

Harborough District Council New Local Plan Regulation 19 Consultation Representations

On behalf of Colecar Strategic Land

Date: May 20 25 | Pegasus Ref: P21-20 28

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Appendix A – Call for Sites Submission

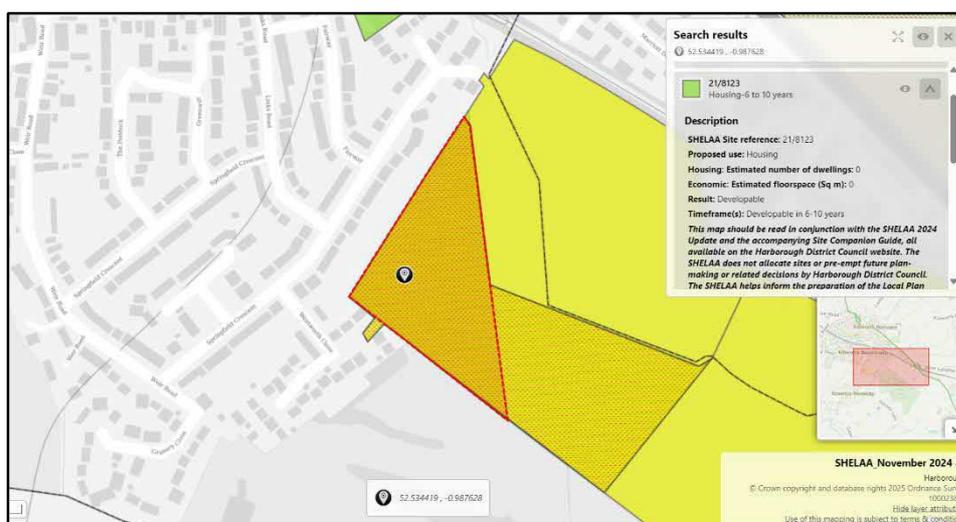
Appendix B – Site Location Plan

Appendix C – Concept Masterplan

Appendix D – Economic and Housing Need Overview

1. Introduction

- 1.1. These representations are submitted by Pegasus Group on behalf of Colecar Strategic Land (CSL) in respect of the Harborough District Council Local Plan 2020- 2041 Regulation 19 Consultation.
- 1.2. This representation is made in relation to our client’s interests at Land North of Wentworth Close, Kibworth. CSL have actively engaged in each stage of the preparation of the emerging Local Plan, including submission of this site through the recent call for site representations made during the Regulation 18 consultation in February 2024 (this was under the previous company name of Mintridge Strategic Land). The whole land parcel in the control of CSL including access to the site was submitted to the Call for Sites in 2024 (Appendix A) although a smaller land parcel has been assessed (excluding access to the site) and given the reference SHLAA 24/8123. It is unclear why the remainder of the site, including the access from Wentworth Close, was not included in the assessment. For clarity, a site location plan at Appendix B shows the extent of CSL’s land ownership including the proposed access.
- 1.3. The Strategic Housing Land Availability Assessment Map Tool (extract below), our client’s site north of Wentworth Road site is deemed to be ‘Developable within 6- 10 years’ for residential development.



- 1.4. An application (ref: 15/01398/OUT) was submitted on the site in 2015 for up to 100 dwellings. The submitted 2015 Transport Assessment concluded that access into the site can be achieved through a singular access point via an extension to Wentworth Close and can be accessed safely by both car and non- car modes. Leicestershire County Council Highways response to the application stated that the site access proposals are acceptable in principle subject to detailed design.
- 1.5. The concept masterplan at Appendix C shows how the site can deliver up to 65 dwellings with vehicular and pedestrian access off Wentworth Road with associated drainage and open space including potential areas of wetland habitat adjacent to the existing brook. Since the submission of the Call for Sites form, additional survey work has been undertaken including hydraulic modelling of the unnamed watercourse that runs through the site, which ha:



defined the areas of lower flood risk that built development can be delivered on. Residential uses are still proposed on the site; however, market housing is now promoted by CSL rather than confining the proposed residential use to elderly persons accommodation.

2. Part A – Contact Details

	Client Contact Details	Agent Contact Details
Name	[REDACTED]	[REDACTED]
Organisation	[REDACTED]	[REDACTED]
Address	[REDACTED]	[REDACTED]
Postcode	[REDACTED]	[REDACTED]
Telephone Number		[REDACTED]
Email		[REDACTED]

2.1. The remainder of this document sets out our representations on behalf of CSL.

2.2. We wish to be notified of the following:

- ✓ When the Plan is submitted for independent examination
- ✓ When the Inspector's Report is published
- ✓ When the document is adopted



3. Policy DS01- Development Strategy: Delivering Homes

Do you consider the Local Plan is:

Legally Compliant – YES

Sound – NO

Complies with Duty to Cooperate – NO

If you do not consider the Local Plan is sound, please specify on what grounds:

Positively prepared Justified Effective Consistent with National Policy

Policy DS01- Development Strategy: Delivering Homes

Comments

- 3.1. Policy DS01 'Development Strategy: Delivering Homes' sets out the housing requirement for Harborough District of 13,182 between 2020 and 2041. This is based upon the medium growth option with an annual housing requirement of 657 homes per year between 2020 and 2036, and 534 homes per year between 2036 and 2041.
- 3.2. This compares to the current Local Housing Need figure for Harborough of 723 homes per year, calculated using the standard method (including the March 2025 affordability ratio update, which did not affect the figure). The Council are, however, proceeding under the transitional arrangements set out in the new NPPF (2024) and are therefore seeking to meet the local housing need identified through the previous version of the standard method, which identified a need for 510 homes a year.
- 3.3. The explanation for the housing requirement is set out in paragraphs 4.4 to 4.7 of the reasoned justification and points to the Leicester & Leicestershire Authorities - Statement of Common Ground relating to Housing and Employment Land Needs June (2022) (SoCG). The SoCG apportions unmet housing need from Leicester City, and for Harborough, this is 123 homes per year up to 2036. At the time the SoCG was drafted, Harborough had a Standard Method Local Housing Need of 534 houses per year, which combined gives a total requirement for 657 homes a year.
- 3.4. Paragraph 4.6 notes that the housing requirement is reduced from 2036, in line with the end date of the SoCG. This approach to the housing requirement is not justified and also fails the test of being positively prepared and is not consistent with national policy. The housing requirement must incorporate a proportion of Leicester's unmet need through the entirety of the plan period until 2041.
- 3.5. Implicit within the Council's Local Plan Housing Requirement figure is that Leicester's unmet need will somehow disappear after 2036. This seems nonsensical as Leicester City has tightly drawn administrative boundaries. The far more likely scenario is that Leicester City will see a decrease in its capacity for housing development after 2036, and its unmet need

is likely to increase rather than disappear. It will be for surrounding districts and boroughs to address this unmet need, and to ignore this reality is the opposite of positive planning contrary to the tests of soundness in NPPF paragraphs 16, 36a and 36d.

3.6. We get an insight into the likely unmet need position post 2036 in a note prepared for Leicester City for the Inspectors for the Leicester City Local Plan Examination in Public. The note sets out the implications of the proposed changes to the National Planning Policy Framework (NPPF) for the Leicester Local Plan and other Leicestershire authorities (Action 17) and the response is included in the Examination Library as Exam 56 and can be viewed here: (<https://www.leicester.gov.uk/media/1ypej5yw/exam-56-action-17-note-on-2024-nppf-final.pdf>).

3.7. This note was prepared by the City Council in October 2024 before the final NPPF update was published so was based on the proposed standard method, which suggested a local housing need of 1,690 in the City whereas the final standard method for the City published in December 2024 was 1,557 (now 1,580 taking account of the affordability ratio update in March 2025). Taking account of this context, the note provides a really useful insight into the likely unmet need situation post 2036. The Council states in the note:

“As the Leicester Local Plan at Examination effectively allocates the final remaining strategic site development opportunities for development ahead of 2036, the city capacity going forward into Plan review will be limited. As anticipated in the Strategic Growth Plan, there will be an increasing unmet need requirement going forwards in City - at the time of SGP approval, the potential City supply figure envisaged beyond 2031 was 550 dpa.

The City Council therefore expects that under the new NPPF, in addition to the new standard method need, partner councils will also need to address evidenced future City unmet need in their Local Plans beyond that identified to 2036 in the 2022 Statement of Common Ground. City capacity will only be able to be fully confirmed and evidenced post adoption of the Plan currently being examined”.

3.8. It is clear that unmet need should continue to be incorporated into the housing requirement for the District post 2036 given the unmet need in Leicester is likely to remain or increase through the District’s plan period.

3.9. The justification for a medium growth scenario and reducing the housing requirement after 2036 is further undermined when the most up-to-date standard method Local Housing Need for Harborough is higher than the figure the Council is using - even in the pre 2036 period. The increased Standard Method figure for the District illustrates an increased requirement for development in the district. In addition, between 2020 and 2024 the average completions is 933 dwellings per year and therefore the medium growth scenario that the Council have opted as the preferred growth strategy will seek to constrain future growth in the district during the plan period.

3.10. The increased Standard Method reflects the increase in affordability ratios as demonstrated in the *Economic Overview and Housing Need* report prepared by Pegasus Group, which is appended to these representations at Appendix D. In 2014, the affordability ratio in Harborough was 8. By 2024, the affordability ratio in the local authority had increased to 10.2 – a similar average affordability ratio to local authorities in the South East of England. This is above the median affordability ratio for the East Midlands of 7.1 and above the ratio for England of 7.7. The affordability ratio is even higher within the ward of Kibworths, at a figure

of 10.8 in 2022. In addition, as of 2021, the Kibworths has one of the lowest levels of home ownership when compared with other wards in the local authority.

- 3.11. Demographically, between 2013 and 2023, the population of Harborough increased by 17.4%. In relative terms, the 65+ cohort grew at the fastest rate. This trend of an ageing population is projected to continue between 2020 and 2041, with the number of people aged 65 and over projected to increase by 50.8% in this time in Harborough. Analysis of the components of population change in Harborough show that change has been driven mainly by internal net migration since 2013 suggesting that the LPA is an attractive area for people to move to. More locally, at the ward scale, in addition to growth in those 65+ there has also been significant growth in the number of people aged 0-15 and 16-64 in Kibworths. In order to retain people within these age groups and maintain sustainable demographic growth, appropriate housing supply must be provided for these younger people.
- 3.12. The Local Plan Sustainability Appraisal assesses 3no. refined spatial options based on a refined medium growth that includes a 15% buffer but this does not apply to homes already built. The Sustainability Appraisal does not assess low or high growth scenarios of the refined spatial options and so this should be undertaken to ensure the Sustainability Appraisal assesses all reasonable options appropriately.
- 3.13. One of the reasons for discounting the low and high growth options was based on the 'assumptions around Leicester's unmet needs and the difficulties in planning for this.' (para. 5.6). This reason alongside the evidence included with this representation points towards a higher growth option and at least a higher buffer/contingency of development sites so that the local authority can make a meaningful and positive contribution to reducing the lack of affordability within the District and sustainable settlements such as Kibworth alongside providing extra flexibility to respond to change during the course of the plan period.
- 3.14. Accordingly, the authority should be seeking to proactively address the lack of affordability and lack of home ownership particularly in Kibworth by seeking a higher growth rate and including Leicester's unmet housing need throughout the plan period. The medium growth rate chosen by the authority as the preferred growth option is not justified.
- 3.15. It is also failing the Duty to Cooperate. Whilst there is clear evidence of active and on-going constructive engagement over a number of years, there is no evidence of this engagement having dealt with the changes brought in during December 2024. The Council needs to show that there has been constructive engagement on the housing requirement figure for the District in light of recent changes to the Standard Method and taking account of implications of the transitional arrangements.
- 3.16. Ideally, a new SoCG should be prepared to review the scale of unmet need post 2036 and apportion this. This is likely to take some time so in the meantime the Leicester and Leicestershire authorities need to demonstrate that the existing agreed SoCG housing figures meet the needs of the Housing Market Area based on the pre-2024 NPPF change to the standard method, including the unmet need from Leicester and if so agree to carry these figures forward beyond 2036 until further work is complete to confirm the scale of unmet need.
- 3.17. The housing requirement set out in Policy DS01 is not justified, is not positively prepared, effective and not consistent with national policy.

Plan Period

- 3.18. The plan period proposed is 2020 - 41. This is not considered to support a positively prepared plan as it includes four years, which precedes the local housing need figure that the Council is using to inform the housing requirement. This means the plan is taking account of four years of over- delivery between 2020- 2024 when the standard methodology itself takes account of over and under- delivery, this therefore represents double counting.
- 3.19. Between 2020 and 2024 the Council have completed a total of 3,730 dwellings according to the Housing Trajectory set out in the Local Plan. This is an average of 933 dwellings a year, an oversupply of 1,02 dwellings. This oversupply is then taken off the 'to be found' figure in the plan period.
- 3.20. In addition, the NPPF, at paragraph 22, requires Local Plans to provide a 15- year time horizon from the adoption of the plan to anticipate and respond to long- term requirements and opportunities, such as those arising from major improvements in infrastructure. The latest Local Development Scheme (March 2025) anticipates Submission in September/October 2025 and adoption in October- December 2026. This would mean the plan would look ahead over 14 years at adoption, rather than the required 15 years , as the Council would be well into the monitoring year 2026/7.
- 3.21. Based on the Local Development Scheme it is necessary for at least an additional year to be added to the plan before Submission to ensure the plan provides a full 15- year time horizon. Whilst the Examination in Public process can take around a year, many take longer, as seen in neighbouring Charnwood where the Examination has been underway for over three years. Whilst this is unusual, the Leicester City Local Plan has had a single set of hearing sessions, no pauses or additional consultation and the Inspectors have indicated the plan can be found sound, but the Council is now a year and eight months into the Examination process having submitted in September 2023 and yet to publish Main Modifications.
- 3.22. The Council can avoid further unnecessary delays during the Examination process by extending the plan period now to 2042.
- 3.23. The proposed plan period is not justified, is not positively prepared and not consistent with national policy.

Sustainability Appraisal

- 3.24. Chapter 5 of Sustainability Appraisal (SA) explains how the Council has considered six broad distribution options in November 2023 which led to 3 further refined options for the level and distribution of housing. The reasons for rejecting or selecting different options are not clearly set out in the SA report.
- 3.25. The SA report refers to certain Council meetings, but case law determines that such reasons should be clearly set out within the SA document and there should not be a 'paper chase' to other documents, especially if they are not part of the Local Plan evidence published on the Local Plan consultation website.
- 3.26. The reason for selecting or rejecting certain site and growth options relies on the fact that the Council has decided the level of development that should be accommodated in certain settlements . However, without a clear description of the process that led to the identification



of levels of development in certain settlements, the growth and site selection process is flawed and is not justified.

- 3.27. To positively plan for this, more homes will need to be distributed across the sustainable settlements particularly Large Villages and Kibworth.
- 3.28. As outlined above, the affordability in Harborough District and the ward of Kibworth is above the regional median affordability ratio. The amount of housing delivery in Kibworth has been limited since the allocations at Wistow Road and east of Warwick Road/Fleckney Road were built out in 2020/21 and 2022/23, respectively. The Neighbourhood Plan has also only allocated 4no. sites with 20no. dwellings permitted on 2 of the sites so far and another 5no. dwellings allocated on the other 2no. sites. This has exacerbated the affordability within Kibworth.
- 3.29. In addition, demographically, there has been significant growth in the number of people aged 0- 15 and 16- 64 in Kibworth. In order to retain people within these age groups and maintain sustainable demographic growth, appropriate housing supply must be provided for these younger people. It is therefore considered that further housing should be directed towards Kibworth, and particularly smaller sites should be allocated such as our client's site, which can deliver housing in the short term and would help to promote the development of a good mix of sites within Kibworth.
- 3.30. Large Villages such as Kibworth will be a critical part of the development strategy alongside development in other sustainable locations in the District. New development in the Large Villages will complement the existing commitments identified through the adopted Local Plan.
- 3.31. The Large Village settlements are highly sustainable locations for growth, already benefiting from a range of services and facilities as identified in the Settlement Hierarchy Assessment. The scale of these settlements means that new homes can be within walking distance of these services and facilities also benefitting from existing infrastructure. In turn new homes help to sustain services such as bus services, contributing to the continued sustainability of the settlement.
- 3.32. It will be important not to rely solely on large strategic sites and therefore development in the proposed Large Villages and other sustainable locations will be essential in combination with any strategic proposals.
- 3.33. The Council's Settlement Profile (February 2025) identifies the settlement has a good range of services, facilities and shops including its one supermarket alongside Key and General Employment Areas. Kibworth is also served by a number of regular bus services including X3 and X7 to Market Harborough and Leicester, therefore residents can easily gain access to these services when required. In particular, our client's site, Land North of Wentworth Close, Kibworth, is approximately 800m from the town centre and nearest bus stops served by the above- mentioned bus services.
- 3.34. The site is capable of delivering up to 65 dwellings. It is a logical and sustainable extension to the settlement limits and existing built- up area being bounded by built development to the north and southwest and other development to the south of the site.



Modifications to the Local Plan

- 3.35. Policy DS01 should be modified so that the housing requirement reflects the higher growth option and incorporates Leicester's Unmet Need until the end of the plan period rather than until 2036.
- 3.36. The plan should be supported by an updated Statement of Common Ground between the Leicester and Leicestershire authorities which apportions the unmet need from Leicester beyond 2036 taking account of the authorities progressing under the trans arrangements such as Harborough District Council. Or an interim position should be agreed between the authorities to demonstrate that the existing agreed SoCG housing figures meet the needs of the Housing Market Area based on the pre- 2024 NPPF change to the standard method, including the unmet need from Leicester and if so agree to carry these figures forward beyond 2036 until further work is complete to confirm the scale of unmet need.
- 3.37. The plan period should be rebased to 2024 or potentially 2025 given the intention to submit the plan later this year. The plan period should also be extended by at least a year.
- 3.38. The selection of the medium growth option set out in the Sustainability Appraisal is unclear and requires further explanation. The Sustainability Appraisal should also assess low and high growth scenarios against the refined spatial options.
- 3.39. The housing distribution should seek to provide additional growth in the more sustainable settlements such as Kibworth.

Participation

If your representation is suggesting a modification, do you wish to participate at the oral hearing part of the examination?

Yes No

Reason to participate

- 3.41 CSL request to participate in the relevant hearing session where the duty to cooperate on housing requirement, housing distribution, plan period and policy wording for DS01 is discussed. Our representations raise technical issues that would benefit from discussion.



4. Policy SA01: Site Allocations

Do you consider the Local Plan is:

Legally Compliant – YES

Sound – NO

Complies with Duty to Cooperate – YES

If you do not consider the Local Plan is sound, please specify on what grounds:

Positively prepared Justified Effective Consistent with National Policy

Comments

Kibworth

- 4.1. A total of 10no. sites in Kibworth were assessed as part of the Stage 4 Technical Site Assessments undertaken by the Council. Of the sites assessed, 9no. sites were proposed to be residential use and 1no. proposed to be employment use. Of the proposed residential sites our client's site at Land North of Wentworth Close (ref: 8123), is the best performing site against the Sustainability Appraisal objectives. Of note, this is on a reduced area comparison to what was submitted during the formal call for sites, however, it is considered the outcomes against the Sustainability Appraisal criteria would be same.
- 4.2. The explanation of why the site was not chosen as a Preferred Site Allocation is outlined below:
- "It is not clear how satisfactory access can be achieved. Site is not considered an appropriate location for development when compared with other locations and sites at Kibworth. The site is not a preferred allocation."*
- 4.3. This explanation is unjustified as there is no clarification as to how and why the access has been deemed unsatisfactory or on what basis the site is not considered an appropriate location for development in comparison to the other sites at Kibworth. This is particularly pertinent when the site is the best scoring site in Kibworth at the Stage 4 Technical Site Assessment with 2no. likely significant positive effects, 3no. likely minor positive effects, 3no. likely minor negative effects, 2no. likely significant positive effects, and 4no. likely negligible effects.
- 4.4. In addition, the site was subject to an application (ref: 15/01398/OUT) for up to 100 dwellings. The submitted 2015 Transport Assessment (TA) concluded that access into the site can be achieved through a singular access point via an extension to Wentworth Close and can be accessed safely by both car and non-car modes. The proposed carriageway would include a width of 5.5m with a 2m wide footway either side. Leicestershire County Council Highways response to the application stated that the site access proposals are acceptable in principle subject to detailed design and therefore they had no objection to the site access. It is considered that there has been no change to the site context since the 2015 TA was prepared



that would deem the proposed site access as not achievable. Accordingly, satisfactory access to the site can be achieved.

- 4.5. Policy SA01: Site Allocation Schedule allocates 475 homes to Kibworth on one site under site reference K1: Land west of Warwick Road. This site is located on the western edge of the settlement and forms an extension of Kibworth. The allocated site is heavily constrained. As outlined in Chapter 7 of the Sustainability Appraisal (SA), the site is located within 500m of the Kilby - Foxton Canal SSSI and comprises of Grade 3 agricultural land. The site is located in the close proximity to the Grand Union Canal, Kibworth Harcourt and Kibworth Beauchamp Conservation Areas and therefore development of this site has potential to negatively impact the setting of these conservation areas, and any Listed Buildings contained within. The site also requires offsite highway mitigation, particularly along Warwick Road railway bridge and the A6 corridor.
- 4.6. In addition, the requirements for Site K1 as outlined in Policy SA01 are not explicit in relation to the infrastructure required to support the needs of the future residents such as potential land for a primary school and local centre even though this infrastructure is identified in the assessment of the site as required to support its sustainability – this needs to be explicitly identified within the policy.
- 4.7. The site selection process is therefore flawed as Land North of Wentworth Close as the reason for the site being discounted is not justified given that it is the best performing site within Kibworth.

Housing Trajectory

- 4.8. The housing trajectory at Appendix 5 suggests that site K1 will start delivering homes in 2030/2031. This seems optimistic when the evidence set out in Lichfield's *Start to Finish* report published in March 2024 suggests that the overall lead-in times for sites of 100 – 499 dwellings an average of 6 years, which is based on average timescale for obtaining outline consent, obtaining detailed consent and the delivery up to completion of first dwelling. It is noted that an outline planning application has not been submitted on the site yet and depending on the offsite highways mitigation required then this could also add to timescales for delivery of the site. Of note, our client's site is small and could be delivered relatively quickly as it would not require significant highways mitigation and there are no significant constraints that would hinder its delivery as confirmed by the Stage 4 Technical S Assessments.
- 4.9. To accommodate the additional housing requirement identified at Section 3, further sites should be allocated in Kibworth that would support its role as a Larger Village in the settlement hierarchy and deliver homes in the short-term.

Reasonable Alternative Sites

- 4.10. Our client's site at Land North of Wentworth Close, Kibworth provides a suitable and sustainable location for allocation within the Local Plan now. The site has no constraints to it coming forward and provides a logical extension to the settlement adjacent to the existing built-up area and a significant area of open space, the Kibworth Golf Club. The site could be delivered within 2 years of obtaining detailed planning permission.
- 4.11. The Concept Masterplan at Appendix C shows that the site is a logical extension to the existing built-up area that can deliver up to 65 dwellings (including affordable homes) and is



adjacent to the settlement and is accessed via an extension of the existing road at Wentworth Close. The site would also provide areas of open space and drainage infrastructure alongside the potential to enhance the existing brook with additional wetland habitats adjacent to it.

- 4.12. It is important to consider the role of other reasonable sites, particularly smaller sustainable sites like Land North of Wentworth Close, which can deliver housing in the short term and would help to promote the development of a good mix of sites within Kibworth.

Modifications to the Local Plan

- 4.13. The site selection process set out in the Sustainability Appraisal is unclear and requires further explanation.
- 4.14. Policy SA01 is not positively prepared or justified. Policy SA01 should be modified to include Land at Wentworth Close as an allocation for residential development as it is a site that is one of the best performing sites within Kibworth against the Sustainability Appraisal criteria.

Participation

If your representation is suggesting a modification, do you wish to participate at the oral hearing part of the examination?

Yes No

Reason to participate

- 4.15. CSL request to participate in the relevant hearing session to provide their perspective on the issues raised. Our representations raise technical issues that would benefit from discussion.

5. Policy HN02 Housing Need: Mix of New Homes

Do you consider the Local Plan is:

Legally Compliant – YES

Sound – NO

Complies with Duty to Cooperate – YES

If you do not consider the Local Plan is sound, please specify on what grounds:

Positively prepared Justified Effective Consistent with National Policy

Comments

- 5.1. Policy HN02 states proposals for residential development will deliver an appropriate mix of housing types, tenures and sizes considering the latest evidence on housing needs in the district published by the Council unless it can be demonstrated to the satisfaction of the Council that an alternative mix of homes is appropriate.
- 5.2. It is considered that the policy should allow for consideration to be given to other factors in negotiating the most appropriate mix for individual sites. This should include viability, design considerations and the character of the area and be flexible to deal with the individual circumstances of sites.
- 5.3. Policy HN02 also states all homes will be expected to meet accessible and adaptable M4(2) Building Regulations and all major residential development sites will be expected to provide a minimum of 5% of market homes meeting Building Regulations technical standard M4(3)A. Additionally, a minimum of 10% of affordable homes must meet standard M4(3)B.
- 5.4. These standards are set out in the Building Regulations therefore is it not necessary for planning policy to cover these matters as any requirement will be superseded by changes to Building Regulations. The Government Response to 'Raising accessibility standards for new homes' sets out that the proposal is to mandate the M4(2) requirement in Building Regulations as a minimum for all new homes. This would be implemented through the Building Regulations.
- 5.5. In addition, there can be significant challenges of delivering wheelchair adaptable and/or accessible housing therefore the policy should consider any site constraints that in some cases may not make it practical to accommodate these requirements, for example, flooding or site topography as outlined at Paragraph: 008 (Reference ID: 56-008-20160519) in the Housing: Optional Technical Standards section of the Planning Practice Guidance.

Modifications to the Local Plan

- 5.6. Policy HN02 should be modified to be in line with national policy and so that it takes into consideration site constraints and other factors in negotiating the most appropriate mix and accessibility standards for individual sites.



Participation

If your representation is suggesting a modification, do you wish to participate at the oral hearing part of the examination?

Yes No

Reason to participate

- 5.7. CSL request to participate in the relevant hearing session to provide their perspective on the issues raised.



6. Policy HN05 Housing Need: Self and Custom Build Housing

Do you consider the Local Plan is:

Legally Compliant – YES

Sound – NO

Complies with Duty to Cooperate – YES

If you do not consider the Local Plan is sound, please specify on what grounds:

Positively prepared Justified Effective Consistent with National Policy

Comments

- 6.1. Although our client supports the principle of self or custom build (CSB) plots, it is considered that the policy approach should be refined and supported by robust evidence.
- 6.2. The policy requires all non-specialist development of 40 dwellings (gross) or more must provide at least 10% of the total number of dwellings as CSB plots. The supporting text notes that the Council have typically seen an average of 36 registrations a year. However, the evidence outlines that since 1st April 2024 the Council has introduced a fee to join the Register and during the monitoring period 31/10/23-30/10/24, the number of registrations has dropped to 16 plots.
- 6.3. For plan-making, the starting point for establishing overall demand for self-build and custom housebuilding would be the number of registrants on Part 1 and Part 2 of the register. Paragraph 011 of the PPG (Reference ID: 57-011-20210208) also outlines that local planning authorities should support this as necessary by additional data from secondary sources to understand and consider future need, such as data from building plot search websites, enquiries for building plots recorded by local estate agents and surveys of local residents. Demand assessment tools can also be utilised. In addition, Plan-makers will also need to make reasonable assumptions using the data on their register to avoid double-counting households. At paragraph 7.70 of the *Harborough Local Housing & Employment Land Evidence* (February 2025), reference is made to research by Ipsos MORI, which was based on a poll conducted in 2014. This is not considered an up-to-date secondary source of data, and so it is suggested local secondary evidence is obtained to understand the need for CSB plots in the district. Accordingly, the need for CSB plots during the plan period is not fully understood nor how many plots this proposed policy would deliver.
- 6.4. There is no clear rationale for the threshold of 40 dwellings for qualifying developments nor the percentage provision of at least 10% sought. The choice of threshold and level of provision sought are considered potentially onerous. The Register may indicate an expression of interest in CSB plots but it cannot reliably be translated into actual demand. As noted above, the level of registrations dropped by over half when the Council introduced a fee registrations. This potentially implies that previous registrations have been aspirational. This is also pertinent given that the current adopted Local Plan Policy H5 is very supportive of

CSB plots coming forward in any location suitable for housing, including on allocated, committed and windfall sites which are in accordance with Policy GD2. This already allows for CSB plots to come forward on sites within or adjoining the built up or committed areas of the District's most sustainable towns and villages. Although the adopted policy is very supportive of CSB plots, permissions for CSB plots do not match the perceived demand.

- 6.5. There is also no evidence to demonstrate that the Council has reviewed its own land or worked with public sector landowners to drive forward delivery of CSB plots as suggested within the suggested approach in the *Harborough Local Housing & Employment Land Evidence* (February 2025).
- 6.6. The Local Plan Viability Appraisal has not specifically assessed the impacts of CSB plots delivered with larger residential schemes as it considers that the provision of CSB plots is a deliverability rather than viability matter. The report outlines that in viability terms, the impact of CSB plots to be neutral and within the 'buffer' of the appraisal.
- 6.7. This is, however, based on an assumption that the serviced plots are sold. In this respect, there is no consideration of the impacts of unsold plots including the cost of the marketing exercise that needs to be undertaken; the disruption if unsold plots have to be built by the master-developer out of sequence from the build programme of the wider site; or the impracticalities if the developer has to return to build out unsold plots after completion of the wider site (particularly if the serviced plots have to be marketed for at least 18 months), which will seriously impact the deliverability and viability of the site. Accordingly, these matters need to be considered to ensure the policy approach is realistic and CSB plots can be delivered and sites continue to be delivered without additional burden on developers particularly on marginal and unviable sites in the relevant value areas. In addition, the timescale for marketing of at least 18 months is far too long and impractical for some sites and therefore it is suggested that this should be shortened to 6- 12 months.
- 6.8. The Council's policy approach should be realistic to ensure that where self / custom build plots are provided they are delivered and do not remain unsold. In relation to this, the definition of 'appropriate price' within criterion 3 b) needs to be clarified as this is currently ambiguous. Also, the mechanism of how an 'appropriate price' will be agreed needs to be clarified to ensure there is no ambiguity.

Modifications to the Local Plan

- 6.9. Robust and up-to-date secondary evidence should be utilised to justify the need of CSB plots during the plan period.
- 6.10. The choice of threshold and level of provision is unclear and requires further explanation.
- 6.11. The timescale for marketing should be reduced to 6- 12 months so as not to impede delivery of sites.
- 6.12. The Local Plan Viability needs to consider the viability implications of unsold plots on the delivery of sites.
- 6.13. The Council should show evidence of reviewing its own land and working with public sector landowners in respect of the delivery of CSB plots.



Participation

If your representation is suggesting a modification, do you wish to participate at the oral hearing part of the examination?

Yes No

Reason to participate

6 .14 .

CSL request to participate in the relevant hearing session to provide their perspective on the issues raised.

7. Policy AP0 1- Development in Settlements

Do you consider the Local Plan is:

Legally Compliant – YES

Sound – NO

Complies with Duty to Cooperate – YES

If you do not consider the Local Plan is sound, please specify on what grounds:

Positively prepared Justified Effective Consistent with National Policy

Comments

- 7.1. Policy AP01 sets out the proposed settlement hierarchy made up of five tiers with the Urban Areas at the top and Large Villages (including Kibworth) in the third tier. This hierarchy is supported as it reflects the evidence of sustainability and the important role and function of the Large Villages in the district.
- 7.2. The reclassification of Kibworth as a Large Village is supported as it has a good range of important and supporting services and facilities that meets the day-to-day needs of residents and serves surrounding rural communities. In addition, it has regular bus services to Leicester, Market Harborough, Northampton to provide sustainable modes of transport to larger settlements in the district and beyond. Alongside the services and facilities, it has a range of employment opportunities within one Key Employment Area and one General Employment Area, which are defined and protected in the current Local Plan. Land south and west of Priory Business Park on the northwestern edge of the village has planning permission for employment uses with development underway.
- 7.3. The policy sets out that in addition to the sites allocated in Policy SA01, development will be permitted on land adjoining the existing built-up areas of settlements in Tiers 1 to 5 of the settlement hierarchy where this meets requirements certain criteria. This includes criteria (f) that the development relates to a settlement in Tiers 1– 4 of the settlement hierarchy and is necessary to meet strategic housing need established in Policy DS01 where net homes delivered against the number of homes required falls below 85% in the previous three-year period’.
- 7.4. This policy approach is supported as a pragmatic approach to the potential to need additional sites in the plan period outside the allocations and provides the Council with a policy framework within which to assess speculative applications.
- 7.5. It is unclear, however, why the policy does not also include scenarios where a five-year supply of deliverable sites is not available as well as when the Council is failing the Housing Delivery Test. To be effective and positively prepared, it is important this scenario is also included in the Policy.



Modifications to the Local Plan

- 7.6. Policy AP01 should be modified to include a scenario where the Council is unable demonstrate a five - year supply under criteria (f) or as an additional criteria (g).

Participation

If your representation is suggesting a modification, do you wish to participate at the oral hearing part of the examination?

Yes No

Reason to participate

- 7.7. CSL request to participate in the relevant hearing session to provide their perspective on the issues raised.

8. Policy AP03: Development in the Countryside (Residential)

Do you consider the Local Plan is:

Legally Compliant – YES

Sound – NO

Complies with Duty to Cooperate – YES

If you do not consider the Local Plan is sound, please specify on what grounds:

Positively prepared Justified Effective Consistent with National Policy

Comments

- 8.1. Given that Policy AP01 allows development on land adjoining the existing built-up area, where the relevant criteria are met, then this land is likely to occur on land designated as countryside.

Modifications to the Local Plan

- 8.2. Policy AP03 should reference the relevant criteria of Policy AP01 to confirm that in these circumstances new development would be permitted in the countryside.

Participation

If your representation is suggesting a modification, do you wish to participate at the oral hearing part of the examination?

Yes No

Reason to participate

- 8.3. CSL request to participate in the relevant hearing session to provide their perspective on the issues raised.



9. Policy DM09: Sustainable Construction and Climate Resilience

Do you consider the Local Plan is:

Legally Compliant – YES

Sound – NO

Complies with Duty to Cooperate – YES

If you do not consider the Local Plan is sound, please specify on what grounds:

Positively prepared Justified Effective Consistent with National Policy

Comments

- 9.1. Policy DM09: Sustainable Construction and Climate Resilience is not justified or effective.
- 9.2. The Policy states that it relates to all development and states that all development must, amongst other things “minimise carbon emissions during construction”. It is not clear what the threshold is for compliance with this policy. It does not comply with NPPF para 16 as it is not evident how a decision maker should react to development proposals. The lack of clarify about compliance with this policy means that is uncertain whether it has been robustly tested through viability.

Modifications to the Local Plan

- 9.3. Policy DM09 requires further explanation to be justified and effective.

Participation

If your representation is suggesting a modification, do you wish to participate at the oral hearing part of the examination?

Yes No



Appendix A: Call for Sites Submission

Land at Wentworth Close, Kibworth

Harborough District Council

Form submission

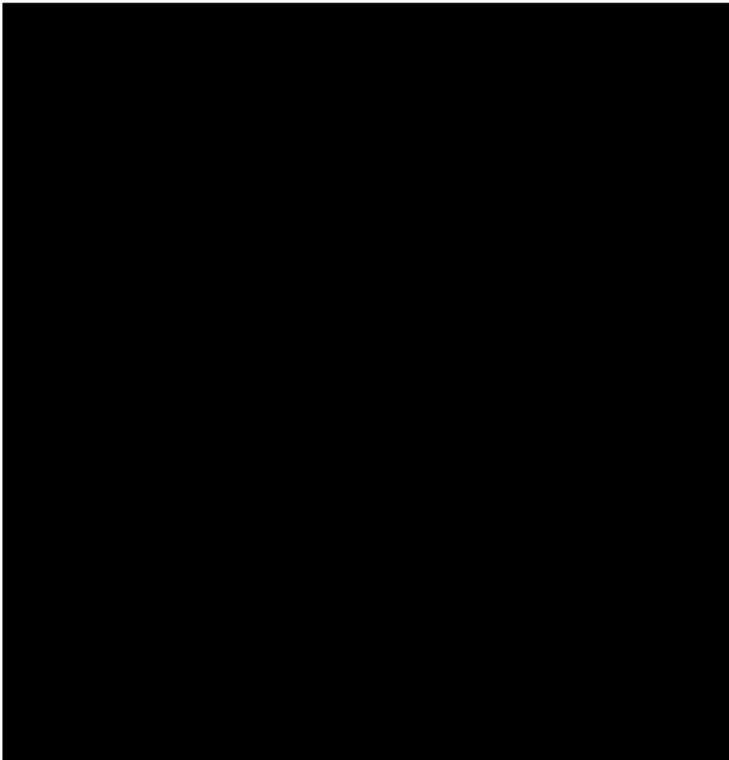
Call for sites form : Call For Sites 2024

Form ID: 10478

Received: 27/02/2024, 15:55



A) Contact details





B) Site details

3. Site address / location

Land at Wentworth Close, Kibworth

4. In which parish / settlement is the site located?

Kibworth Beauchamp

5. Site area in hectares

4.8

6. Current site use(s)

Agriculture

7. Adjacent land use(s)

Kibworth Golf Club to the south, residential development to the west and agricultural fields to the north and east

8. Greenfield or Previously developed land? (PDL)

Greenfield

9. Any relevant planning history? (if known)

15/01398/OUT

10. Site map: Please use the mapping tool below to plot a polygon of your site. Drawing your site map at zoom levels 19-21 will enable a 'snapping' feature to help plot your site using the lines displayed on the base map as a guide. Alternatively, drop a shapefile of your site polygon (as a zipped file) onto this map. Please click the 'Help' button in the bottom left hand corner of the map for full instructions on plotting your site polygon. If you are unable to use the mapping tool, please attach your site map as a file upload (there is a

question at the end of this form to enable this). Instructions are provided on screen and further guidance can be found in the FAQs on the Call for Sites page of the Council website. We will be unable to assess your site without a site map.



C) Proposed uses and site capacity

11. What is your overall development concept for the site?

Housing

General housing

X

Number of Dwellings

No answer given

Assumed density (dwelling per Ha)

No answer given

Specialist housing for older people



Number of dwellings

66-bed care home and 52no. bungalows

Assumed density (dwelling per Ha)

25

Affordable housing only (e.g. rural exception site)



Number of dwellings

No answer given

Assumed density (dwelling per Ha)

No answer given

Self-build and custom housebuilding



Number of plots

No answer given

Assumed density (dwelling per Ha)

No answer given

Build to Rent



Number of plots

No answer given

Assumed density (dwelling per Ha)

No answer given

Other housing

✘

If other, please specify

No answer given

Number of dwellings

No answer given

Assumed density (dwelling per Ha)

No answer given

Gypsy and Traveller accommodation

✘

Number of pitches

No answer given

Travelling showpeople accommodation

✘

Number of plots

No answer given

Office (Class E(g)(i)/E(g)(ii))

✘

Floorspace (sq m)

No answer given

Assumed density (Sqm per Ha)

No answer given

Industrial (Class E(g)(iii)/B2)

✘

Floorspace (sq m)

No answer given

Sqm per Ha

No answer given

Non-strategic warehousing (B8 units <9,000sqm)

✘

Floorspace (sq m)

No answer given

Sqm per Ha

No answer given

Large warehousing (B8 units >9,000sqm)

✘

Floorspace (sq m)

No answer given

Sqm per Ha

No answer given

Retail

✘

Floorspace Sqm

No answer given

Leisure/recreation/community facility

✓

Please give details of proposed use

The site could accommodate an outdoor leisure/community facility e.g. Padel Tennis, Bowling Green

Other (e.g. energy infrastructure)

×

Please give details of proposed use

No answer given

D) Potential site constraints

13. Does the site currently have suitable access to the highway?

No

Please provide details

Access can be obtained from Wentworth Close with a proposed new carriageway width of 5.5m and 2m wide footways

14. Please specify how any highway and accessibility issues will be addressed

The access design into the site from Wentworth Close was considered as part of application 15/01398/OUT. LCC Highways considered this access design acceptable.

15. Are there any physical or environmental constraints which may need to be overcome?

Please provide details of how any issues will be addressed.

Built development can be accommodated outside of flood zones 2 and 3; and BNG can either be accommodated onsite or on adjacent land within ownership.

16. Are there any local or national environmental or heritage designations that may prevent the site (or parts of it) being developed? Please provide details of how any issues will be addressed.

No. The potential for non-designated heritage assets on site was assessed during the determination of the application 15/01398/OUT. LCC did not see any potential (including ridge and furrow) to be a constraint or an obstacle for the development of the site.

17. Is the site/broad location dependent on the delivery of new strategic infrastructure?

No

If yes, please give details.

No answer given

18. Are there any legal/ownership constraints that might prohibit or delay development?

No

If yes, please specify

No answer given

E) Site availability and market interest

19. Are you the sole landowner of the site or acting on behalf of the sole landowner?

Yes

20. If there is more than one owner of the site, how many landowners does the site have?

Not applicable (sole landowner)

21. Are all landowners in agreement with the intention to develop the site?

Yes

If no, how is this being addressed?

No answer given

22. Why do you consider the development of this site will be attractive to the market?

As outlined within the representation to the Local Plan Reg.18 consultation, there is a shortfall in elderly persons accommodation in the District and there is a demand for elderly persons accommodation so the site will be attractive to the market.

23. Has the site been actively marketed?

No

If yes, please indicate what has it been marketed for and level of interest.

No answer given

24. Have any discussions taken place with potential developers?

Yes

25. Is the site under option to a developer?

No

If yes, please provide further details.

No answer given

26. Would development require relocation of an existing use or demolition of existing structures on site?

No

If yes, please specify

No answer given

27. Are there any other issues that might affect the viability of the site?

No

If yes, please specify.

No answer given

F) Site deliverability

28. When would you expect development to start on the site?

Within 5 years

29. Once commenced how many years is it expected to fully develop the site?

2 years

30. If known, how many developers would be involved in delivering the site?

1-2

31. If you have existing relevant information to support your submission, it can be uploaded here.

No files uploaded

G) Site Assessment Proforma

Assessment of Suitability

Assessment of Availability

Assessment of Achievability

Site capacity

Overall SHELAA outcome

Q54a. REASON IF NOT CURRENTLY DEVELOPABLE

The site is ready now and can be developed now



Appendix B: Site Location Plan

Land at Wentworth Close, Kibworth



Appendix C: Concept Masterplan

Land at Wentworth Close, Kibworth



- KEY**
-  Site Boundary
 -  Residential Development
1.56 Ha - Up to 65 dwellings
 -  Site Access
 -  Street
 -  Lane/ Mews
 -  Shared Private Drive
 -  Existing Vegetation
 -  Proposed Planting
 -  Proposed Equipped Play
 -  Existing Watercourse
 -  Proposed Attenuation Basin
 -  Proposed Footpath
 -  Shared Surface
 -  Public Right of Way Footpath
 -  Existing Settlement
 -  Existing Golf Course



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Appendix D: Economic and Housing Need Overview

Land at Wentworth Close, Kibworth

Harborough Regulation 19 Local Plan

Economic Overview and Housing Need.

On Behalf of Colecar Strategic Land.

Date: 01/05/2025 | Pegasus Ref: P21_2028_R001v2_EC_MAN_CD_RC

Author(s):





Document Management.

Version	Date	Author(s)	Checked/ Approved by:	Reason for revision
1	1/05/25	CD	RC	.
2	2/05/25	CD	MSY	Typos



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2. Demographic Overview	6
3. Economic Overview	13
4. Housing Market	16
5. Review of Local Plan Evidence Base	23
6. Conclusions	25



Executive Summary

This report provides a socio-economic overview of the Harborough economy and reviews the evidence base that has been used to inform the Harborough Local Plan. It has been produced on behalf of Colecar Strategic Land (CSL) in relation to their interests at Land North of Wentworth Close, Kibworth.

Main Findings

Demographic Change

- Between 2013 and 2023, the population of Harborough increased by 17.4%. The majority of this increase in the LPA was from people aged 65 and over. This trend of an ageing population is projected to continue between 2020 and 2041, with the number of people aged 65 and over projected to increase by 50.8% during this time in Harborough. Analysis of the components of population change in Harborough show that a large proportion has been driven mainly by internal net migration since 2018.
- At the ward scale there was growth of 22.5% between 2013 and 2022 in Kibworths, and although the largest percentage growth was seen in those aged 65+ (29.3%), there was also substantial growth in those aged 0-15 (20.1%) and those aged 16-64 (29.3%). In order to retain people within these age groups and maintain sustainable demographic growth, it is vital that appropriate housing supply is provided.

Labour Market

- Over the last eight years (from 2015-2023), Harborough's labour market saw employment growth below regional and national averages whilst the Kibworths ward saw no employment growth. In order to boost employment within Harborough, building additional homes will help to attract economically active residents to the area, whilst also generating jobs within the construction sector.
- As of March 2025, the claimant count in Kibworths was 1.9% which was in line with the rate in Harborough (1.8%), both figures are below the rate in the East Midlands (3.7%) and England (4.3%). The low claimant count in Kibworths and Harborough suggests that there is little 'slack' in the labour market to take-up any projected increase in jobs.

Housing

- Home ownership has declined across all spatial scales between 2011 and 2021, whilst the proportion of households who are renting their homes has increased. Comparing wards within Harborough shows that Kibworth has a relatively lower proportion of households who own their home, at 73.7%, only four of the 19 wards have a lower proportion. The ward also has a lower proportion than the Harborough District (75.8%).
- In 2014, the affordability ratio in Harborough was 8. By 2024, the affordability ratio in the local authority had increased to 10.2. This is above the median affordability ratio for the East Midlands of



7.1 and above the ratio for England of 7.7. The affordability ratio is even higher within the ward of Kibworths, at a figure of 10.8 in 2022

- Over the past ten years (2014/15-2023/24), net housing completions in Harborough averaged 755 dpa, consistently above the previous local plan target of 557 dpa. Delivery has been strong in the past five years (2019/20 –2023/24) with average net housing completions at 916 dpa. For this to continue, a good supply of housing sites needs to be provided particularly for younger families either wanting to remain in the District or move there from other areas.

1. Introduction

Scope and Purpose

- 1.1. The report provides a socio-economic overview of the Harborough economy and reviews the evidence base that has been used to inform the Regulation 19 consultation of the Harborough Local Plan. It has been produced on behalf of CSL in relation to their interests at Land North of Wentworth Close, Kibworth (the “Site”).
- 1.2. The considers the following:
 1. How have the demographics of Harborough changed over time? The report looks at past and future population change and what components are driving this change.
 2. How has the Harborough economy performed in recent years? The report looks at data on employment change in Harborough, and how the rate of unemployment in the local authority has changed.
 3. How has the housing market in Harborough performed in recent years? The report presents data on housing tenure, housing type, affordability ratio and housing delivery in Harborough.
 4. What is the evidence base for the Harborough Local Plan Review? The report looks at the evidence base for the Local Plan Review, along with other relevant economic development strategies and documents.

Report Structure

- 1.3. The report is structured as follows:
 - Section 2 describes the demographic profile of Harborough and presents data on past population change in the local planning authority (LPA) and what components have driven this population change. Data are also presented on future population change in Harborough and what age groups are driving this change.
 - Section 3 provides an economic overview of Harborough and presents data on the change in employment overtime and breaks down employment by sector. Data are also presented on unemployment in the form of the claimant count.
 - Section 4 provides an overview of the housing market in Harborough. Data are presented on housing tenure, housing type, the change in affordability ratio and housing delivery in the form of housing completions and net additional dwellings.
 - Section 5 provides a review of the evidence base informing the Local Plan and other relevant economic development strategies and documents.

2. Demographic Overview

Introduction

- 2.1. This section provides a demographic overview of Harborough, and where appropriate comparison with the East Midlands and England has been made. Data has been presented for the ward of Kibworth, however, it is noted that the ward has changed between 2011 and 2019, with the boundary being altered. Therefore, the ward data are not always directly comparable but the data are analysed in order to highlight any broad demographic changes within the local area.
- 2.2. Figure 2.1 and Figure 2.2 present the ward boundaries for both 2011 and 2019, showing the difference between Kibworth and Kibworths, alongside the Site location.

Figure 2.1: Kibworth ward, 2011

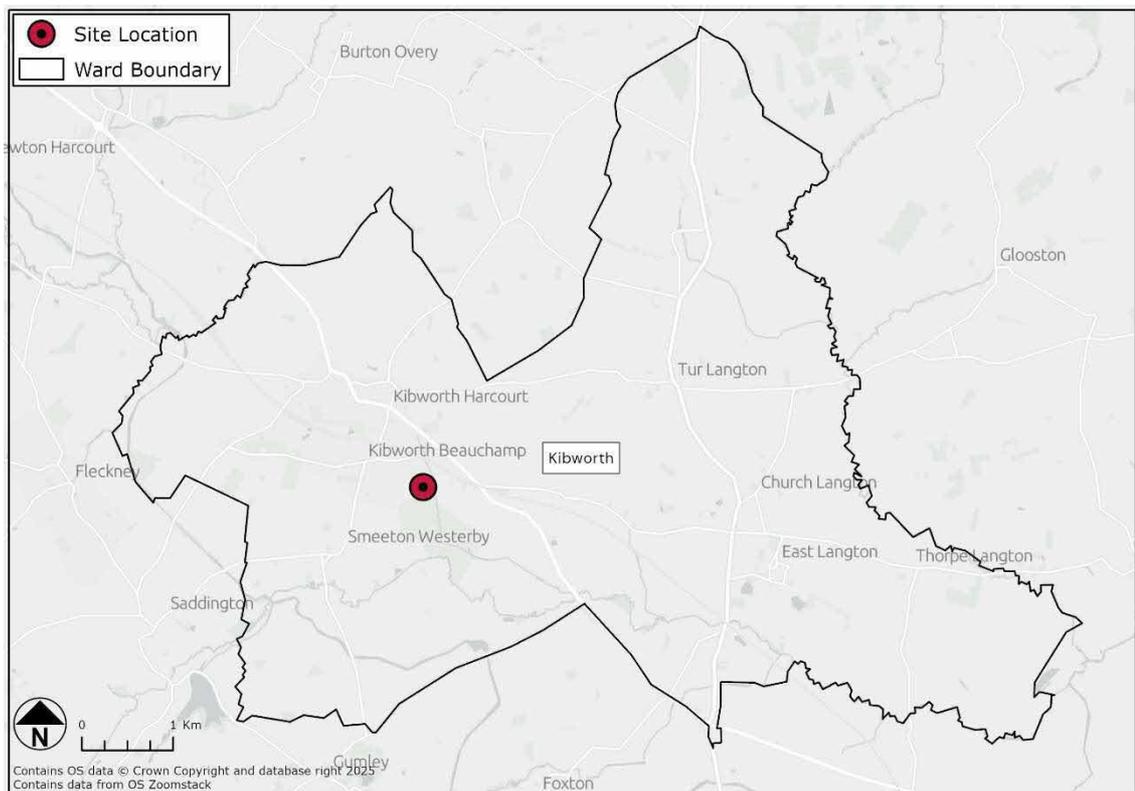
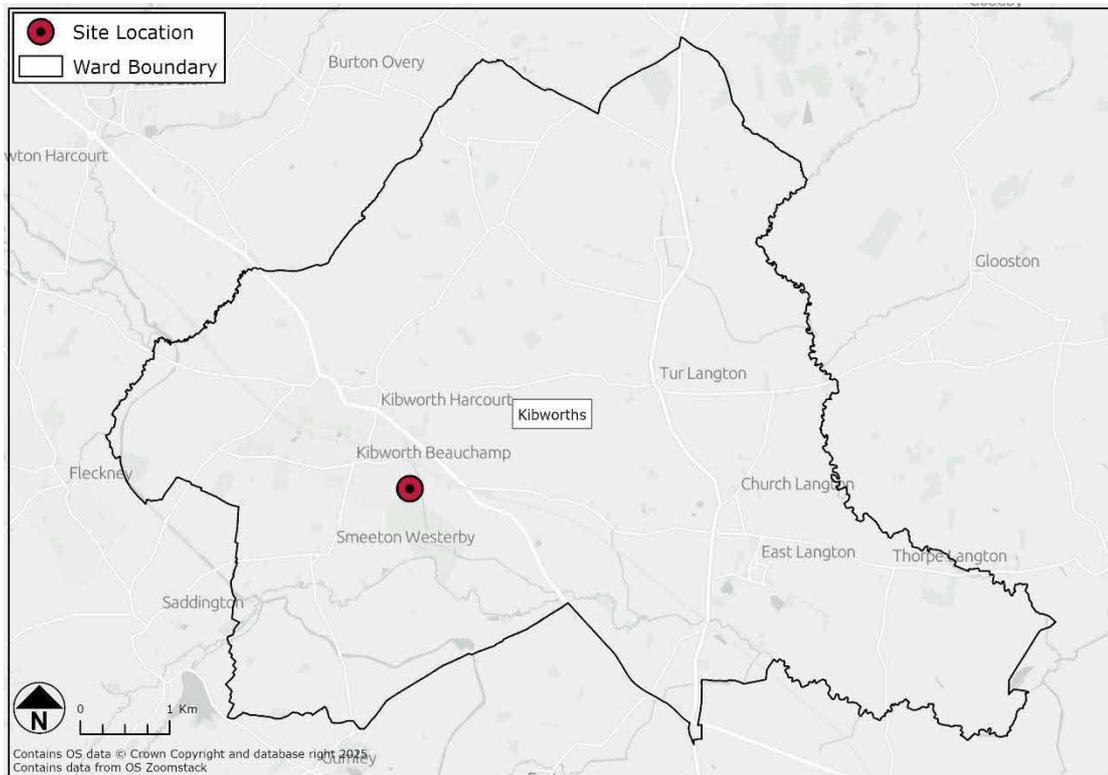


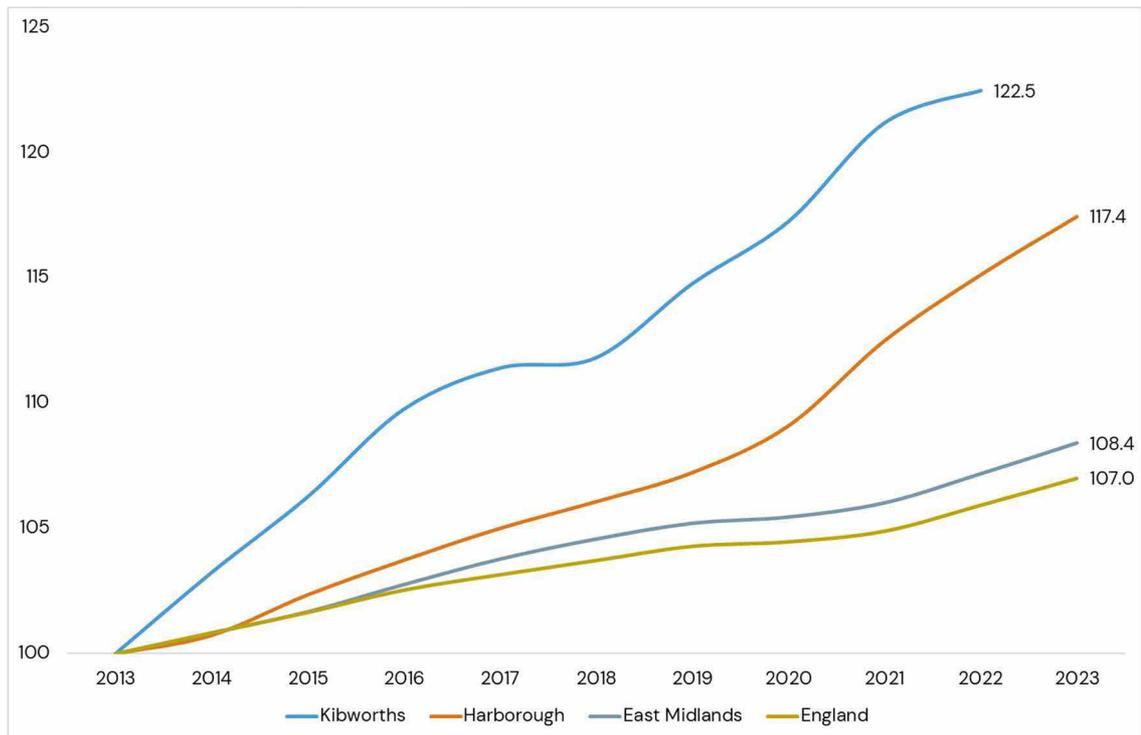
Figure 2.2: Kibworths ward, 2019



Past Population Change

- 2.3. Data from the Office for National Statistics (ONS) show that as of 2023, the population of Harborough is around 102,581. Figure 2.3 shows the population change in Harborough, the East Midlands and England between 2013 and 2023, as well as data for the ward between 2013 and 2022. In this time the population of Harborough increased by 17.4% (15,235 additional people) and this compares to an increase in population of 8.4% in the East Midlands and 7.0% in England. The population of the Kibworths ward between 2013 and 2022 increased by 22.5% (8,875 additional people).

Figure 2.3: Indexed Population change, 2013-23



Source: ONS, mid-year population estimates

- 2.4. Tables 2.1-2.3 show the population change by age in Harborough, the East Midlands and England between 2013 and 2023. In this time the fastest growing age group in all geographies was those aged 65 and over. In Harborough this age cohort increased by 31.8% (5,514) between 2013 and 2023. This was significantly above the increase in this age group seen in the East Midlands (18.2%) and England (16.1%). Over the same timeframe, the number of people aged 0-15 in Harborough increased by 10.2% (1,664) and the number of people aged 16-64 in the LPA increased by 15% (8,057).
- 2.5. To ensure sustainable population growth in Harborough, as there is an ageing population, younger people and people of working age need to be retained and attracted to the area. One way of doing this is by providing a sufficient supply of housing.

Table 2.1: Population change by age in Harborough, 2013-2023

	2013	2023	Absolute Change	% Change
0 - 15	16,286	17,950	1,664	10.2%
16 - 64	53,705	61,762	8,057	15.0%
65+	17,355	22,869	5,514	31.8%
Total	87,346	102,581	15,235	17.4%

Source: ONS, mid-year population estimates

Table 2.2: Population change by age in the East Midlands, 2013-2023

	20 13	2023	Absolute Change	% Change
0 - 15	848,227	901,113	52,886	6.2%
16 - 64	2,920,926	3,103,073	182,147	6.2%
65+	835,415	987,079	151,664	18.2%
Total	4,604,568	4,991,265	386,697	8.4%

Source: ONS, mid-year population estimates

Table 2.3: Population change by age in England, 2013-2023

	20 13	2023	Absolute Change	% Change
0-15	10,180,500	10,648,400	467,900	4.6%
16-64	34,453,800	36,258,900	1,805,100	5.2%
65+	9,284,400	10,783,100	1,498,700	16.1%
Total	53,918,700	57,690,400	3,771,700	7.0%

Source: ONS, mid-year population estimates

- 2.6. As noted, ward data are not available for 2023 but the change between 2013 and 2022 is set out in table 2.5 for the Kibworths ward. Across this time period, within the ward, the age group which experienced the largest change was those aged 65+ at 29.3% (446 additional people). This again highlights that sufficient housing within the local area is needed to ensure that demographics remain balanced against the backdrop of an ageing population. In addition to an increase in those aged 65+, there has been significant growth in the number of people aged 0-15 and 16-64 within the ward. In order to retain people within these age groups and maintain sustainable demographic growth, it is important that appropriate housing supply is provided.

Table 2.4: Population change by age in Kibworths, 2013-2022

	2020	2041	Absolute Change	% Change
0-15	1,385	1,663	278	20.1%
16-64	4,338	5,242	904	20.8%
65+	1,524	1,970	446	29.3%
Total	7,247	8,875	1,628	22.5%

Source: ONS, mid-year population estimates

- 2.7. Table 2.5 presents the components of population change in Harborough over the period 2013 to 2023. As shown, population change in Harborough is mainly being driven by internal migration. For all listed years internal net migration in Harborough has contributed the largest quantity of people to the local authority.

Table 2.5: Components of Change in Harborough, 2013-2023

Year	Pop Start	<i>Births</i>	<i>Deaths</i>	Natural Change	Internal Migration Net	International Migration Net	Other Change	Pop End
Mid 2013	86,350	791	786	5	1,005	-32	18	87,346
Mid 2014	87,346	807	732	75	567	-6	9	87,991
Mid 2015	87,991	873	838	35	1,340	-15	51	89,402
Mid 2016	89,402	845	790	55	1,126	3	24	90,610
Mid 2017	90,610	767	819	-52	1,147	-33	46	91,718
Mid 2018	91,718	827	839	-12	916	-92	118	92,648
Mid 2019	92,648	791	827	-36	1,049	-105	105	93,661
Mid 2020	93,661	820	960	-140	1,684	-112	195	95,288
Mid 2021	95,288	865	932	-67	2,978	-63	118	98,254
Mid 2022	98,254	877	966	-89	2,172	268	-55	100,550
Mid 2023	100,550	897	1038	-141	1,880	259	33	102,581

Source: ONS

Future Population Change

- 2.8. To ensure sustainable population growth in Harborough, as there is an increase in an ageing population, younger people and people of working age need to be retained and attracted to the area. One way of doing this is by providing a sufficient supply of housing.
- 2.9. The most recent subnational population projections (2018-based) were published by ONS in March 2020, and these indicate that the population of Harborough is expected to increase by 17,724 between 2020 and 2041¹ (a rise of 18.7%). The growth rates in the East Midlands and England are projected to be lower, at 11.6% and 8.2% respectively. Projections data are only available down to a local authority, hence it is not possible to look at future change at a ward level.
- 2.10. Looking at the population projections for Harborough in more detail, between 2020 and 2041 the working age population (16-64) and those aged 65+ in Harborough are projected to increase by 9.9% (5,592) and 50.8% (10,751) respectively. The population aged 0-15 is expected to increase during this period by 8.1% (1,392). All age groups in Harborough are projected to increase by larger proportions compared to the same age groups in the East Midlands and England.
- 2.11. Further details on projected population change in Harborough, the East Midlands and England are given in Tables 2.6-2.8. With the projections indicating that the trend of an ageing population is expected to become more significant in Harborough in the future when compared to past trends, this makes it important that new job opportunities are created that can attract younger people to the area. This will help to support a more balanced and sustainable population in Harborough.

Table 2.6: Population projections in Harborough, 2020-41

	2020	2041	Absolute Change	% Change
0-15	17,261	18,653	1,392	8.1%
16-64	56,216	61,808	5,592	9.9%
65+	21,151	31,902	10,751	50.8%
Total	94,635	112,359	17,724	18.7%

Source: ONS, 2018-based Population Projections

Table 2.7: Population projections in the East Midlands, 2020-41

	2020	2041	Absolute Change	% Change
0-15	909,128	920,976	11,848	1.3%
16-64	3,013,257	3,177,573	164,316	5.5%
65+	959,880	1,348,458	388,578	40.5%
Total	4,882,230	5,446,988	564,758	11.6%

Source: ONS, 2018-based Population Projections

¹ Population projections have been analysed up to 2041 as that covers the timeframe in the intended Local Plan.

Table 2.8: Population projections in England, 2020-41

	2020	2041	Absolute Change	% Change
0-15	10,878,807	10,524,366	-354,441	-3.3%
16-64	35,294,330	36,228,027	933,697	2.6%
65+	10,505,345	14,601,606	4,096,261	39.0%
Total	56,678,468	61,353,966	4,675,498	8.2%

Source: ONS, 2018-based Population Projections

Summary

- 2.12. Between 2013 and 2023, the population of Harborough has grown at a faster rate than regional and national comparators. The majority of this population growth has been from people aged 65 and over, the same is true for the ward between 2013 and 2022 where the number of people aged 65 and over has increased by a greater proportion than regional and national figures.
- 2.13. The 2018-based population projections estimate that between 2020 and 2041 the population of Harborough will increase by 18.7%, with the majority of this growth down to an increase in the number of people aged 65+. The 2018-based projections estimate that in this timeframe in Harborough the number of people aged 0-15 will increase by 8.1%, those aged 16-64 will increase by 9.9% and the number of people aged 65 and over will increase by 50.8%.
- 2.14. With an ageing population in the LPA, it is critical that new housing of an appropriate type is delivered in sufficient quantities to attract younger people and families to the area. More locally, at the ward scale, in addition to growth in those 65+ there has also been significant growth in the number of people aged 0-15 and 16-64. In order to retain people within these age groups and maintain sustainable demographic growth, appropriate housing supply must be provided for these younger people.

3. Economic Overview

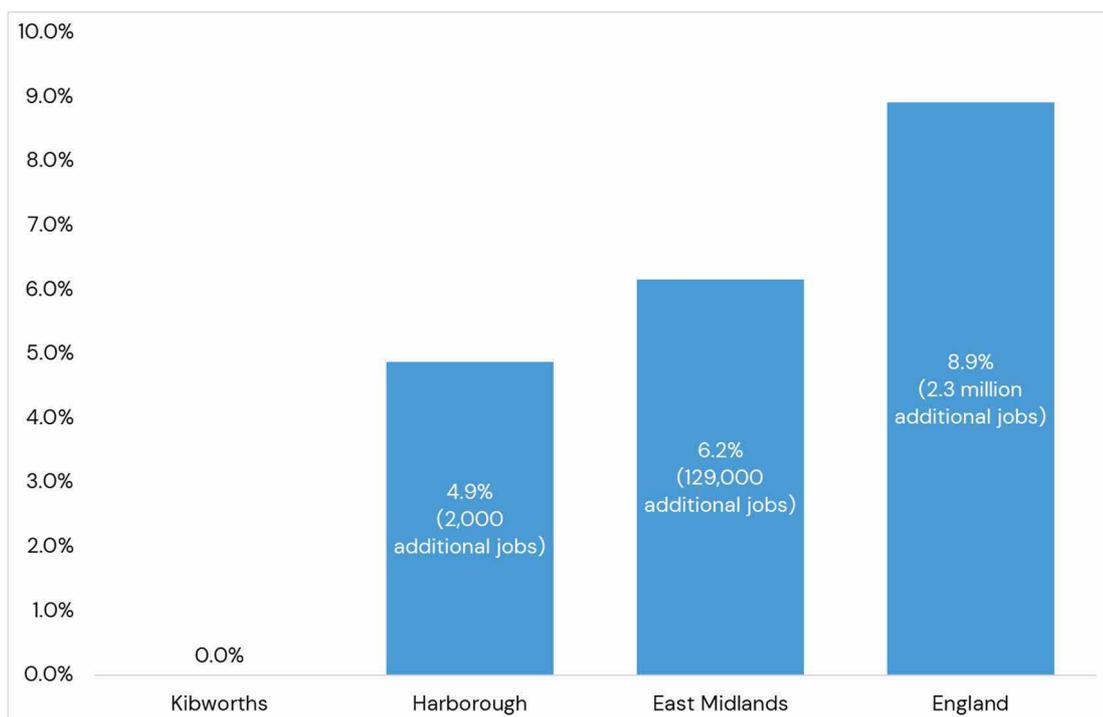
Introduction

- 3.1. This section provides an economic overview of Harborough in comparison to the East Midlands region and England. Data are presented on employment change, employment by sector, business count, and unemployment in the form of the claimant count.

Employment

- 3.2. Data from the ONS Business Register and Employment Survey show that as of 2023, there were around 43,000 jobs –including self-employment –in Harborough. This is an increase of 4.9% (2,000 additional jobs) since 2015 (see Figure 3.1). This is lower than employment change in the East Midlands and England of 6.2% and 8.9% respectively. In order to boost employment within Harborough, building additional homes will help to attract economically active residents to the area, whilst also generating jobs within the construction sector.

Figure 3.1: Employment Change, 2015-23



Source: ONS, Business Register & Employment Survey

- 3.3. Table 3.1 shows employment by sector in Kibworths, Harborough, the East Midlands and England in 2023. The largest sector in Harborough is the wholesale and retail sector, accounting for 19.3% of employment and supporting 8,250 jobs. In Kibworths public admin, education and health sector is most prominent, supporting 28.8% (710 jobs) of total employment. This is also the case for the East Midlands (26.8%) and England (25.9%).

Table 3.1: Employment by Sector, 2023

	Kibworths	Harborough	East Midlands	England
Agriculture, mining, utilities etc.	0.8%	4.7%	3.0%	2.3%
Manufacturing	3.0%	7.0%	11.9%	7.3%
Construction	5.1%	4.1%	4.4%	4.8%
Wholesale and retail	12.2%	19.3%	15.1%	13.7%
Transport & storage	5.1%	16.4%	6.9%	5.1%
Accommodation and food services	14.2%	8.2%	7.0%	7.8%
Information and communication	3.0%	2.3%	2.7%	4.7%
Business, financial and professional services	21.7%	18.5%	18.0%	23.9%
Public admin, education and health	28.8%	15.9%	26.8%	25.9%
Arts, entertainment, recreation and other services	6.1%	3.5%	4.2%	4.6%

Source: ONS, Business Register & Employment Survey

Business Count

- 3.4. Table 3.2 shows the business growth between 2014 and 2024 in Harborough alongside regional and national comparators. In this time the number of businesses in Harborough increased by 15.5% (795 additional businesses). In the same timeframe, business numbers in comparator areas grew by 16.9% in the East Midlands and 17.8% in England.

Table 3.2: Business Growth, 2014-24

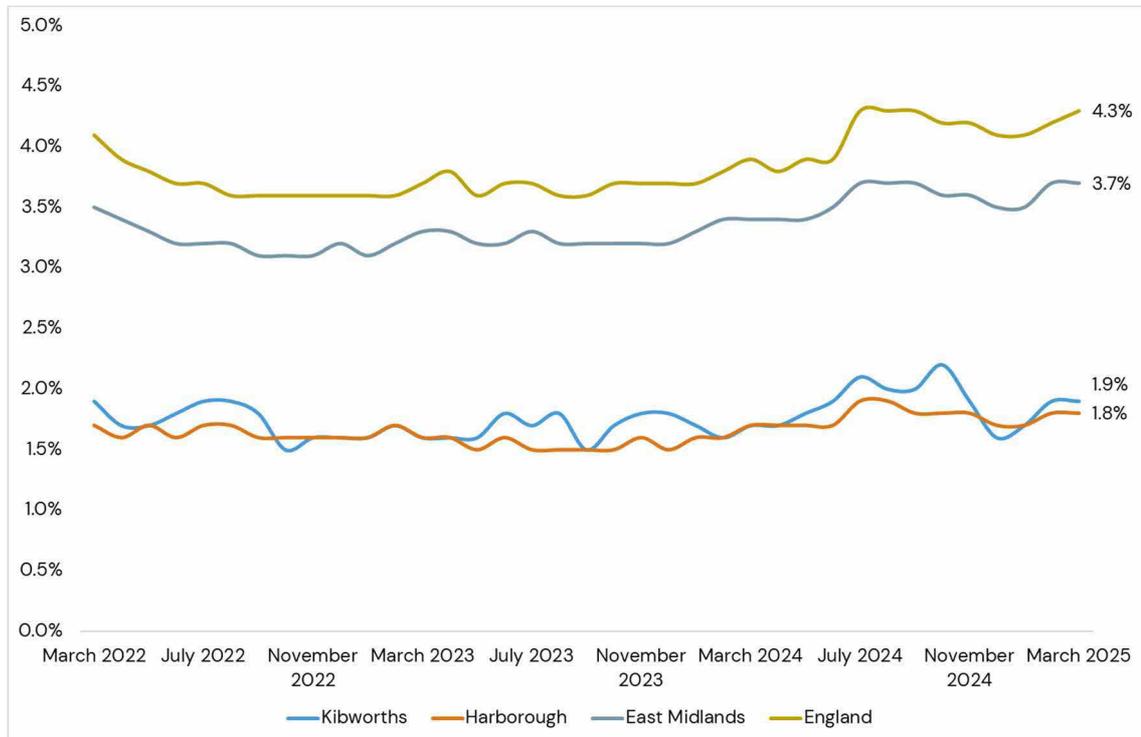
	20 14	2024	Absolute Change	% Change
Harborough	5,135	5,930	795	15.5%
East Midlands	181,115	211,750	30,635	16.9%
England	2,322,375	2,735,615	413,240	17.8%

Source: ONS, UK Business Count

Claimant Count

- 3.5. The claimant count records the number of people claiming Jobseeker's Allowance (JSA) plus those who claim Universal Credit (UC) and are required to seek work and be available for work.
- 3.6. Figure 3.3 shows the claimant count in Kibworths, Harborough, the East Midlands and England for every month from March 2022-March 2025, expressed as a proportion of residents aged 16-64. As of March 2025, the claimant count in Kibworths was 1.9% which was in line with the rate in Harborough (1.8%). The current claimant count rates in Kibworth and Harborough are below the rate in the East Midlands (3.7%) and England (4.3%). The low claimant count in Kibworths and Harborough suggests that there is little 'slack' in the labour market to take-up any projected increase in jobs.

Figure 3.3: Claimant count as a % of working aged (16-64) people, March 2022 –March 2025



Source: ONS, Claimant Count

Summary

- 3.1. Between 2015 and 2023, employment in Kibworths saw no employment growth whilst jobs in Harborough increased by 4.9% (2,000 additional jobs), which was lower than employment growth in the East Midlands and in England.
- 3.2. Business numbers in Harborough increased by 15.5% between 2014 and 2024, equating to an additional 795 businesses. This growth rate is also below that of the East Midlands and England.
- 3.3. As of March 2025, the claimant count in Kibworths was 1.9% and in Harborough it was 1.8%. These figures were below the rate seen at a regional level in the East Midlands (3.7%) and at a national level in England (4.3%). The low claimant count figures in Kibworths and Harborough suggest that there is little ‘slack’ in the labour market to take-up any projected increase in jobs.
- 3.4. While the claimant count is relatively low in Harborough, considering its ageing population, more job opportunities need to be created to attract younger people to the LPA. Alongside this, the area’s housing offer will be equally as important.

4. Housing Market

Introduction

- 4.1. This section provides an overview of the housing market in Harborough and Kibworth/Kibworths and where appropriate compares it to the East Midlands and England. Data are presented on housing tenure, housing type, affordability ratios and housing delivery. Data have been presented for the ward of Kibworth, however, it is noted that the ward has changed between 2011 and 2021 Census, with the boundary being altered. Therefore, the ward data is not always directly comparable but is included to highlight any broad changes within the local area.

Housing Tenure

- 4.2. Table 4.1 shows the tenure of households in Kibworth, Harborough, the East Midlands and England in 2011. In Kibworth and Harborough home ownership was significantly higher than regional figures at 77.4% in Kibworth and 78.1% in Harborough compared to 67.2% in the East Midlands and 63.3% across England. Consequently the proportion of households who social rented (9.9% in Kibworth and 8.4% in Harborough) was lower than in the East Midlands (15.8%) and England (17.7%). This is also true of private renting, which equates to 10.8% of households in Kibworth, and 11.2% of households in Harborough compared to 14.8% in the East Midlands and 16.8% across England.

Table 4.1: Housing Tenure, 2011

	Kibworth	Harborough	East Midlands	England
Owned	77.4%	78.1%	67.2%	63.3%
Shared ownership (part owned and part rented)	0.8%	1.2%	0.7%	0.8%
Social rented	9.9%	8.4%	15.8%	17.7%
Private rented	10.8%	11.2%	14.9%	16.8%
Living rent free	1.1%	1.1%	1.3%	1.3%

Source: ONS, 2011 Census

- 4.3. By 2021, the proportion of households in both Kibworths and Harborough that owned their own home outright had decreased to 73.7% and 75.8% respectively (see Table 4.2). As a result, the proportion of households who were renting has increased. Social renting has increased to 10.8% of households in Kibworth and 8.7% of households in Harborough, whilst private renting has increased to 12.7% in Kibworths and 13.5% in Harborough.
- 4.4. Home ownership in Kibworths and Harborough remains above regional and national figures, with home ownership at 65.5% in the East Midlands and 61.3% in England for 2021. However, the decrease in levels of home ownership and increase in proportions of households who are renting reflects the challenges faced by households looking to own property as a result of changing economic conditions across England.



Table 4.2: Housing Tenure, 2021

	Kibworths	Harborough	East Midlands	England
Owned	73.7%	75.8%	65.5%	61.3%
Shared ownership (part owned and part rented)	2.8%	2.0%	0.9%	1.0%
Social rented	10.8%	8.7%	14.9%	17.1%
Private rented	12.7%	13.5%	18.7%	20.5%
Living rent free	0.0%	0.0%	0.1%	0.1%

Source: ONS, 2021 Census

4.5. Figure 4.1 highlights the proportion of households which own their homes within each ward in Harborough. Kibworths has a lower proportion of households who own their own homes compared to other wards, of the 19 wards in Harborough only 4 wards have a lower proportion of households who own their homes. This highlights how difficult it is for households to get onto the property ladder within Kibworths.

Figure 4.1: Home ownership by Harborough ward, 2021



Source: ONS, 2021 Census

Housing Type

4.6. Data from the 2011 Census show that the largest proportion of households in both Kibworth and Harborough lived in detached houses at 50.4% and 48.4% respectively. This was above the proportion rate in the East Midlands (32.5%) and England (32.5%). A further 26.8% of households lived in semi-detached houses in Kibworth, this figure was 28.9% for Harborough. These figures compare to 35.6% for the East Midlands and 31.3% across England.



Table 4.3: Housing Type, 2011

	Kibworth	Harborough	East Midlands	England
Detached	50.4%	48.4%	32.5%	22.5%
Semi-detached	26.8%	28.9%	35.6%	31.3%
Terraced	14.7%	15.1%	20.4%	24.5%
Purpose-built block of flats or tenement	6.7%	5.8%	9.1%	16.5%
Part of a converted or shared house (including bed-sits)	0.4%	0.8%	1.3%	3.8%
In commercial building	0.8%	0.6%	0.7%	1.0%
Caravan or other mobile or temporary structure	0.2%	0.4%	0.4%	0.4%

Source: ONS, 2011 Census

- 4.7. Data from the 2021 Census show that the proportion of households in Harborough living in a detached house increased to 49.1% in 2021, whilst the proportion in Kibworths was 48.8% in 2021. Both of these figures remain higher than the regional (33.4%) and national (23.1%) proportions. The proportion of households living in semi-detached houses increased in both Kibworths (to 26.9%) and Harborough (to 29.3%) in 2021.

Table 4.4: Housing Type, 2021

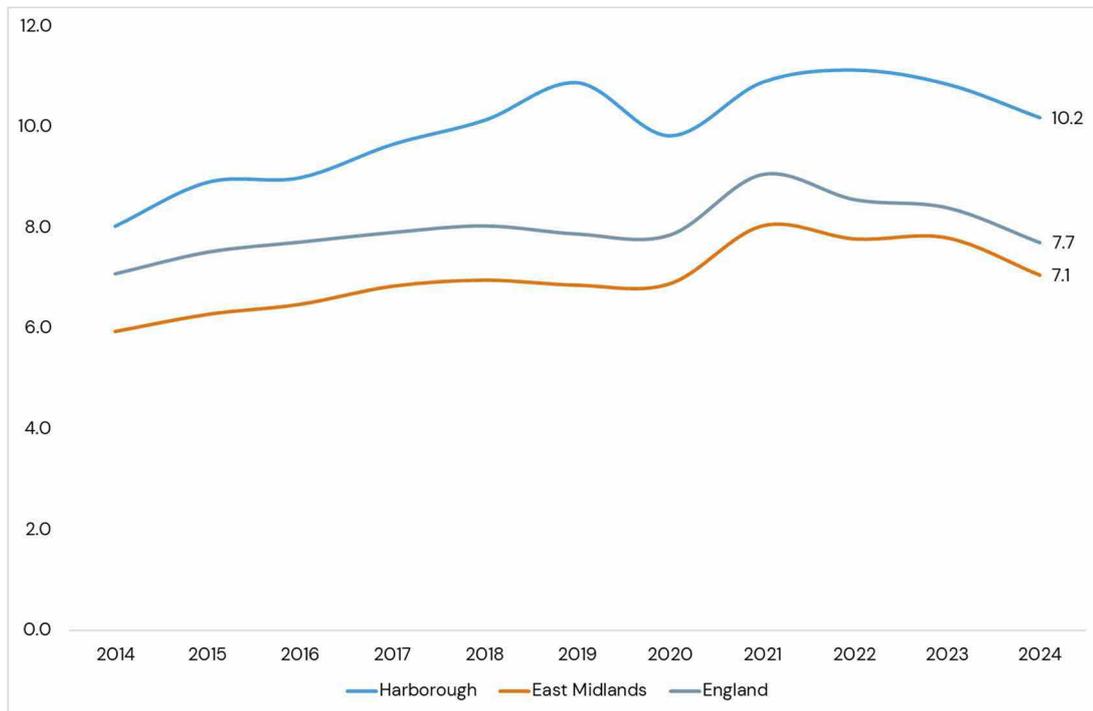
	Kibworth	Harborough	East Midlands	England
Detached	48.8%	49.1%	33.4%	23.1%
Semi-detached	26.9%	29.3%	35.9%	31.7%
Terraced	15.7%	14.5%	19.4%	23.1%
Purpose-built block of flats or tenement	6.7%	5.6%	8.9%	17.2%
Part of a converted or shared house (including bed-sits)	0.8%	0.5%	1.2%	3.5%
In commercial building	0.5%	0.4%	0.7%	0.9%
Caravan or other mobile or temporary structure	0.7%	0.6%	0.5%	0.4%

Source: ONS, 2021 Census

Affordability Ratio

- 4.8. Figure 4.2 shows the change in median affordability ratios in Harborough, the East Midlands and England between 2014 and 2024. In 2014, the affordability ratio in Harborough was 8. By 2024, the affordability ratio in the local authority had increased to 10.2. This is above the median affordability ratio for the East Midlands of 7.1 and above the ratio for England of 7.7. Mortgage providers will typically only lend 4-4.5 times a persons' salary, which makes it very difficult for households to purchase their own home.

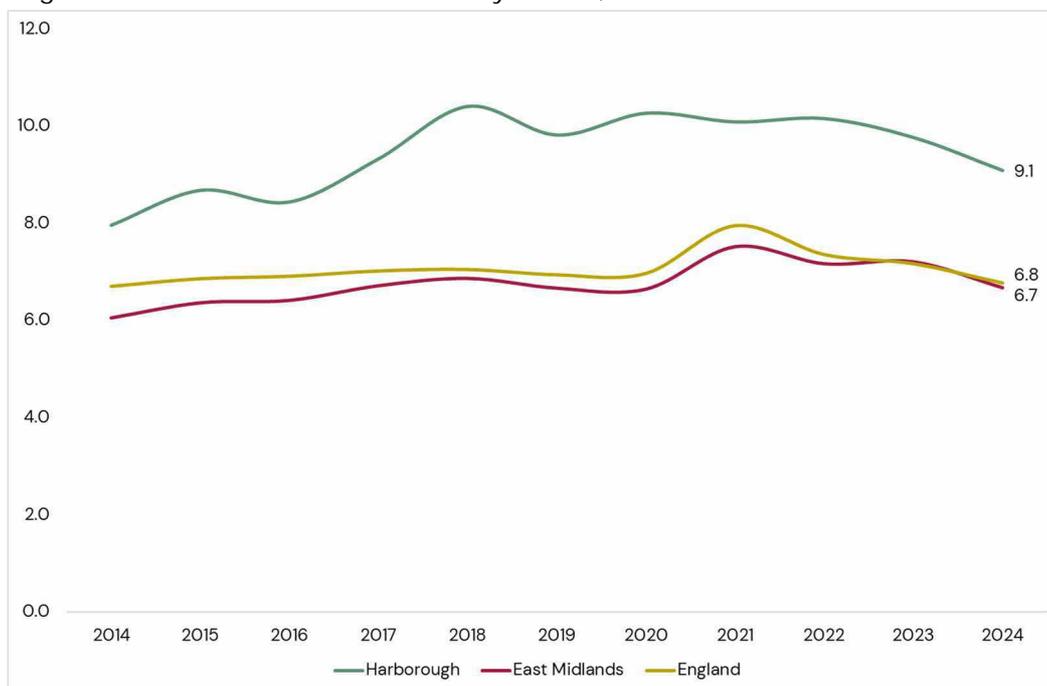
Figure 4.2: Median Affordability Ratios, 2014-24



Source: ONS, Affordability Ratios

4.9. Figure 4.3 shows the lower quartile affordability ratios in Harborough, the East Midlands and England between 2014 and 2024. In 2014, the lower quartile affordability ratio in Harborough was 8 and by 2024, it had increased to 9.1. This is above the ratio seen in the East Midlands (6.7) and England (6.8).

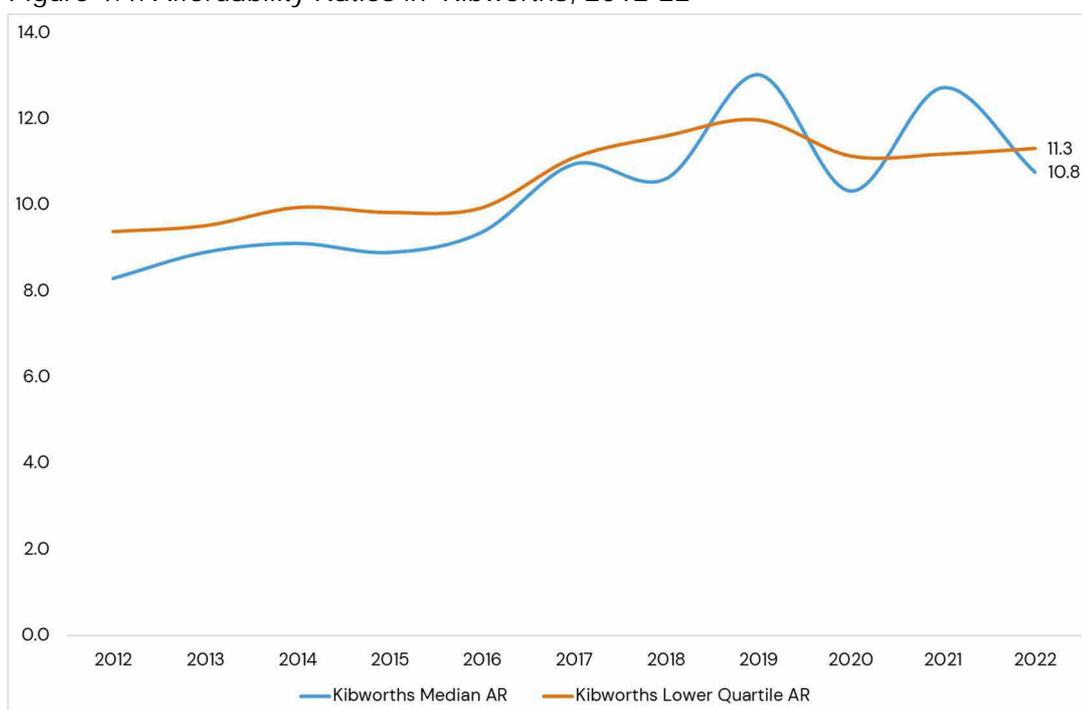
Figure 4.3: Lower Quartile Affordability Ratios, 2012-22



Source: ONS, Affordability Ratios

- 4.10. Affordability ratio data are not available at a ward level, however it is possible to calculate figures using ward based house prices and divide them by the median salary for the Harborough District. Using this method it is possible to calculate both the median affordability ratio and the lower quartile affordability ratio.
- 4.11. As shown in Figure 4.4, both the median and the lower quartile affordability ratio have increased in Kibworths between 2012 and 2022 (the latest year data are available for). In 2012 the median affordability ratio was 8.3, whilst the lower quartile affordability ratio was 9.5, in 2022 the median had increased to 10.8 whilst the lower quartile figure had increased to 11.3.

Figure 4.4: Affordability Ratios in Kibworths, 2012-22



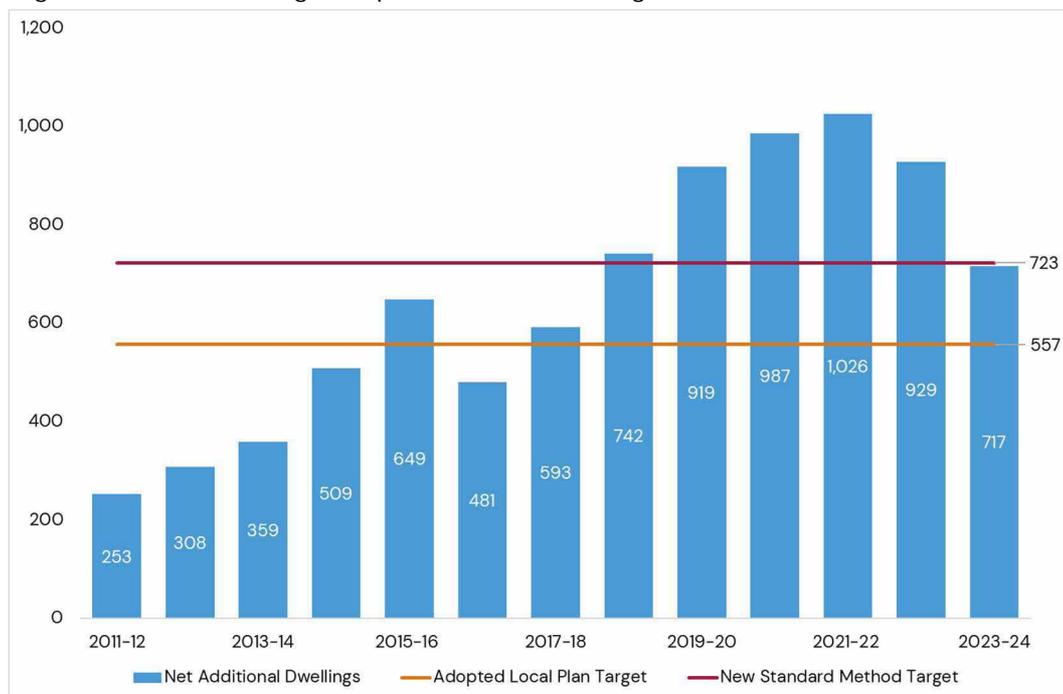
Source: ONS, Affordability Ratios

Housing Delivery

- 4.12. The Harborough Local Plan, adopted in April 2019, established a housing target of 11,140 dwellings between 2011 and 2031, equating to 557 dwellings per annum (dpa). Figure 4.5 shows net housing completions in Harborough from 2011/12 to 2023/24, based on data from Live Table 122.
- 4.13. Over the past ten years (2014/15-2023/24), net housing completions in Harborough averaged 755 dpa. As shown in Figure 4.5, since 2017/18 housing delivery was consistently above the previous local plan target of 557 dpa. Delivery has been strong in the past five years (2019/20 –2023/24) with average net housing completions at 916 dpa. For this to continue, a good supply of housing sites needs to be provided.

- 4.14. As of December 2024, the revised housing need for Harborough, calculated using the standard method outlined in the updated National Planning Policy Framework (NPPF), stands at 723 dpa. As illustrated in Figure 4.5, it is not unreasonable to expect Harborough to continue delivering this level of housing completions.

Figure 4.5: Net Housing Completions in Harborough, 2011/12-2023/24



Source: Live Table 122

- 4.15. The Proposed Submission Draft Harborough Local Plan 2020-2041 includes a proposed housing requirement for the local plan period of 13,182 dwellings. This total requirement is broken down into an annual target of 657 homes per year between 2020 and 2036, and 534 homes per year between 2036 and 2041. Based on past delivery levels, these targets do not appear to be particularly ambitious.

Summary

- 4.16. Home ownership has declined in Harborough when data from the 2011 and 2021 Censuses are analysed. In addition, as of 2021 Kibworths has one of the lowest levels of home ownership when compared with other wards in the local authority.
- 4.17. Between 2014 and 2024, the median affordability ratio in Harborough increased from 8 to 10.2 and as of 2024, the ratio was above the East Midlands (7.1) and England (7.7). Mortgage providers will typically only lend 4-4.5 times a persons' salary showing that housing in Harborough is becoming increasingly unaffordable for many households. In Kibworths, housing affordability is even more acute, with an estimated ratio of 10.8.



- 4.18. Over the past ten years (2014/15-2023/24), the average net housing completion rate in Harborough was 755 dpa. In the past five years, average net housing completions have been 916 dpa. For this trend to continue, a good supply of housing sites needs to be provided.



5. Review of Local Plan Evidence Base

Introduction

- 5.1. This section considers annual housing need in Harborough, taking into account relevant reports in the Reg 19 Local Plan evidence base, along with other relevant economic development strategies and reports.

Leicester & Leicestershire Housing & Economic Needs Assessment (April 2024)²

- 5.2. The Leicester & Leicestershire Housing & Economic Needs Assessment, produced by Icen Projects on behalf of Leicester & Leicestershire Local Authorities, provides updated evidence regarding the overall need for housing together with an assessment of employment land needed to inform local and strategic plans in Leicester and Leicestershire.
- 5.3. The assessment provides analysis for Leicester and Leicestershire as a whole, as well as the individual districts within the area. Looking at the housing market within Leicester and Leicestershire and more specifically house prices, median house price across L&L Housing Market area was £222,300 in the year to September 2020 and the median house price in Harborough was 30% higher at £289,998. This equated to the highest median house price within Leicester and Leicestershire, which again highlights the significant affordability issues within Harborough.
- 5.4. The report looks to estimate projections for future economic performance, including projections for growth in employment. Within Leicester and Leicestershire, the Harborough District is projected to see the highest percentage increase in employment between 2020 and 2041. It is projected that employment will increase by 10.1% across this timeframe. With this projected increase in employment will come increased demand for housing and if more jobs are created then more people will be brought to the area and will therefore require housing.

Harborough Local Housing & Employment Land Evidence³

- 5.5. The Local Housing and Employment Land Evidence report was prepared to provide aligned evidence on housing need, economic growth and employment land provision over the 2020-41 plan period. The report outlines that the Harborough District has seen strong housing delivery in recent years, however, it also discusses the significant challenge of affordability pressures which has led to a reduction in home ownership rates.
- 5.6. The report has considered the evidence regarding the inter-relationship between housing and employment provision. It identifies that the draft housing requirement of 13,182 homes

² Leicester & Leicestershire Housing & Economic Needs Assessment, Icen Projects, Published April 2024.

³ Harborough Local Housing & Employment Land Evidence, Icen Projects, February 2025



would support between 12,700 –13,300 jobs in the District, with the range influenced by commuting dynamics.

- 5.7. In relation to the housing requirement of 13,182, this is the figure proposed in the new Proposed Submission Draft of the Local Plan. As noted in the previous section (see paragraph 4.15), this total requirement is broken down into an annual target of 657 homes per year between 2020 and 2036, and 534 homes per year between 2036 and 2041. It is worth reiterating that based on past delivery levels, these targets do not appear to be particularly ambitious when average net housing completions in Harborough have been 916 per annum over the last five years.

Harborough District Economic Development Strategy 2024-2031⁴

- 5.8. The Harborough District Economic Development Strategy outlines the vision that by 2031, the District will be recognised as a ‘distinctive economic jewel of Leicestershire and the Midlands’ which will offer opportunities to improve prosperity and well-being in a dynamic and increasingly sustainable environment. To achieve this the Strategy outlines four priorities:
- **Thriving People:** Ensure the economy increases health and well-being opportunities for all District residents –from having the education & skills they need to access good jobs and employment to support for activity that assures health and well-being as they grow older
 - **Thriving Places:** Strengthen the economic vitality of and opportunities in and across Harborough District’s towns, large villages, and rural areas by enhancing their strengths, creating jobs, and improving transportation and digital connections
 - **Thriving Enterprises:** Boost local productivity, attract investment, and establish Harborough District as a business destination by promoting eco-friendly logistics, supporting key sectors, and adapting to post-LEP changes.
 - **Thriving Environment:** Encourage sustainable development and good practice in all areas of economic activity, promoting green growth opportunities and a thriving low carbon business base.
- 5.9. The Strategy aims to make Harborough the leading business destination in the region, if it is successful in this aim then as economy grows within the area, more jobs will be generated and demand for housing will increase. Housing supply will play a vital role in Harborough achieving the vision set out in this strategy.

⁴ Harborough District Economic Development Strategy 2024-2031, Harborough District Council.



6. Conclusions

- 6.1. Between 2013 and 2023, the population of Harborough increased by 17.4%. In relative terms, the 65+ cohort grew at the fastest rate. This trend of an ageing population is projected to continue between 2020 and 2041, with the number of people aged 65 and over projected to increase by 50.8% in this time in Harborough.
- 6.2. Analysis of the components of population change in Harborough show that change has been driven mainly by internal net migration since 2013 suggesting that the LPA is an attractive area for people to move to. The increase in internal migration has coincided with stronger housing delivery in the LPA in recent years.
- 6.3. To ensure sustainable population growth and to accommodate the increasing internal net migration within the LPA, younger people and people of working age need to be attracted to the local authority. One way of doing this is through providing attractive and suitable housing options.
- 6.4. More locally, at the ward scale, in addition to growth in those 65+ there has also been significant growth in the number of people aged 0-15 and 16-64 in Kibworths. In order to retain people within these age groups and maintain sustainable demographic growth, appropriate housing supply must be provided for these younger people.
- 6.5. Between 2015 and 2023, Harborough saw jobs growth at a rate below that regionally and nationally. The ward of Kibworths experienced no increase in employment over the same timeframe. Harborough therefore needs to improve its labour market growth; however, the low claimant count indicates that there may not be many people who are out of work. If jobs growth improves, new people are likely to be attracted to the District and the housing offer will need to improve in order ensure people working in Harborough are also able to live there.
- 6.6. Over the past decade (2014-2024), housing has become increasingly unaffordable in Harborough. The median affordability ratio in the District is currently 10.2 which is above corresponding figures for the East Midlands and England. Affordability is even more acute in Kibworths. The affordability ratio in the LPA is significantly higher than the 4-4.5 times salary to house price ratio that mortgage providers will typically lend.
- 6.7. Over the past ten years (2014/15-2023/24), net housing completions in Harborough averaged 755 dpa. Delivery has been even stronger in the past five years (2019/20 – 2023/24) with average net housing completions at 916 dpa. The Proposed Submission Draft Harborough Local Plan 2020-2041 includes a proposed housing requirement for the local plan period of 13,182 dwellings. This breaks down into an annual target of 657 homes per year between 2020 and 2036, and 534 homes per year between 2036 and 2041. Based on past delivery levels, these targets do not appear to be particularly ambitious. However, for Harborough to achieve long-term sustainable growth, a good supply of housing sites needs



to be provided that cater to the needs of all people, particularly younger families either wanting to remain in the District or move there from other areas.

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