order.
Brownfield Sites	Land which has previously been developed encompassing vacant or derelict land, infill sites

	and land occupied by redundant or unused buildings.
Building for a Healthy Life  Building for a Healthy Life continued	A Design Toolkit, based on 10 principles, to assist good design for neighbourhoods, streets, homes and public spaces. It a design tool for creating places that are better for people and nature, that puts a greater focus on healthier communities. (It is based on the well-known previously used “Building for Life 12”).
Changing Places	Changing Places are fully accessible toilets that are designed so that they are completely accessible and provide sufficient space and equipment for people who are not able to use the toilet independently. They must be an extra facility, in addition to the accessible toilets for independent use
Character Area	These are defined parts of the city centre which are unique in character and intended to be cohesive and readily identifiable areas in the city centre. They help to focus policy and promote specific types of development, in each area. The Central Development Area, in chapter 3 of the Local Plan, is spit into 13 of these areas.
Comparison goods	Comparison goods relate to items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.
Conservation (of the historic environment)	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
Convenience goods	Convenience goods relate to everyday essential items including confectionary, food, drinks, newspapers and magazines.
Decentralised energy systems	Local renewable and local low-carbon energy sources, such as communal/district heating networks.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered

	Battlefield or Conservation Area designated under the relevant legislation.
Design Codes	The National Planning Policy Framework expects local planning authorities to develop local design codes or guides, taking account of the National Design Guide and the National Model Design Code. This guidance sets out clear design parameters to help local authorities and communities decide what good quality design looks like in their area, based on local aspirations for how their area will develop, following appropriate local consultation.
Development Management Policies	Detailed policies which will support the implementation of the Leicester Local Plan and help with the day to day assessment of planning applications.
Development Plan Document	DPDs are the documents prepared by the Local Planning Authority which have development plan status. Also known as a Local Plan (See below).
Design Quality Framework	A local series of guides, to help you make better design choices for your building project and to meet planning requirements more easily. The framework is In line with the National Design Guide. (See Design Codes above)
Embodied carbon	The carbon emissions resulting from the materials, construction, and use of a building over its entire life, including its demolition and disposal. It includes any CO <sub>2</sub> created during the manufacturing of building materials (material extraction, transport to manufacturer, manufacturing), the transport of those materials to the job site, and the construction practices used.
Enterprise Zone	Enterprise Zones are created by government to stimulate business growth. Rate reductions are offered to businesses either to move into premises or expand existing premises.
Evidence Base	The information and data gathered by a council to justify the 'soundness' of a local plan, including information on the physical, economic, and social characteristics of the area.

Examination	Once any Development Plan Document has been consulted upon, the Local Planning Authority must submit it to the Government to test that the document is 'sound'. An Inspector holds a Public Inquiry = 'the examination'.
Fenestration	The arrangement of windows in a building.
Fifteen-minute Neighbourhood	It is a neighbourhood is one in which you can access all of your most basic, day-to-day needs within a 15-minute walk of your home.
General Permitted Development Order (GPDO)	The Town and Country Planning (General Permitted Development) (England) Order 2021, is planning law which sets out what type of development needs planning permission and what is allowed without planning permission.
Green Flag	A national standard for assessing open spaces.
Green Infrastructure	A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.
Green space  Green space (continued)	Leicester has a wide range of open spaces that make a major contribution to the quality of life of city residents and visitors. These include green wedges, parks, children's play areas, sports pitches, natural open space, allotments, cemeteries, civic spaces, rivers, and canals as well as other incidental open spaces that together comprise the open space network.
Green Wedge	Green wedges are extensive areas of predominantly open and green land. They run from the edges of the city towards the city centre. In most cases green wedges extend beyond the city boundary through green wedge allocations in adjoining districts. This gives them a strategic importance as they connect the city to the surrounding Leicestershire countryside.
Green Lung	Providing a green lung is one of the functions of a green wedge. To acts as a green lung means creating a continuous link between the open countryside and land which penetrates into urban areas, to provide communities with access to green infrastructure and the countryside beyond. Acting as a green lung also

	means providing a range of other uses such as, open space, sport and recreation facilities, flood alleviation measures, improving air quality, protection/improvement of wildlife sites and the links between them, protection/improvement of historic/cultural assets and the links between them, links to green infrastructure at both a strategic and local level, and transport corridors.
Heritage asset  (See Designated Heritage assets, above)	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing and the historic environment record).
Historic Environment	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
Houses in Multiple Occupation (HMO)	Shared houses occupied by groups of people living together as a single household, as their only and main residence, who share basic amenities such as a kitchen and bathroom.
Human Scale	'Human scale environments' are where streets, spaces, building elements and their proportions reflect the scale of a human and are therefore comfortable and more recognisable to the human experience of a place.
Local Development Document	These fall into three categories: <ol style="list-style-type: none"> <li>1. <b>Development Plan Documents</b> (DPD's) including Core Strategy, Local Plan and Area Action Plans (AAP's); (form the Statutory Development Plan)</li> <li>2. <b>Supplementary Planning Documents</b> (SPD's); which amplify the policies of the Statutory Development Plan.</li> <li>3. <b>Supporting documents</b> which relate to the process of preparing all Local Development Documents, such as the Statement of Community Involvement (SCI).</li> </ol>

	The procedure for their creation is set out in Planning Policy Statement 12.
Local Development Framework	A Local Development Framework (LDF) is a set of documents which guide planning and development in a local authority's area. Think of the Local Development Framework as a folder comprising the three different types of Local Development Documents (see above), which together form the Statutory Development Plan.
Local Enterprise Partnership (LEP)	LEPs are voluntary partnerships between local authorities and businesses, to help determine local economic priorities and lead economic priorities lead on economic growth and job creation within a local area.
Local Industrial Strategy (LIS)	LISs are local term plans implementing locally, the Governments 'National Industrial Strategy'.
Local Plan	A 'plain English' term for a Development Plan Document.
Lower Super Output Area (LSOA)	These are smallest areas that the Government collects census data in. They contain a similar population size, with an average of approximately 1,500 residents or 650 households each.
Major Development	10 or more houses (or if a number is not given, where the area is more than 0.5 hectares), or 1,000sqm (or more) new floorspace. For non-residential development it means additional floorspace of 1,000m <sup>2</sup> or more, or a site of 1 hectare or more.
Main Town Centre Uses  Main Town Centre Uses (continued)	Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurant, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices: arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities.
National Design Guide	See Design Codes above



National Planning Policy Framework (NPPF)	Key part of current government's reforms to make the planning system less complex and more accessible, and to promote sustainable growth.
National Planning Practice Guidance (NPPG)	Web-based resource to make advice and guidance on planning practice accessible and usable.
Open Space  (see Green space above)	All land in Leicester that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers a broad range of types and sizes of open space, whether in public or private ownership and whether public access is unrestricted, limited or restricted.
Portal Framed Building	Portal framed buildings are modern in construction and generally low-rise. They are built using columns and horizontal or pitched rafters. This form of continuous frame structure is stable in its plane and provides a clear span that is unobstructed by bracing and is therefore well suited to modern employment use.
Purpose Built Student Accommodation (PBSA)	This is a specialist form of residential development, normally in the form of a single block of residential accommodation, used by students in full time education at the university and colleges in the area. The accommodation can comprise of different types of space, including:- a mix of cluster flats, a communal lounge and bathroom; studio flats; individual or double rooms, containing bed space, living space and en-suite facilities. The accommodation often includes communal common, gyms/games rooms, open space and laundry rooms.
Private rented sector housing (PRS housing)	Any residential property in which a tenant lives and pays rent to a private landlord. It also includes buy-to-let properties, (i.e. purchased by individuals, or institutional investors, from which they plan to earn a secondary income in the form of rental revenue). Developers, with the financial support of institutions, have capitalised on this and seized the opportunity to offer accommodation of a far greater quality than is typically provided in

	private buy-to-let properties. These schemes are professionally managed in order to maintain their high-quality image. It is a recently growing sector in Leicester, aimed at provision for young workers, who require quality city centre living accommodation.
Public realm	All parts of the built environment where the public has free access. It encompasses: all streets, squares, and other rights of way, whether predominantly in residential, commercial or civic uses.
Housing Market Area (HMA)	The Housing Market Area (HMA) comprises all the local authorities in Leicestershire and Leicester.
Neighbourhood Centres	Neighbourhood Centres are located outside of designated town centres. These shops serve a local retail need and play an important social role in the community as well as contributing to the character and function of the local area.
Non-Designated Heritage Asset	Any heritage asset that is not a designated heritage asset.
Permitted Development (PD)	PD rights allow a right to make certain changes to a building without the need to apply for planning permission and change of uses.
Registered Parks & Gardens	Designated heritage assets that includes designed landscapes of all ages and are subject to the planning policies within the NPPF.
Scheduled Monuments	A site that's legally protected because of its national heritage significance. Scheduled monuments might be: archaeological sites, such as ancient burial mounds, or more recent remains, such as from the coal industry or World War 2, that is included on the Schedule of Monuments found on the National Heritage List for England which is maintained by Historic England.
Sequential Approach	A method of identifying suitable sites for development, based upon their location.
Social Housing	Homes are provided by government agencies or non-profit organisations and are subsidised for

	the benefit of those with low incomes or specific needs
Strategic Growth Plan (SGP)	This sets out the aspirations for delivering growth in the Leicester and Leicestershire HMA. It sets out, in broad terms, the amount and location of future growth (housing, economic, infrastructure) that the Leicester and Leicestershire HMA (Housing Market Area) will be expecting to accommodate until 2050.
Street Hierarchy	A planning technique for laying out road networks, which excludes through-traffic from developed areas. It considers the importance of each road type in the network and eliminates direct connections between certain types of links, (so prevents connections between residential streets and arterial roads and allows connections between similar order streets). The lowest level of the hierarchy (cul-de-sacs), link with the next order street, (a primary or secondary "collector", such as a ring road), which in turn links with the arterial. Arterials then link with the intercity highways at strictly specified intervals at intersections that are either signalized or grade separated.
Sui generis	Sui generis is a Latin expression, that is a legal classification. It refers to anything that 'of its own kind or class' (i.e., it does not fall into a use class).
Super Output Area (SOA)  (see Lower Super Output area, above)	This is a geographical area used throughout England and Wales to help the reporting of local statistics. The larger super output areas are split into numerous lower areas.
Supplementary Planning Document (SPD)	The is a local development document that may cover a range of issues, thematic or site specific, by providing further detail of policies and proposals.
Sustainability Appraisal (SA)	An appraisal required by law to ensure that all policies and proposals in Development Plan Documents (DPDs) reflect sustainable proposals. The SA assesses the social, economic, and environmental impacts of policies and proposals.

Sustainable Urban Drainage system (SUDs)	These are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges.
Tandem Development	A kind of backland development in which one or more dwellings are directly behind each other and served by the same driveway.
Transit provision (gypsy and travellers)	Site intended for short stays containing a range of facilities. There is normally a limit on the length of time residents can stay.
Use Classes Order	The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as 'Use Classes'.



## Appendix 2

### Local Plan – List of Supporting Evidence

#### **Local Plan**

- Policies Map
- Atlas of Changes to Policies Map (2022)

#### **Evidence**

- Authority Monitoring Report (2022)
- Economic Development Needs Assessment (EDNA) (2020)
- Green Wedge
  - Green wedge review (2017)
  - Green wedge joint methodology
  - Green wedge Addendum report (2020)
- How can the infrastructure to support the growth in the Local Plan be delivered? (2020) (Reg 18)
- Infrastructure Assessment with Infrastructure Delivery Schedule (Reg 18) plus Addendum Update (Reg 19)
- Leicester Central Development Area (CDA) - Residential Capacity Study (2022)
- Leicester City Council Energy and Sustainable Design & Construction Study (2022)
- Leicester Local Housing Needs Assessment (LHNA) (February 2022)
- Leicester Local Housing Needs Assessment (LHNA) Update Addendum (September 2022)
- Housing Sites Assessment Methodology (2022)
- Leicester Green Infrastructure Strategy (2015-2025)
- Leicestershire Gypsy and Traveller Accommodation Needs Assessment (GTAA) (2017)
- Leicester Gypsy and Travellers accommodation assessment (GTAA) - Addendum Report (2019)
- Gypsy and Traveller Sites Assessment Methodology (2022)

- Leicester and Leicestershire Housing and Employment Needs Statement of Common Ground (2022)
- Open Space, Sport & Recreation (OSSR) report (2017)
- Playing Pitch Strategy (PPS)
  - Playing Pitch Strategy – Position Statement (Original) (2017)
  - Playing Pitch Strategy Assessment report
  - Playing Pitch Strategy – Action plan (2017)
- Retail study (2021)
- Space Standards Leicester (2022)
- Strategic Flood Risk Assessment (SFRA) - Updated Report (2022)
- Tall Development in Leicester evidence base document (2022)
- Townscape Analysis and Design Guidance evidence document (2022)

#### 9 Character Areas

- Railway Station
  - Mansfield Street
  - St. Margaret's
  - Wharf Street
  - Belgrave Gateway
  - LRI and DMU
  - St. Georges Cultural Quarter
  - Old Town
  - New Walk
- Transport Assessment (2020 -2036)
  - Leicester City Local Plan - Interim Forecasting Report v2.1 (2022)
  - Pan-Regional Transport Model (PRTM): Leicester City Local Plan - Base Year Model Review (2022)
  - Addendum Updating of evidence for Regulation 19 (submission plan) (2022)
- Water cycle study – (2020)
- Whole Plan Viability Assessment – Full Report (2022)
- SA/ SEA Report (2022)
- Strategic Sites allocations Document (September 2022)
- Non-Strategic Sites Allocations Document (September 2022)
- SHELAA (2022)
- Sites Assessment Spreadsheet

### **Other Supporting Documents**

- Habitat's Regulations Appropriate Assessment Screening Report (HRA) (2022)
- Health Impact Assessment (HIA) (2022)
- Equalities Impact Assessment (2022)
- Duty to Cooperate Statement (2022)
- Regulation 18 Consultation Summaries (2022)







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## **District Heating Service Charges**

**Housing Scrutiny Commission : 7<sup>th</sup> November 2022**

**Full Council: 24<sup>th</sup> November 2022**

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*Assistant Mayor for Housing: Cllr. Elly Cutkelvin*

Lead director: Chris  
Burgin

## Useful information

- Ward(s) affected: All
- Report authors: Chris Burgin, Director of Housing

### 1. Purpose

- 1.1 Energy prices have been rising at unprecedented rates since August 2021, with households across the country facing gas and electricity bills that have more than doubled in the last 12 months. The purpose of this report is to present Full Council with an overview of the charging arrangements for tenants and leaseholders in receipt of heating and hot water through the District Heating network, and recommends an in-year increase to service charges.

### 2. Summary

- 2.1 On average, the charges paid by tenants and leaseholders on Leicester's district heating network are **35%** cheaper than open market prices. Lower prices, along with the way in which the Council charges for heat, has allowed tenants and leaseholders to be protected from rising prices.
- 2.2 Despite being 35% cheaper than the open market, the unit price of the gas which feeds the network is **86%** higher in 2022/23 than in 2021/22. Current estimates are that this will rise in 2023/24 by up to a further 300%.
- 2.3 The escalation in gas prices means that the current service charges to tenants and leaseholders on the district heating scheme are significantly lower than the cost of providing the service. This will result in a budget shortfall to the Housing Revenue Account of **£1.7m** in 2022/23 and over £12m in 2023/24 unless charges to tenants and leaseholders are increased.
- 2.4 The current average charge for heating and hot water is £14.65 per week. This report proposes an in-year increase of **£10.31** per week from around 9<sup>th</sup> January 2023 (1<sup>st</sup> January 2023 for leaseholders) for the remainder of the 2022/23 financial year. This is a weekly increase of **70%** compared to the current charges. Since the charge would be introduced part-way through the year, this represents an annual increase of **18%**.
- 2.5 The average annual increase for households attached to the network is £134, which would be offset by the nationally available energy rebates being provided in 2022.
- 2.6 Since the proposed change to service charges would take place from the beginning of January, the shortfall to the Housing Revenue Account from April to December 2022 would not be borne by tenants or leaseholders. The HRA is also bearing increased fixed costs, which are linked to inflation and pay rates.

### 3. Recommendations

- 3.1 Full Council is recommended to:

- i) Note the increasing fuel prices being incurred for the District Heating network;
- ii) Approve a 70% increase in weekly charges to tenants and leaseholders from January 2023.

## 4. Report

### 4.1 Background

The Leicester District Energy scheme provides low carbon heat for c.2,500 housing tenants and leaseholders, Council administrative offices, De Montfort Hall, the University of Leicester and several other buildings, including schools. In addition to the city centre, it incorporates the St Matthews, St Marks, St Andrews, St Peters, Aikman Avenue and Beatty Avenue estates.

Due to the mechanism for recharging costs, non-domestic properties will already be paying higher rates for their utilisation of the district heating network. This report is focused solely on the proportion of costs that are attributable to domestic properties attached to the network. The proposal to increase charges to tenants and leaseholders would not result in any subsidy for non-domestic properties.

With the district heating network improved and extended by LDEC in 2011/12, the heat provided through the network is reliable, with carbon emissions being reduced by more than 73,000 tonnes in the 10-year period.

### 4.2 Heat Charges Mechanism

LDEC purchases its gas from a number of different sources as a way of balancing risk exposure to price changes, and the Council pays LDEC monthly for the heat consumed (a combination of LDEC's fixed costs and variable fuel charges).

The heat charge to households is set by Housing at a rate to recover only the cost of the fuel (gas) used by the network; fixed costs are assumed to be a standard housing cost covered by a tenant's rent (in the same manner as a boiler cost would be for someone not on the heating network). These service charges are set with the intention of recovering the variable costs on a rolling 3-year basis and serve to protect the tenants and leaseholders as much as possible from sudden gas price rises. This is unlike other community heat networks recently in the news, where all costs are passed on to consumers.

### 4.3 Fuel Prices

With fuel prices increasing at unprecedented rates since August 2021, residents across the City have seen significant rises in their energy bills – with the impact being greater on gas bills. According to BEIS, gas prices increased nationally by 95% between April 2021 and April 2022, with the average gas bill in the East Midlands standing at around £550<sup>1</sup> at the start of 2021 and doubling over a 12-month period to £1,103<sup>2</sup>.

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<sup>1</sup> Based on a usage of 13,600kWh of gas per annum

<sup>2</sup> Tariff increase to 0.81 pence per kWh (assumes a dual fuel direct debit customer – residents that do not pay by direct debit will be paying more)

The energy price cap, set by Ofgem increased by 54% in April 2022, and a further 27% from October 2022 under the Energy Price Guarantee. According to the House of Commons Library Research Briefing on Domestic Energy Prices (9 August 2022), CPI Index data, and Cornwall Insight's recent forecasts suggest that energy prices in 2022-23 could be just over 200% higher than in 2020-21.

On 8<sup>th</sup> September central government announced a 'price guarantee' which caps the price per unit of energy such that the average energy bill would not exceed £2,500 per year. This is based on an average consumption of gas and electricity. In addition, there will be a fund to support people who do not pay energy companies directly, although details of how those on district heating networks may benefit is currently unclear.

Increasing fuel prices have also affected the LDEC district heating network with gas prices rising by 86% for the year April 2022 to March 2023.

It should be noted however that, unlike other residents contracted with a private gas supplier, the service charges for tenants and leaseholders on district heating were unaffected between April 2021 and March 2022. Prices remained fixed throughout the 12-month period, at an average annual charge of £683<sup>3</sup> (a weekly charge for 50 weeks of £13.65).

Had tenants and leaseholders been buying gas from a utility company, charges (for the same usage) would have been a typical £17.35 per week (£867 per year) in April 2021, rising throughout the year to reach £34.79 per week (£1,740 per annum) by April 2022.

#### 4.4 Setting Heating Charges for 2022/23

When the HRA budget was prepared for 2022/23 in autumn 2021 market pricing forecasts anticipated that LDEC's cost of gas would rise by 20%. Rather than apply a full 20% increase to the service charge for 2022/23, an approach was adopted to set the rate based on average costs over a 3-year period. This had the effect of reducing the increase to 7.29% for 2022/23, with the HRA being expected to recoup the deficit in future years.

Unprecedented market conditions, including the war in Ukraine, have however continued to put pressure on the gas supply market and pushed prices significantly higher. This includes the price of fuel (gas) for district heating, with LDEC heat charges (the variable fuel element) having increased by 86% for the year from April 2022 to March 2023.

Whilst this approach to setting charges lessens the impact of sudden fuel price rises it is not viable when fuel prices and heat charges are rising at significant levels at regular intervals over a number of years.

#### 4.5 Recommended Heat / Service Charges to Tenants and Leaseholders

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<sup>3</sup> Average annual usage of 21,450kWh of gas per annum (58% higher than the figure used by BEIS).

Based on historic consumption levels, it is projected that the impact of the 86% price rise this year will be an annual increase in the gas element of residential district heating bills totalling just over £1.7 million. This would be the cost to the HRA if the gas charges are not passed on to tenants and leaseholders.

It is therefore recommended that an in-year increase in district heating service charges is introduced to recoup the full cost of the gas (with the fixed costs continuing to be covered by core rent). This would represent a 70% increase on current weekly charges.

The table below details the district heating charge for last year (2021/22) and the current charge to tenants and leaseholders for this year (2022/23), showing how this would change as a result of a 70% increase in the weekly charge.

Year	Average Weekly Charge	Average Annual Charge	Year on Year Increase (%)	Average Increase (£)	Cost of Living Support
2021/22	£13.65	£683	2.00%	-	-
2022/23 (Current Year)	£14.65	£733	7.29%	£50	-
<b>2022/23 proposed from 9 January 2023</b>	<b>*£24.96</b>	<b>£1,248</b> (full year)	<b>Weekly -70% Annual - 18%</b>	<b>Weekly - £10.31 Annual - £134</b> (as part year)	<b>£550 (all) £1200</b> (based on eligibility)

The £24.96 proposed average weekly charge compares favourably to the £34.79 per week that would be paid to a utility company for the same level of usage. District heating gas unit prices would continue to be 35% lower than those charged by utility companies (although district heating tenants and leaseholders appear to use more than a typical resident paying bills directly).

The table below details the significant increases that are also projected for gas prices in 2023/24 and the impact it could have on district heating charges. It should be noted that these are only projections, with the charge for 2023/24 to be considered as part of the HRA budget setting report which will go to the Full Council meeting in February 2023.

Year	Average Weekly Charge	Average Annual Charge	% Year on Year Increase
2023/24 – Projected (as at Q2 2022)	£99.84	£4,992	300%

#### 4.6 Rationale / Considerations

In making the recommendation to increase the charges from January 2023 the following has been taken into consideration:

- i) Historically, the way in which LDEC procures its gas means that unit charges for heat, and the service charges to tenants and leaseholders, have

- remained lower than the cost of gas available through utility providers for the last decade – currently **35%** lower.
- ii) The heat / service charge approach adopted by the Council – smoothing out charges over a rolling three years - has protected tenants and leaseholders from steep and sudden price increases.
  - iii) Whilst the proposed service charge is **86%** higher than 2021/22 charges, since the proposed increase is being introduced part-way through the year the actual impact on tenants and leaseholders will be an annual increase in charges of **18%** compared to the current annual charge, and an increase of **27%** compared to 2021/22.
  - iv) Tenants and leaseholders will receive a **£400** energy rebate from government through their electricity supplier to help offset energy price increases, in addition to the **£150** council tax energy rebate they should have already received. Low-income households will also be eligible for a **£650** payment to assist in the general rise in the cost of living – applicable to 34% of households on district heating. These payments will offset the increase of **£134** (average) for the remainder of the 2022/23 financial year.
  - v) Fixed charges mean that tenants and leaseholders do not need to consider switching off their heating and hot water in order to save money. However, further consideration should be given to installing heat meters to allow tenants and leaseholders to control how much they pay for heat.
  - vi) If the intention was to recoup the full **£1.7** million shortfall in this financial year, service charges to leaseholders and tenants would need to increase to around £54 per week at the beginning of January 2023. This represents an increase of 270% compared to the current charge, and nearly 300% compared to the 2021/22 charges.
  - vii) Whilst the fuel (gas) costs of district heating customers could be absorbed by the HRA more widely, with tenants' rent being used to effectively subsidise the energy costs of people on the heating network, there is no real justification for other tenants to lose out on other services which could have been provided using that money. The HRA is facing a range of unbudgeted cost pressures. Those other tenants will of course be experiencing much higher energy bills themselves for both electricity and gas. In addition, it would not be acceptable for tenants to subsidise leaseholders.
  - viii) A further significant increase is likely to be required from April 2023, if gas supply prices continue to rise in line with current projections, although tenants and leaseholders on district heating are far better protected than tenants and leaseholders buying gas from utility companies, with open-market gas prices continuing to rise much faster and higher than district heating charges.

## 5. Financial, legal and other implications

### 5.1 Financial implications

As detailed within the report, the Housing Revenue Account is forecasting a shortfall in income of £1.7m as a result of the cost of gas exceeding the charges being made to households on the district heating network. The proposal to

increase charges from the beginning of January would reduce this shortfall by £0.45m.

Stuart McAvoy – Acting Head of Finance

## 5.2 Legal implications

In reaching its decision, Full Council must have due regard to section 149 of the Equality Act 2010 (the Public Sector Equality Duty). This is addressed in section 5.4 and Appendix 3 of this report.

Consultation has taken place with the existing Tenant and Leaseholder Forum, a summary of which is at Appendix 2. Members must consider this feedback before making their decision.

### **Council Tenancies:**

The conditions of tenancy allow the council to change the rent by giving a 28-day notice to tenants.

The council as a Housing Authority must comply with the Rent Standard set by the Regulator of Social Housing and comply with the Policy statement on rents for Social Housing issued by the DLUHC, including that service charges must be reasonable and transparent.

### **Leaseholders:**

The council currently issues a service charge demand to its 1,631 leaseholders in March of each year. Of these, 889 are connected to the district heating network.

The council's standard Right to Buy lease requires leaseholders to pay on demand 'a fair proportion of the costs (reasonable or estimated) of any services incurred or to be incurred by the lessor in observing and performing...' the services provided under the lease.

It should be noted that the council does not have the option of subsidising the energy costs of leaseholders via the Housing Revenue Account.

The council is required to consult with leaseholders when entering into qualifying long-term agreements. The provision of heat for the purposes of residential district heating is subject to a 25-year contract with LDEC. Legal Services have been assured that the necessary consultation was undertaken with leaseholders at the time of entering into the contract with LDEC.

Kevin Carter, Head of Law - Commercial, Property & Planning

## 5.3 Climate Change and Carbon Reduction implications

The council's consumption of gas, electricity and district heating is responsible for around three quarters of its measured annual carbon footprint. The 2021/22 consumption outlined in this report (including district heating) equates to a footprint



of 24,012tCO<sub>2</sub>e from gas use and 4,451tCO<sub>2</sub>e from electricity use. Following the council's declaration of a climate emergency in 2019 and its ambition for the city and the council to become carbon neutral by 2030, tackling emissions from our own energy consumption is essential to achieving that.

Both the council's Climate Emergency Strategy and the Carbon Neutral Roadmap highlight the importance of demand reduction in the council's approach to decarbonisation – by eliminating emissions from fossil fuel use and minimising the residual emissions from electricity use. As such, our approach to price risk mitigation therefore needs to begin with demand reduction. This potentially includes:

- improving the thermal performance of the building fabric through insulation, replacement of single glazed windows and improving air-tightness
- introducing improved controls on heating, cooling and hot water systems
- strengthening behavioural/procedural measures to reduce energy wastage including, for example, by switching off equipment promptly when not in use and ensuring that temperatures and timings for heating and cooling systems are set appropriately
- installing more renewable energy generation (principally PVs but could include solar thermal) along with battery storage.

Investment in demand reduction will achieve year-on-year increasing mitigation of price rise impacts/risks, although in the short term it won't prevent the need for budgetary provision also to be made to cover possible price increases.

Demand reduction is also an important enabling action in making buildings ready for heat pump installation – which is another key element of our Climate Emergency Strategy and Carbon Neutral Roadmap. The energy demand of our buildings needs to be reduced sufficiently before heat pumps are installed, to counteract the impact of higher per kWh prices of electricity compared to gas, as well as to ensure that the low temperature systems typically required to get the full efficiency benefit of heat pumps can cope during the coldest winter weather.

#### 5.4 Equality Implications

When making decisions, the Council must comply with the public sector equality duty (PSED) (Equality Act 2010) by paying due regard, when carrying out their functions, to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who share a 'protected characteristic' and those who do not.

We need to be clear about any equalities implications of the course of action proposed. In doing so, we must consider the likely impact on those likely to be affected by the options in the report and, in particular, the proposed option; their protected characteristics; and (where negative impacts are anticipated) mitigating actions that can be taken to reduce or remove that negative impact.

Protected characteristics under the public sector equality duty are age, disability, gender re-assignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, sex and sexual orientation.

Increasing fuel prices have affected the LDEC district heating charges, the report sets out a proposal for an in-year increase in district heating / service charges to tenants and leaseholders. Those affected by changes arising from the implementation of the increase should it be agreed, would be current tenants and leaseholders who will be from across a range of protected characteristics. Residents on low and/or fixed income will be affected by the changes.

In 2020, 19% of Leicester households were in fuel poverty – this is higher than the national average in England of 13% of households and the highest rate of all upper tier local authorities in the East Midlands. This does not take into account the impacts of recent energy price increases, but if this follows national estimates we could see 40% of Leicester households being in fuel poverty by October 2022.

It is important to ensure that information about the proposed increase is conveyed to all affected residents as a matter of urgency. This should include an unambiguous rationale of why the increase is necessary and information about where advice and support may be obtained.

In order to fully understand the impacts of the proposal, an Equality Impact Assessment is being undertaken to identify any potential disproportionate negative impacts on a particular protected characteristic. The Equality Impact Assessment, should influence decision making from an early stage and throughout the decision making process. The findings from any consultation should be used to further inform the Equality Impact Assessment and in identifying any mitigating actions that are required to lessen or remove any disproportionate negative impact.

**Equalities Officer, Surinder Singh**

**6. Background information and other papers:**

None

**7. Summary of appendices:**

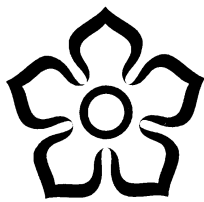
Appendix 1 – Housing Scrutiny Commission Feedback  
Appendix 2 – Tenants and Leaseholder Forum Feedback  
Appendix 3 - Equality Impact Assessment

**8. Is this a private report (If so, please indicated the reasons and state why it is not in the public interest to be dealt with publicly)?**

No

**9. Is this a “key decision”?**

n/a



Leicester  
City Council

## Appendix 1 – Housing Scrutiny Commission - Minute Extract

### Minutes of the Meeting of the HOUSING SCRUTINY COMMISSION

Held: MONDAY, 7 NOVEMBER 2022 at 5:30 pm

#### P R E S E N T :

Councillor Westley (Chair)  
Councillor Chamund (Vice Chair)

Councillor Ali  
Councillor Aqbany

Councillor Fonseca  
Pantling

#### Also Present:

Councillor Cutkelvin, Assistant City Mayor  
Joe Carroll, Tenants' and Leaseholders' Association  
Peter Hookway, Tenants' and Leaseholders' Association

\* \* \* \* \*

#### **38. APOLOGIES FOR ABSENCE**

Apologies were received from Councillor Gee.

#### **39. DECLARATIONS OF INTEREST**

Members were asked to declare any interests they had in the business on the agenda.

Councillor Aqbany declared that a large number of his constituents were on District Heating.

#### **46. DISTRICT HEATING SERVICE CHARGES PROPOSALS REPORT**

The Director of Housing submitted a report on the District Heating Service Charges proposals which included an overview of the charging arrangements for tenants and leaseholders in receipt of heating and hot water through the

District Heating network and the recommendations which would be presented to Full Council for an in-year increase to service charges.

The Director of Housing presented the item, it was noted that:

- The District Heating (DH) network provided a low carbon source of heat and hot water to 2500 tenants, private leaseholders, and other organisations.
- Since the last budget had been set in February 2022, gas prices had increased by 95%, this was caused by many factors including the war in Ukraine. When the budget was set only a 20% rise in prices was forecast.
- To help offset energy bills, the Government was providing a £400 rebate to all on energy bills. There was also a £150 council tax energy rebate and low-income households were also eligible for a £650 payment to assist in general with the cost of living.
- The Government energy price cap was only linked to unit price, so many would be paying more based on their energy usage.
- The HRA was legally required to be ring fenced and to be balanced. If prices were not increased there would be a shortfall on the HRA of £1.7m by the end of the financial year, extending to over £8m by 2024.
- The incoming Government rent cap would mean that a rent rise would not be able to cover the extra pressures of gas prices.
- If DH prices were not increased, then there would have to be a significant reduction in Housing Services in order to balance the HRA.
- The Council had no obligation to subsidize energy costs for private leaseholders at the expense of tenant rents.
- Therefore, an in-year DH price increase of 70% was proposed, this would lead to an average monthly price increase of £10.31 depending on the level of energy usage and the size of properties.
- The price increase for the rest of the financial year could be covered by the Government's various support.
- Even with the new price increase, DH users would still have much cheaper prices than customers on the open market.
- Other Councils such as Hull were proposing to raise their gas charges by as much as 300%.

Joe Carroll from the Tenants' and Leaseholders' Forum raised concerns about the ability of residents to pay the new prices with extra cost of living pressures. He also noted that the prices were not linked to use as there was no metering in DH properties.

Peter Hookway from the Tenants' and Leaseholders' Forum stated that he would not be happy if Housing Services were cut due to the Council subsidizing DH prices for private leaseholders and tenants on DH.

There was discussion regarding the possibility of installing meters into DH properties. It was noted that meters would be trailed in the St Peters area as it would be easier to install them there, and then once the success of that was understood the metering of other areas could be considered. It was noted that

it would be very hard to install meters into certain areas due to the piping infrastructure not being compatible. It was also noted that installing meters would not necessarily lower prices for DH users and could lead to price increases for some.

The Chair stated that although a DH price rise was regrettable, the extra burden on Council tenants of cuts to Housing Services would be unacceptable.

The Chair moved that the Commission support the proposed price rises to DH, this was seconded by Councillor Pantling, and upon being put to the vote, the motion was CARRIED.

AGREED:

1. That the Commission supports the proposed price rises for District Heating.
2. That the Commission requests that comments from Members and Tenant Representatives be taken into account by Officers.

## **Appendix 2 – Tenant and Leaseholder Forum Feedback**

### **Tenant and Leaseholder Forum consultation**

A telephone consultation took place with Tenant and Leaseholder Forum representatives during week commencing 12<sup>th</sup> September 2022 to gain feedback on the proposal to increase District Heating charges.

An explanation was given as to the reasons for the proposed increase in charges, as outlined in this report. Forum members were also advised about the additional financial support that households would be given to help with the rising cost of energy bills and the general increase in the cost of living.

Two Forum members stated they were disappointed with the proposal, but they understood the reasons behind this in the context of needing to address energy price increases.

One of these members stated that the additional money was required, or services could be lost. They also stated that vulnerable people could be impacted upon by the proposal and support needed to be provided to ensure they did not suffer. This also applied to people who can't manage their money. It was stated there could be issues where there is an irresponsible member of a household who does not use the support money appropriately, causing the rest of the household to suffer.

Two of the Forum members were completely against the proposal.

One of these Forum members stated the Council should be making this money back through reducing void property numbers. It was also stated that the Council Tax rebate has nothing to do with energy price increases. They felt that over the course of a year people will be worse off as energy prices will continue to rise and even with support money this will not be enough. It was stated that the increase would deprive poor people who need the money. The benefits, rebates and support shouldn't go to everyone, but targeted at those in most need. Concerns were raised that money given through rebates and support payments may be misuse if these are a direct payment. A comment was made that households should get their district heating replaced by central heating because it will be cheaper. It was felt elderly people could be in danger. Concerns were raised that people would not use the rebates and support money appropriately, in particular those with chaotic lifestyles or substance misuse issues. It was suggested that vouchers are given to vulnerable people instead of money to reduce the risk of money being used inappropriately. Concerns were also raised about people being unable to afford their rent and will face eviction. It was stated that the proposal disproportionately affects the poor and some people won't turn on their gas or electricity. In 12 months, all the support money will be taken back in price rises unless there is more support.

The second Forum member opposed to the increase asked whether this increase was in addition to the 7.5% increase in district heating at the start of the financial year. The Forum member did not agree that district heating households were benefitting from cheaper heating. This form of supply was intended specifically for poorer households and

you can't compare this with what everyone else is paying. The Forum member thought that not all households will be entitled to the £400 energy rebate. Also the problem with this rebate is that it won't be paid as a lump sum, and so households will struggle until it comes through. The current average charge of £14.25 was questioned and in reality, this is a lot higher. Also, the average £10.31 proposed increase, did not take into account that the rise will be a lot higher for households in larger properties so they will be impacted upon more. Concerns were also raised that there would be a further increase to charges in April 2023.

This Forum member also stated that more should be done to address issues with the number of void properties. This could offset some of the costs and shortfalls in the Housing Revenue Account.

It was stated that everyone on the St Marks and St Matthews estates will be affected. It was felt people who are on a key meter, already paying high bills will be badly affected. Also poorer households who may be working, but on low incomes and do not qualify for the cost of living payment. Other people also effected will be those using gas, electricity and district heating, along with households in larger properties.

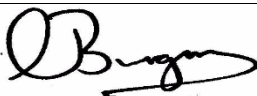
Generally, Forum members fed back that it was hard to understand the support being offered to people. This is in terms of whether everyone would be receiving the financial support being offered. If not, who would be eligible, are payments made automatically or do people have to apply for these?



## Appendix 1 – Equality Impact Assessment

### Equality Impact Assessment (EIA) Tool:

<b>Title of proposal</b>	Increasing district heating charges for tenants and leaseholders
<b>Name of division/service</b>	Housing
<b>Name of lead officer completing this assessment</b>	Debbie White / Helen McGarry
<b>Date EIA assessment completed</b>	09 September 2022
<b>Decision maker</b>	Full Council
<b>Date decision taken</b>	29 September 2022

<b>EIA sign off on completion:</b>	<b>Signature</b>	<b>Date</b>
<b>Lead officer</b>		09 September 2022
<b>Equalities officer</b>	Surinder Singh	13 September 2022
<b>Divisional director</b>		15 <sup>th</sup> September 2022

### Please ensure the following:

- a) That the document is **understandable to a reader who has not read any other documents** and explains (on its own) how the Public Sector Equality Duty is met. This does not need to be lengthy but must be complete and based in evidence.

- b) That available support information and data is identified and where it can be found. Also be clear about highlighting gaps in existing data or evidence that you hold, and how you have sought to address these knowledge gaps.
- c) That the equality impacts are capable of aggregation with those of other EIAs to identify the cumulative impact of all service changes made by the council on different groups of people.
- d) That the equality impact assessment is started at an early stage in the decision-making process, so that it can be used to inform the consultation, engagement and the decision. It should not be a tick-box exercise. Equality impact assessment is an iterative process that should be revisited throughout the decision-making process. It can be used to assess several different options.
- e) Decision makers must be aware of their duty to pay 'due regard' to the Public Sector Equality Duty (see below) and 'due regard' must be paid before and at the time a decision is taken. Please see the Brown Principles on the equality intranet pages, for information on how to undertake a lawful decision-making process, from an equalities perspective. Please append the draft EIA and the final EIA to papers for decision makers (including leadership team meetings, lead member briefings, scrutiny meetings and executive meetings) and draw out the key points for their consideration. The Equalities Team provide equalities comments on reports.

## 1. Setting the context

Describe the proposal, the reasons it is being made, and the intended change or outcome. Will the needs of those who are currently using the service continue to be met?

The Leicester District Energy scheme provides low carbon heat and hot water for around 2,500 housing tenant and leaseholder households (more than 4,000 individual tenants and leaseholders), incorporating households on the St Matthews, St Marks, St Andrews, St Peters, Aikman Avenue and Beatty Avenue estates. The Leicester district heating network is a proven, reliable, and cost-effective way of providing \*heat and hot water to homes. Note\*: Electricity is provided and billed separately by a utility company.

Leaseholders receive annual invoices with most opting to pay monthly by direct debit, whereas tenants pay for their heat as a fixed weekly service charge included as part of their rent. Payments can be made on-line via the Council's website, by direct debit, or at the Post Office.

Energy prices have been rising at unprecedented rates since August 2021, with households facing gas and electricity bills that have more than doubled in the last 12 months. Despite being 35% cheaper than current market prices, the fuel (gas) unit price for district heating is 86% higher in 2022/23 than in 2021/22.

The escalation in gas prices means that the current heat / service charges to tenants and leaseholders on the district heating scheme are significantly lower than the cost of providing the service. This will result in an HRA shortfall of £1.7m in 2022/23 and almost £8m in 2023/24 unless charges to tenants and leaseholders are increased.

The proposed in-year increase would result in a rise in district heating / service charges to tenants and leaseholders of £10.31 per week from the beginning of January 2023 for the remainder of the 2022/23 financial year. This is a weekly increase of 70% compared to the current charges for 2022/23 – representing an annual increase of 18% (as the increase is to be introduced part-way through the year).

Tenants and leaseholders will receive a £400 energy rebate from government through their electricity supplier to help offset energy price increases, in addition to the £150 council tax energy rebate they should have already received. These payments will offset the increase of £134 (average) for the remainder of the 2022/23 financial year.

Electricity suppliers will apply the discount directly to household electricity bills, with those on pre-payment meters receiving vouchers to redeem. The £150 council tax energy rebate has already been distributed in the form of vouchers that can be exchanged for cash at the Post Office until 18 September 2022. See: [www.gov.uk/guidance/getting-the-energy-bills-support-scheme-discount](https://www.gov.uk/guidance/getting-the-energy-bills-support-scheme-discount)

Low-income households (those in receipt of Universal Credit and some other benefits / tax credits) will also be eligible for a £650 payment to assist in the general rise in the cost of living – applicable to 34% of households on district heating. These payments will be made in two lumps of £326 and £324 in the same way as the benefits and / or tax credits are paid. See: [www.gov.uk/guidance/cost-of-living-payment](https://www.gov.uk/guidance/cost-of-living-payment)

Delaying the increase in heat / service charge could therefore make it more difficult for tenants and leaseholders to afford the charges in the future; and weaken the perception of the charges increasing in the context of the price cap and financial support.

The Government announcement made on 08 September 2022 in relation to the price cap does not suggest that any additional support will be available to households at this stage. The council will ensure that those affected will be signposted to appropriate advice and support to help them avoid arrears and financial hardship, including through [BetterOff Leicester](#)

## 2. Equality implications/obligations

Which aims of the Public Sector Equality Duty (PSED) are likely be relevant to the proposal? In this question, consider both the current service and the proposed changes.

### a. Eliminate unlawful discrimination, harassment and victimisation

- How does the proposal/service ensure that there is no barrier or disproportionate impact for anyone with a particular protected characteristic?
- Is this a relevant consideration? What issues could arise?

The Leicester District Energy scheme provides low carbon heat and hot water for around 2,500 housing tenant and leaseholder households (more than 4,000 individual tenants and leaseholders).

The proposed in-year increase would result in a rise in district heating / service charges to tenants and leaseholders.

Some of the potential barriers may relate to:

- Customer access to information about the changes
- How information is communicated to users
- The ease of use of information provided
- Availability in different language formats
- Information provided on rights and /or entitlements
- Information on which agencies can help with money/ debt advice (promotion of this to tenants)
- Physical access to services
- Monitoring of potential adverse impact on particular groups

### **b. Advance equality of opportunity between different groups**

- How does the proposal/service ensure that its intended outcomes promote equality of opportunity for people?
- Identify inequalities faced by those with specific protected characteristic(s).
- Is this a relevant consideration? What issues could arise?
- The Leicester District Energy scheme provides low carbon heat and hot water for around 2,500 housing tenant and leaseholder households (more than 4,000 individual tenants and leaseholders) people will be from across all protected characteristics.

### **c. Foster good relations between different groups**

- Does the service contribute to good relations or to broader community cohesion objectives?
- How does it achieve this aim?
- Is this a relevant consideration? What issues could arise?

The Leicester District Energy scheme provides low carbon heat and hot water for around 2,500 housing tenant and leaseholder households (more than 4,000 individual tenants and leaseholders) people will be from across all protected characteristics.

Who is affected?

Outline who could be affected, and how they could be affected by the proposal/service change. Include people who currently use the service and those who could benefit from, but do not currently access the service.

Residents on low and/or fixed income will be affected by the changes, and it is vital that residents are given appropriate advice to ensure that income is maximised and that residents do not accrue arrears.

2,904 tenants and 1,398 leaseholders (around 2,500 households) connected to district heating will be affected. The district heating charge cannot be claimed through Housing Benefit or Universal Credit. All of these tenants and leaseholders will need to pay the additional costs themselves. The impact of the increased charge will be dependent on tenants' and leaseholders' financial situation, rather than any protected characteristic. We do know a that high number of properties that are provided with district heating are located within the Centre area of the city. We also know that a higher proportion of BAME households live in this area. However, the impact of the district heating charge will still be dependent on a person's financial situation rather than their protected characteristics.

Whilst the price increase will have an impact, district heating fuel costs are currently 35% lower than gas costs from utility suppliers, and the £134 increase in the annual charge will be offset by the 2022 council tax and energy rebates totalling £550.

### 3. Information used to inform the equality impact assessment

- What **data, research, or trend analysis** have you used?
- Describe how you have got your information and what it tells you
- Are there any gaps or limitations in the information you currently hold, and how you have sought to address this? E.g. proxy data, national trends, equality monitoring etc.

Data relating to the profile of tenants and leaseholders connected to district heating was taken from the Tenancy Management IT systems. Appendix 1 provide a profile of our tenants and leaseholders on the district heating scheme, in terms of protected characteristics. Data relating to energy / gas price trends was taken from BEIS, OFGEM and the House of Commons research libraries. See: [Annual domestic energy bills - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/annual-domestic-energy-bills) for more information and links.

### 4. Consultation

What **consultation** have you undertaken about the proposal with people who use the service or people affected, people who may potentially use the service and other stakeholders? What did they say about:

- What is important to them regarding the current service?
- How does (or could) the service meet their needs? How will they be affected by the proposal? What potential impacts did they identify because of their protected characteristic(s)?
- Did they identify any potential barriers they may face in accessing services/other opportunities that meet their needs?

The communication plan is as follows:

Date	Activity
24/08/2022	Brief Lead Member (Housing)
26/08/2022	Brief Lead Member (Climate Emergency)
08/09/2022	City Mayor Briefing
Throughout September	Informal consultation with tenants' / residents' associations / groups

TBC	Letter to Ward Councillors
22 <sup>nd</sup> September 2022	Housing Scrutiny
TBC	Full Council
TBC	Notification letters to tenants and leaseholders

## 5. Potential Equality Impact

Based on your understanding of the service area, any specific evidence you may have on people who use the service and those who could potentially use the service and the findings of any consultation you have undertaken, use the table below to explain which individuals or community groups are likely to be affected by the proposal because of their protected characteristic(s). Describe what the impact is likely to be, how significant that impact is for individual or group well-being, and what mitigating actions can be taken to reduce or remove negative impacts. This could include indirect impacts, as well as direct impacts.

Looking at potential impacts from a different perspective, this section also asks you to consider whether any other particular groups, especially vulnerable groups, are likely to be affected by the proposal. List the relevant groups that may be affected, along with the likely impact, potential risks and mitigating actions that would reduce or remove any negative impacts. These groups do not have to be defined by their protected characteristic(s).

### Protected characteristics

#### Impact of proposal:

Describe the likely impact of the proposal on people because of their protected characteristic and how they may be affected. Why is this protected characteristic relevant to the proposal? How does the protected characteristic determine/shape the potential impact of the proposal? This may also include **positive impacts** which support the aims of the Public Sector Equality Duty to advance equality of opportunity and foster good relations.

#### Risk of disproportionate negative impact:

How likely is it that people with this protected characteristic will be disproportionately negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?

**Mitigating actions:**

For disproportionate negative impacts on protected characteristic/s, what mitigating actions can be taken to reduce or remove the impact? You may also wish to include actions which support the positive aims of the Public Sector Equality Duty to advance equality of opportunity and to foster good relations. All actions identified here should also be included in the action plan at the end of this EIA.

**a. Age**

Indicate which age group/s is/ are most affected, either specify general age group - children, young people working age people or older people or specific age bands

**What is the impact of the proposal on age?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of their age.

Residents on low and/or fixed income will be affected by the changes,

**What is the risk of disproportionate negative impact on age?**

No group will be disproportionately impacted upon by this proposal

**What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Information and advice regarding energy use, rent payments, tenancy support and benefits support are available via the following:

[Paying your rent \(leicester.gov.uk\)](https://leicester.gov.uk/paying-your-rent)

[Tenant support - STAR \(leicester.gov.uk\)](https://leicester.gov.uk/tenant-support-star)

[Benefits and other support \(leicester.gov.uk\)](https://leicester.gov.uk/benefits-and-other-support)

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income. See: [Benefits and other support \(leicester.gov.uk\)](https://leicester.gov.uk/benefits-and-other-support) for more information and links to other agency support.



In addition, access to information can be by phone, email, face to face at Neighbourhood Services buildings (such as New Parks Library, the Brite Centre, Beaumont Leys Library) or at tenants homes.

## **b. Disability**

If specific impairments are affected by the proposal, specify which these are. Our standard categories are on our equality monitoring form – physical impairment, sensory impairment, mental health condition, learning disability, long standing illness or health condition.

### **What is the impact of the proposal on disability?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of whether they have a disability. Residents on low and/or fixed income will be affected by the changes,

### **What is the risk of disproportionate negative impact on disability?**

No group will be disproportionately impacted upon by this proposal

### **What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

The council can do home visits for people who are housebound, or unable to contact by phone. We offer information in different formats and languages on request, through the Community Language service. We have a range of officers who speak different languages or will arrange for interpreters if needed.

### **c. Gender reassignment**

Indicate whether the proposal has potential impact on trans men or trans women, and if so, which group is affected.

#### **What is the impact of the proposal on gender reassignment?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of their gender reassignment.

#### **What is the risk of disproportionate negative impact on gender reassignment?**

No group will be disproportionately impacted upon by this proposal

#### **What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

### **d. Marriage and civil partnership**

#### **What is the impact of the proposal on marriage and civil partnership?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of marriage or civil partnership.

#### **What is the risk of disproportionate negative impact on marriage and civil partnership?**

No group will be disproportionately impacted upon by this proposal

#### **What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for

the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

### **e. Pregnancy and maternity**

#### **What is the impact of the proposal on pregnancy and maternity?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of pregnancy or maternity.

#### **What is the risk of disproportionate negative impact on pregnancy and maternity?**

No group will be disproportionately impacted upon by this proposal

#### **What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

### **f. Race**

Given the city's racial diversity it is useful that we collect information on which racial groups are affected by the proposal. Our equalities monitoring form follows ONS general census categories and uses broad categories in the first instance with the opportunity to identify more specific racial groups such as Gypsies/Travellers. Use the most relevant classification for the proposal.

**What is the impact of the proposal on race?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of their race.

**What is the risk of disproportionate negative impact on race?**

No group will be disproportionately impacted upon by this proposal

**What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

We offer information in different formats and languages on request, through the Community Language service. We have a range of officers who speak different languages or will arrange for interpreters if needed.

**g. Religion or belief**

If specific religious or faith groups are affected by the proposal, our equalities monitoring form sets out categories reflective of the city's population. Given the diversity of the city there is always scope to include any group that is not listed.

**What is the impact of the proposal on religion or belief?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of their religion or belief.

**What is the risk of disproportionate negative impact on religion or belief?**

No group will be disproportionately impacted upon by this proposal

### **What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

### **h. Sex**

Indicate whether this has potential impact on either males or females

### **What is the impact of the proposal on sex?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of their sex.

### **What is the risk of disproportionate negative impact on sex?**

No group will be disproportionately impacted upon by this proposal

### **What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

## i. Sexual orientation

### **What is the impact of the proposal on sexual orientation?**

All tenants and leaseholders on the district heating scheme will be required to pay the additional charge, irrespective of their sexual orientation.

### **What is the risk of disproportionate negative impact on sexual orientation?**

No group will be disproportionately impacted upon by this proposal

### **What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

## **6. Summary of protected characteristics**

### **a. Summarise why the protected characteristics you have commented on, are relevant to the proposal?**

All protected characteristics have been commented on because the additional district heating charge will need to be paid by all tenants and leaseholders on the scheme.

### **b. Summarise why the protected characteristics you have not commented on, are not relevant to the proposal?**

Not applicable

## 7. Other groups

### Other groups

#### Impact of proposal:

Describe the likely impact of the proposal on children in poverty or any other people who we may consider to be vulnerable, for example people who misuse substances, ex armed forces, people living in poverty, care experienced young people, carers. List any vulnerable groups likely to be affected. Will their needs continue to be met? What issues will affect their take up of services/other opportunities that meet their needs/address inequalities they face?

#### Risk of disproportionate negative impact:

How likely is it that this group of people will be negatively affected? How great will that impact be on their well-being? What will determine who will be negatively affected?

Residents on low and/or fixed income will be affected by the changes.

#### Mitigating actions:

For negative impacts, what mitigating actions can be taken to reduce or remove this impact for this vulnerable group of people? These should be included in the action plan at the end of this EIA. You may also wish to use this section to identify opportunities for positive impacts.

Residents will be signposted to appropriate advice and support to help them avoid arrears and financial hardship.

#### a. Children in poverty

##### What is the impact of the proposal on children in poverty?

Services will continue to be received. Households with children living in poverty are likely to face difficulties generally, with the rising costs of living.

##### What is the risk of negative impact on children in poverty?

There is a risk that an increasing number of households with children living in poverty are unable to afford all essential items for day-to-day living.

**What are the mitigating actions?**

Tenants and leaseholders will have received the £150 council tax energy rebate, as well as a £400 energy rebate payable from October 2022, which can be used to pay the increased costs for the financial year 2022/23. Low-income households will also be eligible for an additional payment of £650 to assist with the general rise in the cost of living. 34% of the households will receive the additional benefit.

Tenants and leaseholders have access to the Income Management Team or other financial support services in the city, who are able to provide support for households facing financial difficulties to maximise their income.

**b. Other vulnerable groups****What is the impact of the proposal on other vulnerable groups?**

No potential impacts

**What is the risk of negative impact on other vulnerable groups?**

Not applicable

**What are the mitigating actions?**

Not applicable

**c. Other (describe)****What is the impact of the proposal on any other groups?**

No potential impacts

**What is the risk of negative impact on any other groups?**

Not applicable

**What are the mitigating actions?**

Not applicable



## 8. Other sources of potential negative impacts

Are there any other potential negative impacts external to the service that could further disadvantage service users over the next three years that should be considered? For example, these could include:

- other proposed changes to council services that would affect the same group of service users;
- Government policies or proposed changes to current provision by public agencies (such as new benefit arrangements) that would negatively affect residents;
- external economic impacts such as an economic downturn.

With fuel prices increasing at unprecedented rates since August 2021, residents across the whole city have seen significant rises in their energy bills – with the impact greater on gas bills. According to BEIS gas prices increased nationally by 95% between April 2021 and April 2022.

According to the House of Commons Library Research Briefing on Domestic Energy Prices, 9 August 2022, CPI Index data on energy price rises between 2020-21 and March 2022, plus the overall 54% increase in the price cap in April 2022 and Cornwall Insight's recent forecast of increases in October 2022 and January 2023 suggest that energy prices in 2022-23 could be just over 200% higher than in 2020-21. Further increases are expected through 2022 and 2023 as a result of a further rise in the price cap announced at the end of August 2022.

Increasing fuel prices have affected the district heating charges with prices rising by 86% for the year April 2022 – March 2023.

It should be noted however that, unlike other residents contracted with a private gas supplier, the heat / service charges for tenants and leaseholders on district heating were unaffected between April 2021 and March 2022. Prices remained fixed throughout the 12-month period, at an average annual charge of £683 (a weekly charge for 50 weeks of £13.65).

Had tenants and leaseholders been buying gas from a utility company, charges (for the same usage) would have been a typical £17.35 per week (£867 per year) in April 2021, rising throughout the year to reach £34.79 per week (£1,740 per annum) by April 2022.

Tenants and leaseholders will receive a £400 energy rebate from government through their electricity supplier from October 2022 to help offset energy price increases, in addition to the £150 council tax energy rebate they should have already received. Low-income households will also be eligible for a £650 payment to assist in the general rise in the cost of living – applicable to 34% of households on district heating. These payments will offset the increase of £134 (average) for the remainder of the 2022/23 financial year.

Delaying the increase in heat / service charge could therefore make it more difficult for tenants and leaseholders to afford the charges in the future; and weaken the perception of the charges increasing in the context of the price cap and financial support.

Fixed weekly charges (over 50 weeks) also mean that tenants and leaseholders do not need to consider switching off their heating and hot water in order to save money. However, further consideration should be given to installing heat meters to allow tenants and leaseholders to control how much they pay for heat. It is likely that metering would reduce overall usage.

## 9. Human rights implications

Are there any human rights implications which need to be considered and addressed (please see the list at the end of the template), if so please outline the implications and how they will be addressed below:

None

## 10. Monitoring impact

You will need to ensure that monitoring systems are established to check for impact on the protected characteristics and human rights after the decision has been implemented. Describe the systems which are set up to:

- monitor impact (positive and negative, intended and unintended) for different groups
- monitor barriers for different groups
- enable open feedback and suggestions from different communities
- ensure that the EIA action plan (below) is delivered.

If you want to undertake equality monitoring, please refer to our [equality monitoring guidance and templates](#).

Our IT system allows us to monitor tenants rent accounts, including district heating payments and see when accounts go into arrears. Our Income Management Team carries out this monitoring on a daily basis. We are also able to monitor increased arrears for people on the district heating scheme for most of the protected characteristic groups. Through this monitoring we will be able to identify any increases in rent arrears, relating to the increased district heating charge and provide support to tenants to reduce these and maximise their income.

## 11. EIA action plan

Please list all the equality objectives, actions and targets that result from this assessment (continue on separate sheets as necessary). These now need to be included in the relevant service plan for mainstreaming and performance management purposes.

Equality Outcome	Action	Officer Responsible	Completion date
All tenant and leaseholders are able to pay the district heating charges.	The service needs to ensure that the provision of information about the increase in charges as well what advice and assistance is available to tenants, so they are able to access benefits and entitlements.	Chris Burgin – Director of Housing	September / October 2022
Households have access to financial help and assistance if they find they are unable to pay for the additional charge	Referrals to the Income Management Team and financial support services in the city	Zenab Valli – Income Collection Manager	Ongoing
Communicate changes to all tenants and leaseholders	<ul style="list-style-type: none"> <li>Informal consultation with tenants and residents' associations throughout September 2022</li> <li>Letters to residents with notification of increase in charge to be issued on 30 September 2022</li> </ul>	Helen McGarry  Kevin Wheeler	September 2022

Equality Outcome	Action	Officer Responsible	Completion date

## Human rights articles:

### Part 1: The convention rights and freedoms

- Article 2:** Right to Life
- Article 3:** Right not to be tortured or treated in an inhuman or degrading way
- Article 4:** Right not to be subjected to slavery/forced labour
- Article 5:** Right to liberty and security
- Article 6:** Right to a fair trial
- Article 7:** No punishment without law
- Article 8:** Right to respect for private and family life
- Article 9:** Right to freedom of thought, conscience and religion
- Article 10:** Right to freedom of expression
- Article 11:** Right to freedom of assembly and association
- Article 12:** Right to marry
- Article 14:** Right not to be discriminated against

### Part 2: First protocol

- Article 1:** Protection of property/peaceful enjoyment
- Article 2:** Right to education
- Article 3:** Right to free elections



## Tenant and Leaseholder protected characteristics profile

### Gender

	Tenants	Leaseholders	Total	Percentage
<b>Male</b>	1350	439	1789	41.6%
<b>Female</b>	1550	538	2088	48.5%
<b>Transgender</b>	2	0	2	0.0%
<b>Not Recorded</b>	0	423	423	9.8%
<b>Total</b>	2902	1400	4302	

### Age

	Tenants	Leaseholders	Total	Percentage
<b>Not recorded</b>	7	419	426	9.9%
<b>18 to 21</b>	39	2	41	1.0%
<b>22 to 30</b>	249	26	275	6.4%
<b>31 to 40</b>	549	204	753	17.5%
<b>41 to 50</b>	637	320	957	22.2%
<b>51 to 60</b>	516	189	705	16.4%
<b>61 to 65</b>	220	74	294	6.8%
<b>66 to 74</b>	374	105	479	11.1%
<b>75 and over</b>	311	61	372	8.6%
<b>Total</b>	2902	1400	4302	

### Ethnicity

	Tenants	Leaseholders	Total	Percentage
<b>Unknown / not recorded</b>	0	490	490	11.4%
<b>Any other ethnic group</b>	84	12	96	2.2%
<b>Any other heritage background</b>	18	7	25	0.6%
<b>Asian/Asian British or other Asian Background</b>	168	72	240	5.6%

<b>Asian/Asian British of Bangladeshi origin</b>	66	49	115	2.7%
<b>Asian/Asian British of Indian origin</b>	693	371	1064	24.7%
<b>Asian/Asian British of Pakistani origin</b>	50	13	63	1.5%
<b>Black/Black British of African origin</b>	263	79	342	7.9%
<b>Black/Black British of Caribbean origin</b>	57	1	58	1.3%
<b>Black/Black British of Other Black background</b>	37	2	39	0.9%
<b>Black/Black British of Somali origin</b>	107	26	133	3.1%
<b>Chinese or Chinese origin</b>	6	0	6	0.1%
<b>Chinese of other Chinese background</b>	1	0	1	0.0%
<b>Dual/multiple heritage Asian and White</b>	6	4	10	0.2%
<b>Dual/ multiple heritage Black African and White</b>	12	1	13	0.3%
<b>Dual/multiple heritage Black Caribbean and White</b>	19	0	19	0.4%
<b>Ethnicity unknown</b>	423	218	641	14.9%
<b>Other ethnic group Gypsy/Romany/Irish Traveller</b>	12	0	12	0.3%
<b>Prefer not to say</b>	87	44	131	3.0%
<b>White British</b>	696	6	702	16.3%
<b>White of European origin</b>	45	2	47	1.1%
<b>White of Irish origin</b>	14	0	14	0.3%

<b>White of other White Background</b>	38	3	41	1.0%
<b>Total</b>	2902	1400	4302	

### Sexual orientation

	<b>Tenants</b>	<b>Leaseholders</b>	<b>Total</b>	<b>Percentage</b>
<b>Not recorded</b>	1235	1147	2382	55.4%
<b>Bisexual</b>	37	17	54	1.3%
<b>Gay (female) / Lesbian</b>	4	1	5	0.1%
<b>Gay (Male)</b>	3	2	5	0.1%
<b>Heterosexual / Straight</b>	1300	161	1461	34.0%
<b>Other</b>	47	6	53	1.2%
<b>Prefer not to say</b>	276	66	342	7.9%
<b>Total</b>	2902	1400	4302	

### Religion

	<b>Tenants</b>	<b>Leaseholders</b>	<b>Total</b>	<b>Percentage</b>
<b>Not recorded</b>	1211	1141	2352	54.7%
<b>Atheist</b>	38	0	38	0.9%
<b>Christian</b>	326	10	336	7.8%
<b>Hindu</b>	207	71	278	6.5%
<b>Jain</b>	1	0	1	0.0%
<b>Jewish</b>	1	0	1	0.0%
<b>Muslim</b>	653	170	823	19.1%
<b>No religion</b>	280	1	281	6.5%
<b>Other</b>	33	0	33	0.8%
<b>Prefer not to say</b>	138	5	143	3.3%
<b>Sikh</b>	14	2	16	0.4%
<b>Total</b>	2902	1400	4302	



Disability

	Tenants	Leaseholders	Total	Percentage
Yes	256	7	263	6.1%
No / not recorded	2646	1393	4039	93.9%
Total	2902	1400	4302	

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# **Elected member absence from meetings**

Full Council

Date of meeting: 24 November 2022

Lead director/officer: Kamal Adatia, Monitoring Officer

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### Useful information

- Ward(s) affected: Saffron
- Report author: Kamal Adatia / Matthew Reeves

#### 1. Purpose of report

To consult with the Council to determine whether or not an approval is to be granted for the continued absence of Councillor Shelton prior to the expiry of a period of six months since he last attended at Council, a Committee, Sub-Committee or as a representative of the Authority. If not granted, the Council must forthwith declare Councillor Shelton's seat vacant immediately the six months period has been reached (8<sup>th</sup> February 2023) if no meeting is attended.

#### 2. Recommended actions/decision

- 2.1 Approve the waiver of the six-month attendance rule provided for within Section 85(1) of the Local Government Act for Councillor Bill Shelton due to illness.
- 2.2 Having regard to the extenuating circumstances arising from Councillor Shelton's illness, Members are asked to grant an extension of time until the date of the next local election, 4<sup>th</sup> May 2023.

#### 3. Scrutiny / stakeholder engagement

None.

#### 4. Detailed report

- 4.1 The Local Government Act 1972 (Section 85) provides that, if a Member of a local authority, through a period of six consecutive months from the date of his/her last attendance, does not attend any meeting of the authority, he/she ceases to be a Member of the Authority. A 'meeting of the authority' in this case refers to a formal meeting, which would typically be open to the public, such as a Scrutiny or regulatory meeting.
- 4.2 If, however, the Member's non-attendance is due to some reason approved by the Authority before the expiry of the period, then such cessation does not take place.
- 4.3 Councillor Shelton's last attendance was at the Heritage, Culture, Leisure and Tourism Scrutiny Commission on 9<sup>th</sup> August 2022. Having regard to the above legal provisions, Councillor Shelton will be disqualified unless he is able to attend a relevant meeting before 8<sup>th</sup> February 2023.
- 4.4 Councillor Shelton's absence has been caused by medical conditions which have heavily restricted his mobility. He is however undertaking some casework in the ward where possible. His co-councillor in the Ward has worked cooperatively to ensure that Ward matters have been picked up and addressed.

- 4.5 When such circumstances have arisen in recent years for Councillors, Council approved an extension of non-attendance past the six months period stipulated in the Local Government Act 1972 (Section 85) with the position being reviewed prior to the expiry of the extension.

## **5. Financial, legal, equalities, climate emergency and other implications**

### **5.1 Financial implications**

Councillor Shelton is in receipt of the standard members' basic and travel and subsistence allowances.

Colin Sharpe, Deputy Director of Finance

### **5.2 Legal implications**

The Legal implications are contained within the report.

Kamal Adatia, City Barrister and Head of Standards

## **6. Background information and other papers:**

None

## **7. Summary of appendices:**

None

## **8. Is this a private report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?**

N/a

## **9. Is this a “key decision”? If so, why?**

No





Leicester  
City Council

WARDS AFFECTED  
All

## FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

STANDARDS COMMITTEE

27<sup>th</sup> April 2022

COUNCIL

24<sup>th</sup> November 2022

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### BI-ANNUAL REPORT OF STANDARDS COMMITTEE JULY 2019 - JUNE 2021 ANALYSIS OF CASES REFERRED

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#### Report of the Monitoring Officer

#### 1. PURPOSE OF REPORT

- 1.1. This is the report of the Monitoring officer, dealing with Elected Member complaints for the period 1<sup>st</sup> July 2019 to 30<sup>th</sup> June 2021. Council have separately approved and revised two key documents (the “Code” and the “Arrangements”) which, respectively, set out the expected standards of behaviour of Elected Members and the procedural framework under which misconduct allegations are processed.
- 1.2. This report does not purport to deal with the other work undertaken by the Standards Committee in the relevant years (such as the policies it has commissioned, the reviews it has undertaken or the themes it has explored)
- 1.3. The Council has 55 Elected Members (54 Councillors and a directly elected Mayor)

#### 2. RECOMMENDATIONS

- 2.1. For Standards Committee to note the report and make any recommendations
- 2.2. For Council to note the report

### **3. REPORT**

#### **Principles**

3.1.1. The principles which underpin the Council's processes for dealing with Member misconduct complaint remain as follows:

- a. There should be simplicity to the scheme so that it is easily understood and transparent
- b. There should be flexibility at every stage of the process for informal resolution and / or robust decisions to be taken about "no further action"
- c. There should be Member involvement at key stages in the process
- d. There should be the involvement of Independent Members (IM) and the Independent Person (IP) at key stages of the process
- e. The Monitoring Officer should have greater powers to deal with complaints relating to the Code of Conduct
- f. Rights for complainants to seek a "review" of a decisions at various stages should be limited, consistent with the reduced scope and severity of allowable outcomes that can be imposed under the new regime
- g. At any stage in the process where it is clear that a matter should be referred to the police this should be done and the local investigation should be suspended

#### **3.2. Volume**

<b>No. of valid complaints lodged 1<sup>st</sup> July 2019 to 30<sup>th</sup> June 2020</b>	<b>3</b>
<b>No. of valid complaints lodged 1<sup>st</sup> July 2020 to 30<sup>th</sup> June 2021</b>	<b>4</b>

### **2019/20**

- 3.3. In the period July 2019 to June 2020 three valid complaints were lodged, covering five Elected Members. This means that 50 out of 55 Elected Members did not attract an allegation of misconduct that year.

### **2020/21**

- 3.4. In the period July 2020 to June 2021 four valid complaints were lodged covering three Elected Members (one Elected Member was complained about twice). This means that 52 out of 55 Elected Members did not attract an allegation of misconduct that year
- 3.5. The reference to “valid” complaints is deliberate, and it is to be noted that 16 actual referrals were made to the Monitoring Officer in 2019/20 and 14 such referrals were made in 2020/21. It follows that of these 30 “contacts” only 7 were complaints that progressed. The reasons for this included:
- Complaint too vague or general to constitute a valid complaint, and when invited by the Monitoring Officer to clarify the nature of the allegation, the prospective complainant declined to engage
  - Complaint revealed as false and malicious
  - Complaint more properly resolved through other action instigated by the Monitoring Officer (e.g. complaint wasn’t about standards, and complaint really only wanted progression/resolution of an operational matter)
  - Complaint already properly dealt with through other channels
  - Elected Member clearly not acting on the business of the Authority at the time (for example, was acting in private capacity on social media, or was acting on party political business)
- 3.6. In all cases where a prospective complaint is not treated as valid the Monitoring Officer is mindful to assess whether it is just and fair to abandon it, taking an appropriate steer from the Independent Person(s) if appropriate.
- 3.7. In relation to some of the invalid complaints the Monitoring Officer nonetheless can and does utilize his broader jurisdiction to offer advice to Councillors.
- 3.8. In terms of total activity, it is perhaps relevant to note that from March 2020 through to 2022 the country was in various forms of lockdown, and the manner of interaction between Councillors and their constituents (or each other) was radically altered, principally from in-person to virtual engagement.



### 3.9. Source of Complaints

#### 2019/20

Complaints from members of the public	2
Complaint from staff member (neighboring LA)	1

#### 2020/21

Complaints from members of the public	4
---------------------------------------	---

### 3.10. Nature of allegations

#### 2019/20

Behaviour (discrimination)	1
Disrespect/bullying	1
Breach of confidentiality	1

#### 2020/21

Behaviour (discrimination)	1
Unhelpfulness	2
Disrespect	1

- 3.11. It is very difficult to draw any inferences from the categories used above due to the small sample size. The anonymized Appendix gives more insight into the nature of the allegations raised in the context of the complaints

**3.12. Route**

**2019/20**

<b>Dealt with by I.P. and M.O.</b>	<b>1</b>
<b>Concluded after 'Review' by M.O. and second I.P</b>	<b>1</b>
<b>Externally investigated and withdrawn</b>	<b>1</b>
<b>Proceeded to Standards Hearing</b>	<b>0</b>

**2020/21**

<b>Dealt with by I.P. and M.O.</b>	<b>4</b>
<b>Dealt with after 'Review' by M.O. and second I.P</b>	<b>0</b>
<b>Externally investigated</b>	<b>0</b>
<b>Proceeded to Standards Hearing</b>	<b>0</b>

- 3.13. Almost all complaints are dealt with by the Monitoring Officer in conjunction with one of the two Independent Persons. These complaints do not come to the attention of the Standards Committee or the Standards Advisory Board (a sub-committee of the Standards Committee which looks at specific complaints) save by way of anonymized and very brief update at each Standards Committee meeting which is convened throughout the year.
- 3.14. One case involved the complainant seeking a “review” of the first-stage decision. The Council’s “Arrangements” allow for this right to be exercised in respect of all outcomes short of referral for independent investigation. A review is achieved by the Monitoring Officer sending the complaint to the second Independent Person, essentially for a second opinion as to outcome. In the case referred for Review the conclusion was not different to that reached

by the first Independent Person in conjunction with the Monitoring Officer. The view of the Monitoring Officer on this is that this demonstrates a broad level of consistency between the Monitoring Officer and the two Independent Persons as to the appropriate threshold and proper use of the Standards regime in individual cases, but also acts as a useful mechanism to test out initial decisions and to explore other avenues which may not have received particular attention when the complaint was first looked at.

- 3.15. The Independent Persons were also involved in many of the 30 cases received during these two years, in concluding with the Monitoring Officer that a complaint is not “valid” (see paragraph 3.5)

### 3.16. Outcome of allegations

#### 2019/20

<b>Rejected (not related to Code, or covered by another process)</b>	<b>0</b>
<b>Rejected (trivial, no public interest in pursuing, vexatious)</b>	<b>0</b>
<b>Rejected (no potential breach of Code disclosed)</b>	<b>2</b>
<b>Informal resolution (no breach, reparation desirable)</b>	<b>0</b>
<b>Informal resolution (low level breach, undesirable to take further)</b>	<b>0</b>
<b>Standards subcommittee hearing (outcome of ‘no breach’)</b>	<b>1</b>
<b>Standards hearing (outcome of ‘breach’)</b>	<b>0</b>

#### 2020/21

<b>Rejected (not related to Code, or covered by another process)</b>	<b>0</b>
<b>Rejected (trivial, no public interest in pursuing, vexatious)</b>	<b>0</b>
<b>Rejected (no potential breach of Code disclosed)</b>	<b>4</b>
<b>Informal resolution (no breach, reparation desirable)</b>	<b>0</b>

<b>Informal resolution (low level breach, undesirable to take further)</b>	<b>0</b>
<b>Standards hearing (outcome of ‘no breach’)</b>	<b>0</b>
<b>Standards hearing (outcome of ‘breach’)</b>	<b>0</b>

- 3.17. It is perhaps of remark that nationally the behaviour of Councillors, and Elected politicians generally, did attract considerable publicity and attention during the pandemic. The move to remote meetings led, in some Authorities, to a degree of confusion and even chaos. Equally, the radical and unprecedented adjustments to business practices led to allegations of less-than-transparent decision-making by public agencies. It is the experience of the Monitoring Officer that the City Council’s Elected Members adjusted very well to those changes, allowing both Council business and constituency business to proceed with minimum disruption.

### 3.18. **Timeliness**

The ‘Arrangements’ set the following timeframes:

Complaint received ► Acknowledged to Complainant (within 5 days) ► Acknowledged to Subject Member (within 5 further days) ► Initial filtering decision by M.O. and I.P (within 15 days) ► [Further Fact Finding] ► Outcome letter ► Review (within 15 days of request)

In cases referred for investigation ► Investigation (within 3 months of initial outcome letter) ► Hearing (within 3 months)

- 3.19. The figures for the number of days taken to deal with a complaint are included within Appendix A. A relevant variable is for cases where an initial filtering decision results in the Monitoring Officer undertaking some more fact finding before an outcome is recommended. This could either entail asking for more details from the complainant, or involve meeting with the Subject Member to discuss the allegations. These are not always achievable within the ten day window envisaged, though the Monitoring Officer is conscious that “drift” in speedily resolving complaints is of itself harmful.
- 3.20. The Monitoring Officer is confident that in all cases complainants and Subject Members are communicated with in such a way that they are not left in doubt as to what stage of the process has been reached in dealing with their complaint, and when outcomes will be reached. Where target timescales are likely to be exceeded, it is important to explain this to the parties involved in a complaint, and in those circumstances (where the delay is purposeful) it is more important to maintain contact and dedicate what time is needed to the resolution of the complaint than

to comply with rigid timeframes. The 'Arrangements' grant a degree of flexibility to the Monitoring Officer to achieve this aim.

### 3.21. **Cost**

No detailed analysis of the cost of operating the complaints regime has been undertaken, and neither would it be easy to do so. The vast majority of cases are dealt with without recourse to the Standards Advisory Board or a commissioning of any specialist investigations. The work is therefore absorbed within the day-to-day work of the Monitoring Officer in conjunction with one of the two Independent Persons. Most of this work in turn is conducted over e-mail.

### 3.22 **The future**

Nationally, there have been attempts the reform ethical standards regimes across England, and Leicester City Council will consider its own changes to the Code in 2022.

## 4. **FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

### 4.1. **Financial Implications**

None

### 4.2. **Legal Implications**

The Council's regime for dealing with allegations of Elected Member misconduct allegations complies with the provisions of the Localism Act 2011. (Kamal Adatia, City Barrister, ext 1401).

### 4.3. **Climate Change Implications**

None

**5. OTHER IMPLICATIONS**

<b>OTHER IMPLICATIONS</b>	<b>YES/ NO</b>	<b>Paragraph/References Within the Report</b>
Equal Opportunities		
Policy		
Sustainable and Environmental		
Crime and Disorder		
Human Rights Act		
Elderly/People on Low Income		
Corporate Parenting		
Health Inequalities Impact		

**6. BACKGROUND PAPERS – LOCAL GOVERNMENT ACT 1972**

**7. REPORT AUTHOR**

7.1. Kamal Adatia, City Barrister and Head of Standards.



# COMPLAINTS UPDATE: 01/07/19 – 30/06/21

Reference	Subject Member	Complainant	Nature of complaint	Route	Outcome	Turn-around time (days)	Reparation
<b>July 2019 to June 2020</b>							
2019/18	Cllr 1	Public (representing a faith organisation)	Cllr taking part in public demonstration condemning the actions of a foreign Government discriminated against a faith group here	Externally investigated & reported to Standards Advisory Board	Rejected by Standards Advisory Board. (i) Cllr not acting as a Cllr at the event and (ii) his comments were not inflammatory. Criticism of the actions of foreign Governments can be legitimate	172	Cllr advised to be careful about social media posts/photos to avoid accidental insensitivity
2019/22	Cllrs 2,3,4	LCC employee	Conduct of Members towards Council Officer at a Ward meeting	MO + IP	Rejected - no breach or potential breach of the Code of Conduct. The exchanges were at times robust but did not amount to bullying.	49	A better planned Agenda could have averted some of the frustration that occurred at the meeting due to a mismatch of expectations between the officer and the Members



Reference	Subject Member	Complainant	Nature of complaint	Route	Outcome	Turn-around time (days)	Reparation
2020/04	Cllr 5	Public	Ward Cllr breached confidentiality by keeping surgery room door open during constituent's query	MO + IP and Review	Rejected - no breach or potential breach of the Code of Conduct. The Cllr had dealt with the issue (effectively) multiple times previously and kept the door ajar (without breaching any confidence) because he felt that the constituent might misrepresent the exchange later	53	
<b>July 2020 to June 2021</b>							
2020/16	Cllr 6	Public	Lack of response from Cllr over issues raised over period of 2 years	MO + IP	Rejected – no breach. Cllr had regularly dealt with the constituent's issues as best he could. A Corporate Complaint about the policy over which the constituent was aggrieved had also been concluded.	34	Cllr could have written to the constituent to explain why he would no longer engage in further correspondence over this same issue.

Reference	Subject Member	Complainant	Nature of complaint	Route	Outcome	Turn-around time (days)	Reparation
2021/01	Cllr 7	Public	Cllr made derogatory comments about another local business (applicant) at Planning Meeting – quoted in press	MO + IP	Rejected – no breach of code of conduct. Being ‘objective’ does not mean being ‘neutral’. Cllrs are entitled to criticise and challenge proposals. The negative language used by the Cllr was directed at the ‘proposals’, not at any ‘people’.	15	
2021/05	Cllr 8	Public	Lack of response to correspondence on Housing matters	MO + IP	Rejected - no breach of code of conduct was found. Constituent had written to all three Ward members over the issue and one had taken the lead	29	Cllr could have replied to constituent after receiving a chaser to clarify that the co-Cllr was leading.
2021/06	Cllr 9	Public	Comments tweeted by Cllr are anti-Semitic and neither impartial nor objective	MO + IP	Rejected – no breach of the Code of Conduct. Cllrs are not required to be “impartial” and criticising the actions of a foreign Government is not, of itself, antisemitic.	2	



# **Leicester City Council**

## **Scrutiny Review**

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### **Housing Crisis in Leicester**

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## **A Review Report of the Housing Scrutiny Commission**

**Housing Scrutiny Commission  
22 September 2022**

**Overview Select Committee  
27 September 2022**

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# Housing Scrutiny Commission

## Task Group Members:

Councillor Stephan Gee (Chair of the review)  
Councillor Hanif Aqbany  
Councillor Padmini Chamund  
Councillor Luis Fonseca  
Councillor Patrick Kitterick  
Councillor Gary O'Donnell  
Councillor Vandeviji Pandya  
Councillor Elaine Pantling  
Councillor Sharmen Rahman  
Councillor Sue Waddington  
Councillor Paul Westley (Chair of the Commission)  
Councillor Geoff Whittle

## Chair's Foreword

I would firstly like to thank the many members from across the authority who took the time and trouble to take part in this review. Membership came from not just the Housing Scrutiny Commission but all members who were not executive members were invited to attend, and the expertise and observations they provided were deeply appreciated.

On behalf of the Task Group, I would also like to thank the many officers, from inside the housing department and across other departments, for the contributions they have made to the work.

The review was prompted by a range of factors, but most keenly felt was the erosion of affordable social housing through the right to buy mechanism which has put a choke on housing for those who most directly need it.

One of the upshots of the review was to look to capture and use the very detailed knowledge that members have within their own communities and reflected the many comments and observations that came from members and their knowledge of local issues.

While a shortage of new social rented housing was a contributing feature of the housing crisis, a full range was highlighted, including problems facing those who own their own homes or living in the private rented sector (PRS).

Members recognise the value of the PRS, while also pointing to adverse issues within the sector, particularly high rents, poor housing, antisocial behaviour by tenants and landlords who fail to maintain fully the homes occupied by their tenants.

Frustration with the planning system, which appears to freeze potential housing sites out of the reach of housing providers, and by extension was beyond the reach of those in greatest need, was also a feature of the review.

The related developing crisis of rocketing inflation and energy costs only highlights and underscores the issues which have contributed to the housing disaster facing so many people.

And so does the failure of government policy to even begin to recognise, let alone solve, the problems tens of thousands of people across our communities' face.



**Councillor Stefan Gee;** Task Group chair

## **1 Executive Summary**

### **1.1 Background to the Review and Key Findings**

- 1.1.1. A national picture of growing pressure on housing and other services is described in this review. Within the city of Leicester one figure stands out which maybe above any other reflects the crisis and pressures facing the city council and its residents.
- 1.1.2. Since the early 1980s the council has lost around 14,000 homes through the right to buy (RTB). Council tenants within the city have been targeted by agencies encouraging them to take up RTB. They have been helped in this by the standards of housing maintained by the city council.
- 1.1.3. The reduction in available social rented housing to 19,673 by the end of the last financial year would have been even lower without the acquisition or building of 1,150 new council homes. How the council can use RTB receipts has changed and the rules governing them have become more restrictive.
- 1.1.4. Leicester is a generally low-wage city, and this is reflected in the difficulties people have faced in getting housing and staying in the housing they have. Housing conditions mean that one of the major reasons for being accepted as homeless stems from overcrowding.
- 1.1.5. Overcrowding featured as the main reason for households being put on the housing register more than three times the number being homeless or facing the threat of homelessness. 2,927, or 46% of those being put on the register, cited overcrowding, against 867 (14%) who were homeless or threatened with homelessness.
- 1.1.6. Rising population numbers, now and in the future, underscored the need for further housing. Population trends include rising numbers of older people and/or households including disabled people.
- 1.1.7. The task group highlighted the need for housing which could be adapted to cater for those needs without requiring people to move out of their own home.
- 1.1.8. A theme from members through the inquiry was the inability to get land which had been zoned for other uses, for example industrial development, but which had remained undeveloped, to be re-allocated for housing, and specifically for social rented housing.
- 1.1.9. A further planning issue for members was the time taken to produce and approve a new Local Plan for the city, although they also recognised national government had not helped the process by making changes to the rules around local plans.



- 1.1.10. The most recent changes, in May 2022, saw the Department for Levelling Up, Housing and Communities (DLUHC) introduce planning reforms via the Queen's Speech in and alongside a new [Levelling Up and Regeneration Bill](#). The reforms outlined in [DLUHC's policy paper](#) "seek to improve the planning system and further empower local leaders to regenerate their local area and will be introduced through primary and secondary legislation, and through non-legislative measures."

## 1.2 RECOMMENDATIONS

The Assistant Mayor for Housing and the Executive consider the following recommendations:

### **Call for action by Central Government**

This Commission calls on the Government to act now to end the housing crisis by:

#### **1.2.1 Funding for 150,000 New Social Homes a year**

Fully funding councils to deliver the building of 150,000 social rent homes each year, including 100,000 council homes. Invest £12.8 billion a year over the next ten years to deliver the social rented homes needed to break the back of the national housing crisis.

- 1.2.2 Announce the next 10 years of the Affordable Homes Programme (AHP) now, rather than waiting until 2025/6 to announce the next tranche of funding. This will provide long-term certainty to local authorities and housing associations, allowing them to deliver far more homes at a faster pace.

The government must also significantly increase the proportion of the AHP which is spent on genuinely affordable social rented housing

#### **1.2.3 Long term, no-strings fully funded Climate Retro Fitting for Council Housing**

Fund the retrofitting of council housing to cut greenhouse gases, provide jobs and promote a shift from outsourcing to Direct Labour Organisations. & Pilot a programme of Net Zero social housing to help deploy and reduce the cost of technology needed to meet the Future Home Standard and deliver on our commitment to Net Zero.

This should be funded in addition to the AHP and co-owned by BEIS and MHCLG to reduce to cost of the Net Zero transition in a socially equitable way

#### **1.2.4 Cancel Housing Revenue Account Council house debt**

Removing council housing debt to address underfunding of Housing Revenue Accounts.

#### **1.2.5 End the Right to Buy Scheme for Council Housing**

End the Right to Buy Scheme to stop the loss of truly affordable housing for those people that cannot afford to access other Housing

#### **1.2.6 Longer Term and increased levels of Viability Land Funding**

Govt funding support to help with the release of new housing sites including on brownfield land to increase viability and delivery.

### **PRIVATE SECTOR HOUSING**

#### **1.2.7 Large, sustained Increase in Local Housing Allowance rates to address affordability**

Government to increase Local Housing Allowance levels in line with inflation. Local Housing Allowance must be unfrozen and kept in line with at least the 30th percentile of rents to enable people on benefits to access Private sector housing

#### **1.2.8 Legislate to End Section 21 'no fault' evictions**

Ending Section 21 (no fault) evictions to reduce the number of people going through homelessness and spending time in temporary accommodation

#### **1.2.9 Legislate to create 5-year minimum private sector tenancies**

Demand government legislate for five-year minimum tenancies as standard, with a rolling break clause of 2 months to allow tenants flexibility to increase tenancy sustainment

#### **1.2.10 Close loopholes with regulation on holiday accommodation**

Government to review policies to ensure all holiday accommodation is properly regulated, complying with local planning policies and taxes. This could include an extension of the 90-day short let legislation, a proper planning class for short lets and proper licencing for them. With the focus

of preventing people finding loopholes in the taxation system and prevent too many local homes being converted to holiday accommodation

**1.2.11 Give Local control and ownership of setting Holiday Home Council tax levels**

Local control of Government to allow local councils to be able to charge 200% Council Tax on second / holiday homes, as they do in Wales.

**1.2.12 Policy change to help those with No Recourse to Public Funds access Housing**

Lobby government to push for change in no recourse to public funds policies to support those currently unable to access benefits support to access Housing to be able to do so.

**1.2.13 Introduce a National Landlord register**

Government introduce a National Landlord register to give greater oversight of the PRS including rogue landlords

**1.2.14 Fund the retrofitting of council housing to cut greenhouse gases, provide jobs and promote a shift from outsourcing to Direct Labour Organisations. & Pilot a programme of Net Zero PRS housing to help deploy and reduce the cost of technology needed to meet the Future Home Standard and deliver on our commitment to Net Zero.**

**NEW HOUSE-BUILDING**

**1.2.15 New Council tax charges on undeveloped Housing sites**

Government to allow a Council Tax charge on housing plots with planning permission if they have not been built after a specified period. This would encourage developers to get on and build their sites without delay. Also lobby to introduce planning contracts rather than permissions with penalties for undue delays

**1.2.16 Enhanced arrangements to enable developers deliver Affordable Homes**

In the wholesale review of S106 arrangements (linked to Levelling up) taking place Government should strengthen arrangements to ensure delivery of the required affordable housing and remove the opportunity for developers to avoid Affordable housing delivery for 'viability' reasons.

- 1.1.17 The city welcomes incoming communities, but the Government's refugee settlement programmes be on a national basis rather than focussed on already crowded urban settlements.

### **1.3 City Council Asks**

#### **COUNCIL HOUSING**

##### **1.3.1 The Council to maximise its own Council Housing delivery**

The Council to develop an active Housing delivery plan for the next 10 years.

Leicester City Council continues to actively seek opportunities to invest in Council owned social housing with highly sustainable specification.

The Council to provide even more suitable and affordable temporary & stepped accommodation with a long-term sheltered accommodation offer.

The council delivery programme to have clearly identified objectives and targets over the time of the programme.

##### **1.3.2 Increase and free up existing Council Housing for those in greatest need**

Use some of the affordable housing revenue to introduce payments to those council tenants downsizing to make the move more attractable and affordable in order to free up homes for families

##### **1.3.3 The Council to deliver Exemplar Low and No carbon new build sites**

The Council establish the development of an exemplar site of low carbon modular housing, to show that developments like this can be both stylish and great to live in

##### **1.3.4 Tackle Overcrowding & the need for Adaptations in the City**

The Council utilises its Overcrowding Strategy and develop an Adaptations Strategy to help those on the Housing Register in the most serious Housing need

## **PRIVATE SECTOR HOUSING**

### **1.3.5 Tackle poor quality PRS housing in the City**

The Council to deliver its PRS Strategy including PRS consultation and implementation to drive up the standard in this sector and expand the PRS regulatory framework to drive up standards and improve the lives of tenants in the PRS.

The Council to rigorously pursue unauthorised developments and breaches of planning control to safeguard residential amenity and improve quality of stock

There should be further promotion of the Private Rented Sector offer from the Council to Private landlords to make properties available for local families in need.

### **1.3.6 Work with other providers to facilitate affordable housing in the City**

The City Council work closely with registered providers to ensure the best use of those properties, such as to encourage tenants to downsize where possible and make larger properties available for larger households

### **1.3.7 Reduce the level of empty homes in the City**

Development of an Empty Homes strategy. Owners of empty homes be helped by repurposing their empty homes or second homes back into use

### **1.3.8 Investigate the viability and effectiveness of a Housing company to meet market needs**

The Council urgently investigates the viability and justification for a Housing Delivery company vehicle for Leicester.

## **NEW HOUSE BUILDING**

### **1.3.9 Work with other providers to facilitate affordable housing in the City**

Secure more house building sites through an urgent review of existing undeveloped Local Plan sites designated for non-housing purposes e  
To review all Brownfield sites within the City and develop an urgent programme for the delivery of new Council housing on these sites  
A mechanism be set up to enable Ward Councillors to feed in any localised site (brownfield/greenfield/conversion) that should be reviewed for Housing with a mechanism for review by senior officers and the Lead member for Housing

To maximise the opportunities within the new local plan to secure sufficient Housing land plots suitable to achieve the strategic and political aims of the Local Authority over the next 10 years

- 1.3.10 The work of the recently created housing board be concentrated on identifying development or conversion opportunities to provide the urgently required social and other housing needed within the city. That the housing board report to scrutiny within six months on its aims, objectives and work done so far.
- 1.3.11 The task group is asked to engage in the formulation and oversight of a target-based action plan to deliver the Council asks, and that regular reports be submitted for consideration on progress and delivery, including an update at the first Housing Scrutiny Commission meeting in 2023.

## **2 REPORT**

### **2.1 Background**

- 2.1.1 A national picture has emerged, which is reflected perhaps even more acutely in Leicester, of growing pressure on housing and other services. The Office for National Statistics estimates there will be a population increase of 11m over the next two decades.
- 2.1.2 This task group was shown evidence of trends within this increase: “People are growing older and living longer. It is estimated that over the coming years the population of over-65s will rise by 7m.”
- 2.1.3 Meanwhile, 2.9m people aged 20-34 are living with parents, and for many, home ownership is no longer a tenure of choice or aspiration, and the private sector is often the only choice for newly formed households, which is producing “generation rent.”
- 2.1.4 The 2016/2017 English House Condition Survey concluded that “while the under-35s have always been under-represented in the private rented sector (PRS), over the last decade or so the increase in the proportion of such households in the PRS has been particularly pronounced. In 2006/2007 27% of those aged 25-34 lived in the PRS. By 2016/2017 this had increased to 46%.
- 2.1.5 Over the same period the proportion of 25-34-year-olds in owner-occupation fell sharply, from 57% to 37%, meaning households in the 25-34 age range were more likely to be renting privately than buying their own home.
- 2.1.6 Other issues, including quality of living in households, demonstrated signs of erosion of standards and quality. For example, in 2016/2017 five per cent of households in the PRS were living in overcrowded accommodation.
- 2.1.7 The supply of truly affordable homes for rent falls well short of what historically was delivered to meet the needs of people living in inadequate housing. [The Centre for Social Justice](#) reported in November 2021 that:
- tonight, over 90,000 families and more than 120,000 children will go to sleep in ‘temporary accommodation’ (including bed and breakfasts), with serious implications for health and education.
  - over two thirds (69 per cent) of private renters in the lower two income quintiles spend 30 per cent or more of their disposable income on rent, representing 1.2 million households.
  - an estimated 150,000 properties see parents sharing a bedroom with their children.
  - high housing costs have critically undermined the impact of positive government initiatives to raise incomes among lower earners (such as

increasing the minimum wage and personal tax allowance), constituting a key driver of 'in-work poverty'.

- 60 per cent of private renters have less than £100 in savings, making even low-cost home ownership affordable housing products (such as Shared Ownership or First Homes) unattainable.

2.1.8 The financial consequences of this multi-faceted housing crisis are just as stark with housing benefit spending rising dramatically to account for the systemic changes which have been made in the way our nation is housed.

2.1.9 With more reliance on the PRS to house lower-income households spending on housing benefits (HB) was forecast to be £30.5bn by 2021-22, more than double the total government grant allocation for affordable housing until 2026, in just one year.

2.1.10 While the total benefit spending is higher in the social rented sector the spending per home in the PRS is considerably higher.

2.1.11 Other social attitudes are amplified within the housing crisis. Two million adults in Britain say they have faced discrimination when looking for a home. The housing crisis is likely to have a greater impact on you if you are Black or Asian, gay or bisexual, disabled or a single mother.

2.1.12 Structural racism and discrimination means many marginalised groups are likely to be on low income and thereby forced into unsuitable housing. The Government's "no recourse to public funds" policy stops many migrants from accessing Universal Credit (UC) and homelessness assistance, disproportionately affecting people of colour.

2.1.13 Nearly 1.4m people are affected by the "no recourse to public funds" policy which disproportionately affects people of colour and is directly responsible for forcing people into homelessness.

2.1.14 "No DSS" policies and practices from private landlords and letting agents have created huge barriers to accessing PRS homes, a discriminatory practice with greatest impact on women, disabled people and Black and Bangladeshi families.

### **The changing face of housing**

2.1.15 While owner-occupancy (65% of households) remains the most common housing tenure, but recent decades have seen seismic shifts within the rented sectors of the housing system.

2.1.16 In the early 1980s just under a third of households lived in homes let by either a council or housing association. This proportion has fallen to 16.7%, with the social rented sector down from 5.4m households to 4m.



- 2.1.17 At the same time the PRS has grown sharply; after housing one in ten households in the early 1980s the PRS has increased by 2.4m since 2000 and now houses nearly one in five households.
- 2.1.18 This growth has been driven in part by the inability of tenants to become home-owners. In 2004 nine per cent of those aged 34-44 lived in the PRS. By 2020 this had tripled to 27% while the rate of owner-occupancy in the sector had fallen from 74% to 56%.
- 2.1.19 Another trend has been for those on low or modest incomes who might once have lived in council or HA social rented housing but who now struggle to access social housing due to a limited and shrinking housing stock and rising demand.
- 2.1.20 Today 1.15m households are on official social housing waiting lists and the Local Government Association (LGA) estimates this figure could almost double to two million as the economic effects of Covid-19 continue to materialise.<sup>1</sup>

### **The position in Leicester**

- 2.1.21 Leicester is the largest city in the East Midlands and has two universities and three hospitals. The combined student population was just over 43,000 in the 2017/18 academic year.
- 2.1.22 By 2021 a BRE survey showed the city had around 142,000 dwellings; 43% were owner-occupied, 35% PRS and 22% social rented homes. But Right to Buy (RTB) sales saw the stock reduce by 409 homes in 2020/21. The council has lost 1,890 homes in the last five years.
- 2.1.23 Since 1980s the city council has lost more than 14,000 homes and its share of housing in the city has fallen to 15.5% in 2017 from 36% in 1981. Around 6,000 households are waiting for council housing and are on the register. In 2020/21 2,600 households approached the authority saying they were homeless or being threatened with it.
- 2.1.24 Growth of the PRS in the city means it now stands at 50,000 homes (35% of the stock, against a national average of 19%). Nineteen out of 21 wards have a proportion of PRS housing higher than the national average.
- 2.1.25 Leicester's people suffer lower incomes than those in many cohort communities. Recent research has concluded that Leicester has seen
- A worsening of its housing affordability ratio
  - A level of unemployment (7.5%) which is almost double the regional average
  - A high proportion of residents in elementary occupations and/or low-level earnings

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<sup>1</sup> This is without taking into account the further impacts of inflation and heating costs.

- 2.1.26 The rate of housing overcrowding in the city at 15.2% is almost three times the regional figure. Between 2001 and 2011 there was a rise of almost 60% in the level of overcrowded households -almost double the national growth.
- 2.1.27 Overcrowding is given as a major reason for appearing on the city council's housing register at almost three times the rate of those applying through homelessness or threat of homelessness.
- 2.1.28 In Leicester there are around 9,600 houses in multiple occupation (HMOs). Around 2,250 have come under the influence of a newly created mandatory licensing scheme. 48% are in the Westcotes, Castle, Stoneygate and Fosse wards.
- 2.1.29 The licensing system is aimed at driving up housing standards and housing management quality in a sector to which the council has had to look increasingly for help in easing the pressures caused by increased homelessness (4,803 in 2019/20 approached the council for help), the collapse in the supply of truly affordable housing and the continued erosion of stock through RTB.
- 2.1.30 Members during the review expressed concern about the flexibility of the planning process. Work was continuing on a new Local Plan, and Leicestershire district councils had agreed<sup>2</sup> to take the pressure off the city's development programmes by taking 18,700 new homes from the Government-imposed target for the city.
- 2.1.31 However there was support for the view that where industrial, commercial, or other non-housing sites had not been developed, perhaps for decades, those sites should be re-zoned as housing.

## **2.2. Conclusions**

- 2.2.1 The wide-ranging and deeply damaging impacts of the crisis in housing, in terms of standards, quality of buildings and the sheer lack of enough affordable housing for the communities within the city was set out in graphic detail in the data and information provided for this review.
- 2.2.2 The loss of social housing through the right to buy does not mean the housing is "lost" but it does become beyond the reach of those who through a variety of reasons cannot gain access to housing.
- 2.2.3 The task group did not take evidence on the way in which rising inflation, particularly relating to heating costs, will affect the city's communities. The sense is that the sharply rising cost of heating will act as an accelerator for all the issues which have driven so many people into housing poverty over the past two decades.

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<sup>2</sup> [Thousands of new homes need to be built in Leicestershire](#)

### **3 Financial, Legal and Other Implications**

#### **3.1 Financial Implications**

##### **3.1.1 Overview**

The general principle for assessing the financial viability of a site is to consider (a) the total expenditure that will be incurred in building the dwellings, bringing them to a lettable standard, and managing them over their life, and (b) the total income that will be received over that same period through the rent that can be charged.

##### **3.1.2 Expenditure**

Expenditure on managing and maintaining the dwellings on an on-going basis is projected forward, including capital maintenance, day-to-day repairs, property management costs, interest, and debt. Because of the high up-front costs, new builds and acquisitions are typically financed with 50% from prudential borrowing. This borrowing is repaid on a flat line basis over a 50-year period, subject to the length of the asset life. Interest is charged on the debt, with annual interest charges reducing over the life of the asset as the borrowing is gradually repaid. Whilst interest rates are currently low, these are assumed to rise in the long-term.

##### **3.1.3 Income**

For most Council-owned new build or dwelling acquisition projects Right to Buy (RTB) receipts are used to part-finance the build; where this is the case, the Council charges 'Affordable Rent', equal to 80% of market rent for those properties. Rents are capped at the LHA rate to ensure they are genuinely affordable. Assumptions are made as to likely void levels and debt that may have to be written off. Together these give an estimate of the annual net rental income.

##### **3.1.4 Financial Affordability Assessment**

As a general rule of thumb, the desire is for the cumulative income over a 30-year period to equal or exceed the cumulative expenditure over the same period. However, since most dwellings are expected to have a life of at least 50 years, a longer period of time will also be considered. It is important to note that this is not an exact science; assumptions need to be made about what will happen over a long period of time.

The outcome of a financial assessment will provide an indication of whether proceeding with a site is likely to provide a positive financial impact to the HRA; this can then be considered alongside other factors so that a decision can be made whether to proceed with a site.

The level of funding available to the Council is limited, and for the HRA specifically this is limited to the amount of money raised through rents & service charges, plus grants from central government. The financial implications of initiatives will be considered at the time of proposals being developed. The Council will remain alert to government funding opportunities to help address the issues identified in this report.

*Stuart McAvoy – Acting Head of Finance*

### **3.2 Legal Implications**

There are no direct legal implications arising out of this review. If proposals are developed into potential policy or decisions, then detailed legal advice would need to be taken nearer the time.

*Kamal Adatia, City Barrister ext 37 1401*

### **3.3 Equality Implications**

This report highlights a number of equalities issues that may impact people from a range of protected characteristics in relation to housing in the city. As proposals are developed, there needs to be greater consideration given to the impacts with the need to give due regard to how it will affect people who share a protected characteristic.

Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

*Kalvaran Sandhu, Equalities Manager, Ext 37 6344*

### **3.4 Climate change Implications**

Housing is the biggest single source of carbon emissions in the city, and is responsible for a third of Leicester's carbon footprint. Following the city council's declaration of a Climate Emergency in 2019, and its aim to achieve carbon neutrality, addressing these emissions therefore vital in achieving this ambition. Tackling this challenge will require funding and support on a massive scale, to meet the challenge of retrofitting the city's housing stock.

This report calls for further support from Government, to fund the measures required to achieve net zero for both the council's own housing stock and within the private rented sector. As noted within the report, home energy costs are also a major contributor to the current cost of living crisis, with Leicester facing high rates of fuel poverty due to the condition of its housing stock, which can also be mitigated through increasing the energy efficiency of housing.

The report also sets out the need to ensure that new council housing is delivered to the highest possible standards of carbon reduction. This should include the installation of high-performing insulation, energy efficient heating, low energy lighting and low carbon/renewable energy systems such as solar PV panels and heat pumps. Any development will nonetheless be required to follow policy CS2 of the Adopted Leicester Core Strategy and relevant Building Regulations. A toolkit is also being developed to support the achievement of reduced carbon emissions in council capital construction and renovation projects.

*Aidan Davis, Sustainability Officer, Ext 37 2284*

## **4 Summary of Appendices**

Appendix A – Scoping document  
Appendix B – Meeting notes  
Appendix C – Report to the Task Group in August 2022  
Appendix D – Report to the Task Group in February 2022

## **5 Officers to Contact**

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## APPENDIX A: Scoping document

The scoping document below was agreed by the Overview Select Committee on 24 March 2022

To be completed by the Member proposing the review		
1.	<b>Title of the proposed scrutiny review</b>	<u>Housing Crisis in Leicester</u>
2.	<b>Proposed by</b>	Cllr Paul Westley (Housing Commission chair)
3.	<b>Rationale</b>	<p>To understand and influence the factors which have combined to create a shortage of affordable housing for the communities within Leicester.</p> <p>Influences will include regional and national policy and economic and social factors</p>
4.	<b>Purpose and aims of the review</b>	<p>To propose changes to local and national policy to mitigate the effects of housing shortages and poor-quality housing.</p> <p>To provide a platform for campaigning on a local basis for a wider pool of affordable social and other housing.</p> <p>To contribute by so doing to council (and other) policy formation and to encourage outside agencies</p>
5.	<b>Links with corporate aims / priorities</b>	<p>Housing, and good quality housing, have a direct bearing on homelessness, overcrowding, mental and physical health and employment and education performance.</p> <p>Social housing in particular helps the life chances of the most deprived members of our communities.</p>

6.	<b>Scope</b>	<p>The review will include issues relating to the</p> <ul style="list-style-type: none"> <li>• housing department, which has direct responsibility for the council's housing stock,</li> <li>• environmental health, which has oversight of private rented sector housing conditions;</li> <li>• economic development, which covers skill supply and shortage issues within the construction sector;</li> <li>• Planning and development control, and the clear definition of section 106 objectives to support the growth of social housing on a site-specific and more city-wide basis.</li> </ul>
7.	<b>Methodology</b>	<p>The review will be conducted by a task group chaired by Cllr Gee.</p> <p>Membership need not be confined to members of the housing scrutiny commission.</p> <p>A series of meetings will receive local and national evidence on the issues set out in sections 4-6.</p> <p>The meetings will look at a range of issues, including tenure, supply of housing and affordability.</p> <p>The commission will seek information from local interested organisations and individuals, and will be provided with summaries of and links to national reports and data.</p>
	<b>Witnesses</b>	<p>City council witnesses (officers, executive members and councillors)</p> <p>Local organisations dealing with homelessness and associated issues (health, poverty, private housing standards) may also be called upon.</p>
8.	<b>Timescales</b>	Up to six months
	<b>Proposed start date</b>	April 2022
	<b>Proposed completion date</b>	By September 2022

9.	<b>Resources / staffing requirements</b>	<p>Scrutiny officer time within existing workload.</p> <p>The officer time from services within Housing and possibly other divisions contributing to the review.</p> <p>It is not anticipated that any additional resources will be required.</p>
10.	<b>Review recommendations and findings</b>	Executive
11.	<b>Likely publicity arising from the review</b>	The review will from time to time attract media attention depending on the nature and quality of the material provided.
12.	<b>Publicising the review and its findings and recommendations</b>	<p>These will go to the OSC (and executive).</p> <p>Usual media resources will be used to highlight the work in progress and the outcomes</p>
13.	<b>How will this review add value to policy development or service improvement?</b>	The issues are national and regional, but the impacts are regional and local. They may help influence and frame policy development at council level.
<b>To be completed by the Executive Lead</b>		
14.	<b>Executive Lead's Comments</b>	<p>I warmly welcome the Housing scrutiny reviews focus on the housing crisis which is probably one of the biggest challenges we face as a City now and also going in to the future. Failure by Central government to lead the way and affect new build delivery because of poor policies and lack of financial investment in new build housing has led us to a crisis where people's health and wellbeing is being significantly affected because they are unable to find the home that meets their and their families' needs.</p> <p>It is essential from this piece of work that as a local authority we are able as a single voice to loudly call for much, much more to be done by Central government to rectify their failings and help the people of Leicester to get the home they deserve.</p>



Comments from the relevant Director		
15.	Observations and comments on the proposed review	The Scrutiny review working party by Housing scrutiny commission is welcomed to focus more attention on the Housing crisis that the City is facing. Highlighting the significant challenges and issues that brings for the people of Leicester and the ability for the City Council to be able to meet its statutory legal duties in relation to Homelessness and to enable people to be able to find suitable, secure and long term homes that meet their needs.
	Name	Chris Burgin
	Role	Director of Housing
	Date	14/3/2022
To be completed by the Scrutiny Support Manager		
16.	Will the proposed scrutiny review / timescales negatively impact on other work within the Scrutiny Team?	The review as anticipated can be carried out within existing team resources.
	Do you have available staffing resources to facilitate this scrutiny review	Yes
	Name	Francis Connolly
	Date	15 March 2022

## **APPENDIX B**

### **Task Group meetings – notes of proceedings**

**Wednesday 27 April 2022**

#### **In attendance**

Cllr Gee (Chair)

Cllr Fonseca

Cllr Kitterick

Cllr O Donnell

Cllr Pandya

Cllr Pickering

Cllr Rahman

Cllr Waddington

Cllr Whittle

Cllr Cutkelvin

Chris Burgin, Director of Housing

Jerry Connolly, Scrutiny Support Officer

Francis Connolly, Scrutiny Support Manager

#### **Introductions**

Cllr Gee welcomed all present to the meeting. He explained that this work would examine both the issues and challenges facing communities and individuals in Leicester as well as possible initiatives to confront such issues and challenges. It was noted that given the broad remit of the review members from across the City Council had been invited to participate.

Cllr Gee noted that this initial meeting would receive an outline presentation from Chris which set out some of the factors that have led to the current crisis, as well as the broader local and national context.

#### **Presentation on the ‘Housing Crisis’**

Cllr Cutkelvin welcomed the work of this task group. She referred to the many occasions in which she and other councillors deal with those who are facing severe problems in respect of housing, with the most fundamental issue being an overall shortage of homes.

She invited the group to inspect these problems in detail and to draw conclusions around what else can be undertaken by the City Council to support people and how the government can create better conditions to effectively deal with the problems.

Cllr Cutkelvin felt that it was vital that the extent of the current pressures was communicated publicly in a meaningful way and invited the task group to recommend appropriate action in respect of this.

Chris provided a presentation which set out some of the fundamental points that the task group could examine and was based upon a contextual paper that had been submitted to Housing Scrutiny Commission on 28 February. The following key points were made:

- The three key factors that have led to a crisis are population increase, lack of land/house building and tenure change/affordability.
- A national population increase of 11m over the next two years is anticipated.
- Due to the population increase, a further 1.5m new homes in the UK are required by 2031.
- There has been a sharp decline in access to affordable homes, and the government's target of 300,000 new homes each year has not been achieved since 1969.
- As a result, homelessness has increased, there is a lack of truly affordable housing and a lack of suitable housing to meet changing and more complex needs.
- Nationally, there has recently been a significant increase in the number of private renters as opposed to social renters.
- In Leicester, there has been a 20% reduction in the percentage of Council rented properties since 1981.
- Council stock continues to be lost via the Right to Buy scheme with 1,890 properties being lost in the past five years.
- Housing problems have led to increased health issues. 1 in 9 children now live in overcrowded properties. Poor housing standards are linked closely with chronic ill health, debt, disruptive child development and relationship breakdown.

### **Contributions from Task Group Members**

Following the presentation, members asked questions and raised suggestions in terms of the future activity of the task group. The key points raised were as follows:

- (i) The review should explore in more detail the availability of land in the city for house building ventures.
- (ii) The review should also examine problems and constraints with the planning system that pose additional difficulties in helping to address the overall shortage of homes.
- (iii) This should include interaction with those developing the Local Plan in terms of how opportunities to develop more social housing are being taken forward. In particular, it was felt that the designation of some particular sites should be questioned and that more imaginative solutions (including greater provision of social housing) for the city's more significant sites should be proposed.

- (iv) The review could to some extent consider how some services to tenants could be improved such as improvements to home maintenance. It was accepted that the review will primarily focus on the key themes that contribute to the housing crisis and the overall shortage of housing, and that issues that relate to various channels of LCC service delivery would be raised, and in many cases, it may be recommended for these to be examined as part of the Housing Scrutiny Work Programme.
- (v) In addition to improvements to home maintenance, one issue suggested for separate exploration by the Housing Scrutiny Commission concerned the process behind void property and the need to understand more about void turnaround times.
- (vi) The issue of imposing rent caps was raised, with it being noted that this may be an area to seek further exploration by national government.
- (vii) Consideration could be given in seeking the views of Housing Associations/Shelter on the issues faced by the housing crisis.
- (viii) Further information was sought in respect of the level of overcrowding that related specifically to City Council tenants.
- (ix) It was also questioned whether land owned by the city council beyond the LCC boundary could be utilised to help fulfil house building requirements. Chris sought to find out more detail.

### **Next Steps**

- A programme of further task group meetings should be arranged throughout the summer.
- That the next meeting would focus on the need to provide more homes and would examine the challenges to house building with the Head of Planning and other key internal stakeholders.
- Further sessions would then be held to cover the broader themes set out in Chris' presentation and suggested by members as above.
- Consideration was needed in respect of the involvement of external stakeholders including those suggested in point vii above.
- Further information be provided by the Director of Housing in response to the points outlined in points viii and ix above.

**Wednesday 29 June 2022**

### **In attendance**

Cllrs Whittle; Westley; Cutkelvin; Fonseca; Kitterick; Pandya  
Chris Burgin, Director of Housing  
Richard Sword: Director: City developments and neighbourhoods  
Grant Butterworth: LCC Head of Planning  
Jerry Connolly, Scrutiny Support Officer  
Francis Connolly, Scrutiny Support Manager

### **Apologies**

Cllrs Gee; Waddington: O'Donnell; Pickering

Richard Sword opened the meeting by setting the local and national context. There was a national crisis in housing... with Leicester part of that pattern.

What challenges face us? Leicester is quite small, and available sites are small and quite complex.

We needed to deliver 14,700 new homes in ten years... Planning team had been conducting development work and consultation on local plan...

During preparation the government had added 35% to development numbers from original targets in 2020.

There were 18,700 homes to deliver that we can't deliver on the sites on the city...

He said that while it was easy to focus on negatives there are lots of positives in the development picture. For example, housing associations had delivered effectively. Difficulties included cost inflation and many sites were in private ownership and this provided a barrier to development of social rented housing. Cllr Westley commented that the government wanted private developments and not social housing and suggested housing associations were a law unto themselves...

**Grant Butterworth** introduced a review of progress on the Local Plan. He said there were a number of major routes to affordable housing provision

- Via housebuilders through S106 funding
- Direct delivery by council housing or development teams (supported by HRA funds, Homes England sometimes with S106 funds)
- Direct delivery by Housing associations (who act as developers)
- Through the council acting as a master developer bringing sites to market

He said that for the next Local Plan we were looking with five strategic sites, not all owned by the council, but that some of the sites may not be allocated...

With small sites, many are owned by the council, most are designated open space but have been subject to opposition through the consultation process.

Cllr Kitterick asked: Are student numbers included?

The response was that student accommodation does count towards the target and had contributed to up to half the delivery target in some previous years.

Grant Butterworth said the government kept increasing targets... the new 35% increase for the 20 largest Cities was undeliverable for many including Leicester. Unless districts agree to take some of the city's allocations the City would not be able "we cannot meet to meet the unmet housing need target. "

The previous local plan target had been c 30k houses. The Strategic Growth Plan envisaged Districts taking around a third of city growth to 2031 and two-thirds to 2050. The 35% uplift now means around 19,000 of the new local Plan target would need to be met across the county between now and 2036.

If county district councils don't sign up the local plan could not progress, he told the task group.

Delivering affordable housing was more difficult on brownfield sites.

He was asked: Why can't we deliver social housing on all sites?

He responded that the Government Guidance required a Local Plan supply to be proven as being viable and deliverable so such an aspiration would not comply with this.

Cllr Kitterick pointed to the undeveloped Dover Street site. He said it was allocated for prime office development. This will not happen. Why can we not reclassify it? The meeting was told there were two active sites, including Dover Street, under discussion. We are still seeing strong demand for high grade office land.

Cllr Kitterick responded that the land "has been empty for decades." He felt there was a lack of imagination in the development team. He commented that the private sector would build houses on Dover Street.

The chair asked: "Are the needs of Leicester people taken into account in the local plan?"

Grant Shuttlesworth responded that we did housing demand assessments to establish an evidence-based assessment of this.

He was asked: Could we demolish bungalows?

He responded that the accessible single storey dwellings such as bungalows were in demand and needed as part of the supply but were not provided by developers so re-provision would fall to the council to deliver and such developments were land hungry.

Cllr Cutkelvin said: "We are looking to secure a policy of housing crisis to embed it in wider council policy."

Future action: Members were told about the setting up and early operations of a city council **Housing Delivery Board...**

**Tuesday 26 July 2022**

## **Present**

Cllr Geoff Whittle, Cllr Gary O'Donnell, Cllr Sue Waddington, Cllr Stephan Gee (chair), Cllr Fonseca  
Cllr Paul Westley, Cllr Patrick Kitterick  
Sean Atterbury; Chris Burgin, Simon Nichols, Justin Haywood, Alison Lea.

## **Homeless Prevention and Support**

**Justin Haywood** briefed members on issues relating to how market pressures are affecting communities within the city. He indicated that being excluded from a family home was a significant cause of evictions.

Renting itself was becoming more expensive and presented the following data:

- £85 a week for 3-bed council house
- £89 a week for ha housing
- £150 or more in the private sector

He said the freezing of the Housing Support limit was an issue which contributed to rising housing-related debt and poverty and said that 30% of tenants experienced in-work poverty, a rate which had doubled since 2000.

## **Private rented sector (PRS)**

Alison Lea, manager of the PRS licensing team, spoke about the trends and issues found in PRS housing. For tenants, issues mainly related to housing disrepair, but overcrowding was also an issue.

PRS was not a solution to housing problems but it did provide an avenue of relief, Cllr Cutkelvin said. Generation rent people may spend their whole lives in the private rented sector.

Forty-six per cent of those under 35 were renting. There was an entire generation renting rather than buying. House prices had risen, but rising rents have meant people cannot afford to save up to make a deposit.

Looking at Leicester, of the 142k homes in city 35% were in the PRS; this compared with a 19% PRS share in the national picture. 50k homes in Leicester were PRS and some wards had 70% PRS housing. 43k students might contribute to the growth and concentrations in some areas of the city of PRS.

Common issues within the sector's housing included mould, disrepair and overcrowding. Alison stressed, however, that large numbers of PRS homes were in good condition.

Within Leicester, part of the PRS team deals with houses in multiple occupation (HMOs). There were around 1k licenced HMOs Alison said: We have a push to find unlicensed HMOs. the evidence was that there were more HMOs which should be licensed.

Around 50 properties had been licensed within the last few weeks, she said. We have signposted tenants to getting rent rebates because of the unlicensed HMOs, she told the Task Group.

There were two different licensing schemes, relating to:

- Smaller HMOs
- Selective licensing for areas where all rented homes are licensed...

The selective licensing scheme went live on 7 July. There is a three months freeze before it goes live in October.

Officers think there are 9k properties whose owners will need to apply for a licence.

Members were invited to comment on issues raised during the meeting.

On control of HMOs Cllr Kitterick said Article 4 directions had resisted attacks on it.

Cllr Waddington asked Cllr Cutkelvin why the authority had been worse hit by right to buy (RTB) sales than comparable authorities. A combination of the council's housing being kept in good condition and tenants being targeted by organisations encouraging people to buy their homes had contributed to the higher RTB sales.



**Tuesday 2 August 2022**

**Present**

Cllr Gee, (Chair); Cllrs Whittle, Pandya, Chamund, Fonseca, Waddington and Kitterick

**Apologies**

Cllr Westley

**UPDATED REPORT ON HOUSING DELIVERY NUMBERS**

Simon Nicholls briefed members of the Task group on progress towards the Labour Manifesto commitment of 1500 homes during the four-year term of the administration.

His report was based on report to the Housing Scrutiny Commission on 1 August covering the same topic.<sup>3</sup> The report suggested that the department was likely to achieve at least 1100 new homes. This was 77% of the manifesto target, and a 37% increase on any previous administration's provision of affordable housing in the city.

Simon said a number of factors had combined or were combining to slow the development programme. Covid 19 issues had hit development and building programmes since 2020, and high inflation and materials and labour shortages were affecting current and future building rates.

A further factor was a growing shortage of housing development land. This was an issue relating to the delay in setting a new Local Plan. Sites available on the current Local Plan were becoming more expensive to develop in terms of both ground conditions and diminishing size of sites available for housing development.

The department had been able to use receipts from right-to-buy (RTB) sales to buy private or non-affordable homes to add to the council's stock. Changes to the rules governing how much RTB funds could be used to buy housing made this a more difficult option.

In response to questions from members of the task group Simon said the council was keen to influence space standards; many of those in need of housing were family units with several children.

Members were also keen to know if homes could be adapted for use of people with disabilities, including wheelchair access. Officers said space standards were an important factor in both development of housing and when acquiring homes from the private sector.

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<sup>3</sup> [House Building Delivery: Housing Scrutiny Commission, 1 August 2022](#)

In a wider development context members were directed to the Stocking Farm redevelopment, which included housing and local facilities and amenities.

### **Member local knowledge**

Discussion with members indicated that local councillors might be aware of homes, sites or developments which had been empty or under-occupied, and it was suggested a mechanism be devised for members to provide potentially useful information to officers be devised. (Possible recommendation).

### **Local housing company**

Work had been done to prepare the way to set up a third-party local housing company controlled by the council but this had been deferred for a variety of reasons. With the increasing restrictions being brought in by government, particularly relating to RTB rules and rules relating to spending RTB receipts it was suggested that further work be done on establishing a local housing company.

Work could include research on the economics and finances of housebuilding.

Members also asked for information on formulae used to define what was affordable. Officers said this could be provided.

## **IMPACT OF HOMELESSNESS SERVICES**

**Justin Haywood** presented a report to members.

He said the reasons for homelessness were complex but that homelessness was likely to increase. A shortage of homes and high private sector rents made it hard for families to move into permanent accommodation

The department was finding itself increasingly using temporary accommodation, and the lengths of stay in the accommodation were also increasing. This was putting stress on the functioning of the homelessness unit.

Staff had found there was an increase in street homelessness (with for example sofa surfers being evicted by friends and family). This was a change in pattern from the entrenched street homeless cadre.

The private rented sector (PRS) played a vital role in housing people. We should not turn away from it, should embrace good landlords and taking actions to improve landlord behaviour as well as preventing evictions.

“We try to reach out to and help landlords who are prepared to rent homes to “difficult” clients. It’s increasingly difficult to find housing affordable to tenants but we are looking to provide pathway from homelessness to tenancies.

We ringfence a proportion of housing for vulnerable families and single people. Vulnerable clients were often in danger of or recovering from rough sleeping...

Also, we are seeing more new faces.

It is hard to stress too highly the danger which the housing crisis poses ... we will see the approach of the crisis - with rising evictions through rent or mortgage arrears.

Cllr Waddington commented that officers had referred to the problem of affordability and the use of discretionary housing support (DHP) for at least an interim period for households but felt that this was not a sustainable model.

Cllr Cutkelvin said vulnerable family groups being put into the PRS to remove the threat of homelessness were able to stay on the council's waiting list as priorities.

The meeting was told that around a third of council home lettings went to people who were homeless or on the verge of being homeless. While it was hard to get data from other authorities it was estimated that in a major East Midlands authority up to 80% of lettings went to homeless or near-homeless households.

Cllr Fonseca commented that rents in the private sector in the east of the city were escalating.

Cllr Pandya said that most of her casework related to housing problems.

Justin Haywood commented that there was a huge variance in rental rates across the city...N Evington rents were very high, he said.

Cllr Cutkelvin said this working party can put pressure on other parts of the council to recognise there is a wide-ranging housing crisis. The crisis spread to other services, including health and mental health issues.

But she added that some work with private landlords had been going on for some time... feedback from landlords was vital in developing useful measures to help people who were homeless or threatened with it.

Members asked whether Border House might ever be viable.

Cllr Cutkelvin said it had been condemned by the Fire Service and added that the units at Border House were very institutionalised.

Current planning was not to increase temporary accommodation but to increase the supply of stepped housing, with Dawn Centre being adapted for use as an assessment centre.

## **IMPACT OF THOSE WITH NO RESOURCE TO PUBLIC FUNDS**

Officers said these client groups were among the most vulnerable. Typically they might be coming through the refugee resettlement system –

Afghan, Ukraine and other troubled nations- or be described as illegal immigrants.

Rough Sleepers Initiative funding combined with severe weather periods helped the authority to work with inkling groups or individuals within this general heading.

Cllr Waddington commented that (due to their vulnerable status) this was almost the most worrying group. "I find it worrying that people are on the streets and there is nothing we can do. Can we support charities to help these groups?" she asked.

Officers said:"We work with One Roof. We allocate RTB receipts to homes they are buying.

We are working with the homelessness charter..one thing they are considering is having a scheme (like with Ukrainians) but also looking at the safety issues

" We've been working with some quite large organisations to see if they can provide housing..

Members asked about severe hot weather, as well as cold.

The task group was told a severe weather protocol (over 25deg for two days) had been signed off by government. But we would like to be able to help more quickly.

## **COMPLEX NEEDS OF TENANTS**

Gurjit Minhas commented that housing and other service areas were affected, but the housing department has ended up dealing with a wide range of issues. These included working with refugees, more people with complex needs and often without any other support. Housing staff have been providing mental health and health support.

The STAR service helped tenants with most complex needs...

Trainer accommodation (stepped with training on life skills). We are working with ASC – that is what is needed in very many cases.

## **HOUSING REGISTER**

Members were told that the numbers on the register were consistent but that this was not a measure of housing need. This was more reflected in an increase in waiting times: band one waiting times had doubled (and band two times extended by a year. People were having to go to the PRS.

Later this year there will be a review of housing allocation policy to make sure people in most need have best access to housing. Those with lesser need will wait longer.

## APPENDIX C

### A summary of the work & Proposals by the Council to tackle the crisis

To: Housing Scrutiny Commission: 1 August 2022

Housing Crisis Working Party

From: Chris Burgin, Director of Housing

#### Purpose of Briefing Note

To inform the Working party about the ongoing work taking place to tackle the Housing Crisis by the Council and pressures and proposals to consider to further tackle it.

#### Summary

This briefing contains potential Central Government asks and actions and also Local Authority asks and actions under the following areas;

- Council Housing
- Private Sector Housing
- New Builds

The options are intended to drive national policy change and alongside this be clear about local commitments to address the Housing crisis.

Leicester City Council has been working hard to tackle the Housing challenges in the City and this has been driven by the Councils political priorities.

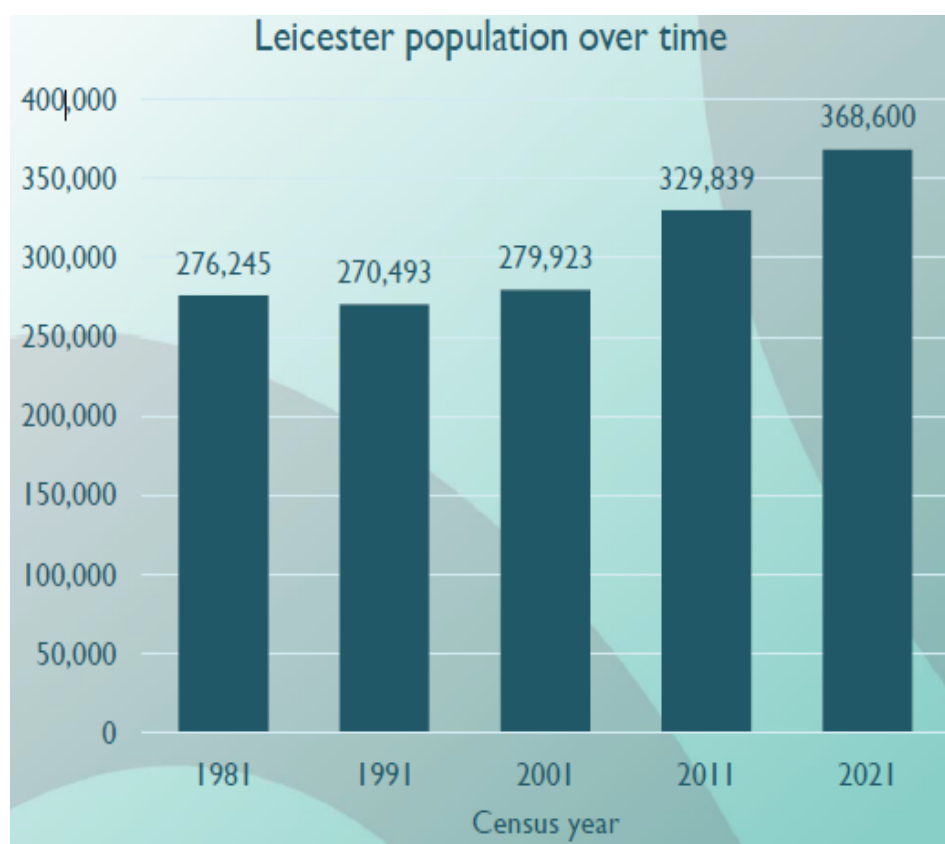
#### BACKGROUND

Leicester City is the largest City in the immediate area of the East Midlands. It is a predominantly urban areas located in the centre of the County of Leicestershire.

East Midlands City Populations				
Area	Status	Census 2001	Census 2011	Census 2021
Derby City	Unitary	221,708	248,752	261,400
Leicester City	Unitary	279,923	329,839	368,600
Nottingham City	Unitary	266,988	305,680	323,700

Leicester provides housing, employment, shopping, public administration, leisure and has three Hospitals and two Universities. The Universities had a combined student population of 43,100 students in the 2017/2018 academic year.

Leicester is one of the fastest growing Cities in England as can be seen by the changing table set out below which demonstrates a continual growth in households and homes and the changing face of Housing over the years 1991 to 2021.



### **Leicester City's Current Actions to Tackle the Housing Crisis**

Leicester City Council has been working hard to tackle the Housing challenges in the City and this has been driven by the Council's political priorities. In the context of the challenges set out Nationally and in Leicester, highlights of the efforts being made by the Council are set out below.

### **The Affordability of Housing**

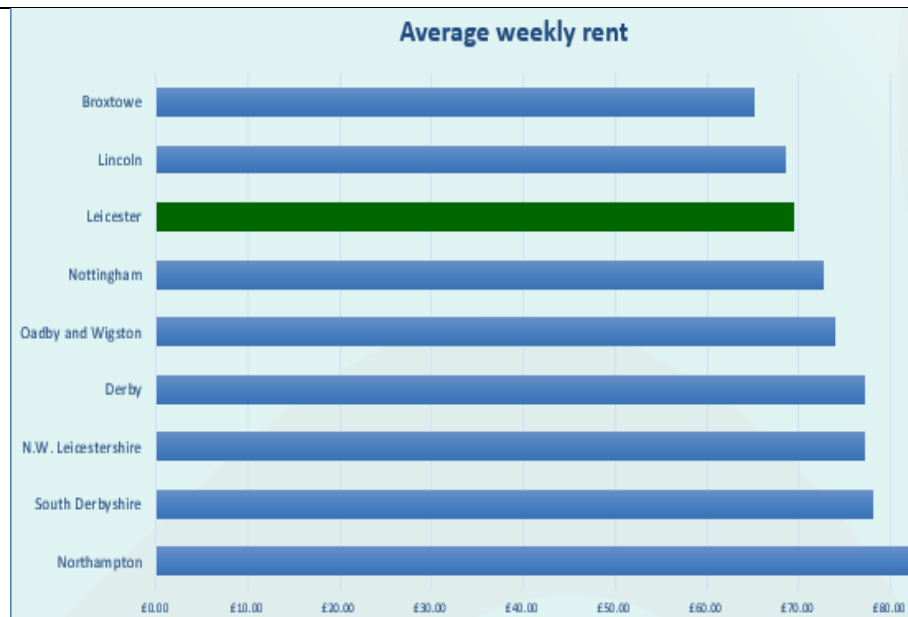
Our council rents remain the lowest in the city for any tenure type making them the most affordable. Average private rented sector rents for a 3-bedroom house are currently around £155 per week, average Housing Association rents average out at £89 per week, whilst council rents are £85, for this type of property.

Tenure Type	Average weekly rent
LCC	£85.22
Housing Association	88.59
Private Rented Sector	155.34

Comparing ourselves with other local authorities in the country and Leicester's overall average council rents are amongst the lowest in the country, 19<sup>th</sup> lowest out of 20 for comparator authorities.

Authority	Average rent	Authority	Average rent
1. Slough	£102.83	11. Wolverhampton	£77.34
2. Bradford	£100.07	12. Derby	£77.26
3. Liverpool	£85.45	13. Newcastle	£74.53
4. Milton Keynes	£84.59	14. Manchester	£74.19
5. Luton	£82.37	15. Nottingham	£72.78
6. Salford	£82.04	16. Kingston	£72.21
7. Birmingham	£79.82	17. Leeds	£72.01
8. Oldham	£79.78	18. Sheffield	£71.13
9. Bristol	£79.29	<b>19. Leicester</b>	<b>£69.57</b>
10. Sandwell	£79.06	20. Stoke	£69.04

Even when comparing ourselves with other local authorities in the East Midlands we have amongst the lowest rents. Northampton's average weekly rent is £82, North West Leicestershire's is £77 and Oadby and Wigston's is £74. We have only found Lincoln and Broxtowe to have slightly lower average rents than our £69 per week.



The Council has strong services to support and assist tenants living in Council housing, ensuring tenancies are sustained and maintained and income is maximised for both the local authority and for the tenants. In 2021/22 the Income Management collected a total of 99.86% of rent due with only 7 evictions taking place in that year for rent arrears.

A total of 95.6% of new Council tenancies have been sustained in 2021/22 by the hard work and efforts of our Tenancy Management team and STAR team, with the STAR team helping tenants to generate and maximise income totalling over one million pounds of additional income claimed over the 21/22 year.

Work is ongoing to improve the thermal efficiency of Council Housing stock with ongoing investment through the Housing capital programme to maintain Council Housing while improving the thermal efficiency and reduce running costs for those living in these properties.

During the manifesto period the Council have invested over £80m on improving our Council Housing which includes work to improve the thermal efficiency of these properties such as external wall insulation. The Council has been successful in securing £1.8m of funding from the Green Homes grant towards this work on Council Housing and has recently been successful in securing £3.4m of funding from the Social Housing Decarbonisation fund towards this work.

### **A Quality PRS Sector**

Council housing now makes up only 15.5% of Leicester's properties and while low rental levels can help those in the greatest need from an affordability perspective, wait times and very limited supply mean that



the City must have a quality private rented sector because of the growing size of this sector standing at 35% of the City's housing stock.

To this end the Council has launched a Private rented sector strategy that has the driver of improving Housing standards in the Private rented sector to ensure that housing in Leicester is the best standard it can be for those in need of housing.

Another key strand is to increase tenancy sustainment in the sector.



The overall objective of the strategy is to have a holistic approach that ensures tenants and landlords are appropriately supported, as well as retaining and improving our ability to protect tenants' safety and rights, and tackle rogue/poor landlords. Maximising this, whilst maintaining a balanced, fair, and proportionate approach, will ultimately lead to the raising of housing standards within the sector

Included within the strategy and already being consulted upon is the option to utilise licencing scheme to drive up standards. This is a key strand in targeting and addressing unfit accommodation in the City.

Another key strand is supporting and helping the sector to improve its climate credentials in accessing and drawing in funding to achieve this work. The Council successfully secured £6.37m from the Green Homes Grant funding with over 1,100 households having bid for support through the local scheme.

A further key strand is the Homelessness Call before you Serve offer & strengthened Homelessness offer to PRS landlords and managing agents to aid the increase in tenancy sustainment in this sector.

Beyond these items, work is ongoing to improve our communications online to ensure we have quality advice and information to landlords and agents linked to the PRS.

Our PRS team is working hard focussing on Multi use HMO buildings that are not correctly licenced with good success in identifying these and tackling landlords. This team is also working on wider property compliance and tackling rogue landlords.

### **Homelessness**

The City Council's current Homelessness strategy 2019 – 2023, drives ongoing strong delivery of the homeless services in the city.

LCC has been successful in securing over £6m additional revenue across 10 external funding pots to enhance and strengthen Homelessness services in the city.

Further funding has been secured through the Health Inequalities fund for 2x additional Social Workers to work with those going through Homelessness who do not meet the ASC Statutory threshold. The Changing Futures bid for £2.6m has been successful working with partners to help and support the most complex clients. A further bid to the Rough Sleeper Drug and Alcohol treatment funding for £1.2m to provide extra support to help people recover from drugs and alcohol misuse has also been successful. A bid has also been submitted linked to Offenders Accommodation & a recent bid to undertake a pilot providing additional Respite Rooms for those suffering Domestic Abuse and facing Homelessness has also strengthens the offer.

The Council has significantly reduced the number of rough sleepers on the street and is clear that 'No one needs to sleep rough on Leicester streets'. Over recent years significant investment and efforts have gone in to reducing down Rough Sleepers to single figures with anyone on the streets refusing to come into available Temporary accommodation. A Rough Sleepers Next Step Strategy has been developed and implemented and this has now been superseded by an Ending Rough Sleeping strategy.

Services continue to be strengthened through the Strategy actions including procurement of Temporary accommodation for those leaving prison completed securing 30 units increased from 20 and a Leicestershire wide new Pathway has been developed and signed off by all District and City partners in conjunction with Prison and Probation

Temporary accommodation has also been re-procured for singles and wider work to develop the singles offer at the Dawn Centre is ongoing. Alongside this officers are working on the development of increased numbers and types of stepped accommodation for singles. Through the acquisitions strategy, additional accommodation has been secured to facilitate this accommodation type.

A joint procurement exercise to procure young person temporary accommodation has just successfully concluded and being implemented.

Launch of the St Mungos Hub to facilitate work placement and work opportunities has now taken place. LCC are also piloting development of employment opportunities with BEAM for 1 year to test this opportunity.

The Family offer of Homes not hostels is in progress with the development of a network of independent homes across the city available as the Family temporary accommodation offer moving away from an institutional hostel with the staffing elements complete and the procurement just concluding.

Officers are now preparing the evidence base that will form the basis of the new Homelessness strategy for the city for the period 2023 to 2028.

### **Collapse in the supply of truly affordable homes**

The Council has now approved over £200m to the delivery of the manifesto commitment to increase the supply of affordable housing. A pipeline of delivery of 1500 units on multiple sites has been identified and agreed between 2019 and 2023. The manifesto target has resulted in long-term concerted efforts across the council to seek to deliver more affordable housing and, by 13<sup>th</sup> June 2022, 853 new affordable housing homes had been completed, and a further 298 are currently in the pipeline

Delivery of Housing Leicester Phase 1 of new Council Housing has delivering 29 units across 6 small sites including bungalows which are wheelchair accessible. Full planning has been secured on Saffron Velodrome for 38 properties and procurement has been completed and a builder secured for this site which is now in the process of building these homes. The Lanesborough Rd site is pending full planning permission and this will deliver a further 37 units. Additional Phase 2 B sites are also being worked on to deliver a further 18 new units during 22/23 and other work on Stocking Farm (50), FLEC (33 units) , Southfields Newry (30). Early preparations work is now starting on Phase 3 which should deliver 53 new homes across a further 7 sites.

A roadmap of delivery is now being created to maximise the Council's opportunities to build more new homes for the City in the coming years.

An extensive Acquisitions programme has been going on for the duration of the manifesto commitment and by the end of this financial year 21/22 a total of 664 properties will have been acquired.

During the manifesto period it is expected to invest over £9m on the provision of adaptations to ensure that this Housing is suitable for those living in it. To date since 2019 the Council has invested over £8m in to Disabled Facilities grant and Council House adaptations to facilitate the Adaptations service and help people that need adaptations to continue to be able to live in their current home. A total of 1,889 adaptation/DFGs have been completed to date providing help to over 1000 people to stay in their own homes.

The Council has also recently launched an Overcrowding Strategy to tackle the significant challenges faced in the City, which far exceed regional neighbours.

## **Appendix D**

Housing crisis assessment: Housing Scrutiny Commission: 28 February 2022

### **1. Summary**

- 1.1 This report sets out the Housing crisis that is going on in this country and in Leicester.
- 1.2 The report guides you through why the Country is facing a Housing crisis and how the changing face of Housing in this country and this City mean that for many Home ownership is not even a dream, renting in the ballooning private rented sector is unaffordable and the severe lack of truly affordable homes is placing peoples finances, health and wellbeing at serious risk.
- 1.3 This report contains and covers;
  - The Changing face of Housing in this country and Leicester (3.2 & 4.1)
  - The Affordability of Housing (3.3 & 4.2)
  - Homelessness (3.4 & 4.3)
  - Collapse in the supply of truly affordable homes (3.5 & 4.4)
  - The Council's efforts to tackle the Housing Challenges
- 1.4 The report is intended to drive national policy change and alongside this be clear about local commitments to address the Housing crisis.

### **2. Recommended action**

- 2.1 That the Housing Scrutiny Commission note the urgency of action on the Housing crisis and in response set up a task group to determine clear asks of central government and the local authority.

### **3. Background – The National Context**

- 3.1.1 The Office for National Statistics (ONS) reports that there will be a population increase of 11 million over the next 2 decades. People are growing older and living longer. It is estimated that over the coming years the population of over 65's will increase by 7 million.
- 3.1.2 2.9 million people aged 20-34 are living with parents and for many home ownership is no longer a tenure of choice or aspiration and the private rented sector is often the only choice for newly forming households which is producing "generation rent".
- 3.1.3 The English Housing survey 2016/2017 reports that "While the under 35s have always been overrepresented in the private rented sector, over the last decade or so the increase in the proportion of such households in the Private Rented Sector has been particularly pronounced. In 2006-07, 27%

of those aged 25-34 lived in the private rented sector. By 2016-17 this had increased to 46%.

- 3.1.4 Over the same period, the proportion of 25-34 year olds in owner occupation decreased from 57% to 37%. In other words, households aged 25-34 are more likely to be renting privately than buying their own home.
- 3.1.5 In 2016/2017 5% of households in the Private Rented Sector were living in over-crowded accommodation.
- 3.1.6 The supply of truly affordable homes for rent still falls well short of what was delivered historically to meet the needs of the population living in inadequate housing and for whom buying remains a distant dream. Research by the Centre for Social Justice found that;
- tonight, over 90,000 families and more than 120,000 children will go to sleep in 'temporary accommodation' (including bed and breakfasts), with serious implications for health and education;
  - over two thirds (69 per cent) of private renters in the lower two income quintiles spend 30 per cent or more of their disposable income on rent, representing 1.2 million households;
  - an estimated 150,000 properties see parents sharing a bedroom with their children;
  - high housing costs have critically undermined the impact of positive government initiatives to raise incomes among lower earners (such as increasing the minimum wage and personal tax allowance), constituting a key driver of 'in-work poverty'; and
  - 60 per cent of private renters have less than £100 in savings, making even low-cost home ownership affordable housing products (such as Shared Ownership or First Homes) unattainable.
- 3.1.7 The fiscal consequences of this hidden crisis are just as stark, as housing benefit spending has risen dramatically to account for systemic changes in the way our nation is housed. With more reliance on the ballooning private rented sector to house lower earners, expenditure on housing benefits is forecast to be £30.3 billion by 2021–22 – more than double the total government grant allocated for new affordable housing until 2026, in just one year. While the total benefit expenditure is higher overall in the social rented sector, the spending is considerably higher per home in the private rented sector.
- 3.1.8 Two million adults in Britain say they've faced discrimination when looking for a home. If you're Black or Asian, gay or bisexual, disabled, or a single mum, the housing crisis is much more likely to impact you. Structural racism and discrimination mean the odds are stacked. For example, many marginalised groups are more likely to be on a low income, so are forced into unsuitable homes. The government's 'no recourse to public funds' policy stops many migrants from accessing Universal Credit and homelessness assistance, and disproportionately affects people of colour. And 'No DSS' policies and practices from private landlords and letting

agents create huge barriers to accessing private rented homes. This discrimination is more likely to affect women, disabled people and Black and Bangladeshi families.

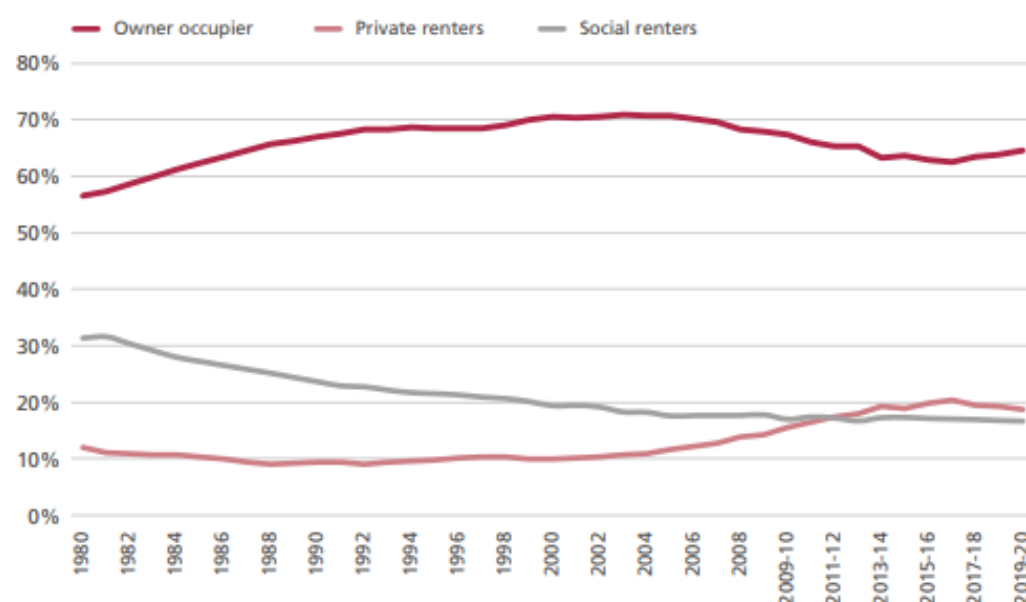
- 3.1.9 Nearly 1.4 million people are affected by the 'no recourse to public funds' policy. No recourse to public funds stops migrants with time-limited leave to remain in the UK from accessing statutory homelessness assistance or welfare benefits. The policy disproportionately hits people of colour and is directly responsible for forcing people into homelessness.

## **3.2 The Changing Face of Housing**

- 3.2.1 Housing tenure has changed significantly exposing the underbelly of the housing crisis means appreciating the extent to which housing in England has changed in recent decades.
- 3.2.2 Over the course of the twentieth century, English society transformed from one primarily composed of private renters in the Edwardian era to one of 'mass homeownership'. But while owner-occupancy remains the most common housing tenure (at 65 per cent of households), recent decades have seen seismic shifts in the rented sectors of the housing system.
- 3.2.3 In the early 1980s, 31.7% of households lived in homes let by either a council or a housing association. Today this has fallen to 16.7%, the social rented sector having contracted from 5.4m households to 4m. Over the same period we have seen explosive growth in the private rented sector (PRS). Where this accommodated just one in ten households in the early 1980s, the PRS has since doubled to house nearly one in five (19%). This represents an increase of 2.4 million households since 2000.

Figure 1. Trends in tenure (%), 1980 to 2019–20

Figure 1. Trends in tenure (%), 1980 to 2019–20



Source: English Housing Survey

- 3.2.4 A large proportion of the growth of the PRS can be explained by the increase in ‘would-be homebuyers’ spending more time renting: in 2004, 9 per cent of those aged 34–44 lived in the private rented sector; by 2020 this had tripled to 27 per cent. Meanwhile, the rate of owner occupancy in this age band fell from 74 per cent to 56 per cent.
- 3.2.5 Yet a less remarked upon driver of growth in the PRS has been the influx of those on low to modest incomes who might once have lived in a council or housing association home, but now struggle to access social housing due to the limited, shrinking stock and increased demand. Today, 1.15 million households sit on official social housing waiting lists; the Local Government Association estimate that this could double to two million as economic impact of Covid-19 continues to materialise.
- 3.2.6 As such, the PRS now accounts for a much larger proportion of people living in ‘relative low income’ – that is, below 60 per cent of the median income. The tenure shift for this group has been particularly stark: in 2000, social rented housing provided 40 per cent of homes for those of working age on relative low incomes while the PRS housed 18 per cent. By 2020, the number of working age households on relative low incomes living in social rented housing had fallen to 33 per cent while the PRS had grown to 32 per cent.
- 3.2.7 There are now 1.6 million families raising children and 371,000 older households living in the PRS. It is the case that the private rented sector is much more expensive than other tenures. As such, the tenure shift described above has had profound implications for both the costs of living for people on low incomes and the Government’s welfare expenditure as this group is supported through housing benefits.



- 3.2.8 43% of families worry about their landlord ending their contract early, and section 21 means this is a constant possibility. Moving is expensive, you might lose your deposit, you have to pay moving costs, and rents might have risen since you last moved, so you might have to move away, or into a smaller place. Living in an insecure home has an impact on mental health. Children who moved once in the past year were almost 50% more likely to have lower wellbeing than those who hadn't. Chronic instability is particularly detrimental to children, affecting cognitive skills, academic achievement, social competence and behaviour. Children living in private rents and homeless accommodation may have to move frequently (as many as 5-10 times), disrupting their education and affecting their grades. Government research found that frequent movers are significantly less likely to obtain five A\*-C GCSEs, or to be registered with a GP. Our broken private renting system is overdue serious reform.

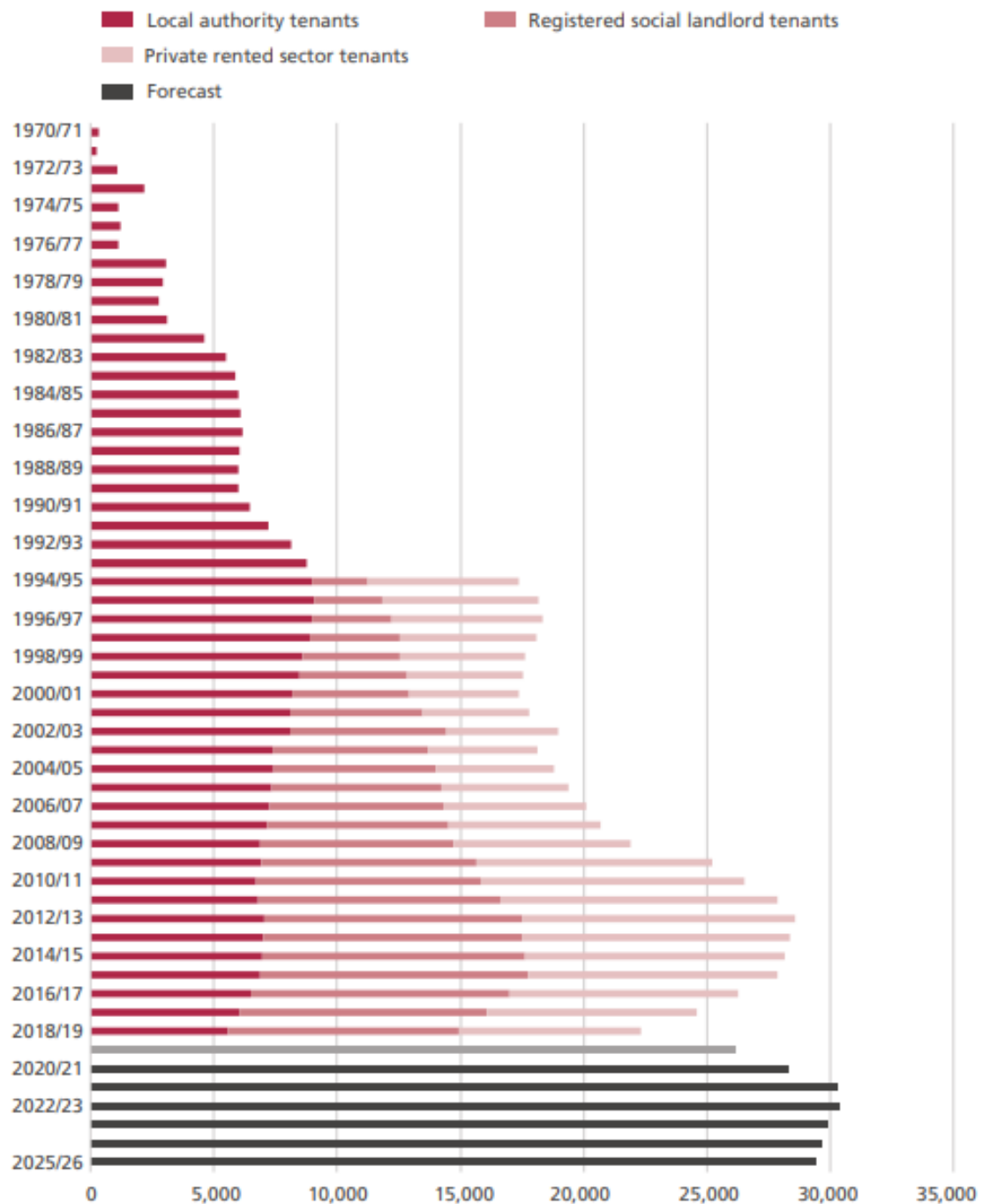
### **3.3 Affordability of Housing**

- 3.3.1 A 2019 study by the Institute for Fiscal Studies found housing costs to have undermined positive steps to increase incomes in recent years, such as rising minimum wage levels. It concluded: 'the factor that has increased in-work poverty the most has been increased housing costs for lower income households compared to higher income households.'
- 3.3.2 The latest research on housing affordability among low-income private renters has been conducted by the Joseph Rowntree Foundation (JRF). Focusing on 1.8 million low-income private renting households, they have found that 55 per cent of these – close to one million – are struggling to afford their rents. Of these households, 624,000 have rents which are 'unaffordable' where this is defined as spending more than 30 per cent of household income on costs of accommodation (a widely-accepted definition). Crucially, this is measured after housing benefit is factored in. More than a fifth (22 per cent) of the overall group (and more than half of the group whose rents are unaffordable) in fact spend 40 per cent or more of net income on housing costs, representing a major squeeze on household budgets.
- 3.3.3 In addition to those whose rents are formally 'unaffordable', many experience 'affordability pressures'. This means that although they spend less than 30% of household income on rental costs (after housing benefit), their gross rental levels are disproportionately high as compared to their incomes. The JRF point out that those in this group have incomes that are so low that 'the vast majority of this group are in [relative] poverty after housing costs'.
- 3.3.4 Looking at the issue of work and housing affordability, the JRF analysis further bolsters the evidence that housing costs are undermining the financial benefits of employment for many low-income families. They note that '748,000 families who cannot afford their rent have one or more adult in work, two-thirds of whom work full-time'. This means that 'four in five

low income, private renting households who are in work find too much of their earnings are eaten up by high rents’.

- 3.3.5 One might think that affordability issues are at their most acute in London and the South East of England where rental costs tend to be highest, but the JRF analysis shows that high numbers of private renters with low incomes in the North and **Midlands** are still facing ‘substantial affordability pressures’. They point out that the differences in rental costs between north and south are also counterbalanced by the fact that, among privately renting households, a substantially larger proportion are on low incomes in the north than in the south: 55 per cent in the North and **48 per cent in the Midlands**, as compared to 35 per cent in the South and 25 per cent in London. Housing affordability must be understood as a crucial component of regional inequality in the UK today.
- 3.3.6 In recent decades government have decided to reduce the supply of low-cost rented homes on the supply-side and shift the primary source of government intervention to the demand-side, in the form of housing benefit.
- 3.3.7 As the number of low-income households living in the private rented sector has grown dramatically, this has contributed extraordinary and highly inefficient costs to the welfare system. The ‘strain’ taken by housing benefit as the supply of truly affordable homes has collapsed (see below, Figure 3) hit £26.1 billion in 2020. For context, this represents four times the Government’s budget for building homes in the same year – or twice the national police budget.
- 3.3.8 By 2021, in the fallout of the pandemic, this had risen to ‘almost’ £30 billion according to the Department for Work and Pensions. Critically, housing benefit is on average 25 per cent more expensive in the private rented sector than the social rented sector. The annual housing benefit spend on private rented housing support more than doubled to £9.3 billion in the 10 years between 2005–06 and 2015–16 as the sector grew. This has averaged approximately £8 billion every year thereafter. While data is not available for 2020–21, housing benefit spending on the PRS this year is likely to exceed £10 billion – a record high. Housing benefit spent on private rents exits the public purse in the form of an income transfer to private landlords, critically producing scant additional housing in the process, whereas spending directed at social landlords is reinvested into the construction of new homes. It has been estimated that every new social home built realises £780 in annual housing benefit savings.

Figure 3. Housing benefit expenditure (£ million real terms)



Source: DWP, Benefit Expenditure Caseload Tables, Outturn and Forecast: Spring Budget 2021

- 3.3.9 Consequently, private renters are growing as a proportion of the claimant population. In 2019, around a fifth of existing benefit claimants were renting in the private rented sector where rents are high – often surpassing housing benefit allowances and passing on high housing costs to low-income tenants. This has risen to a third after Covid-19. Given the rising number of older private renters – and families renting for longer

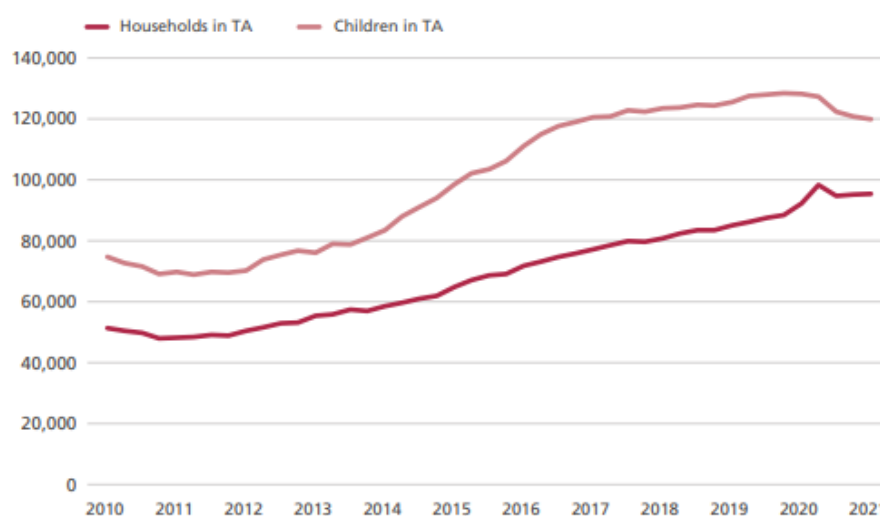
periods. The Government has been warned by internal forecasters that the total bill could reach £50 billion by 2050.

- 3.3.10 Housing benefit plays an important role in support families with the high costs of the private rental market as seen above. However, its role in taking the strain of the profound growth of the PRS fuelled by lower-income households is unsustainable and fiscally inefficient. Whilst it is true that public spending on housing costs are still larger in the social rented sector, crucially, as mentioned, the significant difference is that public funds spent in the social rented sector tend to produce additional social housing, marking a significant difference between the sectors.
- 3.3.11 The hidden housing crisis far from excluding people from home ownership alone carries with it a range of social, economic, and fiscal costs. These are holding back the gains of employment and making it harder for families to reverse the pathways to poverty. But we have also found ourselves with a deeply inefficient reliance on housing benefit.

### 3.4 **Homelessness**

- 3.4.1 At the sharpest edge of the hidden housing crisis are those without a home at all. A key consequence of England's changing tenure balance has been the rapid increase in homelessness seen in recent years. Despite the effective 'Everyone In' programme, it remains the case that rough sleeping has risen at an alarming pace in the past decade. In 2019, the total rough sleeper count was 141 per cent higher than in 2010 with 4,266 sleepers on any given night. Recent government initiatives in response to the Covid-19 pandemic have brought the numbers of people sleeping rough down to the snapshot figure of 2,688 in those sleeping rough since last year.
- 3.4.2 Yet most people who are considered homeless are not sleeping rough on the street but are living in emergency or 'temporary' accommodation. This can range from temporary self-contained flats, to hostels with shared facilities, bed and breakfasts (B&Bs) or converted office blocks.

Figure 2. Households and children in temporary accommodation



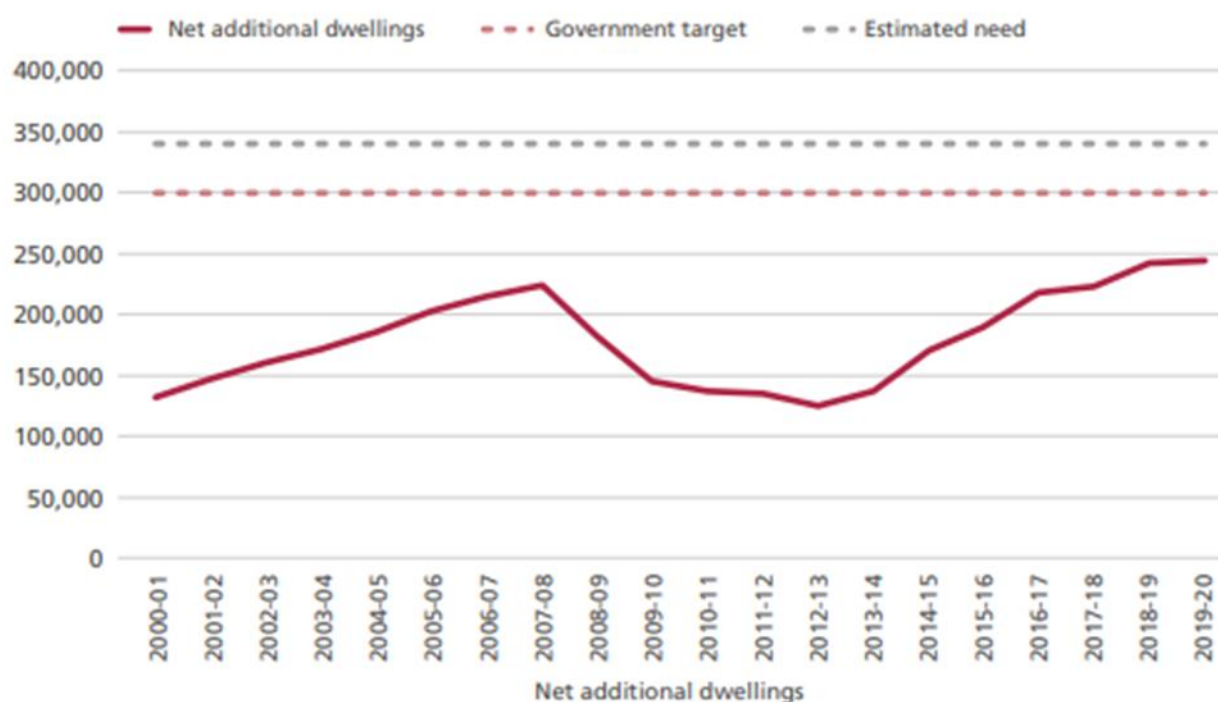
Source: MHCLG, Statutory Homelessness Live table TA1

- 3.4.3 As a larger proportion of low-income households have experienced less secure and more expensive private rentals, official data shows that the termination of a private tenancy has become the principal trigger for statutory homelessness in England. In the absence of sufficient social housing, the number of families housed in ‘temporary’ accommodation (including hotels and B&Bs) has reached 95,000, rising from 51,000 in 2010. Within these households are over 120,000 children, whose significantly worsened educational outcomes and mental health has been highlighted by the Children’s Commissioner as a consequence of the associated disturbance to their lives.

### 3.5 Collapse in the supply of truly affordable homes

- 3.5.1 The latest authoritative studies suggest there is ‘housing need’ of 1–1.5 million homes, requiring the annual delivery of new homes to reach 340,000 per year until at least 2031 to account for new household formation, concealed households and the backlog of existing need for suitable housing.
- 3.5.2 Recent governments have adopted 300,000 new homes a year as a target (with varying degrees of formality). Net additional dwellings in 2019–20 reached 243,000, a record high since the millennium. Still, the long-held 300,000 a year target has not been achieved since 1969 (see Figures 4 and 5). Meanwhile there have been prolonged periods of limited supply, for example between 2001 and 2010 where an average of 144,000 new homes were completed annually – 100,000 fewer per year than in the 1970s. In addition, recent prolonged periods of low interest rates, as well as fiscal schemes to support new homeowners, have added pressure on the demand-side of the market as well.

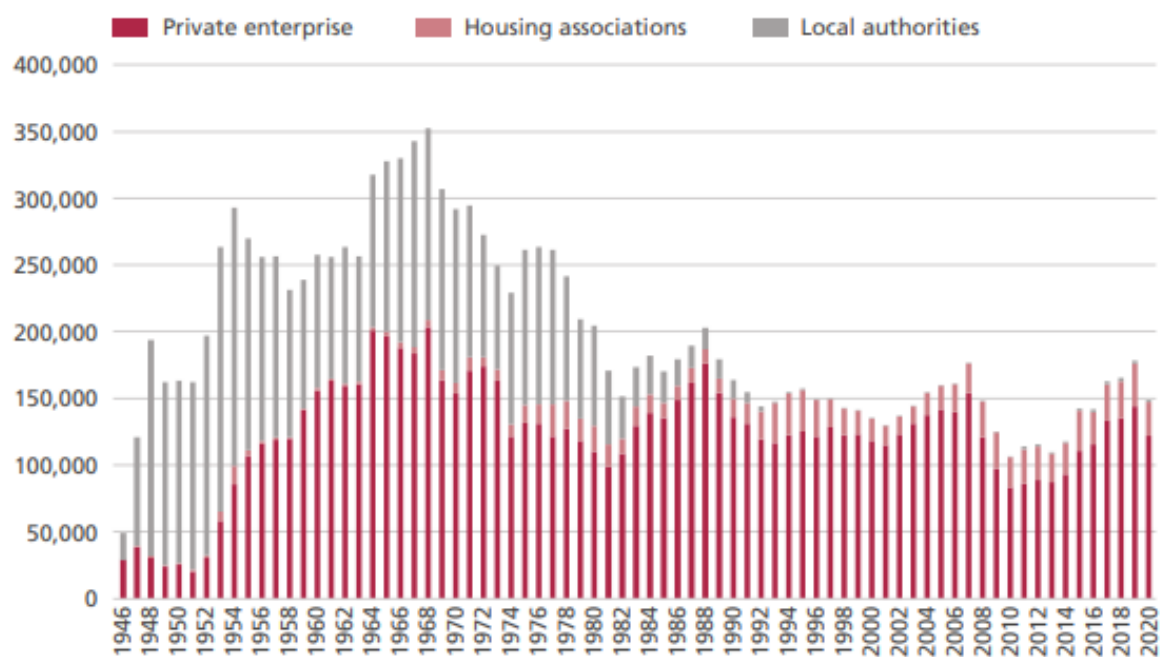
Figure 4. Net additional homes and estimated 'housing need'



Source: MHCLG Live Table 120, ONS Household projections for England<sup>51</sup>

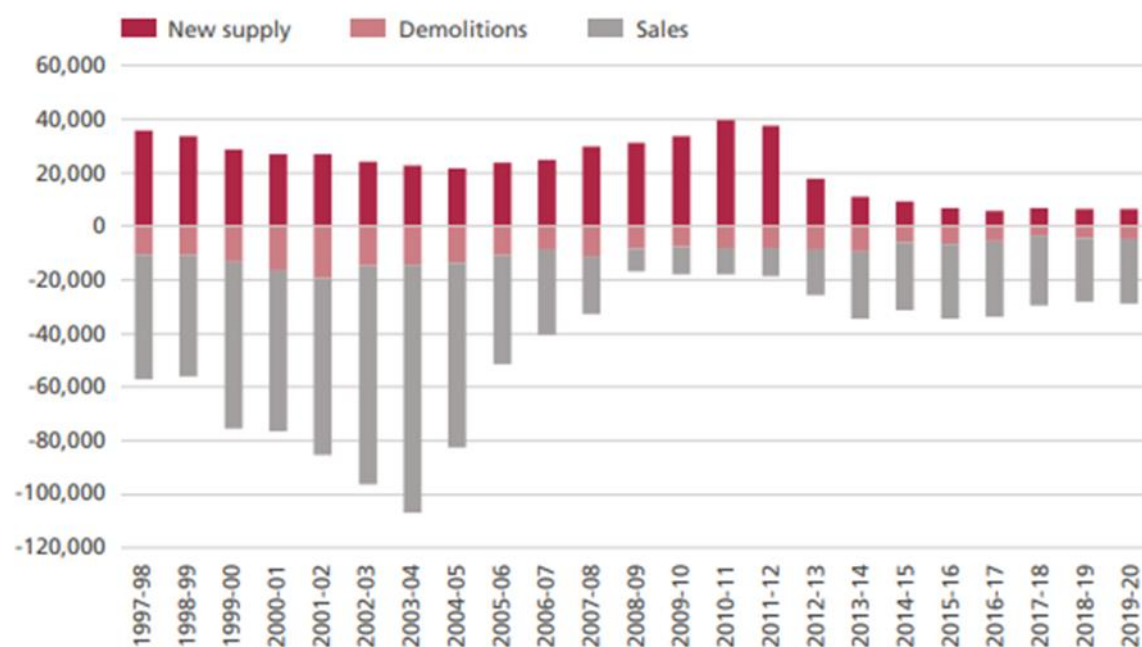
- 3.8.3 Focusing on the gross number of homes delivered does not tell us much about the types of homes being built, and for whom they best cater. For while additional housing supply at the higher end of the market can trickle down – eventually – to reduce demand at the lower end, the scale of need at the lower end of the market is so high that the Government intervenes to support the delivery ‘sub-market’ or ‘affordable homes’ at reduced rents and prices. £11.5 billion in central government grant has been committed to the Affordable Homes Programme 2021–26.
- 3.8.4 Historically, state intervention in delivering ‘affordable housing’ took the form of ‘social housing’ – provided by either local authorities or housing associations to meet the demand for affordable and secure housing at the lower end of the income distribution (see Figure 5). However, since the late 1980s there has been steep decline in the delivery of new social housebuilding. By 2019–20, social rented housing delivery was just over 6,600 while the Government has focused on the delivery of ‘affordable rented’ housing. Around 28,000 ‘affordable rented’ homes (set at 80 per cent of market rents) were delivered in 2020, in contrast to the 40,000 social rented homes completed in 2010 and 100,000s built annually in the 1960s.

Figure 5. Permanent dwellings completed in England



Source: MHCLG Live Table 244

Figure 6. New supply, sales and demolitions of social rented housing in England



Source: MHCLG Live tables 1000c, 678 (sales) and 684 (demolitions)<sup>67</sup>

- 3.8.5 Critically, while the supply of new social housing has collapsed, the existing stock is also shrinking rapidly. Sales, demolitions, and conversions from social rent to less affordable tenures, including private rent, mean that approximately 31,000 units of social housing are lost each year. Right to Buy has provided millions of social renters with a pathway to home ownership. However, the lack of a replacement for homes sold has denied thousands of others this transformative hand-up. When newly delivered social rented housing is factored in, we have still seen a net loss of around 17,000 social rented homes every year.
- 3.8.6 The impact of the lack of decent, affordable and secure housing goes far beyond reducing the amount of money households have to live on; this also has a wider social impact. The cost of housing is directly related to housing quality and standards. For many, being unable to afford decent housing means having to live in poor quality homes unfit for habitation or overcrowded conditions to reduce costs, to the detriment of physical and mental health. Analysis of the English Housing Survey shows that around one in nine children today – that is, 1.36 million – are living in overcrowded accommodation. An estimated 150,000 families with children in England share properties with just one bedroom. Nearly a quarter of private rented homes (23.3 per cent) are officially deemed ‘non-decent’ by Government (that is, falling short of required standards of health and safety, repair, and thermal adequacy), compared to 16.3 per cent of social rented homes and 12.3 per cent of owner-occupied homes.
- 3.8.7 There is increasingly strong evidence to show housing problems being linked to broader social issues such as family breakdown, low productivity, chronic ill-health, disrupted child development, poor educational outcomes, and problem debt. A study conducted by the JRF found that households on low incomes under the combined pressure of expensive rents and housing insecurity were more likely to respond poorly to ‘complex life events’ such as relationship breakdown, job insecurity, and the onset of poor health or caring responsibilities than those in stable and affordable housing. Yet the tenure shift and attendant issues with housing affordability and quality is not only marked by its social impact, but also its fiscal consequences.

## **4. The Leicester Context**

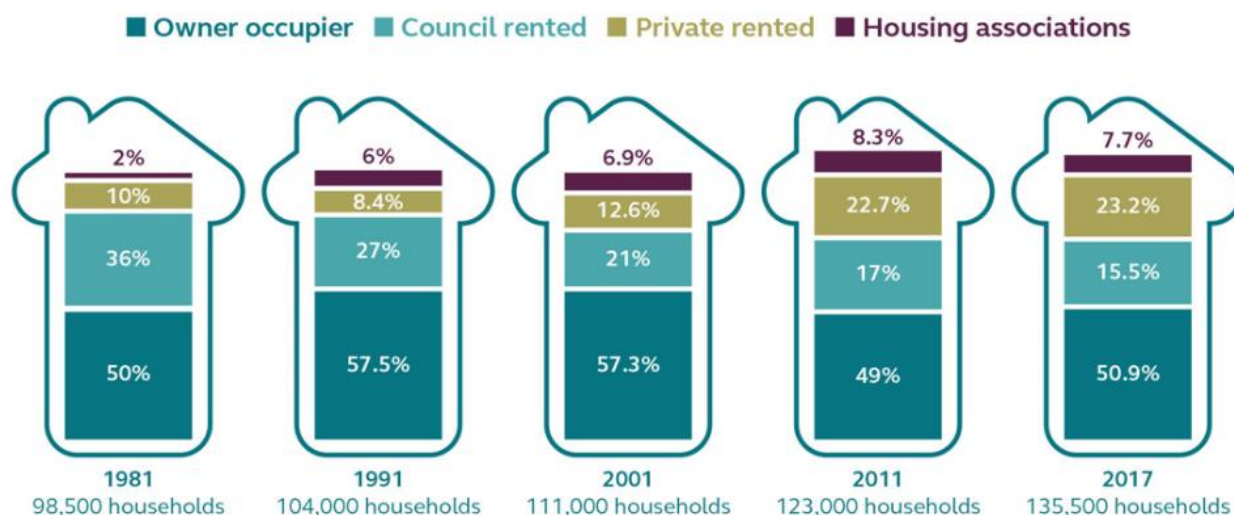
### **4.1 The Changing Face of Housing**

- 4.1.1 Leicester City is the largest City in the immediate area of the East Midlands. It is a predominantly urban areas located in the centre of the County of Leicestershire.
- 4.1.2 Leicester provides housing, employment, shopping, public administration, leisure and has three Hospitals and two Universities. The Universities had a combined student population of 43,100 students in the 2017/2018 academic year.



- 4.1.3 Leicester is a growing City as can be seen by the changing table set out below which demonstrates a continual growth in households and homes and the changing face of Housing over the years 1981 to 2017.

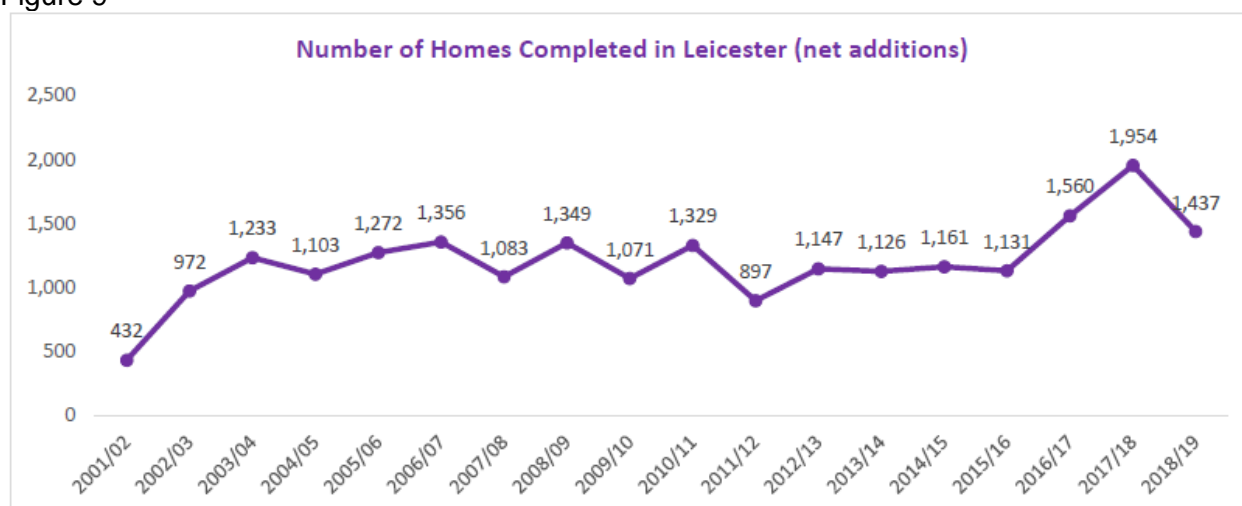
Figure 8



- 4.1.4 By 2021, a recent housing stock condition report for the City has been produced by the BRE which identified there are 142,379 dwellings in Leicester, 43% are owner occupied, 35% private rented and 22% social rented.

- 4.1.5 Delivery of new build homes in Leicester has increased since 2001 with a peak reached in 2017/18 of 1,954 new homes completed, with 1,437 delivered in 2018/19 and a 1,448 delivered in 2019/20.

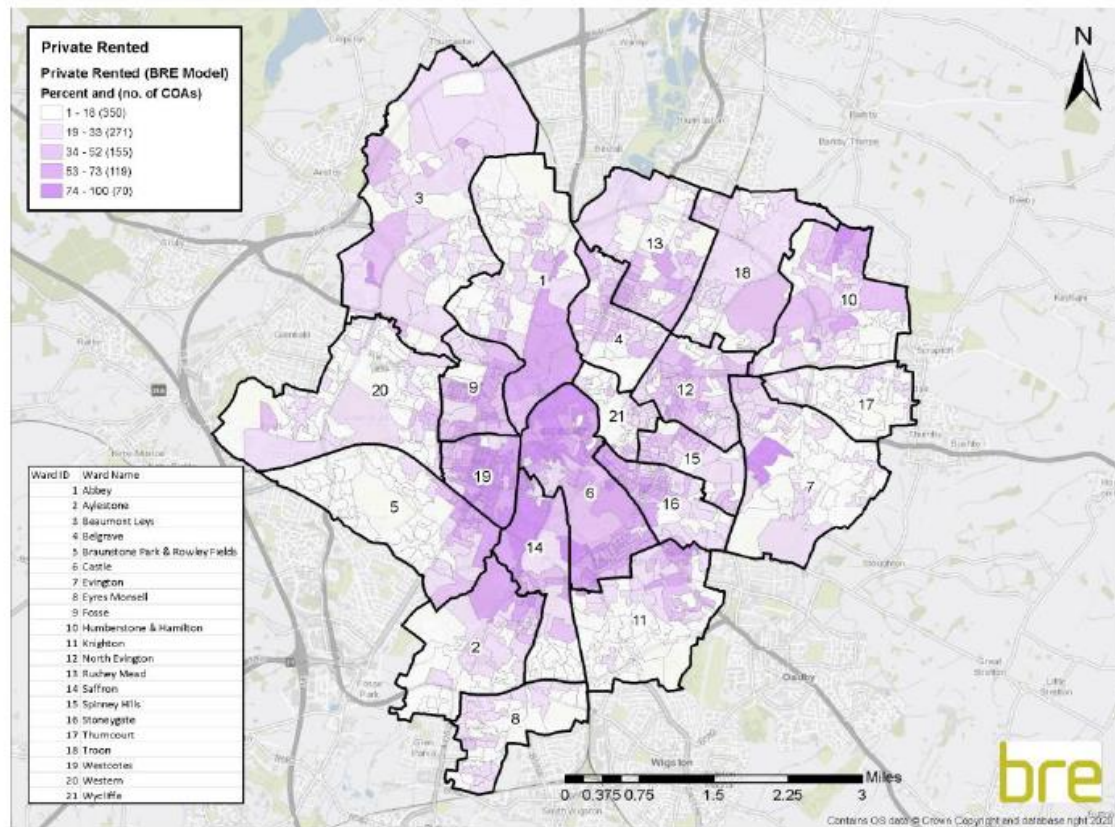
Figure 9



Source: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/756098/Live\\_Table\\_123.xls](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/756098/Live_Table_123.xls)

- 4.1.6 The City Council will have since the start of the manifesto period and up to the end of the current 21/22 financial period delivered over 1,250 additional Council homes spending £100m on the delivery of these additional Council properties. The Council now has a total of 20,011 council properties.

- 4.1.7 In Leicester, the latest available Housing Needs Assessment sets out a need for 33,840 new dwellings over the period 2020 to 2030 (1,734pa) for Leicestershire with 14,734 of these needed in Leicester. The Housing and Economic Development Needs Assessment (HEDNA) 2017 established that the city has a need for an additional 718 new Affordable Housing dwellings a year for the period 2020 -30.
- 4.1.8 Conversely to a growing Private Rented Sector, Leicester City Council's role as landlord is diminishing, from 36% of all dwellings in 1981, to 15.5% in 2017.
- i. Taken together, and additionally combined with market rent increases, puts huge demands on the city's social housing register.
  - ii. Currently around 6000 households are waiting for accommodation on the register, with an average of just 1,200 lets each year. Furthermore, 2,600 households approached the authority as homeless, or at risk of homelessness, in 2020/2021.
  - iii. Prioritisation by level of housing need ensures that those in greatest need have best access to limited stock, but waiting times are increasing year on year and not all households who apply to the register will be successful in realising an offer of accommodation.
- 4.1.9 We still have the challenge that we continue to lose Council Housing stock through the right to buy. Since the 1980s the Council has lost over 14,000 homes. In 20/21 it lost another 409 properties or over 2% of stock. Leicester is the worst affected area against comparators. The City Council has lost 1,890 properties in the last 5 years.



- 4.1.11 There are an estimated 9,649 Houses in Multiple Occupation in Leicester, of which approximately 2,249 potentially come under the mandatory licensing scheme; with 48% of them in the Westcotes, Castle, Stoneygate and Fosse Wards. The proactive acquisition of this commissioned research data is feeding into the work of the Council's Private Rented Sector Team and their resourcing requirements to support the identification of any unlicensed property. It is also helping to inform the consideration of other discretionary licensing schemes.
- 4.1.12 The data from our housing condition report shows that the performance of the housing stock in Leicester compared to the English Housing Survey (EHS) average is generally worse with the exception of excess cold which is slightly better in Leicester.
- 4.1.13 Levels of all hazards and fall hazards are notably higher in Leicester, and the proportion of low income households is high compared to the England average. In Leicester, 17% of Private rented sector accommodation is believed to have category 1 hazards.
- 4.1.14 Compared to the regional average the picture is similar with Leicester generally performing worse with the exception of excess cold and fuel poverty.

- 4.1.15 Market rental prices in the East Midlands increased by 2.1% in the past 12 months<sup>4</sup> and are now on average 20-30% higher than Local Housing Allowance rates, creating a market that is difficult to access for those on low incomes, or those dependent on welfare benefits.

## **4.2 Affordability of Housing**

- 4.2.1 Not all households have sufficient income to buy or rent a home in the private sector in Leicester that adequately meets their housing needs at acceptable standards.
- 4.2.2 Whilst Leicester's cheapest homes to buy or rent (those within the lower quartile of sale prices and private rents) might appear affordable compared with the city's average full-time resident earnings, they are not always affordable to those in the city with the lowest incomes.
- 4.2.3 In fact, recent research has concluded that Leicester has seen;
- An increase (ie worsening) in its housing affordability ratio;
  - Leicester's level of unemployment (7.5%) is almost double the regional level;
  - The city has a relatively high proportion of its population employed in Group 9 elementary occupations; Leicester's residents' earnings were the lowest in the Housing Market Area;
  - Leicester's overcrowding rate (15.2%) was almost three times the regional figure (5.5%); between 2001 and 2011 there was an increase of almost 60% in the level of over-crowded households in Leicester – almost double the national growth;
  - Leicester is the only authority across the HMA that has a higher rate of concealed and shared households than the regional and national average.
- 4.2.4 Affordable Housing itself includes several tenures including Intermediate Affordable Housing for sale, Intermediate Affordable Housing for rent and social/affordable rent. The table below sets even for "affordable housing options" in Leicester, those with incomes in the lower of median quartiles still cannot afford many of these so-called affordable options.

Figure 12

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<b>AFFORDABLE HOUSING OPTIONS</b>	New households accessing at LHA rates	Lower quartile income	Median income
Starter homes	<b>N/A</b>	<b>x</b>	<b>x</b>
Intermediate (shared ownership/shared equity)	<b>N/A</b>	<b>?</b>	<b>✓</b>
Median private rented	<b>x</b>	<b>?</b>	<b>✓</b>
Affordable social rents	<b>x</b>	<b>?</b>	<b>✓</b>
Social rents	<b>✓</b>	<b>✓</b>	<b>✓</b>

**KEY:** **✓** should be able to access this housing option ; **x** = unlikely to be able to access this housing option; **?** = marginal that this housing option could be accessible; **N/A** = this housing option is not available

This table is based on resident-based earnings and does not take into account that some households will use multiple incomes as part of a household to access housing that would otherwise be unaffordable to a single income (this can also be a barrier to access where it causes a household to exceed the housing register income threshold). In addition to this the requirement for different size homes will also impact on affordability.

### **Starter homes**

The income required in Leicester to access starter homes (HEDNA) is £26,100, while £22,199 is the median gross annual residence based earnings for Leicester, 2016. It is also not considered affordable for individuals whose income is in the lower quartile.

### **Intermediate options**

The HEDNA estimates that an income of £16,800 is required to access this housing option. This is around the lower quartile income levels in Leicester (of £16,980) so may not be affordable to all households whose income is in the lower quartile.

### **Private renting**

For individuals in Leicester who receive the gross median monthly salary, median rents in the private sector would make up 32% of their income. This figure is higher than that which the HEDNA considers to be a reasonable start point (25% of income) – however, the HEDNA suggests other sources (letting agencies and housing benefit calculations) raise this figure as high as 40%+. So, in this context, this option is considered affordable for individuals whose income is at median levels however it will

become more unaffordable for those with lower incomes (estimated ratio of their earnings would be 39%). People on lower incomes may be able to access cheaper housing options in the private rented market. Private rented accommodation is not generally accessible to new households accessing at LHA rates – national survey showed that 63% of landlords would prefer not to let to HB claimants, and research undertaken by Housing Options Private Rented Housing Team found a significant difference between private market rents and LHA rents.

### **Affordable social rent**

Affordable social rent are rents set at up to 80% of market rent. Local housing allowance is 30<sup>th</sup> percentile of market rent, meaning at its higher levels this housing options is unaffordable for LHA households. An assessment % rent of incomes indicates at lower quartile incomes rent would be 32% of their total income (again higher than the 25% HEDNA level but lower than 40%). At medium incomes % rent to income level is 24% so would be affordable for the majority of households.

### **Social rent**

Social rented properties are generally available at local housing allowance rates therefore would generally be affordable to all households at different income levels. However there is an income cap to be able to be eligible for the housing register so is not currently available to any households with a single income of £25,000 or a joint income of £30,000.

- 4.2.5 The HEDNA calculated that 19% of households in Leicester who require Affordable Housing can afford Intermediate Housing; that's 149 households a year (of our total of 786). The remaining 81% (637 households a year) will need social/affordable rented housing.
- 4.2.6 Social/Affordable Rent is affordable to a range of households as long as the rent to be paid falls at or below Local Housing Allowance (LHA) limits (many of the households will need to claim housing benefit). Council housing is generally the most affordable rental option. Where households are eligible, council rents will be fully covered by benefits unless the household is under-occupying. There may be a small number of households who are affected by the introduction of the LHA shared room rate for people aged under 35. This is likely to result in a relatively small shortfall between their benefits and rent. The benefit cap has only affected households in the very largest of council properties (ie 6-bedroomed).

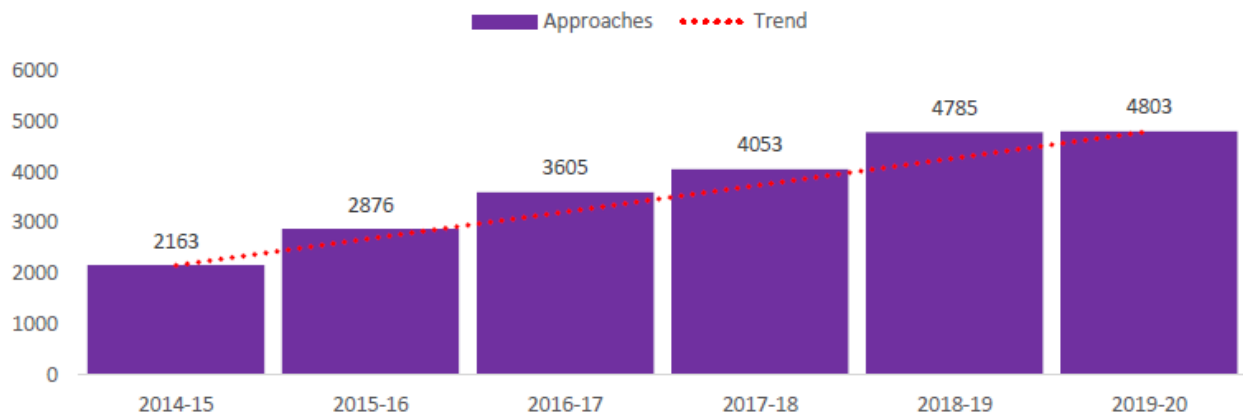
## **4.3 Homelessness**

- 4.3.1 Homelessness services in Leicester have faced year-on-year increases in people approaching the Council for help who are facing Homelessness (4,803 in 2019-20) and positively, the Council continue to provide strong

services, maintaining strong services and prevention rates at over 85% in 19/20.

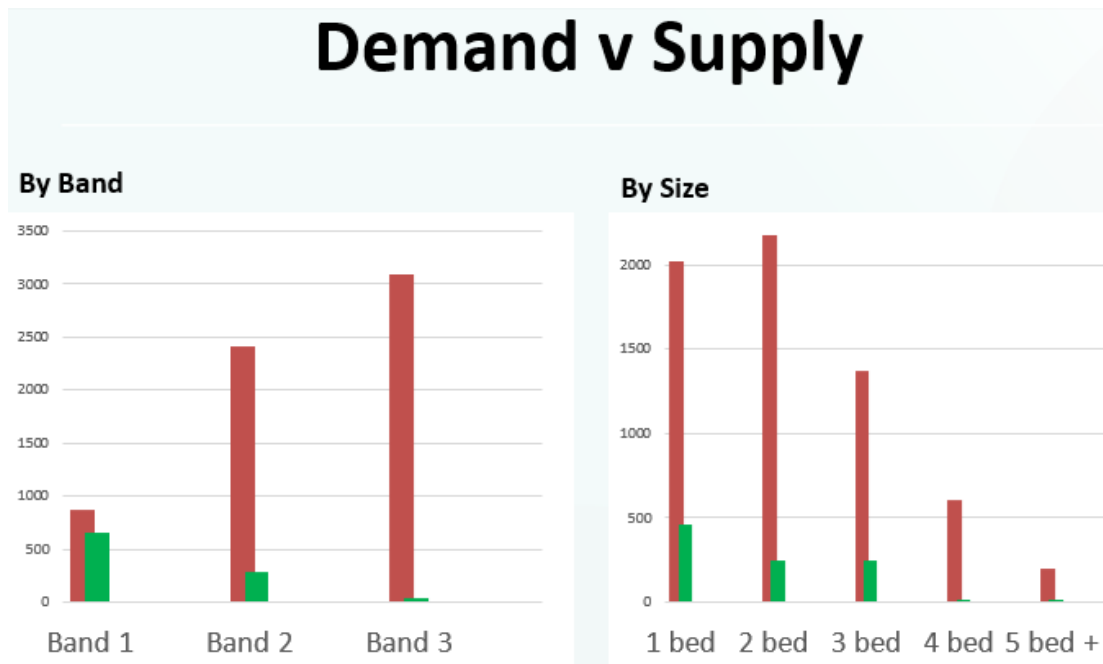
Figure 13

### Number of Households approaching Housing Options for advice and support



- 4.3.2 From the Who gets Social Housing data the Council has an increasing number of people on the Housing register, up to 6,366. Overcrowding continues to be a significant problem in the city with more than 15% of households stating they are overcrowded overall. This is supported by our Housing Register data where 46% of the applicant on the register are overcrowded.

Figure 14

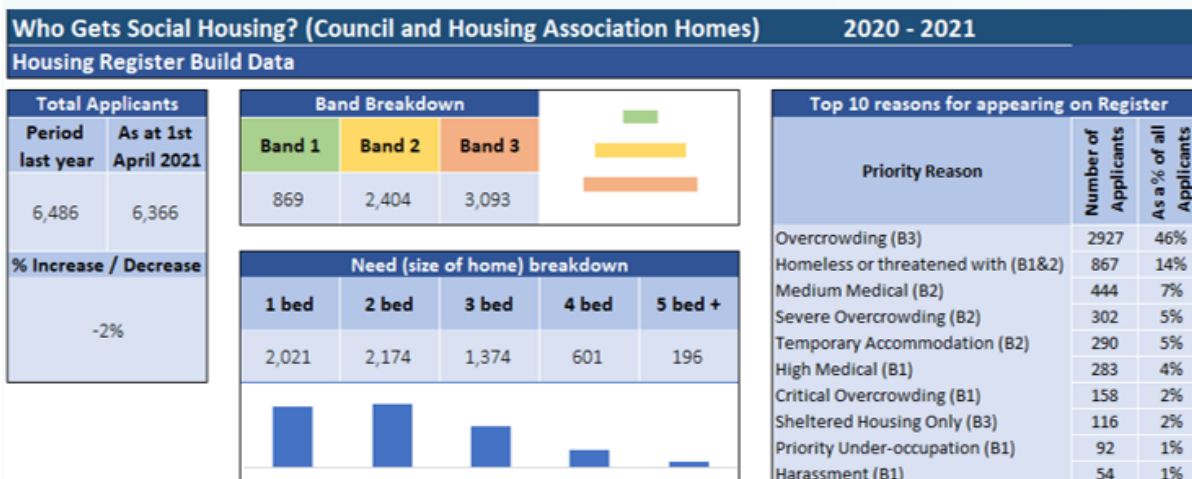


- 4.3.3 Demand for Council Housing far outstrips supply. The average wait times for LCC housing shows significantly increasing wait times for all sizes of



properties with minimum wait times now at 4 months for the highest Band 1 priority cases and significantly higher wait times for those in the lowest band 3.

## Housing Register Information



### 4.4 Collapse in the supply of truly affordable homes

4.4.1 As can be seen in Figure 8 above and 4.1.4, the make-up of the Housing market in Leicester has changed significantly, with Council housing which is for many the only affordable housing now becoming a scarce resource with limited supply, very large demand (6000) and a growing need for it (786pa) as the City grows.

4.4.2 The loss of Council Housing through the right to buy scheme for the City has already been referenced in 4.19, this is very relevant to the collapse in the supply of truly affordable housing because, while efforts are being made in the City to increase new housing (see Figure 9) this is being undermined by the ongoing sale and reduction in Council Housing through the Right to Buy scheme of over 400 homes on average each year and 14,000 overall since the 1980's.

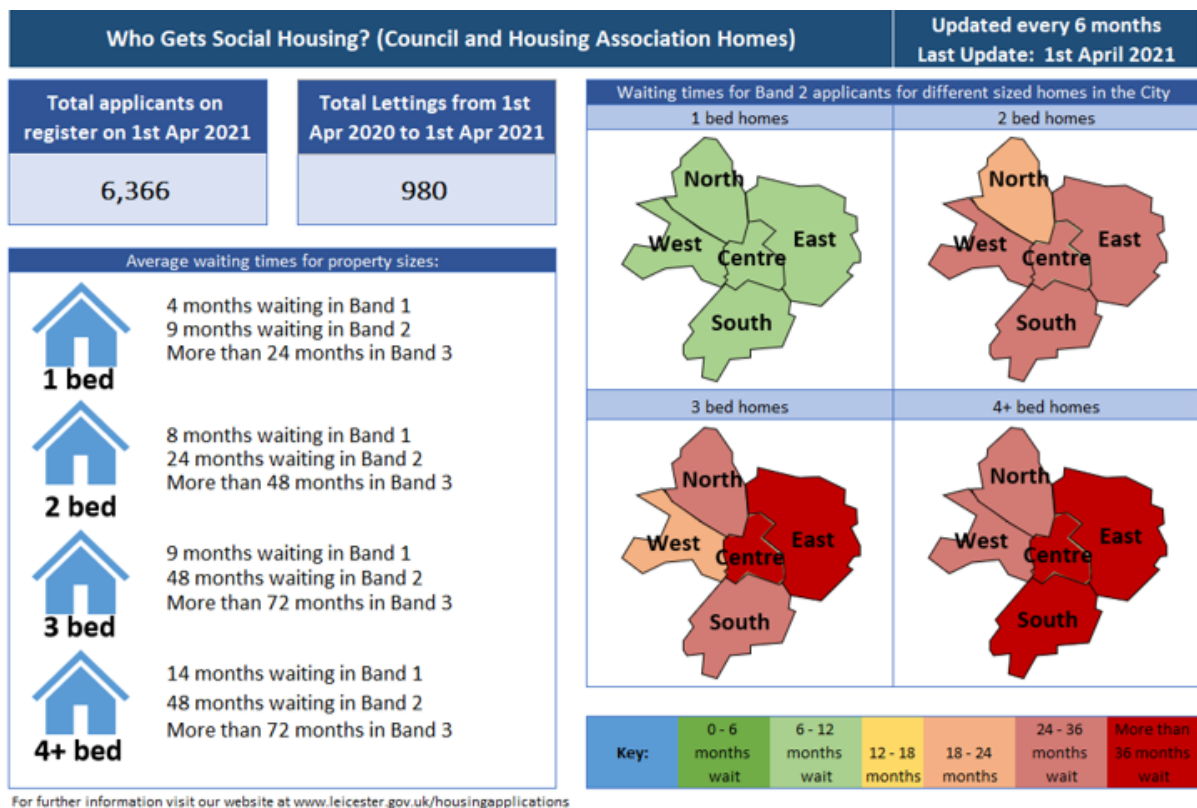
4.4.3 Although house building in the city is at the highest it has been for many years (1,437 in 18/19), the lack of land in the city has seriously undermined this delivery.

### 5. Leicester City Council's effort to tackle the Housing crisis

5.1 Leicester City Council has been working hard to tackle the Housing challenges in the city and this has been driven by the Council's political priorities. In the context of the challenges set out Nationally and in



Leicester in this report, highlights of the efforts being made by the Council are set out in the following section.



### 5.2.1 The Affordability of Housing

5.2.2 Our council rents remain the lowest in the city for any tenure type. Average private rented sector rents for a 3-bedroom house are currently around £155 per week, average Housing Association rents average out at £89 per week, whilst council rents are £85, for this type of property.

Figure 17

Tenure Type	Average weekly rent
LCC	£85.22
Housing Association	88.59
Private Rented Sector	155.34

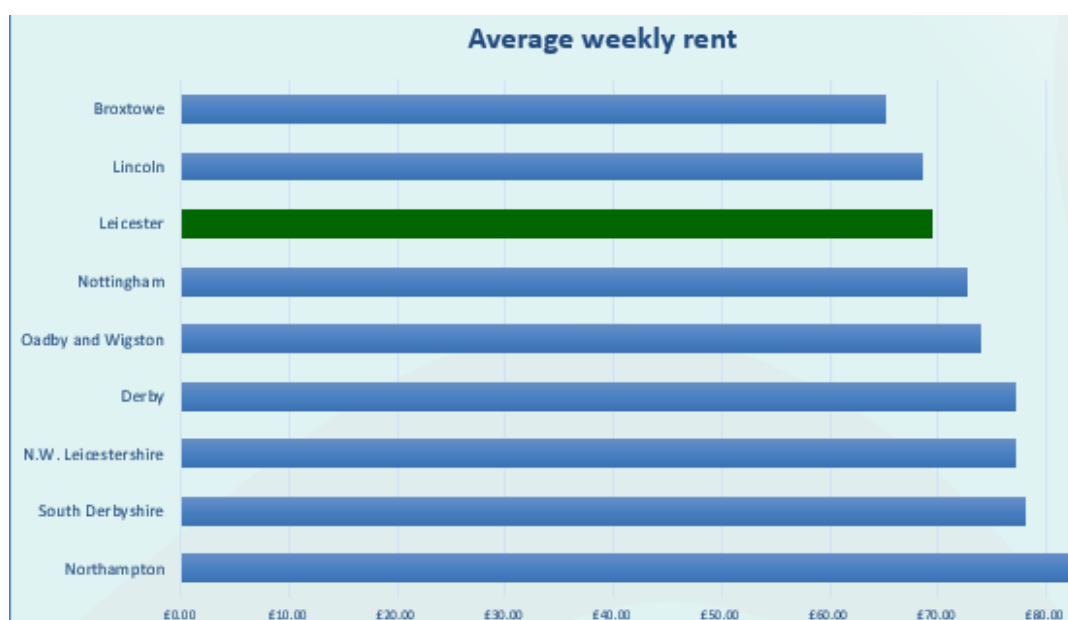
- 5.2.3 Comparing ourselves with other local authorities in the country and Leicester's overall average council rents are amongst the lowest in the country, 19<sup>th</sup> lowest out of 20 for comparator authorities.

Figure 18

Authority	Average rent	Authority	Average rent
1. Slough	£102.83	11. Wolverhampton	£77.34
2. Bradford	£100.07	12. Derby	£77.26
3. Liverpool	£85.45	13. Newcastle	£74.53
4. Milton Keynes	£84.59	14. Manchester	£74.19
5. Luton	£82.37	15. Nottingham	£72.78
6. Salford	£82.04	16. Kingston	£72.21
7. Birmingham	£79.82	17. Leeds	£72.01
8. Oldham	£79.78	18. Sheffield	£71.13
9. Bristol	£79.29	19. <b>Leicester</b>	<b>£69.57</b>
10. Sandwell	£79.06	20. Stoke	£69.04

- 5.2.4 Even when comparing ourselves with other local authorities in the East Midlands we have amongst the lowest rents. Northampton's average weekly rent is £82, North West Leicestershire is £77 and Oadby and Wigston is £74. We have only found Lincoln and Broxtowe to have slightly lower average rent than our £69 per week.

Figure 19



- 5.2.5 Council housing now makes up only 15.5% of Leicester's properties and while low rental levels can help those in the greatest need, wait times and

very limited supply mean that the City must have a quality private rented sector.

- 5.2.6 To this end the Council has written and launched a Private rented sector strategy that has the driver of improving Housing standards in the Private rented sector to ensure that housing in Leicester is the best standard it can be for those in need of housing.
- 5.2.7 The overall objective of the strategy is to have a holistic approach that ensures tenants and landlords are appropriately supported, as well as retaining and improving our ability to protect tenants' safety and rights, and tackle rogue/poor landlords. Maximising this, whilst maintaining a balanced, fair, and proportionate approach, will ultimately lead to the raising of housing standards within the sector
- 5.2.8 Included within the strategy and already being consulted upon is the option to utilise licencing scheme to drive up standards. This is a key strand in targeting and addressing unfit accommodation in the City.

### **5.3 Homelessness**

- 5.3.1 The City Council's current Homelessness strategy 2019 – 2023, drives ongoing strong delivery of the homeless services in the city.
- 5.3.2 LCC has been successful in delivering £3.5m additional revenue across 9 external funding pots to enhance Homelessness services Further funding has been secured through the Health Inequalities fund for two additional Social Workers to work with those going through Homelessness whom do not meet the ASC Statutory threshold. The Changing Futures bid for £3m has been successful working with partners and also a further bid to the Rough Sleeper Drug and Alcohol treatment funding for £1.2m to provide extra support to help people recover from drugs and alcohol misuse has also been successful. A bid has also been submitted linked to Offenders Accommodation
- 5.3.3 The Council has significantly reduced the number of rough sleepers on the street and is clear that 'No one needs to sleep rough on Leicester streets'. Over recent years significant investment and efforts have gone in to reducing down Rough Sleepers to single figures with anyone on the streets refusing to come in to available Temporary accommodation. A Rough Sleepers Next Step Strategy has been developed and implemented and this will shortly be followed by an Ending Rough Sleeping strategy.
- 5.3.4 Services continue to be strengthened through the Strategy actions including procurement of Temporary accommodation for those leaving prison completed securing 30 units increased from 20 and a Leicestershire wide new Pathway has been developed and signed off by all District and City partners in conjunction with Prison and Probation

- 5.3.5 Temporary accommodation has also been re-procured for singles and wider work to develop the singles offer at the Dawn Centre is ongoing. Alongside this officers are working on the development of increased numbers and types of stepped accommodation for singles.
- 5.3.6 A joint procurement exercise to procure young person temporary accommodation has just successfully concluded and being implemented.
- 5.3.7 Launch of the St Mungos Hub to facilitate work placement and work opportunities has now taken place. LCC are also piloting development of employment opportunities with BEAM for 1 year to test this opportunity.
- 5.3.8 The Family offer of Homes not hostels is in progress with the development of a network of independent homes across the City available as the Family temporary accommodation offer moving away from an institutional hostel with the staffing elements complete and the procurement just concluding.

#### **5.4 Collapse in the supply of truly affordable homes**

- 5.4.1 The Council has now approved over £100m to the delivery of the manifesto commitment to increase the supply of affordable housing. A pipeline of delivery of 1500 units on multiple sites has been identified and agreed between 2019 and 2023. The Council and partners will by the end of 21/22 have delivered a total of 871 social housing properties.
- 5.4.2 Delivery of Housing Leicester Phase 1 of new Council Housing has delivering 29 units across 6 small sites including bungalows which are wheelchair accessible. Full planning has been secured on Saffron Velodrome for 38 properties and procurement has been completed and a builder secured for this site which is aiming to start build in Autumn 2021. Additional Phase 2 sites are also being worked on to deliver a further 18 new units during 22/23. Early preparations work is now starting on Phase 3 has been agreed to proceed by CMB and this has started which should deliver 52 new homes.
- 5.4.3 An extensive Acquisitions programme has been going on for the duration of the manifesto commitment and by the end of this financial year 21/22 a total of 572 properties will have been acquired.
- 5.4.4 During the manifesto period it is expected to invest over £9m on the provision of adaptations to ensure that this Housing is suitable for those living in it. To date since 2019 the Council has invested over £8m in to Disabled Facilities grant and Council House adaptations to facilitate the Adaptations service and help people that need adaptations to continue to be able to live in their current home. A total of 1,889 adaptation/DFGs have been completed to date providing help to over 1000 people to stay in their own homes.

## **6. Conclusion**

- 6.1 This report clearly sets out the National and Local Housing challenges and problems that are causing a perfect storm for a housing crisis. It clearly demonstrates that holistic and national policy change is required by Central Government to deal with the crisis and this is why it is essential the Council have very clear demands and asks of government.

Executive Response to Scrutiny

The executive will respond to the next scrutiny meeting after a review report has been presented with the table below updated as part of that response.

Introduction

...

Scrutiny Recommendation	Executive Decision	Progress/Action	Timescales

