



# Uttlesford District Council

Chief Executive: Dawn French

## Cabinet

**Date:** Thursday, 15 September 2016  
**Time:** 19:00  
**Venue:** Council Chamber  
**Address:** Council Offices, London Road, Saffron Walden, CB11 4ER

**Members:** Councillors H Rolfe (Leader and Chairman), S Barker, S Howell, J Redfern and L Wells

**Other attendees:** Councillors A Dean (Liberal Democrat Group Leader and Chairman of Scrutiny Committee), J Lodge (Residents for Uttlesford Group Leader) and E Oliver (Chairman of Performance and Audit Committee)

### Public Speaking

At the start of the meeting there will be an opportunity of up to 15 minutes for members of the public to ask questions and make statements subject to having given notice by 12 noon two working days before the meeting.

## AGENDA PART 1

### Open to Public and Press

- 1 Apologies for absence and declarations of interest**  
To receive any apologies for absence and declarations of interest.
- 2 Minutes of the previous meeting** 5 - 16  
To consider the minutes of the previous meeting.
- 3 Matters Arising**  
To consider matters arising from the minutes

- 4 Questions or statements from non executive members of the council**  
To receive questions or statements from non-executive members on matters included on the agenda
- 5 Matters referred to the Executive (standing item)**  
To consider matters referred to the Executive in accordance with the provisions of the Overview and Scrutiny Procedure Rules or the Budget and Policy Framework Procedure Rules
- 6 Reports from Performance and Audit and Scrutiny Committees (standing item)**  
To consider any reports from Performance and Audit and Scrutiny Committee
- 7 Refugee Working Group**  
To receive a report from the Refugee Working Group (standing item)
- 8 Budget monitoring P3 2016/17** 17 - 36  
To consider the budget monitoring report.
- 9 Finance Update** 37 - 44  
To consider a finance update report.
- 10 Voluntary Support Grants Committee** 45 - 46  
To consider the voluntary sector grants committee.
- 11 Assets of Community Value** 47 - 52  
To consider assets of community value.
- 12 Scrap Metal Dealers Act 2013** 53 - 56  
To consider the Scrap Metal Dealers Act 2013.
- 13 Braintree Local Plan final** 57 - 64  
To consider the Braintree Local Plan.

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|-----------|--|-----------|
| <b>14</b> | <b>Great Dunmow Neighbourhood Plan</b><br>To consider the Great Dunmow Neighbourhood Plan.   | 65 - 308  |
| <b>15</b> | <b>Car Parking Incentives</b><br>To consider a report on car parking incentives.   | 309 - 322 |
| <b>16</b> | <b>Air Quality Action Plan</b><br>To consider the Air Quality Action Plan.   | 323 - 400 |
| <b>17</b> | <b>Equality Scheme</b><br>To consider the equality scheme.   | 401 - 406 |
| <b>18</b> | <b>Business Rates Write Off</b> <ul style="list-style-type: none"><li>• Information relating to the financial or business affairs of any particular person (including the authority holding that information);</li></ul> |           |
| <b>19</b> | <b>Any other items which the Chairman considers to be urgent</b><br>To consider any items which the Chairman considers to be urgent.   |           |

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The agenda is split into two parts. Most of the business is dealt with in Part I which is open to the public. Part II includes items which may be discussed in the absence of the press or public, as they deal with information which is personal or sensitive for some other reason. You will be asked to leave the meeting before Part II items are discussed.

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**CABINET MEETING held at COUNCIL OFFICES LONDON ROAD  
SAFFRON WALDEN on 14 JULY at 7.30pm**

Present: Councillor H Rolfe (Leader)  
Councillor S Barker (Deputy Leader and Cabinet Member for  
Environmental Services)  
Councillor S Howell (Cabinet Member for Finance and  
Administration)

Also present: Councillors A Dean (Liberal Democrat Group Leader and Chair  
of Scrutiny), M Felton (Portfolio Lead for Housing Board), N  
Hargreaves and B Light (Residents for Uttlesford Group Deputy  
Leader).

Officers in attendance: D French (Chief Executive), D Barden (Press Officer),  
R Dobson (Principal Democratic and Electoral Services Officer),  
R Fox (Planning Policy Team Leader), R Harborough (Director  
of Public Services), A Knight (Assistant Director – Finance), M  
Perry (Assistant Chief Executive - Legal), and A Webb (Director  
of Finance and Corporate Services).

**CA18 APOLOGIES FOR ABSENCE AND DECLARATION OF INTERESTS**

Apologies for absence were received from Councillors J Lodge, J Redfern and  
L Wells.

Councillor S Barker declared a non-pecuniary interest in the item regarding  
the Local Council Tax support scheme, as a member of Essex County  
Council.

**CA19 MINUTES**

The minutes of the meeting held on 26 May 2016 were received and signed  
by the Chairman as a correct record.

Councillor Rolfe said an item on the structure of building control, which had  
been due to be included on the agenda for this meeting, had been withdrawn  
following discussion at the Scrutiny Committee meeting. The item would be  
reconsidered and brought back in some form in due course.

**CA20 QUESTIONS OR STATEMENTS FROM NON-EXECUTIVE MEMBERS OF  
THE COUNCIL**

Councillor Hargreaves asked questions regarding the report on the Council's  
financial outturn for 2015-16, particularly with regard to increases in reserves  
each year. He questioned why when the council was cash-rich, there was  
evidence of some departments not performing very well, for example by failing  
to reply to reasonable requests by councillors. He was aware the finance

department seemed to be struggling to recruit sufficient qualified accountants. He considered there was a need to concentrate on core activities, rather than initiatives such as the special purchase vehicle. If the government saw significant reserves within a local authority's accounts it could find a way of taking it.

Regarding interest on council deposits, Councillor Hargeaves said better interest rates could be found than those in which the council's funds had been placed. He asked whether a better return than last year was being obtained.

Regarding New Homes Bonus money, Councillor Hargreaves said it was surprising and disappointing that members had underspent by £42,000, as 14 councillors had not spent the money allocated to them from this money. He suggested the money should be allocated to the other wards, rather than being rolled over. The budget for voluntary activities was also underspent. He suggested there was a need for consultation on how to fund projects which had previously benefitted from sources of funding which were now not available to them.

Councillor Rolfe said he spoke for himself and for the Chief Executive in agreeing that customer service was a priority. It was important to attract the right staff at the right salary. Good service was a pre-requisite. Where officers had not responded to queries from members, he was sure the director of any service concerned would ensure any instances would be addressed.

The Chief Executive would be reviewing the correct salary levels for the accountancy service.

Regarding the point raised about reserves, the Council had a clear strategy. *Aspire*, the Council's special purchase vehicle, had been set up and would benefit Uttlesford.

Regarding interest rates on investments, Councillor Rolfe said whilst the Council's experience with an Icelandic bank had required it to take precautions against risk, which entailed lower returns on investments, he had sympathy with the point that the Council should try to obtain the best rates reasonably possible.

Regarding councillors' underspend of ward allocations from the New Homes Bonus, Councillor Rolfe said he agreed a stricter regime should be imposed but the Council had already specified when the money was to be spent.

Regarding the point which had been raised about the voluntary sector, Councillor Rolfe said he would introduce a paper on that subject later this evening, and this council was the most generous in Essex.

CA21

## **REPORTS FROM PERFORMANCE AND AUDIT AND SCRUTINY COMMITTEES**

Councillor Dean said he wished to raise three points discussed at the Scrutiny Committee meeting on 5 July. The Committee had recommended that the

proposals for a Building Control partnership should not proceed, as the report had not allayed concerns which had been expressed at the previous meeting in March.

Councillor Rolfe reminded the meeting that the Building Control report had been a part 2 item, therefore detailed discussion could not take place in public.

Councillor Dean said there were insufficient reasons for putting at risk a successful building control service, and summarised the Scrutiny Committee's concerns. He said there was an imbalance of the service in the proposed area, and there would be limited opportunity for the Uttlesford team to gain more of a market share. There was concern at the attrition rates of councils involved in the partnership, and scepticism over the points regarding the resilience of the team; and there was concern that comparisons had been drawn using unfairly distorted information. It was felt removal of the service would not reduce back office costs. The Committee felt a strategic approach to partnerships rather than a piecemeal one was required. Finally there was concern that officers had been instructed not to speak to members of the Committee.

Councillor Rolfe said there was no suggestion that building control was anything less than first class. Some of the partnerships of the Council were very successful, and in the next two years the Council's financial position would become more challenging. The status quo was not an option.

Councillor Dean reported on the Scrutiny Committee's examination of the Local Council Tax Support Scheme (LCTS). The Committee was content the Council should continue with the scheme as it stood and that contributions should be frozen for a third consecutive year, with a return to the removal of the remaining 50% next year. It would be necessary to go back to basics in the discussions officers would be holding next year.

Councillor Dean referred to the recommendation that the LCTS scheme should be aligned with legislative changes to Housing Benefit and Universal Credit. The remaining three reforms which were likely to be implemented by April 2017 were also recommended to be aligned with the LCTS. However there had not been enough information at Scrutiny. Councillor Dean asked that members be provided with more information before making a decision tonight. He referred to the national context in that the new Prime Minister had stated the government would not protect the interests of the privileged at the cost of those of the less well-off.

Councillor Dean welcomed the review of grants, and asked that Scrutiny Committee be kept informed. There was an anomaly in that grants given to sports organisations were subject to a ceiling of 500, whereas for community projects the ceiling was £3000. There was support for a two-year rolling programme, rather than the current three year basis.

Councillor Rolfe said Councillor Howell would address the comments made when the above items were considered.

**UPDATE ON REFUGEES**

Councillor Rolfe gave an update on refugees. Planning was underway for the expected arrival of the first family of refugees in September 2016. The current assumption was for a minimum of three families to arrive in West Essex. Councillor Rolfe outlined the way in which they would be supported. Migrant Help, an organisation which Essex County Council had commissioned to support families arriving in September 2016 in West Essex, would assist with furnishing and equipping houses in the six week intervening period prior to arrival, and would co-ordinate offers of charitable help for provision of additional resources such as computers or access to broadband.

Councillor Rolfe reported on the re-settlement of families in Colchester, which was the only area in Essex so far to have taken in refugees. Whilst it was early days, progress was positive. The main challenge pre-arrival was the need for suitable and sustainable properties being identified at viable rent levels, effectively ruling out private sector stock in Uttlesford. No problems had been encountered so far with schools, and children were being offered language support, as were adults via Adult Community Learning.

**2015-16 FINAL OUTTURN**

Councillor Howell presented a report on the Council's final outturn for the year 2015-16, which was to be taken to the meeting of Performance and Audit Committee on 28 July. He said some of the numbers were subject to external audit, and as there were multiple different income streams, inevitably in a year there were updates. There were some significant changes which were outside the Council's control, and for the most part these were in areas for which the Council had tried to budget effectively.

Councillor Howell said he shared Councillor Hargreaves' disappointment that some councillors had not spent the New Homes Bonus. As a whole the Council had underspent, and in his view this was better than overspending. Regarding reserves, he was pleased given the context of forthcoming reduced funding from government that the Council had reserves. These reserves fell into two broad areas, funds which were ringfenced for the fulfilment of statutory duties, and those which were not the Council's money.

Councillor Howell described in detail the Medium Term Financial Strategy fund and the transformation reserve, which were maintained expressly for the purpose of accommodating the transition to reduced government funding. In the meantime the Strategic Initiatives Fund had been made available. The Council could not rely on Council Tax or Government income for all its funding, therefore it had to set its own budgets accordingly. He drew attention to the fact that a significant part of the Strategic Initiatives Fund was for *Aspire*, the council's special purchase vehicle. He objected to phrases such as "hoarding", as reserves should not be held without purpose.

Regarding the Housing Revenue Account, Councillor Howell said the Council continued to invest in exciting projects. Councillor Lodge had endorsed the strategy on deposits and in response to Councillor Hargreaves' point, the

council under its Treasury Management policy aimed to obtain the best rates of interest for significant deposits, depending on the term for which the money was deposited. The blended effect of the return on deposits was 0.63% for 2014-15. The policy which was put in place halfway through the year would show an improvement in the rates of interest for the council's deposits.

Councillor Light asked what the implications and financial consequences were of the financial forecast where outturn differed from the budget.

Councillor Howell said preparing a budget was not an exact science, and the Council's budgeting had improved. Outturn figures helped inform the budgeting process and all items under the Council's control would be subjected to greater scrutiny.

RESOLVED to:

- 1 Approve the 2015/16 outturn position set out in this report;
- 2 Approve the reserve transfers and reserve balances set out in the report;
- 3 Approve the Capital Programme slippage requests.

CA24

## **2017-18 LOCAL COUNCIL TAX SUPPORT SCHEME**

Members considered a report on the annual requirement to review the Local Council Tax Support (LCTS) Scheme. Changes to the scheme for the following financial year were proposed.

Councillor Howell drew attention to the recommendation that the discretionary subsidy grant for town and parish councils be reduced by 50% in 2017/18. The proposed change was to working age recipients, the number of which had been reducing year on year. The number of working age recipients had fallen, and there was a cost to Uttlesford and other preceptors who had forgone income as a result of setting it at 12.5%. To date those preceptors had not objected.

Councillor Howell highlighted the fact that there was an increase in the cost to the Council from £209,000 in 2016/17 to a forecast £340,000 per annum for 2017/19. An increased contribution rate of 2.5% would generate an additional council tax potential income of £31,770 of which £26,640 would be shared between the major preceptors. The Council would retain £5,130. The impact on a working age claimant who received the maximum amount of LCTS would be an additional 75p per week to pay, making £39 during a year. Similar local authorities paid a reduced grant. The Revenue Support Grant was being reduced to zero in 2018/19. So far this council had not increased the contribution rate, but the situation was untenable going forward. It was important to flag the consultation now so it allowed parish and town councils to prepare their budgets.

Housing Benefit and Universal Credit reforms had taken place, and it was recommended that the scheme adopt those changes to ensure all benefits were aligned.

The number of people affected by the changes was very small, and about 50% of the number of recipients changed constantly, as people came in and out of using the benefits system. Councillor Howell said in his view the proposals were sensible, and he had asked officers to keep the Scrutiny Committee informed.

Councillor Light asked that further detail be provided about the further reforms as there was concern in the Scrutiny Committee about the impact of the measures. She also had a concern as a Saffron Walden Town Councillor about the halving of the precept, and also felt concerned at the impact on people who were struggling and could not pay.

Councillor Howell said he would write to the Scrutiny Committee and to Cabinet with details. It was important to recognise that Parish and Town Councils had at the discretion of the District Council received a subsidy for over 5 years. There was no requirement on the Council to provide the protections from the precept. It was important not to rush it, but to phase in the changes. There was a hardship fund specifically for those who faced difficulty.

Councillor S Barker said town and parish councils already received an 87% discount, and the report was very clear in setting out the facts. She asked what the uptake was on the hardship fund last year.

The Assistant Director Finance said there had been an underspend of £9000 on the hardship fund.

RESOLVED to approve that

- a) a consultation process be carried out on the following draft proposals:
  - i. The 2017/18 LCTS scheme is set on the same basis as the 2016/17 scheme and therefore the contribution rate is frozen for the third consecutive year.
  - ii. The discretionary subsidy grant for town & parish councils to be reduced by 50% in 2017/18.
- b) The LCTS scheme is aligned with the Housing Benefit and Universal Credit reforms as detailed in paragraph 26 of the report.
- c) The LCTS scheme is aligned with the Housing Benefit and Universal Credit reforms as detailed in paragraph 27 of the report as and when the legislation is implemented.

CA25

## **COUNCIL TAX WRITE-OFF**

Members considered a report detailing monies owed to the Council by a former housing benefit claimant, who had entered into an individual voluntary

agreement (IVA) with their creditors. The terms of the agreement prevented the Council from pursuing recovery of the outstanding debt separately from the IVA. After six years full recovery of the monies was expected, so the income would be categorised as a credit to the revenue account rather than as debt on the balance sheet.

RESOLVED to approve the write-off of a debt of £7,655.07

CA26

### **DEVELOPMENT SITE – NEWTON GROVE, NEWTON GREEN, GREAT DUNMOW**

Members considered a report presented by Councillor Felton on behalf of Councillor Redfern, regarding proposed development of a site at Newton Grove, Newton Green, Great Dunmow.

Councillor Felton said it was a pleasure to report on a further site which had been identified as having potential for the development of council-owned homes, as part of the Council's ongoing development programme. The site had originally been identified as suitable for construction of a Domestic Violence Refuge. However, following a change in Essex County Council priorities with regard to domestic violence services, it was proposed to use the site for development for council houses. The Housing Board had considered options for the site, and recommended progressing option 1 in the attached plan. This option was for three two-bedroom four person houses.

Councillor Light welcomed the development of more council-owned houses.

Councillor Rolfe agreed, and said last year the Council had built 40 council houses. He would seek further dialogue with Essex County Council on safe refuge accommodation, but revisiting that subject should not hold up this scheme.

RESOLVED

1. to authorise the site at Newton Grove to be progressed through the planning application stage;
2. to note the design options considered by the Housing Board for the Newton Grove site and that the preferred option to be taken forward as part of a planning application was option 1, being a development of three 2 bedroom 4 person houses.

CA27

### **DEVELOPMENT SITE – SHEDS LANE, SAFFRON WALDEN**

Members considered a report regarding proposed development of two garage sites at Sheds Lane, Saffron Walden, for council owned housing. Councillor

Felton, presenting the report, said this was a unique site, which was suitable for a wheelchair-compliant bungalow for a family with particular needs.

Councillor Light said she supported the proposals.

#### RESOLVED

1. To authorise the sites at Sheds Lane to be progressed through the planning application stage;
2. to note the design options considered by the Housing Board for these sites, which for the northern site would be two 2 bedroom 4 person houses, and for the southern site would be a 3 bedroom 5 person fully wheelchair compliant bungalow.

CA28

### LOCAL PLAN DEVELOPMENT STRATEGY

Councillor S Barker presented a report regarding the preferred distribution strategy for the Local Plan to be recommended to the Council. She then referred to the recommendation from the Planning Policy Working Group.

The options considered were set out in the report presented to members this evening, and were as follows:

1) **All development allocated in new settlement(s)**

Benefits

- Comprehensively plan the provision of infrastructure
- Critical mass to provide additional infrastructure
- Reduces development pressure on the historic settlements

Risks

- Relying on only 1 or 2 large sites to deliver the housing
- Deliverability within the Plan period
- Deprives other settlements of sustainable growth
- Negative impact on 5 year land supply

**Conclusion - not a sound distribution strategy.**

2) **All development pepper potted in villages**

Benefits

- Sustains village vitality

Risks

- Scale of development is likely to have a detrimental impact on their character, the countryside and the highway network in many circumstances
- uncertainty that the scale of individual developments would provide the infrastructure required - Infrastructure deficit

**Conclusion - not a sound distribution strategy**



**3) All development in the two main towns (Saffron Walden and Great Dunmow)**

Benefits

- Generally sustainable locations for development
- Supports existing services and facilities
- Help improve infrastructure deficit

Risks

- Significant impact on their historic character and landscape setting
- Restriction of the pooling of S106 for infrastructure.
- Insufficient deliverable sites

**Conclusion - not a sound distribution strategy.**

**4) Combination of development in main towns and villages**

Benefits

- Towns are generally sustainable locations for development,
- Sustains village vitality and diversity

Risks

- Some villages are more constrained than others – could result in disproportionate growth
- Uncertainty that the scale of individual developments would provide the infrastructure required - Infrastructure deficit

**Conclusion – potentially a sound option but not recommended**

**5) Hybrid involving new settlement(s), main towns and villages**

Benefits

- Towns are generally sustainable locations for development,
- Provides an opportunity for some growth to sustain village vitality in the most sustainable locations
- New settlements allows us to provide for the highest level of infrastructure demands and comprehensively meet development needs
- Reduces development pressure on the historic settlements
- Helps to maintain a 5 year supply of housing
- It can lessen the impact on the highway network

Risks

- Similar to scenarios 1-4 but to a lesser degree
- Loss of countryside
- Development may have detrimental impact on historic character of existing settlements

**Conclusion – preferred distribution strategy**

Councillor Barker said the recommendation from the Planning Policy Working Group had been circulated to all members, and was as follows:

1. the preferred strategy for the Local Plan is Scenario 5 (Hybrid Distribution Strategy – New Settlement(s), Main Towns and Villages), as attached at the Appendix to the report, and that contingency is built into the Plan to allocate further homes if necessary;
2. the following conditions are stipulated as part of the adoption of Scenario 5:
  - i. that a five year land supply is available;
  - ii. the required building rate can be maintained;
  - iii. infrastructure in existing towns and villages will be enhanced and taken into account in planning developments wherever possible; and
  - iv. Garden City Principles will be used and application made to Government for funding
3. Scenario 4 (Combination of Development in Main Towns and Villages) will become the fall-back position if Scenario 5 cannot be adopted, but only in the circumstance that it becomes impossible to proceed with New Settlement(s)

Councillor Light said Option 5 had been preferred at the workshop, on the garden city principles. She was shocked that a back-up recommendation had been suggested, which she considered showed a lack of commitment to the main recommendation.

Councillor S Barker said there was no lack of commitment, as the Council was obliged to produce a plan.

Councillor Rolfe said the Council was 100% committed to option 5, and this option had been unanimously recommended by the Planning Policy Working Group. The key word regarding the fall-back position was “cannot”, so that there was a position only if the first recommendation became impossible.

RESOLVED to recommend to Council a preferred distribution strategy for the Local Plan as follows:

1. the preferred strategy for the Local Plan is Scenario 5 (Hybrid Distribution Strategy – New Settlement(s), Main Towns and Villages), as attached at the Appendix to the report, and that contingency is built into the Plan to allocate further homes if necessary;
2. the following conditions are stipulated as part of the adoption of Scenario 5:
  - i. that a five year land supply is available;
  - ii. the required building rate can be maintained;
  - iii. infrastructure in existing towns and villages will be enhanced and taken into account in planning developments wherever possible; and
  - iv. Garden City Principles will be used and application made to Government for funding
3. Scenario 4 (Combination of Development in Main Towns and Villages) will become the fall-back position if Scenario 5 cannot be adopted, but

only in the circumstance that it becomes impossible to proceed with New Settlement(s)

CA29

## **STREET CLEANSING – JOINT WORKING WITH SAFFRON WALDEN TOWN COUNCIL**

Members considered proposals to part fund the employment by Saffron Walden Town Council of an operative to carry out manual cleansing activity to improve the cleanliness of the town centre, together with provision of suitable equipment.

Councillor S Barker presented the report, which set out the financial implications for a 12 month period, requiring approval of additional provision to be included in the budget for 2017/18.

Councillor Howell endorsed the proposals, which would improve the appearance of this part of the district. Town and district councils worked best when they worked together.

Councillor Rolfe agreed a harmonious approach was desirable. He said many parts of Essex benefitted from participating in competitions to promote their clean and attractive appearance.

Councillor Light endorsed the proposals, which had been noted by residents as an example of good collaboration.

### **RESOLVED**

- 1 to contribute to the cost of Saffron Walden Town Council employing an operative to carry out manual cleansing work in Saffron Walden Town Centre for a period of 12 months, and to purchase a handcart for the operative to use;
- 2 the arrangement to be reviewed after 12 months to assess whether a Business Improvement District has been established and whether businesses would be prepared to fund the arrangement on an ongoing basis.

CA30

## **GRANTS**

Councillor Rolfe presented a report on behalf of Councillor Wells, regarding the administration by the Council of various grant funding schemes.

The Council's contribution to the voluntary sector was nearly double that of other councils within Essex. The grant funding schemes supported the voluntary sector, charities and community groups. Revision of the processes relating to the schemes was needed, including addressing of governance issues. This was the start of an ongoing process to consider how the Council could more effectively target resources at the voluntary sector, both to

strengthen the sector and to assist the Council to achieve its corporate objectives. The principal change was to voluntary support grants, to recommend they were offered for a two year rolling period, to enable the groups to have advance information about forthcoming support.

Councillor Rolfe said he took Councillor Hargreaves' point in that these were all very worthy groups, but there might be more such groups which needed assistance. The funding for community projects was subject to a maximum figure of £3,500, which would be match funded from funds raised by the group elsewhere. The support was usually for structured projects. No funding was given to religious organisations, as they tended to have alternative funding streams. The Council provided help for sports regarding modest applications for funding.

Councillor Howell said the Council's generosity compared favourably with that of other councils. He had seen at first-hand how much support came from the District Council for projects administered by parish councils. He had been impressed at the presentation he had attended this year regarding voluntary sector grants, and was receptive to the idea that there might be other organisations to which the Council could offer support.

Councillor Light said she was concerned about how groups that did not meet the Council's criteria could obtain funding.

Councillor Rolfe said voluntary support grants organisations submitted bids which were considered against the criteria, and last year there was only one organisation which put in a bid which was unsuccessful. He would be interested to see what could be done to help any groups which were unsuccessful. It was fortunate the Council had the new homes bonus money to be able to provide support of this kind.

Councillor S Barker said it was good to see all the grants listed in one place, and that they were being reviewed to ensure all were fit for purpose.

#### RESOLVED

- 1 to develop a new grants policy to centralise the various guidance documents that exist, sets out how grant funding should be used to support the council's key corporate aims and objectives and the criteria and timetable for awarding grants under the different schemes.
- 2 To approve specific recommendations as set out in paragraphs 31, 38, 44, 47, 52 and 56 of the report.

CA31

#### **APPOINTMENT TO OUTSIDE BODY**

RESOLVED to appoint Councillor G Sell as the Council's representative to Uttlesford Community Travel, in place of Councillor E Parr.

The meeting ended at 9.05pm.

**Committee: Cabinet**

**Agenda Item**

**Date: 15 September 2016**

**8**

**Title: 2016/17 Budget Monitoring – Quarter 1**

**Portfolio Holder: Cllr Simon Howell**

**Key Decision: No**

## **Summary**

1. This report details financial performance relating to the General Fund, Housing Revenue Account, Capital Programme and Treasury Management. It is based upon actual expenditure and income from April to June and predicts a forecast for the end of the financial year.
2. The General Fund is forecasting £342,000 overspend.
3. The Housing Revenue Account is forecasting a minor overspend on services of £59,000.
4. The Capital Programme is forecasting to come in on budget; the updated position includes slippage carried forward from 2015/16.
5. Treasury management activity has been routine.

## **Recommendations**

6. The Cabinet is recommended to:
  - Note and approve this report.

## **Financial Implications**

7. Any financial implications are included in the body of the report.

## **Background Papers**

None

## **Impact**

Communication/Consultation	Budget holders and CMT have been consulted.
Community Safety	None
Equalities	None
Health and Safety	None
Human Rights/Legal Implications	None
Sustainability	None
None Ward-specific impacts	None
Workforce/Workplace	None

## General Fund

8. On the bottom line, a £342,000 overspend is forecasted. A summary of the budget by portfolio is shown below and this is set out in more detail in Appendix A.

£ '000	2015/16	2016/17			
	Outturn	Original Budget	Current Budget	Final Outturn	Variance
Communities & Partnerships	775	902	902	810	(92)
Environmental Services	1,844	2,380	2,380	2,490	110
Finance & Administration	4,939	5,216	5,216	5,289	73
Housing & Economic Development	1,227	1,398	1,398	1,401	3
Portfolio (Service) Budgets	8,785	9,895	9,895	9,989	94
Corporate Items	442	805	805	2,024	1,219
<b>Total Net Budget</b>	<b>9,227</b>	<b>10,700</b>	<b>10,700</b>	<b>12,013</b>	<b>1,313</b>
Funding	(7,607)	(7,805)	(8,143)	(8,312)	(169)
<b>Net Operating Expenditure</b>	<b>1,620</b>	<b>2,895</b>	<b>2,557</b>	<b>3,701</b>	<b>1,144</b>
Transfers to/from (-) Reserves	1,150	1,932	2,271	1,468	(803)
<b>OVERALL NET POSITION</b>	<b>2,770</b>	<b>4,828</b>	<b>4,828</b>	<b>5,169</b>	<b>342</b>

9. The current funding budget shows an increase of £338,000 compared to the original budget, this relates to extra funding we were not aware of at the time of budget setting. The £338,000 is made up of £277,000 rural services grant and a transition grant of £61,000.

### Variations within the councils control and influence

10. The key variances greater than £20,000 are detailed below;

#### Services

##### Overspends

- Planning Management - £55,000 relates to the cost of the interim Assistant Director, maternity cover plus costs of back scanning.
- Planning Policy - £112,000 is the cost of the use of consultancy and contractors for the local plan (reduced effect, see note in underspends below).

- Corporate Management - £58,000 is the cost effect of the historic balance being written back to revenue identified as part of the 2015/16 audit. This was one of the 2 errors identified by our external auditors and presented to the Performance and Audit Committee, where it was agreed that this sum will be written off to the revenue account in the current year.
- Corporate Team - £50,000 relates to set-up costs of the council's new company 'Aspire' and other income generating projects.
- Human Resources - £25,000 is the cost of corporate training requirements as identified by CMT.

### Underspends

- Museum - £22,000 is the saving from a vacancy, this post has now been filled.
- Health Improvement - £16,500 is the part year saving from a vacant post and it is expected that this will be recruited to by the end of the year.
- Business Improvements - £27,000 due to natural staff turnover and a review of the service requirements one post has been removed from the structure.
- Planning Policy - £31,000 due to the vacant Team Leader post.
- Housing Benefits - £48,000 based on the current subsidy report and caseload this is the net effect of reduction in expenditure and income.

### Increased Income

- PFI - £85,000 is the effect of a reduced payment which is calculated using a specific model, following the 15/16 audit it was identified that the model should be reviewed to ensure that the calculations are accurate. The review is currently in process and the surplus income has been added to reserves as following the review there is a risk that we will need to increase payments and this may include back dating any shortfalls in previous payments. The bottom line effect of this will be zero.

### **Corporate Items**

- Capital Financing/Reserves - £1,219,000 increase in cost relates mainly to the slippage from the capital programme in 15/16 for the Dunmow Depot and the Castle project. The increased financing requirement in the year for the Dunmow Depot cost is reflected in the reserves, this will reduce the impact of the increased financing costs on the bottom line.

## **Variances outside of the councils control and influence**

11. The key variances greater than £20,000 that are outside of officers control and influence are detailed below

- NNDR Funding - £169,000 is the increased funding for Section 31 grant received from the DCLG relating to rates relief the council is required to grant to Local Businesses.

12. The net drawdown on reserves is predicted at £1,468,000 compared to the current budget of £2,271,000. This includes the movement from the original budget of £338,000 relating to the increased funding detailed in point 9 and this has been allocated to the Strategic Initiatives Fund.

A table showing the reserves position is set out at Appendix B.

13. The outturn forecast is the most informed prediction we have at this point in time and there is an element of risk to the outturn predictions in the year to some areas. These risks could impact on the final outturn position. Detailed below are the areas which are at high risk and have the potential to affect our year-end financial position.

- Business Rates Retention - the total business rate income recognised in the Council's account is subject to change, due to the difficulty in estimating the year end business rate levy and realisation of appeals. The total business rate levy is linked to the net use of business rates appeals provision within the year. The Council is reliant on the Valuation Office Agency (VOA) to release these figures and for UDC's consultant to assess the potential impact on the appeals provision at year end promptly. The actual position is not known until year end and it is difficult to estimate this during the year.
- Housing Benefit Subsidy Income Claims – due to the complexity of the subsidy claim, a change in number of claimants throughout the year and the high financial value of the subsidy income, even a small % change can have a significant impact on the budget. For example a 1% change to caseload can increase or decrease the bottom line by approximately £68k.
- Council Tax Sharing Agreement – Uttlesford is part of an Essex Wide Agreement to improve collection performance and reduce fraud within Council Tax. This income source could fluctuate throughout the year.



## Housing Revenue Account

14. The HRA is forecasting a minor overspend of £59,000 on the net operating costs. A summary is shown below and full details can be seen in Appendix C.

£ '000	2015/16	2016/17			
	Outturn	Original Budget	Current Budget	Final Outturn	Variance
Total Service Income	(15,455)	(15,454)	(15,454)	(15,454)	0
Total Service Expenditure	4,338	4,240	4,240	4,309	69
Total Corporate Items	7,457	7,725	7,725	7,715	(10)
<b>OPERATING (SURPLUS)/DEFICIT</b>	<b>(3,660)</b>	<b>(3,489)</b>	<b>(3,489)</b>	<b>(3,430)</b>	<b>59</b>
Funding of Capital Programme from HRA	2,161	7,503	7,503	9,174	1,671
Use of Reserves	1,498	(4,013)	(4,013)	(5,743)	(1,730)
Total Use of Reserves/Funding	<b>3,659</b>	<b>3,490</b>	<b>3,490</b>	<b>3,431</b>	<b>(59)</b>
<b>(SURPLUS)/DEFICIT</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

15. The key variances are detailed below

- Housing Repairs is forecasting an overspend of £69,000 which relates to higher level of repairs required on existing council dwellings of £100,000; this cost is netted off due to vacancies within the service.
- Funding of Capital items has an increased requirement in the current year of £1,671,000 due to the capital projects slippage from 2015/16. The slippage was reported to members at Cabinet in June 2016 as part of the final outturn report. Details of capital programme can be seen in the capital programme at appendix D.

16. The HRA reserves are summarised below.

Reserve	Actual Balance  1 April 2016	Forecast transfer from HRA	Forecast transfer to HRA	Transfers between Reserves	Estimated Balance  31 March 2017
<b>£'000</b>					
<b><u>RINGFENCED RESERVES</u></b>					
Working Balance	463				463
	<b>463</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>463</b>
<b><u>USABLE RESERVES</u></b>					
<u>Revenue Reserves</u>					
Transformation/Change Manage	180				180
Revenue Projects	60				60
	<b>240</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>240</b>
<u>Capital Reserves</u>					
Capital Projects	3,538		(3,538)		0
Potential Development Projects	2,298		(1,887)		411
Sheltered Housing Projects	318		(318)		0
	6,154	0	(5,743)	0	411
<b>TOTAL USABLE RESERVES</b>	<b>6,394</b>	<b>0</b>	<b>(5,743)</b>	<b>0</b>	<b>651</b>
<b>TOTAL RESERVES</b>	<b>6,857</b>	<b>0</b>	<b>(5,743)</b>	<b>0</b>	<b>1,114</b>

## **Capital Programme**

17. Forecasted capital expenditure is £18,637,000 against an original budget of £11,375,000. The movement relates to £7,262,000 slippage carried forward from 2015/16. As at quarter 1 there is no reported over or under spends.
18. The capital programme is set out in more detail in Appendix D which includes a separate table detailing the current level of S106 balances held.

## **Treasury Management**

19. Activity during the period 1 April to 30 June 2016 has been set out in Appendix E.
20. All deposits placed complied with the Council's Treasury Management Strategy.
21. Brexit has affected the interest rates on investments. At the start of the year due to changes in the strategy allowing investments for up to 1 year with specified counterparties, we were able to secure some better 'deals' than in previous years, ranging from 0.65% to 0.97%. We are currently monitoring the ongoing effect of Brexit on interest rates.
22. The DMO in the first quarter was consistent at 0.25%, with Brexit and the changes to interest rates, the DMO rate has now dropped to 0.15%.
23. The Treasury Management policy states that we should hold no more than £2m in the Barclays account (excluding the deposit account) at any time. In the first quarter this policy was breached and the bank balance exceeded the £2m overnight limit. These breaches were limited to a period between the middle of May until early June and were due to staff leaving and the transfer of responsibility of treasury duties. This was identified as a training and resource issue and this has now been addressed and there have been no further breaches since early June.
24. Balances as at the 30 June 2016 totalled £88.5m and were held at an average interest rate of 0.43%.

## Risk Analysis

Risk	Likelihood	Impact	Mitigating actions
Actual income and expenditure will vary from forecast, requiring adjustments to budget and/or service delivery. Detailed risks are detailed in point 12 in the main body of the report.	2 – some variability is inevitable	2 – budget will be closely monitored and prompt action taken to deal with variances	Budgetary control framework

## APPENDIX A

### GENERAL FUND SUMMARY

£000	2015/16	2016/17						
	Outturn	April to June			Full Year			
		Current Budget	Actual to Date	Variance to Date	Original Budget	Current Budget	Forecast Outturn	Forecast Variance
<b>Portfolio budgets</b>								
Communities & Partnerships	775	374	316	(58)	902	902	810	(92)
Environmental Services	1,844	103	116	14	2,380	2,380	2,490	110
Finance & Administration	4,939	1,995	1,190	(806)	5,216	5,216	5,289	73
Housing & Economic Development	1,227	371	165	(206)	1,398	1,398	1,401	3
<b>Sub-total – Portfolio Budgets</b>	<b>8,785</b>	<b>2,843</b>	<b>1,786</b>	<b>(1,056)</b>	<b>9,895</b>	<b>9,895</b>	<b>9,989</b>	<b>94</b>
<b>Corporate Items</b>								
Capital Financing Costs	1,866			0	2,497	2,497	3,716	1,219
Investment Income	(97)	(0)	(0)	0	(119)	(119)	(119)	0
Pension Fund - Added Years	110	0	0	(0)	92	92	92	0
Recharge to HRA	(1,132)	0	0	0	(1,330)	(1,330)	(1,330)	0
HRA Share of Corporate Core	(305)	0	0	0	(335)	(335)	(335)	0
<b>Sub total - Corporate Items</b>	<b>442</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>805</b>	<b>805</b>	<b>2,024</b>	<b>1,219</b>
<b>Sub total - Budget</b>	<b>9,227</b>	<b>2,843</b>	<b>1,786</b>	<b>(1,056)</b>	<b>10,700</b>	<b>10,700</b>	<b>12,013</b>	<b>1,313</b>
<b>Funding</b>								
Council Tax - Collection Fund Balance	(90)	0	0	0	(152)	(152)	(152)	0
Council Tax - Freeze Grant 15/16	(51)	0	0	0	0	0	0	0
DCLG - Other Funding	(8)	0	0	0	0	0	0	0
New Homes Bonus Grant	(3,603)	(900)	(1,073)	(174)	(4,280)	(4,280)	(4,280)	0
NNDR - UDC share (net of Tariff)	(1,793)	0	0	0	(2,407)	(2,407)	(2,407)	0
NNDR - Levy Payment/(Safety Net Reimbursement)	673	0	0	0	505	505	596	91
NNDR - Section 31 Funding	(669)	(136)	(113)	23	(536)	(536)	(662)	(126)
NNDR - Collection Fund Balance	2,338	0	0	0	(231)	(231)	(231)	0
NNDR - Renewable Energy Schemes	0	0	0	0	0	0	(134)	(134)
NNDR - Transfer to/(from) Ringfenced Reserve	(3,170)	0	0	0	(20)	(20)	(20)	0
Rural Services Grant	0	0	(139)	(139)	0	(338)	(338)	0
Settlement Funding	(1,234)	(466)	(200)	266	(684)	(684)	(684)	0
<b>Sub-total – Funding</b>	<b>(7,607)</b>	<b>(1,501)</b>	<b>(1,525)</b>	<b>(24)</b>	<b>(7,805)</b>	<b>(8,143)</b>	<b>(8,312)</b>	<b>(169)</b>
<b>Sub-total – Net Operating Expenditure</b>	<b>1,620</b>	<b>1,342</b>	<b>262</b>	<b>(1,080)</b>	<b>2,895</b>	<b>2,557</b>	<b>3,701</b>	<b>1,144</b>
<b>Transfers to/from (-) Reserves</b>								
Access Reserve	(200)	0	0	0	0	0	0	0
DWP Reserve	(123)	0	0	0	50	50	50	0
Economic Development Reserve	(50)	0	0	0	0	0	0	0
Elections Reserve	(70)	0	0	0	25	25	25	0
Licensing Reserve	(15)	0	0	0	(16)	(16)	(16)	0
Planning Development Reserve	(159)	0	0	0	0	0	0	0
Strategic Initiatives Reserve	2,024	0	0	0	2,369	2,708	2,708	0
Transformation Reserve	(40)	0	0	0	0	0	0	0
Waste Depot Relocation Project	(12)	0	0	0	(600)	(600)	(1,488)	(888)
Waste Reserve	(249)	0	0	0	70	70	70	0
NHB Ward Members	39	0	0	0	0	0	0	0
Voluntary sector Grants	41	0	0	0	0	0	0	0
Private Finance Initiative (PFI)	0	0	0	0	0	0	85	85
Working Balance	(36)	0	0	0	34	34	34	0
<b>Sub-total - Movement in Earmarked Reserves</b>	<b>1,150</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,932</b>	<b>2,271</b>	<b>1,468</b>	<b>(803)</b>
<b>COUNCIL TAX REQUIREMENT (BOTTOM LINE)</b>	<b>2,770</b>	<b>1,342</b>	<b>262</b>	<b>(1,080)</b>	<b>4,828</b>	<b>4,828</b>	<b>5,169</b>	<b>342</b>
<b>Council Tax (precept levied on Collection Fund)</b>	<b>(4,653)</b>				<b>(4,828)</b>	<b>(4,828)</b>	<b>(4,828)</b>	<b>0</b>
<b>OVERALL NET POSITION</b>					<b>0</b>	<b>0</b>	<b>342</b>	<b>342</b>

APPENDIX A (continued)

COMMUNITY PARTNERSHIPS & ENGAGEMENT PORTFOLIO

Description	2015/16 Actual	April - June			Full Year			
		Current Budget	Actual to Date	Variance to Date	Original Budget	Current Budget	Forecast Outturn	Forecast Variance
Community Information	48	19	11	(7)	47	47	48	1
Day Centres	39	11	8	(3)	35	35	45	10
Emergency Planning	42	10	9	(1)	44	44	46	1
Grants & Contributions	318	294	283	(11)	373	373	373	0
Leisure Management	60	0	0	0	0	0	0	0
Leisure & Performance	69	16	15	(1)	77	77	79	2
Saffron Walden Museum	169	49	34	(15)	180	180	158	(22)
New Homes Bonus	75	17	14	(3)	117	117	117	0
Private Finance Initiative	(86)	(43)	(60)	(16)	30	30	(56)	(85)
Renovation Grants	(1)	0	0	0	0	0	0	0
Sports Development	43	0	0	0	0	0	0	0
	<b>775</b>	<b>374</b>	<b>316</b>	<b>(58)</b>	<b>902</b>	<b>902</b>	<b>810</b>	<b>(92)</b>

## ENVIRONMENT PORTFOLIO

Description	2015/16 Actual	April - June			Full Year			
		Current Budget	Actual to Date	Variance to Date	Original Budget	Current Budget	Forecast Outturn	Forecast Variance
Animal Warden	33	8	7	(1)	32	32	32	1
Grounds Maintenance	211	55	57	2	223	223	223	(0)
Conservation	0	0	0	0	0	0	0	0
Car Park	(607)	(119)	(161)	(42)	(613)	(613)	(613)	0
Development Control	(385)	(237)	(173)	64	(364)	(364)	(366)	(2)
Depots	54	31	24	(7)	60	60	60	0
Env Management & Admin	107	16	44	28	112	64	44	(20)
Street Cleansing	297	69	75	5	294	294	280	(14)
Housing Strategy	94	28	21	(7)	114	114	114	(0)
Highways	(12)	13	5	(7)	(13)	(13)	(13)	0
Local Amenities	28	8	11	3	8	8	8	0
Licensing	(236)	(43)	(65)	(22)	(126)	(126)	(141)	(16)
Vehicle Management	345	86	65	(21)	378	378	383	5
Pest Control	(1)	0	0	0	0	0	0	0
On Street Parking	(1)	0	(0)	(0)	0	0	0	0
Public Health	377	157	153	(4)	521	569	561	(9)
Planning Management	403	96	133	38	388	388	455	67
Planning Policy	353	69	122	53	278	278	364	86
Planning Specialists	207	46	41	(5)	182	182	183	1
Waste Management	271	(283)	(338)	(55)	479	479	480	1
Community Safety	55	36	27	(9)	149	149	161	12
Street Services	248	69	69	(0)	277	277	275	(2)
	<b>1,844</b>	<b>103</b>	<b>116</b>	<b>14</b>	<b>2,380</b>	<b>2,380</b>	<b>2,490</b>	<b>110</b>

## FINANCE &amp; ADMINISTRATION PORTFOLIO

Description	2015/16 Actual	April - June			Full Year			
		Current Budget	Actual to Date	Variance to Date	Original Budget	Current Budget	Forecast Outturn	Forecast Variance
Enforcement	142	44	35	(9)	174	174	173	(1)
Benefits Admin	92	9	9	(1)	201	201	195	(6)
Business Improvement	64	20	8	(12)	80	80	53	(27)
Corporate Management	632	143	176	33	667	667	710	42
Conveniences	23	0	20	20	21	21	21	0
Central Services	361	95	94	(0)	382	382	384	3
Corporate Team	99	25	32	6	102	102	152	50
Conducting Elections	86	1	(129)	(130)	1	1	1	0
Electoral Registration	52	2	1	(1)	60	60	60	0
Financial Services	920	376	405	29	1,050	1,050	1,048	(2)
Housing Benefits	421	(42)	(321)	(279)	153	153	105	(48)
Human Resources	207	105	112	7	228	228	256	28
Internal Audit	110	29	29	(1)	114	114	116	2
Information Technology	1,142	709	642	(68)	1,181	1,181	1,192	11
Land Charges	(131)	(25)	(34)	(9)	(76)	(76)	(73)	3
Legal Services	23	29	24	(5)	99	99	93	(5)
Local Taxation	(100)	0	0	0	(90)	(90)	(90)	0
Non Domestic Rates	(137)	0	0	0	(145)	(145)	(145)	0
Office Cleaning	157	44	37	(7)	179	179	180	1
Offices	384	191	190	(2)	354	354	363	9
Revenues Admin	387	125	100	(26)	504	504	517	13
Council Tax Discounts	7	114	(238)	(353)	(22)	(22)	(22)	0
	<b>4,939</b>	<b>1,995</b>	<b>1,190</b>	<b>(806)</b>	<b>5,216</b>	<b>5,216</b>	<b>5,289</b>	<b>73</b>



## HOUSING &amp; ECONOMIC DEVELOPMENT PORTFOLIO

Description	2015/16 Actual	April - June			Full Year			
		Current Budget	Actual to Date	Variance to Date	Original Budget	Current Budget	Forecast Outturn	Forecast Variance
Building Surveying	(107)	(49)	(48)	1	(95)	(95)	(89)	6
Committee Admin	178	50	52	2	208	208	216	8
Customer Services Centre	332	96	92	(4)	384	384	375	(9)
Democratic Represent	313	94	87	(7)	326	326	326	0
Economic Development	133	54	36	(19)	130	130	132	2
Energy Efficiency	39	17	7	(10)	47	47	47	0
Housing Grants	10	0	0	0	10	10	10	0
Health Improvement	24	29	(3)	(32)	112	112	87	(25)
Homelessness	190	49	9	(39)	175	175	184	9
Lifeline	(140)	(41)	(127)	(86)	(165)	(165)	(165)	0
Communications	255	71	59	(12)	266	266	278	12
	<b>1,227</b>	<b>371</b>	<b>165</b>	<b>(206)</b>	<b>1,398</b>	<b>1,398</b>	<b>1,401</b>	<b>3</b>

APPENDIX B

GENERAL FUND RESERVES

Reserve	Actual Balance 1st April 2016	Forecast transfer from GF	Transfers to / from Reserves	Forecast transfer to GF	Estimated Balance 31st March 2017
<b>£'000</b>					
<b><u>RINGFENCED RESERVES</u></b>					
Business Rates	500		(20)		480
DWP Reserve	136	50			186
Licensing Reserve	16		(16)		0
Working Balance	1,246	34			1,280
	1,898	84	(36)	0	1,946
<b><u>USABLE RESERVES</u></b>					
<b><u>Financial Management Reserves</u></b>					
MTFS Reserve	1,000				1,000
Transformation Reserve	960				960
	1,960	0	0	0	1,960
<b><u>Contingency Reserves</u></b>					
Emergency Response	40				40
	40	0	0	0	40
<b><u>Service Reserves</u></b>					
Access Reserve	0				0
Economic Development	194	25			219
Elections	25				25
Homelessness	40				40
Neighbourhood Front Runners Planning	982				982
Strategic Initiatives	4,506	2,708			7,214
Waste Depot Relocation Project	1,488		(1,488)		0
Waste Management	130	70			200
NHB Ward Members	39				39
Voluntary Sector Grants	41				41
Private Finance Initiative	0	85			85
	7,445	2,888	(1,488)	0	8,845
<b>TOTAL USABLE RESERVES</b>	<b>9,445</b>	<b>2,888</b>	<b>(1,488)</b>	<b>0</b>	<b>10,845</b>
<b>TOTAL RESERVES</b>	<b>11,343</b>	<b>2,972</b>	<b>(1,524)</b>	<b>0</b>	<b>12,791</b>

## HOUSING REVENUE ACCOUNT

£000	2015/16	2016/17						
	Outturn	April to July			Full Year			
		Current Budget	Actual to Date	Variance to Date	Original Budget	Current Budget	Forecast Outturn	Forecast Variance
<b>Housing Revenue Account Income</b>								
Dwelling Rents	(14,452)	(3,584)	(3,598)	(15)	(14,335)	(14,335)	(14,335)	0
Garage Rents	(210)	(52)	(51)	1	(208)	(208)	(208)	0
Land Rents	(5)	(1)	(2)	(1)	(3)	(3)	(3)	0
Charges for Services & Facilities	(768)	(287)	(139)	148	(908)	(908)	(908)	0
Contributions towards Expenditure	(20)	0	(0)	(0)	0	0	0	0
<b>Total Service Income</b>	<b>(15,455)</b>	<b>(3,923)</b>	<b>(3,790)</b>	<b>133</b>	<b>(15,454)</b>	<b>(15,454)</b>	<b>(15,454)</b>	<b>0</b>
<b>Housing Finance &amp; Business Management</b>								
Business & Performance Management	234	26	19	(7)	103	103	96	(7)
Rents, Rates & Other Property Charges	83	67	3	(64)	76	76	76	0
	317	93	22	(71)	179	179	172	(7)
<b>Housing Maintenance &amp; Repairs Service</b>								
Common Service Flats	210	57	28	(29)	226	226	226	0
Estate Maintenance	147	36	20	(16)	145	145	145	0
Housing Repairs	2,462	578	471	(107)	2,324	2,324	2,393	69
Housing Sewerage	54	17	20	3	53	53	55	1
Newport Depot	17	7	6	(1)	11	11	25	14
Property Services	282	68	84	16	273	273	281	9
	3,171	762	628	(134)	3,032	3,032	3,125	93
<b>Housing Management &amp; Homelessness</b>								
Housing Services	267	106	86	(19)	394	394	396	2
Sheltered Housing Services	566	159	125	(33)	635	635	616	(19)
Supporting People	16	0	(35)	(35)	0	0	0	0
	849	264	177	(87)	1,029	1,029	1,012	(17)
<b>Total Service Expenditure</b>	<b>4,338</b>	<b>1,119</b>	<b>827</b>	<b>(292)</b>	<b>4,240</b>	<b>4,240</b>	<b>4,309</b>	<b>69</b>
<b>Corporate Items</b>								
Bad Debt Provision	17	0	0	0	50	50	50	0
Depreciation - Dwellings (transfer to MRR)	3,294	0	0	0	3,281	3,281	3,281	(0)
Depreciation - Non-Dwellings (transfer to MRR)	89	0	0	0	146	146	146	(0)
Impairment - Non-Dwellings	61	0	0	0	0	0	0	0
Interest/Costs re HRA Loan	2,611	0	0	0	2,625	2,625	2,625	0
Investment Income	(42)	0	0	0	(52)	(52)	(52)	0
Recharge from General Fund	1,132	0	0	0	1,330	1,330	1,330	(0)
HRA Share of Corporate Core	305	0	0	0	335	335	335	(0)
Pension Fund - Added Years	0	0	0	0	19	19	19	0
Pension Fund - Deficit	0	0	0	0	0	0	0	0
Right to Buy Admin Costs Allowance	(10)	0	0	0	(10)	(10)	(20)	(10)
<b>Total Corporate Items</b>	<b>7,457</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>7,725</b>	<b>7,725</b>	<b>7,714</b>	<b>(10)</b>
<b>TOTAL EXPENDITURE</b>	<b>11,795</b>	<b>1,119</b>	<b>827</b>	<b>(292)</b>	<b>11,965</b>	<b>11,965</b>	<b>12,023</b>	<b>59</b>
<b>OPERATING (SURPLUS)/DEFICIT</b>	<b>(3,659)</b>	<b>(2,804)</b>	<b>(2,963)</b>	<b>(159)</b>	<b>(3,490)</b>	<b>(3,490)</b>	<b>(3,431)</b>	<b>59</b>
<b>Funding of Capital Programme from HRA</b>								
Funding of Action Plan Capital Items	1,891	0	0	0	7,503	7,503	9,120	1,617
Funding of Capital from Revenue	270	0	0	0	0	0	54	54
	2,161	0	0	0	7,503	7,503	9,174	1,671
<b>Transfers to/from (-) Reserves</b>								
Capital Projects Reserve	0	0	0	0				
Change Management Reserve	0	0	0	0	(3,613)	(3,613)	(3,538)	75
Potential Developments (new builds)	1,498	0	0	0	(92)	(92)	(1,887)	(1,795)
Sheltered Housing Reserve	0	0	0	0	(318)	(318)	(318)	0
Transformation Reserve	0	0	0	0	0	0	0	0
Working Balance	0	0	0	0	10	10	0	(10)
	1,498	0	0	0	(4,013)	(4,013)	(5,743)	(1,730)
<b>Total Use of Reserves/Funding (SURPLUS)/DEFICIT</b>	<b>3,659</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3,490</b>	<b>3,490</b>	<b>3,431</b>	<b>(59)</b>
	<b>0</b>	<b>(2,804)</b>	<b>(2,963)</b>	<b>(159)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## CAPITAL PROGRAMME

£'000	2015/16 Actuals	Original Budget 2016-17	Slippage from 2015-16	Current Budget 2016-17	Forecast Outturn	Forecast to Budget Variance
<b><u>Community and Partnerships</u></b>						
S/W Motte & Bailey Castle	(22)	0	200	200	200	0
Community Project Grants	19	110	17	127	127	0
CCTV Thaxted	5	0	35	35	35	0
<b>Community and Partnerships</b>	<b>2</b>	<b>110</b>	<b>252</b>	<b>362</b>	<b>362</b>	<b>0</b>
<b><u>Environmental Services</u></b>						
Vehicle Replacement Programme	0	301	846	1,147	1,147	0
Household Bins	15	70	-	70	70	0
Kitchen Caddies	0	10	-	10	10	0
Garden Waste Bins	6	20	-	20	20	0
Trade Waste Bins	0	10	-	10	10	0
Lower Street Car Park Extension	0	102	-	102	102	0
On-Board Vehicle Weighing Equipment	0	36	-	36	36	0
Cycleways Grant	(199)	-	-	-	-	0
<b>Total Environmental Services</b>	<b>(178)</b>	<b>549</b>	<b>846</b>	<b>1,395</b>	<b>1,395</b>	<b>0</b>
<b><u>Finance &amp; Administration</u></b>						
<b><u>IT Schemes</u></b>						
New members IT Equip	4	-	-	0	0	0
Minor Items IT	13	20	-	20	20	0
PSN CoCo Works	0	30	5	35	35	0
Mobile working - Housing	6	0	30	30	30	0
Mobile working - Planning & Env Health	0	0	69	69	69	0
PCI Compliance - Cash Receipting	3	-	32	32	32	0
PCI Compliance - Direct Debits	0	-	20	20	20	0
UPS Server	1	-	-	-	-	0
Committee management system	0	20	-	20	20	0
Laptops and Tablets	0	20	-	20	20	0
CCTV London Road Offices	0	30	-	30	30	0
Scanning stations	5	10	-	10	10	0
<b><u>UDC Asset work</u></b>						
Council Offices Improvements						
- Building works	55	119	-	119	119	0
- Heating System	0	36	-	36	36	0
Stansted Conveniences - Grant	0	-	30	30	30	0
Museum Storage Facility	4	-	-	0	0	0
Dunmow Depot	0	-	1,488	1,488	1,488	0
Solar Panels - Shire Hill	2	-	2	2	2	0
Museum Buildings work	0	52	-	52	52	0
Day Centres Cyclical Improvements	0	25	-	25	25	0
<b>Total Finance &amp; Administration</b>	<b>93</b>	<b>362</b>	<b>1,676</b>	<b>2,038</b>	<b>2,038</b>	<b>0</b>
<b><u>Housing and Economic Development</u></b>						
Disabled Facilities Grants	38	260	33	293	293	0
Empty Dwellings	0	50	14	64	64	0
Private Sector Renewal Grants	1	30	19	49	49	0
Compulsory Purchase Order	0	300	-	300	300	0
Superfast Broadband	0	-	100	100	100	0
<b>Total Housing and Economic Development</b>	<b>39</b>	<b>640</b>	<b>165</b>	<b>805</b>	<b>805</b>	<b>0</b>
<b>TOTAL GENERAL FUND</b>	<b>(44)</b>	<b>1,661</b>	<b>2,939</b>	<b>4,600</b>	<b>4,600</b>	<b>0</b>

## APPENDIX D

## CAPITAL PROGRAMME

£'000	2015/16 Actuals	Original Budget 2016-17	Slippage from 2015-16	Current Budget 2016-17	Forecast Outturn	Forecast to Budget Variance
<b>Housing Revenue Account</b>						
HRA Repairs	384	3,180	-	3,180	3,180	0
UPVC Fascia's and Guttering	(21)	100	151	251	251	0
Cash Incentive Scheme Grants	5	50	-	50	50	0
<b>Business Plan Items</b>				0		0
Service Chg Planned Rep System - ICT Schemes	0	-	65	65	65	0
HRA IT - Cap Grt L&B	2	-	-	0	0	0
Housing Contractors Portal & SAM	11	0	46	46	46	0
Energy Efficiency Schemes	50	150	102	252	252	0
Internet Caf�es in Sheltered Hsg	3	-	2	2	2	0
Resurfacing trunk/access roads	0	150	-	150	150	0
<b>New Builds</b>						
Unidentified	0	586	212	798	798	0
Catons Lane	137	-	310	310	310	0
<b>Redevelopment Schemes</b>						
Mead court Phase 2	232	-	642	642	642	0
<b>Sheltered Schemes</b>						
Reynolds Court	234	4,200	1,974	6,174	6,174	0
Hatherley Court	7	898	809	1,707	1,707	0
Walden Place	0	400	10	410	410	0
<b>Total HRA</b>	<b>1,044</b>	<b>9,714</b>	<b>4,323</b>	<b>14,037</b>	<b>14,037</b>	<b>0</b>
<b>TOTAL CAPITAL PROGRAMME</b>	<b>1,000</b>	<b>11,375</b>	<b>7,262</b>	<b>18,637</b>	<b>18,637</b>	<b>0</b>

## SECTION 106 BALANCES

	31 March 2016	Income	Drawn Down -	Balance at 30
	£'000	£'000	Capital	June 2016
	£'000	£'000	£'000	£'000
<b>S106 Receipts in Advance</b>				
Priors Green, Takeley	146	-	-	146
Felsted	10	-	-	10
Oakwood Park Community Hall, Takeley	10	-	-	10
Rochford Nurseries/Foresthall Park, Elsenham	662	-	(34)	628
The Orchard, Elsenham	42	-	-	42
Wedow Road, Thaxted	54	-	-	54
Sector 4 Woodlands Park, Gt Dunmow	10	-	-	10
Keers Green Nurseries, Aythorpe Roding	120	-	-	120
<b>Total</b>	<b>1,054</b>	<b>-</b>	<b>(34)</b>	<b>1,020</b>

	31 March 2016	Income	Transferred to	Balance at 30
	£'000	£'000	other bodies	June 2016
	£'000	£'000	£'000	£'000
<b>S106 Receipts in Advance</b>				
Sector 4 Woodlands Park (Helena Romanes	165	-	-	165
Rochford Nurseries/Foresthall Park, Elsenham	289	-	-	289
Chadhurst, Dunmow Road Takeley	-	85	(85)	-
Brewers End, Takeley	31	-	-	31
Land north side of Hempstead Road,	-	261	(261)	-
Land at 1 Pit Cottages & Gravelpit Cottages,	-	273	(273)	-
Land adj Hailes Wood, Elsenham	10	-	-	10
Land at Hertford End Brewery, Mill Lane,	70	-	(70)	-
Land at Flich Green, Felsted	67	-	-	67
<b>Grants and Contributions to Other Bodies</b>	<b>632</b>	<b>619</b>	<b>(689)</b>	<b>562</b>

	31 March 2016	Income	Drawn Down -	Balance at 30
	£'000	£'000	Capital	June 2016
	£'000	£'000	£'000	£'000
<b>S106 Unapplied</b>				
Dunmow Eastern Sector	18	-	-	18
Woodlands Park, Gt Dunmow	83	-	-	83
Friends School, Saffron Walden	28	-	-	28
Bell College, Saffron Walden	15	-	-	15
Priors Green, Takeley	8	-	-	8
Foresthall Park, Elsenham	30	-	-	30
Lt Walden Road/Ashdon Road, Saffron Walden	98	-	-	98
Oakwood Park, Takeley	5	-	-	5
Debden Road, Saffron Walden	100	-	(56)	44
Radwinter Mushroom Farm, Wimbish	76	-	-	76
High Bank and Hill View, Saffron Walden	15	-	-	15
Land at former Lodge Farm, Radwinter Road, S	395	-	-	395
<b>Total</b>	<b>871</b>	<b>-</b>	<b>(56)</b>	<b>815</b>

## TREASURY MANAGEMENT

## DEPOSITS MADE 1 APRIL TO 30 JUNE 2016

Date of Outflow	Amount £ 'm	Counterparty	Rate of Interest	Maturity Date
01-Apr-16	3,000,000	Nationwide BS	0.71%	30-Sep-16
01-Apr-16	1,500,000	Bank of Scotland	0.80%	28-Sep-16
07-Apr-16	5,000,000	Herefordshire Council	0.63%	31-Mar-17
07-Apr-16	1,500,000	Bank of Scotland	0.97%	28-Mar-17
29-Apr-16	5,000,000	Lancashire County Council	0.65%	20-Mar-17
07-Apr-16	18,000,000	DMO	0.25%	29-Apr-16
29-Apr-16	5,000,000	Birmingham City Council	0.59%	17-Mar-17
15-Apr-16	2,000,000	DMO	0.25%	18-May-16
29-Apr-16	5,000,000	West Dunbartonshire	0.55%	17-Feb-17
19-Apr-16	2,000,000	DMO	0.25%	18-May-16
29-Apr-16	3,000,000	Telford & Wrekin Council	0.50%	17-Nov-16
10-May-16	1,000,000	DMO	0.25%	17-May-16
16-May-16	2,500,000	DMO	0.25%	31-May-16
23-May-16	2,500,000	DMO	0.25%	31-May-16
01-Jun-16	5,000,000	Thames Valley PCC	0.42%	07-Jun-16
06-Jun-16	5,000,000	Dundee City Council	0.50%	06-Dec-16
03-Jun-16	5,000,000	DMO	0.25%	06-Jun-16
05-Aug-16	3,500,000	Leeds City Council	0.48%	05-Jan-17
08-Jun-16	5,000,000	DMO	0.25%	20-Jun-16
10-Jun-16	2,000,000	DMO	0.25%	13-Jun-16
13-Jun-16	1,500,000	DMO	0.25%	16-Jun-16
21-Jun-16	2,000,000	DMO	0.25%	30-Jun-16
30-Jun-16	2,500,000	DMO	0.25%	22-Aug-16
<b>Total</b>	<b>88,500,000</b>	<b>Average</b>	<b>0.43%</b>	

**BALANCES WITH ON CALL DEPOSIT & CURRENT ACCOUNTS  
AS AT 30 JUNE 2016**

Counterparty/Institution	Amount £ 'm	Interest %
Barclays StockBroker	1.0	0.38
Barclays Bank FIBCA	1.0	0.45
Bank of Scotland CA	1.0	0.4
Money Market Fund - CCLA	1.0	0.35
Barclays Consolidated Account	0.6	1.5
	<u>4.6</u>	



**Committee: Cabinet**

**Agenda Item**

**Date: 15 September 2016**

**9**

**Title: Finance Update**

**Portfolio Holder: Cllr Simon Howell**

Item for decision

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## Summary

- 1) This report provides information on the current position relating to
  - (a) Multi-year settlements
  - (b) Business Rates Retention
  - (c) Fair Funding Review
  - (d) New Homes Bonus

## Recommendations

- 2) The Cabinet is recommended to approve that:
  - a) The Council agrees in principal to opt for the multi-year settlement offer and;
  - b) The S151 Officer in consultation with the Finance Portfolio Holder are asked to prepare the efficiency statement for approval at the October meeting of Cabinet.
  - c) The S151 Officer in consultation with the Finance Portfolio Holder respond to the Business Rates Retention consultation and Fair Funding Review consultation
    - (i) emphasising that the Council does not agree with removing national airports from the local list.
    - (ii) requiring government to ensure that no council receives less money under the retention scheme than they do under the current scheme.
    - (iii) Emphasising that if additional responsibilities are given to councils there should be additional payment to cover the cost.

## Financial Implications

- 3) There are no implications for the council's budget in 2016/17 however the implications for future years are significant

## Background Papers

### 4) New Homes Bonus consultation

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/487095/151217 - nhb draft condoc published version.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/487095/151217_-_nhb_draft_condoc_published_version.pdf)

### Business Rates Retention consultation

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/535022/Business Rates Retention Consultation 5 July 2016.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/535022/Business_Rates_Retention_Consultation_5_July_2016.pdf)

### Fair Funding Review consultation

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/534956/Discussion document - Needs and Redistribution.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/534956/Discussion_document_-_Needs_and_Redistribution.pdf)

## Impact

Communication/Consultation	The Council is/as responded to all of the consultations either individually or as part of the Essex wide authority response
Community Safety	No specific implications
Equalities	No specific implications
Health and Safety	No specific implications
Human Rights/Legal Implications	No specific implications
Sustainability	Possible changes contained within the various consultations could have an adverse impact on Council budgets
Ward-specific impacts	No specific implications
Workforce/Workplace	Possible changes contained within the various consultations could have an adverse impact on Council budgets

## Multi-Year Settlement

- 5) In the provisional local government finance settlement 2016/17, the government stated that it would offer any council that wishes to take it up, a four-year funding settlement to 2019/20. At that time, information was limited on what the offer included and how to apply, but that an efficiency plan would need to be submitted when such an offer was requested.
- 6) The final local government finance settlement 2016/17 confirmed that the deadline for requesting this offer was 14 October 2016.

- 7) The Secretary of State for Communities and Local Government subsequently issued a letter on 10 March 2016 which clarified that the offer covers Revenue Support Grant, Transitional Grant and Rural Services Delivery Grant.
- 8) For Uttlesford 2017/18 is the final year of Revenue Support Grant so the advantages of the four year settlement are limited. However it would provide greater certainty for planning purposes which is key as we move forward to times when our financial position is likely to get more challenging
- 9) The letter was however accompanied by an annex which said the Government would “need to take account of future events” and that the offer would be honoured “barring exceptional circumstances”. It is possible that recent events may be seen as exceptional and may inhibit the ability of the Government to honour this offer, but we are unlikely to know this before the deadline for acceptance in mid-October.
- 10) The letter also contains a note of caution for authorities that do not take up the option, “It is open to any council to continue to work on a year-by-year basis, but I cannot guarantee future levels of funding to those who prefer not to have a four year settlement”. This implies that if further reductions are needed in local government funding they would be likely to fall most heavily on the authorities that choose to keep their funding on a year-by-year basis.
- 11) On balance it would appear prudent to opt for the multi-year settlement offer.
- 12) To take up the offer, as mentioned above, the Council will need to produce an efficiency statement. There is no prescribed format for such a statement however CIPFA working with the Local Government Association and DCLG have put together a document setting out some key thoughts about the document.
- 13) They start off by setting out that every council in the country is different. Each will have its own vision, policies, opportunities and challenges and each will be at a different stage in its journey to financial sustainability. So no two efficiency plans are likely to focus on the same things; have common aims or include the same reports. Each council should therefore be judged on its own merits when reviewing their plans. How clear are their targets? What role partnership working is expected to take? Aspirations around any transformation programmes? How are councils planning to achieve their efficiencies? Is there clear ownership and accountability? And is there robustness around the management, monitoring and measurement of outcomes?
- 14) The way a council chooses to put this story together in their efficiency plan remains for them to decide, as is the supporting documents that they would choose to include. Thoughts around the content of the plan are:
  - The cornerstone of the efficiency plan is probably the Medium Term Financial Plan (MTFP) or Strategy (MTFS) for the four years of the offer. Not just the numbers in a table but a short narrative that sets out what a council intends to do to address the challenge of financial sustainability and where it hopes to be at the end of the period. An efficiency plan needs to be about more than just money.
  - Most practitioners favour a short 2 – 4 page narrative, with typical documents to support this narrative to include its latest budget,

corporate plan, transformation plan, asset-management plan and baseline organisational structure.

- It follows that an efficiency plan needs to have clear links to the Council's corporate plan and where the authority is involved in key partnerships, such as shared management arrangements or progress towards a combined authority. It should acknowledge any links with partner organisations and plans that this entails.
  - It also needs to reference ongoing and planned transformation projects and programmes where these are significant in ensuring the council reduces its costs or generates additional income locally.
  - However, an efficiency plan need not be any more than an 'abridged version' of key/ existing public documents already put together by a council. Most councils should not find themselves doing a major piece of extra work to deliver an efficiency plan.
  - Councils could consider presenting the efficiency plan by theme, for example, what it is doing to grow its local economy, to bear down on costs, to manage current and future demand or to re-forge its 'contract' with local residents.
- 15) If Members agree to the principal of a multi-year settlement an efficiency statement will be prepared along the above lines for approval at the October Cabinet meeting.

### **Business Rates Retention**

- 16) The first of a number of consultations on Business Rates Retention was launched in July and runs until 26 September 2016.
- 17) Most of the consultation is of a technical nature and it has therefore been agreed to work with colleagues across Essex to submit a single response, with authorities then submitting individual responses to specific areas as they see fit.
- 18) The final response is being approved by the Essex Chief Executives' Association at its meeting on 22 September.
- 19) For Uttlesford the key question in the consultation is number 15
- Would it be helpful to move some of the 'riskier' hereditaments off local lists? If so, what type of hereditaments should be moved?**
- 20) Currently, business ratepayers appear on either a central rating list (administered by DCLG) or one of 320 local rating lists (administered by lower tier and unitary authorities). Only business rates income from local lists is taken into account in determining: top-ups and tariffs; the business rates income receivable by different tiers of authority; and eligibility for the safety net. Under the current system, local authorities therefore only benefit from any growth in income from ratepayers on local lists.
- 21) According to the consultation; some local authorities tell us (government) that the highest risk hereditaments should be removed from local lists. These might

include power stations, oil refineries and national airports, which could be moved onto a refreshed national level list (i.e. the current central list).

- 22) According to the consultation: alternatively, some authorities have told us that they would welcome the opportunity to manage some of the riskier properties at a broader 'area level' – sharing the risk that these properties bring, but also receiving an element of reward from any growth. The Government would expect any changes to ratings lists to remain fiscally neutral. Some authorities have suggested a system along the following lines:

Central list	The central list includes national network properties. The list would continue to be administered centrally.
Local list	Local lists would broadly comprise the same rateable properties as now, but we might remove 'riskier' classes of property and perhaps classes that were more in the nature of 'national infrastructure'. Local list income would continue to be collected and retained at the local authority level.
Area list	We could create new area lists for Combined Authorities which, could take risky or significant property from local lists, Area list income could be made available to the Combined Authority.

- 23) Clearly the Council would be concerned about the implications of removing 'national airports' from the local list as this could have a significant impact on the future level of Business Rate income.
- 24) There also needs to be further clarification around the term 'national airports'. For example does it just mean the terminal and runway or does it include all airport related businesses as well?
- 25) It is therefore recommended that, in addition to the county wide response, this Council submits a response to question 15 setting out the wish to retain national airports at a local level.

### **Fair Funding Review**

- 26) A consultation on Fair Funding is running alongside the Business Rates consultation.
- 27) As part of the 2016/17 Local Government Finance Settlement, the Government announced a Fair Funding Review of councils' relative needs and resources.
- 28) A needs assessment was last carried out in 2013/14. However, this was largely focussed on updating the data used in the assessment. The needs formulae have not been thoroughly reviewed for over a decade, which many councils feel is far too long. There is good reason to believe that the

demographic pressures affecting particular areas, such as the growth in the elderly population, have affected different areas in different ways, as has the cost of providing services. It is therefore only right that the way we assess relative need is reviewed. The Fair Funding Review will also establish what the needs assessment formula should be in a world where all local government spending is financed from locally raised resources.

29) The Fair Funding Review will address the following issues;

- what do we mean by relative 'need' and how should we measure it?
- what are the key factors that drive relative need?
- what should the approach be for doing needs assessments for different services?
- at what geographical level should we do a needs assessment?
- how should 'resets' of the needs assessment be done?
- how, and what, local government behaviours should be incentivised through the assessment of councils' relative needs?

30) For the services currently supported by the local government finance system, the outcomes of the Fair Funding Review will establish the funding baselines for the introduction of 100% business rates retention.

31) The Fair Funding Review will consider the distribution of funding for new responsibilities on a case by case basis once these responsibilities are confirmed; they are likely to have bespoke distributions.

32) Most of the consultation is of a technical nature and it has therefore been agreed to work with colleagues across Essex to submit a single response.

33) The final response is being approved by the Essex Chief Executives' Association at its meeting on 22 September.

34) It has always been apparent that this Council would not be able to retain all the Business Rates it collects. The Fair Funding Review is a way of distributing the total sum collected in the local list, across all of local government in an equitable way.

### **New Homes Bonus**

35) The announcement of the outcome of the consultation was due in June 2016. To date no announcement has been made.

36) Within the consultation there is the proposal to severely penalise councils who have developments approved on appeal. At the time of the consultation this Council had two large appeals awaiting determination and this placed a considerable risk on the finances of the Council.

37) The announcement of the refusal of both these appeals removes one significant immediate risk. However depending on the outcome of the consultation other significant risks remain.

### **Risk Analysis**

Risk	Likelihood	Impact	Mitigating actions
The culmination of changes outlined result in a significant reduction in Council funding	3 It is almost inevitable that funding will be cut. The unknown at the moment is the scale of the cuts and the timing	3 There will be an impact and it is likely to be significant	The Council continues to lobby government both directly and via the MP. The MTFS sets out a prudent view of what the Council finances may look like over the next five years. Officers are working to address any funding shortfalls that may arise

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.





**Committee:** Cabinet

**Agenda Item**

**Date:** 15 September 2016

**10**

**Title:** Voluntary Support Grants Committee

**Portfolio Holder:** Cllr Lesley Wells

Key decision: **No**

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## Summary

1. At the July Cabinet meeting, members approved recommendations relating to the Council's Grants processes. One of these recommendations was to establish a Committee of the Cabinet to review and agree applications for the Voluntary Sector Grants scheme. This report seeks approval of the membership and terms of reference of that committee.

## Recommendations

2. The Committee is established as per the recommendations in paragraph 9.

## Financial Implications

3. There are no recommendations in this report which would change the budgeted amount available for grant funding

## Background Papers

4. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report.

None

## Impact

5.

Communication/Consultation	Major voluntary sector organisations have already been contacted regarding proposed changes to the Voluntary Support Grants scheme. Further consultation will be required to progress changes to grant award schemes in the coming years
Community Safety	None
Equalities	None
Health and Safety	None

Human Rights/Legal Implications	None
Sustainability	None
Ward-specific impacts	None
Workforce/Workplace	None

## Situation

6. The Council's largest budgetary commitment for grants is the Voluntary Support Grants scheme (£282,000 for 2016/17). Cabinet has previously approved a change to the scheme, making it a two year rolling programme.
7. Cabinet also approved a recommendation that groups making requests for funding present their applications formally to a Committee of the Cabinet.
8. The presentation of applications by potential grant recipients will provide Members with an opportunity to directly question the applicants before deciding whether to award grants.
9. In order to establish the committee, the following recommendations are made:
  - The Committee is named the Voluntary Support Grants Committee
  - The Committee comprises the following Members:

Howard Rolfe	Leader
Lesley Wells	Portfolio holder – Communities and Partnerships
Simon Howell	Portfolio holder – Finance and Administration
  - The Committee, supported by officers, oversees and approves the allocation and award of all Voluntary Sector Grants on an annual basis.
  - The Committee is given delegated powers to decide the allocation of grant funding to voluntary sector organisations under this scheme within the overall budget provision.

**Committee:** Cabinet  
**Date:** 16 September 2016  
**Title:** Assets of Community Value

**Agenda Item**

**11**

**Portfolio Holder:** Cllr Barker

**Key decision:** No

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## Summary

1. The Localism Act 2011 introduces a concept of an 'Asset of Community Value'. Section 87 of the Localism Act places a duty of Local Authorities to 'maintain a list of land in its area that is land of community value'.

## Recommendations

2. To agree not to include the following council garage sites on the Assets of Community Value List, but include in the Unsuccessful Nomination List:
  - Birdbush Avenue
  - Hunters Way
  - Radwinter Road
  - Brooke Avenue
  - Loompits Way
  - Rowntree Way
  - Four Acres
  - Newcroft
  - Whiteshot Way
  - Goddard Way
  - Peaslands Road

## Financial Implications

3. There are direct financial implications arising at this stage which relate to the formal process of identifying and contacting asset owners and, if relevant, registering an asset as a Land Charge. These costs can be met from existing budget and staff resources.
4. There is also an unquantifiable financial risk to the Council. This needs to be kept under review and at an appropriate time consideration should be given to establishing a contingency reserve to mitigate the risk to the Council's budget.

## Background Papers

5. None

## Impact

6.

Communication/Consultation	Notice to the owner is required.
Community Safety	No impact.
Equalities	The duty will effect all equally.
Health and Safety	No impact.
Human Rights/Legal Implications	Pursuant to s.19 Human Rights Act 1998 the Secretary of State has certified that in his opinion the Localism Act is compatible with the Convention rights.
Sustainability	No impact.
Ward-specific impacts	Saffron Walden Shire, Saffron Walden Audley and Saffron Walden Castle.
Workforce/Workplace	Work will be coordinated within the Planning and Housing Policy, Land Charges and Legal Teams.

## Situation

7. The Localism Act 2011 introduces a concept of an 'Asset of Community Value'. Section 87 of the Localism Act places a duty of Local Authorities to 'maintain a list of land in its area that is land of community value'.
8. Section 87 states as follows "*s. 87 of the Act requires local authorities to maintain a list of land and buildings in their areas which are of community value. Entry of an asset on the list lasts for 5 years although it may be able to be removed earlier in certain circumstances which may be specified in secondary legislation. Subject to the Act and any regulations made under it the form of the list is in the local authority's discretion.*"
9. An Asset is of community value if (in the opinion of the local authority) either:
  - The current use furthers the social wellbeing or interests of the local community; and
  - it is realistic to think that at some time in the next five years the Asset will further the social wellbeing or social interests of the community or
  - there was a time in the recent past when a use of building or land had furthered the social wellbeing or interests of the community; and
  - It is realistic to think that in the next five years the building/land could further the social wellbeing or interests of the community.

10. Although it is for the local authority to determine whether an Asset falls within the criteria to be included in the list s. 89 provides that Assets may only be included in the list in response to a community nomination (a parish council or a voluntary or community body with a local connection) or in circumstances contained in secondary legislation. In addition to the List of Assets of Community Value the council must also maintain a list of land which has been the subject of unsuccessful community nominations.
11. The Act defines social interest as: cultural interest, recreation interest and sporting interests which is a fairly wide definition.

## **Assessment**

12. On the 12<sup>th</sup> August 2016 Uttlesford District Council received 11 valid nominations to register a number of the Council owned garage sites as assets of community value from the Save Our Council Garages group (please see the nomination forms in appendix 1).
13. The Save Our Council Garages group is an unconstituted community group whose members include at least 21 individuals on the electoral roll. Democratic Services checked the group's members against the electoral role and over 21 members are registered to vote in Uttlesford, it is therefore an eligible body to nominate.
14. The 11 nominations related to garage sites in Saffron Walden. The group consider the garage sites provide much needed parking and storage facilities for local residents and state that there are no alternatives readily available. The group express concern over the recent losses of Council garage sites amounting to a loss of over 25% in Saffron Walden.
15. Additional information was submitted from Save Our Council Garages group; their representation stresses the importance of the garage sites to the community and explains how important it is for the sites to be retained in their current use. They make comparisons with currently listed assets of community value in the District stating that the garage sites offer as much in the way of community value as many of the assets currently listed. It concludes by stating "*Council garages have a high community value. They can clearly continue to be used as garages. They therefore meet all the requirements in the Localism Act 2011 to be Assets of Community Value, and should be listed as such as required by law.*" Please see Appendix 2 for their full representation.
16. Social interests are defined as including cultural interests; recreational interests and sporting interest. Social wellbeing is not defined. There is also no specific guidance as to what is meant by social welfare but the plain English guide to the Act cites buildings or amenities which play a vital role in community life and cites as examples community centres, libraries, swimming pools, village shops, markets of pubs. There is no evidence that the garages

play a vital role in community life nor are they similar to any of the categories of use referred to in that passage. Garage use is a personal facility, rather than something that furthers the social well-being of the local community. In conclusion there is no evidence of any social interaction taking place on or at the garages which could be construed as furthering the social wellbeing of the local community.

17. The sites, as explained above, are not currently in a community use and have not been so within the last 5 years. It is also not realistic to think that the any of the garage sites will in the next 5 years further the social wellbeing or social interests of the community. The nominations do not therefore meet the tests of the Act.

18. It is recommended that they are not included on the Assets of Community Value list.

**Conclusion**

19. The Council has received valid requests for consideration and the recommendation is that all 11 garage site nominations are added to the list of unsuccessful assets.

**Risk Analysis**

20. *Risks for listing the first premises?*

Risk	Likelihood	Impact	Mitigating actions
The nominating body is unhappy with the decision reached.	1 – If the property comes onto the market the nominating body can always bid.	2 – While there might be some cost exposure this would be minimal	Carefully scrutinise submissions for inclusion on the Asset List so as to ensure only those which comply with the criteria are included.

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.

## **ASSETS OF COMMUNITY VALUE**

### **COUNCIL GARAGES**

#### **Law**

Section 87 of the Localism Act 2011 requires the local authority to maintain a list of land in its area that is land of community value, commonly known as its Assets of Community Value.

Under S.88 that includes, but is not restricted to, buildings or land where, in the opinion of the authority, its current main use furthers the social wellbeing or social interests of the local community, and it is realistic to think that such use can continue.

S.90 makes it obligatory for the authority to accept nominations for inclusion on the list if the land nominated is (a) in the authority's area, and (b) is of community value.

#### **The Nominations**

On 29 June 2016, Save Our Council Garages validly submitted 11 nominations of buildings and land for inclusion in UDC's Assets of Community Value list. These are all in respect of Council garage sites in Saffron Walden.

The nomination forms set out the grounds for each of them individually to be considered Assets of Community Value.

Inevitably, the 11 nominations have much in common though each is specific and distinct. This submission seeks to address general considerations.

#### **Council Garages - Where and Why?**

Council garages exist in the middles of what are or were high-density Council estates. They were built to serve the needs of surrounding residents whose houses could not physically accommodate individual private garages. From the outset, they were available for rent by those who required them and could afford them. That was clearly not going to be every resident, which meant they could be relatively under-provided and thus make maximum use of the available land area.

To be at all useful as garages, they obviously had to be centrally located and accessible to the community they serve, which is why they are where they are.

#### **Council Garages - Community Value**

The needs set out above have not changed. Regardless of their ownership now, the houses are still the same size as when they were built and have the same constraints as regards garages. In fact, with increasing car ownership, the need for garaging, of which there is no availability in the private sector, has almost certainly increased. Their existence and availability accordingly benefit the local community not only by providing a useful amenity for those who use them but also the wider community by reducing on-street parking which is usually the only alternative. Both communities' social wellbeing and interests are furthered by them.

As with all garages everywhere, Council garages are used for various purposes, for cars, motorbikes and other transport, and also for storage. All of those are perfectly legitimate uses, none being superior to or more worthy than any other. Whatever they are used for they are clearly providing an amenity that the community needs and considers worth the rent.

And the rent is not cheap. It is currently over £500 a year (£600 including VAT) per garage. That requires some considerable personal justification. Those that are used for storage are clearly not just used casually, but for a serious purpose. Mainly, that means by local tradesmen like painters, plumbers, builders and electricians who desperately need such space to store their materials and equipment. Without such storage, their livelihoods and businesses are threatened, new start-ups are severely hampered, and the local economy suffers, adversely affecting all of us in the community contrary to our social wellbeing and interests.

A Freedom of Information request in May 2016 revealed 291 Council garages in Saffron Walden. Rent received from them in 2015/16 was £120,423. Expenditure on maintenance was just £18,333. The surplus of income over expenditure for the year was thus a very healthy £102,090. They are accordingly a considerable profit-generating asset, the profits going to the Council thereby benefiting the whole community in Uttlesford.

Despite the high annual rent, the overall occupancy rate of the Council garages in Saffron Walden was very high at 83%. 249 individuals, representing 249 families, paid and therefore put a monetary value on the garage they rented of £600 a year. That is a clear numerical indication of the community value they have.

### **Other Assets of Community Value**

Uttlesford District Council currently has some 183 Assets of Community Value listed. Of those, 36 are in Saffron Walden. They range widely from publicly accessible castles, parks and museums to schools, rented allotments, private tennis clubs, private golf courses, a police station, a fire station, an art gallery and several Council-owned car parks. Many of them are not open to the general public, or only accessible on payment of a fee or rent. 11 of the Assets of Community Value in Saffron Walden are owned by UDC.

There are no formal restrictions on what assets can be listed. Council garages offer at least as much in the way of community value as many of the assets currently listed.

### **CONCLUSION**

Council garages have a high community value. They can clearly continue to be used as garages. They therefore meet all the requirements in the Localism Act 2011 to be Assets of Community Value, and should be listed as such as required by law.

### **Save Our Council Garages**

1 Museum Yard, Saffron Walden

\* Save Our Council Garages is a community group of over 70 Uttlesford residents set up to preserve our community assets.



**Committee: Cabinet**

**Agenda Item**

**Date: 15 September 2016**

**12**

**Title: Scrap Metal Dealers Act 2013**

**Portfolio holder: Councillor Susan Barker**

**Key decision: No**

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## Summary

1. This report is to update members on the implementation of the Scrap Metal Dealers Act 2013 (The Act) and seek comments on the report and specifically the proposed revised fee structure to be proposed to Cabinet.

## Recommendations

2. Members to note that, further to the report originally provided to Cabinet, part of the scheme would be funded by the licence holders but that the cost of enforcing unlicensed dealers would be met from existing Licensing budgets.
3. To approve the proposed revisions to the relevant fees and charges and the operation of the Council's responsibilities under the Scrap Metal Dealers Act 2013.

## Financial Implications

4. The cost will be funded by the licence holders. The fees are intended to ensure cost recovery of the process.

## Background Papers

5. None

## Impact

- 6.

Communication/Consultation	None
Community Safety	None
Equalities	None
Health and Safety	None
Human Rights/Legal Implications	As set out in the report
Sustainability	None

Ward-specific impacts	Uttlesford District
Workforce/Workplace	None

## Situation

7. The Act came into force in October 2013 replacing the Scrap Metal Dealers Act 1964 and parts of the Vehicles (Crime) Act 2001 that dealt with motor salvage operators.
8. At the Cabinet meeting of 12 September 2013 a decision was made to
  - Designate to the Executive Member for Community Safety overall responsibility for the Council's functions under the Act.
  - To determine that the mechanism for dealing with applications under the Act be: the Assistant Chief Executive Legal to deal with all non-contentious matters: contested applications to be dealt with by the Executive Member for Community Safety: and to grant necessary delegations as set out in the document appended to those minutes.
  - To determine the level of fees for licenses granted under the Act as follows:
    - (i) For the grant of a new licence the sum of £365 plus an additional sum of £79 for each site after the first named in the licence;
    - (ii) For the variation of a licence on the application of the licensee £157 plus an additional sum of £79 for each site added to the licence.
    - (iii) For the renewal of a licence the sum of £267 plus an additional sum of £79 for each site after the first named site named in the licence.
9. This report has been prepared to enable members of the Cabinet to review the implementation of the Act and the associated fee structure.
10. The Act was introduced to tackle a rise in scrap metal thefts and gave local authorities power to administer and enforce the legislation and set fees on a cost recovery basis and has now been in force 2 years and 9 months and a review is now due.
11. A total of 5 scrap metal sites and 3 scrap metal collectors licences were granted under the new licensing regime with the first licence being issued on 27 November 2013.
12. With the introduction of the Act came the ability to set fees locally on a cost recovery basis. At Cabinet on 12 September a decision was made to set the fees based on one compliance visit during each 3 years period of the licence.
13. No hearings have taken place since the implementation of the Act.
14. As part of the implementation of the Act a national register was going to be introduced by the Environment Agency to allow inter agency working to take place. This has yet to be introduced.
15. The Act has been in place for 2 years and 9 months now giving officers a better understanding of the practices of scrap metal sites and collectors. It is thought that the proposed revisions would not impact on the aims of the Act and would be reasonable and proportionate to the risks.

16. The scheme is a legal requirement on the Council. The administration including fees, determination and delegation is a function of the Executive. The scheme of fee setting has to be open and transparent, thus being robust so as not to attract challenges.
17. The Licensing Team Leader has recently reviewed the costs incurred by the Council in administering applications for licences and ensuring compliance on the part of licensed dealers under the Act using a time recording exercise. The figures below are exact costings and if accepted ensure that they remain on a cost recovery level for the next financial year. The calculated costs are taking into account the matters set out in the Home Office Scrap Metal Dealers Act 2013 supplementary guidance relating to the setting of fees.
18. The fees listed below are exempt from VAT.

	Site	Collectors
New	£367 Additional sum of £192 for each site after the first name in the licence	£367
Renewal	£322 Additional sum of £192 for each site after the first name in the licence	£322
Variation	£130	£130
Variation to add another site to a licence	£322	£322

## 19. Risk Analysis

Risk	Likelihood	Impact	Mitigating actions
Fees do not cover the cost of administering the system	1. Carried out robust examination of the costs involved	1. Any variation would be so minor as to have little impact on the budget	None
Fees exceed the costs of administering the system	1. Carried out robust examination of the costs involved	1. Any variation alone would be so minor as to have little impact on the budget	If on further review the fees are found to be set above costs recovery the fees for the next period be reduced by the surplus generated

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.

**Committee: Cabinet**

**Agenda Item**

**Date: 15 September 2016**

**13**

**Title: Braintree District Council Local Plan  
Preferred Options Document June 2016**

**Portfolio Holder: Cllr S Barker**

**Key Decision: No**

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## **Summary**

1. The Council needs to make comments on the Braintree Local Plan Preferred Options document which was out to public consultation until 19<sup>th</sup> August. Although this deadline has now past, officers have submitted a holding response (Appendix 1) which, if approved by Cabinet, will form Uttlesford's official comments. A report and comments have been considered by the PPWG of 23 August and subsequent amendments included regards caveats on the stage of UDC plan.

## **Recommendations**

2. The Cabinet approves the comments on Braintree District Council Preferred Options document as set out in Appendix 1 of this report and summarised below;
  - It should be emphasised that UDC has yet to make any decision on its own preferred option regarding allocations or new settlements at this stage
  - Uttlesford District Council (UDC) continues to plan to meet its full Objectively Assessed Housing Need and so welcomes BDCs commitment to fully meet its own housing needs
  - Acknowledge that the joint strategic approach of the North Essex LPAs/North Essex Part One is helping in dealing with cross-boundary issues/positively planning the scale and distribution of growth
  - Acknowledge that garden cities are put forward as part of a wider housing allocation strategy needed for sustainable social and economic benefits
  - Acknowledge a proposed strategic location with the opportunity for a co-terminus new settlement between Uttlesford and Braintree Districts
  - UDC will continue to liaise closely with BDC regarding;
    - considering evidence
    - assessing reasonable growth options/impacts
    - planning for growth/assisting BDC positively plan its preferred option
    - a joint position with BDC regarding planned growth
  - UDC notes the opportunity regarding a Master plan framework, if applicable, to be prepared jointly between BDC and UDC
  - UDC welcomes the inclusion of proposed sustainable principles/mechanisms in the plan to support sustainable growth

## Financial Implications

3. None

## Background Papers

4. None.

## Impact

- 5.

Communication/Consultation	Ongoing
Community Safety	N/A
Equalities	NA
Health and Safety	N/A
Human Rights/Legal Implications	N/A
Sustainability	Will be addressed in Local Plans
Ward-specific impacts	All
Workforce/Workplace	N/A

## Situation

6. The Council needs to make comments on the Braintree Local Plan Preferred Options document to ensure that UDC's strategic planning objectives are reflected in BDC's Local Plan. It is also important that Duty to Co-operate legislation is complied with to enable both LPAs to plan positively to meet growth needs. There is a duty on LPAs to cooperate with its neighbouring authorities on strategic planning issues. The Document is the product of 18 months work by BDC/North Essex LPAs including liaison with UDC via senior-level officer meetings. These meetings will continue until BDC submit its plan in March 2017. However there is a need to understand a highly sophisticated approach to much bigger growth. Braintree Council began production of its Local plan in June 2014 consulting on a scoping exercise/leaflet January – March 2015 on the broad scope of the plan. The exercise did not include sufficient detail for UDC to make comment other than support Braintree's commitment to meet its identified housing needs. Braintree District Council is obliged to carry out a preferred options consultation because unlike Uttlesford they included no options for growth in their initial consultation. BDC expect to publish a finalised local plan for consultation in December 2016. The Preferred Options document is the emerging position expressed in broad terms. At this stage growth locations affecting UDC are shown diagrammatically as broad areas of search with details anticipated

before formal submission of the plan to the Secretary of State in March. It should be emphasised that UDC has yet to make any decision on its own preferred option for new settlements. Therefore nothing in this report may or should be construed in any way as inferring any decision on a preferred option.

## Background to the Braintree Local Plan/strategic approach

7. The Braintree Local Plan is being prepared in the light of much higher growth needs from the North Essex housing market area since adopting its Core Strategy. Braintree has joined with Colchester Borough and Tendring District to address this scale of growth strategically. The LPAs have produced a shared strategy for North Essex as the centre piece of each Councils local plan. Called the North Essex Part One the joint strategy deals with;

- Homes & jobs
- Growth distribution
- Infrastructure
- Natural and built environment

8. The North Essex Part One proposes;

- Key Infrastructure priorities/improvements such as A12 and A120 widening
- Each North Essex LPA will meet its full objectively assessed housing need
- Clear strategy (Policy SP6) on providing sustainable growth making sustainable use of existing principal settlements/new garden communities
- Distribution/locations for garden communities derived from strategy/evidence base on growth alternatives and constraints
- Three large scale garden communities straddling LPA boundaries to sustainably meet growth needs that cannot be taken by towns/villages
- BDC have two of the garden communities taking the lion's share of Garden City delivery in North Essex
- A minimum net additional 14,365 homes for BDC 2016 to 2033 (845pa) to ensure a five year land supply/meet potential rises in its future housing need
- BDC Garden Communities account for 3650 of its 10,000 new homes
- One of the garden communities straddles the UDC boundary (West of Braintree) with 2,500 dwellings proposed in Braintree District
- Beyond 2033 the garden community may deliver more/over a much longer timeframe i.e. 30 years+ build up to 13,000 dwellings and associated jobs/facilities in BDC
- BDC Draft Policy SP10 West of Braintree identifies a broad area of search/strategic area for a garden city with details/final number of homes to be set out in a Master plan framework, if applicable to be prepared jointly between BDC and UDC
- The North Essex Concept Feasibility Study provides supporting evidence to the garden communities including constraints/opportunities and options
- The above Study identifies broad opportunities/constraints for two options West of Braintree i.e. BDC land and UDC land
- On landscaping notes opportunities to use existing assets such as Boxted Wood to create a network of Green Infrastructure/need to examine impacts in more detail

- On transport Galleys corner identified as hotspot although by end of plan period most junctions in Braintree at capacity/need to test impact on M11 J8
- Transport major issue in BDC with considerable mitigation needed on almost every major junction in/around Braintree
- BDC will need to identify detailed transport impacts/measures for West of Braintree impacting UDC with opportunities for involvement

9 UDCs' comments on the above are contained in a holding response sent to BDC contained in Appendix 1. Following this Cabinet meeting of 15 September a final response will be sent.

10 The Braintree District Council Preferred Options Plan is available via the links below;

[https://www.braintree.gov.uk/info/200230/planning\\_policy/701/new\\_local\\_plan/2](https://www.braintree.gov.uk/info/200230/planning_policy/701/new_local_plan/2)

[https://www.braintree.gov.uk/downloads/file/5775/1\\_policies\\_and\\_text](https://www.braintree.gov.uk/downloads/file/5775/1_policies_and_text)

### Risk Analysis

Risk	Likelihood	Impact	Mitigating actions
If the Council does not make comment then will lose influence over the plan/not meet DTC requirements.	Low	Delays in adopting the UDC Local Plan.	Make comments on BDC plan and ongoing DTC work.

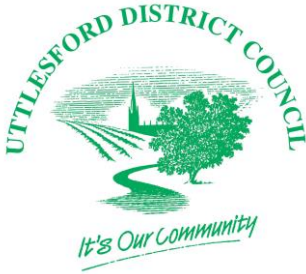
1 = Little or no risk or impact

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4 = Near certainty of risk occurring, catastrophic effect or failure of project.





## UTTLESFORD DISTRICT COUNCIL

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5<sup>th</sup> September 2016

Ref: UDC Reg18

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### **Braintree District Council Planning Policy Manager**

### **RE: Uttlesford District Council response to Braintree District Council (Regulation 18 Stage) Preferred Options Local Plan Consultation Document**

Please find a response regarding the above that is subject to confirmation by Council Cabinet on the 15<sup>th</sup> September 2016.

It should be emphasised that UDC has yet to make any decision on its own preferred option regarding allocations or new settlements. Therefore nothing in this response may or should be construed in any way as inferring any decision by UDC on its own preferred option regards allocations or new settlements. A decision on final options will be taken in due course.

#### **Housing and Jobs growth**

Braintree is committed to meeting all its own housing needs including a contingency to maintain a 5 year housing land supply over the plan period. This approach avoids pressure on Uttlesford for Braintree needs. BDC is providing sufficient housing to meet its housing and jobs needs. If it provided more housing then this may result in additional out-commuting with impacts on UDC.

#### **UDC response**

Uttlesford District Council (UDC) continues to plan to meet its full Objectively Assessed Housing Need welcoming BDCs commitment to fully meet its own housing needs and avoiding housing demands elsewhere.

#### **Duty to Cooperate**

It is noted Braintree and Uttlesford fall within different Housing Market Areas that provide the main vehicles for dealing with strategic issues. UDC is testing options with the West Essex and East Herts HMA Councils to help each meet its OAN with a view to entering an agreed position on the approach. There is effective on-going dialogue at a senior level between UDC and BDC on strategic planning issues that will continue.

#### **UDC Response**

UDC acknowledges Braintree District have taken a joint approach to DTC with joint evidence and strategy that comprises a joint plan. In particular this incorporates the potential for cross boundary new settlements to meet growth needs. UDC is testing

evidence regards different options that will inform its own decision on a preferred option. National Policy supports joint strategy/plan preparation as an effective way of dealing with DTC. UDC therefore considers that the joint strategic approach of the North Essex LPAs/North Essex Part One is helping in dealing with cross-boundary issues/positively planning the scale and distribution of growth. UDC will continue to liaise closely with BDC regarding:

- Considering evidence
- Assessing reasonable growth options/impacts of growth
- Planning for growth/assisting BDC positively plan its preferred option for growth
- Providing a joint position with BDC regards the scale and location of growth

### **Spatial strategy for growth**

Draft Policy SP6 on the spatial strategy for North Essex makes existing settlements the main focus for growth according to scale, sustainability, and existing role. Beyond the main settlements three new Garden Communities are proposed as part of the sustainable strategy for growth.

It is noted that the proposed broad spatial strategy for Braintree District focuses new housing growth on:

- Braintree town (4000)
- Witham/A12 corridor (2000)
- Halstead (500)
- Planned new garden communities on east & west of district edges (3650)

It is noted that this follows BDCs proposed settlement hierarchy that ranks areas by order of their sustainability and constraints to new large scale growth. The largest urban areas are relatively small market towns in the wider context so a combination of settlement forms is proposed to meet need with urban extensions and new settlements.

Draft Policy SP7 sets out the principles of Garden City delivery that help to ensure sustainable growth including:

- Holistically/comprehensively planned with distinct identity
- Community/stakeholder empowerment in design from the outset
- Long-term governance/stewardship arrangements for garden communities
- Public private partnerships to improve delivery, especially infrastructure

BDC suggest a key element of the strategy are new settlements that can potentially straddle administrative boundaries. Garden communities were among a range of options preferred for growth due to the scale of development proposed, infrastructure constraints in the main settlements and deliverability. In particular they will provide a major long term supply of new homes.

### **UDC Response**

UDC acknowledges the preferred Spatial Strategy draws from sustainable principles in the North Essex Part One including maintaining a network of linked towns in North Essex. In particular the proposed distribution is based on the strategy, constraints, evidence identified including initial assessment of the reasonable options. UDC acknowledges the Draft Sustainability Appraisal notes the garden cities are put forward as part of a wider housing allocation strategy (a range of allocations) that is essential for sustainable social and economic benefits. NPPF encourages making the best use of urban areas/ensuring rural areas have enough growth/limiting impact on the countryside. UDC supports the principle of new settlements especially where such sustainable principals/mechanisms are in the plan to support sustainable growth.

### **Preferred locations for growth**

Draft Policy SP10 West of Braintree New Garden sets out the scale/key requirements of a new settlement. It notes a broad area of search is identified as a strategic area for a garden city with details/final number of homes to be set out in a Master plan framework, if applicable to be prepared jointly between BDC and UDC. It is proposed to incorporate:

- 2,500 homes proposed in Braintree District over the plan period
- Provision for Travellers
- Employment/Office development
- Neighbourhood centres with provision for convenience shopping, community, health, and cultural provision
- Primary schools, a secondary school, other appropriate facilities
- A high proportion of the garden community to be green infrastructure

Beyond 2033 the garden community could over a longer timeframe i.e. 30-40 years build up to 13,000 dwellings. This would provide the critical mass for services for a self-contained settlement based on major facilities. It is also acknowledged garden communities offer a long term planned solution to housing delivery providing a continuous supply of housing in LPA control. Master planning is a critical feature of Draft Policy SP10 directing/controlling the nature, form, and impact of proposals.

### **UDC response**

UDC acknowledges the Essex Part One Key diagram/Diagram 3.3 “Location of Proposed New Garden Communities” shows broad Areas of Search for three new settlements. One Area of Search is shown West of Braintree straddling the boundary between UDC and BDC. It is therefore acknowledged that the strategic location provides the opportunity for a co-terminus new settlement on the borders of Uttlesford and Braintree Districts but without prejudice to UDC decisions on a preferred option.

UDC notes the opportunity the plan raises regarding a Master plan framework, if applicable to be prepared jointly between BDC and UDC. UDC is testing its scenarios and proposed that a hybrid be taken forward to meet its growth needs that would include a new settlement(s). A decision on final options will be taken in due course.

UDC acknowledges that place making and design quality would be based on high design standards, drawing on context and assets including Boxted Wood, the airfield, and gently sloping topography to the south. A greater understanding of these issues is required going forward. Equally, an agreed master plan would be essential for effective place making.

The new community would also address the relationship with existing communities including Stebbing Green and Stebbing in UDC. However UDC considers the role of Boxted Wood needs a greater understanding regarding:

- How proposed contiguous open space in BDC relates to Boxted Wood
- The proposed linkages/footpaths to Boxted Wood
- Careful consideration of use of land around Boxted Wood

### **Transport impacts**

BDC has commissioned the County Council to produce assessments on major junctions in the district and those outside where impacts are anticipated. Six Development scenarios were tested for transport impacts with the best performing scenario being sites with high sustainability transport scores and the worst being sites spread across the district. It is noted that hotspots include Galleys Corner while the scale of development proposed will put the current network under pressure requiring new infrastructure and modal shift to non-car modes. More detailed transport assessment around the towns identifies viable solutions. It is noted that sites in the region of Rayne and Marks Tey are identified as having the most significant potential to improve their sustainable accessibility in terms of:

- Redirecting bus services
- Own supply of facilities such as schools and GPs

### **UDC response**

Further assessment is needed for assessing impact on the highway network and implications for sustainable transport modes of the preferred scale and distribution of growth on UDC. This includes the A120 junctions and the M11 J8. UDC will continue to explore the transportation effects of options with BDC and look forward to the production of more detailed assessment of the impacts as the BDC Preferred Option progresses to submission.

Yours faithfully

Gordon Glenday  
Assistant Director - Planning  
Uttlesford District Council

**Committee:** Cabinet

**Agenda Item**

**Date:** 15 September

**14**

**Title:** Great Dunmow Neighbourhood Plan –  
Examiners Report

**Portfolio Holder:** Cllr Barker

Key decision: Yes

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## Summary

1. The examiner's report into the examination of the Great Dunmow Neighbourhood Plan has been received (Appendix 1). The Examiner recommends proceeding to referendum if recommended modifications are made to the Plan. The changes are summarised in appendix 2.

## Recommendations

2. That Cabinet accepts and endorses the proposed changes to the Neighbourhood Plan as set out in the Examiner's report and supports the Plan to go forward to referendum.

## Financial Implications

3. The referendum will initially be funded by Uttlesford District Council at a cost of approximately £5,000. After the referendum UDC will be able to claim £20,000 funding from DCLG which will cover the cost of the examination and the referendum.

## Background Papers

4. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report.

None

## Impact

- 5.

Communication/Consultation	The plan has undergone significant community involvement in its preparation
Community Safety	The plan deals with community safety
Equalities	The plan consulted with every resident
Health and Safety	None
Human Rights/Legal	None

Implications	
Sustainability	The plan deals with sustainability of village
Ward-specific impacts	Great Dunmow North and South
Workforce/Workplace	None

### **Situation**

6. The Great Dunmow Neighbourhood Plan was submitted for examination in April 2016 following a six week consultation period (see Appendix 3 for a reference copy of the original submitted NP without the modifications made). The examination was conducted via written representations (the examiner decided that a public hearing would not be required). The examiner's report, detailing recommendations was received in June 2016 (see appendix 1).
7. Planning legislation states that once a local planning authority has been issued with an examiner's report, then it must consider the recommendations. If the authority is satisfied with the examiner's recommendations then specified modifications should be made before the Plan proceeds to referendum.
8. The Council can also decide to extend the area in which the referendum is to take place, should it wish, or it could decide that it is not satisfied with the plan proposal, with respect to meeting basic conditions, compatibility with Convention rights and the definition and provisions of the Neighbourhood Plan, even if modified.
9. If the Council is satisfied then it will need to publicise its decision (a decision statement) and move to a referendum as soon as possible. If the Council is not satisfied that it meets basic conditions then it must refuse the plan proposal and publicise its decision and reasons.

### **The Recommendations**

10. The examiner has recommended that, subject to modifications, the Neighbourhood Plan meets the basic conditions and other statutory requirements, and that it can proceed to a referendum within the neighbourhood plan area.
11. The recommended modifications are out in appendix 2 'Summary of Recommendations'.
12. There are a number of modifications to policies and amendments to general wording within the Plan document, as well as mapping modifications.
13. The Council met with Great Dunmow Neighbourhood Plan Steering Group in July to discuss the modifications, the group was happy with the recommendations made by the examiner.

### **Proposed Action**

14. It is recommended that Cabinet approve the examiner's recommendations, as detailed in appendix 2, allowing the Great Dunmow Neighbourhood Plan to proceed to referendum within the neighbourhood area (the civil parish of Great Dunmow).
15. Should the examiner's recommendations be met with full approval by Cabinet then a decision statement will be published on the Council's website.
16. The next steps will involve the Council publishing information and giving at least 28 days' notice of the referendum (not including weekends or bank holidays). It is therefore anticipated that a referendum could be held at the beginning of November 2016.
17. If more than half of the people who vote in the referendum vote in favour of the Plan then the Council must adopt the Neighbourhood Plan, it then becomes part of the Council's development plan.

## Risk Analysis

1.

Risk	Likelihood	Impact	Mitigating actions
The modifications should only be disregarded if the Plan does not meet the basic conditions. If the Council do not support the Plan to referendum than the Council must have sound reasons for doing so.	1. Little - Officers are satisfied that the Examiner's recommendations are reasonable and needed to ensure the Plan meets the basic conditions	2. The Council does not follow the regulations set out in Neighbourhood Plan legislation	The Neighbourhood Plan regulations have been followed and Officers are in agreement with the Examiner's recommendations.

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.





# **Great Dunmow Neighbourhood Plan**

## **The Report by the Independent Examiner**

Richard High BA MA MRTPI

16 June 2016



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## Summary

The Great Dunmow Neighbourhood Plan has been a very large undertaking for the Town Council and the volunteers who have served on the Steering Group. It is evident that the town is set to grow rapidly over the plan period as a result of planning permissions that have already been granted and the allocations made in the Neighbourhood Plan. The Plan has been positively prepared recognising the need for this new development and focussing on ensuring that it is delivered in a way that will be sustainable and will contribute to rather than harm the quality of life in the town.

The Plan recognises that in some respects decisions have already been taken and that in others it will have limited influence. However, it has taken a comprehensive view of the issues that are important to the community and developed thoughtfully worded policies that take account of the legislative context. The very substantial SEA that has accompanied the Plan has been helpful in demonstrating the effect of the policies in the Plan and the alternatives that have been considered. It is also evident that there has been a very strong commitment to public consultation and that a substantial level of engagement has been achieved.

I have found it necessary to recommend some modifications to the policies of the Plan in order to meet the basic conditions. Many of these are to make the policies sufficiently clear to enable them to be used effectively in decision making. I have also recommended a small extension of the Town Development Area in response to representations received at the s16 as its exclusion appears to me unjustified in terms of the presumption in favour of sustainable development.

I have also found it necessary to recommend several modifications because parts of the policies have not been supported by adequate justification. These relate mainly to some of the specific requirements under the proposed sites for residential development where there are elements of precision or detail which appear somewhat arbitrary and may well preclude other options which would comply with the presumption in favour of sustainable development. In preparing the Plan GDNPSG has assembled a large evidence base, notably a series of detailed briefing papers prepared by Easton Planning. However, the Plan does not draw on this evidence base as much as it could have to provide a reasoned justification for some aspects of the policies.

Some of the modifications relate to the specification of a precise number of dwellings. Others to requirements for the layout of sites or contributions to the provision of open space and other community infrastructure. This does not mean that these elements of the policy cannot be justified, but without appropriate supporting evidence I cannot confirm that these

requirements of the policy meet the basic conditions. I have also found that many of the maps in the Plan are not clearly enough presented to be unambiguous and the varying scales make them difficult to interpret.

Several of the policies seek to place a requirement on developers to consult the Town Council and other local organisations prior to the submission of planning applications. This is undoubtedly good practice but the NPPF makes it quite clear that it cannot be required.

I have concluded that, if the modifications that I have recommended are made:

The Great Dunmow Neighbourhood Plan has been prepared in accordance with Sections 38A and 38B of the Town and Country Planning Act 1990 and the Neighbourhood Planning Regulations 2012;

having regard to national policies and advice contained in guidance issued by the Secretary of State it would be appropriate to make the Plan;

The making of the Plan would contribute to the achievement of sustainable development;

The making of the Plan would be in general conformity with the strategic policies of the development plan for the area;

The making of the Plan would not breach and would be otherwise compatible with European Union obligations and the European Convention on Human Rights.

**I am therefore pleased to recommend that the Great Dunmow Neighbourhood Development Plan should proceed to a referendum subject to the modifications that I have recommended.**

I am also required to consider whether or not the referendum area should extend beyond the Neighbourhood Plan Area. The Plan covers the whole of the Parish of Great Dunmow and I have seen nothing to suggest that the policies of the Plan will have “a substantial, direct and demonstrable impact beyond the neighbourhood area”.<sup>1</sup> **I therefore conclude that there is no need to extend the referendum area.**

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<sup>1</sup> PPG Reference ID: 41-059-20140306

## **Introduction**

1. The Localism Act 2011 has provided local communities with the opportunity to have a stronger say in their future by preparing neighbourhood plans which contain policies relating to the development and use of land.
2. Great Dunmow Town Council is the qualifying body for the Great Dunmow Neighbourhood Development Plan 2015-2032 (which I shall refer to as the GDNP or the Plan). The Plan area covers the whole of the parish of Great Dunmow. It has been prepared by a Steering Group (the GDNPSG) consisting of town councillors, local residents, interest groups and businessmen.
3. Great Dunmow is an historic market town which lies about six miles east of Stansted Airport and adjacent to the A120 trunk road. In 2011 it had a population of 8,800 having increased by around 20% since 2001<sup>2</sup>. Its location within the rapidly growing M11 corridor means that it is faced with significant development pressure and there is already a large commitment to further development as a result of existing planning permissions. Much of the older part of the town lies within a conservation area and the rural setting of the town alongside the valley of the River Chelmer is important to its distinctive character.
4. If, following a recommendation from this examination, the Plan proceeds to a local referendum and receives the support of over 50% of those voting, it can be made and will then form part of the statutory development plan. As such it will be an important consideration in the determination of planning applications, as these must be determined in accordance with development plan policies unless material considerations indicate otherwise.

## **Appointment of the Independent Examiner**

5. I have been appointed by Uttlesford District Council (UDC) with the agreement of Great Dunmow Town Council (GDTC) to carry out the independent examination of the GDNP. I have been appointed through the Neighbourhood Planning Independent Examiner Referral Service (NPIERS).

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<sup>2</sup> The second paragraph of p 13 suggests an increase of 26% but this appears to be an error as both in terms of population and houses from the figures given it is close to 20%

6. I confirm that I am independent of both Uttlesford District and Great Dunmow Town Council and have no interest in any land which is affected by the GDNP.
7. I am a Chartered Town Planner with over 30 years' experience in local government, working in a wide range of planning related roles, including 15 years as a chief officer. Since 2006 I have been an independent planning and regeneration consultant. I have completed 12 neighbourhood plan examinations and three health checks. I therefore have the appropriate qualifications and experience to carry out this examination.

### **The Scope of the Examination**

8. The nature of the independent examination is set out in Sections 8-10 of Schedule 4B of the Town and Country Planning Act 1990.
9. I must:
  - a) decide whether the Plan complies with the provisions of Sections 38A and 38B of the Planning and Compulsory Purchase Act 2004. These requirements relate primarily, but not exclusively, to the process of preparing the Plan and I shall deal with these first.
  - b) decide whether the Neighbourhood Development Plan meets the basic conditions contained in Schedule 4B paragraph 8(2) of the Town and Country Planning Act 1990. This element of the examination relates mainly to the contents of the Plan.
  - c) make a recommendation as to whether the Plan should be submitted to a referendum, with or without modifications, and whether the area for the referendum should extend beyond the Plan area.
10. The Plan meets the basic conditions if:
  - a) having regard to national policies and advice contained in guidance issued by the Secretary of State it is appropriate to make the Plan;
  - b) the making of the Plan contributes to sustainable development;
  - c) the making of the Plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area);



d) the making of the Plan does not breach, and is otherwise compatible with, EU obligations.

11. Paragraph 9 of Schedule 4B indicates that as a general rule the examination should be carried out on the basis of written representations unless a hearing is necessary to allow adequate consideration of an issue or to allow a person a fair chance to put a case. In carrying out the examination I came to the conclusion that the examination could be completed without a hearing.

12. The documents which I have referred to in the examination are listed below.

- Great Dunmow Neighbourhood Plan 2015-2032 Submission Version January 2016
- Great Dunmow Neighbourhood Plan Footpath/ Cycleways and Bridleways map, replacement for Fig.40 in submission document
- Report to the cabinet of Uttlesford District Council 25 October 2012 relating to the designation of the Great Dunmow Neighbourhood Plan Area and plan showing the Neighbourhood Plan Area.
- Great Dunmow Neighbourhood Plan 2015-2032 Basic Conditions Statement
- Great Dunmow Neighbourhood Plan 2015-2032 Consultation Statement
- Great Dunmow Neighbourhood Plan Strategic Environmental Assessment September 2015 including:
  - i) Environmental Report: Non-Technical Summary
  - ii) Environmental Report
  - iii) Environmental Report: Annex A – Plans and Programmes
  - iv) Environmental Report: Annex B – Baseline Information
  - v) Strategic Environmental Assessment: Major Modifications Addendum February 2016
- Great Dunmow Neighbourhood Plan 2015-2032 Evidence Base Summary. The summary lists reports and Documents under 5 headings:
  - 1 Reports and Documents
  - 2 Town Council, Steering Group and Other
  - 3 Briefing Papers by Easton Planning 2012
  - 4 Consultations and Responses
  - 5 MiscellaneousI have looked at all of the documents listed in the evidence base and where they have contributed to my report I have referred to them directly.
- Great Dunmow Neighbourhood Plan responses to regulation 16 publicity of submission documents
- Uttlesford Local Plan Adopted 2005
- The Neighbourhood Planning (General) Regulations 2012 as amended in 2015 which are referred to as the NPR

- The Environmental Assessment of Plans and Programmes Regulations 2004 (EAPPR).
- The National Planning Policy Framework which is referred to as the NPPF
- National Planning Practice Guidance referred to as PPG

13. I made an unaccompanied visit to Great Dunmow on 25 April 2016 to familiarise myself with the town and help me to understand the implications of the Plan policies. I spent a day walking round the town and its surroundings to view all the key locations referred to in the Plan.

### **The Preparation of the Plan**

14. An application for the designation of the whole of the parish of Great Dunmow as a Neighbourhood Area was submitted by GDTC to UDC on 21 June 2012. The District Council undertook consultation as required by regulation 6 of the NPR for a period in excess of 6 weeks ending on 17 August 2012 and the UDC Cabinet approved the designation at its meeting on 8 October 2012. The designation was subsequently published on the Council's website in accordance with regulation 7(1) of the NPR.
15. As required under Section 38B (1) (a) of the Planning and Compulsory Purchase Act 2004 the Plan clearly states the period to which it relates, which is 2015-2032.
16. The Plan must not include any provision about development that is excluded development as defined in Section 61K, which is inserted into the 1990 Town and Country Planning Act. Excluded development includes "county matters" such as mineral extraction and waste disposal and major infrastructure projects. I am satisfied that the submitted plan contains no such provision.
17. I am also satisfied that the GDNP does not relate to more than one neighbourhood area.

### **Public Consultation**

18. The process of public consultation on the preparation of the GDNP is set out in the Consultation Statement. Immediately following the designation of the Neighbourhood Area there were several initiatives between August 2012 and mid-2013 to engage with the local community so as to create awareness of the Neighbourhood Plan process,

identify the key issues to be addressed by the Plan and begin to establish the approach that the Plan could take. These included:

- The distribution of a questionnaire to households in Great Dunmow to which there were responses representing 821 people about 10% of the adult population;
  - A public photography competition about what's good and bad in Great Dunmow;
  - The establishment of expert subgroups within the steering group to engage with relevant stakeholders to identify issues and needs associated with the growing population of the town;
  - Workshops and meetings for various groups including: young people, healthcare professionals, Chamber of Trade;
  - A community workshop facilitated by Rural Communities' Council of Essex which explained the potential of neighbourhood planning and gave participants a chance to have an input of four different themes;
  - A survey of businesses;
  - A Community Exhibition attended by over 300 people in June 2013. This was an important stage as it drew together in some detail the issues identified in the first phase of consultation, presented a vision for Great Dunmow and began to set out how the issues could be addressed in the Plan;
19. This represented a very substantial commitment to ensuring awareness of the process of preparing the GDNP and ensuring that the issues of concern to the community were addressed by the Plan where appropriate. The Consultation Statement helpfully summarises the issues raised and briefly describes how they are addressed by the Plan.
20. From mid-2013 to mid-2014 the scale of consultation activity was less as the draft plan was prepared leading up to Pre-Submission Consultation from 31<sup>st</sup> July to 25 September 2014. At this stage there was a major attempt to engage the community. A leaflet outlining how to view the plan and comment on it was distributed to all households. Similar information was distributed through sports centres, schools, the church magazine, the carnival programme and through other community based organisations. The Consultation Statement sets out clearly who was consulted at this stage and comments received in response to this publicity are recorded in the

Consultation Statement together with the response of the GDNP to the comments raised.

21. During the preparation of the Plan the Uttlesford Local Plan (ULP) was emerging and submitted for examination. However, following this first round of Pre-Submission Consultation, the Uttlesford Local Plan was withdrawn on the basis of concerns expressed by the Inspector about its ability to meet objectively assessed housing need and the proposed new development at Elsenham. As a result of this withdrawal it was not possible for the GDNP to be based on the Strategic Environmental Assessment (SEA) of the emerging ULP and UDC advised GDPC that the Plan would require its own SEA. This is dealt with later in my report but it meant that there was a need for a further round of Pre-Submission Consultation when the SEA had been completed. This took place from 19 September to 31 October 2015.
22. The consultation was launched at the Dunmow Carnival on 19<sup>th</sup> September and there was an event at the Great Dunmow Library to answer questions on 24 October 2015. Leaflets were distributed at the Carnival saying where the Plan could be viewed and how to make comments. There was also an item in the Dunmow Broadcast containing this information.
23. The Consultation Statement sets out clearly the list of statutory consultees, landowners/agents, community organisations and local businesses who were consulted at both stages of pre-submission consultation. However, in conducting my examination it was not clear from the documentation exactly how the draft Plan had been publicised in a manner likely to bring it to the attention of those who live and work in Great Dunmow but are not formal consultees. I therefore sought clarification of this with regard to both stages of pre-submission consultation and in particular with regard to the distribution of the leaflet at Appendix Y of the Consultation Statement relating to the second stage of Pre-Submission Consultation and the contents of the article in the Dunmow Broadcast which is distributed to all households. I now understand that the leaflet at Appendix Y was distributed with the Dunmow Broadcast edition of 26 September 2015. Both the article in the Dunmow Broadcast and the leaflet made clear where the draft Plan could be inspected and how comments could be made. The e mails clarifying this for me are attached as Appendix 1. On the basis of this clarification I am satisfied that the Draft Plan was publicised adequately and in accordance with the regulations.

## The Development Plan

24. The statutory development plan is made up of:
- The Uttlesford Local Plan adopted in 2005
  - The Essex Minerals Plan adopted in July 2014
  - The saved policies of the Essex and Southend Waste Local Plan adopted in September 2001. The pre-submission draft of the Replacement Waste Local Plan for Essex and Southend is subject to examination at the time of writing.
25. Although only adopted in 2005 the planning horizon for the Uttlesford Local Plan was 2011. It therefore does not provide an up to date strategic context for the GDNP. However, many of its policies are saved. The replacement Local Plan was submitted for examination quite early in the preparation of the GDNP and was at that time expected to provide this strategic context, but, as already referred to, it was withdrawn on the basis of the concerns of the Inspector that it could not be found sound.
26. This absence of a clear strategic context has made preparation of the GDNP more difficult. This is particularly the case because Uttlesford District Council has been unable to demonstrate the availability of a 5 year supply of housing land. Thus in accordance with paragraph 49 of the NPPF there are no up to date policies for the supply of housing land. Therefore, in accordance with paragraph 14 of the NPPF planning permission should be granted for housing development proposals unless “the adverse effects of doing so would clearly and demonstrably outweigh the benefits.”. Several planning permissions for new residential development have been granted in recent years in Great Dunmow on the basis of this absence of up to date policies for the supply of housing. Even if the GDNP is made any policies it contains cannot be regarded as up to date until UDC can demonstrate that there is a 5 year supply of housing land in the District as a whole.
27. The basic conditions simply require that neighbourhood plans are in “general conformity with the strategic policies of the development plan”. However, in relation to emerging local plans, PPG suggests that “the reasoning and evidence informing the local plan process is likely to be relevant to the consideration of the basic conditions against which a neighbourhood plan is tested.”<sup>3</sup> Following the withdrawal of the Local

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<sup>3</sup> PPG Reference ID: 41-009-20140306

Plan, the evidence base for the replacement local plan is still being assembled and it has therefore been of limited value as an input into the GDNP.

28. In the absence of a strategic context for the GDNP the statement of national policy in the National Planning Policy Framework (NPPF) supported by the national Planning Practice Guidance (PPG) is a very important consideration in my examination.

### **The Basic Conditions Test**

29. The Basic Conditions Statement (the BCS) submitted with the Plan correctly sets out the basic conditions which must be satisfied. It then sets out the relationship of the Plan to national policy as expressed in the NPPF. It firstly relates the Plan to the key paragraphs of the NPPF which specifically provide guidance on neighbourhood planning. It then relates each of the policies in the GDNP to the relevant paragraphs of the NPPF.
30. Also relevant to the basic conditions test is “guidance issued by the Secretary of State” as set out in PPG. The Basic Conditions Statement does not consider the relationship of the Plan to PPG but I have had frequent need to relate aspects of the Plan to it.
31. The BCS then goes on to consider the contribution of the Plan to sustainable development by summarising the positive and negative effects of each of the policies with regard to the social, economic and environmental dimensions of sustainable development. In doing this it draws on the detailed SEA which accompanies the submitted Plan.
32. The BCS then sets out the relationship of the policies of the GDNP in relation to the policies of the ULP 2005. In some cases, the ULP policies cannot be regarded as up to date and some of the policies referred to may not be strategic and to this extent the BCS goes beyond what is required.
33. I have found the presentation of the BCS to be a helpful and concise approach. I shall consider the Neighbourhood Plan with regard to basic conditions a), b) and c) in relation to each of its policies but will first consider whether it meets European Union obligations.

## European Union Obligations

34. The Environmental Assessment of Plans Regulations (EAPPR) sets out: the circumstances in which a Strategic Environmental Assessment (SEA) is likely to be necessary, the procedures for determining this and those for carrying out a SEA. Uttlesford District Council has determined that a SEA is necessary for the GDNP because the Plan allocates sites for development and is considered likely to have significant effects on the environment. The Council do not appear to have consulted the consultation bodies in accordance with regulation 9 (2) of the EAPPR in reaching this determination, but the determination is included in the scoping document for the SEA on which the consultation bodies were consulted. I am quite satisfied that a SEA is necessary because of the scale of the allocations proposed in the Plan.
35. The SEA has been prepared by Essex County Council Place Services. It consists of a Non-Technical Summary, an Environmental Report with two appendices, one dealing with other Plans and Programmes that may impinge on the Plan and the other with Environmental Baseline information. There is also a Major Modifications Addendum which assesses the amendments to the Plan which were made as a result of the pre-submission consultation.
36. The first part of the Environmental Report defines the scope of the SEA. 9 SEA objectives are identified against which the policies of the Plan are to be evaluated. A detailed SEA Framework is then built up based on key questions and indicators identified from the baseline information and the sustainability issues related to each objective. The consultation bodies were consulted on the scope of the SEA and their comments are taken into account.
37. The non-site allocation policies of the Plan are appraised first and in each case the potential for realistic alternatives is considered. Some recommendations for changes to the policies are made. The site allocation policies are then evaluated in greater detail and finally there is an evaluation of possible alternative sites presenting the reasons for excluding those not included in the assessment and a detailed appraisal of the realistic alternative sites identified. The assessment looks at both positive and negative environmental effects and cumulative of synergistic effects as well as any variations over time.
38. I have taken into account the implications of the assessment for the policies of the Plan, particularly in relation to their contribution to sustainable development when

considering the individual policies, but I am satisfied that the SEA has been conducted in accordance with the EAPPR.

39. The Basic Conditions Statement asserts that the Neighbourhood Plan Area is not close to any European designated nature sites so does not require an Appropriate Assessment under the EU Habitats Regulations. I have seen no comments from English Nature or any other reason to dispute this finding.
40. I am also satisfied that nothing in the GDNP is in conflict with the requirements of the European Convention on Human Rights.
41. I therefore conclude that the GDNP would not breach and would be otherwise compatible with EU obligations.

### **Vision and Principles**

42. The first part of the GDNP usefully assesses “The State of the Parish Today”. It identifies demographic, economic and environmental characteristics of the town which enable the reader to understand the town and the issues which the Plan needs to address. It concludes with a Vision Statement for the town: “Let Great Dunmow be a 21<sup>st</sup> century market town, vibrant in a rural setting, sustainable, historic, with local opportunities and prosperity, and a destination in its own right.” 17 principles for delivering the vision are then identified. These could also be regarded as aspirations; they are expressed as general statements of what the Plan seeks to achieve. However, they are not expressed as policies and will therefore not form part of the development plan. That said, I find them to be consistent with the requirement to contribute to sustainable development and they do not present any conflict with the basic conditions.

### **Objectives and Policies**

43. The Policies are grouped under 9 topic headings and within these headings there are one or more objectives to which the policies are more specifically related. I have considered each of the policies having regard to the basic conditions. I have also had regard to the views expressed in response to public consultation both in the early stages of the preparation of the Plan and, in particular, in the responses to the regulation 16 consultation. Although I have not referred specifically to all the



representations and suggestions that have been made I have taken them all into account.

44. I am only empowered to recommend modifications where they are necessary to enable the Plan to meet the basic conditions or to correct errors. PPG<sup>4</sup> requires that policies should be “clear and unambiguous” and “drafted with sufficient clarity that a decision maker can apply it consistently and with confidence when determining planning applications” and some modifications have been recommended with this in mind.
45. I have a general comment at this stage relating to the quality of the mapping associated with the policies. None of the maps includes a scale and the scale used varies greatly from one map to another. Also none of the maps has a key indicating what the notation on the map signifies. In some cases this is relatively self-explanatory but in others it is less so. The combination of these two issues makes it less than straightforward to interpret the maps. For instance, it is relatively clear that the red line in Fig.15 shows the proposed TDA and that the brown shading in Figs.16,17,19, 20, 22 and 23 relates to the location of proposed residential development. However, there is no explanation of what the green areas on Fig.16 or the purple area on Fig.20 is. Similarly, in Fig.18, while it is my interpretation that the hatched area is the area identified as a potential secondary school site, it is not explicit. Moreover, the different scales present a misleading impression of the relative size of the proposals and a reader unfamiliar with Great Dunmow has to determine the location of the map within the plan area. These maps are an essential element of the policy and cumulatively I find that these deficiencies in the mapping fall short of the PPG requirement for clarity and a lack of ambiguity.

### **Recommendations**

**To improve the clarity of the maps and enable the policies to meet the basic conditions each of the Figures in the Plan that relate to its policies should be amended to show its scale and a key to identify the significance of any shading or other notation.**

**Insert a new map to show the location of all the major locations for residential development including the sites north and south of Ongar Road, distinguishing between those which have planning permission for development and those which do not.**

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<sup>4</sup> PPG Reference ID: 41-041-20140306

## **Topic: Sustainability and Deliverability**

46. The only objective within this topic is also entitled Sustainability and Deliverability. It simply sets out the intention of the Plan to deliver sustainable development and to be aligned with both higher level planning policy and the intentions of the local community. There are no policies within this section but there are three position statements. These outline the approach that the Plan would like to see in relation to
- The Community Infrastructure Levy
  - Funding Priorities – for the improvement of local infrastructure
  - Viability Assessments
47. The first statement (SD-A) expresses support for the introduction of the Community Infrastructure Levy (CIL) because of the potential for the allocation of 25% of the Levy to the Town Council if the GDNP is made. The second position (SD-B) sets out in very general terms the priority for local improvements in the event of funding becoming available through CIL or planning obligations. The final statement (SD-C) sets out the factors which the Town Council would like to be taken into account when viability assessments are carried out to determine whether S106 or CIL contributions are affordable.
48. It is important to emphasise that these statements do not have the status of policies. Thus for instance the factors for viability statements in the third statement are factors which UDC is asked to take into account rather than requirements that have the force of development plan policy. The Plan makes the distinction clear by presenting the statements in a different way from policies.

## **Topic: Development and Standards**

### **Objective: Town Development Area**

#### **Policy DS1: TDA: Development Limits**

49. This policy defines the Town Development Area (TDA) for the purpose of seeking to contain the development of the town to the existing built up area and the areas which are subject to existing planning permissions or are the subject of allocations in the GDNP. Land outside the Town Development Area will be treated as countryside although the development of sporting facilities outside the TDA will be supported subject to other development plan policies. The heading for this section is not consistent with the term Town Development Area and is misleading because the

application of countryside policies does not mean no development. An amendment to the heading is therefore appropriate for consistency and accuracy.

**Recommendation**

**In the heading for Policy DS1 delete “Development Limits” and insert “Town Development Area”.**

50. A policy to direct and limit development in this way is regarded as a policy for the supply of housing under paragraph 49 of the NPPF and there is therefore a risk that it would be considered out of date if UDC is unable to demonstrate that there is a 5 year supply of housing land. For much of the time during which the GDNP was being prepared there was not a 5 year supply and the permissions for residential development on land West of Woodside Way, at Brick Kiln Farm and both north and south of Ongar Road, outside the development boundary defined in the ULP 2005, were granted in this context. However there is now a 5 year supply.
51. A neighbourhood plan cannot be expected to ensure that there is a 5 year supply of housing land in the district as a whole and is not tested against the policies of an emerging Local Plan. However recent changes to PPG make it clear that “up to date housing needs evidence is relevant to the question of whether a housing supply policy in a neighbourhood plan or Order contributes to the achievement of sustainable development”.<sup>5</sup> In this respect the context for the GDNP is not straightforward as the emerging Local Plan was withdrawn from examination because the objective assessment of housing need was not considered up to date. The GDNP was following PPG in having regard to the strategic context of the emerging ULP but the withdrawal of the emerging Local Plan has at the same time taken some of the evidence base away from the GDNP.
52. The planning permissions already granted for 2400 dwellings and the allocations in the GDNP for a further 500 dwellings mean that the GDNP provides for 2900 new dwellings in the GDNP area. This represents almost a 75% increase in the number of dwellings in Great Dunmow over the plan period. By any standards this is a very substantial increase. Policy DS1 also provides for infilling within the Town Development Area and thus this number could be increased.
53. One of the key requirements for neighbourhood plans is that they “should not promote less development than set out in the Local Plan or undermine its strategic policies”. The strategic context for the GDNP provides no clear guidance on the scale of

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<sup>5</sup> PPG Reference ID 41-009-21060211

development that should be accommodated. There is therefore no basis for suggesting that the provision that is made in the Plan is insufficient.

54. In considering later policies for the development of land for housing I have had reason to question some of the suggested requirements because of the absence of any clear evidence. However, I do not question the need for the amount of housing that is provided for in the Plan. It is evident from the withdrawal of the emerging Local Plan that there is a shortage of housing land in Uttlesford and a need for a substantial level of new housing. In this context, I find that Policy DS1, subject to paragraph 55 below, is consistent with the requirement to “plan positively for local development”<sup>6</sup>. This does not remove the risk that the policy will be found to be out of date if, there is not a 5 year supply of housing land. However, the most up to date assessment<sup>7</sup> of the 5-year supply suggests that as at April 2015 there was between a 5.1 and 5.3 year supply of housing land based on different assumptions of household forecasts<sup>8</sup> and a buffer of 5% which has been supported in recent appeal decisions.
55. I need to specifically consider the objection to Policy DS1 from Strutt and Parker on behalf of Mr D Thompson relating to the exclusion of land at Oaklands south of Ongar Road from the Town Development Area. This is a small roughly rectangular area of land which lies to the west of land south of Ongar Road which has recently been granted planning permission. Another site to the north of Ongar Road has also recently been granted planning permission. In the pre-submission consultation, the Oaklands site, and the neighbouring sites north and south of Ongar Road were excluded from the Town Development Area. The submission version includes the two sites where permission has been granted but not the Oaklands site.
56. The SEA Environmental Report includes a consideration of the alternatives to the sites allocated in the Plan. Its consideration of the Oaklands site (GDUN 33) states in its summary of environmental effects “that the site is not overly constrained regarding the physical environment, with the exception of landscape, which will be a negative effect, and the loss of grade 2 agricultural land. The site would compound issues regarding primary school capacity”. The reason for rejection is: “The site was rejected as it was considered only suitable in conjunction with adjoining sites, impacts relating to noise and its availability during the plan period”. Now that planning permission has been granted for the adjoining site a major plank of this reasoning has been removed. The

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<sup>6</sup> NPPF paragraph 13

<sup>7</sup> Uttlesford District Council Housing Trajectory and 5 year Land Supply April 2015 (republished November 2015)

<sup>8</sup> Local Plan Inspector’s conclusion of 580 dwellings pa and SHMA (2015) of 568 dwellings pa.

effects on agricultural land, landscape and primary education are not quoted in the reasons for exclusion and, given the modest scale of the site in relation to the adjoining sites where planning permission has been granted, carry little weight. While the southern part of the site is very close to the A120 this also applies to the adjoining site south of Ongar Road. The exclusion of this small site from the TDA appears anomalous and arbitrary and I have seen no convincing reason for it in terms of the presumption in favour of sustainable development.

### **Recommendation**

**In Policy DS1 amend the boundary of the Town Development Area as shown on Fig.15 to include the Oaklands Site referred to as site GtDUN33 in the SEA Environmental Report.**

### **Residential Allocations and Planning Obligations**

57. Before considering the policies relating to the development of specific sites for residential development there are some general points that I need to make regarding the requirements that are listed for the provision of community infrastructure and facilities through planning obligations. The sites which are allocated in the Plan fall into two broad categories, those where planning permission has already been granted, at least in outline, and those where it has not. Where planning permission has been granted, there has been detailed investigation through the consideration of the planning applications of the matters to be addressed in a planning obligation. For the other sites this process has yet to take place.
58. It is clearly a main aim of the Plan to ensure that the very substantial new developments that are envisaged contribute to community infrastructure in a way that meets the objectives of the Plan. This is an understandable and laudable aim. However, it is important to emphasise the very strict legislative framework within which planning obligations are to be considered. These are set out in paragraphs 203-206 of the NPPF. "Planning obligations should only be sought where they meet all of the following tests:
- necessary to make the development acceptable in planning terms;
  - directly related to the development; and
  - fairly and reasonably related in scale and kind to the development"

And, "...local planning authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled."

59. These requirements place great limitations on the extent to which a neighbourhood plan policy can define the contents of planning obligations. Unless detailed evidence is available to support the way in which an obligation is to be calculated and to demonstrate its effect on the viability of the proposal it is not possible to say whether the legal requirements above can be met. Where planning permissions have been granted there is more information, but it relates to a particular proposal at a particular point in time. The detailed information on the planning obligations which are proposed in relation to some of the substantial outline permissions is not before me and it is possible that the requirements listed may change if subsequent applications are for a different scale of development or in different market conditions. Because of these limitations, while it is possible to set out in neighbourhood plan policies the general areas in which planning obligations are sought, the policies need to be phrased with sufficient flexibility to recognise that the detailed nature of these obligations can only be determined in the context of a planning application. These general considerations underpin many of the comments that I have made in relation to the individual policies and my recommended modifications.

**Policy DS2: TDA: The Existing Helena Romanes School Site**

60. The inclusion of the Helana Romanes School site within the Town Development Area is a major change from the Town Development Area in the 2005 Uttlesford Local Plan. Policy DS2 proposes the release of the site for the development of 100 residential units if the Helena Romanes School relocates to another site. The policy also sets out criteria for the development of the site.
61. This is a constructive approach to facilitate increased provision for secondary education for the growing population of Great Dunmow and it is supported by the school. However, there is no clear justification for some of the specific elements of the policy and representations on behalf of the school draw attention to this. This is a recurring theme in my consideration of the policies of the Plan. PPG makes it clear that "Proportionate, robust evidence should support the choices made and the approach taken. The evidence should be drawn upon to explain succinctly the intention of the policies in the draft neighbourhood plan."<sup>9</sup> In many cases there is no

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<sup>9</sup> PPG Reference ID 41-040-20140306

specific rationale presented for detailed requirements that have been identified and I have found it necessary to recommend the deletion or modification of these elements of the policy in order to meet the basic conditions. Because of the similarity of the format for several of the policies relating to the location of residential development the same reasoning applies to the modifications I have suggested for several policies and I have therefore not repeated it in full.

62. As in all the residential sites the provision is for a precise number of dwellings, 100 in this case. The agents for The Helena Romanes School have suggested the site could accommodate at least 150 dwelling and that evidence submitted for the Call for Sites for the Local Plan demonstrates this. No justification is provided for the figure of 100 dwellings. There is no indication of the area of the site or the proposed density of development. Reference is made to the need to take the relationship with Parsonage Downs into account and to maintain a wildlife corridor to the north of Great Dunmow but it is not explained how this translates into a requirement for 100 dwellings. I cannot determine what the appropriate provision should be with any precision and it is clear that it should be determined through the development of detailed proposals having regard to the other requirements of the policy and the characteristics of the site and its surroundings. The identification of a specific figure would be arbitrary and may not contribute to sustainable development. A modification is therefore necessary to refer to a minimum of 100 dwellings to reflect the enabling nature of the development and meet the basic conditions.
63. The provision that all financial planning gain from this site is reserved for the new secondary school is somewhat ambiguously worded as planning gain is normally a term used to describe benefits in the form of infrastructure provided through a planning obligation. I have recommended a modification to clarify the relationship between the release of the site and the provision of a new school. The reference to the development as “an enabling development” in the first bullet point also addresses this.
64. It would be good practice in accordance with paragraph 189 of the NPPF for development to be carried out in consultation with GDTC and the Parsonage Downs Conservation Group. However, the same paragraph makes it clear that this cannot be enforced and this requirement is therefore not compliant with the basic conditions. The encouragement for community involvement in the supporting text is entirely appropriate.
65. Comments are also made regarding the justification for a footpath running from north to south through the site from the bypass at Woodland’s Park sector 4 to rights of way

through the Woodlands Park sectors 1-3 sites. I accept that neither Fig.11, showing the existing Rights of Way network, or Fig.40 showing the Core Footpath and Bridleway Network for upgrade show the need for such a path. However, it is evident that it clearly makes sense for there to be adequate footpath and cycleway routes to connect the Woodlands Park sector 4 development (which lies outside the parish boundary directly to the north of this site) to the Woodlands Park Sectors 1-3 sites. There is clearly some scope for flexibility in the specific alignment within the phrasing of this element of the policy and I am therefore satisfied that it meets the basic conditions.

66. The second bullet point requires the development to provide footpath and cycleway links from the development to the primary and secondary schools and the Town Centre. Any requirement to contribute to off site infrastructure will need to be the subject of a legal obligation which will satisfy the legal requirements in paragraph 204 of the NPPF. I have no doubt that there is a justification for the development to make some contribution to the provision of footpath and cycleway links. However, I cannot be sure that the requirement to provide these links in their entirety is compatible with the legal requirement for the contribution to be “fairly and reasonably related in scale and kind to the proposed development”. A modification to reflect this is necessary to meet the basic conditions.
67. The agents for The Helena Romanes School also question the justification for the identification of a landscaped buffer of 1.8 hectares to the north and west of the site. The supporting text for the policy does not contain any reference to the need for this buffer, though the policy itself cross refers to Policy NE4: Screening. It may very well be that a buffer of this sort is needed, but the Plan contains no justification for it in principle, still less for its specific size and location. It would clearly influence the scale and distribution of development on the site and I cannot conclude, on the basis of the evidence presented that it is necessary. A modification to delete this requirement but requiring the design of the development to take account of the relationship of the site to the countryside beyond would meet the basic conditions.
68. Representations on behalf of the Helena Romanes School also question the justification for requiring “a substantial landscaped buffer incorporating native trees and hedgerows, and a shrubland area for wild flowers designed so that it can also be used as an informal walkway adjoining the existing properties of Parsonage Downs.” The justification for this is stated to be to add value to the wildlife corridor and to shield the existing properties in Parsonage Downs. This justification is included in the policy.



However, it is justification rather than policy and thus should be within the supporting text.

69. Parsonage Downs is a very distinct area of Great Dunmow with a unique character. It lies within the town's Conservation Area and includes several listed buildings. It is clearly appropriate to protect this character and I accept that the close juxtaposition of new development in the secondary school site and the existing properties in Parsonage Downs is likely to threaten it. However, the need to have regard to this is covered by the 7<sup>th</sup> bullet point relating to the Conservation Area and Listed Buildings. The integration of new and existing development is an important theme of the Plan and, while some separation may be appropriate, the creation of a barrier between new and existing development is not compatible with sustainable development. The provision of an informal walkway running between the new and the existing development would be an integrating feature, but no clear justification is given for the detailed requirements listed. They are more prescriptive than is necessary as there are almost certainly other treatments which would be consistent with sustainable development. Moreover, protection of the living conditions of the residents of Parsonage Downs and the protection of the character of the conservation area may not require a visual shield or a substantial buffer. Some modification to this bullet point is therefore necessary to meet the basic conditions.
70. The 5<sup>th</sup> bullet point suggests that the houses should be arranged so that "they centre on open green spaces which also connect to a green-strip pathway around the perimeter." The supporting text suggests this, which is entirely reasonable, but the policy prescribes it. There is no particular justification for this design concept and others may be entirely consistent with sustainable development. Paragraph 59 of the NPPF states that "design policies should avoid unnecessary prescription", and while layout is one of the factors on which some guidance may be appropriate, that does not obviate the need for proportionate justification.
71. The final bullet point is very vaguely worded and its intention is not clear. The wording appears to relate to the possible effect of the proposed development on neighbouring residents and this is a design matter rather than a matter for a planning obligation. An amendment to clarify the intention of the policy is necessary to meet the basic conditions.
72. In the final paragraph there is a reference to implementation of the Master Plan being regulated by a legal obligation. There has been no previous reference to the need for a Master Plan as distinct from the details normally required with a planning application

and for a development of this scale I am not satisfied that one is needed. There is no clear reference to what the legal obligation will relate to. The meaning of this part of the policy is therefore not clear and other elements of the policy relate more specifically to issues which may be addressed by a planning obligation.

### **Recommendations**

#### **In Policy DS2:**

**Reword the first line to read: “This site shown on Fig.16 is released for the development of a minimum of 100 dwellings if Helena Romanes School relocates...”**

**delete “All financial gain for this site is reserved to assist Helana Romanes’ School’s chosen relocation site.” And insert in its place: “Permission for the development will not be granted until there is a clear and binding commitment, subject only to funding from the release of this site for development, to the provision of a replacement secondary school.”**

**delete “Development of this site for residential must be carried out in consultation with Great Dunmow Town Council and the Parsonage Downs Conservation Group.”**

**Reword the second bullet point to read: “make an appropriate contribution, through a planning obligation to the provision of cycleways / footpaths from the development to the primary and secondary schools and the Town Centre (in accordance with NP policy GA2.”**

**In the third bullet point delete “and a 1.8hectare landscape buffer to the north and west to form a link with the existing woodland habitats (landscaped in accordance with NP policy NE4: Screening) and insert “and the design of the site will take account of the need to ensure a satisfactory relationship with Fredericks Spring and the open countryside.”**

**Modify the fourth bullet point to read: “Include a landscaped strip, which may incorporate native trees and hedgerows and a shrubland area for wildflowers, designed so that it can be used as an informal walkway adjoining the new development and the existing properties of Parsonage Downs.” Delete the last sentence of this bullet point.**

**Delete the fifth bullet point.**

**Reword the last bullet point to read “be designed to avoid unacceptable harm to the living conditions of neighbouring residents”.**

**Delete “Implementation of the Master Plan with be regulated by legal obligation in association with the grant of planning permission.**

**In Fig. 16 delete the green hatched areas and include them in the developable**

area.

**Policy DS3: TDA: Land South of Stortford Road and Land adjacent to Buttleys Lane**

73. The policy proposes the allocation of land for the development of 400 dwellings and the provision of a new secondary school and health centre. It is illustrated by Fig.17 and Fig.18. As explained earlier I have found these maps somewhat unclear, and I have assumed from the text that Fig.18 is intended to show the potential secondary school site. There is also no direct link between the text of the policy and Fig.17. The beginning of the policy refers to “The site” and at first sight it appears to relate to Fig.17. However, there are two maps each showing different sites and it is my understanding that “The site” referred to in the first line of the policy is actually the combined area covered by the brown area in Fig.17 and the hatched area in Fig.18. I have recommended modifications to clarify this in order to meet the basic conditions with regard to the PPG requirement for the policy to be clear and unambiguous.
74. This is a substantial new allocation. It was included in the emerging Uttlesford Local Plan that was submitted for examination but, following the withdrawal of the Local Plan it has been brought forward through the GDNP. This is a good example of effective joint working between the local planning authority and the GDNPSG and demonstrates the Plan has regard to the strategic context and the substantial need for new housing development. There is no clear reasoning for the selection of this site in the supporting text relating to the Policy. However, the SEA Environmental Report presents an evaluation of this site and alternative sites in relation to the sustainability objectives of the Plan and I am satisfied that the allocation of this land will contribute to sustainable development.
75. The policy sets out a list of requirements for the new development, some of which are similar to those relating to Policy DS2 and also appear in subsequent policies. Where the amendments that I have recommended are similar to those in Policy DS2 I have not repeated the reasoning for them in full.
76. Representations on behalf of SBS Ltd and Kier Living, the owners of the site, support this allocation, but make a series of comments regarding the possible effect of the planning obligations on the viability of the proposed development. In particular, they suggest that the requirements to contribute substantially towards the provision of the

new secondary school and a medical centre may reduce the ability to contribute to affordable housing and to other community infrastructure. To address these concerns they suggest that there is a need for some additional flexibility within the policy.

77. The first concern relates to the amount of residential development. The representations also seek some flexibility that would enable the requirements for the provision of the new secondary school and health centre to be given priority within the list of potential planning obligation requirements, including the provision of affordable housing if there is a question over the viability of the development.
78. These concerns reflect the general points that I have made about both the scale of development and planning obligations. It will be essential to determine both the precise amount of development and the scope of the planning obligations that it will be subject to in the context of a planning application. There is no explicit justification for the number of 400 houses that is specified for the site in terms of density or particular site considerations. Some flexibility around the number of dwellings is therefore necessary, particularly as the provision of sufficient funding to facilitate the new secondary school and health centre is an essential element of the policy. As in the case of Policy DS2 I have recommended the use of 400 dwellings as a minimum because of the enabling nature of the development.
79. The neighbourhood plan does not address requirements for affordable housing and these will therefore be determined by the local planning authority. Policy H9 of the Uttlesford Local Plan 2005 indicates that UDC will “negotiate on a site by site basis an element of affordable housing of 40% of the total provision of housing on appropriate allocated and windfall sites, having regard to the up to date Housing Needs Survey, market and site considerations.” This policy is clearly drafted to allow some flexibility to enable it to respond to the consideration of the detailed circumstances of individual sites. Moreover, PPG makes it clear that planning obligations for the provision of affordable housing should be applied with some flexibility<sup>10</sup> However, I accept that there is a need to clarify in the policy that some planning obligation requirements will need to take account of the need for the site to contribute to the provision of a new secondary school and medical centre.
80. The representations on behalf of SBS/Keir also suggest that it is overly prescriptive to specify that the accommodation for elderly people should be in the form of bungalows. I accept that suitable housing for the elderly can come in various forms and that the

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<sup>10</sup> PPG Reference ID: 23b-006-20140306

specific requirement for bungalows has not been clearly justified. I have therefore recommended a modification to this requirement that is necessary to meet the basic conditions and is also recommended in relation to several of the other policies relating to the sites proposed for residential development.

81. These representations also suggest that the scale of the landscape buffer with the Flitch Way Country Park needs to be determined in the context of a planning application and I accept the suggested modification of the policy to clarify this.
82. In relation to the 4<sup>th</sup> bullet point regarding the provision of cycleways and footpath links, it is appropriate to require the provision of footpath and cycleway links to the site of the new secondary school and the Flitch Way as an integral part of the development because both locations are immediately adjacent to the site of the proposed development. Moreover, the Primary School is immediately to the north of the site. However, with regard to the provision of cycle path and footpath links to the town centre the same considerations apply as in relation to Policy DS2. The modification of the 6<sup>th</sup> bullet point, relating to adverse effects on residential and community interests and the deletion of the last part of the penultimate paragraph relating to the implementation of a Master Plan are necessary for the same reasons as in Policy DS2.
83. The policy also identifies the site as having potential to contribute to the town's sporting infrastructure in accordance with Policy SOS2 and highlights several site specific features including the relationship with properties west of Buttley's Lane and Folly Farm, the impact on the Conservation Area and the need for an archaeological investigation. The final sentence relating to the safeguarding of the secondary school site simply repeats the first sentence of the policy as modified by my recommendation.
84. **Recommendations**  
**In Policy DS3:**  
**Modify the first paragraph of Policy DS3 to read:**  
**"The site shown in Fig.17 is allocated for the development of a minimum of 400 residential units and a health centre. A site of 14 hectares shown on Figure 18 is protected for the development of a new secondary school."**  
**Delete the first bullet point as it repeats what will be in the first paragraph.**  
**Reword the second bullet point to read: "The development provides for a mixed and balanced community and at least 5% of the residential units across tenure shall be 1 or 2 bedrooms suitable for accommodation for the elderly."**  
**Reword the 4<sup>th</sup> bullet point to read: "It includes the provision of cycleways/footpath links from the development to the primary school, the site of**

**the proposed new secondary school and the Flitch Way and makes an appropriate contribution, through a planning obligation to the provision of cycleways / footpaths from the development to the Town Centre (in accordance with NP policy GA2)”.**

**modify the 6<sup>th</sup> bullet point to read: “be designed to avoid unacceptable harm to the living conditions of neighbouring residents”.**

**After the paragraph ending”...with a buffer running either side of the Flitch Way.” Insert a new paragraph:**

**“These and any other requirements for contributions through a planning obligation will need to take account of the effect on the viability of the development as a whole of the requirement to facilitate the development of the secondary school and medical centre.”**

**Delete the last sentence of the penultimate paragraph.**

**Delete the last sentence.**

#### **Policy DS4: TDA: Land West of Woodside Way**

85. This policy sets out requirements for the development of this very substantial site for 850 units alongside various community facilities There is an inconsistency between the policy and the supporting text regarding the number of houses. The supporting text refers to 790 dwellings whereas the policy refers to 850 dwellings. As in other policies there is a need for some flexibility regarding the scale of development to be consistent with the presumption in favour of sustainable development, but where planning permission has been granted the term “approximately” rather than “a minimum of” is appropriate.
86. This site was granted outline permission for residential development<sup>11</sup> for 790 dwellings subject to the completion of a S106 agreement for the provision of affordable housing and the community facilities referred to in Policy DS4. The justification for the requirements in Policy DS4 is very cursory and makes no reference to the provision of a local centre, the site for a primary school, the provision of a community centre, open space and play space. This does not mean that there is no justification for these requirements; there may very well be. However, it is not within my brief to examine the detailed documentation submitted with the planning application and the response of UDC to it. I must focus on the GDNP and the evidence that has been submitted with it.

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<sup>11</sup> Application ref UTT/13/2107/OP

87. Some of the requirements, where the precise scale of the contribution is not specified, are justified in general terms by other neighbourhood plan policies. It is evident from the scale of the development and from the justification for other neighbourhood plan policies that an appropriate contribution towards these facilities would be necessary but it is not possible to include the specific contributions in the neighbourhood plan without clear justification. Thus for example, while I have no doubt that it is appropriate to require some open space provision as part of a development of this scale I have no evidence to justify 21 hectares of open space, 2 hectares of allotments or a substantial landscape buffer of natural and semi-natural green space to the north and west edges of the allocation. The inclusion of these specific requirements as a condition in the planning permission for the scheme is not sufficient as that evidence has not been included in the justification of the Plan. I am therefore able to accept that a requirement for an appropriate contribution to open space is consistent with the basic conditions but I cannot confirm that there is a requirement for the detailed requirements quoted.
88. The difference between the scale of development in the planning permission and that referred to in Policy DS4 means that I cannot rely on the scale of the contributions specified in the permission. In any event these contributions may be subject to challenge or, if this permission is not implemented, variation as a result of market conditions. Modifications to remove the details of these requirements are therefore necessary to meet the basic conditions.

### **Recommendations**

#### **In Policy DS4:**

#### **Modify the first sentence to read:**

**“The land west of Woodside Way shown on Fig.19 is allocated for approximately 800 dwellings” and amend the supporting text for consistency.**

**Modify the first bullet point to read: “The development provides for a mixed and balanced community and at least 5% of the residential units across tenure shall be 1 or 2 bedrooms suitable for accommodation for the elderly.”**

**Modify the second bullet point to read: “It provides for or makes an appropriate contribution towards the provision of a local centre, pre-school and primary education facilities.”**

**Modify the 4<sup>th</sup> bullet point to read “It includes the provision of cycleways/footpath links from the development to the primary school and the site of the proposed new secondary school and makes an appropriate contribution, through a planning obligation to the provision of cycleways /**

**footpaths from the development to the Town Centre (in accordance with NP policy GA2)”.**

**Modify the 5<sup>th</sup> bullet point to read: “It provides for or makes an appropriate contribution through a planning obligation to the provision of formal and informal open space, associated facilities such as changing rooms and car parking”.**

**Modify the 7<sup>th</sup> bullet point to read: “be designed to avoid unacceptable harm to the living conditions of neighbouring residents”.**

**Delete the last bullet point.**

### **Policy DS5: TDA: Land West of Chelmsford Road (Smiths Farm)**

89. This policy allocates land west of Smiths Farm for the development of 300 housing units and a 70 bed Extra Care Home together with community facilities. It also allocates an area of 2.1 hectares as employment land and for a retail store. There is an inconsistency with the supporting text which refers to 1.7 hectares of employment land. Fig.20 which shows these allocations does not include a key or a scale, though it is evident that the scale is substantially larger than in relation to Policy DS4. Fig.20 also does not include a key to identify the notations on the map.
90. As in the case of Policy DS4 the list of the requirements to be met by this development is extensive and more specific than in relation to other sites. It reflects the requirements for a planning obligation identified in the decision on the outline planning permission, but the justification for the policy provides no detailed evidence to support these requirements. I am therefore unable to confirm that they comply with the basic conditions. Thus for example there is absolutely no evidence to confirm that it is necessary to make the provision of a 70 bed care home a requirement of the policy. It is not mentioned in the supporting text at all. The supporting text for policy DS3 does identify the needs across the district for specialist housing for older people, but that does not explain why the specific provision here has to be part of the development on this site. The fact that it is included in the planning application and the planning permission is evidence that it is acceptable but not that it is a requirement. The same applies to the provision of 1400m<sup>2</sup> of retail floorspace. As in the case of Policy DS4 that is not to say that a justification for these requirements does not exist, but the justification is not made by the Plan. It is not necessary for me to repeat my reasoning with regard to the requirements that are similar or identical to those I have considered in relation to other proposed allocations where similar amendments are necessary to comply with the basic conditions.



## **Recommendations**

### **In Policy DS5**

**Modify the first paragraph to read: “The land west of Chelmsford Road (Smith’s Farm), identified on Fig.20 is allocated for approximately 300 dwellings and 2.1 hectares of employment land. Development may also include a 70 bed care home, as part of the affordable housing provision, and a retail store.**

**Modify the first bullet point to read: “The development provides for a mixed and balanced community and at least 5% of the residential units across tenure shall be 1 or 2 bedrooms suitable for accommodation for the elderly.”**

**Delete the second bullet point**

**Modify the 4<sup>th</sup> bullet point to read: “It makes an appropriate contribution, through a planning obligation to the provision of cycleways / footpaths from the development to the primary and secondary schools, the Town Centre and the Flich Way (in accordance with NP policy GA2).”**

**Modify the 6<sup>th</sup> bullet point to read: “It provides for or makes an appropriate contribution towards the provision of pre-school and primary education facilities.”**

**Delete the 8<sup>th</sup> bullet point**

**Modify the 11<sup>th</sup> bullet point to read: “be designed to avoid unacceptable harm to the living conditions of neighbouring residents”**

**Delete the last sentence of the final paragraph.**

### **Policy DS6: Land West of Chelmsford Road (Smith’s Farm) (Waste Transfer Station)**

91. It was evident from my site visit that the Waste Transfer Station proposed by this policy has been completed and is in operation. There is therefore no need for the policy.

#### **Recommendation**

**Delete Policy DS6**

### **Policy DS7: TDA: Woodlands Park**

92. Woodlands Park is a large allocation for residential development where 769 houses had been completed by April 2013 and planning permission has been granted for a further 842 dwellings. Permission for a further 125 dwellings outside the parish boundary has also been granted. This is included in Fig.22 but the parish boundary is not clearly identified. Although planning permission has already been granted the Plan cannot make proposals outside its boundaries and thus Fig.22 should show the parish

boundary clearly and distinguish the permission outside the boundary from that within it.

93. In the first bullet point the meaning of “a mixed and balanced community” is not defined and thus this element of the policy cannot be clearly applied. With regard to the other criteria to be met by the development it is not clear to what extent planning obligations are in place for the development that has been permitted and similar considerations apply as to the sites that I have already considered.

### **Recommendations**

**Modify the first sentence of Policy DS7 to read:**

**“Land at Woodlands Park (sectors 1-3) shown on Fig.22 is allocated for approximately 850 residential dwellings”**

**Modify Fig.22 to clearly show the parish boundary and to show the development permitted outside the boundary in a different notation. Include a key and a scale.**

**Delete the first bullet point.**

**Amend the second bullet point to read: “It makes an appropriate contribution, through a planning obligation to the provision of cycleways / footpaths from the development to Tesco, the primary and secondary schools and the Town Centre and the B184 (in accordance with NP policy GA2).”**

**Modify the 4<sup>th</sup> bullet point to read: “The development is designed to avoid unacceptable harm to the living conditions of neighbouring residents”.**

**In the final paragraph delete the last sentence.**

### **Policy DS8: TDA: Land at Brick Kiln Farm**

94. The policy provides for the development of 65 dwellings and allocates 9.4 hectares of open space in accordance with a planning permission that has been granted. The area allocated for residential development is included within the Town Development Area and the open space.
95. Similar considerations apply to some of the requirements for the implementation of this development as to those for the other allocated sites. Similar modifications are therefore necessary to meet the basic conditions.

### **Recommendation**

**“Modify the first sentence of Policy DS8 to read: “Land at Brick Kiln Farm shown on Fig.23 is allocated for approximately 65 residential dwellings and 9.4 hectares**

of public open space.”.

**Modify Fig.23 to include a key which identifies the residential and open space areas and include a scale.**

**Modify the first bullet point to read: “The development provides for a mixed and balanced community and at least 5% of the residential units across tenure shall be 1 or 2 bedrooms suitable for accommodation for the elderly.”**

**Modify the second bullet point to read “It makes an appropriate contribution, through a planning obligation to the provision of cycleways/footpaths from the development to the Chelmer Valley and the Town Centre (in accordance with NP policy GA2).”**

**Modify the 4<sup>th</sup> bullet point to read: “The development is designed to avoid unacceptable harm to the living conditions of neighbouring residents”.**

**In the final paragraph delete the last sentence.**

#### **Objective: Designing Developments for Great Dunmow**

#### **Policy DS9: Building for Life**

96. The policy supports the use of the Building for Life Standards which set out deliverable standards for 12 topics relating to the design of new developments. Building for Life is a well-respected set of standards and the NPPF places great emphasis on the importance of good design. However, if the standard is to be used in the determination of planning applications it needs to be clear how it will be applied. The wording of Policy DS12 includes modifications in response to comments from UDC on the Regulation 14 consultation which have reduced the clarity and effectiveness of the Policy.
97. The Council commented that it would not be possible to implement a policy that differs from the approach taken across the district. It is important to respond to this comment as there may well be occasions where local planning authorities have to apply different standards in areas where there are neighbourhood plans, where the relevant policies are clearly justified. This objection cannot be used as an effective veto on neighbourhood plan policies. Neighbourhood plans are only required to be in general conformity with the strategic policies of up to date local plans and paragraph 185 of the NPPF states clearly that “Once a neighbourhood plan has demonstrated its conformity with the strategic policies of the Local Plan and is brought into force, the policies it contains take precedence over existing non-strategic policies.”

98. However, I can only address the policy in the submitted plan. While the Policy provides strong encouragement for the preparation of a Building for Life 12 (BFL12) assessment it does not provide any clear guidance to a decision maker where no assessment is prepared or where a GREEN score is not achieved against the stated criteria. The wording of the Policy confuses the encouragement given to the preparation of a BFL 12 assessment and the encouragement to developments which achieve the desired outcome from the assessment. It is evident that the intention is first to encourage the preparation of an assessment and second to encourage developments which meet the desired outcomes and I have recommended modifications to clarify these different intentions.
99. The evidence base for the Plan as a whole provides a justification for a focus on the issues of: connections, meeting local housing requirements, character and working with the site and its context. BFL 12 provides a well-established and respected way of addressing these and other issues, but where a BFL 12 assessment is not submitted it would be appropriate for applicants to demonstrate in their own way that these important issues for sustainable development are positively addressed.
100. The encouragement for proposals to achieve “as many GREENS as possible” is insufficiently clear to be applied by a decision maker as it does not make it clear what a decision maker should do where these suggestions are not met.
101. I consider that it would be unduly onerous in terms of the presumption in favour of sustainable development for all residential developments to be required to meet these requirements but it would be reasonable to expect this in respect of major applications<sup>12</sup>. The modifications that I have proposed are therefore necessary to meet the basic conditions.

### **Recommendations**

#### **Reword the Policy DS9 to read:**

**“Applicants for major residential development are encouraged to submit a Building for Life 12 (BFL12) assessment in support of the application. A self assessment by developers may be submitted with either a full planning application or reserved matters application in cases where outline permission has been granted.**

**Where a BFL12 assessment is submitted applicants are strongly encouraged to achieve GREEN scores against: criteria 1(Connections), 4(Meeting Local**

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<sup>12</sup> Based on the government definition as a development of 10 dwellings or more

**Housing Requirements), 5 (Character), and 6(Working with the site and its context).**

**Where no BFL12 assessment is submitted the applicant will be required to demonstrate in their own way that the proposed development will contribute to sustainable development having regard to: Connections, Meeting Local Housing Requirements, Character, and Working with the Site and its Context.**

**Policy DS10: The Case for Space**

102. The policy seeks to encourage new development to meet and preferably exceed the minimum space standards set out in the Nationally Described Space Standards published by DCLG in 2015. However, the purpose of the national standards was to avoid the need for a plethora of different local standards. When they were published the Ministerial Statement of March 2015 stated “Planning Update March 2015, Ministerial Statement, section headed Plan Making. “local planning authorities and qualifying bodies preparing neighbourhood plans should not set in their emerging Local Plans, neighbourhood plans, or supplementary planning documents, any additional local technical standards or requirements relating to the construction, internal layout or performance of new dwellings.” While this policy does not introduce new standards it does not provide helpful guidance to a decision maker in the determination of applications and therefore does not meet the basic conditions. The national standards set the minimum requirements, but a failure to exceed them would not be a legitimate reason for refusing an application.

**Recommendation**

**Delete Policy DS10 and supporting text..**

**Policy DS11: Hedgerows**

103. The policy aims to encourage the use of hedgerows to assist biodiversity and provide attractive living spaces in residential developments. While I accept that hedgerows can make a major contribution and it is appropriate to encourage them, I am not persuaded that they would be necessary or appropriate in all developments of 10 dwellings or more. Much will depend on the style and density of the development and its context. A minor modification to provide for an element of flexibility is recommended.

**Recommendation**

**In Policy DS11 insert “where appropriate” after “...ensure that”.**

**Policy DS12: Eaves Height**

104. Policy DS12 aims to preserve and enhance the positive aspects of the character of Great Dunmow and identifies one element of this to be the predominance of two-storey buildings in terms of eaves height. This type of policy can be too rigid to be consistent with the presumption in favour of sustainable development but here it is phrased with sufficient flexibility to allow exceptions to this general rule where this would be acceptable in relation to the existing character of the vicinity. However, the last sentence of the supporting text referring to the alignment of buildings parallel to the road is phrased as a policy. There is no evidence to support it and it would not carry weight as it is not part of the policy. It should therefore be deleted to avoid ambiguity.

**Recommendation**

**Delete the last sentence of the supporting text for Policy DS12.**

**Policy DS13: Rendering, Pargetting and Roofing**

105. The policy relates to the external materials to be used on new dwellings and offers support for the use of pargetting using traditional Essex and Great Dunmow themes. The policy is consistent with the support for the promotion of local distinctiveness in paragraph 60 of the NPPF and meets the basic conditions.

**Policy DS14: Integration of Affordable Housing**

106. This policy seeks the effective integration of affordable housing in new developments and to ensure that it has the same level of accessibility as market housing. This aim is consistent with sustainable development. I am uncertain as to the precise meaning of the last line of the policy. It does not seem to add anything to the earlier requirements and it is not clear to me how it would be applied. The deletion of this part of the Policy is therefore necessary to meet the basic conditions.

**Recommendation**

**in Policy DS14 delete "...and must be catered for to the same level of accessibility as the private units."**

**Policy DS15: Local Housing Needs**

107. The policy aims to ensure that major new housing developments provide a choice of housing needs. It identifies the specific needs for two or three bedroom houses and for 5% of developments of over 20 units to be bungalows. It is entirely appropriate to influence the type of housing in order to meet local needs. The needs related to

houses of two or three bedrooms are supported by the West Essex and East Hertfordshire Strategic Housing Market Assessment and the policy quite rightly recognises that these percentages may, at some point, need to be changed on the basis of a more up to date assessment. However, the requirement for bungalows is expressed very precisely and without clear justification. It is based on a recommendation from the Uttlesford Housing Strategy 2012-2015 that such a policy should be included in the emerging Uttlesford Local Plan. However, it is unclear what the justification was and it is expressed very precisely with no provision for either more or less than 5% of the dwellings to be bungalows. There is clear evidence of a need for housing for the elderly, but this may take various forms and need not necessarily consist of bungalows. I find no adequate justification for the proportion of new housing development that should be bungalows to be specified.

#### **Recommendation**

**In Policy DS15 delete “5% on all schemes above 20 units are to be bungalows.”  
And replace with “At least 5% of dwellings on all schemes of over 20 units  
should be 1 or two bedroom dwellings suitable for the elderly.”**

#### **Topic: Landscape Setting and Character**

#### **Objective: Landscape Setting and Character**

108. The objective sets out the general intention to protect and where possible enhance the landscape setting and character in order to maintain the identity of the town.

#### **Policy LSC1: Landscape, setting and Character**

109. This policy aims to ensure that all new developments take account of: their context, the character of Great Dunmow as a whole and the approaches to it in particular. It connects with Policy DS9 in seeking proposals that score “Green” against criteria 5 and 6 in the BFL12 assessment. Achieving this would certainly help to ensure compliance with the aims of the Policy, but Policy DS9 encourages rather than requires a BFL12 assessment and it would be inconsistent and unduly onerous to require one here. A modification to clarify this is necessary to meet the basic conditions. The policy also sets out the basic approach to be taken where a landscape character assessment is required. Subject to the modification I have suggested, I am satisfied that it meets the basic conditions.

#### **Recommendation**

**In Policy LSC1: delete the third bullet point and replace with a new line below the**

**bullet points “A green score against criteria 5 and 6 in a Building for Life (BfL12) Assessment will help to demonstrate compliance with these aims.”**

**Policy LSC2: Important Views**

110. Policy LSC2 identifies 8 important views around Great Dunmow and aims to prevent development that would adversely affect these views. Development falling within these views would be expected to be accompanied by a Visual Impact Assessment. The policy is a helpful way of defining and protecting the landscape and townscape features that help to define the distinctive character of the town. The policy is phrased so as not to preclude development that would affect these views and thus allows for the potential for development and buildings to have a positive effect. However, it does not allow for the benefits of any development to outweigh the harmful visual effect. Thus, as currently phrased, any harmful effect, however small, would require the proposal to be refused. To be consistent with the presumption in favour of sustainable development there needs to be provision for such a balancing exercise.
111. The supporting text to the policy refers to view cones being defined on the map. However, I found the map difficult to interpret as it does not show a view cone but an arrow pointing to a location without any indication of the direction of the view. It is not clear to me whether the photographs, which are not very clear in some instances, are intended to define the scope of the view or simply indicate the nature of it. Policies for development in the countryside already provide substantial protection from development and it is not appropriate in terms of the presumption in favour of sustainable development to use a policy to protect views to add a further layer of protection to wide swathes of countryside on the periphery of the town. Thus the scale and direction of the view must be clearly defined. In several cases the photographs do not reveal any distinctive features. In the case of view 4 it is not clear whether the view is to the west or the east. If it is to the west it appears that the recent planning permission may well have the effect of changing the view to the extent that the validity of the policy is seriously compromised. If it is to the east this is a view that is not readily available because of the high hedge to the east of St Edmunds Lane. The description of the view as “a rural landscape” is not sufficiently distinctive to merit special protection in this way. The latter point also applies to view 5 where the nature of the view and the description do not convey any clear reason for the view to be distinguished from other views of the countryside. It also appears to me that the recent planning permission south of Ongar Road will have the effect of profoundly changing the character of view 7. The modifications I have recommended below are to reflect



the points I have made and thus enable the policy to meet the basic conditions.

### **Recommendations**

**At the end of the first sentence of Policy LSC2 add “unless the harm can be effectively mitigated or is clearly outweighed by the benefits of the development proposed”**

**Delete views 3,5 and 7**

**Modify Fig.29 to clearly show the direction and scope of the view to be protected and delete views 3, 5 and 7.**

**Delete references to views 3, 5 and 7 in the supporting text.**

### **Policy LSC3: The Chelmer Valley**

112. The policy identifies the very distinct contribution that the Chelmer Valley makes to the setting and character of Great Dunmow and seeks to protect its distinctive features. The Briefing Paper referred to in the supporting text provides clear justification for the policy and highlights the sensitivity of the valley to potential change. The policy provides for the possibility of exceptions to the policy for essential utility works in terms similar to those I have recommended for Policy LSC2. However, there may be other potential developments compatible with the open space and recreational uses of the valley which would contribute to sustainable development and the scope for exceptions needs to be widened to include these, in order to meet the basic conditions relating to the presumption in favour of sustainable development. The policy refers to “The Proposals Map”, but I cannot identify this and I believe the reference should be to Fig.31.

### **Recommendation**

**In Policy LSC3 delete “Proposals Map” and insert “Fig.31”.**

**After “...essential utility works” insert “and other development related to or compatible with the open space and recreational uses of the valley.”**

### **Policy LSC4: Local Green Space**

113. The policy identifies 11 locations for designation as Local Green Spaces in accordance with paragraph 76 of the NPPF. While referring to this paragraph the reasoned justification does not explicitly address the relationship of these spaces to the very specific criteria in paragraph 77 of the NPPF. These require that the space should be:
- reasonably close to the community that it serves
  - demonstrably special and hold a particular significance

- local in character and not an extensive tract of land

I visited all of these spaces on my visit and I have considered them in this way.

114. 1) Parsonage Downs Parsonage Downs is a very distinctive open space on the northern approach to the town. It is clearly special to the community because of its visual significance, its recreational value and its relationship with the listed buildings that border it. It is quite appropriate for Local Green Space designation.
115. 2) St Mary's Church Riverside Walk This is a small garden close to the church which has been created by the community. It offers a peaceful and secluded area with a very distinct character and is appropriate for this designation.
116. 3) Recreation Ground The Recreation Ground is a relatively large area running along the Chelmer Valley to the east of Great Dunmow and as such will enjoy the protection offered by policy LSC3. At the northern end it has a relatively formal character with sports pitches and a pavilion while at the southern end it is of more significance as a riverside walk and for informal recreation. It offers a convenient pedestrian route between the town and the development off St Edmunds Lane. It could be argued that it is too extensive an area for designation as Local Green Space, but it is all closely related to the community it serves and plays a special part in defining local character. It could easily be identified as two or three adjoining spaces each with its own character, but in my judgement this would serve no useful purpose and I am satisfied that the area as a whole is appropriate for Local Green Space designation.
117. 4) Doctor's Pond and Talberds Ley These two adjoining spaces close to the centre of the town are a major asset to the town. The south facing grassland sloping down to Doctor's Pond forms an ideal recreational space and relates attractively to the town centre and the surrounding development on the Downs. It entirely meets the criteria for Local Green Space.
118. 5) Newton Green Newton Green is a relatively large area of amenity space which is surrounded by residential development in Newton Green. It is clearly integral to the design concept of the development and is evidently important as a play space. It is entirely appropriate as a Local Green Space.
119. 6) Area off Stortford Road This is an attractive area of grassland with mature trees adjacent to the junction of Stortford Road and the B1256. It is screened from the road by shrubs and trees and it is a surprising and attractive space of particular importance to the residents of the dwellings that border it to the north. I am satisfied that it meets

the criteria for a Local Green Space. However, there appears to be a conflict between this policy and Policy HSTC2 relating to a possible coach park on part of the site. As Local Green Spaces are intended to be capable of enduring beyond the plan period this is clearly a conflict that must be resolved, and my consideration of Policy HSTC2 suggests that this should be by the deletion of the proposal for a coach park.

120. 7) Allotments This is a substantial area of allotments that it is evidently very well used. It is clearly an important facility that is well related to the area it serves and is appropriate for Local Green Space designation.
121. 8) Scout Grounds This is a relatively small rectangular site adjacent to the recreation ground but also easily accessible on foot from the town centre. It effectively provides a facility within the town for outdoor activities, which are more normally pursued in a rural setting. It is clearly a very valuable asset for the community and appropriate for Local Green Space designation.
122. 9) Lime Tree Hill. This wide verge strip of verge with mature trees occupies a prominent position at the junction of the B1008 and the B1057, which connects the main built up area with Church End. It lies to the north of the recreation ground and contributes significantly to the green and spacious character of the northern approach to the town. I am satisfied that it meets the criteria for Local Green Space.
123. 10) Lower Mill Field This is a small but important green space adjacent to a children's play area in a part of the town where there is relatively little green space. It is appropriate for Local Green Space designation. The scale of the map in relation to this space means that it is not possible to define its extent from the map, and a larger inset map is necessary to enable decision makers to apply the policy consistently and thus meet the basic conditions.
124. The sites for Local Green Space designation have been very carefully selected and all meet the appropriate criteria. The policy in relation to development on these Local Green Spaces is also appropriately worded as it allows for development which is consistent with the function of the site where the benefit outweighs any harm.

#### **Recommendation**

**In Fig.32 insert an inset at a larger scale to clearly identify the extent of the Lower Mill Field Local Green Space.**

**Objective: Assets of Community Value**

**Policy LSC5: Assets of Community Value**

125. The objective sets out the importance of Assets of Community Value and the intention to protect them. The supporting text lists Assets of Community Value that have been identified by GDTC and approved by UDC. The policy supports development that would enhance the community value of an Asset of Community Value and resists development that would result in the loss of or harm to one unless it can be demonstrated that the operation or community value of the asset is no longer viable. In some cases, the policy provides a double layer of protection as some Local Green Spaces are also identified as Assets of Community Value. I am satisfied that the policy meets the basic conditions.

**Objective: The Historic Environment**

126. There are no policies relating to the historic environment so the Plan relies on the national and local plan policies to protect it. There is however a position statement committing the Town Council to protecting and maintaining the historic assets of the town.

**Objective: The Flitch Trials**

127. Again there is no policy relating to the Flitch Trials but supporting text describes their significance in terms of the town's identity and a position statement commits the Town Council to supporting the trials.

**Topic: The Natural Environment**

**Objective: Biodiversity and Nature**

128. This objective aims to maintain and enhance the biodiversity of Great Dunmow and the countryside around it.

**Policy NE1: Identified Woodland Sites**

129. The woodlands around Great Dunmow make an important contribution to the setting of the town and this role will become even more important as the substantial development envisaged during the plan period is completed. The policy aims to protect 9 areas of ancient woodland and their settings by ensuring that only development that contributes to their biodiversity and the value of their setting is

permitted. I am satisfied that the policy is entirely consistent with the support in the NPPF for protection of the natural environment and the maintenance of biodiversity and is consistent with the basic conditions. There is however a need for the sake of clarity to link the policy with the sites identified on Fig.34.

#### **Recommendation**

**Amend the beginning of the second sentence of Policy NE1 to read “The sites identified in Fig.34, and their settings are to be protected....”**

**On Fig.34 indicate the scale of the drawing.**

#### **Policy NE2: Wildlife Corridors**

130. This policy identifies three wildlife corridors on the fringes of Great Dunmow and seeks to enhance them by seeking additional tree corridors or water bodies to help connect the woodland with the open space network, as part of new development proposals or to be secured through section 106 agreements. The wildlife corridors are shown diagrammatically on a reduced version of Fig.9 and the Flitch Valley corridor to the south of the town in particular passes through some of the sites for major development. However, it does not suggest constraints on development, rather that the potential to enhance the wildlife of these corridors as part of the development is taken. This policy is also compliant with the approach of the NPPF to biodiversity and I am satisfied that it meets the basic conditions.
131. The policy refers to the map overleaf, when it is in fact next to the policy. However, the reproduced and reduced Fig.9 is at too small a scale to be easily read. These issues are addressed in my recommendations below.

#### **Recommendations**

**In the first paragraph of Policy NE2 amend the last sentence to read “Wildlife corridors are identified on Fig.9, reproduced below (or overleaf if that is the case)”.**

**Replace the reduced version of Fig.9 with the full scale version on P29.**

#### **Objective: Trees**

132. This objective identifies the importance of trees in making Great Dunmow a green and pleasant place to live and work in. It stresses the importance of planting the right trees in the right places and aims to make Great Dunmow a town of tree lined avenues and landscaped open space.

### **Policy NE3: Street Trees on Development Sites**

133. Policy NE3 aims to encourage the planting of street trees in new developments and to ensure that the species chosen are appropriate for the location. It sets out criteria to be taken into account in selecting trees. This is a thoughtful policy which is backed up by evidence from the Town Design Statement on the need for tree planting in new developments and by informed advice on the types of tree that may well be suitable. The last sentence requires consultation with local wildlife groups in the choice of trees, but this does not comply with the statement in paragraph 189 of the NPPF which makes it clear that developers may be encouraged but not required to engage with the community in developing their proposals. Subject to modification to reflect this I am satisfied that the policy meets the basic conditions.

#### **Recommendation**

**Delete the last paragraph of Policy NE3 and insert into the supporting text after “...optimum for street planting in Great Dunmow” “Developers are encouraged to consult with local wildlife groups in selecting the types of tree that may be most appropriate for their development and may expect the Town Council to put them in touch with these groups on request.”**

### **Policy NE4: Screening**

134. This policy sets out a similar approach to that in Policy NE3 to the development of proposals for tree planting in open spaces or to provide tree screens. I am satisfied that it meets the basic conditions subject to the same modification as that proposed for Policy NE3 regarding consultation with local wildlife groups.

#### **Recommendation**

**Delete the last paragraph of Policy NE3 and insert into the supporting text after “...optimum for open spaces and shielding in Great Dunmow.” “Developers are encouraged to consult with local wildlife groups in selecting the types of tree that may be most appropriate for their development and may expect the Town Council to put them in touch with these groups on request.”**

### **Topic: Sports and Open Spaces**

#### **Objective: Sports and Open Spaces**

135. The objective aims to support the sporting community and to provide sufficient facilities in terms of quality and quantity for training for local clubs. It aspires to making the

quality of facilities part of Great Dunmow's identity.

**Policy: SOS1: Identified Sports' Facilities**

136. The policy identifies the main sports facilities in the town and indicates that proposals which would cause the loss of any of these will be refused unless alternative provision of the same quality is secured. It also seeks to ensure that sports fields are designed to support biodiversity and wildlife corridors. I am satisfied that the aims of the policy are consistent with the basic conditions and in particular with paragraphs 73 and 74 of the NPPF. There is no clear cross reference to Fig.35 and the wording of the first sentence of the second paragraph does not appear to make grammatical sense. Modifications are therefore necessary to make sure that the policy can be applied clearly and consistently.

**Recommendations**

**In the first sentence of Policy SOS1 delete "the following" and after "...sporting assets" add "listed below and shown on Fig.35, unless alternative provision of the same quality and in a suitable location is secured. Where it is not practical to provide replacement facilities immediately temporary provision will be sought." Continue with the list and the last sentence.**

**Policy: SOS2: Sporting Infrastructure Requirements**

137. The supporting text for this policy describes the existing shortage of sporting facilities in Great Dunmow and sets out the importance of new facilities having regard to the substantial increase in the population of the town that is envisaged. The importance of good quality sports facilities as a component of the quality of life for residents of the town is given high priority. On the basis of this evidence the policy requires proposals for new residential development to be accompanied by an assessment of need for additional sports provision and for identified need to be met through financial contributions or as an integral part of the development.
138. I have already referred to the statutory tests for contributions through planning obligations. While it is entirely appropriate for contributions to be sought to meet needs directly related to the new development, contributions may not be sought to meet existing deficiencies. That would not meet the test of being "fairly and reasonably related in scale and kind to the proposed development".
139. It would also be unreasonably onerous for developers to assess the existing provision within the Great Dunmow Neighbourhood Plan Area for each proposal. It may well be

that the local planning authority may wish to take account of this in determining the appropriate form that a contribution should take. For example, the provision of a site for a new facility, that is needed because of an existing deficiency, or a contribution towards it, may be the appropriate way of responding to the additional need generated by the development. As presently worded the policy suggests that any need identified should be met by the new development. This is clearly not justifiable as it would not for instance be reasonable to expect a housing development of 31 dwellings to provide a new swimming pool. If the Community Infrastructure Levy is introduced, the Town Council will be able to decide whether it wishes to use the levy to provide additional sports facilities and Position Statement SDA-B places a high priority on sports facilities in this regard.

140. There is no clear justification for the threshold of 30 dwellings for this policy. In response to comment from UDC the Consultation Statement suggests that the policy should apply to major residential proposals. This would reduce the threshold to 10 dwellings but would be less arbitrary. The last sentence of the policy is simply a statement and not a policy. Some modification of the policy is necessary to address the points I have raised in order to satisfy the basic conditions.

**Recommendation**

**In Policy SOS2:**

**Reword the first paragraph to read: "Proposals for major residential development will be required to be accompanied by an assessment of the need for additional sports provision that would be generated by the new development. Where additional need is identified it should be met through a planning obligation, where the legal requirements are met, or, where appropriate, as part of the development scheme.**

**Delete the second bullet point.**

**Delete the final sentence.**

141. The policy is followed by position statement SOS-A which commits the Town Council to seeking the provision of a new swimming pool on the site of the proposed secondary school.

**Objective: Children's Play Space**

142. This objective aims to ensure that Great Dunmow is served by adequate good quality children's play space within easy walking distance of residents.



### **Policy SOS3: Children's Play Space**

143. Under this policy, proposals which would damage the usability of children's play areas would be rejected. The policy does not identify any exceptions and is thus too rigid to meet the presumption in favour of sustainable development. A modification which would permit change where replacement or mitigation of any harm are provided would overcome this. Direct reference to the map is required for clarity.

#### **Recommendation**

**Reword Policy SOS3 to read: "Development proposals will be rejected which damage the usability of the children's play areas identified in Fig.38 unless appropriate mitigation or the provision of replacement play space in a suitably accessible location ensures that the amount and standard of play space is not diminished."**

### **Objective Cemetery Space**

144. The objective aims to maintain an adequate supply of cemetery space.

### **Policy SOS4 Cemetery Space**

145. This policy allocates land owned by the Town Council as burial space. The policy is consistent with the basic conditions but direct reference to the map is necessary for clarity. The policy also refers to cremations, which is misleading as it is I believe intended to refer to the burial of ashes, rather than cremations. The term "burials" is sufficient for this purpose.

#### **Recommendation**

**In Policy SOS4 replace "the map below" with "Fig.39". Delete "and cremations".**

### **Objective Allotments**

146. The objective aims to protect and manage allotments for the community and is supported by a position statement which would welcome additional allotments.

### **Topic: Getting Around**

#### **Objective: Footpaths and Bridleways**

147. The objective aims to achieve an integrated network of footpaths and bridleways that serves the town and its surroundings and to maintain and enhance them.

### **Policy GA1: Core Footpath and Bridleway Network**

148. The justification for this policy highlights the issue of a lack of continuity of footpaths in and around the town that reduces their effectiveness. It explains the priority attached by the community to this issue and the importance of taking opportunities presented by new development to upgrade the network.
149. The policy requires all development proposals to retain existing footpaths and bridleways and connect them to the green infrastructure network; it also expects development to create or enhance identified improvements to the footpath and bridleway network. The policy complies with the strong emphasis in the NPPF on improving opportunities for pedestrians. I am satisfied that the policy meets the basic conditions except that, as I have explained in relation to earlier policies, the policy cannot require pre-application consultation. However, encouragement for it is entirely appropriate in the supporting text. The second paragraph of the policy refers both to Fig.40 and to “the map below”. I have established that the two references are to the same map. (See e mails in Appendix 2) In the final sentence the term “strategic development proposals” is used and this needs to be defined so that it can be applied consistently.

#### **Recommendations**

**In Policy GA1 delete “Consultation with Great Dunmow Town Council and other relevant stakeholders, such as the Flitch Way Action Group must be undertaken prior to submission of the planning applications” and insert in the supporting text after “...delivery of these routes” and consultation with them prior to the submission of planning applications is encouraged.”**

**Insert of the following words in the penultimate paragraph on page 112 after “...of these routes.” “Consultation on this issue prior to the submission of planning applications with Great Dunmow Town Council and other relevant stakeholders, such as the Flitch Way Action Group and Essex County Council is strongly encouraged.”**

**In the second paragraph of the policy delete “(the routes preferred by the Flitch Way Action Group and this Plan are illustrated on the map below)”**

**The term “strategic development proposals” needs to be defined either in the supporting text or in the glossary.**

### **Policy GA2”: Integrating Developments (Paths and Ways)**

150. This policy aims to achieve the integration of new developments with the footpath network with provision for cyclists. It complements policy GA1 by making provision for additions to the footpath network. It is consistent with the basic conditions subject to some minor amendments. The first sentence is worded in such a way that integration with the footpath network is the only consideration for development proposals. For clarity this needs to be amended. Also as in relation to previous policies the last paragraph is contrary to the NPPF but encouragement for such pre-application consultation could be included in the supporting text.

#### **Recommendation**

**Reword the first sentence to read “Development proposals will be expected, wherever possible, to be linked and well integrated with the surrounding footpath and bridleway network”.**

**Delete the last paragraph and insert in the supporting text before the final paragraph on p115:**

**“Developers are encouraged to seek advice from the various organisations in Great Dunmow with an interest and expertise in footpath, cycleway and bridleway provision when deciding how and where to locate rights of way in their plans. Developers may expect the Town Council to put them in touch with these groups on request.**

#### **Objective: Public Transport**

151. The objective is simply for Great Dunmow to be served by a public transport network that is regular, frequent and serves a wide range of destinations. It is supported by a position statement which commits the Town Council to working with bus operators and stakeholders to achieve the objective.

### **Policy GA3: Public Transport**

152. The policy requires the integration of new development into the local bus network and makes provision for developer contributions to achieve this. The latter statement needs some qualification as this will only be possible where the conditions for planning obligations are met.

#### **Recommendation**

**In Policy GA3 after “...will be sought” insert “where appropriate”.**

**Topic: The High Street and Town Centre**

**Objective: High Street Vitality**

153. The objective is to ensure that the High Street remains a vibrant shopping centre for the community and to achieve this new shopping development will be focussed on the Town Centre. It is supported by a position statement that commits the Town Council to supporting a range of quality independent shops.

**Policy HSTC1: Uses and Variety**

154. The policy is positively worded permitting changes of use, where planning permission is required, from A1 (retail) to other class A uses subject to limitations to ensure that a minimum of 35% of the frontage remains in class A1 use and that no more than 5% of the primary retail frontage and 10% of the secondary retail frontage is in A5 (hot food takeaway use). As UDC pointed out in its consultation response there is no definition of what constitutes the primary and secondary shopping frontages and this is necessary for the policy to be capable of implementation. The response to this comment states that this definition is now available but it is not included in the plan.
155. The policy acknowledges that some of the changes of use referred to are now permitted development under the General Permitted Development Order 2015 (GPDO). These include Class A1 to classes A2 and A3. In some cases, there are limitations within the GPDO which would bring these changes of use within planning control under certain circumstances and the SEA refers to the possibility of Article 4 directions being introduced to remove permitted development rights. While the deliverability of the policy may be limited by the permitted development rights the policy as phrased is consistent with the basic conditions.

**Recommendation**

**In Policy HSTC1 insert after the second bullet point “(primary and secondary shop frontages are defined in Fig.44)”.**

**Insert a new Fig.44 defining the primary and secondary shopping frontages.**

156. Under this policy there is a position statement committing the Town Council to ensuring that routes within the town centre for all modes of transport are maintained and signed, planned and designed to support the vitality of the town centre.

## **Policy HSTC2: Coach Park**

157. The supporting text identifies the need for a coach park to support the role of Great Dunmow as a destination for visitors. The policy sets out criteria to be met by proposals for a coach park. The policy also indicates support for a Park and Ride car park within the same site if it meets the same criteria. There is no evidence to support the need for or viability of a Park and Ride site and the site referred to would not be suitable for park and ride in that a coach park is required to be within walking distance of the town centre and a Park and Ride site by definition requires a bus ride to the town centre. Subject to the deletion of reference to Park and Ride the policy meets the basic conditions.
158. Fig.44 illustrates a possible site for a coach park at the junction of Stortford Road and the B1256. However, this site covers part of one of the sites proposed as a Local Green Space. A site which it is intended should remain as a Local Green Space beyond the plan period clearly cannot be a potential coach park. If the Local Green Space designation was modified to exclude the potential coach park it would greatly change the character of the Local Green Space as it would remove the screening from the road offered by the extensive planting on the potential coach park site. Moreover, the size and shape of the possible site is so limited that it is by no means clear that adequate access and manoeuvrability for coaches would be possible. The conflict of this site with the Local Green Space policy means that its identification is not consistent with sustainable development.
159. The policy is supported by a position statement committing the Town Council to seek to develop a coach park. There are further position statements where the Town Council states intention to support the market in Great Dunmow and to generally promote the improvement of the Town Centre.

### **Recommendations:**

**In Policy HSTC2 delete the last sentence relating to Park and Ride.**

**In the supporting text delete the last paragraph on page 121 and delete Fig.44.**

### **Topic: The Economy**

#### **Objective: Economic Development**

160. The objective aims to increase the employment base of Great Dunmow and to reduce out commuting from the town. It aims to ensure that the transport, employment space

and infrastructure will support this.

### **Policy E1: Employment Land**

161. The policy supports the provision of employment opportunities subject to criteria relating to adequate access, not being detrimental to the environment and other policies in the plan. As currently phrased, the policy does not clearly relate to the development and use of land but a minor modification will address this and enable it to meet the basic conditions.

#### **Recommendation**

**In Policy E1 reword the first line to read “The development of land and premises to provide employment opportunities will be supported and encouraged subject to:..”**

### **Policy E2: Loss of Employment Land**

162. This policy seeks to prevent the loss of employment land to other uses and to improve the appearance and pedestrian access to employment sites. The policy implicitly acknowledges through the use of “where planning permission is required” that in some cases changes of use from employment to other uses are permitted development. It is also consistent with the requirement of paragraph 22 of the NPPF not to protect sites for employment where there is no realistic prospect of the site being used for the allocated use. I am satisfied that the policy meets the basic conditions.

### **Topic: Healthcare, Education and Infrastructure**

#### **Objective: Healthcare**

163. The objective is that Great Dunmow should have healthcare facilities that are of sufficient standard and capacity and appropriately located to provide healthcare for the growing and aging population of the town.

### **Policy HE1: Medical Facilities**

164. The supporting evidence highlights the inadequate existing capacity in healthcare services in Great Dunmow at present and the absence of any firm plans to provide medical services for the growing population of the town. It also refers to the top priority for improved medical facilities that was shown in response to public consultation. The policy sets out criteria for the location of new medical facilities. The criteria meet the basic conditions except that the last one related to the internal arrangement of any

building is clearly a matter for the Care Commissioning Group and the health service that would use the premises and is therefore too prescriptive to be compliant with the basic conditions.

### **Recommendation**

**In Policy HEI1 delete the last bullet point: Medical Facilities**

### **Objective: Education**

165. The objective is that the town will have sufficient and well located educational facilities to serve the town and that it will become a centre of educational excellence.

### **Policy HEI2: Secondary School Provision**

166. The justification for the policy highlights the need for additional provision to meet the needs of the expanding population and sets out criteria for the location or extension of secondary school premises. The criteria are consistent with sustainable development and the other basic conditions.

### **Policy HEI3: Primary School Provision**

167. The policy sets out criteria for the provision of new primary schools. The criteria are similar to those for secondary schools and comply with the basic conditions.

### **Policy HEI4: Conversion to Educational Use**

168. The supporting text identifies the potential for changes of use of existing buildings to provide educational capacity, possibly in the form of Free Schools. The policy sets out criteria which are similar to those for primary and secondary schools with additional criteria relating to the protection of the character of any listed buildings that may be affected and compliance with minimum standards for indoor and outdoor space. The policy complies with the basic conditions.

### **Objective: Infrastructure**

169. The objective is that the physical and social infrastructure of Great Dunmow will be sufficient to meet the needs of its growing population. There is no policy relating to this objective, but there is a position statement expressing the Town Council's intention to support UDC and other authorities in planning for and delivering the necessary infrastructure.

## Summary and Referendum

170. The Great Dunmow Neighbourhood Plan has been a very large undertaking for the Town Council and the volunteers who have served on the Steering Group. It is evident that the town is set to grow rapidly over the plan period as a result of planning permissions that have already been granted and the allocations made in the Neighbourhood Plan. The Plan has been positively prepared recognising the need for this new development and focussing on ensuring that it is delivered in a way that will be sustainable and will contribute to rather than harm the quality of life in the town.
171. The Plan recognises that in some respects decisions have already been taken and that in others it will have limited influence. However, it has taken a comprehensive view of the issues that are important to the community and developed thoughtfully worded policies that take account of the legislative context. The very substantial SEA that has accompanied the Plan has been helpful in demonstrating the effect of the policies in the Plan and the alternatives that have been considered. It is also evident that there has been a very strong commitment to public consultation and that a substantial level of engagement has been achieved.
172. I have found it necessary to recommend some modifications to the policies of the Plan in order to meet the basic conditions. Many of these are to make the policies sufficiently clear to enable them to be used effectively in decision making. I have also recommended a small extension of the Town Development Area in response to representations received at the s16 as its exclusion appears to me unjustified in terms of the presumption in favour of sustainable development.
173. I have also found it necessary to recommend several modifications because parts of the policies have not been supported by adequate justification. These relate mainly to some of the specific requirements under the proposed sites for residential development where there are elements of precision or detail which appear somewhat arbitrary and may well preclude other options which would comply with the presumption in favour of sustainable development. In preparing the Plan GDNPSG has assembled a large evidence base, notably a series of detailed briefing papers prepared by Easton Planning. However, the Plan does not draw on this evidence base as much as it could have to provide a reasoned justification for some aspects of the policies.
174. Some of the modifications relate to the specification of a precise number of dwellings. Others to requirements for the layout of sites or contributions to the provision of open space and other community infrastructure. This does not mean that these elements of the policy cannot be justified, but without appropriate supporting evidence I cannot



confirm that these requirements of the policy meet the basic conditions. I have also found that many of the maps in the Plan are not clearly enough presented to be unambiguous and the varying scales make them difficult to interpret.

175. Several of the policies seek to place a requirement on developers to consult the Town Council and other local organisations prior to the submission of planning applications. This is undoubtedly good practice but the NPPF makes it quite clear that it cannot be required.

176. Notwithstanding these concerns, most of the policies comply with the basic conditions and I have concluded that, if the modifications that I have recommended are made:

The Great Dunmow Neighbourhood Plan has been prepared in accordance with Sections 38A and 38B of the Town and Country Planning Act 1990 and the Neighbourhood Planning Regulations 2012;

Having regard to national policies and advice contained in guidance issued by the Secretary of State it would be appropriate to make the Plan;

The making of the Plan would contribute to the achievement of sustainable development;

The making of the Plan would be in general conformity with the strategic policies of the development plan for the area;

The Plan would not breach and would be otherwise compatible with European Union obligations and the European Convention on Human Rights.

**177. I am therefore pleased to recommend that the Great Dunmow Neighbourhood Plan should proceed to a referendum subject to the modifications that I have recommended.**

178. I am also required to consider whether or not the referendum area should extend beyond the Neighbourhood Plan Area. The whole of the parish of Great Dunmow and I have seen nothing to suggest that the policies of the Plan will have “a substantial, direct and demonstrable impact beyond the neighbourhood area”.<sup>13</sup> **I therefore conclude that there is no need to extend the referendum area.**

Richard High 16 June 2016

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<sup>13</sup> PPG Reference ID: 41-059-20140306

## Appendix 1: e mails relating to clarification of distribution of consultation material

Dear Richard

I have spoken with Caroline and she has informed me that the leaflet referred to in relation to the first phase of pre-submission is Appendix U in the Consultation Statement.

The link below will take you to the Dunmow Broadcast article regarding the first phase of pre-submission consultation:

[http://www.dunmowbroadcast.co.uk/news/time\\_to\\_have\\_your\\_say\\_on\\_the\\_future\\_of\\_great\\_dunmow\\_1\\_3725350](http://www.dunmowbroadcast.co.uk/news/time_to_have_your_say_on_the_future_of_great_dunmow_1_3725350)

Kind regards

Hannah

**From:** Richard High [<mailto:richardhigh5@btinternet.com>]  
**Sent:** 10 May 2016 16:42  
**To:** Hannah Hayden  
**Cc:** Caroline Fuller  
**Subject:** RE: Great Dunmow NP

Dear Hannah

My apologies for returning to the detail of the consultation arrangements. Further to the e mail from The Town Clerk, I should be grateful for a little more clarification. Would it be possible to see the leaflet referred to in relation to the first phase of pre-submission consultation and the sheet which was hand delivered to all households at this stage if this is a different document.

In relation to the second phase I have already asked about the distribution of the leaflet at Appendix Y, it would also be helpful to see the issue of the Dunmow Broadcast referred to at both stages.

Regards

Richard

**From:** Hannah Hayden [<mailto:hhayden@uttlesford.gov.uk>]  
**Sent:** 09 May 2016 16:18  
**To:** [richardhigh5@btinternet.com](mailto:richardhigh5@btinternet.com)  
**Subject:** FW: Great Dunmow NP

Dear Richard

Please see email below from the Clerk. If you have any further questions please let me know.

I have been given all the documents in the evidence base that you stated you may need. There are 2 box files, do you wish me to send them to you or would you rather wait and request what you need as and when?

Kind regards

Hannah Hayden

**From:** Town Clerk [<mailto:townclerk@greatdunmow-tc.gov.uk>]  
**Sent:** 06 May 2016 13:26  
**To:** Hannah Hayden  
**Subject:** RE: Great Dunmow NP

Dear Hannah,

I am assuming that Richard's second paragraph below relates to the First Round Consultation? The minutes of the steering group meeting held on 21<sup>st</sup> July 2014 state the way in which the group would engage with different communities, eg:

- The plan will be available online and people will be invited to comment via email,
- Leaflets distributed at leisure centres,
- Darren Dack (group member) will send an email to the sporting community raising awareness of the plan,
- Atlantis Swimming Club will bag-pack at Tesco on 27<sup>th</sup> September and distribute leaflets,
- Darren will forward an email to the Grey Matter community,
- A visit to old people's homes,
- Primary and secondary schools to be asked to distribute leaflets,
- Public exhibition to be held on 13<sup>th</sup> September,
- Stall at the carnival on 20<sup>th</sup> September,
- Advert in the carnival programme,
- Letter in the Broadcast,
- Advert in the church magazine,
- Email to playgroups,
- Leaflets to the Scouts,
- Social event

The only things which did not occur, as far as I know, were the visit to the old people's homes and the social event. In addition, however, a sheet giving details of how to access the plan and how to comment was hand-delivered to all households by the steering group and other town councillors. Daniel and I personally delivered to the whole of the Woodlands Park estate.

Regarding the Second Round Consultation, the following took place:

- there was a piece in the Dunmow Broadcast which goes to every household (should be among the newspaper cuttings),
- a morning 'surgery' was held in Dunmow library on 24<sup>th</sup> October 2015 attended by members of the steering group and other councillors. Advertised by a banner in the town square and information in the Broadcast.
- Information on the website.
- Poster on the town's notice boards.

In addition to the above, the Neighbourhood Plan was a standing item on all Town Council meetings which are open to press and public. Regular updates were given by the Chairman of the Steering Group and the Town Clerk at these meetings. All meetings are advertised on the Council's website and notice boards.

I have noticed that not all of the Steering Group's minutes are on the website so I have sent them off to our webmaster today to correct this. The inspector can then look at all the minutes and see the progress through the production.

I hope the above is satisfactory.

Kind regards

**Caroline Fuller**

**Clerk to Great Dunmow Town Council**

Foakes House, 47 Stortford Road

Great Dunmow, Essex CM6 1DG

Tel: 01371 872406

**From:** Richard High [<mailto:richardhigh5@btinternet.com>]

**Sent:** 06 May 2016 09:24

**To:** 'Hannah Hayden' <[hhayden@uttlesford.gov.uk](mailto:hhayden@uttlesford.gov.uk)>

**Cc:** Caroline Fuller <[townclerk@greatdunmow-tc.gov.uk](mailto:townclerk@greatdunmow-tc.gov.uk)>

**Subject:** Great Dunmow NP

Dear Hannah

I should be grateful if you could clarify a couple of points for me regarding the two rounds of Pre-Submission Consultation.

In particular it would be helpful to know what measures were taken to bring the draft plan to the attention of the general public. The Consultation Statement refers to a presentation to the Great Dunmow Society which is shown at Appendix T, a presence at the Dunmow Carnival and a Community Exhibition of 13 September 2014 publicised by a poster (Appendix U). How were the general public informed of the opportunity to consult, how to view the Draft Plan and how to comment?

With regard to the second round of consultation there is a leaflet shown at Appendix Y publicizing the opportunity to comment. Can you tell me how this was distributed please?

Regards

Richard

## **Appendix 2 : e mails relating to clarification of Footpath and Bridleway mapping**

**From Hannah Hayden to Richard High sent on 31 May 2016**

Please see response below from Gt Dunmow Town Clerk.

In response to your other question re policy GA1: the last sentence regarding strategic development was included as Essex CC requested it in their consultation response, which can be seen on page 55 of the Consultation Statement.

Kind regards

Hannah Hayden

**From:** Town Clerk [<mailto:townclerk@greatdunmow-tc.gov.uk>]  
**Sent:** 31 May 2016 11:37  
**To:** Hannah Hayden  
**Subject:** RE: GDNP Policy GA1

Dear Hannah,

Fig.40 does indeed relate to Policy GA1. Unfortunately the map did not fit onto the same page as the policy when the document was printed.

The dotted line on Fig.40 is a route proposed by the Flitch Way Action Group as part of their plan to link up the Flitch Way. Negotiations with landowners and developers have now made this proposal a reality but the path is not in existence quite yet.

Kind regards

**Caroline Fuller**

**Clerk to Great Dunmow Town Council**

Foakes House, 47 Stortford Road  
Great Dunmow, Essex CM6 1DG  
Tel: 01371 872406

**From:** Richard High [<mailto:richardhigh5@btinternet.com>]  
**Sent:** 29 May 2016 12:22  
**To:** 'Hannah Hayden' <[hhayden@uttlesford.gov.uk](mailto:hhayden@uttlesford.gov.uk)>  
**Cc:** Caroline Fuller <[townclerk@greatdunmow-tc.gov.uk](mailto:townclerk@greatdunmow-tc.gov.uk)>  
**Subject:** GDNP Policy GA1

Dear Hannah

I'm sorry not to have included these further queries on Policy GA1 in my earlier e mail.

The second paragraph of the policy refers first to the core network as shown on Fig 40 and to upgrades and extensions sought by the Flitch Way Action Group and this Plan on the map below". There is only one map so are these references to the same map.

Related to this question Fig.40 includes a dotted line at the southern end of the town adjacent to the A120, but the map does not identify what this is?

Regards

Richard

### **Appendix 3: List of errors**

- P13 At the end of the penultimate sentence of the first paragraph the word “land” appears to be missing after “agricultural”.

The second paragraph refers to an increase of 26% since 2001. From the statistics given the increase in population is 20.84% and in the number of dwellings 20.19%.

#### Basic Conditions Statement

- P5 The 4<sup>th</sup> bullet point refers to the Submission Neighbourhood Plan as January 2015. It should read 2016.

#### SEA Environmental Report

- P19 Natural England have pointed out a minor error under section 2.3.6 of the Environmental Report. It is incorrect to say that there are no National Nature Reserves in Uttlesford as Hales Wood is a National Nature Reserve, though some distance from Great Dunmow and it would have no effect on the conclusions of the SEA.





## Appendix 2

### Great Dunmow Neighbourhood Plan – Examiner’s Recommendations

Document Page/Policy	Examiners Recommendation	Examiner’s Reason	Officers recommendation and reason
General Comment	To improve the clarity of the maps to show their scale and keys.	To enable the policies associated with the maps to meet the basic conditions.	Yes – to ensure the basic conditions are met and to provide clarity.
General Comment	Insert a new map to show the location of all major location for residential development, distinguishing between those which have planning permission and those which do not.	To enable the policies associated with the maps to meet the basic conditions.	Yes – to ensure the basic conditions are met and to provide clarity.
DS1	In the heading for Policy DS1 delete “Development Limits” and insert “Town Development Area”.	Consistency and accuracy	Yes – to provide clarity.
DS1	Amend the boundary of the TDA in Fig.15 to include the Oaklands site	The exclusion of this site from the TDA appears anomalous and arbitrary and there is no convincing reason for it in terms of the presumption in favour of sustainable development.	Yes – to be in accordance with the NPPF and sustainable development.
DS2	Amend the policy to read as follows:  This site <b>shown on Figure 16</b> is released for the development of <b>a minimum of 100</b> residential units if Helena Romanes’ School relocates to another site appropriately located to serve the growing population of Great Dunmow and the site is no longer required for education use. <del>All financial planning gain from this site is reserved to assist Helena Romanes’ School chosen relocation site.</del> <b>Permission for the development will not be granted until there is a clear and binding commitment, subject only to funding from the release of this site for development, to the provision of a replacement secondary school.</b>	In order to be compatible with the legal requirement for the contribution to be ‘fairly and reasonably related in scale and kind to the proposed development’.  To provide clarity  To meet basic conditions	Yes – to ensure the basic conditions are met and the policy is compliant with the legal requirement.

	<p><del>Development of this site for residential must be carried out in consultation with Great Dunmow Town Council and the Parsonage Downs Conservation Group.</del> Development of this site must be carried out in accordance with the following particulars, in order to protect the setting and value-to-wildlife of Parsonage Downs, and of the wildlife corridor of which the school site and the Downs are a part.</p> <p>Development of this site will provide a footpath-cycleway (as per policy GA1: Core Footpath and Bridleway Network) running through the site, north-south, from the bypass at Woodland's Park Sector 4 to linking rights of way through the Woodland's Park Sectors 1-3 sites.</p> <p>Residential development (for 100 units) on the existing HRS site should:</p> <ul style="list-style-type: none"> <li>• Be an enabling development, in order to part fund the development of a new secondary school appropriately located to serve the growing population of Great Dunmow, for example on land adjacent to Buttleys Lane, South of Stortford Road;</li> <li>• <del>Provide for</del> <b>Make an appropriate contribution, through a planning obligation, to</b> the provision of cycleways / footpaths from the development to the primary and secondary schools and the Town Centre (in accordance with NP policy GA2);</li> <li>• Provide children's play spaces (LEAPs) and <del>a 1.8 hectare landscape buffer to the north and west of the site to form a link to existing woodland.</del> <b>the design of the site will take account of the need to ensure a satisfactory relationship with Frederick's</b></li> </ul>		
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	<p><b>Spring and the open countryside;</b></p> <ul style="list-style-type: none"> <li>• Include a landscaped strip, which may incorporate native trees and hedgerows and a shrubland area for wildflowers, designed so that it can also be used as an informal walkway adjoining the new development and the existing properties of Parsonage Downs. <del>The dual purpose of this buffer is firstly to add value to the wildlife corridor, and secondly to shield the existing properties from new development;</del></li> <li>• <del>Arrange houses so that they centre on open green spaces, which also connects to a green strip pathway around the perimeter;</del></li> <li>• Protect the setting of the listed buildings to the east of the site, and the associated Conservation Area;</li> <li>• Be designed to <del>mitigate adverse effects upon existing residential and community interests – this development may be required by legal obligation to provide or contribute towards wider and long term planning benefits reasonably associated with the alleviation of any such impact.</del> <b>avoid unacceptable harm to the living conditions of neighbouring residents.</b></li> </ul> <p>The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.</p> <p>Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council.</p>		
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DS2	On the map delete the green hatched areas and include them in the developable area	To provide clarity and meet the basic conditions	
DS3	<p>Amend the policy to read as follows:</p> <p>The site <del>is allocated for a mixed use development shown in Figure 17</del> <b>is allocated for the development of a minimum</b> of 400 residential units and a health centre. A site of 14 hectares shown on Figure 18 is protected for the development of a new secondary school.</p> <p>The following criteria must be met:</p> <ul style="list-style-type: none"> <li>• <del>Provision of 14 hectares of land as indicated on the plan for secondary education use;</del></li> <li>• The development provides for a mixed and balanced community and at least 5% <del>elder person's and 1 and 2 bed bungalows across tenure</del> <b>of the residential units across tenure shall be 1 or 2 bedrooms suitable for the accommodation of the elderly;</b></li> <li>• It provides land and the provision of a new Health Centre of approximately 1800m<sup>2</sup> floorspace together with parking and an ambulance pick up / drop off point (and in accordance with NP policy HE1);</li> <li>• <del>It provides for</del> <b>includes</b> the provision of cycleways / footpath links from the development to the primary <del>and secondary schools</del> school, the site of the proposed new secondary school, the Town Centre and the Fritch Way, <b>and makes an appropriate contribution, through a planning obligation, to the provision of cycleways / footpaths from the development to the Town Centre</b> (in accordance with NP policy GA2);</li> <li>• It provides for open space within the development including</li> </ul>	<p>In order to be compatible with the legal requirement for the contribution to be 'fairly and reasonably related in scale and kind to the proposed development'.</p> <p>To provide clarity</p> <p>To meet basic conditions</p>	<p>Yes – to ensure the basic conditions are met and the policy is compliant with the legal requirement.</p>

	<p>informal recreation areas, the provision of children’s play spaces (LEAPs and NEAPs) and a substantial strategic landscape buffer to the south along the boundary of the Flitch Way Country Park;</p> <ul style="list-style-type: none"> <li>• <del>the development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.</del> <b>Be designed to avoid unacceptable harm to the living conditions of neighbouring residents.</b></li> </ul> <p>This policy links to policy SOS2: Sporting Infrastructure Requirements and position SOS-A in this Plan. This policy promotes this site as suitable for the ambitions for sporting infrastructure of this Plan.</p> <p>The existing Flitch Way, which runs through this site, and its setting, must be protected in the event of any development of this site, with a buffer running either side of the Flitch Way.</p> <p><b>These and any other requirements for contributions through a planning obligation will need to take account of the effect on the viability of the development as a whole and its requirement to facilitate the development of the secondary school and medical centre.</b></p> <p>Attention must be paid to protecting the setting of the existing properties west of Buttleys Lane, and minimising the light pollution they will experience from development. Attention must likewise be paid to the Grade II Listed Folly</p>		
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	<p>Farm, to protecting its setting by ensuring a buffer zone separates this collection of buildings from new development.</p> <p>Development of the site must be sympathetic to the fact that the site adjoins the town's Conservation Area.</p> <p>Any successful application for development must be accompanied by a thorough assessment of the site's archaeological deposits.</p> <p>The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.</p> <p>Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. <del>Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.</del></p> <p><del>Land adjacent to Buttleys Lane (Land South of Stortford Road) is safeguarded for secondary education use.</del></p>		
<p>DS4 – TDA: Land West of Woodside Way</p>	<p>Amend the policy to read as follows:</p> <p>The land West of Woodside Way <b>shown on Figure 19 is allocated for approximately 800 residential dwellings.</b></p> <p>The following criteria must be met:</p> <ul style="list-style-type: none"> <li>▪ The development provides for a mixed and balanced community <del>to include 5% older persons 1 and 2 bed</del></li> </ul>	<p>In order to be compatible with the legal requirement for the contribution to be 'fairly and reasonably related in scale and kind to the proposed development'.</p> <p>To provide clarity</p> <p>To meet basic conditions</p>	<p>Yes – to ensure the basic conditions are met and the policy is compliant with the legal requirement.</p>

	<p><del>bungalows across tenure; and also a scheme for vulnerable adults (as part of the affordable housing provision)</del> <b>and at least 5% of the residential units across tenure shall be 1 or 2 bedrooms suitable for accommodation of the elderly;</b></p> <ul style="list-style-type: none"> <li>▪ It provides for <b>or makes an appropriate contribution towards the</b> provision of a local centre, <del>sports hall, 2.1 hectares of land and construction of pre/primary school</del> <b>pre-school, and primary education facilities;</b></li> <li>▪ It provides for public transport contributions;</li> <li>▪ It <del>provides</del> includes the provision of cycleways / footpath links from the development to the primary and secondary school, the Town Centre and Tesco's <b>and the site of the proposed new secondary school, and makes an appropriate contribution, through a planning obligation, to the provision of cycleways /footpaths from the development to the Town Centre</b> (in accordance with NP policy GA2);</li> <li>▪ It provides for <del>a minimum of 21 hectares of open space within the development.</del> <b>or makes an appropriate contribution, through a planning obligation,</b> to the provision of formal playing pitches (adult football/ rugby/ junior cricket / hockey) and informal open space, children's play spaces (LAPs, LEAPs and NEAPs) 2 hectares of allotments across the allocation and a substantial strategic landscape buffer of natural and semi natural green space to the north and west edges of allocation associated facilities such as changing rooms and car parking; <del>should be provided.</del></li> <li>▪ The landscape buffer to the north and west of the site must include screening (in accordance with NP policy NE4: Screening) and be designed to join up</li> </ul>		
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	<p>existing woodlands and wildlife sites which form part of a wildlife corridor (as identified in NP policy NE2: Wildlife Corridors);</p> <ul style="list-style-type: none"> <li>▪ <del>The development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.</del> <b>Be designed to avoid unacceptable harm to the living conditions of neighbouring residents.</b></li> </ul> <p>Any successful application for development must be accompanied by an appropriate assessment of the site's archaeological deposits.</p> <p>The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.</p> <p>Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council.</p>		
DS5 – TDA: Land West of Chelmsford Road (Smiths Farm)	<p>Amend policy to read as follows:</p> <p>The Land West of Chelmsford Road (Smiths Farm), <b>identified on Figure 20</b>, is allocated for <b>approximately</b> 300 residential dwellings, <del>a 70 bed Extra Care home and 2.1 hectares of employment land and a retail store.</del> <b>and 2.1 hectares of</b></p>	In order to be compatible with the legal requirement for the contribution to be 'fairly and reasonably related in scale and kind to the proposed development'.	Yes – to ensure the basic conditions are met and the policy is compliant with the legal requirement.



	<p><b>employment land. Development may also include a 70 bed care home, as part of the affordable housing provision, and a retail store.</b></p> <p>The following criteria must be met:</p> <ul style="list-style-type: none"> <li>▪ The development provides for a mixed and balanced community, and <b>at least 5% older persons 1 and 2 bed bungalows across tenure of the residential units across tenure shall be 1 or 2 bedrooms suitable for accommodation for the elderly;</b></li> <li>▪ It provides for public transport contributions;</li> <li>▪ <del>It provides for a 70 bed Extra Care home (as part of affordable provision)</del></li> <li>▪ <del>It provides for the</del> <b>makes an appropriate contribution, through a planning obligation, to</b> the provision of cycleways / footpaths from the development to the primary and secondary schools, the Town Centre, and the Fritch Way (in accordance with NP policy GA2);</li> <li>▪ It provides for any necessary junction improvements to the Hoblongs junction in accordance with the submitted Transport Assessment which are completed and operational prior to any part of the sites coming into use;</li> <li>▪ <del>It provides for 1.7 hectares of land for</del> <b>or makes an appropriate contribution towards the provision of pre-school and primary and construction of school facility education facilities;</b></li> <li>▪ It provides for recreation open space within the development, and the provision of children's play spaces (LEAPs and NEAPs);</li> <li>▪ <del>It provides for 1,400m2 of retail floorspace</del></li> </ul>	<p>To provide clarity</p> <p>To meet basic conditions</p>	
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	<ul style="list-style-type: none"> <li>▪ This housing allocation is subject to a linked employment allocation of 2.1 hectares which should come forward as part of the Master Plan. The employment provision will include employment uses comprising industry and / or warehousing (or similar 'sui generis' uses);</li> <li>▪ The site must include a landscaped buffer zone to protect the setting of surrounding residential properties and gardens (in accordance with NP policy NE4: Screening);</li> <li>▪ The development is designed to <del>mitigate adverse effects upon existing residential and community interests and may be required by legal obligation to provide or contribute to wider and longer term planning benefits reasonably associated with the alleviation of any such impact.</del> <b>avoid unacceptable harm to the living conditions of neighbouring residents;</b></li> <li>▪ The necessary improvement works to the junction will be determined by the highway authority and will include preventing excessive traffic congestion at the junction, particularly in peak hours, as a consequence of the development and use of this site.</li> </ul> <p>Should any limitations to the site related to Flood Zone 2 be identified, then these limitations must form part of design conditions.</p> <p>The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be</p>		
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	<p>controlled through the legal obligation.</p> <p>Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. <del>Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.</del></p>		
DS6 – TDA: Land West of Chelmsford Road (Smiths Far, Waste Transfer Station)	Policy Deleted	The development of the waste transfer station has been completed. There is therefore no need for this policy.	Yes – policy serves no purpose.
DS7 – TDA: Woodlands Park	<p>Amend policy to read as follows:</p> <p>Land at Woodlands Park (sectors 1-3), <b>shown on Figure 22</b>, is allocated for <b>approximately 850</b> <del>842</del> residential dwellings. This site constitutes an ongoing development.</p> <p>The following criteria must be met:</p> <ul style="list-style-type: none"> <li>▪ <del>The development provides for a mixed and balanced community</del></li> <li>▪ <del>It provides for the</del> <b>It makes an appropriate contribution, through a planning obligation, to the provision of cycleways / footpaths from the development to Tesco, the primary and secondary schools, the Town Centre, and the B184 (in accordance with NP policy GA2);</b></li> <li>▪ It provides for recreation open space within the development to include informal recreation areas, children’s play space (LAPs and LEAPs), and a strategic landscape buffer to the north of the development and along the line of the north-west</li> </ul>	<p>Elements of the policy are not defined and cannot therefore be clearly applied.</p> <p>It is not clear to what extent planning obligations are in place for the development that has been permitted.</p> <p>To add clarity.</p> <p>To meet the basic conditions.</p>	Yes – for clarity and to meet the basic conditions.

	<p>bypass (in accordance with NP policy NE4: Screening);</p> <ul style="list-style-type: none"> <li>▪ The development is designed to <del>mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with alleviation of any such impact</del> <b>avoid unacceptable harm to the living conditions of neighbouring residents.</b></li> </ul> <p>Existing Tree Preservation Orders must be a material consideration in the development of this site.</p> <p>The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.</p> <p>Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. <del>Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.</del></p>		
DS7 – TDA: Woodlands Park	Modify Fig 22 to clearly show the parish boundary and to show the development permitted outside the boundary in a different notation. Include a key and a scale.	For clarity and to meet the basic conditions.	Yes – to ensure clarity and distinguish between those areas outside the neighbourhood plan area.
DS8 – TDA: Land at Brick Kiln Farm	Amend policy as follows:  Land at Brick Kiln Farm, <b>shown on Figure 23</b> , is allocated for	In order to be compatible with the legal requirement for the contribution to be ‘fairly and	Yes – to ensure the basic conditions are met and the policy is compliant with the

	<p><del>approximately</del> 65 residential dwellings and 9.4 hectares of public open space. <del>The part of this site allocated for building has been included in the Town Development Area (NP Policy DS1: TDA: Town Development Area), while the part of the site allocated for public open space is identified and protected as part of the Chelmer Valley (see NP Policy LSC3: The Chelmer Valley).</del></p> <p>The following criteria must be met by this site in its entirety, development being restricted to the allocated part of the site:</p> <ul style="list-style-type: none"> <li>▪ <del>The development provides for a mixed and balanced community to include at least 5% older persons and 1 and 2 bed bungalows across tenure</del> <b>and at least 5% of the residential units across tenure shall be 1 or 2 bedrooms suitable for accommodation for the elderly;</b></li> <li>▪ <del>It provides for the</del> <b>It makes an appropriate contribution, through a planning obligation, to the</b> provision of cycleways / footpaths from the development to the Chelmer Valley and the Town Centre (in accordance with NP policy GA2: Integrating Developments (Paths &amp; Ways));</li> <li>▪ It provides for 9.4 hectares of open space to the south and west of the proposed dwellings.</li> <li>▪ <del>The development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.</del> <b>avoid unacceptable harm to the living conditions of neighbouring</b></li> </ul>	<p>reasonably related in scale and kind to the proposed development’.</p> <p>To provide clarity</p> <p>To meet basic conditions</p>	<p>legal requirement.</p>
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	<p><b>residents;</b></p> <ul style="list-style-type: none"> <li>▪ Access to be provided into the existing public open space on the eastern and western side of the River Chelmer.</li> </ul> <p>The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.</p> <p>Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. <del>Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permission.</del></p>		
DS8 – TDA: Land at Brick Kiln Farm	Modify Fig.23 to include a key which identifies the residential and open space areas and includes a scale.	For clarity and to meet the basic conditions.	Yes – to provide clarity
DS9 – Building For Life	<p>Amend policy to read as follows:</p> <p><b>Applicants for major residential development proposals which are accompanied by a Building for Life 12 assessment are strongly encourages particularly where are encouraged to submit a Building for Life 12 (BfL12) assessment in support of the application. A self-assessment by developers may be submitted with either a full planning application or reserved matters application in cases where outline planning permission has been granted.</b></p> <p><b>Where a BfL12 assessment is submitted, applicants are strongly encouraged to achieve GREEN scores against: criteria 1 (Connections), 4 (Meeting Local Housing</b></p>	<p>For clarity</p> <p>Unduly onerous for all residential developments to meet these requirements but reasonable to expect major applications to meet them.</p> <p>To meet the basic conditions.</p>	Yes – to give clarity and avoid the plan being too onerous and unreasonable.

	<p><b>Requirements), 5 (Character) and 6 (Working with the site and its Context).</b></p> <p><b>Where no BfL12 assessment is submitted the applicant will be required to demonstrate in their own way that the proposed development will contribute to sustainable development having regard to: Connections, Meeting Local Housing Requirements, Character, and Working with the site and its Context.</b></p> <ul style="list-style-type: none"> <li>● <del>Development proposals score as many GREENS as possible</del></li> <li>● <del>A GREEN score is achieved against criteria 1 (connections), 4 (meeting local housing requirements), 5 (character) and 6 (working with the site and its context)</del></li> </ul> <p><del>A self-assessment by developers will be submitted with either a full planning application or reserved matters application in cases where outline permission has been granted. BfL12 should be integral to the planning process from the beginning.</del></p>		
DS10 – The Case for Space	Delete policy	The national standards set the minimum requirements, but a failure to exceed them would not be a legitimate reason for refusing an application.	Yes – in order to avoid different local standards and avoid unhelpful guidance.
DS11 - Hedgerows	<p>Amend policy as follows:</p> <p>Developers should ensure that where <b>appropriate</b> hedgerows form an integral network of native and local species across the entire development for proposals of over</p>	A minor modification to allow for flexibility	Yes – in order to provide flexibility to the policy.

	10 units.		
DS12 – Eaves Height	Delete the last sentence of the supporting text:  <del>This Neighbourhood Plan supports that recommendation, and consequently new development should be built so that new buildings have their ridge set parallel to the road with only the occasional building set gable on to the road in order to promote the existing good character of the town.</del>	The text referring to alignment of buildings has no evidence and would not carry weight as it is not part of the policy. It should therefore be deleted.	Yes – to ensure that the Plan is based on evidence.
DS14 – Integration of Affordable Housing	Amend policy as follows:  Affordable housing requirements must always be properly integrated with easy, accessible, safe and comprehensive footpaths and cycleways in accordance with this Plan’s Getting Around policies (including safer routes to schools). Affordable housing must be designed as integral to the development <del>and must be catered for to the same level of accessibility as the private units.</del>	Uncertain as to the precise meaning of the last line of the policy. It does not add anything and it is not clear to me how it would be applied. The deletion of this part of the policy is therefore necessary to meet the basic conditions.	Yes – to provide clarity.
DS15 – Local Housing Needs	Policy to be amended as follows:  All major residential schemes (10 units and above) are to provide a choice of housing which is informed by an up to date housing needs assessment. Particular regard should be had to needs of those trying to get onto the housing ladder, the need of young families, as well as the needs of a growing older population.  Unless justified through an up to date housing needs assessment: <ul style="list-style-type: none"> <li>• At least 60% of the total number of units provided should be 3 bedrooms or fewer</li> </ul>	There is clear evidence of a need for housing for the elderly, but this may take various forms and need not necessarily consist of bungalows. There is no adequate justification for the proportion of new housing development that should be bungalows to be specified.	Yes – to provide flexibility on the types of older housing provision.



	<ul style="list-style-type: none"> <li>At least 19% of the total number of units provided should be 2 bedrooms or fewer.</li> </ul> <p><del>5% on all schemes above 20 units are to be bungalows.</del>  <b>At least 5% of dwellings on all schemes of over 20 units should be 1 or 2 bedroom dwellings suitable for the elderly.</b></p>		
LSC1 – Landscape Setting and Character	<p>Amend policy as follows:</p> <p>Development proposals which are visually attractive and can demonstrate how they will contribute positively to the quality of the area throughout the lifetime of the development will be supported. This means:</p> <ul style="list-style-type: none"> <li>The design, setting and materials should be informed by the defining characteristics of its local character areas as described in <i>The State of the Parish Today</i>;</li> <li>The design, setting and materials should respect the key positive features of the approaches to Great Dunmow as described in <i>The State of the Parish Today</i>.</li> <li><del>Scoring a Green against criteria 5 and 6 in the Building for Life Assessment</del></li> </ul> <p><b>A green score against criteria 5 and 6 in a Building for Life (BfL12) Assessment will help to demonstrate compliance with these aims.</b></p> <p>Where a landscape character assessment is required, the assessment will consider the landscape, setting and character of the existing development in the vicinity and also of the town of Great Dunmow as a whole. It will carefully explain the impact of the proposed development on these</p>	Requirement for Green in criteria 5 and 6 BfL12 assessment is unduly onerous.	Yes – to ensure the Plan is not too prescriptive and onerous.

	factors.		
LSC2 – Important Views	<p>Amend policy as follows:</p> <p>The following views in Great Dunmow are designated for protection and planning permission will be refused for development proposals that adversely affect them unless the harm can be effectively mitigated or is clearly outweighed by the benefits of the development proposed:</p> <p>View 1: View of the Chelmer Valley North – a view of a rural landscape and the Chelmer Valley.  View 2: View from Church End – a view of a rural landscape and the Chelmer Valley.  <del>View 3: view of Church end – an impressive all round view of the dominating church tower</del>  View 3: View of Brick Kiln Farm from St. Edmunds Lane – a view of a rural landscape.  View 4: View down Braintree Road – a sweeping view down the hill towards a rural landscape.  <del>view 5: view of agricultural landscape edge to the East</del>  View 5: View of Olives Wood – a view of woods, bluebells, and a rural buffer before the A120.</p> <p>The following views in Great Dunmow are designated for protection and planning permission will be refused for development proposals that adversely affect them unless the harm can be effectively mitigated or is clearly outweighed by the benefits of the development proposed:</p> <p>View 1: View of the Chelmer Valley North – a view of a rural landscape and the Chelmer Valley.  View 2: View from Church End – a view of a rural landscape and the Chelmer Valley.</p>	<p>View 4 is not readily available because of the high hedge on St Edmunds Lane.</p> <p>The nature of view 5 and the description does not convey any clear reason for the view to be distinguished from other views of the countryside.</p> <p>Ongar Road planning permission will change view 7.</p> <p>To meet the basic conditions.</p>	Yes – to provide clarity for the reader and decision makers.

	<p>View 3: View of Brick Kiln Farm from St. Edmunds Lane – a view of a rural landscape.</p> <p>View 4: View down Braintree Road – a sweeping view down the hill towards a rural landscape.</p> <p>View 5: View of Olives Wood – a view of woods, bluebells, and a rural buffer before the A120.</p> <p><del>View 7: view of south of Ongar Road – a view of rural landscape</del></p> <p>Development proposals falling within these views will be expected to be accompanied by a Visual Impact Assessment.</p> <p>Development proposals falling within these views will be expected to be accompanied by a Visual Impact Assessment.</p>		
LSC2 – Important Views	<p>Modify Fig.29 to clearly show the direction and scope of the view to be protected and delete views 3,5 and 7</p>	<p>The map is difficult to interpret; the direction of the view must be clearly defined.</p>	<p>Yes – to ensure clarity</p>
LSC3 – The Chelmer Valley	<p>Amend policy as follows:</p> <p>Development will always, where appropriate, seek to enhance and protect the floodplain and the setting of the Chelmer Valley, including the GHQ Line pillboxes. General open spaces in the area of the Chelmer Valley are shown on the following map.</p> <p>Planning permission will be refused for proposals that adversely affect the character, the floodplain function and the associated open spaces in the Chelmer Valley as shown on <b>Figure 31</b> <del>the proposals map</del>.</p>	<p>The policy provides for the possibility of exceptions to the policy for essential utility works, however, there may be other potential developments compatible to sustainable development and the scope for exceptions needs to be widened.</p> <p>To meet the basic conditions relating to the presumption in favour of sustainable development.</p>	<p>Yes – to ensure the Plan is flexible enough to consider other developments.</p>

	<p>Exceptions may be made for the undertaking of essential utility works and <b>other development related to or compatible with the open space and recreational uses of the valley</b> subject to a clear demonstration of benefits outweighing the harm.</p> <p>All planning applications coming forward in or adjacent to the Chelmer Valley must be accompanied by a Landscape Visual Impact assessment.</p>		
LSC4 – Local Green Space	Amend Fig.32	In Fig.32 insert an inset at a larger scale to clearly identify the extent of the Lower Mill Field Green Space.	Yes – to add clarity
NE1 – Identified Woodland Sites	<p>Amend policy as follows:</p> <p>The following ancient woodlands, SSSIs, and sites of high biodiversity value within the Neighbourhood Plan Designated Area have been identified. <b>The sites identified in Figure 34, and their settings, are to be protected</b>, and any development which impacts upon them must contribute to rather than detract from their biodiversity and setting value.</p> <ul style="list-style-type: none"> <li>(1) Bigods Wood (ancient woodland; private; Local Wildlife Site);</li> <li>(2) Ridley Wood (ancient woodland; private; Local Wildlife Site);</li> <li>(3) The Grove (ancient woodland; private);</li> <li>(4) Frederick’s Spring (ancient woodland; private);</li> <li>(5) Hoglands Wood (ancient woodland; private; Local Wildlife Site);</li> <li>(6) High Wood (ancient woodland; private; SSSI);</li> <li>(7) Ash Grove / Oak Spring (ancient woodland; private; Local Wildlife Site);</li> </ul>	There is a need to link the policy with the sites identified in Fig.34	Yes – to add clarity

	<p>(8) Olives Wood (ancient woodland; private; Local Wildlife Site);</p> <p>(9) Merks Hill and Homelye Wood (ancient woodland; private; Local Wildlife Site).</p>		
NE2 – Wildlife Corridors	Replace Fig.9 with the full scale version on P29	Fig.9 is too small a scale to be easily read.	Yes – to add clarity
NE2 – Wildlife Corridors	<p>Amend the policy as follows:</p> <p>This Plan promotes the enhancement of the woodland and wildlife corridors in the Great Dunmow Neighbourhood Plan Designated Area. <b>Wildlife corridors are identified on Figure 9, reproduced overleaf.</b></p> <p>The following improvements to the corridors may be sought from development proposals which impact on these locations:</p> <ul style="list-style-type: none"> <li>▪ Additional tree corridors to help link the woodland and open space network;</li> <li>▪ Additional water body (such as a balancing pond) to help link the woodland and open space network.</li> </ul> <p>The improvements will be sought, as appropriate, on site as part of the development proposal or via S106 contributions.</p>	There is a need to link the policy with Fig.9	Yes – to add clarity
NE3 – Street Trees on Development Sites	<p>Amend policy as follows:</p> <p>Where development proposals involve the creation of new streets proposals will be supported where the accompanying landscaping scheme demonstrates opportunities have been maximised for successful tree planting. The landscaping scheme should demonstrate that the right tree for the</p>	The NPPF makes it clear that developers may be encouraged but not required to engage with the community in developing proposals.	Yes – to ensure compliance with the NPPF

	<p>location is selected in order to secure successful establishment.</p> <p>When selecting tree species regard should be given to:</p> <ul style="list-style-type: none"> <li>▪ Maximising benefits for biodiversity;</li> <li>▪ Prioritising native species, particularly in locations adjacent to wildlife corridors identified in Figure 9 of this Plan;</li> <li>▪ Integrating tree planting into a network of habitats alongside the hedgerows planted on site in accordance with NP Policy DS12;</li> <li>▪ Managing surface water run off;</li> <li>▪ Combating soil erosion;</li> <li>▪ Contributing positively to the urban environment.</li> </ul> <p><del>Developers should decide which type of tree is most appropriate for their development in discussion with local wildlife groups, and may expect the Town Council to put them in touch with these groups on request.</del></p>		
NE4 – Screening	<p>Amend policy as follows:</p> <p>Wherever appropriate, the planting of additional trees should be included in new development schemes.</p> <p>Development proposals should be accompanied by a landscaping scheme that demonstrates that tree planting has been designed in at the earliest opportunity in the development process. The landscaping scheme should show:</p> <ul style="list-style-type: none"> <li>▪ Plotted areas for future planting which will be protected from damage by construction activities such as soil compaction;</li> </ul>	The NPPF makes it clear that developers may be encouraged but not required to engage with the community in developing proposals.	Yes – to ensure compliance with the NPPF

	<ul style="list-style-type: none"> <li>▪ Species selection with regard to maximising benefits for biodiversity;</li> <li>▪ Prioritising of native species, particularly in locations adjacent to wildlife corridors identified in Figure 9 of this Plan;</li> <li>▪ Integration of tree planting into a network of habitats alongside the hedgerows planted on site in accordance with NP Policy DS12;</li> <li>▪ Managing surface water run off;</li> <li>▪ Combating soil erosion;</li> <li>▪ Contributing positively to the urban environment.</li> </ul> <p>Developers should decide which type of tree is most appropriate for their development in discussion with local wildlife groups, and may expect the Town Council to put them in touch with these groups on request.</p>		
NE\$ - Screening	<p>Insert a new paragraph into the supporting text as below:</p> <p><b>Developers are encouraged to consult with local wildlife groups in selecting the types of tree that may be most appropriate for their development and may expect the Town Council to put them in touch with these groups on request.</b></p>	The NPPF makes it clear that developers may be encouraged but not required to engage with the community in developing proposals.	Yes – to ensure compliance with the NPPF
SOS1 – Identified Sports’ Facilities	<p>Amend the policy as below:</p> <p>Planning permission will be refused for proposals that will result of the following community sporting assets. <b>in the loss of community sporting assets listed below and shown on Figure 35, unless alternative provision of the same quality and in a suitable location is secured. Where it is not practical to provide replacement facilities immediately, temporary provision will be sought.</b></p>	There is no clear cross reference to Fig.35 and the wording of the first sentence of the second paragraph does not make grammatical sense.	Yes – to add clarity

	<p>(1) Leisure Centre;  (2) Astroturf;  (3) Skate Park;  (4) Football Pitches, Recreation Ground;  (5) Bowls Club;  (6) Cricket Club Pitch;  (7) Tennis Courts.</p> <p><del>Exceptional circumstances will only be allowed where alternative provision is of the same quality and in the same general location should be secured. Where it is not practical to provide immediate provision temporary provision will be sought.</del></p> <p>Sports' facilities which consist of fields should be designed and maintained to support benefits to biodiversity and wildlife corridors, as per NP Policy NE2.</p>		
SOS2 – Sporting Infrastructure Requirements	<p>Amend policy as follows:  Proposals for major residential development will be required to be accompanied by an assessment of the need for additional sports provision that would be generated by the new development. Where additional need is identified it should be met through a planning obligation, where the legal requirements are met, or, where appropriate, as part of the development scheme.</p> <p>In assessing need the following should be taken into account:</p> <ul style="list-style-type: none"> <li>▪ Standards of district provision established in the Uttlesford Open Space, Sport Facility and Playing Pitch Strategy 2012;</li> <li>▪ Projected population profile of the proposed</li> </ul>	<p>There is no clear justification for the threshold of 30 dwellings for this policy. The last sentence is a statement and not a policy.</p> <p>To satisfy the basic conditions.</p>	<p>Yes – to ensure the Plan is based on evidence and clear justification.</p>



	development.		
SOS3 – Childrens Play Space	<p>Amend policy as follows:</p> <p>Development proposals will be rejected which damage the usability of the children’s play areas identified in <b>Figure 38 unless appropriate mitigation or the provision of replacement play space in a suitably accessible location ensures that the amount of play space is not diminished.</b></p>	The policy does not identify any exceptions and this is too rigid to meet the presumption in favour of sustainable development.	Yes – to ensure the Plan is flexible enough to be consistent with the NPPF requirement regarding sustainable development.
SOS4 – Cemetery Space	The Town Council land shown <b>on Figure 39</b> is allocated, in accordance with Town Council intentions, for additional space for burials <del>and cremations.</del>	The policy refers to cremation which is misleading as it is intended to refer to burial sites.	Yes – to add clarity
GA1 – Core Footpaths and Bridleway Network	<p>Amend policy as follows:</p> <p>Where development proposals come forward on land that includes a bridleway or footpath, as shown on Figure 11, they will be expected to retain the footpath and bridleway provision, and link this provision to the green spaces of the wildlife corridor network. <del>Consultation with Great Dunmow Town Council and other relevant stakeholders such as the Flich Way Action Group must be undertaken prior to submission of the planning applications.</del></p> <p>Where development proposals come forward on land that includes a bridleway or footpath of the core network, as shown on Figure 40, they will be expected to create or retain, and where practically possible enhance, the footpath and bridleway provision. Upgrades and extensions to routes must adhere to the following criteria:</p> <p>(1) Footpaths (see map) must have, where practical,</p>	<p>The policy cannot require pre-application consultation.</p> <p>The term strategic development proposals need to be defined so that it can be applied consistently.</p>	Yes – to ensure compliance with the NPPF and to add clarity.

	<p>permissible cycling provision and signposting;</p> <p>(2) Footpaths (see map) must be constructed with a smooth, hard, all-weather surface in accordance with current best practice;</p> <p>(3) Bridleways (see map) must be constructed with the same standard of surface as for footpaths, with a grass track running alongside it suitable for riding.</p> <p>All <del>strategic</del> development proposals will require the submission of a pedestrian, cycle and equestrian audit.</p>		
GA2 – Integrating Developments (Paths and Ways)	<p>Amend policy as below:</p> <p>Development proposals <del>which are linked into</del> <b>will be expected, wherever possible, to be linked and well-integrated with</b> the surrounding footpath and bridleway network <del>will be permitted</del>. The footpaths that are provided, with permissible cycling provision and signposting, must provide safer routes to schools, and be in accordance with the relevant criteria in the previous policy (GA1: Core Footpath and Bridleway Network), points (1) and (2). They should also be linked to the green spaces of the wildlife corridor network.</p> <p>All footpaths provided must be well signposted, including signposting towards the town centre, and must not only service the entire development but must be integral to planning how the new population will travel within the development and to the town centre and other essential services provided in the town, such as schools and health facilities.</p>	The policy cannot require pre-application consultation.	Yes – to ensure compliance with the NPPF

	<p>Developers should seek advice from the various organisations in Great Dunmow with an interest and expertise in footpath, cycleway and bridleway provision when deciding how and where to locate rights of way in their plans. Developers may expect the Town Council to put them in touch with these groups on request.</p>		
GA3 – Public Transport	<p>Amend policy as follows:</p> <p>New developments should be integrated into the local bus network and appropriate public transport infrastructure and support for services will be sought <b>where appropriate</b> from developers to ensure this.</p>	<p>The policy requires the integration of new development into the local bus network and makes provision for developer contributions. The latter statement needs some qualification as this will only be possible where the conditions of planning obligations are met.</p>	<p>Yes – to be in accordance with legal requirements.</p>
HSTC1 – Uses and Variety	<p>Insert a new figure identifying the primary and secondary shop frontages.</p>	<p>Clarity.</p>	<p>Yes – to add clarity</p>
HSTC2 – Coach Park	<p>Amend policy as follows:</p> <p>Development proposals which incorporate a coach park site will be supported subject to:</p> <ul style="list-style-type: none"> <li>▪ Provision of easy and safe pedestrian access to the Town Centre and</li> <li>▪ Not being detrimental to the visual and/or environmental character and amenity of the area (i.e. noise, fumes and smell, litter, traffic, general disturbance).</li> </ul> <p><del>Proposals to incorporate a Park and Ride car park within the same site would be also supported if the above criteria were met.</del></p>	<p>The conflict of this site with the Local Green Space policy means that's identification is not consistent with sustainable development.</p>	<p>Yes – to ensure the Plan is consistent</p>
HSTC2 – Coach Park	<p>Amend the supporting text and delete Fig 44.</p>	<p>To reflect policy amendments.</p>	<p>Yes – to ensure the Plan is</p>

			consistent
E1 –Employment Land	<p>Amend policy as below:</p> <p><b>The development of land and premises to provide employment opportunities will be supported and encouraged subject to:</b></p> <ul style="list-style-type: none"> <li>▪ Adherence to other policies in this plan</li> <li>▪ Employment land being easily accessible and well connected to the Town Development Area</li> <li>▪ Not being detrimental to the visual and/or environmental character and amenity of the area (i.e. noise, fumes and smell, litter, traffic, general disturbance).</li> </ul>	As currently phrased the policy does not clearly relate to the development and use of land.	Yes – to add clarity
HE1 – Medical Facilities	<p>Amend policy as follows:</p> <p>As UDC continues to allocate sites within developments to allow the implementation of the CCG strategy as it emerges, these allocations will be made – and any facilities brought forward will be built – according to the following strict particulars. Medical facility development will be permitted if the proposals meet the following criteria:</p> <ol style="list-style-type: none"> <li>(1) All medical facilities should be easily accessible by road;</li> <li>(2) All medical facilities should be easily and safely accessible by foot and bicycle;</li> <li>(3) There should be adequate parking spaces for staff and patients. Specific standards to be determined following consultation with stakeholders (Great</li> </ol>	The last requirement is related to internal arrangement and this is a matter for the Care Commissioning Group and health service that would use the premises and is therefore too prescriptive.	Yes – to meet the basic conditions ensuring that policy is related to issues under the control of Planning.

	<p>Dunmow Town Council, patients) and having regard to the findings of completed transport assessment.</p> <p>(4) All medical facilities should provide access points for public and private (e.g. voluntary) non-emergency ambulances;</p> <p>(5) All medical facilities must, where practical, be provided with a bus stop within 5 minutes' walk, serviced by the local bus network.</p> <p><del>The space allocated for doctor or nurses offices and for the waiting room and reception will be determined in close cooperation with the CCG and taking full guidance from NHS England Property Services and the doctors surgeries in Great Dunmow.</del></p>		
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# Great Dunmow Neighbourhood Plan

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2015-2032



Great Dunmow Neighbourhood Plan 2015-2032  
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This Plan was produced by Great Dunmow Town Council through the office of the Town Clerk, Mrs. Caroline Fuller.

It was overseen by the Neighbourhood Plan Steering Group, chaired by Cllr. John Davey.

Written and produced by Daniel Bacon.

This document is also available on our website, [www.greatdunmow-tc.gov.uk](http://www.greatdunmow-tc.gov.uk). Hard copies can be viewed by contacting GDTC or Uttlesford District Council.

With thanks to the community of Great Dunmow, Planning Aid England, the Rural Community Council of Essex, Easton Planning, and Uttlesford District Council.

The Steering Group consisted of: Cllr. John Davey (Chair) (GDTC & UDC), Cllr. Philip Milne (Mayor) (GDTC), Cllr. David Beedle (GDTC), Mr. William Chastell (Flitch Way Action Group), Mr. Tony Clarke, Cllr. Ron Clover (GDTC), Mr. Darren Dack (Atlantis Swimming Club), Mr. Norman Grieg (Parsonage Downs Conservation Society), Mr. Tony Harter, Cllr. Trudi Hughes (GDTC), Mr. Mike Perry (Chamber of Trade), Dr Tony Runacres, Mr. Christopher Turton (Town Team), Mr. Gary Warren (Dunmow Society).

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# Foreword

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The Great Dunmow Neighbourhood Plan Steering Group was established on 8<sup>th</sup> December 2011 by the Town Council and convened for its first meeting on 17<sup>th</sup> January 2012. Over the course of its life, its purpose has been to guide the production of a Neighbourhood Plan for the town, and to secure for Great Dunmow the delivery of a locally defined vision.

Its members have been drawn from across the local community. They have included town councillors, local residents, interest groups and businessmen, and the Group remained open to new members throughout the production process. The Group was supported in its work by a professional planning consultant, the Rural Community Council of Essex (RCCE), Planning Aid England, and was administered through the office of the Town Clerk.

When the idea to create a Neighbourhood Plan first occurred in the wake of the passage of the Localism Act in 2011, Great Dunmow Town Council placed great stress on the importance and potential for such a document. Local media reported on the Council's ambition, quoting the then-Mayor that this process was a "top priority" for the Council. True to their word, the Town Council has provided significant funding for the production of this Neighbourhood Plan. The Town Council has chosen to use every means at its disposal to ensure that the community, character and future of Great Dunmow are served and protected, and neighbourhood planning is one of those means.

Financial support has also been drawn from central government schemes – firstly, frontrunner funding, mainly held by Uttlesford District Council and released as requested; secondly, two separate grants from the pot of government money administered by Locality. The Group has operated within budget, and the Working Agreement between the Group and the Town Council has defined budgetary responsibilities as forming part of the support provided by the Council.

Great Dunmow falls within the boundaries of Uttlesford District, located in north Essex, a beautiful and rural corner of England's pleasant land. As the creation of a Plan for the Great Dunmow community was the initiative of the Town Council, it made sense to associate the Neighbourhood Plan Area with the boundaries of the Great Dunmow Town Parish. An application on this basis was submitted to Uttlesford District Council on 21<sup>st</sup> June 2012, and approval for this designation was granted at a District Council meeting on 25<sup>th</sup> October 2012.

While waiting for this designation, the Steering Group began its extensive community consultation work. The Press were kept informed at every stage, and a residents' questionnaire was distributed to 6,000 homes in and around the town. Events were held at the local supermarket and in the High Street, Town Square, and Market Place; at the local secondary school – on two occasions, one for residents and the other for pupils and staff; with the local surgeries and the Clinical Commissioning Group. Sports clubs, community facilities, societies, interest groups, businesses and the Town Team have been contacted and information collected from them. Play spaces, open spaces, tracks, paths and wildlife corridors have been investigated and quantified. A great deal of evidence has been collected to put together a Neighbourhood Plan which reflects not only the wishes, but also the needs of our community if Great Dunmow is to support the development earmarked for the local area.

Great Dunmow is taking the initiative in planning terms. The community in Great Dunmow has found itself in the undesirable position of experiencing development outside of the protective confines of an up-to-date Local Plan. This Neighbourhood Plan has thus been produced with the horsemen hard at our heels. The community of Great Dunmow is aware of the need for additional housing, and of its duties under the National Planning Policy Framework. In order to make development sustainable, this Neighbourhood Plan sets out policies to enable the community not to have development imposed on it, but to take ownership of it, and to use it so that the town's character and prosperity might survive another thousand years, laying the foundations for that in the twenty year period of this Plan.

It is fitting to begin this Neighbourhood Plan with two quotations from the NPPF, which identify the ambition with which it has been written:

“Planning should... not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives”

NPPF paragraph 17

“People have been put off from getting involved because planning policy itself has become so elaborate and forbidding – the preserve of specialists, rather than people in communities.

The National Planning Policy Framework changes that. By replacing over a thousand pages of national policy with around fifty, written simply and clearly, we are allowing people and communities back into planning”.

Rt. Hon. Greg Clark, MP,  
Minister for Planning, March 2012

## *The Steering Group*

The Great Dunmow Neighbourhood Plan Steering Group  
Foakes Hall, Great Dunmow

# Notes on Neighbourhood Planning

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1. The Great Dunmow Neighbourhood Plan (referred to hereafter as the Plan) is a new type of planning document. UDC continues to be the Planning Authority, and will carry out its consultation in accordance with its statutory obligations, but neighbourhood planning is part of a new approach which aims to give local people more say about what gets built in their area. This new approach is set out in the Localism Act that came into force in April 2012.
2. The Plan provides a vision for the future of the parish, and sets out clear policies, principles and objectives to realise these visions, while focussing on its core purpose of promoting the correct use and development of land. These policies accord with Higher policy, namely the National Planning Policy Framework (referred to hereafter as the NPPF), and the saved strategic policies of the Uttlesford District Council Local Plan 2005 as required by the Localism Act. During the period of the District Council preparing a new Local Plan, a number of planning applications have been granted planning permission, so it has been necessary to work within the changing reality of the situation Great Dunmow is in.
3. This Plan has been developed through extensive consultation with the people of Great Dunmow and others with an interest in the town. Details of the consultation have been recorded in a series of reports that are available to download from Great Dunmow Town Council's website ([www.greatdunmow-tc.gov.uk](http://www.greatdunmow-tc.gov.uk)) or can be viewed at the Town Council offices.
4. A Consultation Statement provides an overview of the consultation, demonstrating that it fully accords with the requirements of the Localism Act. This consultation has included meeting the requirements of Regulation 14 of the Neighbourhood Planning (General) regulations 2012. The Plan has been amended where appropriate in response to consultation comments.

## **How the Neighbourhood Plan fits into the Planning System**

5. Although the Government's intention is for local people to decide what goes on in their towns, the Localism Act sets out some key restrictions. One of these is that all Neighbourhood Plans must meet four basic conditions:
  - General Conformity with the strategic policies of the adopted Local Plan  
UDC adopted the current Local Plan in 2005. The NPPF has superseded it in many respects, but in the absence of an up-to-date adopted Plan it is the 2005 Plan with which this Plan must be in general conformity.
  - Have regard to National Policy  
The National Planning Policy Framework (NPPF) came into force in 2012 and now sets the baseline to which all local planning policy must have regard.

- Compliance with EU regulations on human rights and environmental standards  
EU regulations require all local planning documents to be assessed against certain criteria to determine whether or not a Sustainability Appraisal or Strategic Environmental Assessment is needed. It has been determined that neither an SA nor an SEA should be triggered by the policies in this Plan.
  - Making a contribution to achieving sustainable development  
The NPPF defines sustainable development as being supported by three pillars: economic, social and environmental. “Intergenerational equity” is determined to be a central theme of sustainable development.
6. Uttlesford District Council’s adopted Local Plan (2005) allocates, for the Great Dunmow Parish, development at Woodlands Park and Smiths Farm, and 842 units remain to be built at Woodland’s Park (Sectors 1-3) (Source: Uttlesford District Council). The 2005 Smith’s Farm allocation (as employment land) has not been brought forward, and a subsequent planning permission releases the site for mainly residential (with some employment land), and an additional permission releases Land West of Woodside Way for housing. These two sites will contribute 1,140 new homes to the town. These sites were identified after public consultation over several potential sites which had come forward as part of the Strategic Housing Land Availability Assessment.
  7. Uttlesford District Council has also sought to make up for an historic shortfall in housing delivery to satisfy the requirements of its five year land supply, and a number of applications have been permitted on this basis, or have been granted permission on appeal by Her Majesty’s Planning Inspectorate.
  8. Great Dunmow therefore has the following sites with *de facto* planning permission (windfall or otherwise), which are expected to come forward during the Plan period and are included in the UDC Housing Trajectory:
  9.

▪ Brick Kiln Farm	65 units
▪ Woodlands Park (Sectors 1-3)	842 units
▪ Perkin’s Garage	12 units
▪ Barnetson Court	10 units
▪ South of Ongar Road	100 units
▪ North of Ongar Road	73 units
▪ Woodlands Park (Sector 4) (Outside NP area)	124 units
▪ Land West of Woodside Way	790 units
▪ Land West of Chelmsford Road (Smiths Fm)	370 units (incl. 70 bed care home)
▪ Canada Cottages	7
▪ Tower House, St. Edmunds Lane	7
<b>TOTAL</b>	<b>2,400 units</b>

10. In addition to this, UDC is exploring the possibility of supporting the release of two additional sites for housing, although the realisation of these will be directly linked to the provision of new secondary school premises – and it is not yet certain that the town’s secondary school, HRS, will pursue this option. The two new site allocations are:

▪ Land South of Stortford Road	400 units
▪ Helena Romanes School Site	100 units
<b>TOTAL</b>	<b>500 units</b>

11. Paragraph 9 totals 2,400 houses included in the UDC Housing Trajectory (the expectations for delivery are reproduced in Figure 2; source: UDC Housing Trajectory and Statement of 5 Year Land Supply). The Localism Act allows this Neighbourhood Plan to provide more than this number of houses, but it does not allow us to provide for fewer.

12. Neighbourhood Plans must be in line with European Regulations on strategic environmental assessment and habitat regulations. A Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) of the Plan have been conducted by Essex County Council.

13. The Neighbourhood Plan Area designation was approved by UDC in October 2012, and set within the parish boundary lines. The parish is centred on the town of Great Dunmow, and the rural fringes depend on the town for services. It is a cohesive and closely-linked parish administered by the Town Council, and for these reasons it was deemed justifiable to associate the Neighbourhood Plan boundary with that of the Parish.

14. The Plan has given local people a say in how the parish should change and an opportunity to consider what is important about living in Great Dunmow.

15. The Plan is a living document that sets out a vision until 2032.

#### **What is in the Neighbourhood Plan?**

16. The Plan is for the parish as a whole and looks at a wide range of issues, including:

- How development should be laid out and organised;
- How connectivity can be incorporated within the town and with the surrounding countryside, and how walking and cycling can be encouraged;
- How the heritage assets of Great Dunmow can be preserved and maintained;
- What open spaces, play facilities and community facilities are required;
- How the parish can fulfil its stewardship of the natural environment;
- What sports facilities are required;
- What infrastructure is required;
- How healthcare and education provision will meet the changing demand for their services.

### **How this Plan is organised**

17. This document is divided into two sections:
  - I. Section 1: A Vision for Great Dunmow
  - II. Section 2: Neighbourhood Plan Objectives, Justifications and Policies
  
18. There is a separate document which we will call Section 3 of the Neighbourhood Plan. This contains the large amount of information that has helped in producing the Plan and is known as the “Evidence Base”. It contains, among other documents, the Briefing Papers referred to throughout this Plan. The Evidence Base has also been summarised in a separate document. These documents are available on the Town Council website. The summary document provides an overview of key parts of the Evidence Base.
  
19. These documents together (containing Sections 1, 2 and 3) form the Neighbourhood Development Plan for Great Dunmow.
  
20. The Town Design Statement (referred to as the TDS in this text) was written and published by Great Dunmow Town Council (and adopted by Uttlesford District Council) after extensive consultation with the local community, and contains an overview of, in particular, the landscape, setting and character of Great Dunmow as it existed at the time of compilation (in 2006). The observations and recommendations made then remain relevant today, and form an important source of information for this Plan. The Town Design Statement can be accessed via the Town Council website.



# An Introduction to the Parish of Great Dunmow

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We begin with a poem to Great Dunmow, written and dedicated by local resident Dereen Jones:

Put the **great** into Dunmow, a great place to live,  
With countryside views, a **green** grassy hue,  
And places to shop and eat too.  
Places to go, **places to see**, a lake to relax by,  
With a tea room for tea.

The Dunmow Fitch, in which couples hope to take part.

**Tradition. Love** and laughter that comes from the **heart**.

Carnival time, the floats pass by,  
Sunny weather brings a smile,  
Watching the procession for many a mile.

The new **library** a favourite place,  
Many books of different taste,  
History, **cooking past and present**,  
All make Dunmow very pleasant.

The hand bell rings, the town crier sings,  
**All good people of Dunmow,**  
**May Dunmow flourish.**



## The Great Dunmow Parish (Fig.1)

### Location and Topography

Great Dunmow lies in the Uttlesford District at the junction of the Colchester – St Albans road (Roman Stane Street) and the Cambridge – Chelmsford road. The soil-type is chalky boulder-clay, with glacial sand and gravel in the valley of the River Chelmer. It is situated north of the A120 dual carriageway, and is about 6 miles east of Stansted Airport. The Great Dunmow Town Parish extends northwards to include Bigods Wood, westwards to High Wood, southwards to Philpot End, and eastwards to include Homelye Farm. It is a large rural space, with highly rated productive agricultural. Because of the town's proximity to London, Stansted Airport, and the economic stature of the East and South-East of England generally, Great Dunmow is currently faced with significant development pressure.

According to 2011 census data, there are 8,800 residents of Great Dunmow, living in 3,961 houses. Since 2001, Great Dunmow has grown in size by 1,834 people and 800 houses, which is an increase of 26 per cent. This population growth – according to local estate agents – is being driven largely by people moving into the area, typically from London. The need this creates for housing development is compounded by the fact that the average household size is now 2.27 people, which is 3 per cent smaller than in 2001. Great Dunmow is an ancient place with a well-established character.

There is some evidence for Bronze Age within the urban area. However, the earliest settlement dates the Roman period. A Roman small town developed on the junction between Stane Street and the Roman roads, which ran north-east to south-west from Sudbury to London and north-west to south-east from Cambridge to Chelmsford. The main settlement area spread westwards from the road junction along the spur between the river Chelmer and a tributary stream. There was a second Roman settlement at Church End immediately the north of present day Great Dunmow.

Both Roman settlements were re-occupied during the Saxon period at Great Dunmow in the seventh century and at Church End in the later Saxon period. The earliest medieval settlement appears to have been a continuation of the late Saxon settlement at Church End, where the parish church is located. The granting of a market charter in 1227 may mark the time of the movement of the main focus of settlement from Church End to the High Street and Market Place.

The sixteenth and seventeenth centuries saw a time of growth with the establishment of cloth and tannery industries. By contrast it may be argued that the eighteenth and nineteenth centuries were times of decline but, like most of the country, the late nineteenth saw great developments with the introduction of the Hasler steam mill and brick manufacture, the Dunmow Brewery and Dunmow Bacon factory. It was the Middle Ages and the Early Modern Period that perhaps contributed most to the present day identity of Great Dunmow.

The Great Dunmow Flitch Trials ceremony is the only one of its kind in the United Kingdom, and is a critical aspect of what makes this small town in the middle of a rural district somewhere north east of London so distinctive and unique. This Neighbourhood Plan will have a clear focus on the town's character, and the Flitch Trials are pivotal to understanding what makes the local area tick, and why this town is so well equipped for prosperity and success. Despite some interruptions, the Great Dunmow Flitch

Trials have lasted since the first recorded trial, granted to Lord Reginald Fitzwalter in 1104. Lord Fitzwalter and his wife were awarded a side of bacon by the Augustine Priory of Little Dunmow while disguised as humble peasants. Ceremonies such as these were common in the past throughout Europe, but none reached the renown nor the popularity of the Dunmow Trials, which were mentioned – without the need for any explanation – both in Langland’s poem *Piers Plowman* (written circa 1362) and in Chaucer’s *Wife of Bath’s Prologue* (written two or three decades later). Today, the Trials in Dunmow are held every four years, when married couples attempt to convince a jury of six local maidens and six local bachelors that “in twelvemonth and a day they have not wished themselves unmarried again”. The courtroom is presided over by a judge, and lawyers cross examine the couple standing in the witness box.

(Principal sources: *The Historic Town of Great Dunmow* (Medlycott, 1999); *The Names Remain* (Dunmow Historical and Literary Society, 2000); [dunmowfitchtrials.co.uk](http://dunmowfitchtrials.co.uk) (Patrons, accessed 2014))

# Section 1: A Vision for Great Dunmow



# The State of the Parish Today

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21. Understanding Great Dunmow is the starting point for producing a good Neighbourhood Plan. This is because the Great Dunmow Neighbourhood Plan presents a valuable opportunity to plan for the town's future. What are the problems that the Plan could address? What are the opportunities that the Plan could make the most of? The Evidence Base contains the extensive work that has been done in answering these questions. This chapter summarises the most important points.

## **Housing and Population**

22. The parish of Great Dunmow has a population of about 8,800 people with a mean average age of 41 years (2011 census).

23. A high number of people in Great Dunmow (91%) were born in England, and 97.6% speak English as a first language (2011 census).

24. The population in Great Dunmow is 52% female and 48% male (2011 census).

25. A majority of the population is Christian (65.7%) and a sizeable minority atheist or agnostic (24.9%) (2011 census).

26. There is a high level of home ownership (66.3% in Great Dunmow, 71.6% across the district, including mortgaged properties), with correspondingly low proportions of social and private rented housing when compared with urban areas (Census 2011 as made available by [www.rsonline.org.uk](http://www.rsonline.org.uk))

27. One bedroom and studio flat apartments make up 14% of housing units in Great Dunmow. This compares to 7% across Uttlesford District (2011 census).

28. Four or more bedroom properties make up 28% of housing units in Great Dunmow. This compares to 35% across Uttlesford District (2011 census).

29. Consultation with local people has revealed concerns about the affordability of housing in Great Dunmow, particularly for young people and families. People are also concerned about there being a range of housing types available – the perception is that many new developments are skewed towards larger dwellings.

30. There are 2,900 units that either have planning permission from strategic allocations in the adopted Local Plan (2005) or which otherwise feature in the UDC Housing Trajectory and Statement of 5 Year Land Supply. See paragraphs 9 and 10 on pages 8 and 9 of this document.



31. UDC has prepared estimates for housing delivery on each site either with permission or under consideration, and these estimates are consolidated and reproduced in the table below. These estimates are updated annually by UDC.

**UDC Expected Rates of Housing Delivery for Great Dunmow (Fig. 2)**

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
Year	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	
Land South of Stortford Road											50	50	100	100	100			400
Helena Romanes' School Site																50	50	100
Brick Kiln Farm			30	35														65
Woodland's Park (Sectors 1-3)	25	25	25	25	25	25	25	25	25	89	75	101	99	76	77	50	50	842
Perkins Garage				12														12
Barneston Court, Braintree Road			10															10
South of Ongar Road		25	25	50														100
North of Ongar Road			33	40														73
Woodland's Park (Sector 4)		25	50	49														124
Land West of Woodside Way			50	50	50	60	60	60	60	60	60	60	60	60	60	40		790
Land West of Chelmsford Road*			50	50	50	50	50	50										300
Land West of Chelmsford Road*^					70													70
<b>Total</b>	<b>25</b>	<b>75</b>	<b>273</b>	<b>311</b>	<b>195</b>	<b>135</b>	<b>135</b>	<b>135</b>	<b>85</b>	<b>149</b>	<b>185</b>	<b>211</b>	<b>259</b>	<b>236</b>	<b>237</b>	<b>140</b>	<b>100</b>	<b>2886</b>

\* Land West of Chelmsford Road is the site otherwise known as Smith’s Farm.

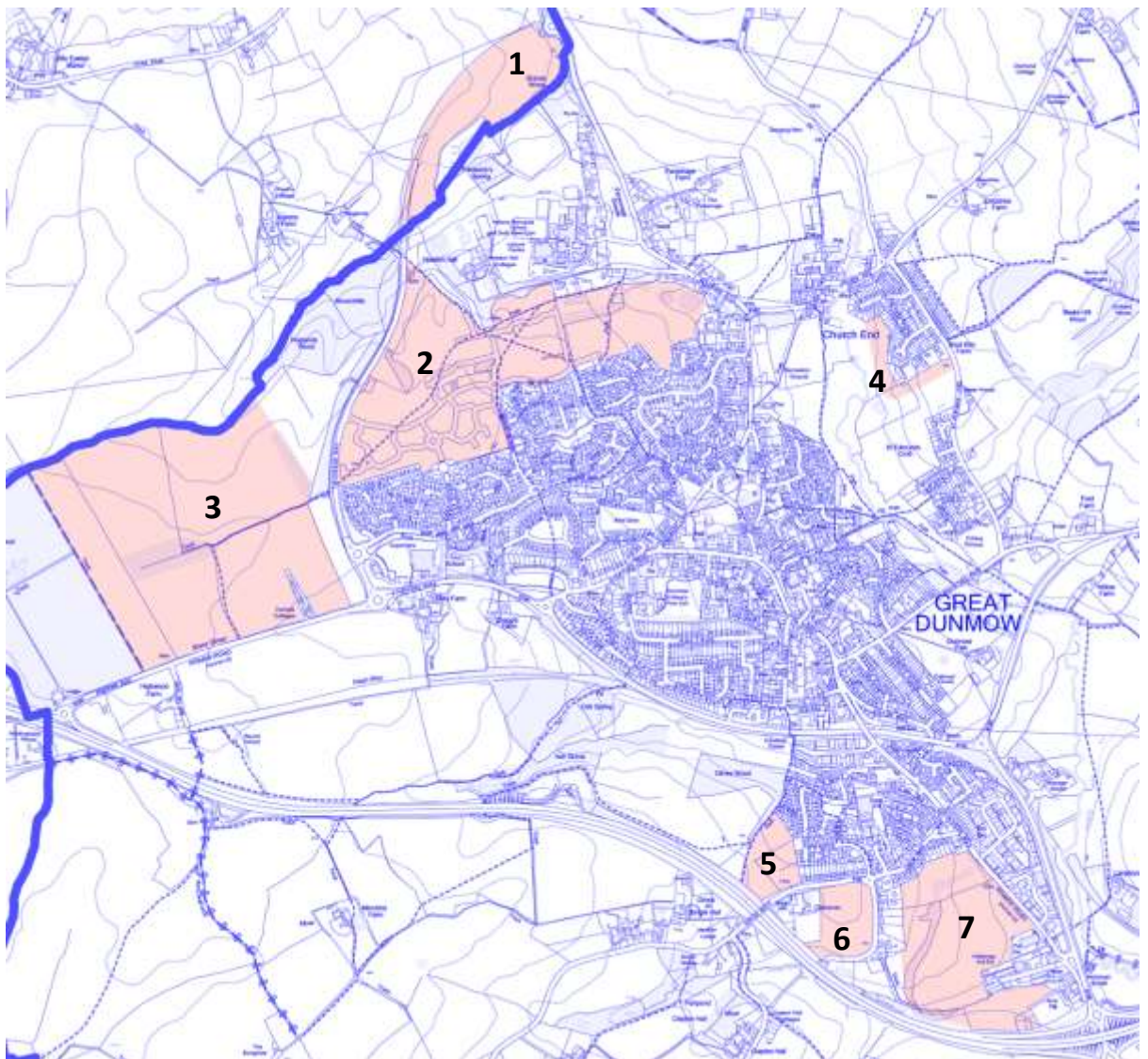
^ 70 bed care home.

Source: UDC Housing Trajectory and Statement of 5 Year Land Supply.

32. Consultation with local people has revealed a strong desire to see the distinctive boundaries to the east maintained, as well as the sweeping countryside buffer extending to the north separating the town from Little Easton.



**Major Existing Planning Permissions in Great Dunmow (Fig. 3)**



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- 1 – Woodlands Park Sector 4 (not currently within the parish boundary);
- 2 – Woodlands Park Sectors 1-3;
- 3 – Land West of Woodside Way;
- 4 – Brick Kiln Farm;
- 5 – Ongar Road North;
- 6 – Ongar Road South;
- 7 – Smiths Farm.

## **Flooding**

33. The parish lies within the River Chelmer catchment area. The UDC Strategic Flood Risk Assessment (2008) categorises flood risk in Dunmow in the way set out below, and identifies the percentage of the parish that falls into each category, further illustrated on the subsequent map.

Flood Risk Zone	Description	Percentage of the Parish falling within this Zone
1	Low Risk: <0.1% chance of a flood event in any given year; flooding is a 1 in 1,000 year event.	96.6%
2	Medium Risk: 0.1% to 1% chance of a flood event in any given year; flooding is a 1 in 1000 to a 1 in 100 year event.	0.8%
3a	High Risk: 1% chance of a flood event in any given year; flooding is a 1 in 100 year event.	0.3%
3b	Functional Floodplain: 5% chance of a flood event in any given year; flooding is a 1 in 20 year event.	2.3%

34. The UDC Strategic Flood Risk Assessment (2008), as quoted above, is the document cited by the Great Dunmow Neighbourhood Plan Sustainability Appraisal and Strategic Environmental Assessment (2015).

35. Zone 3b (Functional Floodplain) includes: the gardens of Ford Cottages on the Braintree Road; Braintree Road; Riverside; Sewerage Treatment Works; Church End.

36. Previous planning guidelines suggest that a 10% increase in peak river flows should be expected between 1990 and 2025, and a further 20% increase should be expected between 2025 and 2115. The UDC Strategic Flood Risk Assessment is based on a 20% increase in the 100 year event.

37. Further, it should be expected that peak rainfall intensity will increase by 5% between 1990 and 2025, and a further 10% by 2055. The UDC Strategic Flood Risk Assessment notes that this “may exacerbate local drainage problems”.

38. The existing main drainage paths in Great Dunmow follow the following courses:

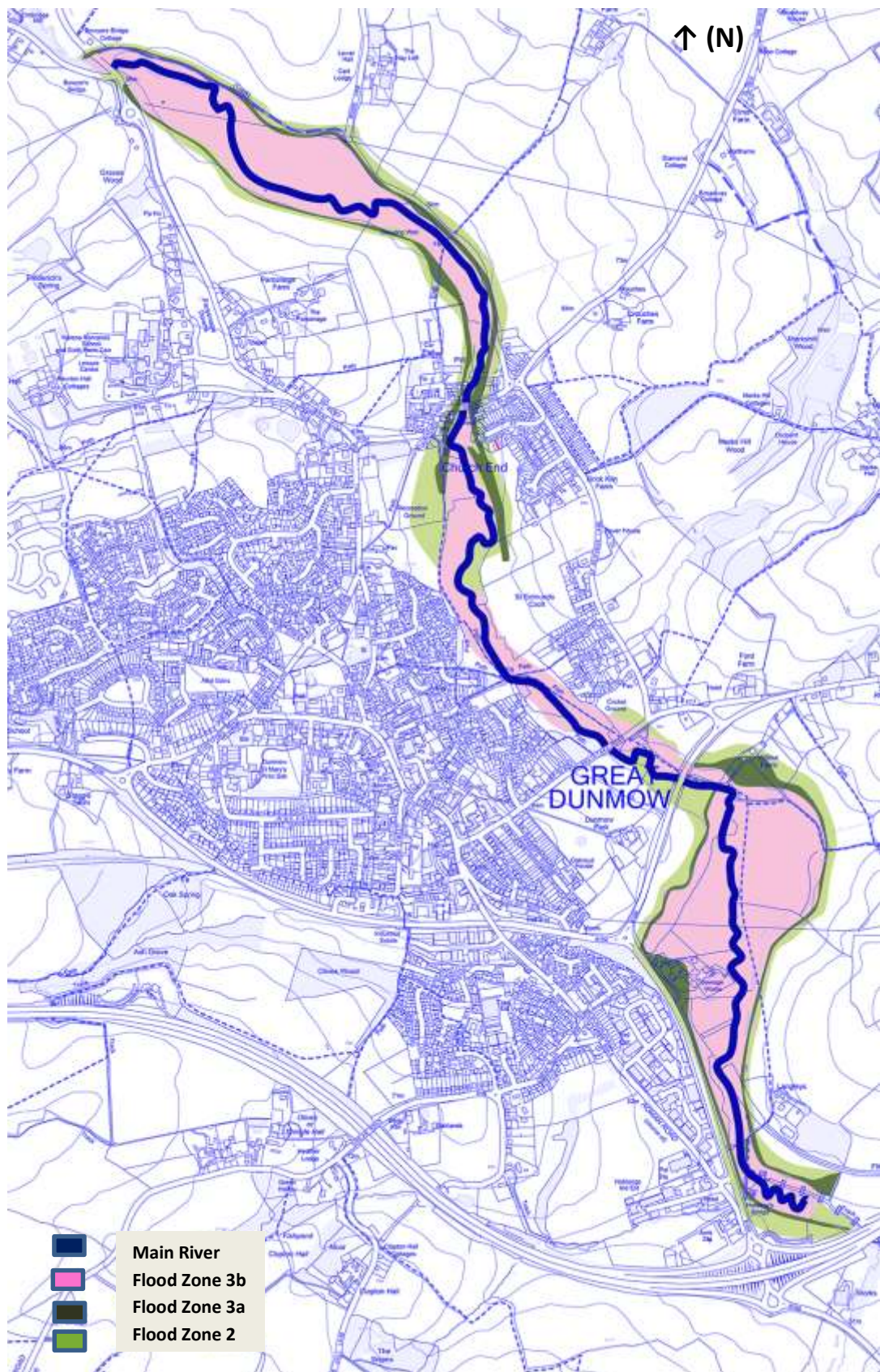
- The tributaries of the River Chelmer (from Canada Cottages, Stortford Road and Ash Grove);
- Along the parish boundary from Hoglands Wood;
- Along Waldgrooms through the Doctor’s Pond;
- From Merks Hill Wood reservoir.

In addition to fluvial flooding, there are also drainage and surface water problems within the Neighbourhood Plan area. A Surface Water Flooding Map showing areas at risk of surface water flooding is provided by the Environment Agency. Refer to Flood Map for Surface Water Flooding which can be viewed at <http://watermaps.environment-agency.gov.uk/>





**Fluvial Flood Risk – Great Dunmow (Fig. 4)**



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## Landscape, Setting and Character

39. Great Dunmow generally has a high quality environment: an historic town centre forming the heart of a Conservation Area; an attractive landscape surrounding the town; some good open spaces and an attractive riverside.

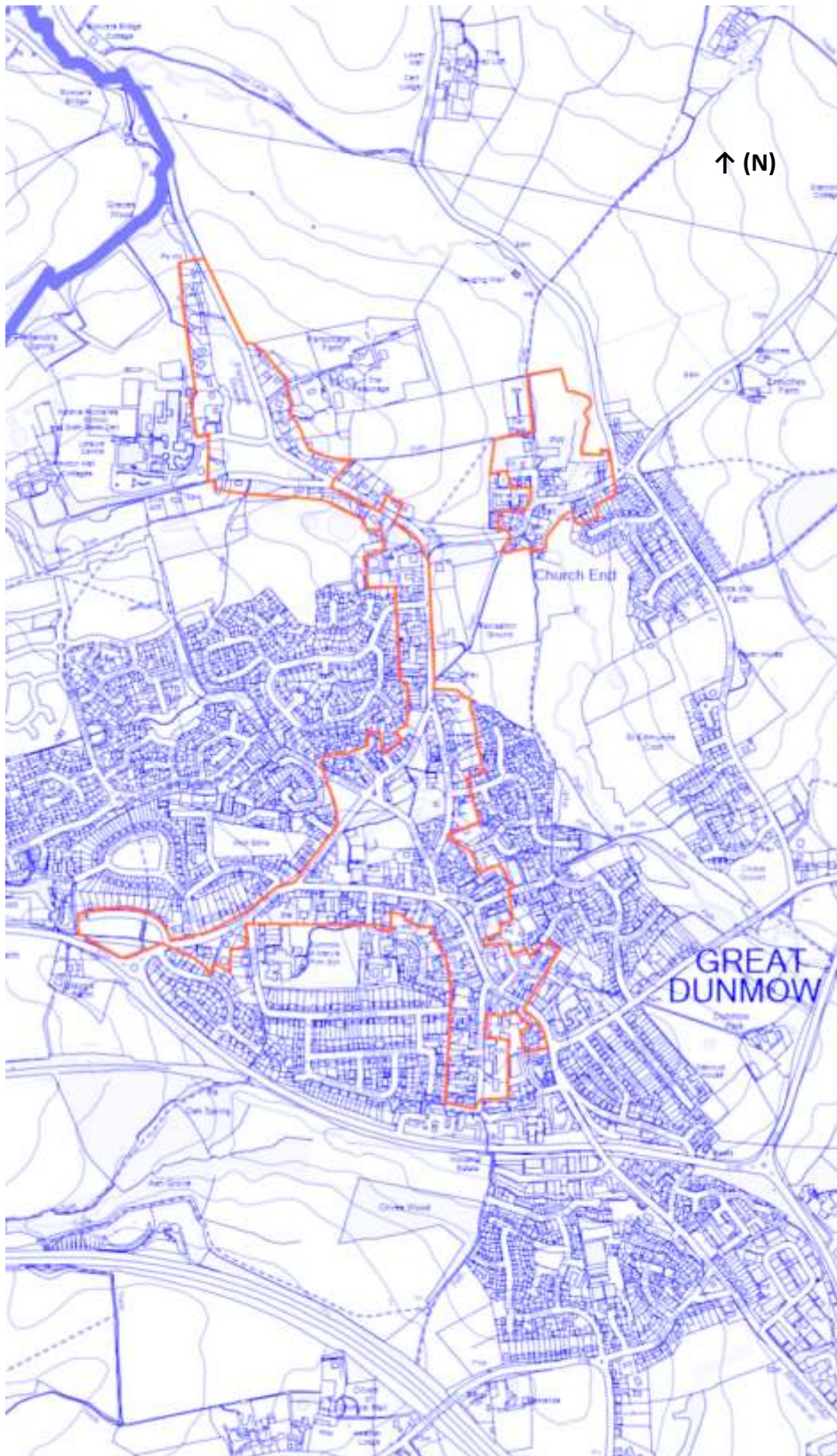


Figure 5: A view of the historic town centre after a fresh fall of snow.

40. There are 174 Listed entries in the Great Dunmow parish, consisting of 268 individual units. Details of these can be found in the Evidence Base and by contacting Historic England.
41. The Flitch Trials are supported by having appropriate open spaces on which to accommodate them, and contribute greatly to the character and sense of community and heritage in the town. They are held every 4 years.
42. The town has a number of broad character areas that make up the built environment of the town. These have been specified and described in the Town Design Statement as well as by Briefing Paper 6. These descriptions are summarised as Character Areas 1 to 9 below.
43. Great Dunmow's historic core is protected as a designated Conservation Area (Figure 6), and this area has previously been assessed by Uttlesford District Council in the Conservation Area Appraisal (2007), which is included in the Evidence Base.
44. The important views within the Conservation Area, as identified by the Conservation Area Appraisal, are primarily of St. Mary's Church, the High Street and Market Place, the War Memorial, Doctors Pond and Talberds Ley.



**Conservation Area (Fig. 6)**



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45. Great Dunmow's landscape setting is rural in nature, and this fact contributes manifestly and positively to the quality of the local area. There are some detracting influences, such as the A120 and poorly integrated development. Of primary interest is the agricultural landscape to the north of the town, the Chelmer Valley, and the rural approach from the east.
46. There are a number of Tree Preservation Orders issued by Uttlesford District Council on trees in the parish. For further information, and for up-to-date guidance on which trees are subject to Tree Preservation Orders, contact Uttlesford District Council.
47. Figure 7 sets out the broad character areas that make up the built environment of the parish. These are based on analysis of the town as reviewed both by the Town Design Statement and Briefing Paper 6.
48. Understanding the characteristics of the town is important in designing new development. New development within or next to the Conservation Area or listed buildings must make sure it preserves and enhances the character of the area. Other areas may require a different design approach – for example, there may be opportunities for new development to change the character of less positive places by introducing a new character. Identification of areas as less positive places should also be instructive when it comes to thinking about designs for new developments.
49. **Character Area 1 (High Street and Causeway)** This area is protected by falling within the Town Conservation Area, and is mainly medieval in origin. The TDS writes that the complexity of the High Street and Market Place comes from “the variation in heights, façade materials, features such as windows and doors, roof shapes and roofing materials”. Briefing Paper 6 describes the Causeway as having “large areas of public open space between the urban ribbon development”.
50. **Character Area 2 (Parsonage Downs)** This area is also protected by falling within the Town Conservation Area, and is also mainly medieval in origin. Parsonage Downs is identified as an important open space with biodiversity value. This Character Area is also identified as having “large areas of public open space between the urban ribbon development”. A moated site at Parsonage Farm is listed with Historic England as a Scheduled Monument.
51. **Character Area 3 (Church End)** This area again falls within the Conservation Area. It is surrounded by the open fields of the Chelmer Valley and the church tower plays an undeniably central role in creating the setting of Great Dunmow at this end of the town.
52. **Character Area 4 (St. Edmund's Lane)** This area is surrounded by countryside, and contributes to one of the most important landscape edges around Dunmow. The TDS identifies the old mill house (the windmill) and the Edwardian detached property on the other side of the road as distinctive and positive features of St. Edmunds Lane. The TDS points out that “footpaths play an important role connecting St. Edmunds Lane with the town centre; [but] there are no cycleways”. This issue of connectivity will be dealt with by this Plan elsewhere, as it impacts on character and integration.

53. **Character Area 5 (The Avenue and Station Road)** This area is one of the primary residential character areas of Great Dunmow, and local estate agents report high demand for properties here because of both their character and their location. The TDS describes The Avenue as a mixture of bay-fronted semi-detached properties from 1907, terraced and semi-detached houses from the 1910s through to the 1930s, with front gardens enclosed by small walls and often topped by the original cast iron railings. “The most notable feature of the road is the near-complete avenue of pairs of pollarded plane trees”. These features should be considered as giving a good standard of character and integration.
54. **Character Area 6 (Southern Area)** This area is notable for its new developments, which are green and spacious, but lack footpath connectivity. The area includes Ongar Road North and Ongar Road South, at what is a sensitive approach to the town.
55. **Character Area 7 (Springfields)** This area incorporates High Stile, High Fields, Springfields and Woodview Road. High Stile and Highfields are described in the TDS as “pleasant” and “a really nice development” – with green trees and hedges, door furniture and sash windows reflecting the Victorian style of New Street, which this area backs on to. By contrast, Springfields and Woodview Road are described as “blocks of 1960s housing” – no trees or hedgerows, and a “plain tarmac floorscape”, in “regimented rows with virtually the same plot size and roof height”. Development relating to this Character Area should seek to emulate the successes identified in High Stile and Highfields.
56. **Character Area 8 (Tenterfields)** This area is considered unfavourably by the TDS: “Building materials are concrete tiled roofs... The floorscape is completely tarmac and there are no trees to speak of”. One good aspect of this development is the “reasonably sized front gardens”.
57. **Character Area 9 (Woodland’s Park and Newton Green)** This area is largely modern, although “the northern part contains a 19<sup>th</sup> century house with earlier open park land” (Newton Hall). Most of this area is covered by the Wickford development site. The TDS writes that Woodlands Park “is generally a modern interpretation of Tudor or Victorian [styles], with finishes of a high quality, mainly in London brick or red brick”. The affordable housing quota has not been integrated well, however:

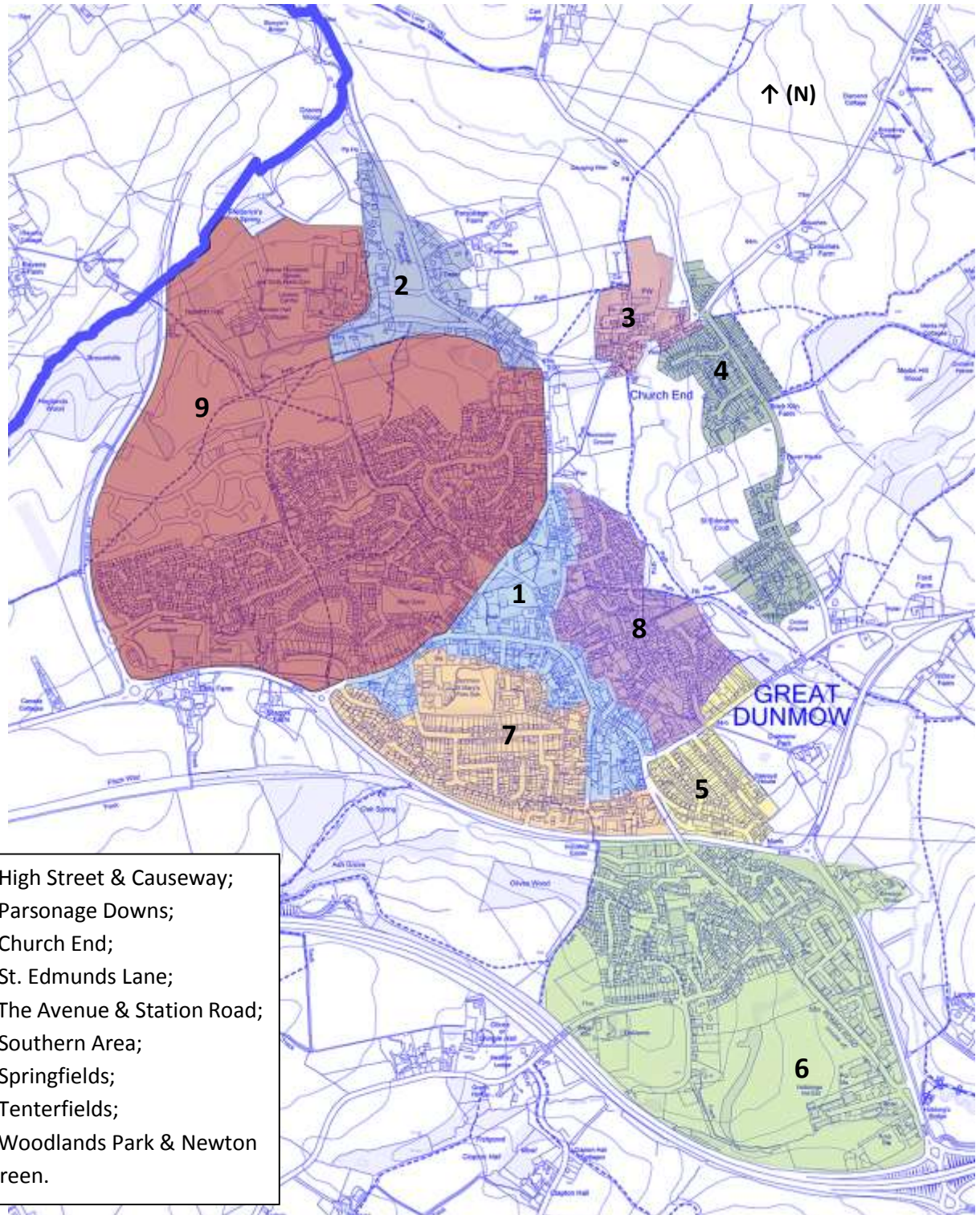
An area at the southeast corner of the estate has been developed as affordable housing. This is mostly three-storey accommodation which fronts directly on to the “spine” roads, with inadequate communal parking and utility areas behind... The lower roof-edge line is not maintained here, resulting in tall blocks with shallow roof-pitches which are entirely out of tune with the rest of the development.

The effect is overbearing... The finish of the ground floor of many of these buildings is mostly rendered in a pseudo-stone block pattern, painted in inappropriate colours... Depressingly little effort has been made to integrate this housing with the rest of the development. (p.25)



The other part of this Character Area is Newton Green. The TDS remarks on its low density, and the communal green from which it gets its name. The TDS asserts that the area could be improved by planting trees. Trees are an important asset contributing to the character and setting of Great Dunmow.

**Character Areas of the Built Environment (Fig. 7)**



- 1 – High Street & Causeway;
- 2 – Parsonage Downs;
- 3 – Church End;
- 4 – St. Edmunds Lane;
- 5 – The Avenue & Station Road;
- 6 – Southern Area;
- 7 – Springfields;
- 8 – Tenterfields;
- 9 – Woodlands Park & Newton Green.

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**Character Areas by Image (Fig. 8)**

<b>Character Area 1 (High Street and Causeway)</b>	
<b>Character Area 2 (Parsonage Downs)</b>	
<b>Character Area 3 (Church End)</b>	
<b>Character Area 4 (St. Edmund's Lane)</b>	
<b>Character Area 5 (The Avenue and Station Road)</b>	
<b>Character Area 6 (Southern Area)</b>	
<b>Character Area 7 (Springfields)</b>	
<b>Character Area 8 (Tenterfields)</b>	
<b>Character Area 9 (Woodland's Park and Newton Green)</b>	



### Important Approaches

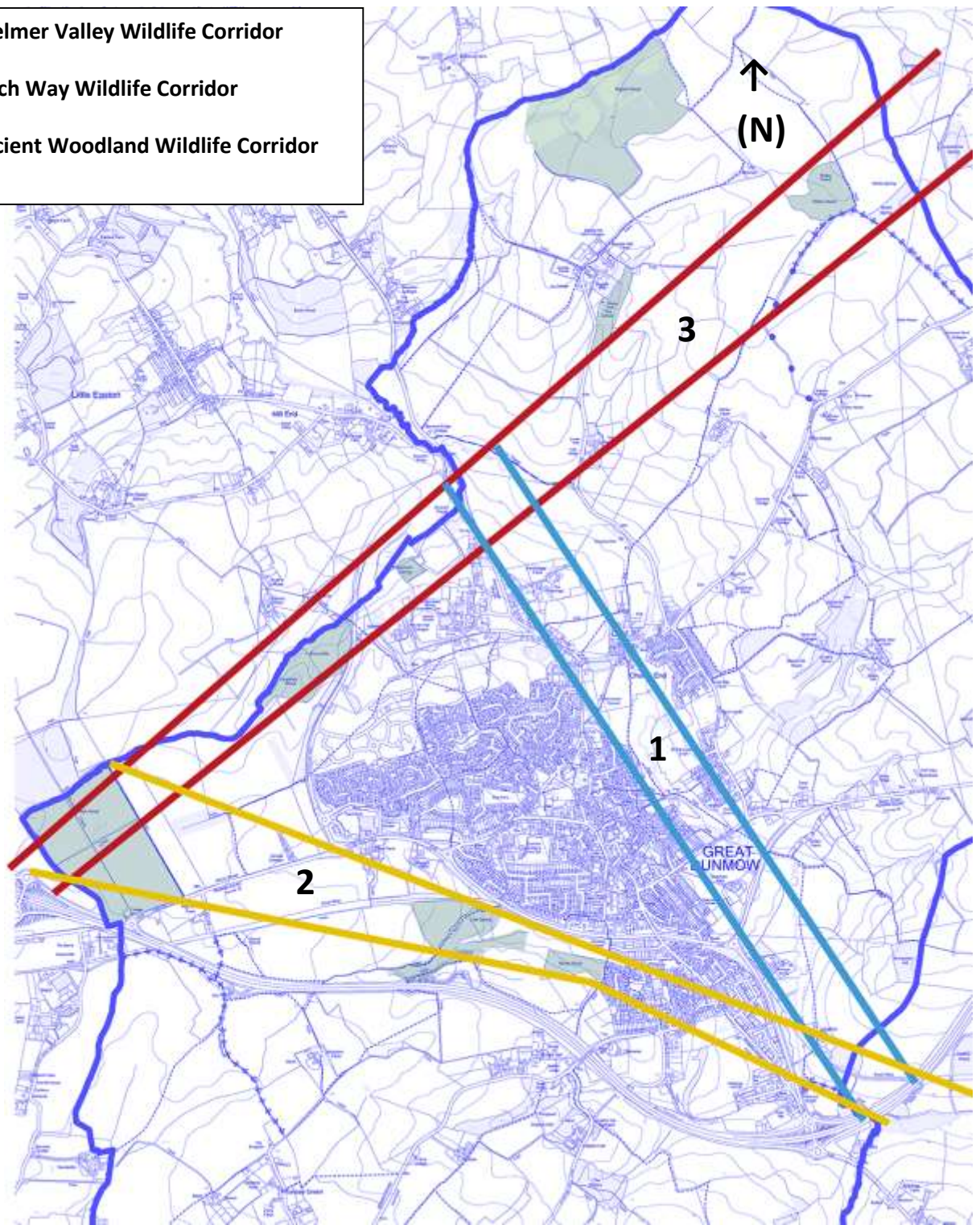
58. The quality of the approaches to Great Dunmow is very important to the maintenance of the quality of the town's landscape, setting and character. These have been considered by this Plan, drawing on assessments made by the TDS, and are identified here.
59. **North East** Key Positive Features: the openness of the approach from the Chelmer Valley; the small scale of the buildings on the northern edge of the town; the views of the tower of St. Mary's Church; the stands of trees on the high ground and around the church; the footpath route around the north east sector; the wide open landscape from the east; the distinct edge of the town at Church End; the views over the town and the features of the church tower and clock house.
60. **South East** Key Positive Features: the setting of the Chelmer and the views of the church tower northwards; the distinct rural edge on the east side of St. Edmund's Lane; the important tree belts east of St. Edmund's Lane and the woodland around Merks Hall; the views out to open country south east over the Chelmer; the open landscape of the Chelmer and the slope rising to Dunmow Park.
61. **South West** Key Positive Features: the importance of the landscape fringe to the northern edge of the A120; the value of Olives Wood and Ash Grove for biodiversity landscape and amenity; the hedge screening of the B1256; the role of the Flich Way in biodiversity and recreation; the footpath link over the B1256 into the heart of the town.
62. **North West** Key Positive Features: the importance of Hoglands Wood, Broomhills and Frederick's Spring in biodiversity and landscape terms; the views to the undulating landscapes north east; the importance of trees in the landscape; the footpath network linking the town to the Eastons.
63. The TDS does not come to comfortable conclusions when it considers the impact 20th Century development has had on the setting of Great Dunmow. On the South Eastern approach, "the new bowling club is a sudden intrusion into this rural fringe and introduces a hard urban feature with access roads and curbs. The development has not been well integrated into the landscape". The complaint is thus: "The historic settlement has embraced the landscape. It is the warp in as much as the buildings are the weft. The modern additions have done no such thing but have in effect turned their backs on the landscape". Such concerns should be carefully considered in any submissions for planning permission.

### **The Natural Environment**

64. The documents investigating this topic include: *Great Dunmow: Our Wildlife and Nature Sites*; Briefing Paper 9; and the Tarpey reports. These are contained in the Evidence Base.
  
65. Great Dunmow parish is geographically in possession of extremely high value ecological sites, including the Chelmer Valley, ancient woodlands, and the Flich Way, each of which contributes to important wildlife corridors permitting the migration of animals and insects around the town.

**Wildlife Corridors (Fig. 9)**

- 1. Chelmer Valley Wildlife Corridor**
- 2. Flitch Way Wildlife Corridor**
- 3. Ancient Woodland Wildlife Corridor**



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## Sport and Open Spaces

66. Great Dunmow has a large recreational area running through the heart of the town, a few minutes' walk from the town centre and many residential areas in the town. This is the Chelmer Valley, which includes the main sports fields in the town: the football pitches on the Recreation Ground. The accessibility of this space is a key feature in the lifestyle of the town.
67. Great Dunmow has an active and high-achieving sporting community, but its sports facilities are chronically overstretched. Swimming, gymnastics, netball and hockey are all faced with inadequate equipment and inadequate availability of facilities. This has a real impact on the ability of the Great Dunmow community to train for, compete in, and host competitions which bring regional and national attention and prestige to the town. The shortages are illustrated in the table below.

### Activity in our Clubs as of July 2014 (Fig. 10)

Club Name	Total Members	Full capacity?	Waiting list?	How many on waiting list?	Adequate facilities?
Dunmow Atlantis S/C	168	Yes	Yes	5	No
Dunmow Crests Netball	39	No	Close	0	No
Dunmow Junior Netball	50	Yes	Yes	20	No
Dunmow Rhodes FC	200+	Yes	Yes	50	No
Dunmow United FC	108	No	No	0	No
Dunmow Tennis Club	190	Yes	No	0	No
Dunmow Majorettes	20	Yes	No	0	No
Dunmow Bowling Club	138	No	No	0	Yes

68. Young people and the parents of young people feel the effects of the inadequacy of these facilities most. This community thus represents a large portion of the future of Great Dunmow, and it is necessary that the concerns raised in consultation in this respect are addressed as a matter of urgency.
69. Great Dunmow has two sites of allotment gardens, one owned and managed by the Town Council, and the other privately. The Town Council facility has 95 plots and a waiting list of seven. Plots only become available on the previous holder's death or the termination of their agreement, either through choice or compulsion.

70. Six play space areas currently exist in Great Dunmow: the Recreation Ground Play Area; Woodlands Park Play Area; Oakroyd Avenue Play Area; Lower Mill Field Play Area; Talberds Ley Play Area; and the Skate Park. These are detailed with a map under Justification: SOS3. Compared to the level of provision expected by UDC's *Open Space, Sport Facility, and Playing Field Strategy 2012*, Great Dunmow South ward has a 7.3ha deficit, while the North ward has a 2.1ha surplus of play space, meaning an overall 5.2ha deficit. Development proposals for Land West of Woodside Way and Smiths Farm include provisions for play space which will pass into the stewardship of the Town Council in due course.

### **Getting Around**

71. Great Dunmow is a highly walkable town, as it is fairly compact. Some pedestrian routes, however, are unattractive.

72. As Great Dunmow is walkable, it is also suitable for cycling. However, there are few dedicated cycle routes with most cyclists using streets to get around. In effect, cycling is discouraged by the lack of provision, and evidence from the town's secondary school suggests that a tiny minority (2%) cycle to school.

73. The Essex County Council Rights of Way Improvement Plan, July 2009, has identified a lack of continuous paths, a lack of bridleways and a lack of byways. The issue of the continuity of paths is of particular significance to Great Dunmow, as the disruption to the progression of the Flitch Way is a matter of long-standing community action and lobbying by residents. The Flitch Way Action Group and the Ramblers' Association of Great Dunmow – as well as Essex County Council – have been active in seeking improvements to the public rights of way in the parish, and their efforts have been supported by the Town Council.

74. An informal ramblers' trail – the Saffron Trail – has been identified and described by the Ramblers' Association. It comes from the south of the town (from Great Waltham), makes use of the Flitch Way, and carries on north towards Saffron Walden. Details of this trail can be found on the Essex Walks website.

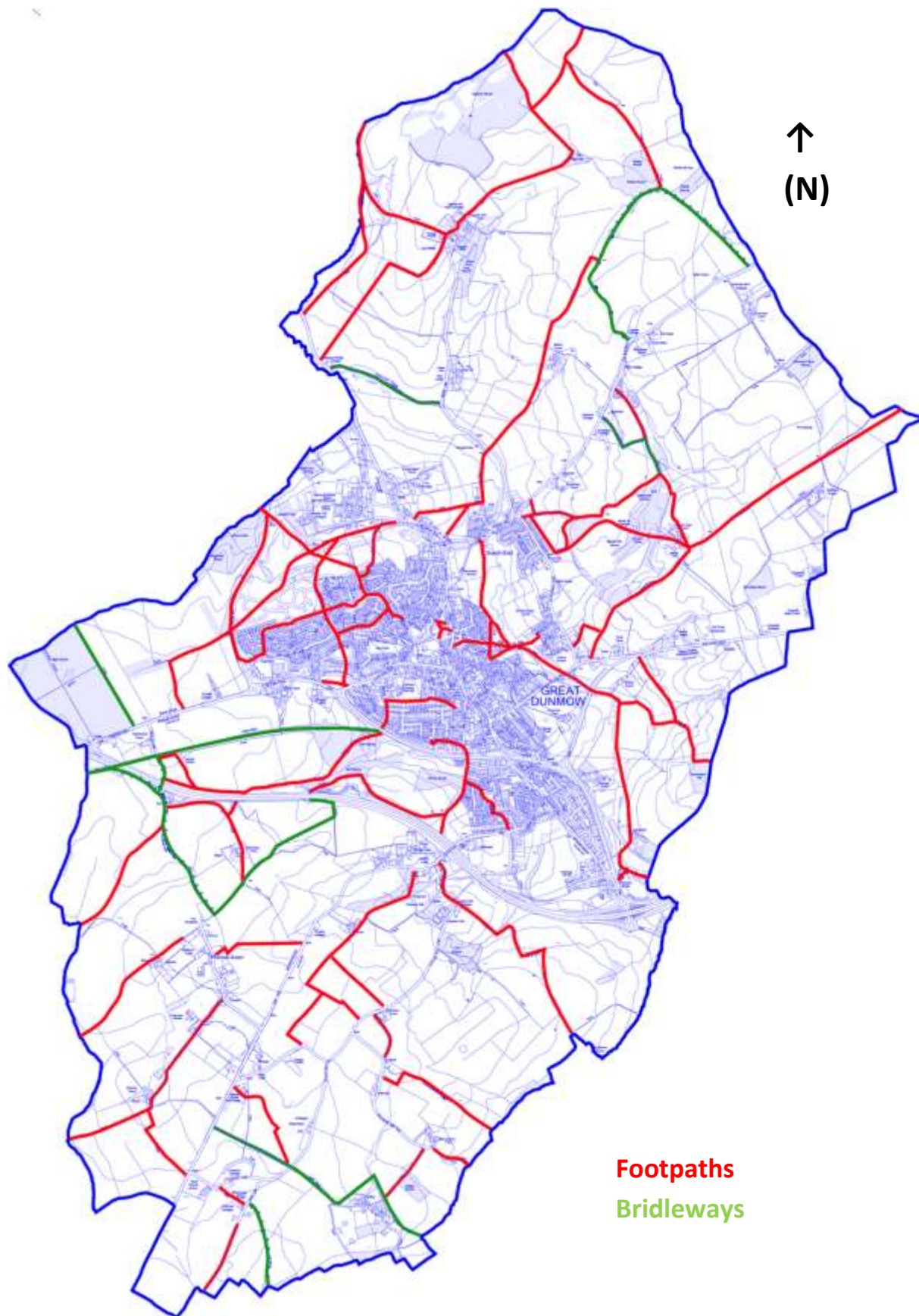
75. The Town Design Statement has raised the following issues facing footpaths and bridleways in Great Dunmow: Directness; clear marking and destination information; personal safety (perceived and actual, in terms of lighting); surfacing; connectivity; safety from traffic. Resolving these issues forms a priority for this Plan. Existing footpaths and bridleways are illustrated in Figure 11. There have been a number of missed opportunities with regards to improving the footpath and bridleway network which planning conditions would have been well placed to achieve. For example, the integrity of the Flitch Way should have been more thoroughly considered during both the construction of the original A120 bypass (B1256) and that of the new A120 bypass. Similarly, in written submissions on the applications for the Woodlands Park development, many residents and organisations in the parish put forward a very strong case to provide a bridleway along the whole length of the verge of the north-west bypass. Upgrading the existing footpath and constructing a surfaced track during the construction of the highway could easily have achieved this, but these submissions were

ignored and it now appears to be impossible to provide the bridleway in retrospect. This Plan hopes to ensure that such opportunities are not missed in the future.





**Existing Public Rights of Way in the Parish (Fig. 11)**



76. The A120 dual carriageway provides a high speed connection to the M11 and the towns surrounding Great Dunmow.
77. The Evidence Base shows that bus services and access to them is relatively poor. The nearest railway station is Stansted or Bishop’s Stortford, 6.1 miles or 9.8 miles respectively. Car parking at Stansted is expensive, and there are no direct public transport links to Bishop’s Stortford.

**The High Street and Town Centre**

78. The High Street forms the backbone of the town, forming a long, linear route until (at the Market Place) it splits into Stortford Road and down towards The Causeway.
79. The main shopping streets - the High Street, Market Place and Stortford Road – provide a range of local shops including a Post Office, two butcher’s shops, several pubs and several banks. There is also a supermarket on the outskirts of the town.

**Proportion of Units on Primary and Secondary Retail Frontages (Fig. 12)**

	Shops (comparison)	Shops (convenience)	Pubs / cafés	Takeaways	Service (Finance)	Service (hairdresser / laundrettes)	Service (Health)	Business (incl. estate agents)	Total (units)
<b>Primary</b>	30%	7%	19%	9%	11%	9%	7%	9%	70
<b>Secondary</b>	32%	3%	6%	6%	3%	18%	9%	26%	38
<b>Total</b>	31%	6%	14%	7%	8%	12%	7%	15%	108

80. The Town Centre provides a total of 248 non-season ticket car parking spaces, at White Street (107 spaces), Angel Lane (29 spaces), Chequer’s Lane (53 spaces), Foakes Hall (29 spaces for users of the hall), the Recreation Ground (approximately 30 spaces), and New Street (10 spaces). Most of these carry car parking charges, with short-time tickets available. This is seen by local residents and High Street businesses as very damaging to efforts to support the Town Centre. Dunmow Chamber of Trade and the Town Team have been active and vocal in efforts to change this situation.

**The Economy**

81. The Employment Land Review, 2011, and the Appraisal of Employment Land Issues, 2006, (see Briefing Paper 4) have highlighted the fact that low unemployment and high wages are a reflection of out-commuting. Those who out-commute earn 20 percent more than the average for people working in Uttlesford.
82. Only 20 percent of employees working in Great Dunmow actually reside in the town. Over half travel to Great Dunmow from further than 5 miles away, coming from as far afield as Braintree and Brentwood.



83. According to the 2011 census, 31 percent of the Great Dunmow population have qualifications at level NVQ4 or above, but the evidence shows that these are being employed largely outside of the town. In turn, employment within the town – skilled and unskilled, often for lower wages – is being filled by commuters into Great Dunmow. These twin phenomena have a range of effects, including on the local community and traffic and transport. Indeed, traffic surveys have indicated that 56 percent of vehicular movement in the town centre and Church End is through-traffic.
84. According to the 2011 census, 68 percent of people (that is, 6,000 people) in Great Dunmow are of working age. There are a further 10,500 people of working age in the surrounding villages. According to the Great Dunmow Business Survey there are about 306 job-creating enterprises with a physical presence in the town, and 90 percent of these have been trading for 3 years or more. There are – currently – eight commercial or industrial centres employing about 120 employees. With 2,486 new residential units expected for the town (source: UDC Housing Trajectory and Statement of 5 Year Land Supply), we might reasonably expect the population to grow by 5,643 (based on an average of 2.27 people per household; source: 2011 Census), adding perhaps 3,837 working age people to the town (68% of the additional population).
85. The 2011 Employment Land Study identified several important factors playing a role in the local economy. It identified strong growth in the Cambridge sub-region, but this has had the biggest effect on Saffron Walden. The influence of the M11 is more important for Great Dunmow, perhaps helping to explain the “thriving” state of the town’s industrial estates. The Study reports that there is a shortage of commercial floor space of the right type – including both office space and warehousing. Briefing Paper 4 describes the situation succinctly: “The Employment Land Study states clearly that there is demand for good commercial floor-space and that there will be demand at some point for industrial space. In addition it makes clear that the corridor along the A120 is attractive to business and hence investors”.
86. However, the 2011 Employment Land Study recommended that the employment allocation under the adopted Local Plan (2005) at Smiths Farm (Policy GD6) be abandoned “and replaced by allocation as a distribution park for warehousing... The rationale for this is that there is no demand for B1 business in Great Dunmow”. The 2005 Local Plan allocated about 16ha of land for employment but only 18 percent (3.5ha) has been taken up. At the same time, there has been an overall decline in the amount of industrial floor-space and an increase in warehousing and offices. The Employment Land Study predicts that this trend will continue and that factory space will decrease in the district by a further 11.5ha by 2028 while warehousing will expand by 5.7ha and offices by 4.1ha. The planning permission now existing for this site enacts the recommendation that flows from these conclusions, releasing the Smiths Farm site for warehousing alongside residential development. UDC also argue that there is potential for growth within the retail sector.

### **Healthcare and Education (Infrastructure)**

87. Members of the Great Dunmow Neighbourhood Plan Steering Group undertook an assessment of health, education and infrastructure (such as sewerage capacity and drainage) within Great Dunmow, and this is available as part of the Evidence Base.
88. Uttlesford District Council's Infrastructure Delivery Plan sets out the additional infrastructure requirements that new housing development will bring. Planning officers have been agreeing Section 106 obligations with developers, including sites for healthcare facilities and schools (land for a primary school West of Woodside Way, land for a new primary school on the Smiths Farm development, etc.). It is recognised that it is beyond the control of the Neighbourhood Plan to determine the future provision of health, schools, and early-years services, but there is a commitment from the Town Council to continue to work with the various stakeholders to ensure that the best outcomes are achieved for Great Dunmow. This commitment is outlined in the Community Action Plan towards the back of this document.
89. There are two doctors' surgeries in Great Dunmow, Angel Lane and John Tasker House. John Tasker House has a list size of 13,541 with a capacity of 12,150, while Angel Lane Surgery has a list size of 9,200 with a capacity of 10,000. Neither surgery has official estimates for changes in list size up to 2020, but there is no space for expansion at John Tasker House Surgery and only limited space at Angel Lane Surgery. Great Dunmow caters for a wide catchment area, including Takeley, Barnston and Felsted, as well as the town itself. Primary care is changing rapidly to respond to financial and demographic pressures, and land use patterns need to reflect this.
90. There are two local primary schools, St. Mary's and Dunmow Primary School, and both are expected to be at capacity within the next five years. St. Mary's Primary School in Great Dunmow has a capacity of 432 places, whilst Great Dunmow Primary School has a capacity of 420 places.
91. There is one secondary school, Helena Romanes School and Sixth Form Centre, an academy, which has a capacity of 1,563 places, including a sixth form of 250 pupils. In the school year 2014-15 there were nearly 1,300 pupils on roll (1,277 pupils were actually on roll as at January 2015).
92. Survey results (recorded in the Evidence Base) indicate a concern locally about the impact of new housing development and the pressure this will put on infrastructure, schools and medical facilities.
93. A quarter of residents living in the parish are aged over 60. This will put pressure on local services including: social and healthcare (greater likelihood of long term illness); public transport (through decreased mobility); recreational facilities (people are living longer and

have more spare time); and changing housing needs (smaller properties, adaptations and a dependence on others to provide care and support).

94. The Neighbourhood Plan Steering Group held a workshop for healthcare professionals on 10th June 2013, with the purpose of giving professionals information about the current planning landscape and hearing their views about the current situation regarding healthcare provision in Great Dunmow. The Assistant Director of Delivery of the West Essex Clinical Commissioning Group was present, and was able to speak about the plans of the CCG for the local area's healthcare strategy. All of these opinions and the associated speeches are recorded in the Evidence Base. The consensus was that an ageing population is having a great impact on healthcare services, the accessibility of these services, and the requirement for home visiting. There is also increasing demand for mental health facilities. Concerns were also raised about the scarcity of bungalows, and the unacceptability of assuming that old people will, or should, take the route of moving into care homes.



## Vision Statement and Core Objectives

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Having a vision for Dunmow means knowing who we are, where we are, and where we're going. Having a vision gives us a real voice in the planning system.

Having a vision for Dunmow within the legal framework of the NPPF means embracing the sustainable development of our local area. The definition of "sustainable development" – much quoted by ministers, civil servants, and in policy documents – is a controversial one, but is a central theme in the new planning system. The Brundtland Commission, which reported to the United Nations in 1987, held "intergenerational equity" to be the central theme of sustainable development. According to the

NPPF itself – and drawing on Brundtland – there are three dimensions to sustainable development: economic, social, and environmental; the planning system thus has these three roles:

**An economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

**A social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and

**An environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to: improve biodiversity; use natural resources prudently; minimise waste and pollution; and mitigate and adapt to climate change including moving to a low carbon economy.



95. The Vision Statement and Core Objectives were developed with the local community via a series of community consultation events and opinion gathering exercises. They form the foundation of the Great Dunmow Neighbourhood Plan.



The Vision Statement:

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**“Let Great Dunmow be a 21st century market town, vibrant in a rural setting, sustainable, historic, with local opportunities and prosperity, and a destination in its own right”.**

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96. The development proposals already with permission must provide, as a high priority, appropriate connectivity with the existing town and surrounding countryside, and must improve the living and community experience in Great Dunmow.



Figure 13: The objectives in this chapter have come directly from what local people said at the consultation exhibition on Saturday 29<sup>th</sup> June 2013 (left). They were refined at a further exhibition on Saturday 8<sup>th</sup> February 2014 (right).

97. Using the vision statement and the views of local people helps us to put together a set of principles for delivering our vision. These are:

- Ensure that Great Dunmow provides the right type and scale of housing development to support the local community;

- Do not allow housing development to proceed at a rate that threatens the health and sustainability of the local community;
- Ensure that new development does not exacerbate existing weaknesses to flooding;
- Protect the positive features of the landscape, setting and character of Great Dunmow, including the approaches to the town, the countryside setting and views from the town, the character of the Conservation Areas, the setting of heritage assets (including listed buildings and scheduled monuments), the historic character of the parish, and the local character of the parish more generally. Where negative features have been identified, development should avoid these pitfalls in future and should, where possible, improve them;
- Prevent urban sprawl and the amalgamation of Great Dunmow with the neighbouring settlement of Little Easton;
- Protect the natural biodiversity which relies on good stewardship of the parish;
- Protect the Chelmer Valley;
- Protect existing open spaces, allotments, sports' facilities and play facilities, and emphasise the requirements for additional sports' facilities as a matter of urgency;
- Ensure that Great Dunmow is well connected for pedestrians and cyclists within itself (recognising also the health benefits that accrue to those children who walk/cycle to school) and with the surrounding countryside, and ensure that new developments contribute to this in every respect. Promote the upgrade of footpaths to include permanent cycle tracks and safer routes to schools;
- Reconnect the Flich Way;
- Ensure that the Town Centre is well connected for pedestrians and cyclists and that it evolves in a way which improves the shopper experience, diverting extraneous traffic, controlling excessive speeds and improving the pedestrian environment;
- Ensure that the High Street is supported and not undermined by new development and that it is in the best position and state of maintenance and provision to provide for the essential shopping needs of residents, while maintaining the historic character and quality of the public realm;
- Ensure that local businesses are able to expand as necessary within Great Dunmow, and that the town is attractive for new business investment which can take advantage of proximity to Cambridge, Stansted, the A120 and the M11;
- Ensure that healthcare facilities, provision of education, and other infrastructure, are invested in so that the town remains able to cater for a growing population, and that additional capacity is made available in a timely manner;
- Ensure that healthcare facilities are supported and are able to expand to cater for the existing population rather than running at or over capacity;
- Ensure that Great Dunmow continues to be an attractive, well ordered and vibrant community;
- Ensure that Great Dunmow is well connected to broadband services.

#### 98. The Core Objectives:

The Core Objectives are grouped under nine headings:

- Sustainability and Deliverability;
- Development and Standards;
- Landscape, Setting and Character;
- The Natural Environment;
- Sport and Open Spaces;
- Getting Around;
- The High Street and Town Centre;
- The Economy;
- Healthcare, Education and Infrastructure.

99. Each heading has one or more associated Core Objectives which are listed before the relevant policies, and which is supported by the local community, evidence and key stakeholders as demonstrated in the Evidence Base. Considerations regarding the historic environment are included under “Landscape, Setting and Character”.

**The Future Vision for Great Dunmow**

100. Great Dunmow’s housing allocations are covered in *de facto* planning consents granted, and the Neighbourhood Plan sets requirements agreed with Uttlesford District Council.

101. The Great Dunmow Neighbourhood Plan will be monitored by Uttlesford District Council on an annual basis and formally reviewed on a five-year cycle or to coincide with the review of Uttlesford District Council’s anticipated Local Plan if this cycle is different.



Figure 14: An Image of the Doctor’s Pond

*“Legend has it that the name “Doctor’s Pond” is derived from a local doctor’s use of the pond for breeding and keeping leeches used in the medicine of the day.*

*“Lionel Lukin, born Great Dunmow 18<sup>th</sup> May 1742, died Hythe, Kent 16<sup>th</sup> February 1834, is famous for inventing the first “unimmergible” lifeboat in 1784. Tradition has it that Lukin’s first experiments with model boats were undertaken on Doctor’s Pond”.*



## Section 2: Neighbourhood Plan Objectives, Justifications and Policies



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# Introduction to Objectives, Justifications and Policies

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102. Section 1 has set out the overall vision for Great Dunmow and the principles that have resulted from community consultation and investigation. This section sets out the policies to support and deliver the vision, and the positions that Great Dunmow Town Council will adopt to that end. The policies and positions are grouped under the following topics. The historic environment is included under “Landscape, Setting and Character”.

- Sustainability and Deliverability;
- Development and Standards;
- Landscape, Setting and Character;
- The Natural Environment;
- Sport and Open Spaces;
- Getting Around;
- The High Street and Town Centre;
- The Economy;
- Healthcare, Education and Infrastructure.

103. Each topic is structured in the same way:

- A summary table setting out the Core Objectives, policies and positions;
- Each objective is set out with an explanatory text;
- Each objective is supported by policies and / or positions where appropriate;
- Each policy is preceded by a specific justification.

The National Planning Policy Framework requires lower planning policy documents to promote sustainable development and to act with a presumption in favour of such development. It is intended that the policies in this Plan will contribute to the sustainable development of the Neighbourhood Plan Designated Area. The policies will be delivered in a manner which is considered, prioritised, and in line with the intentions of higher planning policy as well as the local community. This Plan is the means by which residents and businesses can get involved, and have a say, in the planning system.

# Sustainability and Deliverability

Objective	Policy Index
<a href="#">Sustainability and Deliverability</a>	<b>SD-A [Position]: Community Infrastructure Levy</b>
	<b>SD-B [Position]: Funding Priorities</b>
	<b>SD-C [Position]: Viability Assessments</b>

## **Objective: Sustainability and Deliverability**

The policies and positions in this Plan will contribute to the sustainable development of the Neighbourhood Plan Designated Area. The policies will be delivered in a manner which is considered, prioritised, and in line with the intentions of higher planning policy as well as the local community. This Plan is the means by which residents and businesses can get involved, and have a say, in the planning system.

It is required by the NPPF that housing proposals should be sustainable and deliverable. In general, there should be a presumption in favour of sustainable development, and NPPF paragraph 15 states that development plans must lay out this presumption “so that it is clear that development which is sustainable can be approved without delay”.

In general, planning applications which accord with the policies in this Neighbourhood Plan will be approved, unless material considerations indicate otherwise. Planning permission will also be granted where relevant policies in the Neighbourhood Development Plan are out of date or silent unless:

- Other relevant policies in the Development Plan for Uttlesford indicate otherwise;
- Any adverse impacts of the proposal would significantly and demonstrably outweigh its benefits when assessed against the policies in the National Planning Policy Framework as a whole;
- Specific policies in the NPPF or other material considerations indicate that development should be restricted.

It is also necessary that Great Dunmow Town Council takes a positive approach to its consideration of development, and in the pursuit of this, the Town Council will seek to work with the Local Planning Authority, applicants and other stakeholders to encourage the formulation of development proposals that can be approved.

These requirements exist as part of the Town Council’s responsibilities towards promoting a presumption in favour of sustainable development.

The rate of development which is sustainable will change over time and in accordance with market conditions, changes in the law and other external factors. Uttlesford District Council has based its Infrastructure Delivery Plan on the rate of housing delivery recorded at paragraph 31 (Figure 2), and



this Neighbourhood Plan is obliged to accept this rate of delivery so far as it is deliverable. The rate predicted by UDC is updated annually. As this Neighbourhood Plan and the anticipated Local Plan are updated in the future, Great Dunmow Town Council should work closely with UDC to assess the changing needs for housing delivery in the Designated Area.

It is important that proper consideration is given to meeting the requirements of the Neighbourhood Plan policies set out in this document, and that funds are allocated either via Section 106 or CIL to achieve them. There are many strategic requirements which will need funding, as well as basic expectations such as footpath / cycleway connectivity (including safer routes to schools) which will have to find their way into detailed planning applications, as laid out in policies in this Plan. There is also the requirement to pursue the NPPF objective of sustainability. Where developments fall short of delivering these essential gains, there must be good, demonstrable reasons why the funding expectations for a site cannot be met by developers. UDC Planning Officers, by default, already consult the Town Council on the financial viability of developments and subsequently issue a recommendation to the Planning Committee.

It is considered by the Town Council that in order to best ensure the implementation of the town's priorities for planning gain the Community Infrastructure Levy (CIL) should be phased in as a means of achieving this. Under CIL, the Town Council would be entitled to 25% of the financial proceeds of planning gain to spend on the town's priorities for improvement.

#### **Position SD-A: Community Infrastructure Levy**

This Neighbourhood Plan would support the introduction of the Community Infrastructure Levy as the means of securing planning gain from development. This Neighbourhood Plan would support the allocation of the statutory 25% of CIL monies for the Town Council to take responsibility (with Uttlesford District Council's support and guidance) for the delivery of the local requirements laid out in this Plan. The Town Council would continue to support UDC in securing strategic community gain from the remainder of the CIL monies.

#### **Position SD-B: Funding Priorities**

Our local-improvement priorities broadly correspond with the following hierarchy, and further details about each of them can be found under the appropriate policies:

- Play space quantity and quality;
- Sports' facilities (swimming, tennis, etc.);
- Allotments;
- Footpath / cycleway upgrades;
- Contributions to improve wildlife corridors;
- Enhancement of the public realm, especially within the Conservation Areas;
- Coach Park;
- Employment Land.

[Note: This Neighbourhood Plan sets out a number of requirements and wishes which will need the allocation of Section 106 or CIL monies in order to be achieved. It is considered that requirements such as tree lined avenues and adequate footpath and cycleway access on developments (including safer routes to schools) will be included in the planning stage as standard, in accordance with adopted Local Plan and Neighbourhood Plan policies, and so do not feature on the list in this position (SD-B). Likewise, a statutory responsibility exists for a sufficient number of school places to be provided, and healthcare is determined by the Clinical Commissioning Group, and so these two issues are not included in this list of priorities, since it is not considered appropriate that these types of facilities should be “ranked” against others. Likewise, improvements to surface water flood risk are considered critical and are addressed by Uttlesford District Council and on specific developments, and so are not present in this list. It is expected, in line with recommendations from Essex County Council, that Uttlesford District Council will require new developments to be subject to the approval of the SUDS Approval Body (SAB)].

#### **Position SD-C: Viability Assessments**

Where Section 106 or CIL contributions cannot be made in accordance with the requirements of the Neighbourhood Plan policies, the developer should be expected to provide viability assessments which set out the following:

- How the development works would be / are being financed;
- Who would provide / is providing the finance;
- The cost of the finance and the terms for repayment;
- The estimated net cost of carrying out the development works;
- The developer’s real or estimated overheads and profit;
- Professional and all other fees chargeable to the project;
- Any other costs, charges or taxes not mentioned above;
- Profit after deduction of all costs and charges but before S106 agreements;
- The estimated cost of any S106 or CIL requirements forming part of the Application;
- Profit after deduction of S106 or CIL requirements.

This financial statement shall be used to decide whether or not the proposed S106 and / or CIL requirements are viable or deliverable at the time of Outline Application.

# Development and Standards

Objective	Policy Index
<b>Town Development Area (TDA)</b>	<b>DS1: TDA: Development Limits</b>
	<b>DS2: TDA: The Existing HRS Site</b>
	<b>DS3: TDA: Land adjacent to Buttleys Lane &amp; Land South of Stortford Road</b>
	<b>DS4: TDA: Land West of Woodside Way</b>
	<b>DS5: TDA: Land West of Chelmsford Road (Smiths Farm)</b>
	<b>DS6: TDA: Land West of Chelmsford Road (Smiths Farm) (Waste Transfer Station)</b>
	<b>DS7: TDA: Woodlands Park</b>
	<b>DS8: TDA: Land at Brick Kiln Farm</b>
<b>Designing Developments for Great Dunmow</b>	<b>DS9: Building for Life</b>
	<b>DS10: The Case for Space</b>
	<b>DS11: Hedgerows</b>
	<b>DS12: Eaves Height</b>
	<b>DS13: Rendering, Pargetting and Roofing</b>
	<b>DS14: Integration of Affordable Housing</b>
	<b>DS15: Local Housing Needs</b>

## **Objective: Town Development Area (TDA)**

This Neighbourhood Plan will support the housing market in Great Dunmow to cater for local demand, while protecting the distinct rural identity of the parish.

The identity and character of Great Dunmow is heavily influenced by its setting, and this is to be retained as a priority. The requirements of a growing population must be met, but the price of this need not be the destruction of the local rural and historic character. Great Dunmow should be contained to prevent urban sprawl encroaching on the surrounding countryside, and to prevent amalgamation with the neighbouring settlement of Little Easton, or any other settlement.

## **Justification: DS1: TDA: Development Limits**

Public consultation has revealed a very strong local commitment to the rural setting of the parish of Great Dunmow. Areas which have been highlighted in particular as contributing to this setting are the Chelmer Valley, the Flitch Way, the woods and fields separating Great Dunmow from Little Easton, and numerous views from the north and east of the town have been identified in the Great Dunmow Town Design Statement. These zones have also been identified by the Steering Group's research into the natural environment as being of particularly high value for wildlife as presenting foraging and migratory opportunities, and have been marked as wildlife corridors in policy NE2: Wildlife Corridors.

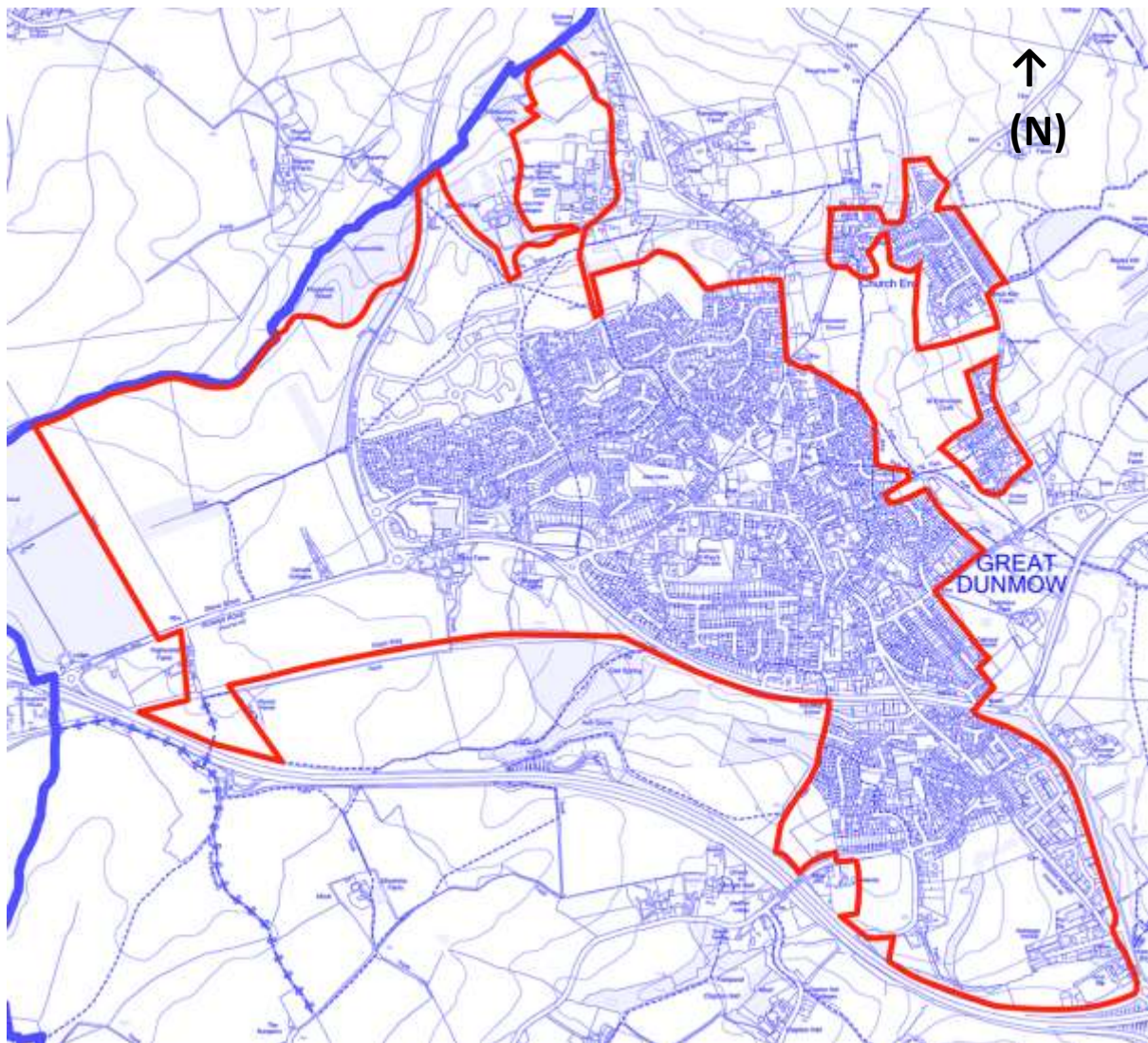
In the questionnaire that was issued to 6,000 households in and around Great Dunmow, nearly three quarters (72.4%) of respondents indicated that they believed Great Dunmow should be “an historic town with controlled growth to ensure its character and rural environment are protected”. On this theme, it was considered “very important” to “resist development proposals which threaten our environment”, and only 11% of respondents approved of building on greenfield sites in the parish. It is therefore a high local priority to constrain urban sprawl, which would threaten – or, moreover, destroy – the rural setting of the town and character of the parish.

Existing town development limits have been established by the 2005 Local Plan. The strategic context within which this Neighbourhood Plan operates is the 2005 limits and the *de facto* planning consents granted outside of these limits under the auspices of the NPPF. These consents have been dealt with elsewhere in this Plan.

There is an existing planning permission for a Waste Transfer Station within these limits, and work on this is required to commence within 5 years of the planning permission, which was granted on 26<sup>th</sup> June 2012.



### **Town Development Area (Fig. 15)**



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#### **Policy: DS1: TDA: Development Limits**

This Neighbourhood Plan defines the Town Development Area as shown in Figure 15, for the purpose of:

- Directing future housing growth in line with allocations set out in this Plan;
- Protecting the rural setting of Great Dunmow; and
- Containing the spread of the town by promoting infill within existing built-up areas.

All other areas will be treated as countryside.

Development of sporting facilities outside the Town Development Area will be supported subject to adopted Local Plan and Neighbourhood Plan policies.



### **Important Note: Lands North and South of Ongar Road**

The Town Council does not agree with the principle of these two sites being included in the Town Development Area due to the residential amenity issues relating to noise. Ongar Road North also provides important woodland habitat which the town does not wish to lose. The Plan cannot however alter the fact that there are existing planning consents on the sites and therefore the Town Development Area does include them both.

### **Justification: DS2: TDA: The Existing HRS Site**

It is recognised by Helena Romanes' School (HRS) and ECC and all appropriate authorities that greater secondary school capacity will be required in Great Dunmow by the end of the Plan period. HRS is considering options for expanding the existing school site or relocating elsewhere.

The existing HRS site is located alongside Parsonage Downs (a Conservation Area – see Figure 6), and along the eastern boundary of the site are five listed buildings (listed below). The site is part of an important wildlife corridor to the north of Great Dunmow. The school site contributes to this corridor as it includes a number of open playing fields. Any development of this site will thus need to retain such qualities as contribute to the functioning of the wildlife corridor, and will need to shield the existing buildings of Parsonage Downs to preserve their character and valuable setting.

### **Listed Buildings in Parsonage Downs**

Burntwood Cottage, 17 Parsonage Downs (a 16<sup>th</sup> century house) (Grade II)

Portways, 3 Parsonage Downs (a 15<sup>th</sup> century house) (Grade II)

Heathfield Cottage, Parsonage Downs (a 16<sup>th</sup> century house) (Grade II)

Pink Cottage, Parsonage Downs (a 17<sup>th</sup> century house) (Grade II)

'Herb of Grace', Parsonage Downs (a 17<sup>th</sup> century house) (Grade II)

Friars (a late 17<sup>th</sup> century house) (Grade II)

15 Parsonage Downs (a 16<sup>th</sup> century house) (Grade II)

21 Parsonage Downs (an 18<sup>th</sup> century house) (Grade II)

29 & 31 Parsonage Downs (a pair of early 17<sup>th</sup> century cottages) (Grade II)

In consultation with the Parsonage Downs Conservation Group, this Plan suggests a suitable buffer zone between any new development on the existing HRS site and the properties of Parsonage Downs (properties referring to the legal edge of land, including gardens) of 20m. This buffer is to include a strip of open shrub land for wildflowers and walking, and a strip of native trees and hedgerows.

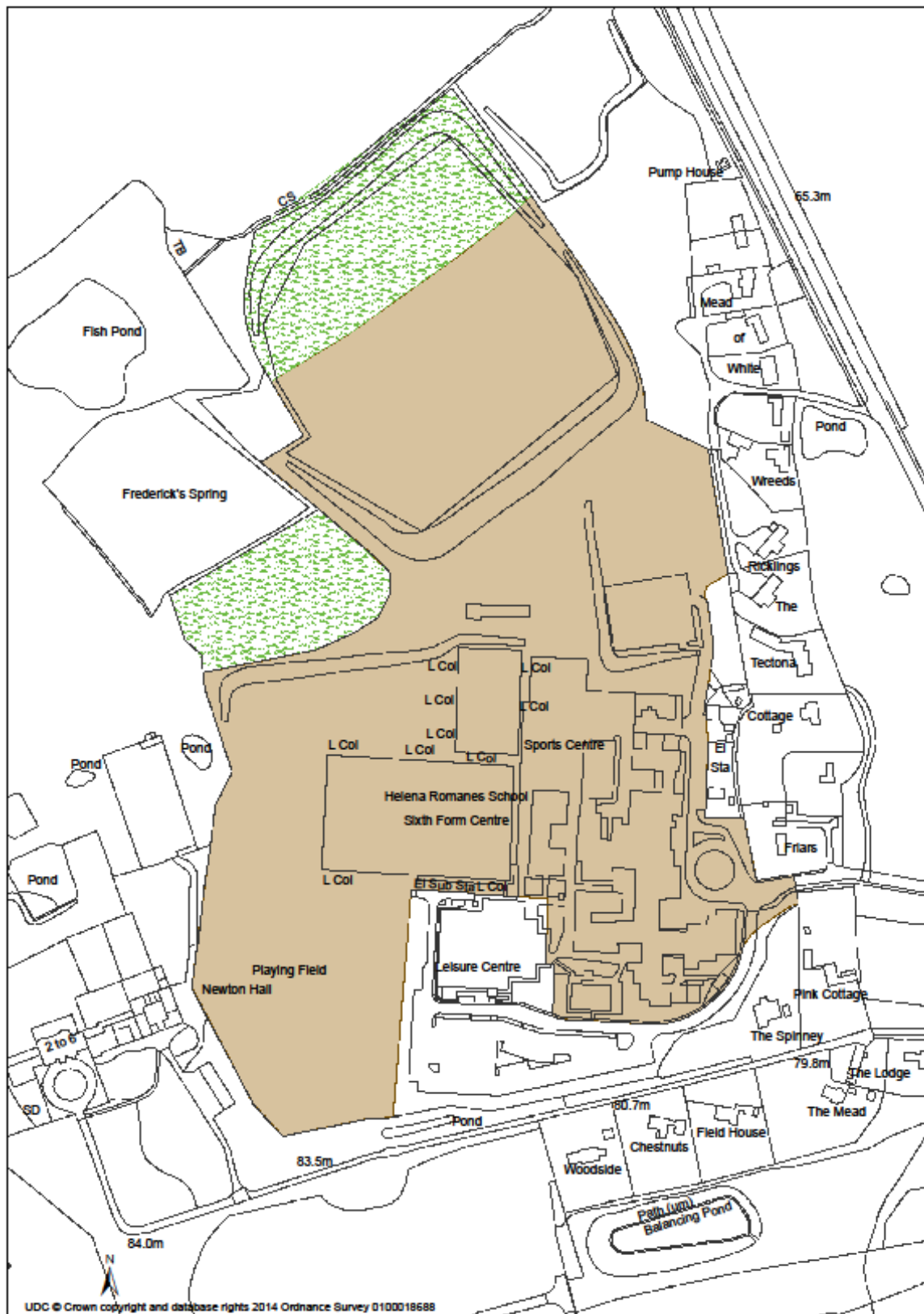
It is also suggested that development proposals for the 100 houses are designed around central open green spaces, with plentiful trees and strips of green space to facilitate the movement and sustenance of wildlife. Later policies will give indication of suitable varieties of trees (see NE3 and NE4). It would be helpful if designs were made in consultation with Great Dunmow Town Council, the Parsonage Downs Conservation Group, and appropriate wildlife organisations.

Reference to the later policy GA1: Core Footpath and Bridleway Network, and the associated map, Figure 41, shows that an upgraded footpath-cycleway is desired by this Neighbourhood Plan running through the site under discussion in this policy, according to the particulars proposed in GA1. This footpath-cycleway should be provided as part of any development of this site, from the bridleway

running alongside the Sector 4 bypass, linking to a footpath continuing through Woodlands Park to the south.



The Existing HRS Site (Fig. 16)



### **Policy: DS2: TDA: The Existing HRS Site**

This site is released for the development of 100 residential units if Helena Romanes' School relocates to another site appropriately located to serve the growing population of Great Dunmow and the site is no longer required for education use. All financial planning gain from this site is reserved to assist Helena Romanes' School's chosen relocation site.

Development of this site for residential must be carried out in consultation with Great Dunmow Town Council and the Parsonage Downs Conservation Group. Development of this site must be carried out in accordance with the following particulars, in order to protect the setting and value-to-wildlife of Parsonage Downs, and of the wildlife corridor of which the school site and the Downs are a part.

Development of this site will provide a footpath-cycleway (as per policy GA1: Core Footpath and Bridleway Network) running through the site, north-south, from the bypass at Woodland's Park Sector 4 to linking rights of way through the Woodland's Park Sectors 1-3 sites.

Residential development (for 100 units) on the existing HRS site should:

- Be an enabling development, in order to part fund the development of a new secondary school appropriately located to serve the growing population of Great Dunmow, for example on land adjacent to Buttleys Lane, South of Stortford Road;
- Provide for the provision of cycleways / footpath links from the development to the primary and secondary schools and the Town Centre (in accordance with NP policy GA2);
- Provide children's play spaces (LEAPs) and a 1.8 hectare landscape buffer to the north and west of the site to form a link with existing woodland habitats (landscaped in accordance with NP policy NE4: Screening);
- Include a substantial landscaped buffer incorporating native trees and hedgerows, and a shrubland area for wildflowers designed so that it can also be used as an informal walkway adjoining the existing properties of Parsonage Downs. The dual purpose of this buffer is firstly to add value to the wildlife corridor, and secondly to shield the existing properties from new development;
- Arrange houses so that they centre on open green spaces, which also connects to a green-strip pathway around the perimeter;
- Protect the setting of the listed buildings to the east of the site, and the associated Conservation Area;
- Be designed to mitigate adverse effects upon existing residential and community interests – this development may be required by legal obligation to provide or contribute towards wider and long term planning benefits reasonably associated with the alleviation of any such impact.

The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.

Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.

**Justification: DS3: TDA: Land South of Stortford Road**

UDC has identified this site as being appropriate for the development of a new secondary school alongside 400 housing units, and is regarded as an enabling residential development to support the provision of a medical centre and a new secondary school with playing fields.

The Flitch Way must also be protected in the event of the development of this site.

This site also includes Folly Farm, which comprises five Grade II Listed buildings or groups of buildings, and the setting of these must be protected in the event of development of this site.

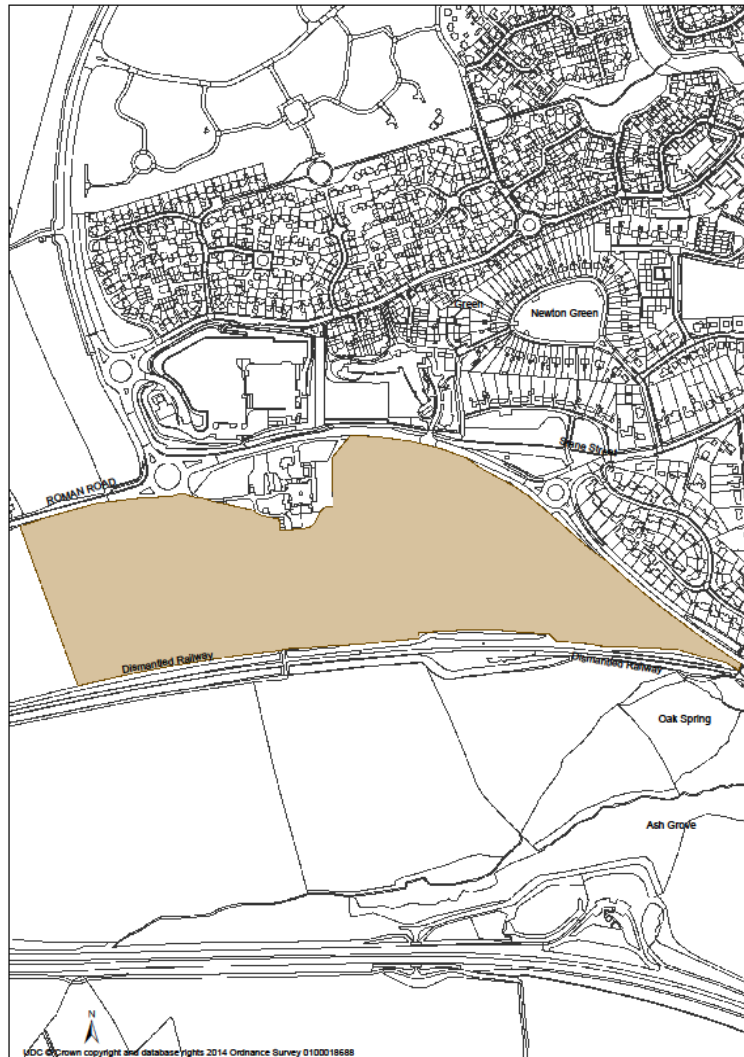
The Strategic Environmental Assessment conducted on this Neighbourhood Plan has indicated that archaeological deposits are likely to exist on the site, and these should be fully investigated as a condition to any successful application.

UDC identifies a need for housing stock suitable for older people. It is estimated that the over 65s population in the UK will grow from 10.1m to 16.7m by 2036 and from 1.3m to 3.3m for the over 85s by 2033. National housing strategy is to encourage local authorities to make provision for a wide range of housing types across all tenures. The New Specialist Housing for Older People report (H113) used updated Housing LIN ratios to forecast future specialist housing requirement needs from the age cohort population projections above. The gross requirement in Uttlesford 2001-2031 is:

<b>Category</b>	<b>Dwelling spaces</b>
Extra care	600
Enhanced sheltered	300
Dementia	100
Leasehold scheme for the elderly	1,600
<b>All types</b>	<b>2,500</b>

Uttlesford has a growing ageing population which is predicted to increase significantly over the next 20 years. Figure 6 of the New Specialist Housing for Older People report (H113) shows that from 2001 to 2033 the population growth for people aged 75+ is 162%.

**Land South of Stortford Road (Fig. 17)**



**Policy: DS3: TDA: Land South of Stortford Road and Land adjacent to Buttleys Lane**

The site is allocated for a mixed use development of 14ha of land for secondary school, 400 residential units and a health centre.

The following criteria must be met:

- Provision of 14 hectares of land as indicated on the plan for secondary education use;
- The development provides for a mixed and balanced community to include at least 5% older person's and 1 and 2 bed bungalows across tenure;
- It provides land and the provision of a new Health Centre of approximately 1800m<sup>2</sup> floorspace together with parking and an ambulance pick up / drop off point (and in accordance with NP policy HE11);

- It provides for the provision of cycleways / footpath links from the development to the primary and secondary schools, the Town Centre, and the Flitch Way (in accordance with NP policy GA2);
- It provides for open space within the development including informal recreation areas, the provision of children’s play spaces (LEAPs and NEAPs) and a substantial strategic landscape buffer to the south along the boundary of the Flitch Way Country Park;
- The development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.

This policy links to policy SOS2: Sporting Infrastructure Requirements and position SOS-A in this Plan. This policy promotes this site as suitable for the ambitions for sporting infrastructure of this Plan. The existing Flitch Way, which runs through this site, and its setting, must be protected in the event of any development of this site, with a buffer running either side of the Flitch Way.

Attention must be paid to protecting the setting of the existing properties west of Buttleys Lane, and minimising the light pollution they will experience from development. Attention must likewise be paid to the Grade II Listed Folly Farm, to protecting its setting by ensuring a buffer zone separates this collection of buildings from new development.

Development of the site must be sympathetic to the fact that the site adjoins the town’s Conservation Area.

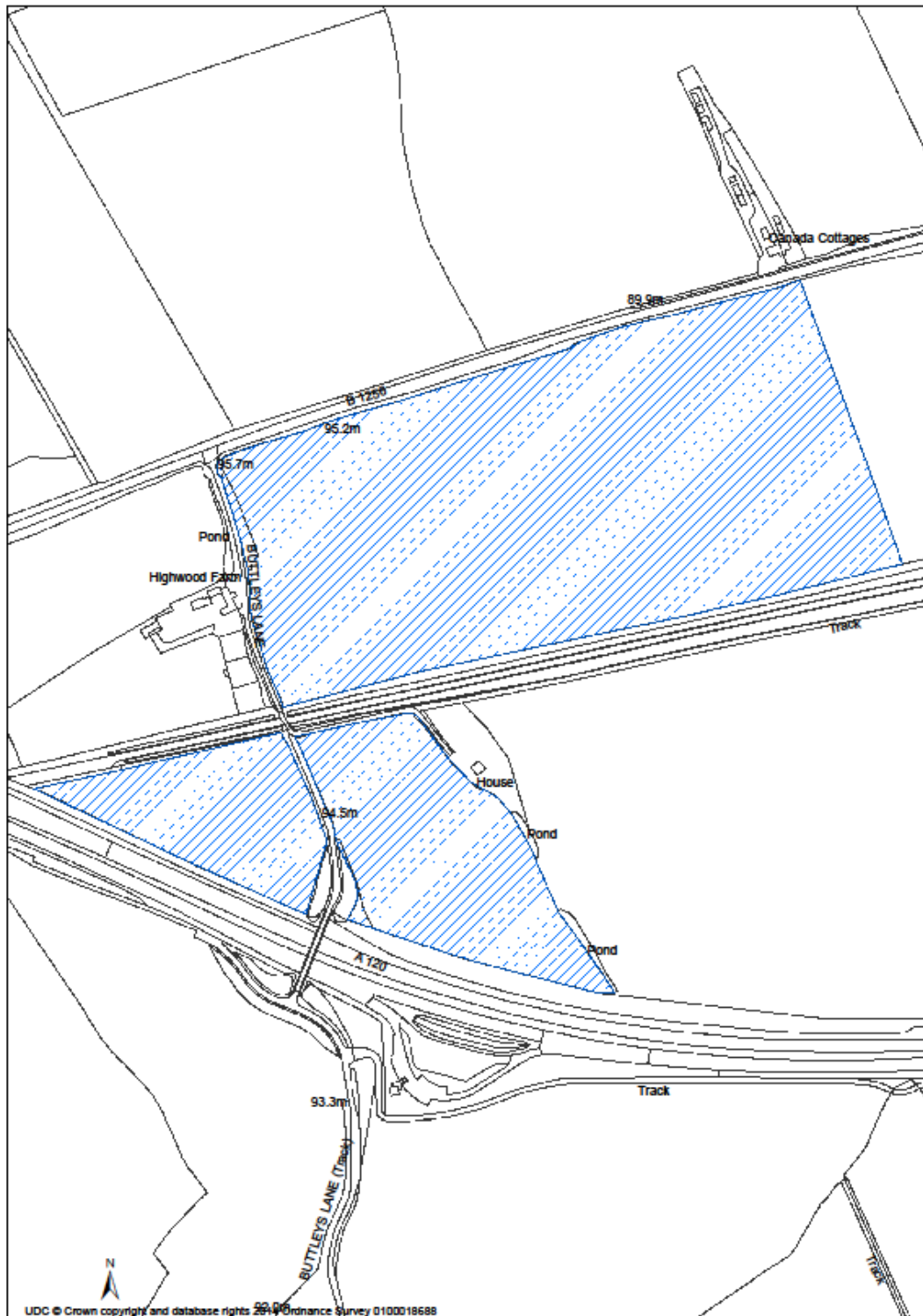
Any successful application for development must be accompanied by a thorough assessment of the site’s archaeological deposits.

The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.

Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.

Land adjacent to Buttleys Lane (Land South of Stortford Road) is safeguarded for secondary Education use.

**Land adjacent to Buttleys Lane (Land South of Stortford Road) (Fig. 18)**





**Justification: DS4: TDA: Land West of Woodside Way**

UDC has identified this site as being appropriate for the development of 790 housing units, alongside various community facilities. This Neighbourhood Plan policy sets requirements in association with UDC that will ensure the site is delivered in a manner and with the facilities that will enable the development to be of benefit to new and existing residents of the town.

The Strategic Environmental Assessment conducted on this Neighbourhood Plan has indicated that archaeological deposits are likely to exist on the site, and these should be fully investigated as a condition to any successful application.

For justification regarding the policy's requirement for bungalows, refer to the justification text for DS3.

**Policy: DS4: TDA: Land West of Woodside Way**

The land West of Woodside Way is allocated for 850 residential dwellings.

The following criteria must be met:

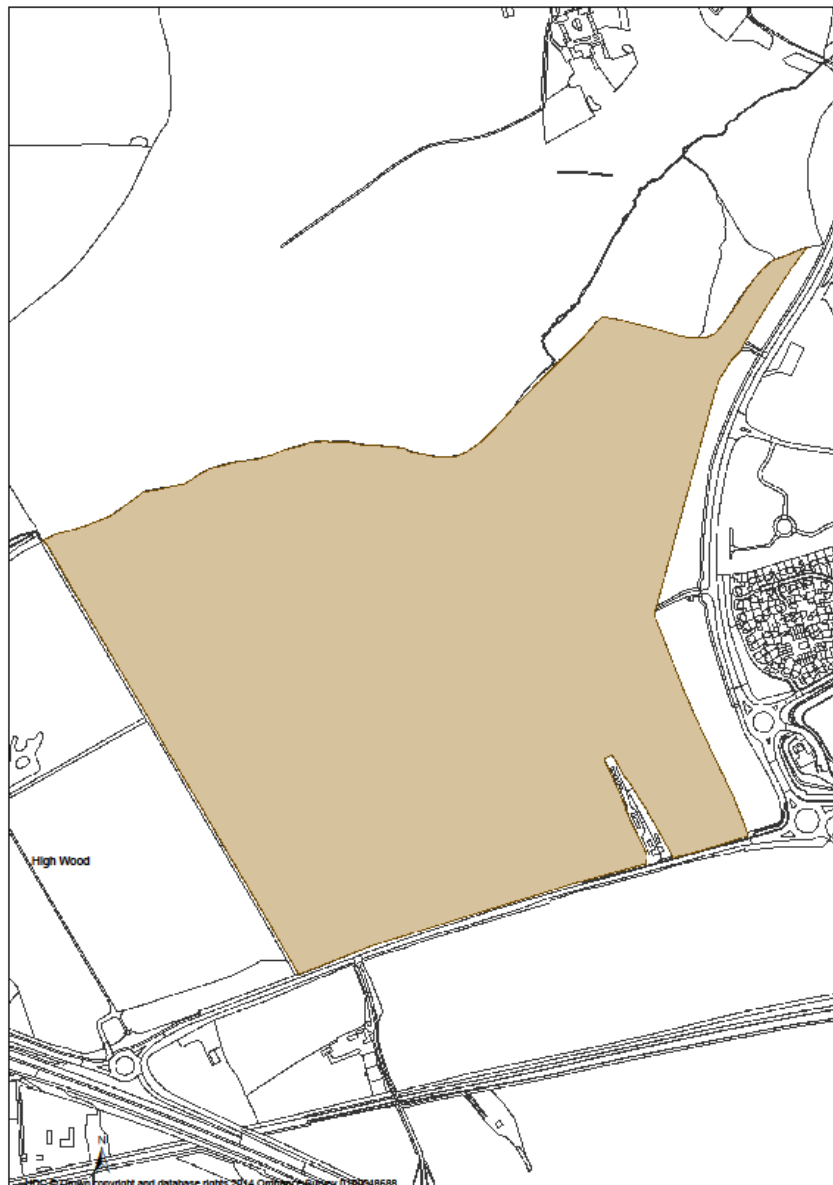
- The development provides for a mixed and balanced community to include 5% older persons 1 and 2 bed bungalows across tenure; and also a scheme for vulnerable adults (as part of affordable housing provision);
- It provide for a local centre including a community centre / sports hall, 2.1 hectares of land and construction of pre / primary school;
- It provides for public transport contributions;
- It provides for the provision of cycleways / footpath links from the development to the primary and secondary schools, the Town Centre, and Tesco's (in accordance with NP policy GA2);
- It provides for a minimum of 21 hectares of open space within the development. This will include: provision of a mix of formal playing pitches (adult football / rugby / junior cricket / hockey) and informal recreation areas; children's play spaces (LAPs, LEAPs and NEAPs), 2 hectares of allotments across the allocation and a substantial strategic landscape buffer of natural and semi-natural green space to the north and west edges of allocation. Associated facilities like changing rooms and car parking should also be provided;
- The landscape buffer to the north and west of the site must include screening (in accordance with NP policy NE4: Screening) and be designed to join up existing woodlands and wildlife sites which form part of a wildlife corridor (as identified in NP policy NE2: Wildlife Corridors);
- The development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.

Any successful application for development must be accompanied by an appropriate assessment of the site's archaeological deposits.

The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.

Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.

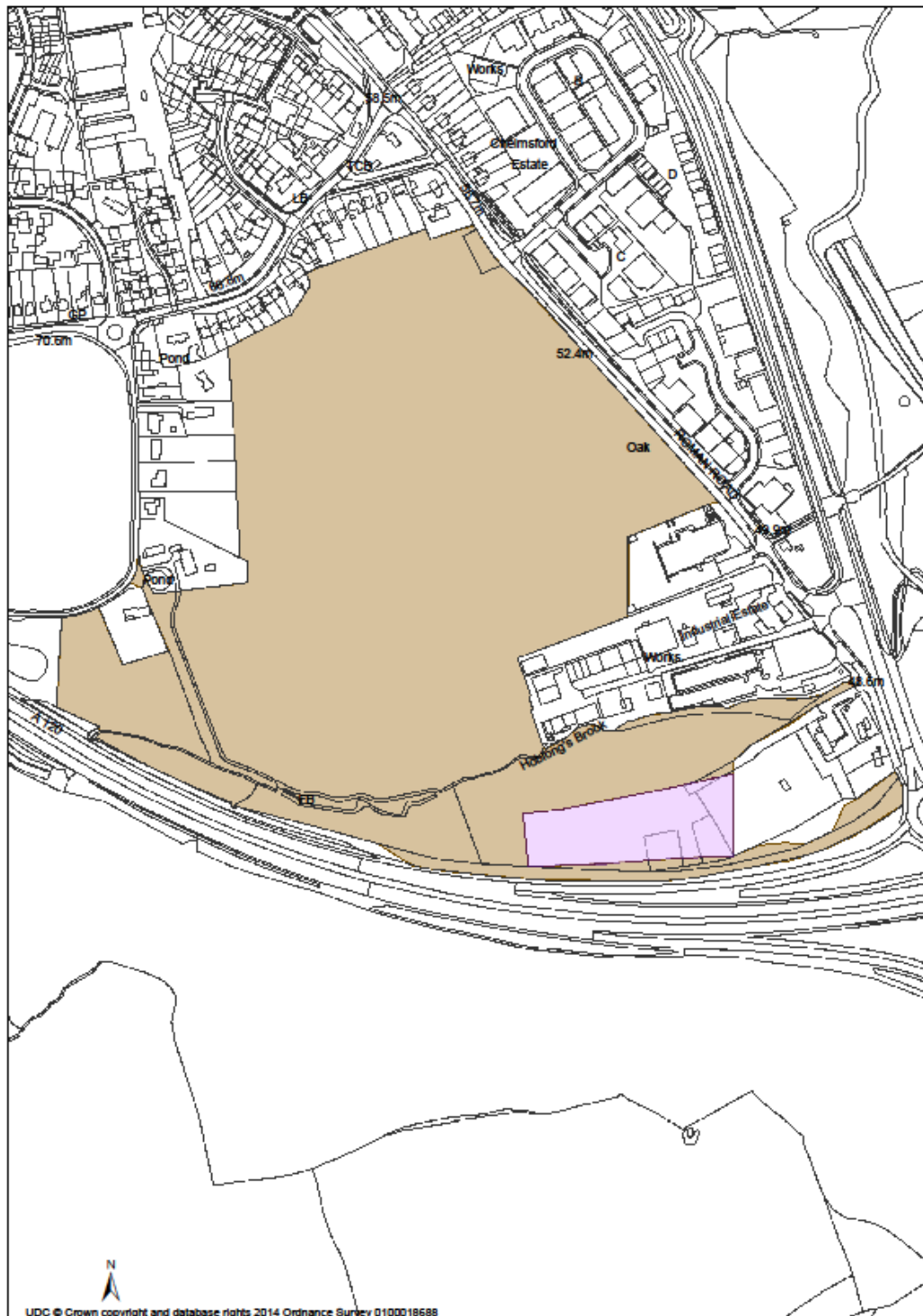
**Land West of Woodside Way (Fig. 19)**



**Justification: DS5: TDA: Land West of Chelmsford Road (Smiths Farm)**

UDC has identified this site as being appropriate for the development of 300 housing units, alongside various community facilities. It also allocates an area of 1.7 hectares of existing employment land to the south as employment land throughout the Plan period. This Neighbourhood Plan policy sets requirements in association with UDC that will ensure the site is delivered in a manner and with the facilities that will enable the development to be of benefit to new and existing residents of the town.

**Land West of Chelmsford Road (Smiths Farm) (Fig. 20)**



**Policy: DS5: TDA: Land West of Chelmsford Road (Smiths Farm)**

The Land West of Chelmsford Road (Smiths Farm) is allocated for 300 residential dwellings, a 70 bed Extra Care home and 2.1 hectares of employment land and a retail store.

The following criteria must be met:

- The development provides for a mixed and balanced community to include 5% older persons 1 and 2 bed bungalows across tenure;
- It provide for a 70-bed Extra Care home (as part of affordable provision);
- It provides for public transport contributions;
- It provides for the provision of cycleways / footpath links from the development to the primary and secondary schools, the Town Centre, and the Flitch Way (in accordance with NP policy GA2);
- It provides for any necessary junction improvements to the Hoblongs junction in accordance with the submitted Transport Assessment which are completed and operational prior to any part of the sites coming into use;
- It provides for 1.7 hectares of land for pre – primary school and construction of school facility;
- It provides for recreation open space within the development, and the provision of children’s play spaces (LEAPs and NEAPs);
- It provides for 1,400m<sup>2</sup> of retail floorspace;
- This housing allocation is subject to a linked employment allocation of 2.1 hectares which should come forward as part of the Master Plan. The employment provision will include employment uses comprising industry and / or warehousing (or similar ‘sui generis’ uses);
- The site must include a landscaped buffer zone to protect the setting of surrounding residential properties and gardens (in accordance with NP policy NE4: Screening);
- The development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact;
- The necessary improvement works to the junction will be determined by the highway authority and will include preventing excessive traffic congestion at the junction, particularly in peak hours, as a consequence of the development and use of this site.

Should any limitations to the site related to Flood Zone 2 be identified, then these limitations must form part of design conditions.

The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.

Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.

**Justification: DS6: TDA: Land West of Chelmsford Road (Smith's Farm) (Waste Transfer Station)**

There is an existing permission for a Waste Transfer Station on the identified site, and work on this is required to commence within 5 years of the planning permission, which was granted on 26<sup>th</sup> June 2012. This justification repeats a comment made under the justification to DS1: TDA: Development Limits. This policy DS7 lays down requirements, with the support of Uttlesford District Council, that the development of this site for these purposes must meet.

**Policy: DS6: TDA: Land West of Chelmsford Road (Smiths Farm) (Waste Transfer Station)**

A site adjacent to Land West of Chelmsford Road (Smiths Farm) is allocated for a waste transfer station.

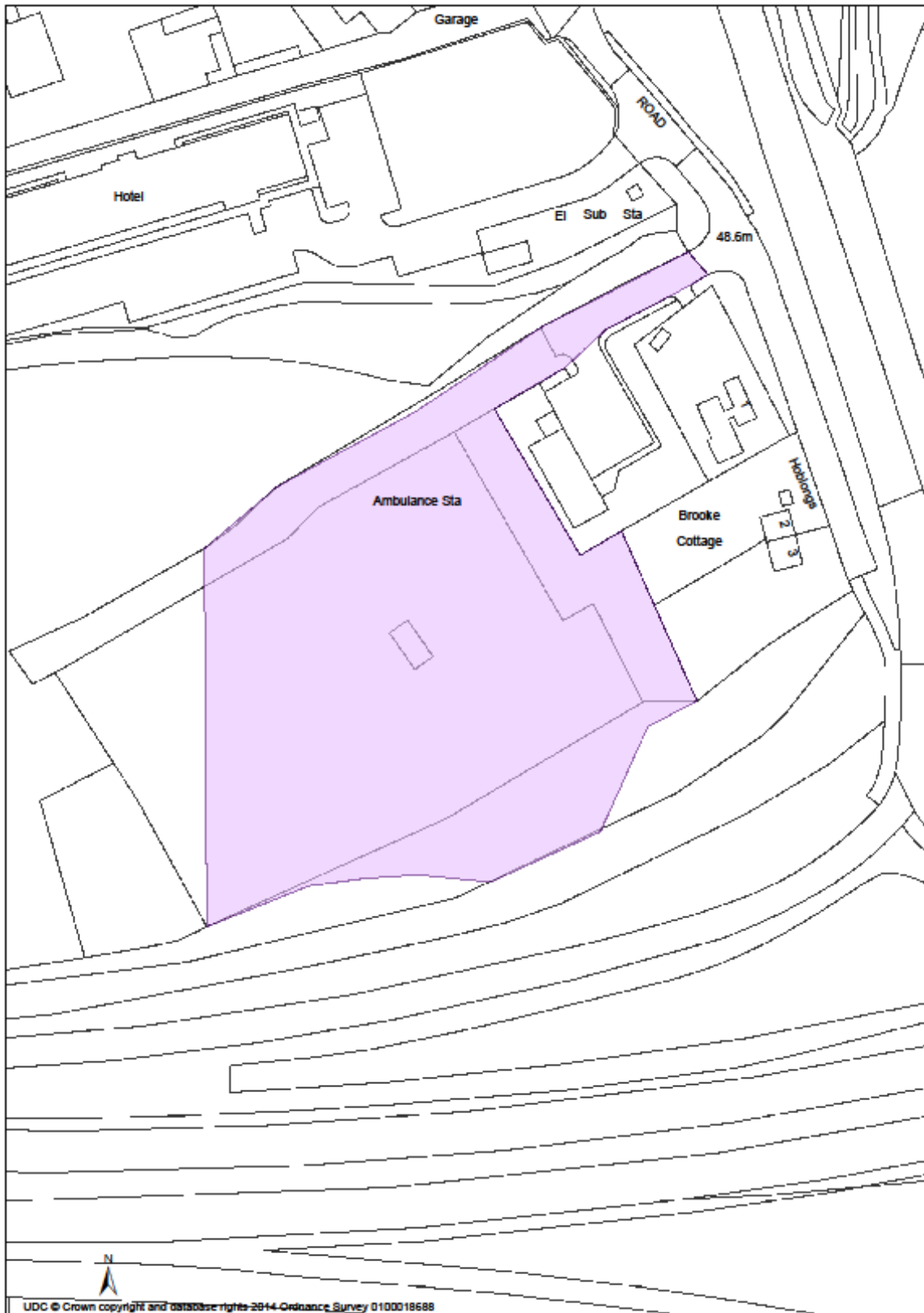
The following criteria must be met:

- The development provides adequate, appropriate and effective landscaping to protect the amenity of the nearby housing and hotel (see NP Policy NE4: Screening for support);
- The development provides adequate, appropriate and effective landscaping to minimise the view of the site from the A120 (see NP Policy NE4: Screening for support);
- The development provides adequate, appropriate and effective measures to limit any odours, birds and vermin to within acceptable levels of tolerance;
- The development provides adequate, appropriate and effective measures to limit the amount of air-borne waste materials or particles or grit emanating from the site to within acceptable levels of tolerance.

The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.

A legal obligation will secure the necessary improvements to the junction of the Chelmsford Road (B184) with the A130 resulting from the development of this site.

**Land West of Chelmsford Road (Smiths Farm) (Waste Transfer Station) (Fig. 21)**



**Justification: DS7: TDA: Woodlands Park**

This site is an ongoing development with existing planning permission. Planning permission for housing development at Woodlands Park was first granted in 1993. By April 2013, 769 dwellings had been completed on this site. This Plan allocates the outstanding development for Sectors 1, 2 and 3, and the map also shows the development site of Sector 4 (see Fig. 3 for clarification) which was granted outline planning permission in 2012 for 125 homes. Sector 4 forms a key approach to Great Dunmow from the north. However, Sector 4 lies outside the parish boundaries and thus is not included within the Great Dunmow Neighbourhood Plan Designated Area.

The Strategic Environmental Assessment for this Neighbourhood Plan recommends that the Tree Preservation Orders existing on this site be considered and protected carefully in the development of this site.

**Policy: DS7: TDA: Woodlands Park**

Land at Woodlands Park (sectors 1-3) is allocated for 842 residential dwellings. This site constitutes an ongoing development.

The following criteria must be met:

- The development provides for a mixed and balanced community;
- It provides for the provision of cycleways / footpath links from the development to Tesco, the primary and secondary schools, the Town Centre, and the B184 (in accordance with NP policy GA2);
- It provides for recreation open space within the development to include informal recreation areas, children’s play space (LAPs and LEAPs), and a strategic landscape buffer to the north of the development and along the line of the north-west bypass (in accordance with NP policy NE4: Screening);
- The development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.

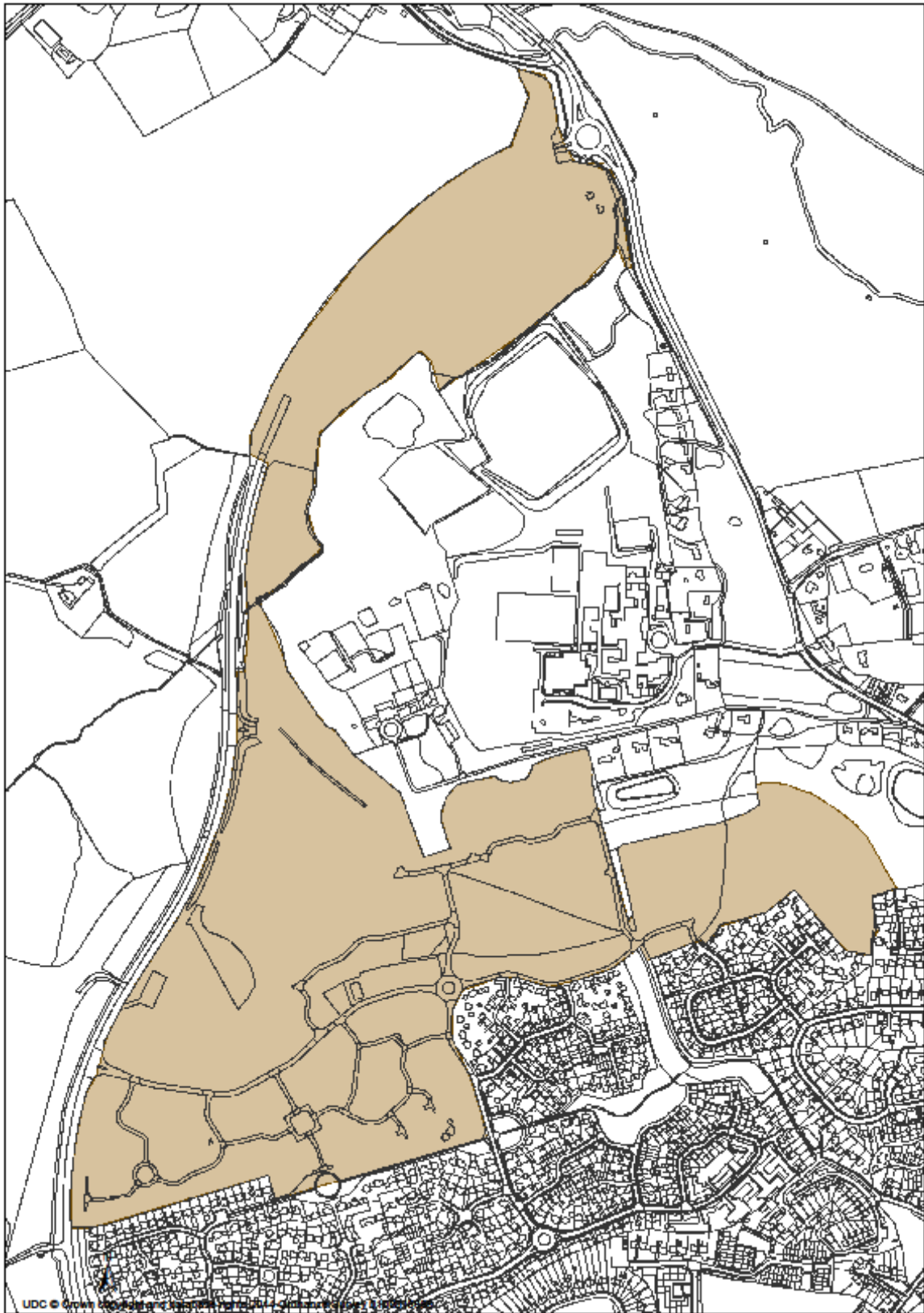
Existing Tree Preservation Orders must be a material consideration in the development of this site.

The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.

Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.



**Woodlands Park (Fig. 22)**





**Justification: DS8: TDA: Land at Brick Kiln Farm**

This site has an existing planning permission, and the following policy lays down requirements to ensure that the development that proceeds from the site is designed and delivered in a way that brings maximum benefit to new and existing residents of Great Dunmow. This site includes part of the Chelmer Valley, and so this policy and associated policies are essential to ensuring sensitive development.

**Policy: DS8: TDA: Land at Brick Kiln Farm**

Land at Brick Kiln Farm is allocated for 65 residential dwellings and 9.4 hectares of public open space. The part of this site allocated for building has been included in the Town Development Area (NP Policy DS1: TDA: Development Limits), while the part of the site allocated for public open space is identified and protected as part of the Chelmer Valley (see NP Policy LSC3: The Chelmer Valley).

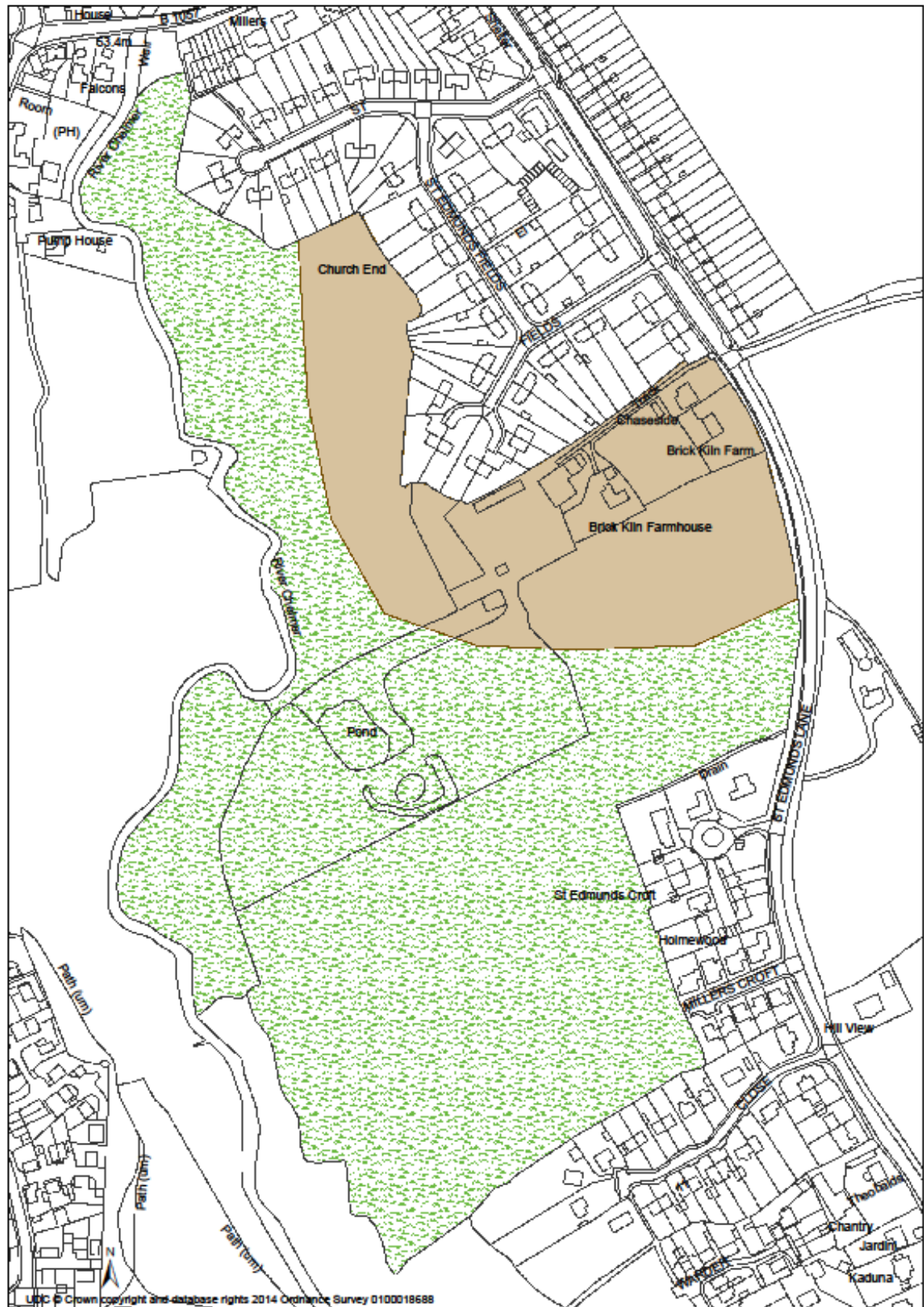
The following criteria must be met by this site in its entirety, development being restricted to the allocated part of the site:

- The development provides for a mixed and balanced community to include at least 5% older persons and 1 and 2 be bungalows across tenure;
- It provides for the provision of cycleways / footpath links from the development to the Chelmer Valley and the Town Centre (in accordance with NP policy GA2: Integrating Developments (Paths & Ways));
- It provides for 9.4 hectares of open space to the south and west of the proposed dwellings.
- The development is designed to mitigate adverse effects upon existing residential and community interests and may be required by legal obligation, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.
- Access to be provided into the existing public open space on the eastern and western side of the River Chelmer.

The application should be accompanied by a Transport Assessment, an approved Waste Water and Surface Water Drainage Strategy, and other required documents, and any recommended improvements / remedial works will be controlled through the legal obligation.

Development will need to be implemented in accordance with design guidance approved by this Neighbourhood Plan and Uttlesford District Council. Implementation of the Master Plan will be regulated by legal obligation in association with the grant of planning permissions.

Land at Brick Kiln Farm (Fig. 23)



### **Objective: Designing Developments for Great Dunmow**

This Neighbourhood Plan requires housing development to be designed to embrace the character of the town and enable new residents to integrate effectively and thoroughly into the existing community. New developments should always be of high quality design, with sufficient internal space, and be of the correct site layout for the maintenance of healthy and prosperous lifestyles. These standards must apply to all tenures of housing development.

### **Justification: DS9: Building for Life**

Building for Life 12 (BfL12) has been produced by the Building for Life Partnership of CABE at the Design Council, Design for Homes, and the Home Builders Federation. It has been produced in consultation with various developers and local government representatives, and provides an optimum and deliverable standard by which developments should be designed and may be judged.

The BfL12 document proposes questions that should be considered and recommendations which should be satisfied in order to provide high quality development for communities. These questions and recommendations are based around the following topics:

- (1) Connections;
- (2) Facilities and Services;
- (3) Public Transport;
- (4) Meeting Local Housing Requirements;
- (5) Character;
- (6) Working with the Site and its Context;
- (7) Creating Well-Defined Streets and Spaces;
- (8) Easy to Find Your Way Around;
- (9) Streets for All;
- (10) Car Parking;
- (11) Public and Private Spaces;
- (12) External Storage and Amenity Space.

Ensuring the high quality design of developments in terms of integration into the existing footprint, character and community of the town, has frequently been expressed as a high priority for residents in consultation. Nearly half of all those who responded to our questionnaire believed that housing design and type should be major factors influencing development, and ensuring this was considered “very important”.

The NPPF requires that these issues are addressed by the planning system, and Paragraph 61 states:

“Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should also address the connections between people and places and the integration of new development into the natural, built and historic environment”.

There is clear support from District Council policy for maximising the quality of developments both for communities and the social and natural environment. The Neighbourhood Plan seeks to rationalise and codify this importance, and the BfL12 document does this.

This policy is thus justified, and the strict application of the standards in the BfL12 document is justified as a deliverable standard, produced in pursuit of the best interests of residents and communities, and in consultation with the industry.

**Policy: DS9: Building for Life**

Residential development proposals which are accompanied by a Building for Life 12 assessment is strongly encouraged, particularly where:

- Development proposals score as many GREENS as possible
- A GREEN score is achieved against criteria 1 (Connections), 4 (Meeting Local Housing Requirements), 5 (Character) and 6 (Working with the site and its Context);

A self-assessment by developers will be submitted with either a full planning application or reserved matters application in cases where outline planning permission has been granted. BfL12 should be integral to the planning process from the beginning.

**Justification: DS10: The Case for Space**

The Royal Institute of British Architects has put together a highly regarded document outlining the spatial requirements for healthy and happy homes and communities. Spatial standards are critical to enabling the well-functioning of communities – in areas such as educational attainment (good study areas in the home have been shown to have an effect on retention and grades); health; marital cohesion; crime incidence and many others. The evidence for these findings is presented with the report, *The Case for Space: The Size of England's New Home* (2011), which lays down minimum and optimum standards for high quality accommodation.

The standards that this RIBA document outlines (and which are referred to in this policy) are reproduced here:

## Housing Space Standards

The report found that homes should provide adequate space on the following terms:

1. Space for the furniture & equipment needed by residents (including occasional visitors);
2. Space to access / use the furniture & equipment, doors and windows;
3. Space to move around the home among the furniture & equipment;
4. Space to undertake normal living activities that do not just use furniture:

- a) Washing;
- b) Dressing;
- c) Cooking;
- d) Eating;
- e) Playing;
- f) Socialising.

5. Space for storage of “clean and dry” items on shelves (linen, boxed up possessions, mops, Hoover (sic) etc.);
6. Space for “dirty” storage such as bicycles.

The report grouped these into primary and secondary needs:

“The primary areas that we believe should be addressed are:

- a) The amount of space allowed for cooking/eating/living;
- b) The amount of space allowed in bedrooms;
- c) Internal general storage for “clean and dry” items.

“The secondary areas / issues that we believe could be addressed are:

- 1) Room shape or minimum dimensions e.g. width to ensure that the floor area is really useable;
- 2) General storage for “dirty” items;
- 3) Space to allow for playing (within the dwelling);
- 4) Private external space (gardens or balconies);
- 5) Mobility issues”.

### **Policy: DS10: The Case for Space**

Development proposals will be strongly encouraged to meet, and will be encouraged to exceed, the minimum space standards set out in the Nationally Described Space Standards published by DCLG in 2015.

**Justification: DS11: Hedgerows**

The National Planning Policy Framework is very clear in its support for an improved environment to support both enhanced biodiversity and healthier communities. Paragraph 9 is explicit in this support.

Hedgerows provide an important habitat for a number of species and their maintenance and inclusion in development is supported by the Essex Biodiversity Project.

Furthermore, hedgerows contribute to green and pleasing living spaces, and help to alleviate monotony and the sense of excessive urbanisation. These factors are acknowledged as having beneficial effects on mental health and the well-being of communities.

Hence, this Plan is justified in laying down the following policy.

**Policy: DS11: Hedgerows**

Developers should ensure that hedgerows form an integral network of native and local species across the entire development for proposals of over 10 units.

**Justification: DS12: Eaves Height**

The character of Great Dunmow is strongly influenced by its approaches, and the Town Design Statement has gone to great lengths describing these. One of the features identified is the low lying nature of the approaches to the town, and the typical style of housing in the town which is of no more than two storeys (except for in the town centre). Preserving this restriction on the approaches to the town has been a long standing policy of the Great Dunmow Town Council. Preserving, enhancing and promoting in new development the best features of the existing character and street scene is also an important agenda of the Town Council's, and so this Plan is justified in presenting the following policy.

The policy below requires that “developments should preserve, enhance and promote the existing good character found in the immediate vicinity of its location, in terms of eaves height and in other respects”. These “other respects” include the strong recommendations of Historic England that new development should conform to the existing system of architectural layout. This Neighbourhood Plan supports that recommendation, and consequently new development should be built so that new buildings have their ridge set parallel to the road, with only the occasional building set ‘gable on’ to the road, in order to promote the existing good character of the town.

**Policy: DS12: Eaves Height**

Developments should preserve, enhance and promote the existing good character found in the immediate vicinity of its location, in terms of eaves height and in other respects (see the supporting text). In particular, an eaves height of two storeys, where appropriate, should be favoured on the borders of Great Dunmow.

**Justification: DS13: Rendering, Pargetting and Roofing**

The historic core of Great Dunmow, identified by the Town Design Statement and Briefing Paper 6, consists of a mixture of housing types. Housing design and type is considered an important factor which should influence any new developments.

The local distinctiveness of Great Dunmow architecturally has been highlighted in the Great Dunmow Town Design Statement: one of the features quintessential to Great Dunmow is “an informal palette of building materials, styles and colours”, including distinctive pargetting decoration. Although this most justifiably applies to the historic core of the town – the areas protected by the Town Conservation Area – it is right and proper – and in accordance with the spirit of the National Planning Policy Framework – that this Neighbourhood Plan should seek to preserve, enhance and extend this character feature into new developments, to facilitate the easy and cohesive integration of new development with the existing town.

Traditional slate roofs and tile roofs are supported. Historic England recommends that plain tiled roofs should have a roof pitch of 40-45 degrees, while slate roofs should have a roof pitch of 30-40 degrees.

Hence this Plan is justified in its promotion of this policy.

**Policy: DS13: Rendering, Pargetting and Roofing**

New developments should where possible be constructed with tiled or slate roofing. Major residential schemes should have a mixture of rendered and brick units. This policy supports proposals for pargetting on new developments, using traditional Essex and Great Dunmow themes.

**Justification: DS14: Integration of Affordable Housing**

This Neighbourhood Plan insists that every quarter of the community is properly integrated into the whole. The affordable housing requirement is an important aspect of development needs for the town and region, and consultation has repeatedly shown that residents are concerned at the scarcity of starter homes. Other affordable housing types are also being promoted by UDC. All of these units must be properly integrated into both the development and the town as a whole in order to promote cohesive, safe, and pleasant communities, and this means providing comprehensive, accessible, safe and easy-to-use footpaths and cycleways throughout developments.

Hence, this policy, requiring excellent access to affordable housing units throughout a development in accordance with this Plan’s Getting Around policies, is justified.

**Policy: DS14: Integration of Affordable Housing**

Affordable housing requirements must always be properly integrated with easy, accessible, safe and comprehensive footpaths and cycleways in accordance with this Plan’s Getting Around policies (including safer routes to schools). Affordable housing must be designed as integral to the development and must be catered for to the same level of access as the private units.



### **Justification: DS15: Local Housing Needs**

Great Dunmow's population has grown by 1,843, or 26%, since 2001, according to the 2011 census. This has been associated with a delivery rate of new houses of about 90 per year, and Uttlesford District Council estimates that the town will complete 14 new houses per month over the period 2013-18. Estate agencies in the town suggest that a lot of the growth pressure that Great Dunmow is facing is coming from migration from areas of London. Uttlesford gained 9,000 migrants between the 2001 and 2011 Census (an average of 900 per year) (source: West Essex and East Hertfordshire Strategic Housing Market Assessment 2015). The NPPF requires that high-pressure areas accept housing development to support growing communities, and this is a responsibility which both the Local Plan and Neighbourhood Plan bear under the new national planning system, as does Uttlesford District Council more broadly via its 5 year land supply. Within this context, it is essential for the maintenance of a healthy, cohesive and sustainable community that development of the housing mixture in Great Dunmow meets local needs, not just those of one particular demographic. Ensuring this general capacity will also serve incoming populations as they develop and age as part of the existing community.

In our consultation with residents, half of people who responded to our survey said that there is currently not enough housing at affordable prices or rents in Great Dunmow. Residents ranked starter homes as the number one priority for new development:

### **Order of Priority for New Housing: from greatest to least priority**

1. Starter homes for singles and / or couples
2. Family homes
3. Retirement homes
4. "Affordable" homes
5. Luxury homes

The adopted Local Plan (paras. 6.28 and 6.29) defines affordable housing units as:

- "[Affordable housing units must] result in weekly outgoings on housing costs that 25% of Uttlesford households can afford, excluding housing benefit; and
- Such housing should be available, both initially and for subsequent occupancy, only to those with a demonstrable housing need."

In addition, consultation with medical practitioners has specifically highlighted a pressing requirement for bungalow provision to cater for Great Dunmow's ageing population.

The challenge of an ageing population is one which faces many communities. It has significant implications for housing needs, and this has been taken into account by Uttlesford District Council's Housing Strategy 2012-15 which requests 5% of all housing to be 1 or 2 bedroom bungalows for older people. It is highlighted in the UDC Housing Strategy that 44% of older residents (according to survey) would consider downsizing in the next 10 years, and 32% would look to downsize into affordable accommodation. However, UDC recognises – and this finding is supported by this Neighbourhood Plan – that there is insufficient and inadequate stock to facilitate this. Downsize-accommodation (affordable where appropriate) must be of the high quality expected by the older residents concerned.



The situation at the moment is that there is insufficient stock, and that which there is is of inadequate quality, and the effects of this have implications for the entire housing market, causing problems in the turnover of stock, as people are not downsizing when they might: “Uttlesford does not currently have the type of accommodation that older people in Uttlesford are looking for”. The demographics of the Great Dunmow parish currently are represented in following table.

### The Demographics of the Parish (Fig. 24)

	Percentage of population per Age Range																	Years	
	Total	0-4	5-7	8-9	10-14	15	16-17	18-19	20-24	25-29	30-44	45-59	60-64	65-74	75-84	85-89	90+	Mean Age	Median Age
Great Dunmow	100.0	5.7	3.4	2.4	6.8	1.4	2.5	2.0	4.2	5.5	20.8	20.3	6.3	9.0	6.4	1.8	1.5	41.2	42.0
Essex	100.0	5.9	3.4	2.2	6.0	1.3	2.6	2.3	5.7	5.6	19.8	20.3	6.8	9.6	6.2	1.6	0.9	40.9	41.0
Uttlesford	100.0	5.9	3.8	2.5	6.7	1.4	2.9	2.1	4.5	4.5	19.8	22.2	6.7	9.1	5.5	1.5	0.9	40.6	42.0

Source: Census 2011 figures as made available via [www.rsonline.org.uk](http://www.rsonline.org.uk).

There has been an increase in the number of planning applications for care home units over the past couple of years, which is welcome given the expected increase in care dependency within the Plan period (see Figure 25), but there remains a deficiency in the number of units coming forward suitable for downsizing, or for smaller families.

### Uttlesford Residents Projected to Suffer from Dementia (Fig. 25)

Age / Year	2014	2015	2020	2025	2030
65-69	65	65	59	69	81
70-74	101	105	134	123	145
75-79	157	164	204	268	245
80-84	251	262	298	369	486
85-89	261	283	339	417	495
90+	168	268	357	474	622
<b>Total</b>	<b>1,104</b>	<b>1,146</b>	<b>1,391</b>	<b>1,720</b>	<b>2,075</b>

Source: Uttlesford District Housing Strategy 2016-2021 (taken from POPPI 2014 data)

The Uttlesford District Council Strategic Housing Market Assessments of 2008 and 2012 have informed the policy direction of this Neighbourhood Plan. However, up to date housing need figures are set out in the West Essex and East Hertfordshire Strategic Housing Market Assessment 2015. This document identifies the following for mix of market and affordable housing need by dwelling type and size within Uttlesford.

### Market housing mix requirements in Uttlesford (Fig. 26)

Market Housing	Number	
Flat	1 bedroom	140
	2+ bedrooms	80
House	2 bedrooms	690
	3 bedrooms	4,290
	4 bedrooms	3,110
	5+ bedrooms	1,410
<b>Total Market Housing</b>	<b>9,700</b>	

Source: West Essex and East Hertfordshire Strategic Housing Market Assessment 2015

### Affordable housing mix requirements in Uttlesford (Fig. 27)

Affordable Housing		Number
Flat	1 bedroom	320
	2+ bedrooms	330
House	2 bedrooms	850
	3 bedrooms	1,060
	4 bedrooms	220
Total Market Housing		2,800

Source: West Essex and East Hertfordshire Strategic Housing Market Assessment 2015

Based on the above figures there is a need, across the district, for 53% of the market housing to be 3 bedrooms or fewer and just over 9% to be 2 bedrooms or fewer. In terms of affordable housing there is a need for 91% of the affordable housing to be 3 bedrooms or fewer and 53% of the affordable housing to be 2 bedrooms or fewer. Taken as a whole there is a need for 62% of all housing provision to be 3 bedrooms or fewer and a need for 19% of the housing to be 2 bedrooms or fewer.

### Projected Additional Housing Stock needed in Uttlesford by Size, 2011 – 33 (Fig. 28)

Housing Type	No. of bedrooms					Total
	1	2	3	4	5+	
Market	0	0	2,700	2,000	600	5,300
Intermediate	700	2,000	1,300	100	0	4,200
Social	600	700	600	100	0	2,000
<b>Total</b>	<b>1,300</b>	<b>2,700</b>	<b>4,600</b>	<b>2,200</b>	<b>600</b>	<b>11,500</b>

The UDC Housing Strategy 2012-15 recommended that a policy be included in the District's anticipated Local Plan requiring 5% of developments to be bungalows – requirements of this nature have been included in the site allocation policies, but there is no general policy that will necessarily cover future developments within the plan period or windfall sites. This Neighbourhood Plan intends to ensure that the broader level of protection as intended by the Housing Strategy is applied to Great Dunmow. It is expected that all of these housing needs should be adequately reflected in housing development proposals during the lifetime of this Plan. The local requirements described in this paragraph justify the inclusion of this policy.

#### **Policy: DS15: Local Housing Needs**

All major residential schemes (10 units and above) are to provide a choice of housing which is informed by an up to date housing needs assessment. Particular regard should be had to needs of those trying to get onto the housing ladder, the need of young families, as well as the needs of a growing older population.

Unless justified through an up to date housing needs assessment:

- At least 60% of the total number of units provided should be 3 bedrooms or fewer
- At least 19% of the total number of units provided should be 2 bedrooms or fewer.

5% on all schemes above 20 units are to be bungalows.

# Landscape, Setting and Character

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Objective	Policy Index
Landscape, Setting and Character	LSC1: Landscape, Setting and Character
	LSC2: Important Views
	LSC3: The Chelmer Valley
	LSC4: Local Green Space
Assets of Community Value	LSC5: Assets of Community Value
The Historic Environment	LSC-A [Position]: The Historic Environment
The Flitch Trials	LSC-B [Position]: The Flitch Trials

## Objective: Landscape, Setting and Character

The setting of Great Dunmow in a rural landscape is to be protected, and where development occurs it is to enhance this setting wherever possible. The historic and character sites in Great Dunmow will be preserved and protected from unsympathetic encroachment by development.

The identity and character of Great Dunmow is heavily influenced by its landscape, setting and character, and these aspects are to be retained as a priority. The requirements of a growing population must be met, but the qualities of landscape, setting and character provide an essential and cohesive thread to the nature and identity of the town. This is to be preserved wherever possible. The result will be a thriving rural town which retains its most highly valued assets.

## Justification: LSC1: Landscape, Setting and Character

The setting of Great Dunmow manifests itself in many ways: in views out of and into the town; in the rural landscape; and in the soft or hard landscape edges which mark the limits of the urban settlement and – equally – the limits of the natural environment. The Great Dunmow Town Design Statement has with considerable effort described the most valuable of these effects. Moreover, the character of Great Dunmow is determined not only by its setting *per se*, but by those quarters of the town that have developed in different directions, in different styles, at different speeds, and which have integrated into the exiting community in different ways. Clearly, aspects of these quarters that fall below standard will require improvement, not emulation, but the best characteristics should be reinforced by any new development that encroaches on to or springs from the town.

This policy is patently related to Policy DS10: Building for Life: specifically, it is related to answering chapters 5 (Character) and 6 (Working with the Site and its Context).

The preservation of the landscape, setting and character assets of Great Dunmow is a key priority codified within the Great Dunmow Neighbourhood Plan Vision Statement. This statement, as explained previously, is directly derived from the consultation responses received from residents in the town. Our survey shows for example, that 86.2 percent of residents believe that our historic buildings are an asset, and the preservation of these was ranked as a “very important” priority.

The landscape, setting and character of the town is contributed to by historic buildings and many other things. The key areas are protected by the Town Conservation Area, and the key assets often feature on the statutory list of buildings of architectural and historic interest or on the Scheduled Monuments List (see the Evidence Base). There is also significant below-ground archaeology, including moated enclosures, and indeed the town is described as being of “considerable archaeological and historical importance” (source: *The Historic Town of Great Dunmow* (Medlycott, 1999)).

This Plan has already considered the landscape, setting and character qualities of the various Character Areas of Great Dunmow, and the qualities of the various approaches to the town: evidence which has been drawn from consultation, the Town Design Statement and Briefing Paper 6.

The NPPF supports efforts to protect rural settings, arguing that development should “contribute to protecting and enhancing our natural, built and historic environment”. Paragraph 17 of that same document requires development to “recognise the intrinsic character and beauty of the countryside and support thriving rural communities within it”.

The Town Design Statement was produced after a great deal of community consultation, and our own community engagement work has only gone to confirm the importance of the landscape, setting and character of Great Dunmow to its residents. In arriving at the Vision Statement of this Plan, it was noted that 72.4 percent of respondents to our survey indicated that they wanted Great Dunmow to be “an historic town with controlled growth to ensure its character and rural environment are protected”. Furthermore, residents responded that it was “very important” for a Neighbourhood Plan to “resist development proposals which threaten our environment”.

For these reasons – strategic support from both the NPPF and the Local Planning Authority, and overwhelming public support – this Neighbourhood Plan is justified in proposing the following policy to help protect the landscape, setting and character of Great Dunmow.

#### **Policy: LSC1: Landscape, Setting and Character**

Development proposals which are visually attractive and can demonstrate how they will contribute positively to the quality of the area throughout the lifetime of the development will be supported. This means:

- The design, setting and materials should be informed by the defining characteristics of its local character areas as described in *The State of the Parish Today*;
- The design, setting and materials should respect the key positive features of the approaches to Great Dunmow as described in *The State of the Parish Today*;
- Scoring a Green against criteria 5 and 6 in the Building for Life (BfL12) Assessment.

Where a landscape character assessment is required, the assessment will consider the landscape, setting and character of the existing development in the vicinity and also of the town of Great Dunmow as a whole. It will carefully explain the impact of the proposed development on these factors.

### **Justification: LSC2: Important Views**

The Town Design Statement, which was produced after extensive community consultation with over a thousand residents, and the Conservation Area Appraisal produced by Uttlesford District Council, have both identified several important views. These indicate what are considered to be the most impressive and defining landscape edges around the town of Great Dunmow.

The Town Design Statement makes the following – although not the exclusive – key points:

- (1) The approach from the North to Parsonage Downs is of particular landscape value;
- (2) The approach from the East to Church End is of particular landscape value;
- (3) The views East from the Causeway and Beaumont Hill are of particular setting value;
- (4) The views East from White Street Car Park are of particular setting value;
- (5) The views of the Church Tower and Clock Tower are of particular character value;
- (6) The High Street and Market Place is of particular character value;
- (7) The rural character of St. Edmunds Lane and East of St. Edmunds Lane are of particular value, providing an impressive “hard edge” of woodland and fields;
- (8) Olives Wood and Ash Grove are woodlands of particular setting value.

UDC’s Conservation Area Appraisal also identifies important character views, but as these are within the Conservation Area they are not listed here.

It has been mentioned previously that in consultation, the protection and enhancement of the Chelmer Valley and the rural landscape was considered “very important” by residents. Historic England has identified Great Dunmow as having (very importantly) “glimpses of trees and open countryside”, and the Town Design Statement has identified that the setting of Great Dunmow is “typical of the rolling architectural landscape of North West Essex, with stands of mature trees and dominated by long vistas from a few high points”.

These vistas are marked with view cones on the map contained within the following policy. They have been identified through extensive consultation with the local community. It may be noted that, predominantly, the views in question are to the East and North. This well reflects the importance and impact of the Chelmer Valley on the landscape, setting and character of Great Dunmow.

In order to assess whether development proposals adversely affects an identified view, they should be accompanied by an assessment establishing how the proposals impact on the identified views. On the advice of this Plan’s Strategic Environmental Assessment, major development proposals will be expected to be accompanied by Townscape Impact Assessment (for those affecting views into built environment) and a Landscape Visual Impact Assessment (for those affecting views out into the countryside) for this purpose. Proposals affecting the conservation areas must also be accompanied by a Built Heritage Impact Assessment.

For these reasons, and the overwhelming support that this policy has from local people, this Neighbourhood Plan is justified in presenting the following policy.

Note: View 7 in the policy is of the open space known as Land South of Ongar Road, and is subject to a judicial review for planning permission.

**Policy: LSC2: Important Views**

The following views in Great Dunmow are designated for protection and planning permission will be refused for development proposals that adversely affect them:

View 1: View of the Chelmer Valley North – a view of a rural landscape and the Chelmer Valley.

View 2: View from Church End – a view of a rural landscape and the Chelmer Valley.

View 3: View of Church End – an impressive all-round view of the dominating church tower.

View 4: View of Brick Kiln Farm from St. Edmunds Lane – a view of a rural landscape.

View 5: View of the agricultural landscape edge to the East.

View 6: View down Braintree Road – a sweeping view down the hill towards a rural landscape.

View 7: View South of Ongar Road – a view of a rural landscape.

View 8: View of Olives Wood – a view of woods, bluebells, and a rural buffer before the A120.

Development proposals falling within these views will be expected to be accompanied by a Visual Impact Assessment.



**Important Views (Fig. 29)**



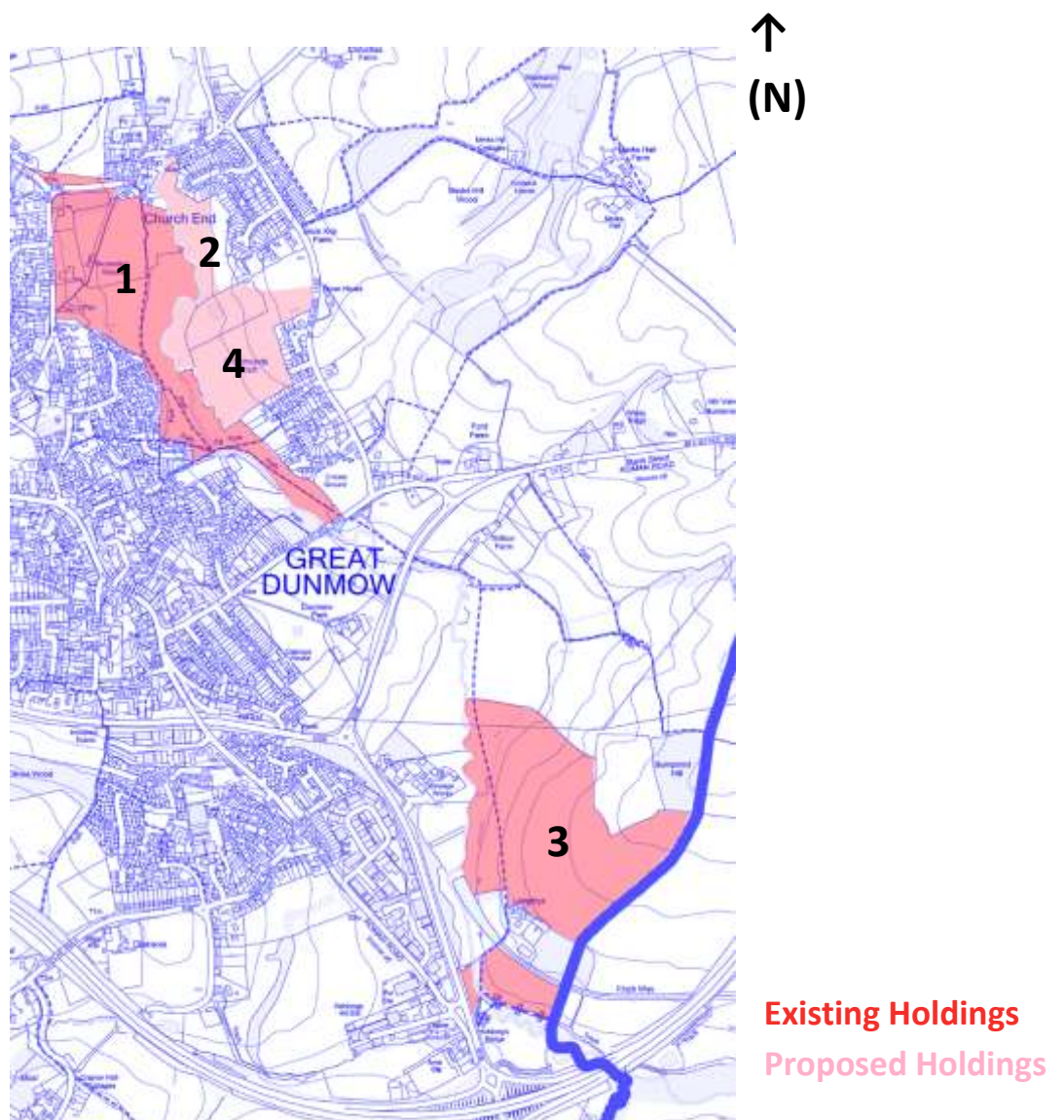
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**Justification: LSC3: The Chelmer Valley**

The Chelmer Valley has been specifically identified in consultation as worthy of protection. It affords many important views from the town, and is entirely critical to the landscape, setting and character of Great Dunmow.

This is undoubtedly one of the priorities for local residents. With the granting of planning permission for a site at St. Edmunds Lane (Brick Kiln Farm), a large part of land in the valley, which previously was privately owned, will fall into the stewardship of Great Dunmow Town Council, which will make its protection significantly easier. In addition to this, Great Dunmow Town Council owns a large part of the Chelmer Valley as it progresses along the East of Dunmow, and these holdings are illustrated on the map below.

**T.C. Holdings in the Chelmer Valley & Land Destined for T.C. Stewardship (Fig. 30)**



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- 1: Recreation Ground
- 2: Lime Tree Hill
- 3: David Cock Land
- 4: Brick Kiln Farm Land



Briefing Paper 8 describes the key characteristics of the Chelmer Valley, including “dense riverside trees”, “a small meandering river channel”, “arable valley sides”, “small linear settlements occupy[ing] the upper valley sides or straggling down to a few bridging points”, and “Second World War pillboxes”. The Chelmer Valley is integral to the life and identity of the town, as well as forming an important part of the District’s floodplains.

The Chelmer Valley is an important ecological asset as well as being an important character and flood-management asset. Briefing Paper 8 identifies Frederick’s Spring and Hoglands Wood as being valuable sites of nature conservation.

The key recommendations made by Briefing Paper 8 regarding the Chelmer Valley are as follows:

- Planners should consider the visual impact of new residential development and farm buildings upon valley sides;
- Planners should conserve and enhance cross-valley views and characteristic views across and along the valley;
- Planners should ensure any new development on the valley sides is small-scale, responding to the historic settlement pattern, landscape setting and locally distinctive building styles;
- Planners should protect and enhance the role of the river valley in providing a network of informal open spaces and nature conservation sites;
- Land managers should conserve and enhance the existing hedgerow pattern, strengthening it through planting where appropriate to the local landscape character;
- Land managers should conserve and manage areas of ancient and semi-natural woodland as important historical, landscape and nature conservation features;
- Land managers should conserve and manage the ecological structure of woodland, copses and hedges;
- Land managers should strengthen the recreational role of the woodland resource;
- Land managers should conserve and promote the use of building materials which are in keeping with local vernacular / landscape character;
- Land managers should conserve and enhance the green “natural” character of the river valley through appropriate management of wildlife habitats.

It is also considered important to this Plan to make the following additional recommendation:

- Development and management relating to the Chelmer Valley should consider, protect, and work with the pillboxes of the Second World War General Headquarters Defence Line (GHQ Line).

Considering the importance of the Chelmer Valley to the landscape, setting and character of Great Dunmow, in addition to its value both as a flood management asset and an ecological asset, as well as the high priority placed by residents on its preservation, this Neighbourhood Plan is justified in offering the following policy.

**Policy: LSC3: The Chelmer Valley**

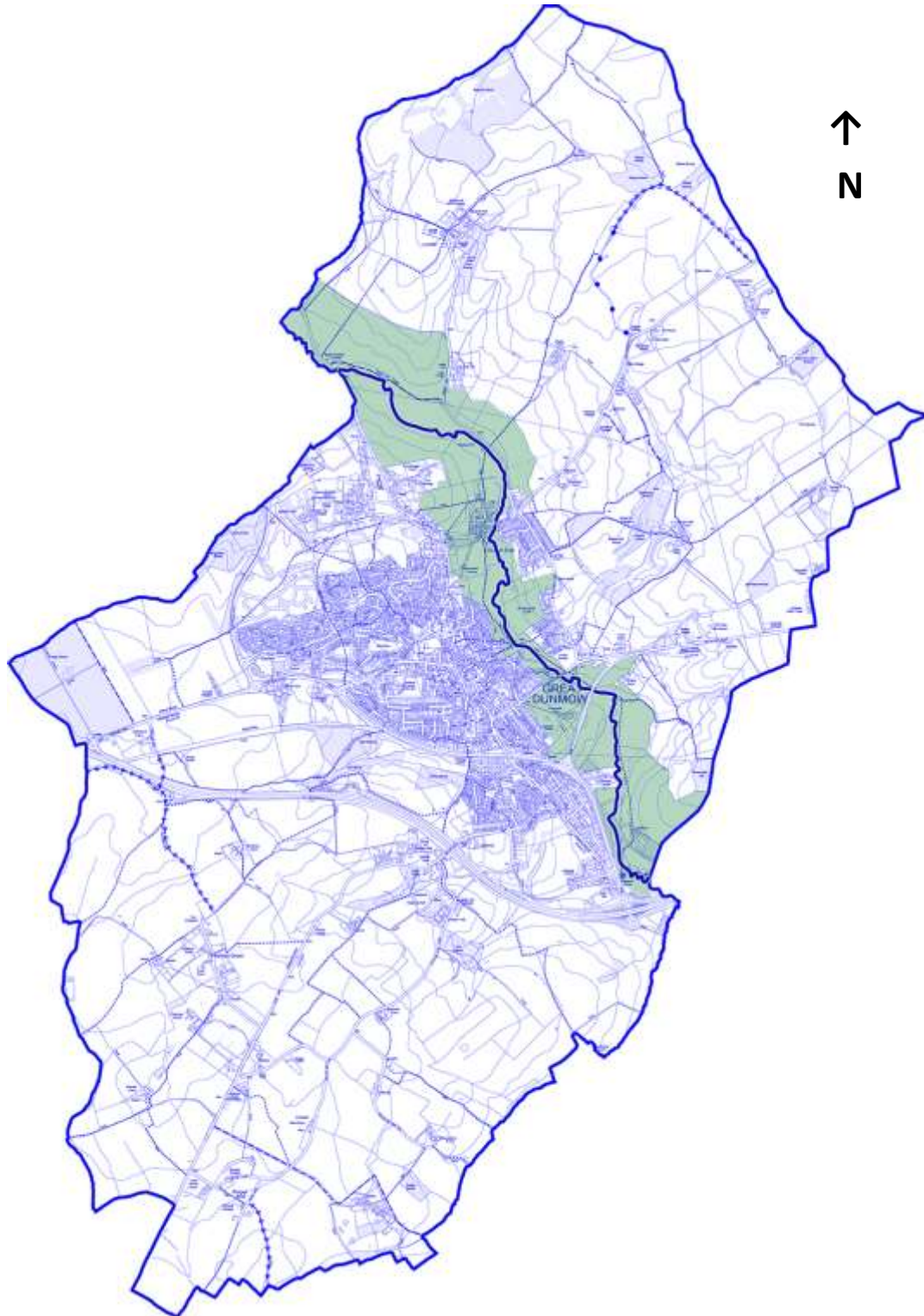
Development will always, where appropriate, seek to enhance and protect the floodplain and the setting of the Chelmer Valley, including the GHQ Line pillboxes. General open spaces in the area of the Chelmer Valley are shown on the following map.

Planning permission will be refused for proposals that adversely affect the character, the floodplain function and the associated open spaces in the Chelmer Valley as shown on the Proposals Map. Exceptions may be made for the undertaking of essential utility works subject to a clear demonstration of benefits outweighing the harm.

All planning applications coming forward in or adjacent to the Chelmer Valley must be accompanied by a Landscape Visual Impact assessment.



**Open Spaces in the Chelmer Valley (Fig. 31)**



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### **Justification: LSC4: Local Green Space**

The Neighbourhood Plan Steering Group has identified the sites listed in the following policy as being of value as open character spaces. The Town Council is in ownership of some of these, UDC of some others, and others still are privately owned. Open space provides an essential community service as recreation space, and also contributes to the landscape, setting and character of the town.

The NPPF is vocal on the importance of open space to communities. NPPF Paragraph 76 lays the foundations for this policy, by permitting local communities (through Neighbourhood Plans, for example) to designate Local Green Space.

The Local Green Space this Plan wishes to allocate is justified below:

(1) Parsonage Downs (GDTC; Local Wildlife Site)

An open space integral to the character of the north of the town, offering habitats for a range of wildlife, and providing a pleasant setting for the secondary school. The downs are used for community events such as (previously) stalls supporting races for Cancer Research UK which were held in the town, and this space is also used by school children preparing for and relaxing after examinations. The Downs are protected by an active community group, the Parsonage Downs Conservation Group.

(2) St. Mary's Church Riverside Walk (Church of England)

A beautiful riverside natural garden designed and provided for the use of the public by St. Mary's Church, and running alongside the graveyard.

(3) Recreation Ground (GDTC)

A critical piece of open space for football clubs, children, dog walkers, the Great Dunmow annual carnival, the annual Guy Fawkes celebrations, and general recreation.

(4) Doctor's Pond and Talberds Ley (GDTC)

An iconic open space in the centre of the town, providing habitats for ducks, geese, fish and a wide range of other wildlife. The value of this open space to the traditional character of Great Dunmow is immeasurable, and the space is used for rest and recreation by many members of the local community.

(5) Newton Green (UDC)

An open space that contributes character to the surrounding residential developments, used by children for ball games and recreation.

(6) Area off Stortford Road (UDC)

Part scrub land and part open green space used frequently by children playing.

(7) Allotments 1 (GDTC)

A highly valued and oversubscribed asset in Great Dunmow – the town needs more allotment space, and must protect that which it already has.

(8) Scout Grounds (Scouts)

An extremely important community site, the Scouts run a thriving group in the town, and the open space including the ditch running to one side of the field which is attached to their hut provides many children opportunities for outdoor activities, archery, fire lighting and camp craft, and parade around the flag pole, every week.

(9) Lime Tree Hill (GDTC)

A verge strip which contributes to the character of an important historic area.

(10) Lower Mill Field Open Space (GDTC)

Open ground close to the play area which contributes to the open character of that residential zone.

(11) Threaders Green (GDTC)

A piece of open space close to the Town Centre.

Hence, this Plan is justified in presenting the following policy.

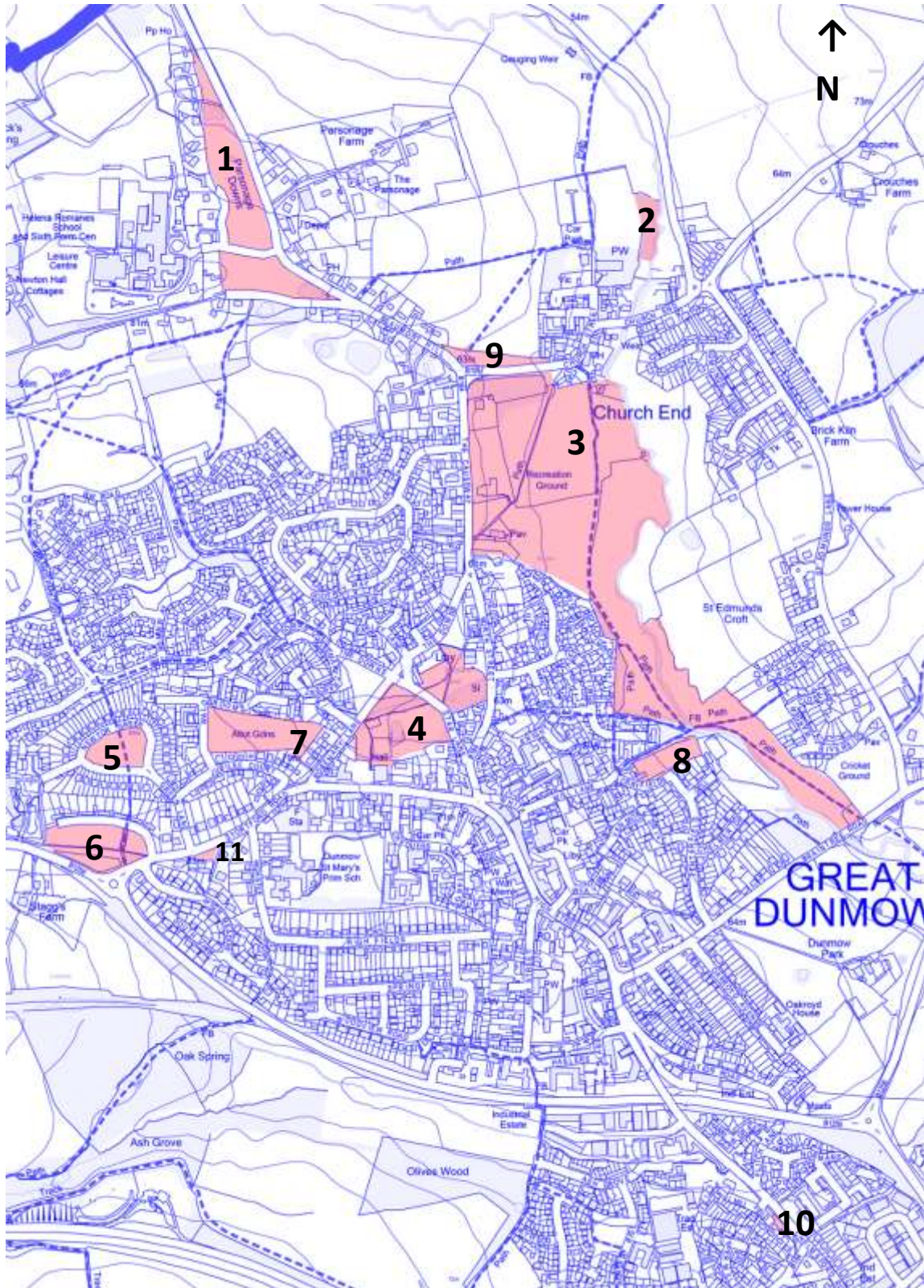
**Policy: LSC4: Local Green Space**

This Plan identifies the following areas of important open communal space within Great Dunmow. These are to be retained as essential community and character assets, and are designated as Local Green Space in accordance with NPPF Paragraph 76. Development will only be allowed in very special circumstances where the benefit of the development clearly outweighs any harm and contributes to the function of that site.

- (1) Parsonage Downs (GDTC; Local Wildlife Site);
- (2) St. Mary's Church Riverside Walk (Church of England);
- (3) Recreation Ground (GDTC);
- (4) Doctor's Pond and Talberds Ley (GDTC);
- (5) Newton Green (UDC);
- (6) Area off Stortford Road (UDC);
- (7) Allotments (GDTC);
- (8) Scout Grounds (Scouts);
- (9) Lime Tree Hill (GDTC);
- (10) Lower Mill Field Open Space (GDTC);
- (11) Threaders Green (GDTC).



Local Green Space (Fig. 32)



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### **Objective: Assets of Community Value**

The highly valued cultural assets which have been identified in Great Dunmow are to be protected in the usual, legally defined ways, and are to be listed in this Plan in order to ensure high value is placed on their maintenance within the planning system. The planning system will ensure that developments occur in a way which allows the retention and, if possible, improvement, of these sites and facilities, and never their destruction or compromise.

### **Justification: LSC5: Assets of Community Value**

Assets of community value are registered because of the wide ranging benefits they bring to a community. These benefits can relate to community integration and society, recreation, or the character setting of the area. The NPPF is clear that local character and facilities should be protected and UDC offers support to such facilities.

The Assets of Community Value registered in the Great Dunmow parish are as follows:

- Angel and Harp Public House (Grade II Listed);
- Boar's Head Public House (Grade II Listed);
- David Cock Land;
- Day Centre;
- Dourdan Pavilion;
- Foakes Hall and Car Park;
- Foakes House;
- Former Police Station;
- Land behind Beaumont Hill;
- Lime Tree Hill;
- Newton Green;
- Parsonage Downs;
- Play areas in Woodland's Park;
- Post Office;
- Queen Victoria Public House (Grade II Listed);
- Recreation Ground;
- Saracen's Head Public House (Grade II Listed);
- St. Mary's Church (Grade I Listed);
- Talberds Ley, The Downs, Doctor's Pond;
- The Chequers Public House (Grade II Listed);
- The Clinic;
- The Maltings (Grade II\* Listed);
- The Starr Restaurant (Grade II Listed);
- Town Square;
- Youth Centre.

There is also the King’s Head, which is not listed as an official Asset of Community Value but is highly valued by the local community. It is currently in a state of purgatory, awaiting renovation by its current owners, and the Town Council is committed to seeing its planning permission for conversion to a hotel acted upon, and will support the owners in bringing this Grade II Listed building back into community use.

This Plan is justified in offering the following policy.

**Policy LSC5: Assets of Community Value**

Assets of Community Value have been listed by Great Dunmow Town Council and approved by Uttlesford District Council. Development proposals that would enhance the community value of an Asset of Community Value (for example, through improved accessibility, e.g. improved pedestrian and cycle access) will be supported. Development proposals that would result in either the loss of or significant harm to an Asset of Community Value will be resisted, unless it can be clearly demonstrated that the operation of the Asset, or the ongoing delivery of the community value of the Asset, is no longer financially viable.

**Objective: The Historic Environment**

The listed buildings and scheduled monuments present in the town will be protected from any insensitive development, and the Town Council will ensure that they are utilised in an appropriate way to bring the greatest benefit to the historic character of Great Dunmow.

**Position: LSC-A: The Historic Environment**

The Town Council will seek to protect the heritage assets of the historic environment, and to ensure that these are maintained in good order for the benefit of the built character of the town and the local community.

**Objective: The Flitch Trials**

The Flitch Trials will continue to be a highly successful and defining feature of Great Dunmow, bringing tourist interest and investment, community cohesion, and a marketable identity.

**Position: LSC-B: The Flitch Trials**

The Town Council commits to continue to support the Flitch Trials which are held in the town, and to seek support and funding from other sources, wherever necessary and appropriate. The Town Council will seek to build a brand identity based on the Flitch Trials for the benefit of the town’s tourist industry.



# The Natural Environment

Objective	Policy Index
Biodiversity and Nature	NE1: Identified Woodland Sites
	NE2: Wildlife Corridors
Trees	NE3: Street Trees on Development Sites
	NE4: Screening

## **Objective: Biodiversity and Nature**

Great Dunmow and its countryside setting will retain and improve its value to biodiversity and the quality of its ecological assets. These assets contribute not only to landscape, setting and character, but also to quality of life for residents and to maintaining the irreplaceable and varied species that rely on the town’s stewardship of the open and wooded lands surrounding it.

## **Justification: NE1: Identified Woodland Sites**

In our consultation survey, it was considered “very important” both to resist development proposals which threaten our environment and to protect and enhance the Chelmer Valley and rural landscape. UDC is adamant – in line with its NPPF responsibilities – that biodiversity and high quality habitats are to be protected, and this Neighbourhood Plan has identified via this policy the most valuable and foremost of these in the Great Dunmow parish.

There are several documents which have either been produced in support of this policy, or which this policy has drawn on. Among these are: *Great Dunmow: Our Wildlife and Nature Sites*; Briefing Paper 9 (Easton Planning 2012); and *Dunmow Chelmer Meadows: A Report for Great Dunmow Town Council*, (Tarpey) June 1999 and *Dunmow Chelmer Meadows Management Plan: A Report for Great Dunmow Town Council* (Tarpey) July 1999. Earlier policies have identified areas of open space which are to be protected by designation as Local Green Space, and, furthermore, Town Council owned land in the Chelmer Valley has been identified.

Species of note living in the assorted ancient woodlands, SSSIs and other sites of high biodiversity value, identified in this policy, include native white clawed crayfish, great crested newts, bats, badgers and the pimpernel pug moth, and a rich diversity of flora and fauna.

Great Dunmow parish is geographically in possession of extremely high-value ecological sites. Thus, this Neighbourhood Plan is justified, and entirely in accordance with both the spirit and letter of the NPPF, in laying down the following policy.

### **Policy: NE1: Identified Woodland Sites**

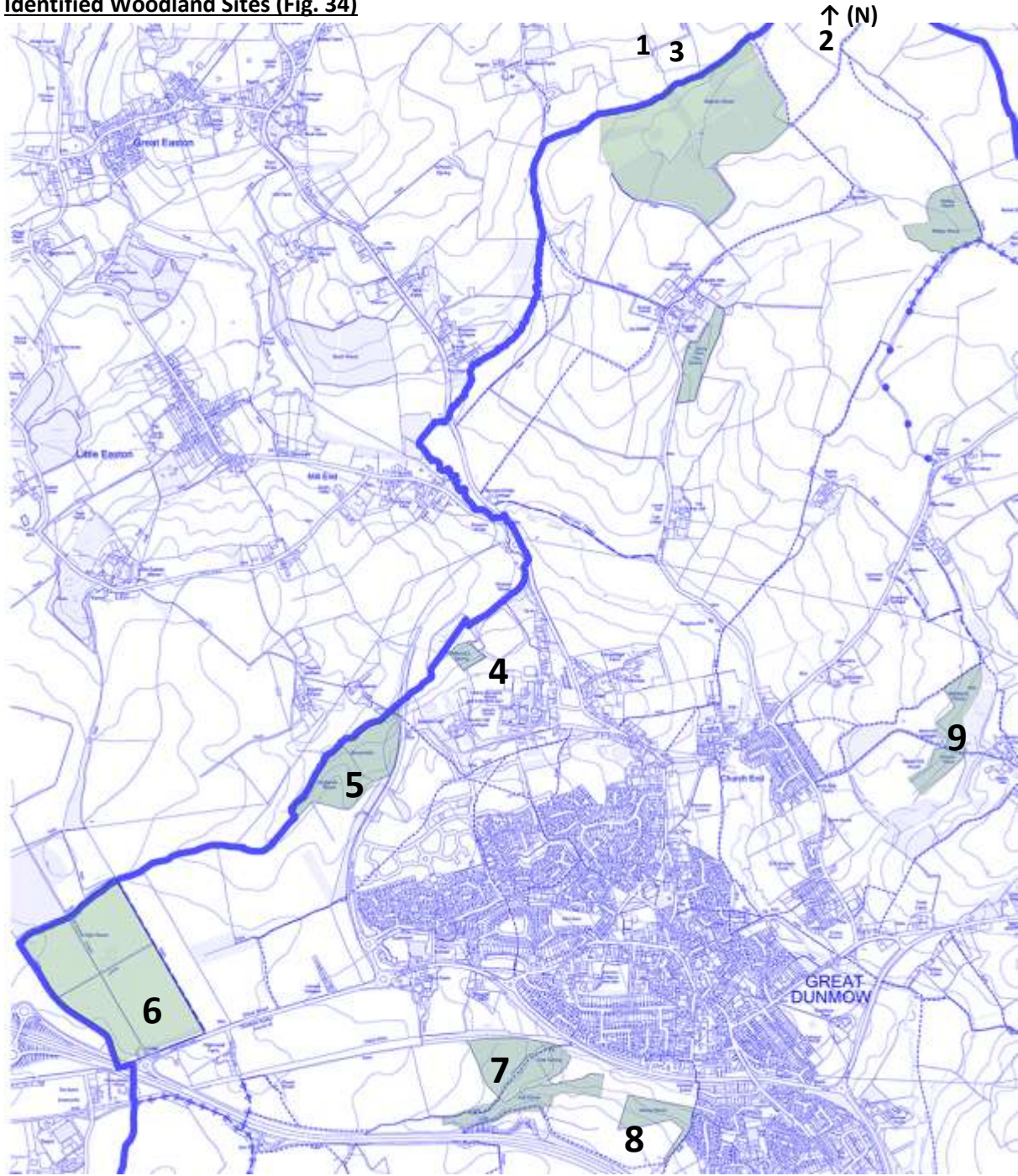
The following ancient woodlands, SSSIs, and sites of high biodiversity value within the Neighbourhood Plan Designated Area have been identified. These sites and their settings are to be protected, and any development which impacts upon them must contribute to rather than detract from their biodiversity and setting value.

- (1) Bigods Wood (ancient woodland; private; Local Wildlife Site);
- (2) Ridley Wood (ancient woodland; private; Local Wildlife Site);
- (3) The Grove (ancient woodland; private);
- (4) Frederick's Spring (ancient woodland; private);
- (5) Hoglands Wood (ancient woodland; private; Local Wildlife Site);
- (6) High Wood (ancient woodland; private; SSSI);
- (7) Ash Grove / Oak Spring (ancient woodland; private; Local Wildlife Site);
- (8) Olives Wood (ancient woodland; private; Local Wildlife Site);
- (9) Merks Hill and Homelye Wood (ancient woodland; private; Local Wildlife Site).



Figure 33: Allowing the community to make good use of the natural environment that surrounds the town requires proper management of the town's woods, open spaces, footpaths and bridleways. Above: An image of the footpath through Olives Wood.

**Identified Woodland Sites (Fig. 34)**



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### **Justification: NE2: Wildlife Corridors**

The documents that have been drawn up in support of this Neighbourhood Plan's biodiversity and nature agenda have identified clear wildlife corridors which are worthy of protection for their biodiversity value – as well as for their landscape, setting and character quality.

The Chelmer Valley wildlife corridor (outlined in blue on the policy map) is highlighted by the Tarpey Report as offering valuable habitat to the now-protected water vole, which requires for its habitat “stands of emergent vegetation, riverbanks, and tall herbs and tall grasslands for a self-sustaining population”. Riverside trees will need to be sustained, but managed so that they do not shade out the river entirely, which would be “entirely to the detriment of the emergent vegetation required”. Briefing Paper 8 likewise highlights the Chelmer Valley as an important wildlife corridor, and the Hughes-Grieg report for the Town Council has identified it as a priority corridor.

The Flitch Way corridor has also been identified as valuable on the policy map (outlined in yellow), and has also been strongly identified in the Hughes-Grieg report:

This disused railway line has been taken over by the County Council as a bridle/pathway which acts as a valuable wildlife corridor throughout the south of the district, as well as providing a good series of habitats in its own right.

The report goes on to identify several woodland and hedgerow species which are of great importance in the preservation of habitats.

The third wildlife corridor identified in the reports which contribute to this Plan is outlined in red on the policy map. It is an ancient woodland wildlife corridor, incorporating many of the sites particularly described in the Hughes-Grieg report: High Wood; Hoglands Wood; Frederick's Spring; Newton Hall; and it borders on Parsonage Downs. Some of these sites have been identified in the previous policy, or other policies, as SSSIs, LoWS, or Local Green Space – those not previously identified are nonetheless adjoined or integral to the protected sites – Frederick's Spring, for example, is described by Hughes-Grieg as being part of Hoglands Wood. It is this wildlife corridor – extending along the western side of Great Dunmow – that faces the greatest and most immediate threat during the life of this Plan. Development proposals for Land West of Dunmow (Barratts) include a chain of trees to the far west of the site, which would contribute to enhancing this wildlife corridor, and this type of initiative should be supported wherever strategic development is required.

The NPPF highlights the importance of securing “net gains” for nature and using planning policy to resist irreparable damage to habitats and species. The Great Dunmow parish is central to wildlife movements across the District, and the Town Council and population have stewardship of a number of highly valuable wildlife corridors and habitat zones. The Town Council's David Cock Land (see Fig. 30) is undergoing a programme of tree planting to contribute to the value of both the Chelmer Valley and the Flitch Way wildlife corridors.



Thus, this Neighbourhood Plan is justified in laying down the following policy.

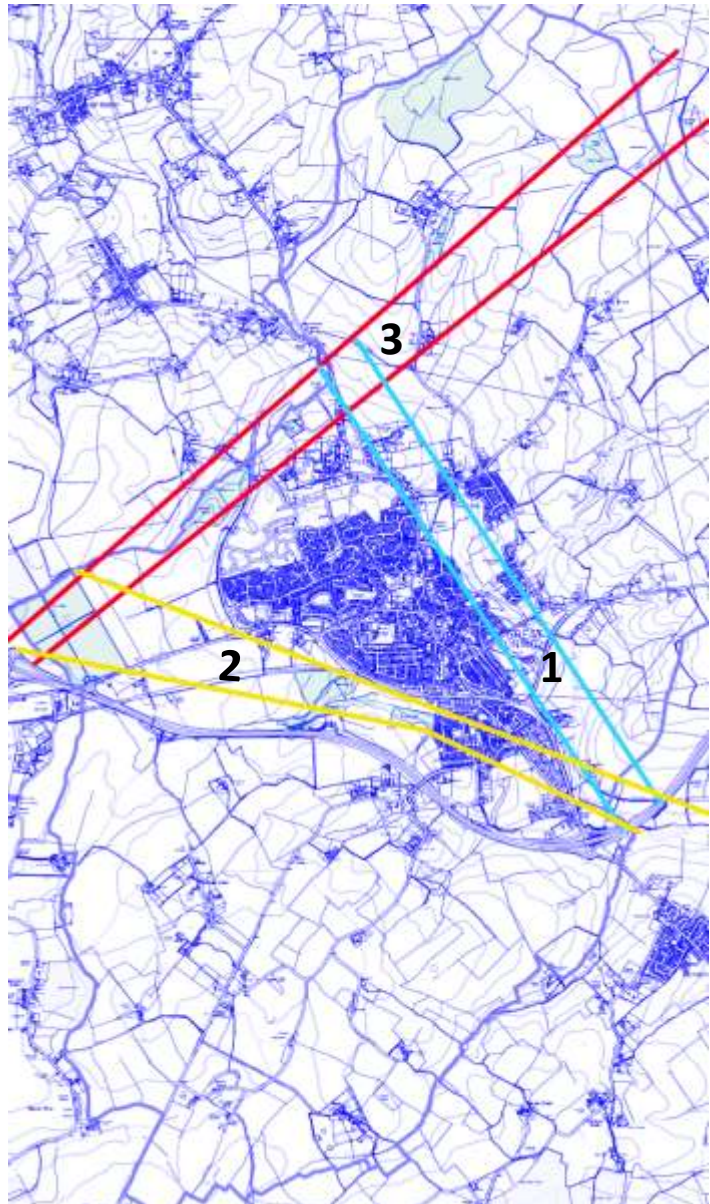
**Policy: NE2: Wildlife Corridors**

This Plan promotes the enhancement of the woodland and wildlife corridors in the Great Dunmow Neighbourhood Plan Designated Area. Wildlife corridors are identified on the map overleaf (a reproduction of Figure 9).

The following improvements to the corridors may be sought from development proposals which impact on these locations:

- Additional tree corridors to help link the woodland and open space network;
- Additional water body (such as a balancing pond) to help link the woodland and open space network.

The improvements will be sought, as appropriate, on site as part of the development proposal or via S106 contributions.



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- 1. Chelmer Valley Wildlife Corridor**
- 2. Fitch Way Wildlife Corridor**
- 3. Ancient Woodland Wildlife Corridor**

### **Objective: Trees**

Great Dunmow should be a green and pleasant place to live and work. The achievement of this aim will bring manifold benefits, including a higher quality of life, stress relief, and better general health and wellbeing. The urban streetscape, and landscaping of open ground, are essential parts of the asset management that will contribute to achieving this aim, and the planting of trees is a very powerful mechanism to achieve it.

It is important that we plant the right trees in the right places however. This is not a topic to which development should pay lip service. The wrong species or variety of tree can lead to an insipid, anaemic environment for wildlife and residents alike – for reasons of monotony and lack of colour, lack of habitat and foliage, and lack of food sources. The wildlife that the right sort of trees would attract and sustain would be of great value to the residents of developments and the town as a whole.

Great Dunmow is to be a town of tree lined avenues and landscaped open space, suitable for supporting a wide range of valuable wildlife.

### **Justification: NE3: Street Trees on Development Sites**

One of the common criticisms made by the Town Design Statement was the lack of greenery and trees on certain developments. Historic England has identified “glimpses of trees” as being one of the defining features of Great Dunmow. In our consultation survey, residents responded that influencing the design and style of new development is a “very important” factor in building sustainable communities and environments.

Investigations into tree varieties have revealed that certain species are more beneficial to wildlife than others, and often are correspondingly more aesthetically pleasing. Essex County Council has published a document containing a recommended native species palette, and states that “planting schemes must always be considered on their individual merits”. The organisation Street Tree, established in 1999, has reviewed in detail the types of tree that are available and suitable for street planting, and their recommendations have duly influenced this policy. Furthermore, the Woodland Trust has described the relevant species and the benefits they bring to local ecosystems. The Trust is committed to increasing tree planting for the sake of the environment and the health of communities. Trees also have a very important role in climate moderation, removing pollution from the air, and reducing runoff rates into drainage systems.

The tree species identified in Appendix II (A) are examples of what might be considered optimum for street planting in Great Dunmow.

The NPPF is supportive of efforts to improve street scenes and benefit the natural environment, and the health benefits of living in calm, pleasant places are well documented.

Hence, this Plan is justified in presenting the following policy.

**Policy: NE3: Street Trees on Development Sites**

Where development proposals involve the creation of new streets proposals will be supported where the accompanying landscaping scheme demonstrates opportunities have been maximised for successful tree planting. The landscaping scheme should demonstrate that the right tree for the location is selected in order to secure successful establishment.

When selecting tree species regard should be given to:

- Maximising benefits for biodiversity;
- Prioritising native species, particularly in locations adjacent to wildlife corridors identified in Figure 9 of this Plan;
- Integrating tree planting into a network of habitats alongside the hedgerows planted on site in accordance with NP Policy DS12;
- Managing surface water run off;
- Combating soil erosion;
- Contributing positively to the urban environment.

Developers should decide which type of tree is most appropriate for their development in discussion with local wildlife groups, and may expect the Town Council to put them in touch with these groups on request.

**Justification: NE4: Screening**

Further to the preceding justifications, tree planting on open land and for purposes of screening can bring great benefit to local communities and developments. New communities can be better integrated into the existing town if they conform to the existing character and identity of the town.

There are several important open spaces in Great Dunmow, and these have been dealt with previously, and each will have its own character and style of being. For example, the Tarpey Report identifies that, for the Chelmer Valley, “elm, ash, field maple and oak are the dominant species... and as oak and field maple support more invertebrates, it is recommended that [these] are considered for any planting [in this location]”. This Plan supports additional or replenishment planting in the Chelmer Valley, as much of the planting already there is currently fragmented or degenerating outside of the established woodland areas.

As in Justification: NE3: Street Trees on Development Sites, this Neighbourhood Plan has considered those tree species which are best for use in open spaces and for the purposes of shielding, in terms of the benefits they bring aesthetically to an area, and most importantly, to the wildlife systems supported in that area. These tree species have been identified by expert arboriculturalists from the Woodland Trust.

The tree species identified in Appendix II (B) are examples of what might be considered optimum for open spaces and shielding in Great Dunmow.

**Policy: NE4: Screening**

Wherever appropriate, the planting of additional trees should be included in new development schemes.

Development proposals should be accompanied by a landscaping scheme that demonstrates that tree planting has been designed in at the earliest opportunity in the development process. The landscaping scheme should show:

- Plotted areas for future planting which will be protected from damage by construction activities such as soil compaction;
- Species selection with regard to maximising benefits for biodiversity;
- Prioritising of native species, particularly in locations adjacent to wildlife corridors identified in Figure 9 of this Plan;
- Integration of tree planting into a network of habitats alongside the hedgerows planted on site in accordance with NP Policy DS12;
- Managing surface water run off;
- Combating soil erosion;
- Contributing positively to the urban environment.

Developers should decide which type of tree is most appropriate for their development in discussion with local wildlife groups, and may expect the Town Council to put them in touch with these groups on request.





# Sport and Open Spaces

Objective	Policy Index
Sport and Open Spaces	SOS1: Identified Sports Facilities
	SOS2: Sporting Infrastructure Requirements
	SOS-A [Position]: Swimming Pool
Children’s Play Space	SOS3: Children’s Play Space
Cemetery Space	SOS4: Cemetery Space
Allotments	SOS-B [Position]: Allotments

## Objective: Sport and Open Spaces

Great Dunmow will support its thriving sporting community, and will facilitate the growth of this community as the town’s population expands alongside development.

Facilities in Great Dunmow will be sufficient and will be equipped to offer the best training experience for local sporting clubs from the town and further afield. The town will build a reputation for providing top quality facilities to support excellence in sporting achievement and this will be an integral part of the Great Dunmow identity.

## Justification: SOS1: Identified Facilities

Uttlesford District Council compiled the *Open Space, Sport Facility and Playing Pitch Strategy* in 2012. It draws on a number of documents and studies, and on standards setting the level of playing field and play area provision required for a sustainable and healthy community. One of these documents, the Essex Sports Facilities Strategy, recommends (among other things) that the existing facilities stock should enjoy investment to maintain current levels of provision.

The NPPF states, in paragraph 74, that:

“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless: an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or the resulting loss from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the need for which clearly outweighs the loss.”

The Green Space Strategy Audit conducted by UDC has identified significant shortages of open space and sporting facilities in Great Dunmow, and based on the National Playing Fields Association (NPFA) standards Great Dunmow South Ward is 5.6 hectares short of open sports space for the size of population, and is 7.3 hectares short of children’s play space. According to the report, the parish as a whole is compensated somewhat for both of these deficits by running a surplus in the North Ward (surpluses of 2.1 hectares of children’s playing space and 3.1 hectares of outdoor sports space), but one of the essential community requirements promoted by the NPPF and this Neighbourhood Plan is that community facilities should be located as locally as possible to the community – not outsourced

to different areas or different parts of the town – especially a town which will be expanding dramatically over the Plan period.

In support of this aim, and in pursuit of the NPPF requirement, UDC’s anticipated Local Plan is likely to include some strongly worded policies to protect local people and local communities. Mooted wording includes, for example, the insistence that “existing facilities for recreation, sport and play... will be safeguarded”, and that “development will only be permitted if it would not involve the loss of open space for recreation, including allotments, playing pitches or sports fields...” (Policy INF1 of the withdrawn Local Plan). The adopted Local Plan (2005) is equally assertive in policy LC1 (Loss of Sports Fields and Recreational Facilities).

This Neighbourhood Plan has identified several facilities and open spaces which are extremely popular with the local community – and which are overused because of the paucity of sports provision. It would be intolerable for the town to lose any of these identified spaces and facilities, and it is entirely within the confines of strategic requirements of the NPPF and within the remit of neighbourhood planning (drawing on NPPF paragraph 74), as well as being within the spirit of strategic ambitions, for this Neighbourhood Plan to lay down the following policy identifying the important sporting facilities in Great Dunmow, and requiring their protection.

**Policy: SOS1: Identified Sports Facilities**

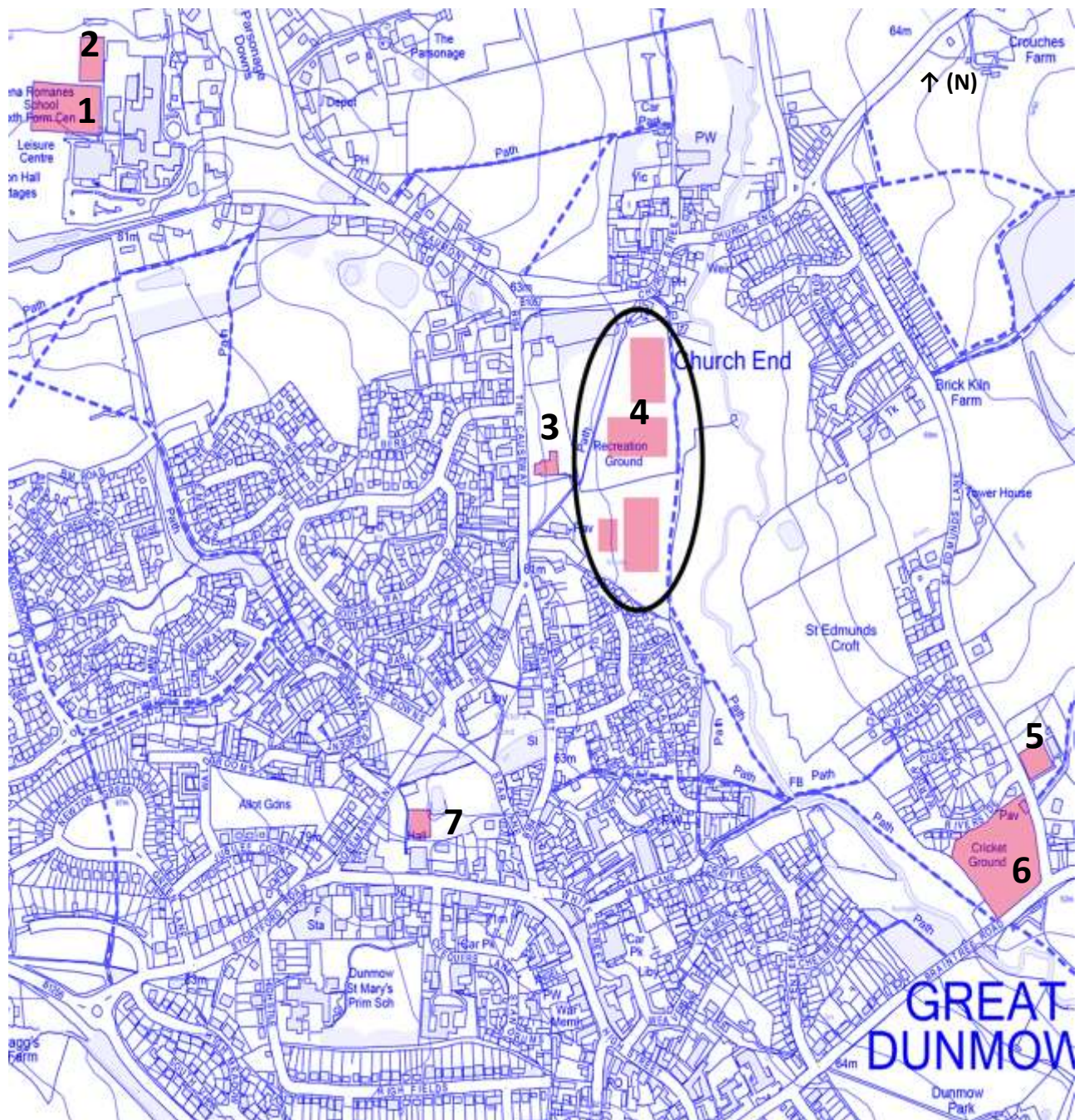
Planning permission will be refused for proposals that will result in the loss of the following community sporting assets.

- (1) Leisure Centre;
- (2) Astroturf;
- (3) Skate Park;
- (4) Football Pitches, Recreation Ground;
- (5) Bowls Club;
- (6) Cricket Club Pitch;
- (7) Tennis Courts.

Exceptional circumstances will only be allowed where alternative provision is of the same quality and in the same general location should be secured. Where it is not practical to provide immediate provision, temporary provision will be sought.

Sports’ facilities which consist of fields should be designed and maintained to support benefits to biodiversity and wildlife corridors, as per NP Policy NE2.

**Identified Sports' Facilities (Fig. 35)**



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### **Justification: SOS2: Sporting Infrastructure Requirements**

The Essex Sports Facilities Strategy has identified, in consultation with the appropriate sporting bodies, a need in Uttlesford for the following facilities: an athletics facility (150m or 400m); and a permanent training and competition venue for badminton, and states that all new community halls should include 1-2 badminton courts with the correct ceiling height, lighting and court dimensions.

Consultation work carried out by the Neighbourhood Plan Steering Group has identified a far broader range of severe deficits within Great Dunmow, for every sport. The cricket club has identified a need for an additional juniors' pitch. There are currently just two tennis courts serving a population of 8,800. The swimming pool is booked at every opportunity and cannot cope with demand. Furthermore, the size of the swimming pool is insufficient for the demands placed on it by the active and successful swimming club in Great Dunmow – it is not large enough and does not have spectator seating for the hosting of competitions, meaning that these competitions are held elsewhere. Atlantis Swimming Club has 168 members and a waiting list, ever growing, currently of 5. Similar deficiencies exist for football, gymnastics (a purpose built gymnastics hall, with equipment, is required), netball and hockey (there is no adequate provision for indoor practice during the winter months, for example). After analysis of the UDC Strategy, Briefing Paper 10 asserts that another astroturf pitch is required, and this accords with our findings from consultation.

Concerns have been raised by teachers at the local secondary school, parents, children and other young people. The deficiencies that exist are so severe that they are a major concern for this Neighbourhood Plan. Clearly, sporting provision is at capacity already, and the expected increase in population (as described in the introductory chapters of this Plan) in Great Dunmow will require that consistent and urgent attention is paid to providing sports' facilities. It is for this reason that this policy sets a 30 unit threshold for all housing developers to provide sports' facilities, as a minimum requirement.

As Great Dunmow expands, perhaps to an unrecognisable extent, it is essential that UDC and Great Dunmow Town Council manage the growth to ensure that the quality of the town does not diminish. The *Uttlesford Open Space, Sport Facility and Playing Pitch Strategy* reviewed the 2010 *CABE Space Urban Green Nation* document, and recorded some of its principal findings. It found that "if people are satisfied with local parks, they are satisfied with their local council". The implications of this go far beyond the obvious political concerns – as illustrated by a further finding: "The provision of parks in deprived areas is worse than in affluent areas". Great Dunmow currently enjoys a certain level of affluence and aspiration. It is clear that a large part of that sense of opportunity and well being comes from the well maintained open spaces and sporting facilities available in the town. Thus, for developments to be approved without appropriate consideration, provision and financing of additional sporting facilities and playing fields would contribute irrevocably to a reduction in living standards and the quality of opportunity for residents of Great Dunmow. Great Dunmow has already expanded without the necessary provision – the Wickford estate, for example, has provided deeply inadequate play space. The approved development on Land West of Woodside Way will include pitches as part of its Section 106 agreement, but there needs to be a concerted effort to ensure that these are delivered in a timely manner and that the most is made of the opportunity. Councils – Town and District – need to work cooperatively with developers, and take projects on board themselves where necessary. The NPPF and Localism Act bid us take responsibility for ensuring that a degradation of living standards does not occur, and thus it is the duty of the planning system to ensure that



sufficient, adequate, well planned and well financed sporting facilities and playing fields – of the appropriate type – are provided on or near every development.

It has already been noted that Great Dunmow suffers from a chronic shortage, and hence oversubscription, of facilities for every type of sport. All the indicators suggest that without immediate investment and action, these deficiencies will be dramatically exacerbated by a growing population. The result of this, if nothing is done, will be a collapse in living standards and the opportunities available.

The UDC *Open Space, Sport Facility and Playing Pitch Strategy* has audited all current sports' facilities in Uttlesford District and has determined what additional facilities will be needed with new development. It is intended that the community should, through planning gain, "secure the provision of a new learner pool at Great Dunmow Leisure Centre" (p. 179). In more general terms, it is required that:

"

- All new dwellings should contribute toward the provision of open space, sport and recreation. For smaller developments where on-site provision is not achievable, a financial contribution will be sought from developers towards the improvement of provision elsewhere where appropriate schemes can be identified within the defined catchment.
- The precise nature, composition and size of provision in new developments will be determined in relation to the overall size of the development and with reference to the minimum standards of provision.
- Financial contributions will relate to the size of each dwelling and their anticipated occupancy rates" (Para. 6.8)

The standards that the *Open Space, Sport Facility and Playing Pitch Strategy* set out are:

- One four-badminton court sports hall(33m x 18m x 7.6m) per 12,500 people.
- One 25m indoor swimming pool per 25,000 people (12 sq.m. of water space per 1,000 people).
- One six-lane 400m synthetic track per 250,000 people.
- One full-sized floodlit synthetic turf pitch (101.4m x 63m) per 15,000 people.
- One indoor bowling rink per 12,500 people (one 6-rink centre per 75,000 people).
- One outdoor bowling green per 7,000 people.
- One indoor tennis court per 40,000 people.
- One outdoor tennis court per 2,200 people.
- One squash court per 12,600 people.
- One 18-hole golf course per 25,000 people, or one hole per 1,400 people.
- One health and fitness facility with an average of 36 stations per 7,000 people.
- One community/ village hall per 1,500 people.
- Playing Pitches: 0.75 ha of playing pitches per 1,000 people
- Multi-Use Games Areas: one MUGA per 1,500 under 16's
- Tennis Courts: one tennis court per 2,500 10 to 45 year olds

Please refer to the document for further details.

The *Open Space, Sport Facility and Playing Pitch Strategy* also sets out a table (at Para. 5.110) summarising the current and future sports' facility needs in the district:

**Current and Future Sporting Needs in Uttlesford, 2011-2026 (Fig. 36)**

Type of provision	Provision in 2011	Needs in 2011	Extra needs in 2026	Total needs in 2026
Sportshalls	6	6	1	7
Swimming pools	3	3	0.5	3.5
Athletics tracks	0	0	0	0
Synthetic turf pitches	5	5	1	6
Indoor bowling greens	6 rinks	6 rinks	1 rink	7 rinks
Outdoor bowling greens	11	11	2	13
Indoor tennis courts	0	0	0	0
Outdoor tennis courts	35	35	6	41
Golf courses	1.5	1.5	1 x 9-hole	2
Squashcourts	6	6	1	7
Health and fitness facilities	11	11	2	13
Village and community halls	54	54	8	62

The potential relocation of the secondary school (outlined in NP Policies DS2, DS3 and DS4) presents an opportunity for securing expanded sporting facilities for Great Dunmow. It is expected that a new school site would also be suitable for the development of swimming and leisure facilities. This possibility is dealt with in NP Policy DS3 and Position SOS-A.

Hence, for all of the above reasons, Great Dunmow is justified in laying down the following policy.

**Policy: SOS2: Sporting Infrastructure Requirements**

Proposals for residential development over 30 units will be required to be accompanied by an assessment of the need for additional sports provision. Where need is identified this should be met through provision of financial contributions and/or as part of the development schemes.

In assessing need the following should be taken into account:

- Standards of district provision established in the Uttlesford Open Space, Sport Facility and Playing Pitch Strategy 2012;
- Existing provision or shortage of provision within the Great Dunmow Neighbourhood Plan area;
- Projected population profile of the proposed development.

The possibility of encouraging an additional sports' centre with substantial swimming pool facility is covered by NP Policy DS3 and Position SOS-A.

### **Position: SOS-A: Swimming Pool**

The site identified in NP Policy DS3 as being suitable for the construction of a secondary school, is also identified as being a good position for a new sports' centre and swimming pool as per NP Policy DS3. The Town Council in Great Dunmow commits itself in this Position to supporting efforts to secure an additional swimming pool and leisure centre for the town.

### **Objective: Children's Play Space**

Great Dunmow will be serviced by a sufficient quantity of high quality and well maintained play space located within easy walking distance of its populations.

### **Justification: SOS3: Children's Play Space**

According to Uttlesford's *Open Space, Sport Facility, and Playing Field Strategy 2012*, drawing on the UDC *Green Space Strategy Audit*, Great Dunmow has a deficit of 5 hectares of children's playing space. The definition of children's playing space in this report is:

"Designated areas for children and young people containing a range of facilities and an environment that has been designed to provide focused opportunities for outdoor play. These should be provided at a minimum level of 0.8ha. per 1,000 people".

Further investigation by the relevant strategies showed that, according to this standard, Great Dunmow South ward has a 7.3ha deficit, while the North ward has a 2.1ha surplus. It is clearly an undesirable position to be in where children need to travel across the town to reach play areas of adequate capacity, and the problem will be exacerbated as the town grows in size.

UDC requires certain standards for playspace provision, and suggested requirements include one that insists on a standard of 0.8ha of amenity greenspace and 0.2ha of LAPS, LEAPS or NEAPS (specific facilities for children and young people), per 1,000 head of population (see Policy INF1 of the withdrawn Local Plan). It is important that the quality of play space being provided is carefully considered, as well as quantity. It is worth noting that playspace provision on the large Woodlands Park development has been deeply inadequate, and this deficiency has been flagged up as a major concern by residents.

The Town Council has ownership of the play area sites at the Recreation Ground Play Area, Oakroyd Avenue Play Area, Lower Mill Field Play Area, Talberds Ley Play Area, and the Skate Park. Uttlesford District Council currently runs and maintains the play area on Woodlands Park, but is keen to pass responsibility over to the Town Council. However, the Town Council is reluctant to take on additional burdens of this sort without funds being allocated by UDC to cover the costs of maintenance, insurance and reports by the Royal Society for the Prevention of Accidents (RoSPA).

Additional play areas are planned for the developments granted approval on the sites West of Woodside Way and at Smith's Farm. It is important that these are delivered in a timely manner, to a

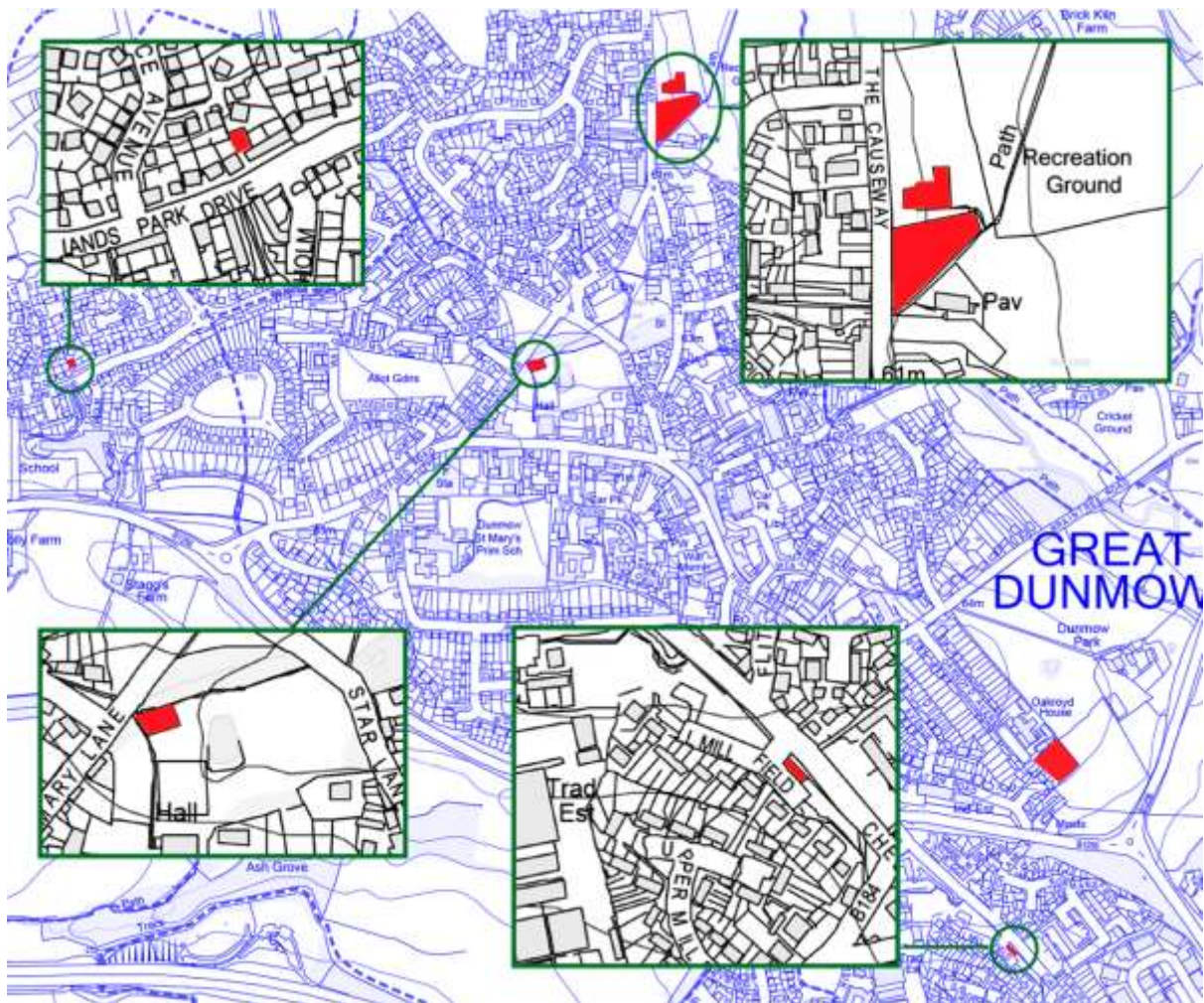
sufficient standard, and in an appropriate part of the development (to mitigate against potential for vandalism, other crime, intimidation by older children of younger ones, litter, and other nuisance behaviour), as well as with the correct funding strategy for maintenance.



Figure 37: The town's skate park.



**Existing Play Space LEAPs and NEAPs (Fig. 38)**



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**Policy: SOS3: Children’s Play Space**

Development proposals will be rejected which damage the usability of the children’s play areas identified in this policy via the associated map.

**Objective: Cemetery Space**

Great Dunmow will have and maintain the necessary cemetery space for its population and this will be available as required.

**Justification: SOS4: Cemetery Space**

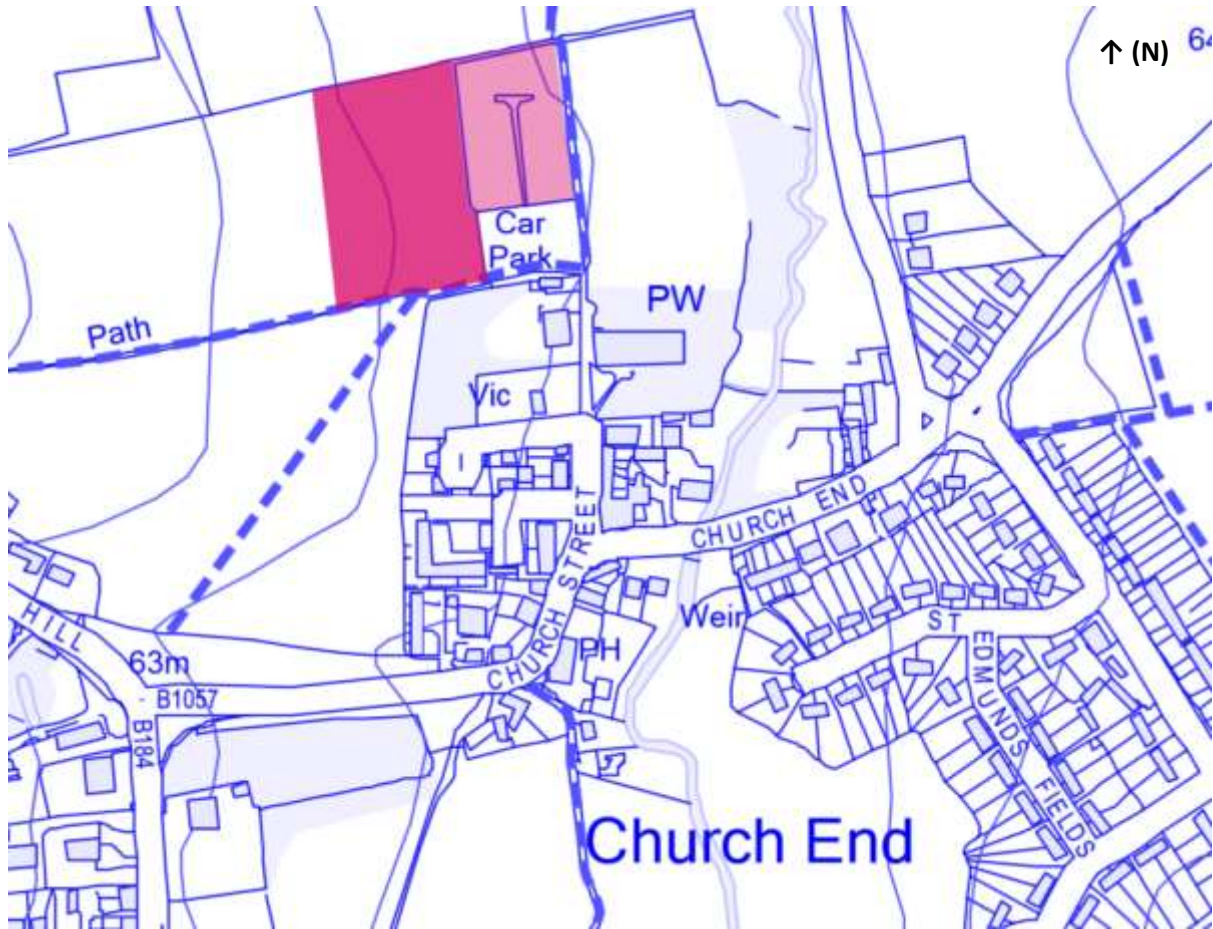
The consecrated ground attached to the churches in Great Dunmow is now all closed to new burials except those with a previous agreement, for example, a family plot. Burials are now allocated to a piece of Town Council property located adjacent to St. Mary’s Church. Currently, there are 848 plots of which 284 are occupied, but the Town Council also owns a further piece of adjacent land, currently farmed by Mr. Boreham, which the Council intends to set aside for further burial space when such an extension is required. This additional land would provide approximately 848 extra plots. This means that at the time of writing this Plan there are approximately 1412 vacant or potential plots in the ownership of the Town Council.

This Plan wishes to set aside this land, already owned by the Town Council, for additional burial space.

**Policy: SOS4: Cemetery Space**

The Town Council land shown on the map below is allocated, in accordance with Town Council intentions, for additional space for burials and cremations.

**Cemetery Space in Use and Identified for Future Use (Fig. 39)**



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**Cemetery Space in Use**  
**Future Cemetery Space**



**Objective: Allotments**

Great Dunmow will have, protect, secure and manage the allotments required by its local population.

**Position: SOS-B: Allotments**

The Town Council is committed to supporting allotment holdings in the town, and welcomes new additions to its allotment holdings for the benefit of the community.



# Getting Around

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## **Objective: Footpaths and Bridleways**

Great Dunmow is to be serviced by a highly effective and well integrated system of footpaths and bridleways, which extends across every corner of the town and links residents to shops, schools, and essential services as well as to the open countryside surrounding the town. These public rights of way will be constructed, maintained and enhanced in a way which is most suitable for their urban environment within the town, and which offers high levels of accessibility for all members of the community.

Objective	Policy Index
Footpaths and Bridleways	<b>GA1: Core Footpath and Bridleway Network</b>
	<b>GA2: Integrating Developments (Paths &amp; Ways)</b>
Public Transport	<b>GA-A [Position]: Public Transport</b>

## **Justification: GA1: Core Footpath and Bridleway Network**

The Essex County Council Rights of Way Improvement Plan has identified a lack of continuous paths, a lack of bridleways and a lack of byways. This has had an impact on many areas of life in Great Dunmow – according to a survey carried out with the local secondary school, only 2% of pupils and staff cycle to school owing to difficult and dangerous routes; furthermore, according to the Town Centre Survey conducted by UDC in June 2013 not one visitor to the Town Centre questioned had cycled to get there. The issue of the continuity of paths is of particular significance to Great Dunmow, as the disruption to the route of the Flitch Way is a matter of long-standing community action and lobbying by residents. The Flitch Way Action Group and the Ramblers Association of Great Dunmow – as well as Essex County Council – have been active in seeking improvements to the public rights of way in the parish, and their efforts have been supported by the Town Council. Indeed, the Town Design Statement identified the following main issues in need of consideration regarding footpaths and bridleways in the town:

- Directness;
- Clear marking and destination information;
- Personal safety (perceived and actual, in terms of lighting);
- Surfacing;
- Connectivity;
- Safety from traffic.

The organisations referred to above have contributed significantly to the evolution of this policy, and so it can be justifiably claimed that this policy represents the wishes of the local community and interested parties, as well as a long standing commitment of the democratically mandated Town Council.

There are already a number of initiatives being pursued to improve the footpath and bridleway network in Great Dunmow. These include works being done by the Flitch Way Action Group, an ECC upgrade of footpaths to bridleways, a horse awareness project and a cycle forum. The lack of availability of cycle lanes in particular is highlighted by the Town Design Statement as being a major deficiency in the town. The town needs a centrally approved and understood statement of ambitions when it comes to footpaths and bridleways, which is what this Neighbourhood Plan can provide in the context of planning policy.

The issues raised by the Town Design Statement need to be carefully considered and the resolution of the problems they raise forms a priority for this Neighbourhood Plan. There have been a number of missed opportunities with regards to improving the footpath and bridleway network which planning conditions would have been well placed to achieve. For example, the integrity of the Flitch Way should have been more thoroughly considered during both the construction of the original A120 bypass (B1256) (through the Dunmow Cutting) and that of the new A120 bypass. Similarly, in written submissions on the applications for the Woodlands Park development, many residents and organisations put forward a strong case to provide a bridleway along the entire length of the verge of the north-west bypass. Upgrading the existing footpath and constructing a surfaced track during the construction of the highway could easily have achieved this, but these submissions were ignored and it now appears to be impossible to provide the bridleway in retrospect without further public expense. The imposition of this Neighbourhood Plan policy should ensure that such opportunities are not missed in the future.

Several documents exist which lay down requirements for footpaths, bridleways and cycleways, including: Local Transport Note 2/08 Cycle Infrastructure Design (Department for Transport); Local Transport Note 2/86 Shared Use by Cyclists and Pedestrians (Department for Transport); The Manual for Streets; Sustrans; Standards for Cycleways Design and Construction of Traffic Free Routes; and the Cycling England Advice Note – Cycling and Development (Residential and Commercial). These have all been considered in consultation with the appropriate bodies and by the Flitch Way Action Group.

In order for this policy to be implementable, to ensure that planning opportunities are not lost, we must be clear in the way we address the concerns of our supporting organisations and the deficiencies and improvements identified by the Town Design Statement, the Flitch Way Action Group and Essex County Council. These concerns, deficiencies and improvements include desirable routes for principal rights of way, the types of construction materials used, and funding.

Great Dunmow Town Council, the Flitch Way Action Group, and UDC, are partners in seeking the delivery of these routes. The delivery of this network or parts thereof will be sought as planning gain where appropriate. Part-funding may also be forthcoming from the Stansted Community Fund and / or the Local Highways Panel.

This Plan promotes the enhancement of the footpath and bridleway network in and around Great Dunmow, including the reconnection of the Flitch Way. The routes proposed for enhancement are primarily existing rights of way, and must be upgraded to optimise usability and robustness. Hence, this Neighbourhood Plan is justified in laying down the following policy.

### **Policy: GA1: Core Footpath and Bridleway Network**

Where development proposals come forward on land that includes a bridleway or footpath, as shown on Figure 11, they will be expected to retain the footpath and bridleway provision, and link this provision to the green spaces of the wildlife corridor network. Consultation with Great Dunmow Town Council and other relevant stakeholders such as the Flitch Way Action Group must be undertaken prior to submission of the planning applications.

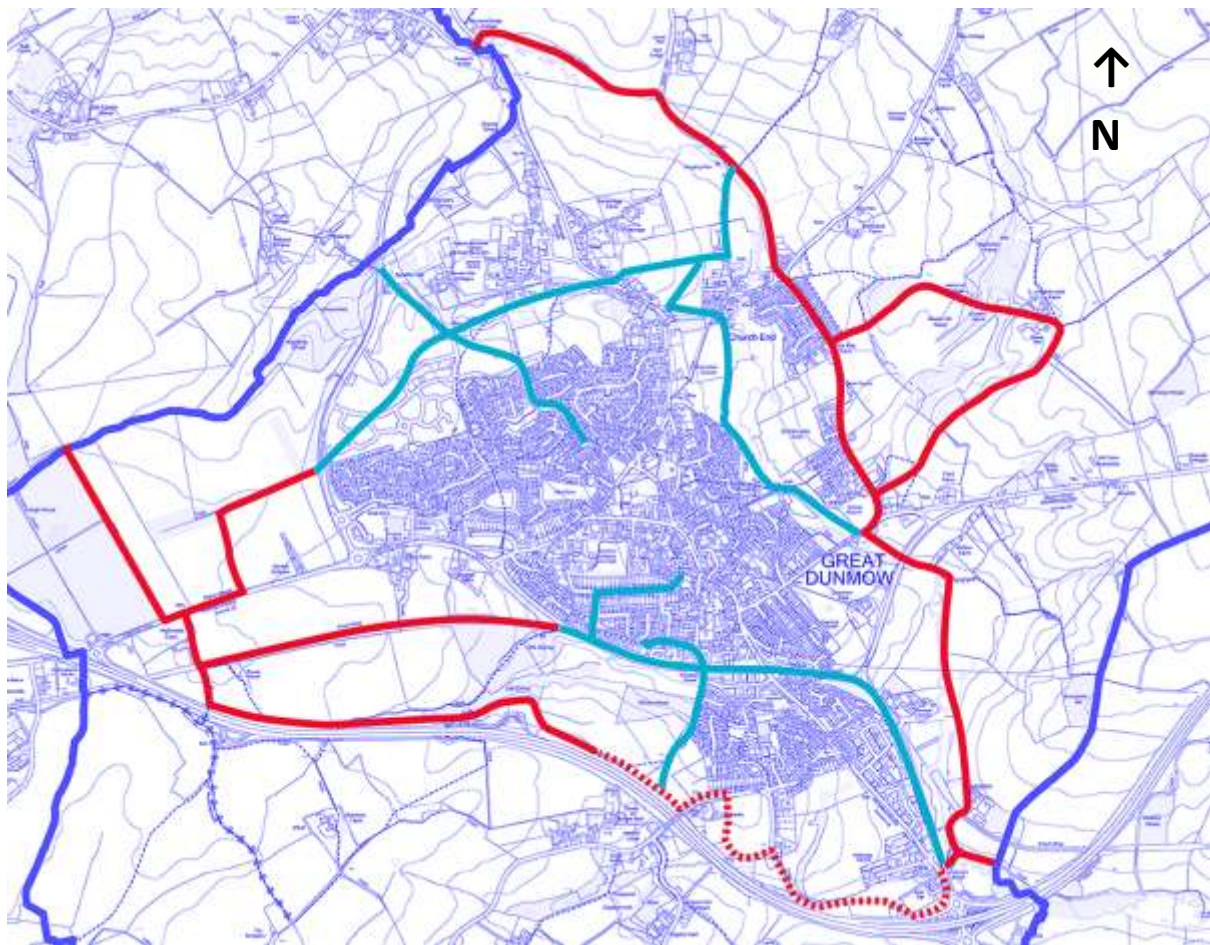
Where development proposals come forward on land that includes a bridleway or footpath of the core network, as shown on Figure 40, they will be expected to create or retain, and where practically possible enhance, the footpath and bridleway provision. Upgrades and extensions to routes (the routes preferred by the Flitch Way Action Group and this Plan are illustrated on the map below) must adhere to the following criteria:

- (1) Footpaths (see map) must have, where practical, permissible cycling provision and signposting;
- (2) Footpaths (see map) must be constructed with a smooth, hard, all-weather surface in accordance with current best practice;
- (3) Bridleways (see map) must be constructed with the same standard of surface as for footpaths, with a grass track running alongside it suitable for riding.

All strategic development proposals will require the submission of a pedestrian, cycle and equestrian audit.



**Core Footpath and Bridleway Network for Upgrade (Fig. 40)**



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**Footpaths / Cycleways**  
**Bridleways**





Urban footpaths should be designed to better cater for cyclists in the town (Fig. 41)

**Justification: GA2: Integrating Developments (Paths and Ways)**

The objective that all of Great Dunmow should be thoroughly integrated into the footpath, cycleway and bridleway network – and that this should form an integral part of planning – is well supported by the various organisations and residents’ groups consulted in the preparation of this Plan. The Fritch Way Action Group, the Ramblers Association, Essex County Council, the British Horse Society, Essex Bridleways Association, and others, have all raised the important issue of connectivity for all new housing development with the existing town and surrounding countryside, and this is a question which has also been dealt with in the BfL12 document, as referenced in NP Policy: DS10: Building for Life.

Planning for the thorough provision of footpaths and cycleways is a high priority for the NPPF. Paragraph 35 requires that planning should “give priority to pedestrian and cycle movements”. It is not sufficient to interpret this as merely requiring roads to be designed to minimise car speeds, or requiring the creation of shared surfaces (which, it is claimed, make for a pedestrian-friendly environment).

The Cycling and Development document, issued by Cycling England, is clear in setting standards for planning and designing cycle routes on new developments:

#### **POLICY and PLANNING**

**Paragraph 6** Cycle measures are to be put in place that demonstrate a determination to achieve high levels of cycling throughout all new developments. This should include development located so that it facilitates short trips and the delivery of high quality cycle facilities with attractive spatial arrangements.

**Paragraph 10** Section 106 agreements or Community Infrastructure Levy funds should be used to fund cycling measures (soft measures such as signposting as well as infrastructure) for high quality off-site links to local destinations and strategic routes.

**Paragraph 12** Developers should be encouraged to see the inclusion of sustainability objectives and associated measures as marketing positives.

**Paragraph 13** Changes to existing rights of way and footpaths to permit shared-use should have a documented audit trail of the relevant decisions.

#### **DESIGN**

**Paragraph 1** Cyclists must be considered from the outset and not treated as a bolt-on at a later stage.

**Paragraph 9** Where provided, off-carriageway measures should be designed to the highest possible standards.

**Paragraph 10** Heads of cul-de-sacs should have high quality cycle and pedestrian links between them.

**Paragraph 15** Design guides and Section 38 agreements should be used to require the machine laying of off-carriageway paths.

**Paragraph 16** Capital investment should be secured to minimise future revenue maintenance costs.

These standards should be basic requirements for new developments, and this policy not only achieves that aim but sets standards for the construction of the required footpath-cycleways. As the Town Design Statement concluded following consultation with over a thousand members of the Great Dunmow public, “facilities for cyclists and measures to encourage cycling are totally inadequate and a major effort is needed”.

The Town Design Statement recommends that the following provisions should be made for footpath and cycleway networks on new developments:

- Make generous provision for cycle parking and storage;
- Create safe cycling routes to known destinations – separate from footpaths, integrated into footpaths, or integrated into the road network [this Plan requires the second option, but additional provision in either of the other two forms would be welcome];
- Create attractive and well paved footpaths with modest lighting and, where appropriate, with safe crossing points over roads;
- Contribute to making such provision off development sites;
- Provide signage and information to residents and users of the developments.

Hence, this Neighbourhood Plan is justified in presenting the following policy.

**Policy: GA2: Integrating Developments (Paths and Ways)**

Development proposals which are linked with and well-integrated into the surrounding footpath and bridleway network will be permitted. The footpaths that are provided, with permissible cycling provision and signposting, must provide safer routes to schools, and be in accordance with the relevant criteria in the previous policy (GA1: Core Footpath and Bridleway Network), points (1) and (2). They should also be linked to the green spaces of the wildlife corridor network.

All footpaths provided must be well signposted, including signposting towards the town centre, and must not only service the entire development but must be integral to planning how the new population will travel within the development and to the town centre and other essential services provided in the town, such as schools and health facilities.

Developers should seek advice from the various organisations in Great Dunmow with an interest and expertise in footpath, cycleway and bridleway provision when deciding how and where to locate rights of way in their plans. Developers may expect the Town Council to put them in touch with these groups on request.

**Objective: Public Transport**

Great Dunmow will be serviced by a comprehensive and usable public transport network, with routes operating regularly and frequently to a wide range of valued destinations.

**Position GA-A: Public Transport**

Great Dunmow Town Council will continue to work with bus operators and other stakeholders to improve public transport services to and from Great Dunmow.

**Policy: GA3: Public Transport**

New developments should be integrated into the local bus network and appropriate public transport infrastructure and support for services will be sought from developers to ensure this.

# The High Street and Town Centre

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Objective	Policy Index
High Street Vitality	HSTC-A [Position]: High Street Retail Character
	HSTC1: Uses and Variety
	HSTC-B [Position]: Accessibility
	HSTC2: Coach Park
	HSTC-C [Position]: Coach Park
	HSTC-D [Position]: Market
Town Centre	HSTC-E [Position]: Town Centre Development

## Objective: High Street Vitality

The High Street will provide Great Dunmow with a vibrant Town Centre and a variety of shopping experiences, products and facilities. The best way to support Great Dunmow’s shops is to focus new retail development in the Town Centre, protecting existing retail sites and ensuring that the centre is well connected to the rest of the town. The High Street, as one of the key character features and economic centres in Great Dunmow, will also be well connected and accessible for people visiting the town for the day.

### Position: HSTC-A: High Street Retail Character

The Town Council will seek to ensure that the character of the High Street is maintained as that of a genuine market town, supporting a range of high quality independent shops and services for the prosperity of the town and the convenience of its population. Visiting the town should not become an “amalgamated-shopping-mall” experience with national High Street chains dominating the retail landscape, but will continue to offer real opportunities for new, innovative and interesting shops and start-up retail or service businesses.

## Justification: HSTC1: Uses and Variety

Great Dunmow has a thriving town centre, and Uttlesford District Council is drafting a Town Centre Action Plan (draft: 2013) which will seek to ensure that it continues to improve and elicits greater loyalty in terms of shopping habits from local residents and residents of the surrounding areas.

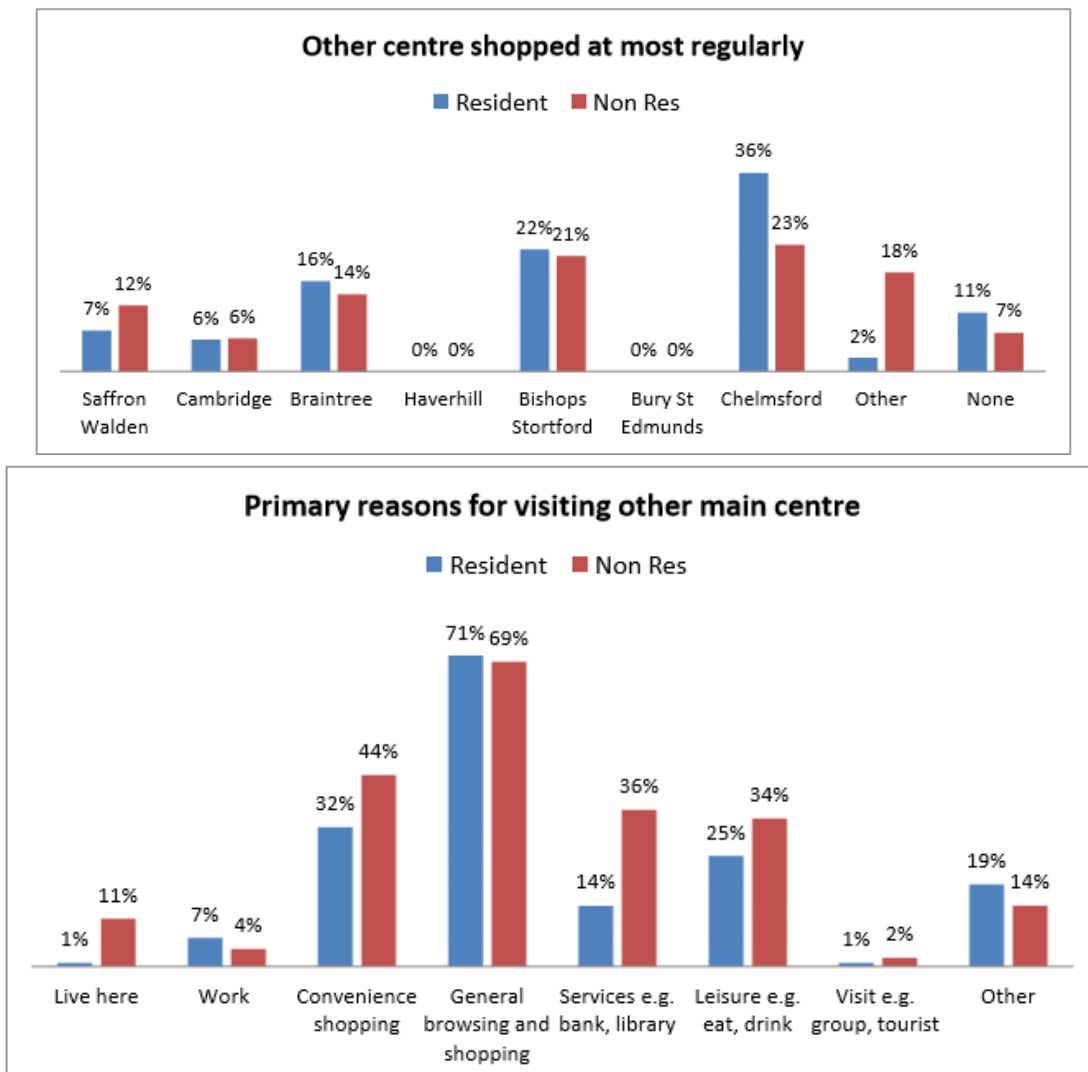
In the Town Centre Survey conducted in June 2013, 55% of those questioned while using the Town Centre were residents, and 45% were non-residents. 98% of the residents who were questioned said that they visited the Town Centre at least on a weekly basis, and of these, 43% used the Town Centre every day. Of the non-residents, 68% came weekly, and of these, 12% daily.

The main reason for visiting the centre was to use services (for example, medical facilities, banks, and libraries) – 70% of those residents questioned gave this as a reason. 58% stated that convenience shopping was their reason for visiting. 39% stated that general browsing was a reason, while 35% stated that leisure (sports included) was a reason – this included 44% of the residents surveyed.

According to the Visitor Survey, independent shops and craft fayres are important pull factors for Dunmow, but some chains were identified that would be welcomed. These included, most notably, Waitrose, Marks and Spencer, Next and Debenhams. The survey also records that a shoe repair shop was on the list of desired services on the High Street. Free parking was also noted as a desired improvement.

The survey considered leakage to other shopping centres among those people who do use the Town Centre. Chelmsford was the most popular “other centre” (30% of visitors to Dunmow also used Chelmsford regularly), and the second most popular was Bishop’s Stortford (22%). The graphs below show the percentages of Dunmow users also regularly using another centre, and their reasons for doing so.

**Town Centre Visitors: Great Dunmow’s Main Competitors (Other Shopping Centres Used Frequently and Why) (Fig. 42)**



The survey also enquired after how people came into the town – 95% walk or drove, but nobody questioned cycled. The table below provides a full break down.

### **How Visitors come to the High Street (Fig. 43)**

<b>Mode of transport</b>	<b>% mix</b>	<b>Number</b>
Walk	42%	94
Own car	53%	118
Train	0%	1
Cycle	0%	0
Taxi	1%	2
Bus/coach	3%	6
Other	1%	3
<b>Total</b>	<b>100%</b>	<b>224</b>

In consultation, Great Dunmow residents and High Street businesses have expressed a desire to see a more wholesome range of shopping and service experiences on the High Street. In order to maintain a lively Town Centre, people must be drawn to shop there by the range and quality of the things on offer.

In order to maintain small independent shops on the High Street, and to provide the floor space for a range of shopping experiences, it is important to retain existing shop and service floor space. Consultation with Uttlesford District Council planning officers has illustrated acquiescence with the concept of protecting existing floor space on the High Street.

The historic layout of properties along the High Street follows Medieval patterns of burgage tenements, which are long and relatively thin strips of property with a narrow street frontage. A burgage was a rental property in the Early Modern period, and as populations increased they were often split to cater for more and more people. The properties along the High Street are separated into such narrow, thin plots, which is a good size for supporting small, independent shops.

UDC distinguishes between primary and secondary retail frontages along Great Dunmow High Street. It is considered that the primary retail frontage is most important for the shopping experience. Services and restaurants contribute much value to this frontage as well, but they can also benefit from being located along the secondary frontage.

Survey has revealed that 30% of units on the primary frontage are comparison shops, but only 7% are convenience shops. Coincidentally, 37% of units on both primary and secondary frontages are convenience or comparison. 9% of units on the primary frontage are takeaway units, and 6% on the secondary frontages, amounting to an overall presence of this type of 7% across both types of frontage.

The shops in Great Dunmow are varied in size and offer a wide experience for shopping. This character and experience should be maintained, and any development which relates to the High Street should contribute to and enhance this quality. Change of use of business properties from one business class to another (where planning permission is required) on the High Street should contribute to achieving this.

**Policy: HSTC1: Uses and Variety**

Where planning permission is required:

- Development proposals leading to change of use from A1 (retail) to other town centre uses (Classes, A2, A3, A4) will be permitted subject to 35% of the frontage remaining in A1 use;
- Development proposals involving the creation of new A5 (hot food takeaway) will be permitted subject to no more than 5% of the primary shopping frontage being in A5 use and no more than 10% of the secondary frontage being in A5 use;
- The conversion of ground floor units to residential use in the High Street will not be permitted.

**Position: HSTC-B: Accessibility**

The Town Council believes that a thriving town centre requires good access by foot, bicycle, car and public transport, and will seek to ensure that routes are maintained, signposted, planned and designed, in support of policies in this Plan, so that the High Street and Town Centre are central to community life and the local shopping experience.

**Justification: HSTC2: Coach Park**

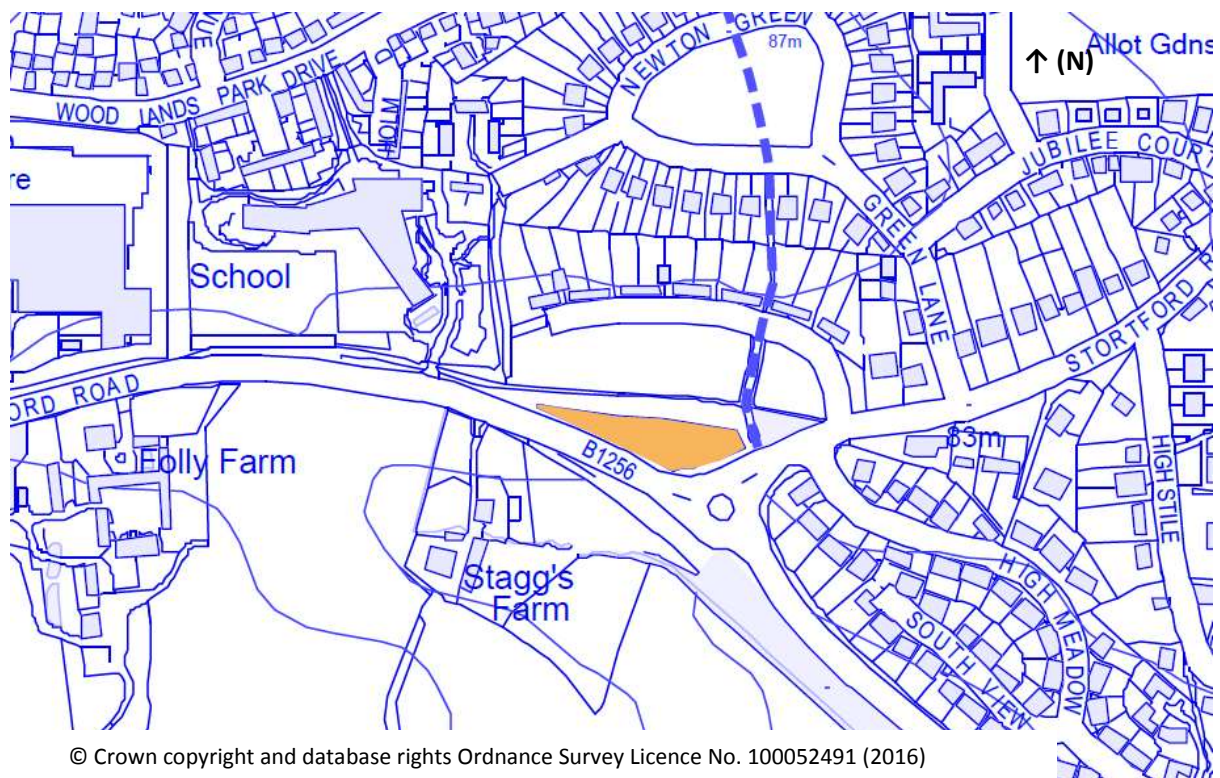
It has been a long standing recommendation of the Great Dunmow Chamber of Trade that the town would benefit from a coach park, allowing greater access, as it would, to the town for visitors on day trips from other parts of the country, or even abroad.

Its recommendation is that such a facility would support local shops and businesses, and would allow Great Dunmow to fulfil its potential as a “destination” of rural Essex – drawing on its identity as a market town and the Flitch Town.

In considering options for this policy, the Town Council has identified a possible site for locating a coach park, subject to its availability. This site is indicated (not allocated) on the map overleaf, and could be well connected to the road network by development, and is within easy walking distance of the Town Centre.



**Possible Site for a Coach Park (Fig. 44)**



Great Dunmow has a great deal to offer, but it is not possible for it to reach its commercial potential without a facility that allows and encourages visitors to come to the town.

Hence, this Plan is justified in laying down the following policy.

**Policy: HSTC2: Coach Park**

Development proposals which incorporate a coach park site will be supported subject to:

- Provision of easy and safe pedestrian access to the Town Centre and
- Not being detrimental to the visual and/or environmental character and amenity of the area (i.e. noise, fumes and smell, litter, traffic, general disturbance).

Proposals to incorporate a Park and Ride car park within the same site would be also be supported if the above criteria were met.

**Position: HSTC-C: Coach Park**

Great Dunmow Town Council will actively seek to develop a coach park site with easy and organised access to the Town Centre. The Council will attempt this both by working with developers and by exploring options that might arise on existing sites.



**Position: HSTC-D: Market**

Great Dunmow Town Council recognises – and expects those with an interest in Great Dunmow to recognise – that the market is an important part of the character and shopping experience in the town. It will be supported by the Town Council in every way possible, allowing it to contribute as broadly as possible to the growing population of Great Dunmow.

**Objective: Town Centre**

Great Dunmow Town Centre will develop and grow in a way that promotes its accessibility, usability, and which retains its charm and character.

**Position: HSTC-E: Town Centre Development**

Great Dunmow Town Council will continue actively to promote the development and improvement of the Town Centre. Bodies within the Council will continue to look at all of the issues raised in this Plan as they relate to Town Centre prosperity and use, from traffic management and accessibility to support for local businesses. As strategies develop, the Town Council will adopt these where appropriate when this Neighbourhood Plan is reviewed and updated.

# The Economy

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Objective	Policy Index
Economic Development	E1: Employment Land
	E-A [Position]: Economic Growth
	E2: Loss of Employment Land

## **Objective: Economic Development**

Great Dunmow, as an existing commuter town, will increase its jobs base with the aim of reducing its export of people. Its growing population will be supported with employment sites and a thriving economy. It will have the transport connections, available space, facilities and infrastructure to support new and expanding businesses as and when the need arises, and the Town Council will be active in searching out opportunities for bringing new employment to Great Dunmow.

## **Justification: E1: Employment Land**

Public consultation has revealed overwhelming support for retaining Great Dunmow as a vital and active business centre, and an overwhelming objection to the town becoming more of a commuter town. Only 0.7 percent of respondents indicated in our survey that they would like to see Great Dunmow become “a dormitory town with lots more housing with people living here but working elsewhere”. This is a clear rejection of that option.

An important part of the policy background to the issue of economic development in Great Dunmow is the Essex Economic Growth Strategy (EGS), devised by Essex County Council. The EGS has five objectives:

- To see that Essex businesses are enabled and supported to be more productive, innovate and grow, creating jobs for the local economy;
- To see that Essex businesses are enabled to compete and trade internationally;
- Individuals are equipped and able to access better paid jobs through an education and skills offer that meets the needs of businesses;
- To see that the life chances of people in our most deprived areas are improved by ensuring that residents are able to access jobs and public services; and
- Securing the highways, infrastructure and environment to enable businesses to grow.

The Economic Growth Strategy (EGS) recognises that Essex is well placed to achieve economic growth, highlighting the sectors identified as having significant potential to deliver. These sectors include:

- Advanced manufacturing and technology;
- Transport, port activities and logistics;
- Renewable energy and low carbon; and
- Health and care.

When we consulted on the issue of employment opportunities, 83.6% of respondents agreed that there should be additional employment opportunities in the town. It was considered an “important”

issue for sustainability. Although the Employment Land Review and the Appraisal of Employment Land Issues (see Briefing Paper 4) have highlighted that low unemployment and high wages are a reflection of out-commuting, it is still the case that in many family arrangements it is one breadwinner who out-commutes to bring in the higher wage. It follows that more local employment is needed in Great Dunmow for those partners who remain in the town and who would prefer to find work locally or within a short drive. Traditional gender roles and preferences apply in many cases, and so the type of employment sought locally is often in the care, education or secretarial sectors. This is demonstrated by the high number of applications received (well over a hundred) for a part-time secretarial role at the Town Council's offices. It is very much an economic reality that many families prefer one partner to work more locally and perhaps part-time. This is an economic reality which is not well catered for at present.

Tourism and care services are sectors with potential for high growth in Great Dunmow over the coming decades (as identified for Essex in the EGS, noted above). The Essex Local Economic Assessment (2010) highlights care services as a growing industry and tourism as being the focus of much local government effort in the county, especially in areas which benefit from pleasant countryside and quaint market towns, such as Uttlesford. Tourism generates about £2.7 billion every year in Essex, and supports 7.3% of the county's workforce. Great Dunmow could benefit greatly through the tourism sector from its proximity to Stansted, its reputation for charm, and the heritage it enjoys as the town of the ancient Flich Trials.

The care and healthcare sectors also, as mentioned, have great potential for growth in Great Dunmow and Uttlesford more generally. Changing demographics are frequently cited as a barrier to economic growth in Uttlesford (the Essex Local Economic Assessment estimates that by 2031 only 23% of the population will be of working age (15-64 years), compared to 41% in 2007), but such a change also provides an opportunity for employment-generating growth in the care industry. This Plan has already considered (in Fig. 25) how many residents of Uttlesford are predicted to suffer from dementia by the end of the Plan period, and concerns over under-staffing and under-financing of the care and healthcare sectors have all been noted. The opportunity this situation provides has been highlighted by Essex County Council's Economic Growth Strategy (2012), which predicts that the Government's Big Society push, and the "NHS innovation agenda", will mean an ever-increasing role for private providers, whether that role be in primary care services or support for healthcare professionals. Either way, this presents an opportunity for economic and employment growth in Great Dunmow.

The Essex Economic Growth Strategy also identified "renewable energy and low carbon" technology industries as being potential economic growth sectors in the county. Indeed, Great Dunmow in 2014 had interest from a solar farm business to establish a site at Tooleys Farm. Great Dunmow is of interest to renewable energy providers, and the possible growth of this sector may be welcomed by the town more readily than yet more housing, especially as maintenance and security would presumably provide local jobs.

Perhaps 3,570 working age people will be added to the population of the town during the Plan period, and more to the surrounding villages, and the census figures for Great Dunmow show that the working population in this town is relatively highly skilled. This presents potential growth industries with a

healthy pool of talent from which to recruit, and gives the town the opportunity to meet its need for more locally-based employment and to rebalance the local economy.

Most jobs currently in the town are service, with some manufacturing. The out-of-town supermarket (Tesco) and Helena Romanes School are the town's two biggest employers, and transport related employment accounts for 21 percent of the workforce in Uttlesford. This latter statistic is largely due to the rural nature of the district and its falling within the economic sphere of influence of Stansted Airport: Great Dunmow in particular is well placed to benefit from this position. However, since the nature of Stansted has changed from cargo to passenger based, the rate of growth of airport related jobs has declined dramatically. Medium and Small Sized Enterprises also are a very important factor in the local economy, accounting for 15 percent of the workforce.

There is clear demand for certain types of local employment, and there is the potential for strong local growth in certain sectors (tourism, care services and healthcare). This Neighbourhood Plan is justified in proposing the following policy to encourage and facilitate the type of additional development which is required, and which is demanded by our Vision for Dunmow.

#### **E1: Employment Land**

Employment opportunities will be supported and encouraged subject to:

- Adherence to other policies in this plan
- Employment land being easily accessible and well connected to the Town Development Area
- Not being detrimental to the visual and/or environmental character and amenity of the area (i.e. noise, fumes and smell, litter, traffic, general disturbance).

#### **Position: E-A: Economic Growth**

Great Dunmow Town Council will work with developers, businesses, the representatives of core growth sectors, and all other stakeholders, to attract economic development to Great Dunmow and to ensure that land, infrastructure and services are available for such development.

The Town Council will work to encourage the growth of sectors identified in ECC's Economic Growth Strategy, including:

- Advanced manufacturing and technology;
- Transport, port activities and logistics;
- Renewable energy and low carbon; and
- Health and care.

**Justification: E2: Loss of Employment Land**

In order to maintain Great Dunmow as a thriving economic centre – and, moreover, to improve and increase this status – the town must retain its existing employment uses and must not suffer the loss of employment uses which are sustainable.

**Policy: E2: Loss of Employment Land**

Where planning permission is required, proposals for the redevelopment or change of use of land or buildings in employment use to non-employment use will not be permitted unless:

- the existing use can be shown to be no longer financially viable and that
- replacement land is available within the Neighbourhood Plan area for any businesses displaced by the loss of the employment site.

For all other development proposals affecting employment sites opportunities will be sought to improve employment sites (e.g. through improved public realm, pedestrian access and soft landscaping).

# Healthcare, Education and Infrastructure

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Objective	Policy Index
Healthcare	HEI1: Medical Facilities
Education	HEI2: Secondary School Provision
	HEI3: Primary School Provision
	HEI4: Conversion to Educational Use
Infrastructure	HEI-A [Position]: Infrastructure Delivery

## Objective: Healthcare

Great Dunmow will have healthcare facilities which are of sufficient standard and capacity to cater comprehensively for the needs of its existing, and growing, population. The facilities will be accessible, local, and adequately arranged to provide primary healthcare for a population that is both growing in size and ageing. Great Dunmow will be a vibrant town with a large working population, and healthcare must cater for this. It must also be recognised and planned for that a large part of the population is ageing, which will place age-related needs on local healthcare and care-giving facilities.

## Justification: HEI1: Medical Facilities

There is intense need for urgent planning within the healthcare services within Great Dunmow. We have already seen (under the relevant section in *The State of the Parish Today*) that both doctors' surgeries are at capacity with little, if any, space to expand. Angel Lane surgery was already running a list size above capacity when the survey for this Plan was undertaken, and it is reasonable to suppose, on the advice of the surgeries themselves, that the situation is constantly changing and that, in fact, greater and greater pressure is being placed on these facilities all the time. The configuration of healthcare is changing to attempt to meet the combined pressures of limited resources, growing demand, changing technology and demographics. The responsibility for the provision of healthcare is spread between a number of bodies. Uttlesford District Council has been active in seeking to secure sites for the allocation for new healthcare facilities, but the decision on whether to take up these opportunities falls to the Clinical Commissioning Group, and as yet no sites have been secured and decided upon for definite facility development. It is a matter of concern that no comprehensive strategy for responding to the above challenges in Great Dunmow has yet been prepared. There is thus a real danger that the pace of development will result in a reduced service for the whole community and that, despite *ad hoc* attempts to secure funding, opportunities will be lost to secure a system of local health and social care that works.

The Steering Group for this Plan has engaged the West Essex Clinical Commissioning Group, healthcare professionals and other involved parties in the course of preparing this Plan. One of the most shocking realisations from this engagement – realisation on both sides – was the lack of awareness among healthcare providers with regards to how much housing development Great Dunmow will experience over the coming decades. Planning for this in terms of healthcare provision is at an early stage, and, as we have seen, current facilities are not adequate even for the current population. These facts can

be further established by considering the feedback received from healthcare professionals, contained in the relevant chapter of the Evidence Base. An appraisal of this information is briefly given here.

#### What are the primary concerns with current capacity?

- The voluntary sector is having to bridge the gap between services and a retreating NHS;
- There is no connectivity between services;
- John Tasker House is operating well over capacity;
- Services are fragmented in their provision, and transport between them is a major concern;
- Childcare services are currently operating well, but are at their limit of capacity.

#### What would be the implications of an expanding population?

- It would be helpful for health services to know what type of new housing is planned, so that provision can be made or planned for particular demographics;
- There will be increasing pressure on dementia services;
- Reliance on the voluntary sector will intensify;
- Developments in the surrounding parishes will have a significant impact on Dunmow services;
- There will be increased pressures associated with helping people to stay in their own homes, owing to an ageing population and a lack of small, elderly-friendly properties;
- There is a shortage of care in sheltered accommodation for dementia; services moved out of hospitals in line with Government policy will need to be accommodated in accessible high quality premises which do not currently exist.

#### How should these implications be managed practically and financially over time?

- Branch surgeries / walk in facilities should be located on new developments;
- The financial side of coping with demand will be a major issue, and may render the above option unviable.

It is important to note that the overhead costs of small surgeries may prove unsustainable. Significant reorganisation of services in Dunmow is probably inevitable – and the sooner it is embarked on the better.

The urgent need is for a comprehensive assessment of demand and supply over the Plan period covering the whole catchment, taking into account accessibility, the changing nature of primary care and the ongoing integration of social and primary care. Sites should be allocated which meet the strategic need and should not be determined on a reactive and *ad hoc* basis, and housing developments should be required to meet a reasonable share of the cost of new primary, social and secondary care that will be needed by the incoming population. Provision should be made so that capacity is available at the time it is needed.

When we consulted residents of Great Dunmow, half of those who responded said that the town's health services are neither sufficient nor good enough. When asked what should influence future development, new infrastructure was ranked as the number one priority, and expanded health services was the number one priority within that category.

Hence, this Plan is justified in the following policy.

**Policy: HE1: Medical Facilities**

As UDC continues to allocate sites within developments to allow the implementation of the CCG strategy as it emerges, these allocations will be made – and any facilities brought forward will be built – according to the following strict particulars. Medical facility development will be permitted if the proposals meet the following criteria:

- (1) All medical facilities should be easily accessible by road;
- (2) All medical facilities should be easily and safely accessible by foot and bicycle;
- (3) There should be adequate parking spaces for staff and patients. Specific standards to be determined following consultation with stakeholders (Great Dunmow Town Council, patients) and having regard to the findings of completed transport assessment.
- (4) All medical facilities should provide access points for public and private (e.g. voluntary) non-emergency ambulances;
- (5) All medical facilities must, where practical, be provided with a bus stop within 5 minutes' walk, serviced by the local bus network; and
- (6) The space allocated for doctors' or nurses' offices and for the waiting room and reception will be determined in close cooperation with the CCG and taking full guidance from NHS England Property Services and the doctors' surgeries in Great Dunmow.

**Objective: Education**

Great Dunmow will have the educational facilities and capacity to make the town a centre for educational excellence. Schools will be well positioned and well connected to the rest of the town, and will grasp the identity of the town, playing an important role in such local cultural icons as the Fitch Trials, and will, through its excellence in science, humanities, arts and sports, become part of the enduring identity of the town.

**Justification: HE12: Secondary School Provision**

We have already seen in *The State of the Parish Today* that secondary school provision will need expanding to cater for at least 2,000 additional pupils over the lifetime of this Plan. Uttlesford District Council is actively seeking a site for the relocation of Helena Romanes School. It remains to be seen whether this opportunity will be progressed, or whether the academy will take a different route to increasing capacity. The Head Master and Governors at Helena Romanes School are actively exploring these options and have instructed estate agents and solicitors to help them arrive at a decision.

It has been found that car parking and congestion are major issues concerning the existing school site. In consultation, 60% of residents thought there was enough choice of good schools in the area, but there was also a recognition that new school places were important to support new development.



The location, size, facilities and accessibility of any school site will determine its successful integration into the community and the quality of education it can offer its pupils. The NPPF requires the planning system to actively engage in resolving these issues.

The Neighbourhood Plan and this policy support the UDC strategy for expanding secondary school provision.

Hence, this Plan is justified in offering the following policy.

**Policy: HEI2: Secondary School Provision**

Applications for new sites and / or extensions will be permitted where the design and construction of said sites and / or extensions meet these criteria:

- (1) Any site for a new school must comply with ECC's site suitability criteria checklist as detailed in ECC's "Education Contributions Guidelines Supplement" to its "Developers' Guide to Infrastructure Contributions" or its successor document.
- (2) Any new site should be easily and safely accessible by foot and bicycle to minimise travelling by car;
- (3) Any new site should be easily accessible by road;
- (4) Any new site should provide adequate car parking for the servicing of the school;
- (5) Any new site should be designed in sympathy with the rural and market town nature of Great Dunmow;
- (6) Any new site should be serviced by the local bus network;
- (7) Any new site must have adjacent green space designated and maintained as playing fields; and
- (8) Any extension must integrate well into the existing footprint and community of the school, and must not deprive the existing site of playing fields. If playing fields are lost by necessity, they must be replaced in kind as an immediate priority, and in a way which will make possible the maximum community use of the facilities.

**Justification: HEI3: Primary School Provision**

Uttlesford District Council has been active in its attempts to secure sites for new primary schools. Both existing primary schools in Great Dunmow will be at capacity within the next five years, as noted in *The State of the Parish Today*.

Primary schools should be local to the populations they serve, and be well connected by safer routes to the town.

Hence this Plan is justified in laying down the following policy.

**Policy: HEI3: Primary School Provision**

As UDC continues to support the various stakeholders in developing a strategy for expanding primary school provision, sites will be allocated – and any schools brought forward will be built – according to the following strict particulars. School development will be permitted if the proposals meet the following criteria:

- (1) Any new site should be easily and safely accessible by foot and cycle to minimise travelling by car;
- (2) Any new site should be easily accessible by road;
- (3) Any new site should provide adequate car parking for the servicing of the school;
- (4) Any new site should be designed in sympathy with the rural and market town nature of Great Dunmow;
- (5) Any new site should be serviced by the local bus network; and
- (6) Any new site must have adjacent green space designated and maintained as playing fields, with sufficient outdoor space to accommodate a full range of child centred activities and to encourage physical activity.

**Justification: HEI4: Conversion to Educational Use**

Great Dunmow will experience a growing requirement for classroom capacity during this Plan period. Uttlesford District Council and the existing schools are currently exploring ways in which such capacity might be increased within the town, but there is a danger that the town will continually play “catch up” at the limits of its capacity, rather than seeking to achieve a system that operates securely at optimum capacity.

The concept of converting buildings to educational use may benefit existing schools or businesses that wish to establish apprenticeship schemes. Also, a clear way in which this policy might be used is to support the establishment of free schools which would create additional spare capacity in the system, thus helping the town to achieve its aims.

Hence, this Plan is justified in the following policy.

**Policy: HEI4: Conversion to Educational Use**

This Plan supports proposals to convert existing buildings to an educational use (such as a free school or an extension or satellite to an existing school), provided the site meets these criteria:

- (1) Any converted site should be easily and safely accessible by foot and bicycle to minimise travelling by car;
- (2) Any converted site should be easily accessible by road;
- (3) Any converted site should provide adequate car parking for the servicing of the school;
- (4) Any converted site must retain the positive aspects of its character, and remain in sympathy with the rural and market town nature of Great Dunmow, even as its design is optimised for its new use;
- (5) Any converted site should be serviced by the local bus network;
- (6) Any converted site must have easy access to green space designated and maintained as playing fields;

Where the identified building is a listed building, it should be capable of conversion without loss of its architectural or historic interest.

- (7) Any converted site should comply with the minimum recommended building areas and outdoor spaces for schools as outlined in the Department for Education’s Building Bulletin 103 – Area Guidelines for Mainstream Schools, or its successor document.

**Objective: Infrastructure**

Great Dunmow will have the physical and social infrastructure that it needs to support its existing and growing population. This is in terms of highways, footpaths, bridleways, cycleways, sewerage capacity, surface water drainage, energy, water, broadband, as well as educational and healthcare facilities.

**Position: HEI-A: Infrastructure Delivery**

This Plan draws attention to the need for adequate infrastructure to support housing development, and the Great Dunmow Town Council will support UDC, appropriate authorities, and development companies in planning for and delivering the necessary infrastructure expansions.

The infrastructure that is required includes, for example:

- (1) Sewerage capacity;
- (2) Surface water drainage;
- (3) Internet communications;
- (4) Road and junction capacity.

[Note: Uttlesford District Council has produced an Infrastructure Delivery Plan that considers and seeks to deliver the infrastructure requirements of new housing developments. However, this Delivery Plan does not consider existing deficiencies for the existing population. It will only seek to ensure that new development in no way worsens situations, rather than alleviating existing burdens

## Community Action Plan

*Producing the type of community we want to call home will take more than policy writing followed by disengagement. It will take continued involvement – striving to ensure that Dunmow has the best options, makes the right choices, lives the right lifestyle, and stands guard over its best assets...*

The extensive survey work carried out to create this Plan has identified a number of issues that residents feel are important but cannot form part of the Neighbourhood Plan policies because they do not relate to land use. In the body of this Plan, several positions have been outlined which Great Dunmow Town Council commits to throughout the Plan period. For our vision for Great Dunmow to be achieved, the Town Council must have the support of its residents to manage growth to best effect for Great Dunmow. The intentions which these stated positions represent are reiterated in this chapter, and form the Community Action Plan:

1. Great Dunmow Town Council supports the introduction of the Community Infrastructure Levy which would give that body control over 25% of funds from planning gain (See SD-A, p. 43);
2. Great Dunmow Town Council will support the allocation of resources according to the town's funding priorities (See SD-B, p. 43);
3. Great Dunmow Town Council will monitor the viability of proposed development (See SD-C, p. 44);
4. Great Dunmow Town Council will work to protect and enhance the town's historic environment (See LSC-A, p. 87)
5. Great Dunmow Town Council will work with local businesses and societies to create a powerful marketing strategy for Great Dunmow, drawing on the Flich Trials and the town's heritage and contemporary achievements (See LSC-B, p. 87);
6. Great Dunmow Town Council will seek to secure substantial new sports' facilities for Great Dunmow, including a large new swimming pool (See SOS-A, p. 102);
7. Great Dunmow Town Council will welcome expansions to its allotment holdings for the benefit of local residents (See SOS-B, p. 107);
8. Great Dunmow Town Council will work with the appropriate stakeholders to secure better public transport connections to Great Dunmow (See GA-A, p. 113);
9. Great Dunmow Town Council will seek to ensure that the High Street remains vibrant and functioning for the benefit of the local community (See HSTC-A, p. 114);
10. Great Dunmow Town Council will seek to ensure that the Town Centre remains well connected to residential areas in the town (See HSTC-B, p. 117);
11. Great Dunmow Town Council will seek, by exploring options and contacting potential stakeholders, to develop a coach park site for visitor access to the Town Centre (See HSTC-C, p. 119);
12. Great Dunmow Town Council will support efforts to investigate thoroughly the options for the market, without prejudice or expectation, for the maximising of economic benefit to the town (see HSTC-D, p. 119);
13. Great Dunmow Town Council will continue to work towards achieving a blueprint for improvements to the Town Centre (See HSTC-E, p. 119);
14. Great Dunmow Town Council will work with developers and businesses to attract new businesses into the area to capitalise on the potential for growth (See E-A, p. 123);
15. The Town Council will support stakeholders to overcome existing deficiencies in infrastructure and to delivery infrastructure for new development (See HEI-A, p. 129).



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# Appendix II (A): Street Trees on Development Sites

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Appendix to NP Policy NE3: Street Trees on Development Sites.

## **Rowan (*sorbus aucuparia*)**



According to the Woodland Trust, *sorbus aucuparia* is widely planted as a street or garden tree. The tree is very valuable to wildlife: its leaves are eaten by caterpillars and moths; its flowers provide pollen and nectar for bees; and the red berries are autumn food for a variety of birds. The Trust also notes that rowan berries are edible by humans, and can be used to make jellies.

The rowan tree is an ancient native of the British Isles, and has a long mythological heritage. It was once planted close to houses in Ireland to ward off evil spirits.

It can grow up to 15m in height.

## **Field Maple (*acer campestre*)**



The field maple is the United Kingdom's only native maple tree. It has been identified as being suitable for planting in an urban setting, such as in gardens, and on streets if well managed.

Aphids live on the leaves of the field maple, and so a variety of highly valued aphid predators are attracted, such as ladybirds and birds. Caterpillars are attracted by the leaves themselves, and the flowers provide nectar for bees. The berries are eaten by small mammals, and the sap can be used to make maple syrup.

Field maples can grow up to 20m in height, but can be managed to remain shorter.





### **Hornbeam (*carpinus betulus*)**



A well managed hornbeam has been identified as suitable for street planting.

Hornbeam is a native evergreen, providing important habitats and foraging opportunities all year round for birds and small mammals. It is the food source for a number of types of caterpillar.

In mythology, the Hornbeam tree could relieve tiredness and exhaustion – a perfect antidote to the stresses of urban life.

Hornbeam trees can grow up to 30m in height, but can be managed to remain shorter.



### **Cherry (*prunus...*)**



*Prunus* varieties have become very popular in street planting – but the wide canopies of the traditional native *prunus avium* have caused problems. A number of more manageable varieties have been developed, the best of these, according to Street Tree, being the *prunus subhirtella*.

Cherry trees are considered highly ornamental. The flowers provide an early source of nectar for bees in Spring, while the berries attract birds and small to medium sized mammals.

A cherry tree can grow up to 30m in height, but can be managed to remain shorter.

# Appendix II (B): Screening

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Appendix to NP Policy NE4: Screening.

## **Cherry (*prunus avium*)**



A native species, see notes for (the developed, thus non-native) *prunus subhirtilla*, under Justification: NE3: Street Trees on Development Sites.

*Prunus avium* can grow up to 30m in height, and has a wide canopy.

## **Hawthorn (*crataegus monogyna*)**



A very versatile native hedge, hawthorn will grow in most types of soil.

*Crataegus monogyna* supports 300 types of insect, and is popular with caterpillars, and its flowers are eaten by doormice and offer nectar for bees. Its berries (“haws”) are rich in antioxidants and are excellent food for many types of bird.

The hawthorn tree can grow to a height of 15m.

## **Rowan (*sorbus aucuparia*)**

See Appendix II (A).

## **Birch (*betula* subspecies)**



The silver birch (*betula pendula*) is native to the UK and can grow to 30m in height. It provides a light, airy canopy which is good for supporting long grasses, violets and bluebells on the ground below. The tree itself supports over 300 insect varieties, which attract ladybirds and birds, and the trunk of the silver birch is a good habitat for woodpeckers.

The downy birch (*betula pubescens*) has the same particulars and carries the same benefits.

## **Hornbeam (*carpinus betulus*)**

See Appendix II (A).

## **Field Maple (*acer campestre*)**

See Appendix II (A).

**English Oak (*quercus robur*)**



The most common tree in the UK, and stereotypically English. The oak supports a wide variety of animals and insects – 280 species of insect, and badgers, deer, bats, and many types of bird. Historically, humans would use the acorns to make flour, but this technique died out with the domestication of wheat production 10,000 years ago.

*Quercus robur* can grow to 20m in height.

**Yew (*taxus baccata*)**



The *taxus baccata* is a native evergreen conifer, common to southern England and often used in hedging.

The tree's dense canopy provides valuable nesting opportunities for birds, and its berries are also eaten by birds, squirrels and doormice. The leaves also attract a particular type of caterpillar.

The yew tree can grow up to 20m in height.



**Goat Willow (*salix caprea*)**



The goat willow is native to the UK and is found growing in hedges and shrublands. It attracts a number of species of caterpillar and its catkins provide an early source of nectar for bees.

Goat willows grow to 10m in height.

**Alder (*alnus glutinosa*)**



The only native alder to Great Britain, thriving in marshes and along river banks. The *alnus glutinosa* attracts and supports a variety of caterpillars, bees, and birds. Alder roots also provide a perfect habitat for otters, according to the Woodland Trust.

Alders grow to 20m in height.

Regarding the alder, it should be noted that plans to preserve and improve the Chelmer Valley for wildlife include (as part of the Brick Kiln Farm development) otter houses. Perhaps alder trees should also be included in the scheme.



# Glossary

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**Affordable Housing** – Provided to eligible households whose needs are not met by the market. Affordable housing should include provisions to remain at an affordable price for future eligible households. UDC defines affordable housing units as “resulting in weekly outgoings on housing costs that 25% of Uttlesford households can afford, excluding housing benefit”.

**Commercial Development** – Development which consists of retail units.

**Comparison** – A type of retail unit which sell goods such as clothing, furniture, household appliances, tools, toys, books and DVDs, jewellery etc.

**Conservation Area** – An area designated by the District Council under Section 69 of the Planning (Listed Buildings and Conservations Areas) Act 1990 as an area of special architectural or historical interest, the character or appearance of which it is desirable to preserve or enhance. There are additional controls over demolition, minor developments and the felling of trees.

**Consultation Statement** – A Consultation Statement accompanying a Neighbourhood Plan is required by the Localism Act 2011. The Consultation Statement must set out what consultation was undertaken and how this informed the Neighbourhood Plan.

**Convenience** – A type of retail unit that sells food and non-alcoholic beverages, tobacco, alcoholic beverages, newspapers and magazines and non-durable household goods.

**Core Objective** – An objective developed specifically for the Great Dunmow Neighbourhood Plan through consultation with local people.

**Core Strategy** – A Development Plan document setting out long term spatial vision and objectives, and containing both strategic policies and generic policies which will apply to all development proposals in the local authority area as a whole. See Local Plan.

**Designated Area** – One of the first steps in producing a Neighbourhood Plan is the designation of the area to which the Plan will apply once adopted. The Designated Area may be set simply as the official town or parish boundaries (as in the case of Great Dunmow), or may cover a larger or smaller area. The Neighbourhood Plan Designated Area must be approved by the Local Planning Authority.

**Great Dunmow Town Council** – The parish authority for Great Dunmow. The Great Dunmow Town Council is a service provider for the Great Dunmow community, an influencer and conduit for local views, working in partnership with other organisations.

**Evidence Base** – The researched, documented, analysed and verified basis for preparing the Great Dunmow Neighbourhood Plan. It consists of many documents produced over a period of years, many of which have been produced by Uttlesford District Council as part of the process of developing its Core Strategy.

**Evidence Base Summary** – A document produced as part of the process of developing the Great Dunmow Neighbourhood Plan. It supports that Plan by setting out a summary of the relevant Evidence Base.

**Infrastructure** – All the ancillary works and services which are necessary to support human activities, including roads, sewers, schools, hospitals and so on.

**LEAP** – Local Equipped Area for Play.

**Local Plan** – A set of policies adopted by the District Council to establish rules for the granting of planning permission within the District. The Local Plan lays down the housing development quotas for its towns and parishes, but these are a minimum requirement and there is no maximum limit. A Local Plan may also establish site allocations for these quotas.

**Localism Act** – An Act of Parliament that became law in April 2012. The Act introduces a new right for local people to draw up Neighbourhood Development Plans for their local area.

**Locality** – A nationwide network of community-led organisations helping communities set up local organisations and those involved in neighbourhood planning.

**Major Development** – Residential development consisting of over thirty units.

**Mixed Use Development** – Development which provides a mixture of habitable units and units for employment.

**National Planning Policy Framework** – A new 50 page document setting out national guidelines for sustainable development. The NPPF replaces all previous national planning guidelines. Where there is no Local Plan or Neighbourhood Plan in place, the NPPF is the sole consideration for the Planning Inspectorate in determining whether or not to grant planning permission. All Local Plans and Neighbourhood Plans, where adopted, must accord with the NPPF.

**NEAP** – Neighbourhood Equipped Area for play.

**Neighbourhood Forum** – If a group of residents decide it would be in their interests to produce a Neighbourhood Plan, but they are not a recognised constitutional body such as a Town Council, they may apply to the Local Planning Authority for authorisation to create a Neighbourhood Forum, which – subject to strict rules – may produce a Neighbourhood Plan. Only one Neighbourhood Plan may be produced for any particular area.

**Neighbourhood Development Plan** – A set of policies emerging from the wishes of the local community to establish rules for the granting of planning permission within the Designated Area. A Neighbourhood Plan is not about stopping development, but guiding it so that the character and vibrancy of a local community and area is maintained and enhanced even throughout the process of change.

**Plan Period** – The period for which the Great Dunmow Neighbourhood Plan or Uttlesford Local Plan will set planning policy for Great Dunmow.

**Publicly Accessible Open Space** – Open space that is open to the public and is normally owned and managed privately.

**Public Open Space** – Open space that is open to the public and is normally owned and managed by a public organisation such as Great Dunmow Town Council or Uttlesford District Council.

**Residential Development** – Development which provides habitable units only, or with small scale convenience shops.

**Significant Development** – Residential development consisting of over 10 units.

**Steering Group** – An organisation established to guide the production of a Neighbourhood Plan. The Great Dunmow Neighbourhood Plan Steering Group consists of town councillors, local residents and businessmen, and has been administered through the office of the Town Clerk.

**Sustainability Appraisal** – A process of appraising policies for their social, economic and environmental effects which must be applied to all Development Plan documents.

**Strategic Environmental Assessment** – Assessments compulsory by European Directive. To be implemented in planning through a Sustainability Appraisal of Development Plan documents where required.

**Sustainable Urban Drainage Systems (SUDS)** – A drainage system that controls the rate and run-off of surface water from developments. It replaces the conventional practice of routing run-off through a pipe to a watercourse, which can cause problems with flooding. SUDS minimise run-off by putting surface water back into the ground on site through measures such as permeable paving, underground infiltration blankets and drainage swales (similar to traditional ditches). Where surface water must still be taken off-site (because, for example, the site is underlain by clay that reduces the permeability of the ground), features to slow down the rate of run-off are used – these may include ponds or underground storage tanks to store water, and oversized pipes.

**Sustrans** – A charity whose aim is to enable people to travel by foot, bicycle or public transport for more of the journeys made every day. Sustrans is responsible for the National Cycle Network.

**Use Classes** – The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as “Use Classes”. For example, A1 is shops and B2 is general industrial.

**Uttlesford District Council** – The Local Planning Authority for Great Dunmow.

**Windfall Sites** – Sites not allocated for development in the Uttlesford District Local Plan that unexpectedly come forward for development.





Great Dunmow Neighbourhood Plan  
Great Dunmow Town Council, 47 Stortford Road, Great Dunmow, Essex, CM6 1DG.



**Committee: Cabinet**

**Agenda Item**

**Date: Thursday 15 September 2016**

**15**

**Title: Car Parking Incentives Christmas and New Year 2016**

**Portfolio Holder: Cllr Susan Barker, Deputy Leader and Cabinet Member for Environmental Services**

**Key decision: No**

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## **Summary**

1. Great Dunmow Town Council and Town Team, the Saffron Walden Town Council and Town Team and the Stansted Mountfitchet Parish Council and Economic Development Working Group have all submitted proposals for car parking incentives in their local centre for the Christmas 2016 / New Year period and other periods of time.
2. Each settlement proposed different incentives, all of which were considered and evaluated. Details of the Christmas / New Year proposals are included in the Appendix to this report.
3. Implementation challenges have necessitated a different interim approach be taken in 2016 with the intention of a strategic approach being developed to underpin future car parking incentives.
4. The proposal for Christmas / New Year 2016 is to provide free parking after 2p.m. in all car parks, except Fairycroft / Waitrose from 1/12 to 24/12 inclusive and free parking all day between 25/12 and 2/1 inclusive.
5. The concession will be implemented by the withdrawal of enforcement.
6. An advertising and marketing campaign for both inside and outside the district will be implemented, including the provision of signage within each of the car parks to promote the incentives.
7. Increasing the number of visitors to the three centres does not guarantee an improvement in the vitality in the centres. Through the Town Teams and other partners all businesses in the three centres will be encouraged to utilise their own marketing resources to attract additional customers into their businesses.

## **Recommendations**

8. To agree the Christmas car parking proposals:
  - Introduce 'free after 2pm' on all Council managed car parks EXCEPT Fairycroft/Waitrose from Thursday 1<sup>st</sup> December 2016 to Saturday 24<sup>th</sup> December 2016 inclusive.
  - Introduce free parking on all Council managed car parks EXCEPT Fairycroft/Waitrose from Sunday 25 December 2016 to Monday 2<sup>nd</sup> January 2016 inclusive.
9. To approve a supporting marketing campaign at a cost of £2,750

10. To carry out a review of all options for car parking incentives that might operate throughout the calendar year for consideration by Cabinet to feed into the budget preparation for 2018/19.

### Financial Implications

11. The estimated loss of revenue from “free after 2pm” in Great Dunmow would be in the region of £4,350 (based on 2015 ticket sales)
12. The estimated loss of revenue from “free after 2pm” in Saffron Walden would be in the region of £8,450 (based on 2014 ticket sales)
13. The estimated loss of revenue from “free after 2pm” in Stansted Mountfitchet would be in the region of £1,150 (based on 2015 ticket sales)
14. The estimated loss of revenue from the free parking between Christmas and New Year across the district would be in the region of £10,000 (based on 2015 estimates)
15. The estimated cost of the advertising campaign would be £2,750.
16. No budget allocation has been allowed for this and it will reduce the budgeted income for the financial year 2015/16 by £26,700, which will mean an outturn forecast of £467,550 compared to an original budget of £494,250.

### Background Papers

17. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report.

None

### Impact

- 18.

Communication/Consultation	As set out in the report and its appendix. Marketing campaign to widely publicise the car parking incentives programme is required.
Community Safety	Not affected.
Equalities	Affects all equally.
Health and Safety	Not affected.
Human Rights/Legal Implications	Not affected.

Sustainability	Car parking incentives programme will be monitored to understand the impact. All parked cars will be required to display a ticket to ensure monitoring is possible.
Ward-specific impacts	All wards including location of car parks and where visitors live.
Workforce/Workplace	Existing staff resources.

## Situation

19. The District Council owns and manages a number of car parks across the settlements of Saffron Walden, Great Dunmow and Stansted Mountfitchet. In addition, it manages a number of car parks on behalf of other organisations.
20. The day-to-day running of the car parks is contracted via a Partnership Agreement to the North Essex Parking Partnership (NEPP) although pricing and hours of operation are set by the District Council.
21. The car parks are held and managed to provide suitable off-street parking places for vehicles to relieve and prevent congestion of traffic, and to support the viability and vitality of the various retail centres within the district.
22. Car parking in any area creates considerable concern and comment and proposed changes often raise objections from one sector of the community or another. The Council's role, both as land owner/manager and as steward for the community, is to consider all these issues and create a balanced proposal in the best interests of the community as a whole.
23. Cabinet received a Car Parking Review report in December 2015 which outlined a work programme for 2016. This included to "arrange annual meetings with Chairs of the Saffron Walden and Great Dunmow Town Teams, Chair of the Stansted Economic Development Forum and Chairs of the relevant committees from Saffron Walden and Great Dunmow Town Councils and Stansted Mountfitchet Parish Council to discuss the effectiveness of the car parking provision. These meetings to include discussion on the best way of using car park pricing to support the economic vitality of the centres."
24. The first meeting of this group was held in February 2016. Attendees agreed to meet more often than annually and additional meetings were held in early June and late July 2016. The group also agreed to submit proposals for a potential car parking incentives campaign for consideration by Cabinet in September 2016.
25. The following table shows the number of tickets purchased in all car parks across the District in the period January – October 2015 by hour of the day. November and December have not been included as the car parking incentives campaign was operational from 7<sup>th</sup> November 2015 and it would be expected that this would have had an impact on the sales data.

<b>TICKET SALES BY HOUR OF DAY IN ALL UDC MANAGED CAR PARKS FROM JANUARY – OCTOBER 2015</b>		
<b>HOUR OF THE DAY</b>	<b>NO. TICKETS PURCHASED</b>	<b>% OF TOTAL TICKETS PURCHASED</b>
8 a.m. – 9 a.m.	39,393	6.83
9 a.m. – 10 a.m.	78,870	13.68
10 a.m. – 11 a.m.	84,414	14.64
11 a.m. – 12 noon	80,711	14.00
12 noon – 1 p.m.	72,172	12.52
1 p.m. – 2 p.m.	61,826	10.72
2 p.m. – 3 p.m.	59,835	10.38
3 p.m. – 4 p.m.	52,956	9.19
4 p.m. – 5 p.m.	34,825	6.04
From 5 pm – 8 a.m.	11,518	2.00

26. The car park ticket data may be subject to some changes but it is the most reliable set of data that is currently available. To ascertain the potential loss of revenue associated with these proposals the ticket sales data from 2014 – 2016 has been utilised.
27. In recent years the District Council has provided free car parking after 3pm (the quietest period of the day when retailers are open) in the weeks before Christmas to encourage shoppers to visit the retail areas in the run-up to Christmas, which is an important time for the year-long vitality of the town centres.
28. In addition to the “free after 3” incentive all parking has been free between 24/12 and the New Year. Sundays and Bank Holidays are free in all UDC car parks throughout the year.
29. No data is available to evidence the impact of the “free after 3” car parking incentive in the three centres. Parked cars were not required to display a ticket and therefore there is no evidence to support the assertion that the incentive achieved its goal or not. Representatives from the three settlements had varying opinions about the benefit of the “free after 3” car parking incentive to their local area.
30. The representatives from Great Dunmow, Saffron Walden and Stansted Mountfitchet have submitted proposals for car parking incentives for the Christmas and New Year period in 2016, which they believe will encourage people to shop in their local centre. They believe that these will benefit both the shoppers, with reduced parking fees and the retailers and local businesses who will benefit from higher footfall.

31. Unfortunately, these proposals could not be implemented in the district for the the Christmas 2016 / New Year period. A number of challenges were identified including:

- The ticket machines are old and unable to cope with complex programmes.
- The cost of reprogramming the 22 ticket machines across the district.
- The available timescale for reprogramming the ticket machines.

Further detail of the implementation challenges is also included in the Appendix.

### **Options**

32. The submitted proposals have been considered in light of the identified challenges and it is proposed that a programme of incentives similar to those in 2015/16 be implemented this year. In addition, a full and comprehensive review will take place to ensure that a strategic approach is developed to underpin any future car parking incentives. This approach to be developed in consultation with the Town Teams and Town Councils of Great Dunmow and Saffron Walden, and the Stansted Mountfitchet Parish Council and Economic Development Working Group.

### **Marketing Campaign**

33. In 2015/16 an advertising campaign supported the car parking incentives programme including the “free after 3” and the free parking between Christmas and New Year. The total cost of the advertising campaign in 2015 was £2,000. It is estimated that the marketing campaign in 2016 would cost £2,250. The estimated cost of a banner in each of the 10 car parks promoting the car parking incentives would be £500.

### **Risk Analysis**

34.

Risk	Likelihood	Impact	Mitigating actions
Displacement of parking from a paid slot to a free slot would mean that revenue foregone is greater than anticipated and no benefit of greater number of visitors for town	2 – unknown impact of incentives. No baseline available.	2 - Greater revenues foregone although it is not possible to predict levels as unknown how many people may change their behaviour.	An alternative option would be to provide the equivalent budget to the retail centres to use to attract additional visitors.

centre vitality.			
As per the goal of the incentive, more people visit and park in the retail centres. This would increase the revenues lost. The anticipated costs are based on actual figures from previous years, and are not adjusted by footfall changes to retail centres or predictions of the additional visitors.	2 – unknown impact of incentives. No baseline available.	2 - It is not possible to predict how many additional visitors may arrive due to car parking incentives. No baseline available.	An alternative option would be to provide the equivalent budget to the retail centres to use to attract additional visitors.

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.

## **Appendix**

The following details relate to the proposals for Christmas 2016 and the New Year period only.

### **Great Dunmow**

#### **Great Dunmow car parks and their current refund schemes.**

35. The four car parks in Great Dunmow are:

- Angel Lane with 31 marked bays. This is a short stay car park with available ticket tariffs of 30 minutes, 1 hour and 3 hours. The car park is closed on Tuesday mornings as the Great Dunmow market operates in the car park.
- Chequers Lane with 67 marked bays. This is also a short stay car park with available tariffs of 30 minutes, 1 hour and 3 hours. Season tickets are available for 6 or 12 months and currently there are 15 active season tickets. There are also approximately 40 season tickets for parents of students at a local school that enable them to park for free from 8.30am to 9.15am, and 3.00pm to 4.30pm, Monday to Friday, term time only.
- New Street with 11 marked bays split over car park A and car park B, with car park B only available on Saturdays. A short stay car park with available tariffs for 30 mins, 1 hour and 3 hours.
- White Street with 172 marked bays. This is a long stay car park and has available ticket tariffs for 30 mins, 1, 3, 4, 5 hours and all day tickets.
- Season tickets are available for 6 or 12 months and an area is set aside for season ticket holders.

36. There are currently two car parking refund schemes operating in Great Dunmow. The first applies only in the Co-operative foodstore, which is adjacent to White Street car park and only applies to that car park. Shoppers at the Co-operative who spend £10 or more and show their ticket stub receive a refund of 60p, the cost of one hour's parking. The second refund scheme was set up by the Town Team and refunds £1 to shoppers spending £10 or more (and handing over their ticket stub) at most of the retailers in the town centre.

#### **Car Parking Incentives Proposals**

37. The Great Dunmow Town Team has a detailed and comprehensive action plan for 2016/17 focused on strengthening the vitality of the town centre. In early September 2016 they are launching an exciting Shop Local campaign, which involves many of the businesses in the town centre.

38. Two major events are planned for Christmas 2016. The Town Team will be organising their fourth annual Christmas Lights Switch-on event, which has proved to be very successful in previous years, on Saturday 3<sup>rd</sup> December

2016. The event will run from 1pm. The Great Dunmow Chamber of Trade will be organising their very popular annual event, a Victorian Christmas Market, on Sunday 11<sup>th</sup> December.

39. The Great Dunmow Town Council have proposed that car parking incentives be linked to events in the town, namely the two events outlined in the above paragraph, and that parking is free all day for those events. Free parking is available in all UDC car parks on Sundays including Sunday 11<sup>th</sup> December.
40. The estimated loss of revenue of free parking all day on Saturday 3<sup>rd</sup> December is £855.
41. The Great Dunmow Town Team has proposed that parking be free in all four car parks between 10a.m. – 1p.m. from 1/10/2016 – 31/12/2016. The Town Team believe that it would be better to encourage more people to visit the town at the time that is the most popular for visitors. Proposals outside the Christmas and New Year period will be considered in a future report to Cabinet in early 2017.
42. The estimated loss of revenue for implementation of free car parking from 10a.m. – 1p.m. in all four car parks in December is £7,250.

#### **Cost of proposals in Great Dunmow**

<b><u>Details of incentive</u></b>	<b><u>Estimated Loss of Revenue</u></b>
<u>Saturday 3<sup>rd</sup> December 2016 – Christmas Lights Switch-on event – all day free car parking in all four car parks</u>	<u>£855</u>
<u>Free parking all car parks - 10a.m. – 1p.m. – December 2016</u>	<u>£7,250</u>
<b><u>Free car parking all day on Sat 3<sup>rd</sup> Dec. and between 10a.m. – 1p.m. December</u></b>	<b><u>£7,700</u></b>

#### **Saffron Walden**

##### **Saffron Walden car parks and their current refund scheme**

43. The four car parks in Saffron Walden are:
- Fairycroft / Waitrose, a short stay car park with 294 marked bays. Available tariffs include 30 minutes, 1, 2 and 3 hours.
  - Rose and Crown with 27 marked bays. This is a short stay car park with available tariffs for stays of 30 minutes, 1 or 2 hours. Some marked bays are reserved for local businesses. The owners of the Rose and Crown car park may need to be reimbursed for lost revenue during the car parking incentive period.



- Swan Meadow, the largest car park in Saffron Walden with 394 marked bays. This is a long stay car park and tariffs are available for stays of 1, 2, 4, 6 hours and all day. Season tickets are available for 6 months and 12 months. Discounts are available for companies purchasing multiple season tickets. Residents with on-street parking permits who are unable to find a parking space in their street are also entitled to park in the Swan Meadow car park.
- The Common with 109 marked bays. Currently available tariffs include 30 minutes, 1 or 2 hours. Currently if visitors purchase a 2 hour ticket then they are able to stay for a third hour for free. Amendments are currently being made to the Car Parking Order to include a tariff of three hours to be available.

44. Waitrose refund the first hour of parking to shoppers who spend more than £10 in the store. Any car parking incentives will not apply to the Fairycroft / Waitrose car park due to their own incentive scheme.

### **Car Parking Incentives Proposals**

45. The Saffron Walden Town Team has a detailed action plan and is working with a wide range of partners in the town on events and activities to increase the vitality of the town centre.
46. The Town Team has been involved with the delivery of a ‘Summer of Arts and Culture’ events in the town. They also have a weekend of activities planned for Christmas, which will take place on the weekend of Friday 3<sup>rd</sup> – Sunday 5<sup>th</sup> December. Car parking is free on Sundays throughout the District.
47. The Saffron Walden Town Council has made the following proposals for car parking incentives. They have also confirmed that they support the proposals from the Saffron Walden Town Team.
- Reinstatement of a 4 hours parking tariff at The Common car park.
  - Premium priced parking bays for long stay parking at The Common car park.
48. In 2015, the District Council commissioned consultants to conduct a review of car parking in the district. The review suggested that the maximum tariff for The Common car park should be reduced from 4 hours to 2 hours. This was intended to ensure a frequent turnover of cars and lead to increased footfall in the town. Representations were received from the retail and business sector who felt that this change had been counterproductive and the Leader of the District Council announced that a 3 hours maximum stay would be introduced as an appropriate compromise. The changes are currently going through a statutory process before implementation. From 1/8/2016 visitors purchasing a 2 hours ticket can park for three hours at The Common car park. This is a short term measure while the statutory process is being completed.
49. The Car Parking Review also considered the issue of premium priced parking bays at the Common car park. The review stated that pricing regimes need to be modelled to consider both the effects on revenue and on ‘dwell time’ by shoppers. Achieving the right balance between cost and duration was key to

balancing supply and demand through turnover of parking spaces. The recommendations in the report sought to ensure the most rapid turnover in already busy central parking areas. The report suggested that greater flexibility and incentives be applied to more remote, quieter car parking locations to encourage usage.

50. The Saffron Walden Town Team have submitted the following proposals:

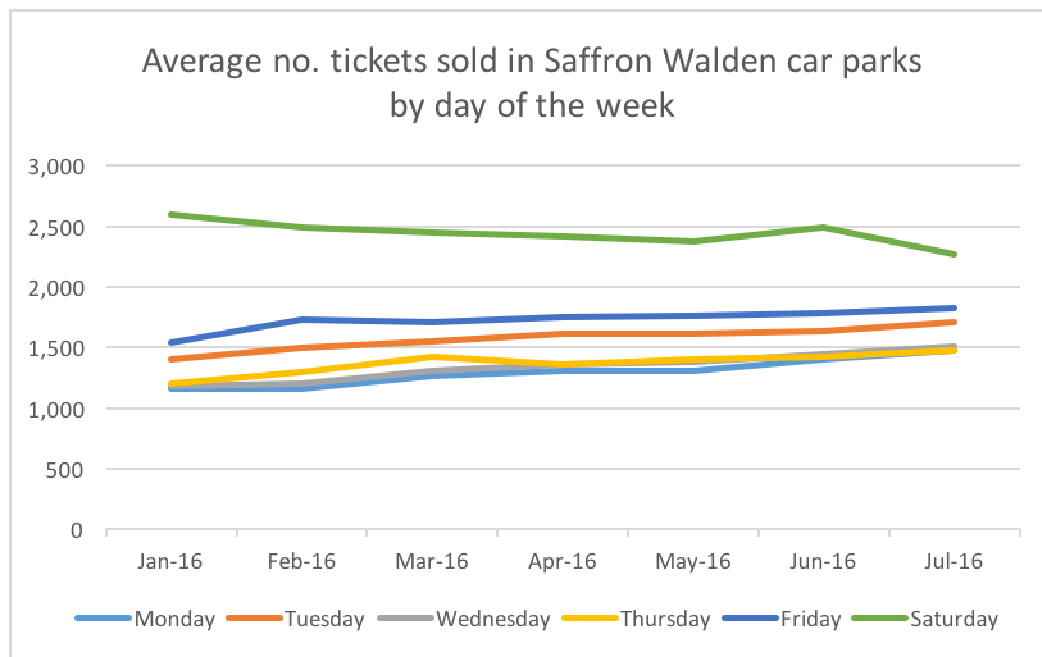
- Free after 2pm on Friday 2nd and Sat 3rd December - to support the "Saffron Walden Christmas Weekend".
- Support for winter Wednesdays from November – March to encourage more visitors to the town on quiet days of the week.
- Free between 24/12 and Wed 4 Jan 2017

51. The proposals outside the Christmas and New Year period will be considered in a future report to Cabinet in early 2017.

52. The estimated loss of revenue for free parking from 2p.m. on Friday 2<sup>nd</sup> December in the Rose and Crown, Swan Meadow and The Common car parks is £440

53. The estimated cost of implementing free parking from 2p.m. on Saturday 3<sup>rd</sup> December in the Rose and Crown, Swan Meadow and The Common car parks is £660

54. The following chart shows the average number of car park tickets purchased in Saffron Walden by day of the week to date in 2016. Generally, Mondays and Wednesdays are the quietest days of the week according to car park ticket sales.



55. The estimated loss of revenue for implementation of free car parking on Wednesdays in December in the Rose and Crown, Swan Meadow and The Common car parks is £5,500.

### **Costs of proposals in Saffron Walden**

<b><u>Details of incentive</u></b>	<b><u>Estimated Loss of Revenue</u></b>
<u>Friday 2<sup>nd</sup> December – Christmas weekend – free in Rose and crown, Swan Meadow and The Common from 2p.m.</u>	<u>£440</u>
<u>Saturday 3<sup>rd</sup> December 2016 – Christmas Weekend – free in Rose and Crown, Swan Meadow and The Common from 2p.m.</u>	<u>£660</u>
<u>Free parking all day on Wednesdays in Rose and Crown, Swan Meadow and The Common car park – December 2016</u>	<u>£5,550</u>
<b><u>TOTAL COST</u></b>	<b><u>£6,650</u></b>

### **Stansted Mountfitchet**

#### **Stansted Mountfitchet Car Parks**

56. The two car parks in Stansted Mountfitchet are:

- Crafton Green with 52 marked bays. This is a long stay car park with available tariffs for 30 minutes, 1 and 3 hours and all day tickets. Season tickets for 6 and 12 months are available with different prices for those employed locally and those employed elsewhere. Any car parking incentive that impacts on the revenues in Crafton Green must be agreed with the Stansted Parish Council.
- Lower Street, currently with 109 marked bays. This is also a long stay car park which is currently being extended and revamped alongside a neighbouring development. Available tariffs include 30 minutes 1, 3, 4, 6 hours and all day tickets. Season tickets for 6 and 12 months are available with different prices for those employed locally and those employed elsewhere. It is planned to include a complex package of tariffs and restrictions in the Car Park Order which is being amended at the moment. The Parish Council is concerned about the demand for car parking spaces by commuters trying to find cheaper car parking than that available at the railway station where an annual season ticket costs £840.

## **Car Parking Incentives Proposals**

57. The Stansted Mountfitchet Parish Council have confirmed that there are no Christmas events planned for 2016.

58. The Stansted Mountfitchet Parish Council has submitted the following proposals:

- First 30 minutes free parking in any car park.
- An increase in the price of an annual season ticket for Lower Street for people who are employed elsewhere from £420 to £620. Any changes to prices of season tickets will be dealt with in the review of the Car Parking Order.

59. Proposals outside the Christmas and New Year period will be considered in a future report to Cabinet in early 2017. This report will consider the first 30 minutes free parking in any car park over November and December. A two month period will enable the impact on the congestion on Cambridge Road to be assessed.

60. The estimated lost revenue if the first 30 minutes is free for all tickets in Crafton Green car park during November and December is £1,480.

61. The estimated lost revenue if the first 30 minutes is free for all tickets in the Lower Street car park during November and December is £1,500.

62. Lower Street car park is currently being refurbished as part of a neighbouring development. Changes to the car park are being included in the Uttlesford Off-Street Car Park Order which is currently being amended. Any changes to the season tickets can be included in the revised Car Park Order

### **63. Cost of proposals in Stansted Mountfitchet**

<b>Details of incentive</b>	<b>ESTIMATED LOSS OF REVENUE</b>
Free parking for first 30 minutes in Crafton Green car park during November and December	£1,480
Free parking for first 30 minutes in Lower Street car park during November and December	£1,500
<b>TOTAL COST</b>	<b>£2,980</b>

## Implementation

### **1. Enforcement**

NEPP have confirmed that it is possible to enforce the above proposals.

### **2. Re-programming the car park ticket machines**

NEPP have raised several issues relating to the car park ticket machines which will need to be reprogrammed by the machine manufacturers. There is no possible alternative as the manufacturers are the only company who can programme at the required level.

3. Age of machines – There are some quite complicated changes involved in the proposals and most of the stock in the Uttlesford District (with the exception of Fairycroft) is getting old and does not have as much capacity as the new generation machines. NEPP are unable to confirm that the changes are even possible at this time and there are specific issues relating to the proposals in Great Dunmow.
4. The age of the machines also leads to concerns that the more programmes that are added to the machine increases the risk that the machine will break down.
5. Complexity of the proposals - Great Dunmow will need to run two tariff programmes at the same time between 10a.m. and 1p.m. with one programme issuing free tickets up to 1p.m. and the second programme for customers who want to buy a ticket that expires after 1p.m. NEPP do not think that this is possible with the current machines without an upgrade.
6. NEPP believe that it will be possible to change the tariffs to free parking in Great Dunmow on Saturday 3<sup>rd</sup> December but are waiting for the manufacturers to confirm.
7. NEPP believe that it will be possible to change the tariffs to free parking after 2p.m. in Saffron Walden on Friday 2<sup>nd</sup> December and Saturday 3<sup>rd</sup> December but are waiting for the manufacturers to confirm.
8. NEPP believe that the addition of 30 minutes on to every tariff, except for the whole day ticket, in Stansted Mountfitchet will be achievable.
9. Cost of reprogramming – NEPP anticipate a cost of £60-80 per machine for the new programming. There are 22 machines in the district, excluding the machines in the Fairycroft car park. The anticipated cost would be in the range of £1,320 - £1,760.
10. Signage - The signs need to be very clear as unlike previous years all cars will be required to display a ticket or may get a Penalty Charge Notice. NEPP have reported that temporary signs have been removed in previous years.
11. NEPP have expressed concern as their previous experience in other areas suggests that customers will just see “Free Parking” on the notices and will not get a parking ticket to display on their vehicles.
12. Other customers, no matter how many notices are erected, will still try to pay even when the car park is free. If they do manage to get a ticket out of the machine they will often then want a refund.

13. MiPermit - In addition to reprogramming the machines, customers can also pay by MiPermit so that company will need to be contacted to implement the changes and websites will also need to be altered to ensure customers are given the correct information.
14. Timing of decision-making - NEPP have confirmed that to initiate the changes outlined in this report in time for a November start will be very difficult. In the future they will require more notice of changes.

**Committee:** Cabinet

**Agenda Item**

**Date:** 15 September 2016

**16**

**Title:** Air Quality Action Plan

**Portfolio holder:** Cllr Susan Barker, Cabinet member of Environmental Services

Key decision

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## Summary

1. There is a requirement for the Council to produce an Air Quality Action Plan further to declaration of the Saffron Walden Air Quality Management Area in 2012. In November 2015 the Scrutiny Committee reviewed the draft document to provide feedback on the contents to the cabinet member for Environmental Services. In early 2016 the plan went through consultation with the public and key stakeholders including Essex County Council.

## Recommendations

2. The Action Plan be adopted

## Financial Implications

3. The Action Plan has been produced using existing resources. In most cases further work is needed to determine the feasibility and likely impact of the suggested actions. The ability to implement particular actions will depend on the scope for including funding in the council's annual budget proposals, the availability of external funding from S106 obligations and other sources.

## Background Papers

4. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report.

None

## Impact

- 5.

Communication/Consultation	Measures were subject to consultation with public and key stakeholders
Community Safety	
Equalities	
Health and Safety	
Human Rights/Legal	Having designated an Air Quality

Implications	Management Area the council is required to prepare an Action Plan in accordance with the Environment Act 1985
Sustainability	Addressed in the report
Ward-specific impacts	Saffron Walden wards: Audley, Castle and Shire.
Workforce/Workplace	Existing resources

## Situation

1. Air quality monitoring and modelling carried out by the Council has shown that air quality is generally good in the district but at some junctions within Saffron Walden, the national objective for nitrogen dioxide (NO<sub>2</sub>) has not been met in recent years, or has been very slightly below the objective.
2. The junctions of concern are:
  - Thaxted Road/East St /Radwinter Road/Chaters Hill
  - High Street/ George St/Abbey Lane
  - Debden Road/London Road
  - Bridge Street/Castle St
3. The draft action plan contains information on trends since 2003 for emissions of NO<sub>2</sub> and fine particulates, as monitored at the automatic station in Hill Street.
4. Since 2011 the trend has been flat at this location and at other sites across the town where diffusion tubes are used for monitoring levels of NO<sub>2</sub>. Between 2014 and 2015 there was a small increase in NO<sub>2</sub> at all four of the above junctions.
5. Where objectives are not likely to be achieved, the Council is obliged under the Environment Act 1995 to designate the affected area as an Air Quality Management Area (AQMA). The Act then requires an Action Plan to be produced for these designated areas, setting out the actions that the Council intends to take to meet the objectives and to maintain levels below the objective for the life of the plan. The Council last produced an Air Quality Action Plan in 2009 following declaration of three small Air Quality Management Areas (AQMAs) centred on the most congested road junctions in the centre of Saffron Walden. Further monitoring of air quality was subsequently undertaken which revealed a wider area of concern where air quality objectives were not being met, and in 2012 a larger AQMA was declared by the Council covering the central area of the town.
6. The measures proposed in the latest plan are broader than the previous measures. In all 22 measures are proposed, and can be grouped into the following areas :



- Planning policies to support infrastructure for cycle/pedestrian use and electric vehicle charging
  - Working in partnership with Essex County Council, to identify improvements to congested junctions, and to promote procurement of improved bus services
  - Fleet procurement of low emission vehicles
7. The measures have been set out set out in Table 3 of the plan and expanded upon in the text of the plan. The anticipated outcome of each has been included, how it will be measured, and who is responsible. Broad assessments of the cost, the timescale for implementation and the likely contribution towards reduction of nitrogen dioxide levels if implemented fully have been made.
8. A programme of monitoring to assess the effectiveness of the measures will be undertaken once the action plan has been adopted.
9. The second part of the plan provides information on the health impacts of air pollutants, and the legislative framework driven by health and environmental impacts.
10. The full draft report is attached as Appendix One.

## **Consultation**

11. The consultation period ran from 19 January 2016 to 8 April 2016. In total, 288 responses were received. Respondents were asked to indicate their agreement or disagreement with the 22 proposed measures in the plan and to comment on the coverage of the report in general.
12. The following consultative methods were employed, in all cases the same questions were asked:
- Targeted invitation to the consultation sent out to statutory consultees and local interest groups.
  - Open public consultation. The survey was promoted on the council's website from 19 January to 8 April via an interactive form using the Snap 11 consultation platform. Paper copies were also distributed to the council's main contact points at the Great Dunmow Library, Thaxted CIC and the CSC in Saffron Walden.
  - The Air Quality Action Plan questions were also included as part of Uttlesford Voices 12, the half yearly consultation questionnaire sent out to members of the Uttlesford Citizens Panel.
13. General promotion was carried out with direct mailings to the members of the Citizens Panel, a press release, exposure via the council's social media channels and prominent home feature promotion on the council's website.

14. In summary the respondents supported the measures, although for some there were also relatively high levels of disapproval registered. The most popular measures were :
- Working with ECC to facilitate the procurement of bus services with integrated timetables, high quality facilities, providing information on public transport through available media and securing improvements to emissions from the bus fleet (measures 13 and 18 combined)
  - Working with operators of fleet vehicles within the town, including UDC, to facilitate the introduction of low emission vehicles (measures 12 and 19)
  - To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses develop plans and to promote those plans (measure 5)
15. The least popular were measures 7-9 which relate to identifying measures to improve capacity at congested junctions and targeting parking enforcement where identified to be an contributing to congestion. Comments reflected concern at the nature of specific measures.
16. Clear differences exist between the public responses and that of the Citizens Panel for measures 7 - 9. The Citizen Panel endorsed these measures whilst the opposite was the case for the public responses.
17. The consultation full report is attached as Appendix 4 to the draft action plan.

## Risk Analysis

6.

Risk	Likelihood	Impact	Mitigating actions
Air pollution levels are not reduced within the 5 year life of the action plan	2 Some risk from availability of budget over the 5 year term	2 Impact will be subject to on going monitoring	The action plan will be kept under review as a working document

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.

## Air Quality Action Plan

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# SAFFRON WALDEN AIR QUALITY MANAGEMENT AREA

## ACTION PLAN 2016

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### Executive Summary

The Environment Act 1995 requires all Local Authorities to review air quality within their districts. If any air quality objective set out in regulations under the Act is not likely to be achieved then the local authority must designate the affected area as an Air Quality Management Area (AQMA). The Act then requires an Action Plan to be produced for these designated areas, setting out the actions that the Council intends to take to meet the objectives and to maintain levels below the objective for the life of the plan.

Air quality monitoring and modelling carried out by the Uttlesford District Council (UDC) indicates that air quality is generally good in the district but at some junctions within the main town, Saffron Walden, the objective for nitrogen dioxide (NO<sub>2</sub>) has not been met in recent years or has been very slightly below the objective.

The Council last produced an Air Quality Action Plan in 2009 following declaration of three small AQMAs centred on the most congested road junctions in the centre of Saffron Walden. Further monitoring of air quality was subsequently undertaken which revealed a wider area of concern, and in 2012 a larger AQMA was declared by the Council covering the central area of the town.

In the absence of significant industrial emissions, the main source of air pollution within Saffron Walden is transport, in particular congested traffic, and heavy goods vehicles. The proposed actions therefore focus on improving transport infrastructure, encouraging residents and businesses in the town to reduce car use or switch to non-car travel, and encouraging the uptake of low emission vehicles. Whilst the actions are designed to improve air quality within the Saffron Walden AQMA to meet legal requirements, they will also benefit the wider district.

This Action Plan has been the subject of a period of statutory consultation before the final plan has been submitted for adoption.

An annual audit of the plan will be undertaken to assess progress of implementing the measures and to ensure the proposed actions remain appropriate. An annual review of progress will be also be reported as part of the Local Air Quality Management reporting process set by Defra.

For further information concerning this report, please contact:

Environmental Health, Uttlesford District Council  
Tel: 01799 510510  
Email: [environmentalhealth@uttlesford.gov.uk](mailto:environmentalhealth@uttlesford.gov.uk)

## Part 1 Proposed Measures

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### 1. Introduction

#### 1.1 Purpose of the Action Plan

Uttlesford District Council is committed to improving air quality, and consequently the quality of life of both residents and visitors, in areas where poor air quality has been identified. Polluted air has the potential to impact on people's health, the economy and the environment. In Uttlesford it is associated with congested roads.

This local Air Quality Action Plan (AQAP) has been developed under the Local Air Quality Management review and assessment regime as set out in the Environment Act 1995. If the review and assessment process indicates that a national air quality objective (as detailed below) is unlikely to be achieved, the Local Authority must designate an area where this occurs as an Air Quality Management Area (AQMA). Following the declaration process, the Act requires that the authority develops an Air Quality Action Plan setting out a range of local measures which the authority intends to take with the aim of improving air quality to a level to where it is no longer likely to exceed the relevant objective.

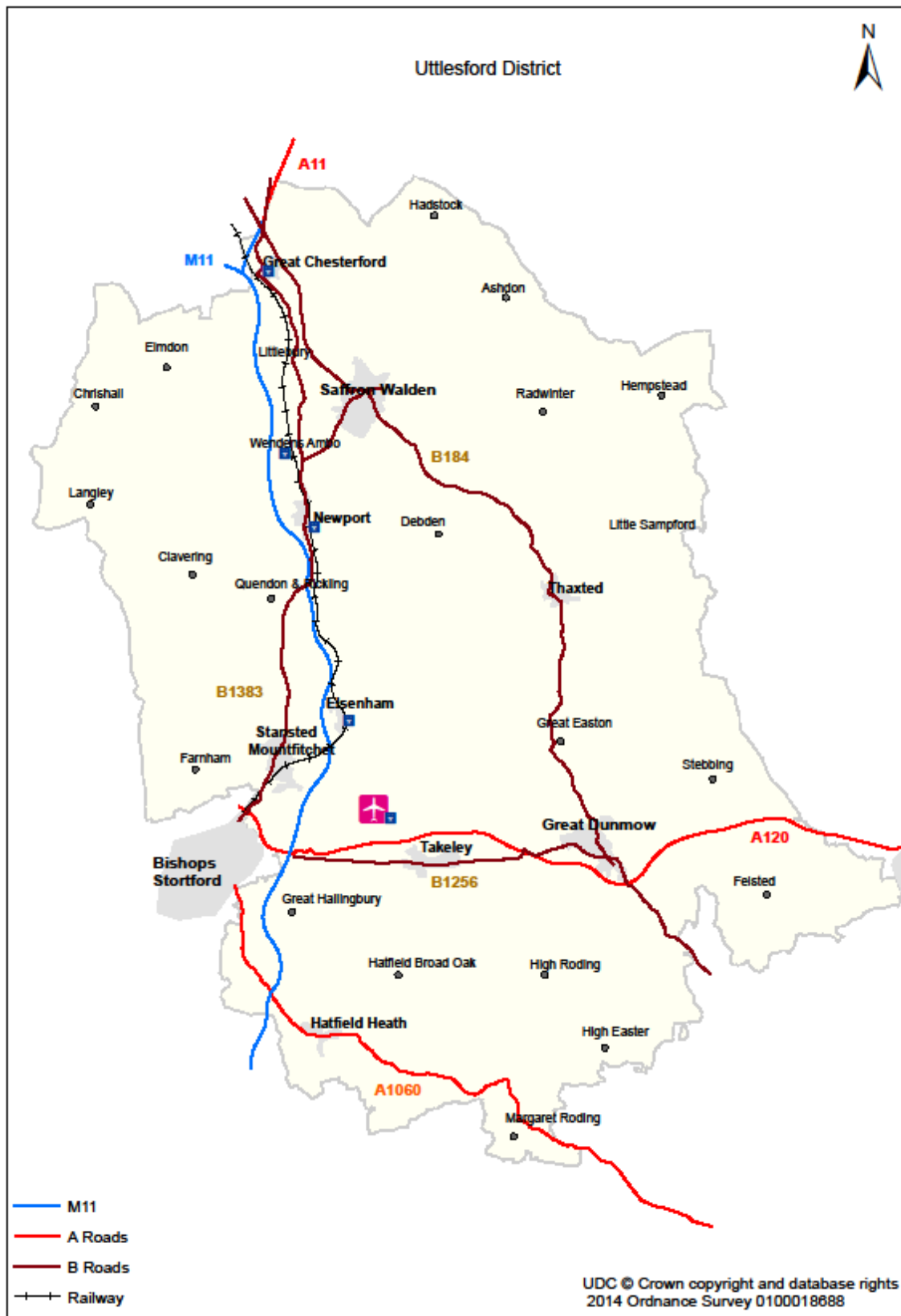
Before the plan can be adopted it must be subject to consultation with key stakeholders as outlined in Local Air Quality Management Policy Guidance LAQM.PG(16)[1] and must also be appraised and accepted by the Secretary of State as being suitable for purpose. A key objective will be to work in partnership with the highways authority, Essex County Council (ECC).

Uttlesford is a largely rural district in the western part of Essex. The largest towns are Saffron Walden in the north and Great Dunmow in the south of the district. Both are growing, although the largest new settlements are located in and around Great Dunmow. The M11 and A120 run through the district and Stansted Airport is located in the south west of the district.

The Council monitors air quality throughout the district, specifically levels of NO<sub>2</sub>, fine particulates (pm<sub>10</sub> and pm<sub>2.5</sub>), ozone close to the National Trust Hatfield Forest, and hydrocarbons close to Stansted Airport. Particulate matter (pm) is fractionated into pm<sub>10</sub> which includes all particles smaller than 10 microns (including pm<sub>2.5</sub>) and pm<sub>2.5</sub>, comprising all particles smaller than 2.5 microns. One micron is 1000<sup>th</sup> of a millimetre.

Saffron Walden town centre has consistently shown the highest levels of air pollutants, along with areas very close to the M11, where the nearest dwellings are sufficiently distant for pollution to fall to acceptable levels. Levels have been well below objective levels in other towns and villages.

Figure 1: Uttlesford District



UDC last produced an action plan in 2009 following declaration of three small AQMAs centred around junctions in the centre of Saffron Walden where air quality objectives were not being achieved. Since then a further junction suffered raised levels and rather than declare a fourth small AQMA, the Council decided to revoke the three existing AQMAs and declare a large AQMA encompassing the previous and new areas of concern. This Action Plan replaces the 2009 Action Plan and covers the new AQMA.

## 1.2 Recent trends in air quality within Saffron Walden

UDC currently monitors air quality using passive diffusion tubes and automatic monitors. Monitoring for NO<sub>2</sub> has been undertaken in the central part of Saffron Walden since 1993 using diffusion tubes, and an automatic analyser located in Hill Street. Three diffusion tubes are located adjacent to the analyser for tube calibration purposes.

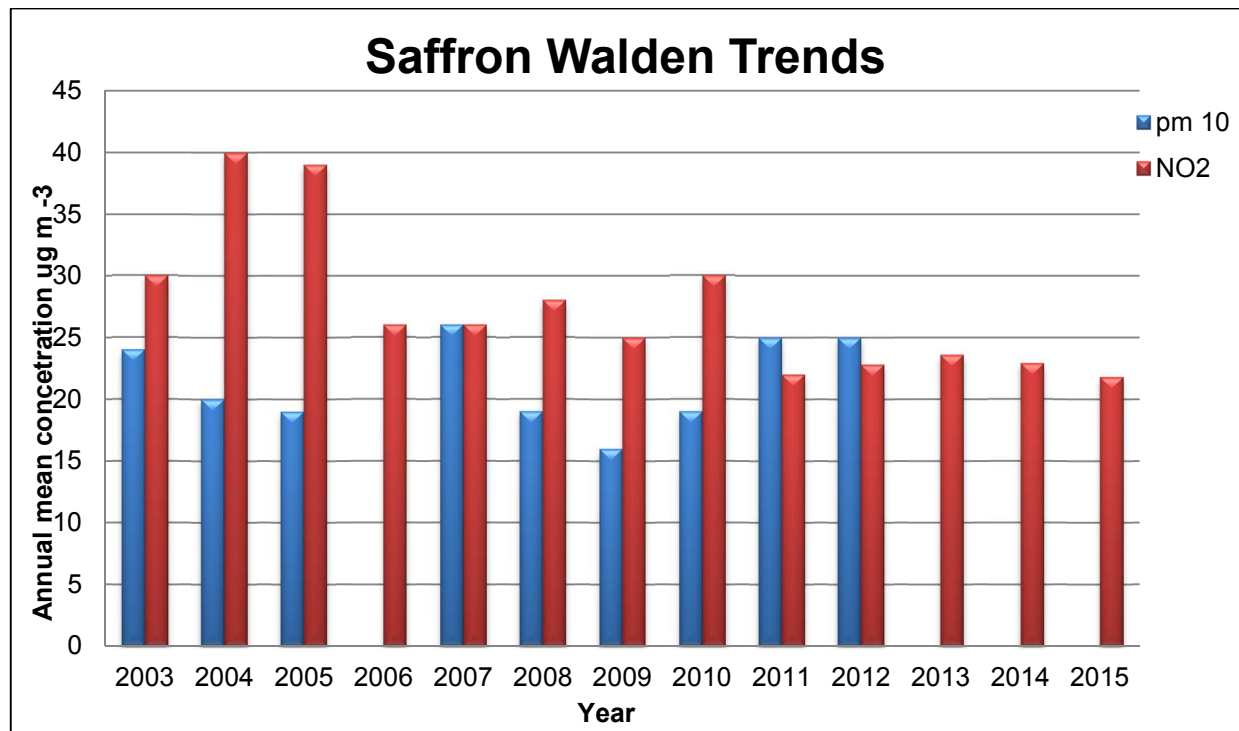
Initially levels in Saffron Walden were above the annual mean objective but in line with national trends related to the introduction for improved engine emissions, levels dropped below the objective. In 2007 this trend began to reverse, most likely due to increases in traffic and congestion. The levels monitored in Saffron Walden since 2008 are set out in Appendix 3. Results shows that levels of NO<sub>2</sub> reduced slightly at some junctions from 2013-14 but increased from 2014-15. Some fluctuation is due to the effect of weather conditions, and the trend at the automatic monitoring station in Hill Street has been for levels to remain flat. Levels of pm10 have also remained relatively flat since 2011. Measurement of the finer particulates, pm 2.5, replaced pm10 monitoring throughout 2014 due to the increasing evidence on health impacts due specifically to fine particulates .

Figure 2 shows the trends at the monitoring station in Saffron Walden since 2003, indicating no significant reduction in concentrations of NO<sub>2</sub> between 2007 and 2015, consistent with The Department of Environment, Food and Rural Affairs ( Defra) conclusions on long term trends for NO<sub>2</sub>. Defra have stated that 2010 was an unusually high year for NO<sub>2</sub> and that concentrations have stabilised with little to no reduction at urban roadside and background sites up to 2013.

The reason for this is not fully understood, but it is thought to be related to the actual performance of vehicles when compared with calculations based on Euro standards to regulate emissions from vehicles. Emission standards [2] are set for vehicle types by the European Commission, and emissions from light vehicles have not reduced substantially up to and including Euro 5 standard (2009).



**Figure 2: Trends in emissions in Saffron Walden based on Hill Street automatic monitor (NB: pm10 not monitored in Saffron Walden after 2012)**



The long term trend nationally is assumed to be level until the impact on air quality of the introduction of new vehicles on the road complying with the more stringent Euro 6/VI standards from 2014 onwards becomes available. Euro 6 standards apply to light duty vehicles and Euro VI to heavy duty vehicles.

There is currently uncertainty on the predicted impact due to a lack of data from real world emission testing . Studies have shown that Euro 6 vehicles have failed to deliver the expected emission reductions during on road driving conditions than under laboratory testing conditions. Some have been found to emit more NO<sub>2</sub> than some HGV's, and manufacturer data has been found to be flawed. A new EU testing procedure to better reflect on road driving conditions rather than current lab tests is being considered for new models by 2017 and all new vehicles by 2019. As the proportion of vehicles built under the standard increases within the fleet makeup, roadside emissions are expected to improve, provided vehicles on the road incorporate and maintain the emission reduction technology provided with the vehicle.

Aside from the discrepancy with emission standards, another factor has been the increase in proportion of cars and light duty vehicles with diesel engines, which in recent years has represented just over half of new car sales, with a trend towards large, powerful turbocharged engines which allow rapid acceleration. Fuel efficiency is greater for diesel than petrol and proportionately less CO<sub>2</sub> is emitted, assisting with reducing man made causes of the impacts on climate change, and fiscal incentives were introduced by the government to encourage diesel usage due to this. However diesel fuel produces four more times NO<sub>2</sub> and up to 30 times more particulates than petrol. Catalytic converters on diesel engines help to reduce

particulate matter released but increase the ratio of nitrous oxides from the combustion process converted into nitrogen dioxide. The proportion of primary nitrogen dioxide emitted from vehicles, has therefore increased over recent years. Catalytic converters only function once the engine is at high temperature, and will have little impact on emissions where a large proportion of the vehicles on the roads are making short journeys from cold, at low speeds.

As a rural area, car ownership and use within Uttlesford is relatively high [3]. Fewer households in Uttlesford do not own a vehicle than any other Essex district, and more households own 2, 3, or 4 than any other Essex district. Saffron Walden is located in a relatively affluent area compared to the UK as a whole, and the introduction of new vehicles meeting Euro 6 standards can be expected to be at a greater rate than the national average. However, the growth of Saffron Walden and surrounding areas will lead to increased traffic using local roads, and improvements in emission quality of new vehicles may be insufficient to adequately mitigate against increases in the levels of harmful pollutants emitted by the overall traffic fleet without additional action.

### 1.3 Background levels of NO<sub>2</sub>

Exposure to air pollutants is not entirely due to local sources. The monitored level of NO<sub>2</sub> is made up of a combination of the background level and the traffic emissions at the locality. The background level is made up of generic sources of emissions such as main roads, industrial point sources and residential and commercial heating appliances. Comparison of the monitored level with the background level shows the impact of vehicle emissions within the AQMA. Defra provide a mapping database producing estimates of background emission concentrations on 1km x 1km grid square basis, related to the national network of emission monitoring. Background levels within the AQMA are monitored by the Gibson Close diffusion tube, and levels here have always been well below the objective. The results in Gibson Close can be used to verify the Defra figure in the grid square relevant for Gibson Close (High Street locality) and adjust the figure for other grid squares. London Road and Thaxted Road are outside the grid square relating to Gibson Close and a value using the Defra grid square has been used, as recommended in Defra Technical Guidance TG(16)[4].

Background levels for NO<sub>2</sub> are expected to reduce gradually due to improvements in overall emissions from all sources, not solely motor vehicles.

Table 1 shows the background levels in 2012, as this is the year from which monitored data has been used to determine reductions needed to meet the objective.

**Table 1: Background levels of NO<sub>2</sub> in AQMA**

Grid square	Junction	Defra value 2012 (µg m <sup>-3</sup> )	Monitored or adjusted value (µg m <sup>-3</sup> )
553500 238500	Bridge St/Castle St	13.7	15.7
553500 237500	London Rd/Debden Rd	13.4	15.7

554500 238500	Thaxted Rd /Radwinter Rd	15.8	15.8
553500 238500	High Street/George Street	13.7	15.7

## 1.4 Defining the AQMA

In 2007, AQMAs were declared in three small areas centred on junctions where the breach of the objective had been identified by diffusion tubes. In 2008 additional tubes were placed in the central area and a further junction of concern was identified over subsequent years.

Revocation of the three small AQMAs was approved by UDC Cabinet in May 2012 and the larger Saffron Walden AQMA was declared in September 2012. The geographical extent of the new AQMA is a circle of 1400m diameter centred on TL 53950 38300, Elm Grove, in the town centre.

A map showing the location of the AQMA is shown in Figure 3.

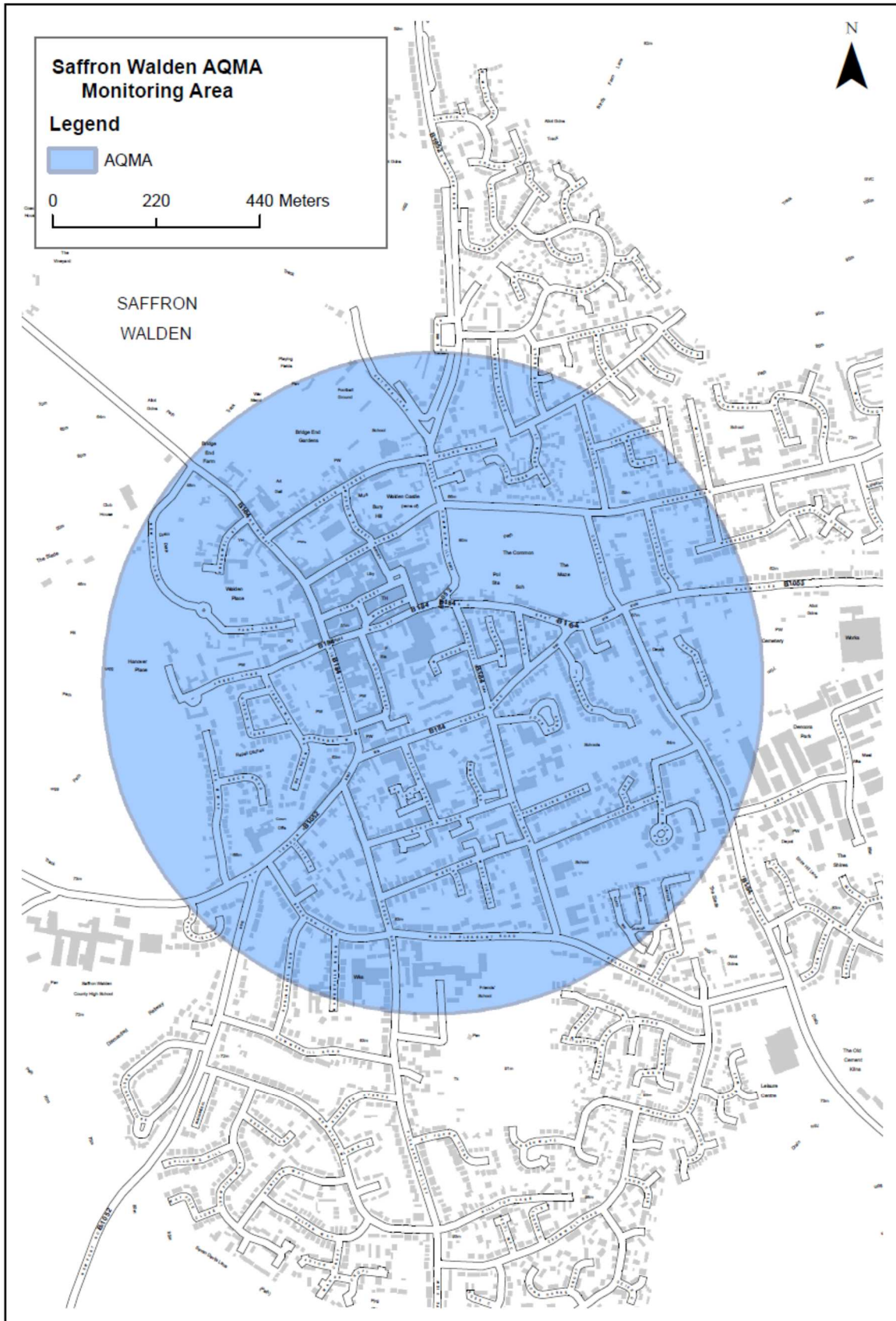
In common with many market towns, access to Saffron Walden from surrounding areas and within the town is largely dependent on the private car. Elevated emissions are associated with high volumes of slow moving traffic, when engines are operating inefficiently, exacerbated if vehicles are undertaking short journeys before the engine has had time to warm fully. The topography of Saffron Walden is such that the centre is low lying in relation to the outer areas, which reduces the amount of dispersion of emissions by air flow. A major factor is also the layout of buildings in the historic centre. Tall buildings on both sides of narrow streets lead to recirculation of air flow that can trap pollutants, resulting in reduced dispersion and elevated concentrations. Many residential properties are located close to the roadside and consequently to vehicle emissions.

Traffic queues build at the major junctions predominantly during the morning and late afternoon peak travel periods for school and commuter journeys. Exceedances of the national objective for NO<sub>2</sub> have occurred over recent years at or close to the following junctions within the AQMA:

1. Thaxted Road/East St /Radwinter Road/Chaters Hill
2. High Street/ George St/Abbey Lane
3. Debden Road/London Road
4. Bridge Street/Castle St

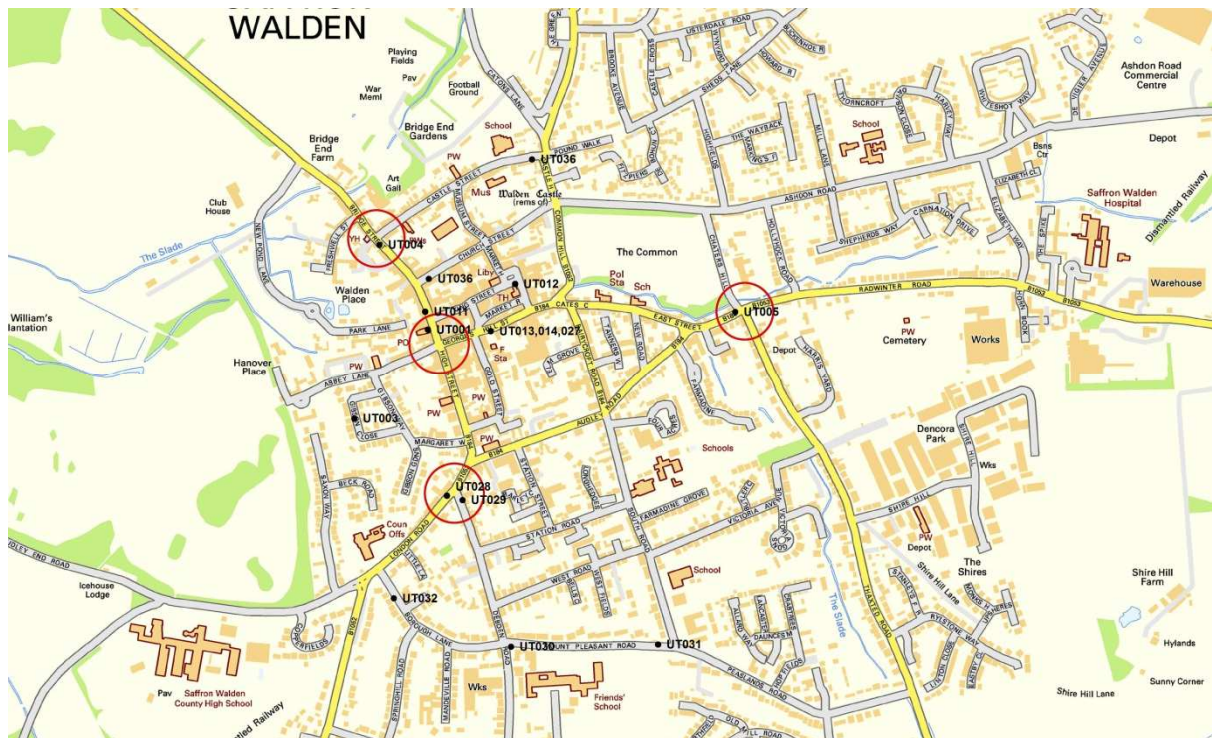
The location of the four junctions is shown in Figure 4 together with the diffusion tube sites. Where possible, tubes are attached to the façade of residential properties to measure levels where exposure to pollutants is greatest. Where this is not possible, levels of NO<sub>2</sub> at the nearest dwelling are calculated using drop off with distance from the tube in accordance with Defra guidance. Diffusion tubes have a 25% margin of error, therefore an annual mean at the nearest dwelling of more than 32µg/m<sup>3</sup> is regarded as not meeting the objective level.

Figure 3 Map of AQMA Boundary





**Figure 4 Diffusion tube sites and location of exceedances**



The Radwinter Road junction with Thaxted Road is controlled by traffic lights, and is used by traffic entering the town from the villages to the east of Saffron Walden and from the town of Haverhill. Traffic from the south will include journeys from Thaxted accessing the town centre and the edge of town supermarket on Radwinter Road. Residential accommodation is located close to the road side on three out of four arms of the junction.

The High Street/George St/Abbey Lane junction is controlled by traffic lights. Traffic on the north and south arms of the junction is often delayed during the working day by delivery vehicles at commercial premises on either side of the junction. Consequent queues build up on the southern approach to impact on the mini-roundabout controlled junction at Debden Road and London Road. At other times, notably during the school run and commuter hours, weight of traffic causes the junction to exceed capacity.

The Castle Street and Bridge Street junction is used by traffic entering the town from the north, which often results in queues building to the north and south of the junction to allow vehicles to negotiate the narrowing of the road at this point. A weight restriction applies to this route, and HGV's need to use the south west access route via Newport Road to enter the town from this direction. Residential accommodation is located on all sides of the junction close to the road at road level, and some commercial units to the south of the junction in the High Street have residential units at first floor level.

## 2. Action Plan proposals

### 2.1 Key Objectives

1. To outline the actions which can be taken by UDC and partner organisations to work towards reducing NO<sub>2</sub> levels within the declared AQMA as early as possible to ensure National Air Quality Objectives are not exceeded at relevant receptor locations.
2. The actions taken must avoid causing displacement of emissions from one hotspot to another such that there is the potential for new exceedances at other locations.
3. The actions taken must include measures designed to reduce emissions from vehicles generally and also seek to contribute to a reduction of CO<sub>2</sub> emissions into the atmosphere for climate change mitigation purposes.

Indicators will be set to assess progress of implementation of the measures identified where they can be assessed quantitatively, with regard to the impact on NO<sub>2</sub> levels. Evidence that all the options have been considered on grounds of cost-effectiveness and feasibility will be provided as part of that process.

### 2.2 Policy measures

#### National Planning Policy and Guidance

The National Planning Policy Framework (NPPF) [5] produced in March 2012 guides local strategic planning and sets out the government's approach to planning. Central to the approach is sustainable development including focusing significant development in locations which are or can be made sustainable, ensuring design gives priority to pedestrian and cycle travel and providing infrastructure necessary to support low emission travel choices.

The framework suggests significant development should be accompanied by Travel Plans for residents and supporting those for new businesses, and car parking restrained to encourage other modes of transport to become quicker and more convenient.

Planning decisions should ensure that any new development in an AQMA is consistent with the local air quality action plan. Specific to Air Quality, paragraph 124 provides that "*Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.*"

National Planning Practice Guidance [6] has since been published which provides guiding principles on how planning can take account of the impact of new development on air quality. The guidance advises that the Local Plan may need to consider: *“ways in which new development would be appropriate in locations where air quality is or likely to be a concern and not give rise to unacceptable risks from pollution. This could be through, for example, identifying measures for offsetting the impact on air quality arising from new development including supporting measures in an air quality action plan or low emissions strategy where applicable.”*

## **Uttlesford Local Plan**

Planning and development control plays an important role in minimising the potential detrimental impacts that new developments may have on local air quality. Air quality is taken into account during the planning process, and the potential impact of major developments on the AQMA is a material consideration, ensuring that all practicable mitigation measures are implemented where necessary and appropriate.

The commitment of UDC to protecting occupants of residential accommodation from long term exposure to poor air quality is reflected in planning policies within the Local Plan, which set out a number of general development control criteria. The current Local Plan was adopted in January 2005 and includes the following policies relating to air quality:

Policy ENV 13 – *“Development that would involve users being exposed on an extended long-term basis to poor air quality outdoors near ground level will not be permitted.”*

Policy GEN 1 provides that development will only be permitted if *“development encourages movement by means other than by driving a car”*

Policy GEN6 requires development to make provision for the required supporting infrastructure, including transport provision. Developers may be required to provide a financial contribution towards:

- junction improvements
- provision of cycle/footways
- public transport
- infrastructure to facilitate low emission vehicles
- additional monitoring of air quality
- parking schemes to reduce road congestion.

At present contributions are sought for air quality purposes using section 106 agreements for individual developments. The appropriateness of using the Community Infrastructure Levy approach will be reviewed as part of the new Local Plan development process. Following withdrawal of the emerging Local Plan in January 2015, the new local plan currently has a target for adoption by 2017. With regard to housing supply, the current Local Plan is not considered up-to-date and in such instances the NPPF takes precedence. A revision of the strategic housing assessment has identified that about 4600 new homes will need to be distributed across the district up to 2033, which will inform the extent of growth in Saffron

Walden in future years. In the meantime development of a revised local plan presents an opportunity to adopt policies which support sustainable transport and reduced car use. Current planning policies will be replaced and new policies developed before finalisation of the plan.

To support improved air quality, the revised policies need to ensure that:

- air quality is a material consideration for development likely to produce vehicle trips which will disperse through the AQMA junctions and associated road links or increase the number of people exposed to emissions above the air quality objectives
- applications meeting defined criteria in terms of additional traffic generation are supported by an Air Quality Assessment providing detailed analysis of the level of additional traffic and emissions, taking account of the cumulative impact of the development on recently completed or committed development
- where an application cannot be refused on air quality grounds, conditions are applied to require mitigation measures appropriate to the scale of development, or where onsite measures have been exhausted, planning obligations sought to support mitigation outside the control of the developer. Consideration will be given to setting a value to the level of mitigation necessary by utilising Defra guidance which provides a formula to calculate the emissions resulting from a development, or change of development use, and produces a cost for mitigation measures. The calculation is based on the estimated additional trip rates over a given distance generated by the development, the emissions over 5 years for pollutants of concern and the resultant damage to health
- residential, and commercial development where appropriate, is sited within comfortable walking and cycling distance of amenities and where it can be linked to services and facilities by a range of transport options
- energy efficiency measures and the use of renewable sources of energy will be adopted in the construction of new builds to reduce emissions from heating systems, which contribute to local air pollutant emissions
- development and transport planning is co-ordinated to reduce the need to travel by car, and increase public transport use, cycling and walking

The revised planning policies developed under the new Local Plan will be broadly consistent with the provisions of the NPPF.

Travel Plans are currently expected to accompany major new developments sites, with clear proposals for reducing travel to and from the site by car. The plans would be expected to contain a series of initiatives to encourage the uptake of low emission fuels and technology, and local journeys being carried out on foot or by cycling, also to raise awareness of the benefits of reducing car travel. For example information should be provided on public transport, and car sharing schemes, and vouchers can



be made available to new occupiers towards bike purchase or bus travel. Plans would be required to be communicated to respective occupiers and updated regularly. Travel plan monitoring fees can be secured through planning obligations, to support monitoring of traffic generated by the development and identify new initiatives if necessary.

Under Local Plan 2005 access policies and following NPPF requirements, infrastructure to support use of sustainable modes of transport has been provided at recent new developments, and opportunities to set higher standards and more extensive provision will be expected to facilitate the outcome of travel plans. Larger developments may need to include bus stops where appropriate, and every new home to be provided with a charge point for plug in vehicles and safe storage for bicycles, or in communal areas where not feasible. For smaller developments, a sustainable travel statement would be expected, including provision of infrastructure commensurate with the size of the development.

Where new commercial development is approved, new businesses would be expected to produce travel plans for their staff to encourage alternative methods to car travel of reaching the workplace.

Currently guidance is provided to developers on a case by case basis. An air quality Technical Guidance Note adopted by the Council can be made available to developers to provide clarity to the planning process in relation to air quality. It would set out requirements for the district as a whole, setting out minimum information required for an air quality assessment, including acceptable modelling inputs and criteria for assessing the significance of the impact. Reference can also be made to mitigation strategies which will be expected by UDC, and provision for financial contributions.

**Proposed action 1:** to develop new policies where needed or transfer existing policies to the new local plan which will seek to minimise the impact of air quality on the health of local communities and the environment

**Proposed action 2:** to produce a publicly available planning guidance document for air quality

The now withdrawn draft local plan identified three areas of land in Saffron Walden for development in addition to existing local plan sites. A proportion of these sites have been granted planning consent since declaration of the AQMA and mitigation of the effects on air quality will be provided where appropriate, either through conditions or through the use of planning obligations where measures provided are beyond the control of the developer. Table 2 shows the details of the most recent applications and the measures secured.

**Table 2: Recent planning applications with developer contributions and/or planning conditions relevant to air quality**

Planning Application	Section 106 agreement	Conditions relevant to air quality
<p>UTT/0400/09/OP:130 dwellings and B1 employment land Ashdon Road</p> <p style="text-align: center;">+</p> <p>UTT/0407/09/OP 15 dwellings off Little Walden Road</p> <p>Completed 2015</p>	<p>£250,000 held for 10 years by ECC towards Thaxted Rd/Radwinter Rd junction improvements or such other cycle/highway works as deemed necessary in the vicinity of the land £3000 to monitor travel plan</p>	<p>Cycle parking, transport information packs, residential and business travel plans,</p>
<p>UTT/13/1981/OP 60 bed care home +</p> <p>UTT/13/3406/FUL 52 dwellings</p> <p>Both at Radwinter Road</p> <p>Incomplete mid 2016</p>	<p>£3000 x 2 towards Saffron Walden to Audley End cycle path</p>	
<p>UTT/13/3467/OP 230 dwellings + B1 office space + extra care housing or 200 dwellings + B1 office space + extra care housing + primary school</p> <p>Land off Radwinter Road</p> <p>Incomplete mid 2016</p>	<p>£5000 towards Ashdon Road parking scheme or other such scheme as deemed necessary. Bus service into the development, capacity enhancements at London Rd/Borough Lane and Newport Rd/Audley Rd junctions. £473,000 towards highway mitigation works £26,290 towards cycle link between Monks Hill and the school and Tesco site on Radwinter Road, £3000 to monitor travel plans, £112,700 towards cycle link to Audley End</p>	<p>Transport information packs, residential and business travel plans. One of the key mitigation measures for this development was a link road between Thaxted Rd and Radwinter Rd which is subject to review since withdrawal of the local plan. No alternative measures are currently planned. (see para 3.4)</p>
<p>UTT/13/2423/FUL Builders merchant, B1 employment land, commercial units including retail, hotel, and 167 dwellings. Land off Ashdon Road</p> <p>Incomplete mid 2016</p>	<p>Residential and business travel plans, bus service enhancements, contributions to parking scheme on Ashdon Road, cycle link to Audley End and town centre junction enhancements</p>	<p>Cycle link onto Ashdon Rd, electric vehicle charging points, pedestrian and cycle signage to town centre and Audley End</p>

UTT/13/0268/FUL Retail warehouse units, garden centre, a discount food store, café. Land off Thaxted Rd. Partially complete mid 2016	£3000 to monitor travel plan	Cycle/pedestrian link to Thaxted Rd, cycle parking
UTT/14/2003/FUL Thaxted Road Flats/offices/shops. Incomplete mid 2016		Travel Pack, cycle parking
UTT/15/3768/FUL Lime Avenue. 31 dwellings Incomplete mid 2016		Cycle storage and parking, foot/cycle path

## Essex Local Transport Plan

The Essex LTP3 [4] sets out the highway authority's strategy for transport from 2011 until 2026 and commits ECC to the following policies which will benefit air quality by reducing congestion and improving traffic flow:

- supporting and encouraging the use of low carbon travel, focussing on journeys to school and work
- enabling greater travel choice by improving public transport and facilities for alternative modes of transport to car travel
- examining opportunities to introduce electric vehicles and alternative fuels
- assisting travel planning for new developments to encourage walking and cycling
- ensuring new developments provide safe, attractive and convenient routes for walking and cycling to everyday amenities
- ensuring all schools have active travel plans
- facilitating better broadband coverage to encourage home working
- ensuring the road network operates efficiently including minimising disruption from roadworks
- adopting measures to reduce emissions from the ECC fleet vehicles
- ensuring HGV's follow the most appropriate routes

Schools in Saffron Walden attract a large number of car and bus journeys, many travelling through the AQMA, and a reduction in the volume of school related traffic at peak hours will benefit congestion and air quality. Many of the buses used for school travel are aged diesel vehicles with a disproportionately high contribution to harmful emissions. The LTP commits to working with education providers to improve access to schools by promoting walking and cycling, and to encouraging schools to update their existing travel plans on a regular basis, with the aim of using their own resources to achieve measurable reductions in car journeys by staff, parents and pupils. Provision of "walking buses", and identifying suitable drop off points were suggested through the public consultation. Where new educational facilities are to be provided in association with residential development, ECC will assist in the development of travel plans, and provide cycle storage facilities and footpaths as

necessary on land in their control to assist access to the facility. Provision of cycle/footpath links from new developments to new or existing schools will be supported by ECC. The public consultation identified a need for new pedestrian crossings on the busiest routes within the town, for new and existing crossings to be reviewed for safety, and for new routes to be well designed. Resources would need to be made available by UDC to ensure effective support is provided to ECC to deliver identified measures.

The LTP commits to helping businesses to develop Travel Plans. Larger employers, including UDC and ECC are in a strong position to influence the timing and methods by which their employees travel to work. Car sharing schemes, flexible and home working, encouraging and subsidising the use of public transport, with incentives for walking or cycling to work, are all ways in which congestion at peak periods can be reduced. The impact of journeys carried out for work purposes can be reduced by rewarding car sharing and providing financial incentives for choosing low emission vehicles.

Increasing the number of walking and cycling journeys to access school, workplaces or amenities would have wider benefits for an individual's health and wellbeing associated with increased activity, notably a reduction in obesity and cardio vascular disease. Reducing the number of short car journeys, which have a disproportionate negative impact on air quality in the town, would also have wider public health benefits such as improved pedestrian safety and reduced noise from traffic.

Under the LTP objective of improving and increasing amounts of cycling, ECC produced a Cycling Strategy for Uttlesford in 2014 [8]. Included in the strategy are proposals for appropriate cycling infrastructure and the development of off road routes in and around Saffron Walden. On some routes, the narrow width of historic streets within the town constricts the space available for cyclists. Cyclist training for all ages may increase the appeal and safety of using the facilities provided.

One of the first dedicated routes to be developed is the route to the closest train station to Saffron Walden, Audley End in the village of Wendens Ambo, about 2.5 miles away from the town centre. In order to encourage more cyclists along the route, particularly rail users, a route along Wenden Road designed in consultation with local stakeholders has recently been provided. A significant increase in the use of cycling to access rail services would assist in reducing congestion in Saffron Walden.

ECC have committed to further develop cycle links, including protected off road paths through the town by utilising existing footways, and to make the existing road network safer and more attractive for cyclists. Good signage to cycle ways including direction markers will assist in making the routes easy and enjoyable to use. The public consultation supported improvements, and suggested some one way streets could incorporate a two way lane for cyclists.

A continuous route under consideration in the longer term is the feasibility of a route to link the town to Cambridge, by connecting to Cambridge County Council's cycle network, with possible funding contributions from Cambridge County Council for the

route northwards from Great Chesterford railway station, which in addition would benefit Cambridgeshire residents.

The LTP commits to providing a residential travel pack to house purchasers, to include information on routes for cycling, footpaths and public transport.

The quality of mobile phone coverage and broadband service in the Saffron Walden area can be a barrier to homeworking amongst the community as a whole. UDC is in a position to support improved coverage by facilitating necessary infrastructure in line with ECC targets.

**Proposed action 3:** To work with ECC to facilitate the provision of new cycle/pedestrian routes and cycle storage, and to promote the routes available.

**Proposed action 4:** To increase cycle storage on UDC land in Saffron Walden where practical to do so.

**Proposed action 5:** To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans and/or to assist individual schools or businesses to develop and promote plans.

**Proposed action 6:** To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved access to superfast broadband.

## 2.3 Traffic Management

Queuing traffic has been identified as the predominant reason why the objective for NO<sub>2</sub> is not being met at key junctions in the town centre. The primary means of lowering NO<sub>2</sub> emissions within the AQMA will therefore be through management of traffic flow to relieve congestion. Traffic management is a function of ECC as highway authority.

In 2012, ECC commissioned consultants Jacobs[9] to undertake a Nitrogen Dioxide Dispersion Modelling Report for which modelling of air quality was carried out to assess the effects of the then emerging UDC Local Plan developments on NO<sub>2</sub> concentrations at four key junctions within the town. The modelled NO<sub>2</sub> levels were adjusted to correct them against measured levels following a method set out in TG(16), and for future predictions a further adjustment was undertaken for Long Term air quality trends (LTT) to take account of emissions not decreasing as expected. Five scenarios of development, opening year and junction improvement mitigation were modelled and for the scenario of full Draft Local Plan development and junction improvements in 2026, using the TG(16) adjustment, no junction modelled showed residential accommodation where there would be exceedances of the annual mean AQO for NO<sub>2</sub>. The LTT adjustment predicted a number of properties would be significantly impacted, the majority associated with the High St/George St junction. As emissions improve with the introduction of Euro 6/VI compliant vehicles, it is likely that after 2015, actual future yearly concentrations

would be expected to fall somewhere between the calculated results for the two methods.

UDC later commissioned Essex Highways to undertake a highways impact assessment (HIA)[10] of the previous draft Local Plan site allocation proposals against highway capacity in key areas. The report found that the potential additional traffic which would result from the proposals could be accommodated by the road network, with infrastructure schemes to increase junction capacity and provision of a road linking Thaxted Road with Radwinter Road, facilitated and part funded by incremental development bounding the road. Comments submitted through the public consultation included significant support for an eastern link road or other by pass, with provision of a fuel station to be considered.

The measures proposed to alter traffic flow at near capacity junctions and sought to avoid increases at other junctions such that exceedances of the AQO may occur.

The impact assessment will need to be reviewed once revised housing allocations emerge, however funding for junction improvements has been secured through developer contributions from consented development as set out in Table 2, and the scope for implementation needs to be explored with ECC in the interim.

The restrictions inherent in the historical road network of Saffron Walden make it unlikely for a solution to be found which would improve the capacity of every junction. The following alterations identified in the HIA are independent of key infrastructure measures in the withdrawn Local Plan:

- One way traffic in Borough Lane (westbound)
- Northbound traffic restriction on Debden Rd from the junction with Borough Lane and Mount Pleasant Rd
- Borough Lane to Newport Rd priority
- Replacement of roundabout at Debden Rd/London Rd junction with priority junction

The latter is one of the four NO<sub>2</sub> hotspot junctions, and reductions to queues resulting from the altered traffic flow would be beneficial to reducing exposure to pollutants of residents close to the junction. There is limited scope for improvements to the remaining three hotspot junctions in the absence of new road space to route through traffic avoiding the centre of the town.

Essex Highways are due to carry out origin and destination surveys for town traffic following recently completed development to update modelling scenarios for traffic management interventions.

In addition to junction improvements, the scope for control of parking needs to be considered on the approaches to some junctions within the AQMA and on some of the main routes through the town where parking reduces the flow of traffic and leads to congestion. One scheme which has been identified is peak hour suspension of the use of a limited number of on street parking bays on the High Street approaches to George Street, to allow traffic to feed through the junction more freely. Enforcement of parking which causes restriction of footpaths should be a priority.

Adequate and clear signage to Swan Meadow car park with information that it serves the town centre, to new amenities, the leisure centre, food stores and Audley End station helps to reduce unnecessary mileage and should be considered when new development is completed or where insufficient signage is identified. Provision of an electric powered shuttle bus from Swan Meadow car park to the market square was suggested under the public consultation, however recent experience of shuttle bus operations during temporary closure of the central multi- storey car park demonstrated it to be not cost effective..

**Proposed action 7:** To work with ECC in carrying out further work and review to provide a scheme of measures aimed at improving junction capacity identified to be necessary as part of the Local Plan once adopted.

**Proposed action 8:** To work with ECC to assess whether changes to junction configurations and signal controls, control of parking measures on main routes through Saffron Walden, and access in to the centre of the town by HGVs, will demonstrably reduce congestion can be identified and implemented ahead of adoption of the Local Plan, to improve traffic flow for existing traffic loads in the town centre and to mitigate against the increased traffic effects of committed development.

**Proposed action 9:** To support targeted enforcement of parking restrictions where identified to be an issue, on main routes through the town centre

Proposed actions 7-9 to were identified as the least popular measures following the public consultation, reflecting concern at the nature of specific measures, although overall more were in favour of the measures than against. There was support for targeted enforcement of existing parking restrictions where roads and junctions were regularly being impeded by stationery vehicles. Any junction alterations will be subject to further consultation, following traffic modelling forming part of the proposal, and actions related to parking will be restricted to improving flow at the four identified junctions . Also suggested was extending the weight restriction for HGV's entering from the north at Bridge Street to include northbound vehicles exiting the town, to reduce use of the High Street, and extending the 20mph limit currently applying to Castle Street to other town centre roads.

**Proposed action 10:** To provide clear informative signage to Swan Meadow car park, new amenities, leisure centre, food stores and Audley End Station.

## 2.4 Corporate action by UDC

UDC commits to reducing its own impact on air quality as a result of its operational activity, and from staff journeys to and from the workplace.

### UDC Travel Plan

The organisation currently has over three hundred employees, based mainly at the offices in Saffron Walden, with a number of smaller sites. The main offices are shared with partner organisations.

In 2012 a Green Travel Plan was produced with the following proposed actions:

- Achieving greater take-up of home working
- Increasing provision of flexible working arrangements
- Encouraging greater use of tele-conferencing facilities
- Increasing provision of bike rack and storage facilities to facilitate more cycling and walking
- Encourage car sharing and allocate dedicated car share bays
- Provide further Green Driving Training
- Supporting production of a green travel plan for the three UDC leisure sites operated by outside contractors

A number of human resource policies are in places which are relevant to travel choices:

- Maintaining a flexi-time system where staff are required to undertake 'core hours' but with flexibility at each end of the day for start and finish times, which could facilitate car sharing
- Home working : over 100 staff are currently enabled to work from home at any one time with the permission of their manager, to reduce the number of staff travelling to and from offices on a daily basis
- A cycling allowance is in place for staff and members to encourage cycling for work purposes
- A staff car share scheme is in place

More recently a salary sacrifice bike purchase scheme has been made available, and an additional 6 secure, covered cycle spaces have been provided at the main offices to encourage cycle usage.

Information on individual's travel choices is made available for staff and the travel plan is promoted to new staff.



An annual audit of the measures within the travel plan will be undertaken to assess progress in achieving the stated outcomes. Staff travel surveys will be carried out every 2 years to understand the impact of travel behaviour within the organisation and inform review when setting objectives, actions and targets for the future life of the plan.

**Proposed action 11:** To continue to review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities within the town

## **UDC Fleet and buildings**

UDC operates in the region of 75 fleet vehicles, many of which operate within the town. Refuse collection routes are already scheduled to avoid contributing to peak hour congestion, and opportunities will continue to be explored to further reduce emissions for example through the use of electrically operated bin hoists if proven to be cost effective. Lower operating costs can be achieved by switching fuels, and in the long term, investment in low emission vehicles may be justified by air quality impact when procuring additional or replacement vehicles across the fleet. UDC can lead by example by operating vehicles using non fossil-based, low emission fuel within Saffron Walden and throughout the district.

Opportunities to reduce air pollutant emissions from heating facilities in UDC owned buildings, including its general needs housing stock and sheltered housing schemes within Saffron Walden, will continue to be sought, by ensuring optimum energy efficiency, and using renewable energy sources where practical and cost effective to do so, as part of a wider commitment under the UDC Climate Change Strategy.

**Proposed action 12:** To continue to pursue options to install renewable energy technologies at suitable sites within Saffron Walden, to review UDC fleet procurement and implement changes where identified as practicable, and likely emission reductions justify the capital expenditure.

## **2.5 Bus services**

Public transport has the potential to replace a significant number of car journeys, but can be regarded as slow, inconvenient and unreliable, and the vehicles used for some routes are old, with subsequent higher emissions. A convenient service needs to be maintained to amenities within or close to the town, and to connect to nearby towns and villages. The existing services are operated on routes and at times governed by the commercial interests of the operators. ECC can influence the convenience and experience of bus travel through the contracts it holds with bus companies. Good information on services, easily accessible, good quality vehicles, and responsive timetables can improve the image and experience of bus use.

Where appropriate to do so, infrastructure for bus services will be required at new residential development to enhance the service provided in the town.

A significant increase in the use of public transport would assist in reducing congestion in Saffron Walden, and improvements to the stock would assist in reducing emissions. Action to improve bus services was the most popular measure identified under the public consultation. Suggestions included facilitating co-operation between providers to produce a coherent service and the provision of cycle racks next to key bus stops serving villages.

**Proposed action 13:** to encourage ECC to procure integrated bus services with high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on public transport services will be made readily available in UDC buildings and via the website.

## 2.6 Raising awareness

Inclusion of air quality by Department of Health as an indicator for public health (see section 6.1) is intended to encourage action to improve air quality nationally and to raise awareness of its effects on how well people live at all stages of life. UDC will continue to communicate on air quality proactively with the public in a clear and understandable way, with the aim of influencing behaviour change. Information and education will be provided to the public through UDC community events and publications, focussing on

- the health impacts of emissions and relationship to reduction in respiratory conditions such as asthma from improved air quality
- promotion of health and financial benefits of sustainable travel to businesses and individuals
- encouragement to reduce short journeys within the town
- promote use of cleaner vehicles wherever possible
- choices for non-car travel and reducing car travel

Comprehensive information on air quality and the monitoring carried out by UDC is already provided on the UDC website, with a link to the national real time air pollution levels and forecasting service provided on the Defra operated UK Air website. The link allows those individuals most at risk to the effects of poor air quality to check the national forecast and take action to reduce the effects where required. The UDC website will be updated and reviewed as necessary.

Whilst many new cars are fitted with automatic switch off in queues, buses, HGV's and taxis may be a significant source of emissions from idling vehicles. Anti-idling measures as part of licence conditions could be considered to encourage drivers to switch off engines in queues in the most congested streets where receptors are close to the road, to prevent wasted fuel use and unnecessary emissions. Appropriate signage within the town centre may be needed to support the measures. The public consultation included support for anti-idling measures, also focussing on traffic at school set down and pick up times.

The Roadside Vehicle Emissions (Fixed Penalty) Regulations 2002 permit Local Authorities to take action against drivers who leave their vehicle engines running

unnecessarily when parked, which would be more applicable in streets where loading, unloading or waiting is taking place.

**Proposed action 14:** To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns

## **Car sharing**

A reduction in car use can be achieved through car sharing, where a passenger usually makes a contribution towards fuel costs. It is often promoted within residential and business travel plans, however there are opportunities for the extent of sharing to be increased. It allows people to benefit from the convenience of car travel, whilst alleviating the associated problems of congestion and parking, and reduces costs of travel for individuals who participate. It also retains the usefulness of car travel for those for whom walking, cycling or public transport may not be an appropriate or viable option. Use of car sharing on just one day per week would contribute to the overall reduction of vehicle usage.

UDC already operates a scheme for sharing lifts, and is in a position to encourage other employers within the town to develop their own car sharing schemes for journeys to the workplace.

**Proposed action 15:** To provide advice and raise awareness of car sharing and associated database software available to employers

## **2.7 Low emission vehicles (LEVs)**

Increasing the proportion of vehicles on the town's road network which are considered to have low emissions is central to improving local air quality. Individuals and fleet operators making the choice to switch from diesel to petrol vehicles will assist in reducing emissions. Electric, hybrid when operated in electric mode and hydrogen fuel cell vehicles produce no emissions at point of use. Standards for what constitutes a LEV will evolve as technology develops.

A range of measures is likely to be needed to implement greater uptake, aimed at convenience and cost benefits.

**Car parking incentives** – free or discounted parking spaces could be made available for LEVs at UDC car parks, with those spaces located at the areas closest to the town centre, and for residential parking permits where these are available. Provision would require enforcement and clear signage, and the reduced revenue would need to be balanced against the public health costs of poor air quality.

**Proposed action 16:** To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards.

**Taxi fleet:** Taxis provide an important flexible means of transport within the town. The relatively large proportion of short journeys over a small area of the town makes

taxis well suited to choosing plug in or hybrid vehicles. With the high mileage driven, the potential running cost savings could be a significant benefit. Taxis are also well placed to increase awareness amongst the public of this type of vehicle.

Those taxis which are not low emission can be subject to limits on the age of the vehicle licensable, to encourage continual improvement in emissions. Vehicles which are newer than 8 years old should emit 50% less NO<sub>x</sub> and particulates than older vehicles. A requirement could be set for all first time licensed vehicles after 1 January 2020 to be zero emission capable.

Taxi operators can be incentivised to use LEVs by introducing reduced licence fees and providing a charging point at the town centre rank.

**Proposed action 17:** To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within Saffron Walden

**Bus fleet:** Emissions from buses are estimated to be contributing 12% of NO<sub>2</sub> emissions in the town and there is evidence of vehicle drivers and passengers on older buses being exposed to as high or higher level of emissions inside the vehicle than outside. Measures to ensure emissions are as low as possible from the existing fleet should be considered. Standards can be set for minimum Euro engine designation (Euro V) for existing and newly introduced vehicles accessing the town centre. Buses operated under contracts procured by ECC should be included. Support for retrofit projects and bids through cleaner bus funding should be considered.

**Proposed action 18:** To encourage ECC to set emission standards for new and existing buses under contract operating within the town.

**Fleet LEVs** – Aside from the UDC fleet, support could be made available to businesses and other public authorities to switch to LE fleet vehicles in terms of signposting and provision of information.

**Proposed action 19:** To work with operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles.

**Infrastructure** - Convenience of use of LEVs can be facilitated through provision of charging points at UDC owned car parking spaces including UDC workplaces, to supplement provision on new developments through the planning regime. Currently there are two fast charge points at the UDC owned Lord Butler Leisure centre on Peaslands Road. Options to encourage the single fuel service station within the town and others within the district, and larger employment sites, to provide a charging point can be explored.

**Proposed action 20:** Provide electric charging points on UDC owned parking spaces in the town where practical and economically feasible to do so, and encourage the provision of points at suitable privately owned sites

## 2.8 Heavy goods vehicles

HGVs are estimated to be contributing 24% of NO<sub>2</sub> emissions in the town, and measures to control movements through the town in peak periods would be beneficial in reducing emissions and congestion. The transport assessment submitted with the consented planning application to redevelop the Ridgeons site on Ashdon Road predicted a reduction in HGV movements of up to 10% at the four junctions under consideration. Opportunities exist when consent is granted for commercial development to require associated fleet and freight vehicles to be ultra-low emission. Aside from the impact of HGV's travelling through the town, parking of HGVs on the both approaches to the High Street junction for deliveries can be a cause of congestion, notably in peak periods.

Consideration should be given to timing commercial deliveries to High Street premises outside of peak travel times, for example 07.00-09.00 and 15.30 -16.30 M-F. The measure will require working with local businesses and enforcement of restrictions with the help of conventional signage. A useful forum to discuss the issue may be a regional freight transport group.

**Proposed action 21:** To work with ECC on introducing delivery time restrictions to High Street Saffron Walden.

## 2.9 Monitoring

Further monitoring of NO<sub>2</sub> will inform the need to define further action and assist with monitoring progress of approved action. At present monitoring by use of diffusion tubes is carried out on the northern section of the High Street where receptors (dwellings) are generally closer to the kerbside. Further monitoring may be needed on the southern approach, close to the junction, to provide a better picture of levels associated with the junction, and at more locations where house frontages are close to the kerbside, for example in East Street.

The need for local real time monitoring data will also be reviewed to further inform conditions within the town. Currently national real time information is available on the UK-Air website provided by Defra, but there may be merit in local data being communicated to those most at risk from the effects of poor air quality, along with health advice.

Monitoring results will be assessed over the 5 year life of the plan to determine whether levels will remain compliant in the long term and as a result UDC can consider revoking the AQMA.

**Proposed action 22:** To review the need for additional monitoring of NO<sub>2</sub> within the town, including on the southern approach to High St/ George St junction, and the need to provide real time air quality data.

### 3. Outcomes and timescales

The proposed actions are set out in Table 3, detailing the action required, the outcome and how it will be measured, who is responsible and an estimation of the cost, the timescale for implementation and the likely contribution towards reduction of nitrogen dioxide levels if implemented fully. It was not deemed feasible to assess the impact of any of the measures through detailed dispersion modelling. The alterations to traffic flow (based around London Road, Borough lane and Debden Road) are subject to further evaluation by Essex Highways following recently completed development.

The timescales for implementation, air quality impact (scale of reduction in emissions, and cost, have been assessed based on the following bandings:

Timescale banding	Timescale period
Long term (LT)	More than 6 years (after 2021)
Medium term (M)	3-5 years (2018-2020)
Short term (S)	1-2 years (2016-2017)

Air quality impact banding	Definition
High (H)	Impact is considered significant and the action is considered necessary to ensure the objective is met. Reduction of more than 1.5 µg/m <sup>3</sup> possible.
Medium (M)	Impact is considered important with benefits clearly seen. Reduction of 0.2 – 1.5 µg/m <sup>3</sup> possible.
Low (L)	Impact is small and localised and will be beneficial as part of wider measures Reduction of less than 0.2 µg/m <sup>3</sup>

Cost banding	Description
High (H)	Significant funding required, likely to be in excess of £200k
Medium (M)	Additional funding required, £50k to £200k
Low (L)	Can be met within existing budget or be less than £50k

**Table 3: Proposed Action Plan measures**

No	Measure	Lead responsibility	Outcome indicator	Timescale LT/M/S	Target emissions impact H/M/L	Cost H/M/L
1	To develop new policies where needed or transfer existing policies to the new local plan which will seek to minimise the impact of air quality on the health of local communities and the environment	UDC	Policies contained in the Local Plan once adopted. Use of sec 106 funds to implement action plan	S	M	L
2	To produce a Technical Guidance document for air quality	UDC	Publicly available TG by end of 2015	S	L	L
3	To work with ECC to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	ECC/UDC	Number of new routes provided, increase in no of storage facilities per annum and users of facilities year on year	S-M	L	H
4	UDC to increase cycle storage on its own land in the town where practical to do so.	UDC	Increase in no of storage facilities and users of facilities	S	L	L
5	To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses develop plans and to promote those plans	ECC/UDC	Number of travel plans upgraded, no. of schools and businesses newer than 2015. Reduction in school run and commuter traffic of 5 -10% Percentage of pupils walking or cycling to school.	M	L	L
6	To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved superfast broadband.	UDC/ECC	Number of businesses and homes enabled to access superfast broadband by 2019. Increase in no of people regularly working from home	LT	L	L

7	To work with ECC Highways to carry out further work and review to provide a scheme of measures aimed at improving junction capacity within the AQMA identified to be necessary as part of the Local Plan once adopted.	ECC	Junction capacity improvements at the four key junctions identified in the plan Reduction in queue lengths from identified baseline.	LT	H	H
8	To work with ECC to assess whether changes to junction configurations and signal controls, control of parking measures on main routes through the town and access by HGVs which will demonstrably reduce congestion can be implemented ahead of adoption of the local plan	ECC	Improvements to junctions carried out, improved parking on main routes, restrictions to HGVs. Reduction in queue lengths	M	M	H
9	To support targeted enforcement of parking restrictions where identified to be an issue on main routes through the town	UDC	No of parking penalty notices issued on main routes	S	L	L
10	To provide clear informative signage to Swan Meadow car park, new amenities, leisure centre, food stores and Audley End .	UDC	No of new signs provided	S	L	L
11	To review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities	UDC	Reviewed UDC TP, shared TP by end of 2016. Reduction in car travel to work as measured by survey & occupied car spaces, reduction in business mileage of 5% pa	S	L	L
12	To pursue options to install renewable energy technologies at suitable sites within the town, to review UDC fleet and building emissions	UDC	No kW renewable energy within SW, review of fuel usage and type, no of UDC LEVs	S	L	M



13	To encourage ECC to procure bus services with integrated timetables, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	UDC/ECC	No of new or improved services available, information available in UDC buildings. Increase in bus usage of 5%	S	L	L
14	To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns	UDC	No of campaigns, target one per annum.	S	L	L
15	To provide advice and raise awareness of car sharing and associated database software available to employers	UDC	No of new car sharing schemes set up, target one per annum. Reduction of 1-5% of private car commuter journeys	S	L	L
16	To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards	UDC	Review of charging policy	S	L	L
17	To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within the town.	UDC	Review of licensing policy	S	L	L
18	To encourage ECC to set standards for new and existing buses under contract operating within the town	ECC	Review of contractual arrangements	S	L	L

19	To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles	UDC	No of LEV fleet vehicles on town road network	M	L	M
20	Provide electric charging points on UDC owned parking spaces in the town where practical and economically feasible to do so, and encourage the provision of points at suitable privately owned sites	UDC	No of points installed per annum, target 4	M	L	M
21	To work with ECC on introducing delivery time restrictions to High Street SW	ECC	Restrictions in place, reductions in HGV parking	S	L	L
22	To carry out additional monitoring of NO2 within the town and review need for real time data	UDC	Provision of localised data for incorporation into air quality modelling	S	L	L

Some actions will be long term and ongoing, others can be carried out more quickly, and milestones set for each will enable progress to be monitored and assessed. Some will be more challenging than others to implement either due to resource issues or support from various outside organisations. In most cases further work is needed to determine the feasibility and likely impact of the suggested actions. No specific UDC budget exists to finance the implementation of actions and therefore there is no guarantee of when or if the actions could be put into effect.

Whilst UDC is the authority ultimately responsible for managing air quality, it will not always be the organisation holding the resources or having legislative power to directly implement the action. In these cases it is important to have good working relationships and clear communications with the appropriate organisations to ensure a focus is kept on the implementation of the actions.

This is especially true regarding the local highway network, although UDC can secure improvements to it through the planning process and developers contributions, ECC are the key resource holders and decision makers on highway schemes.

It should be noted that costs, timescales and air quality benefit will be specific to the local circumstances and final scheme design to be implemented, thus it is very difficult to accurately predict figures without specific detail. The anticipated values applied are estimates based on available information and experience. Cost benefit analysis and prioritisation will be undertaken at a later stage following further consideration and research into costs.

It is unlikely that adopting a single particular action will result in the desired reductions in NO<sub>2</sub> levels in the AQMA and a range of options will be required to effect measurable air quality improvements.

## 4. Consultation

The consultation process with all interested parties and agencies ran for 12 weeks to ensure the proposed actions set out in the draft plan are supported by all who responded. A report on the outcome of the consultation is appended to this report : see Appendix 4 “Report on public consultation carried out on Draft Air Quality Action Plan”

The following stakeholders were consulted on the draft plan:

- Secretary of State (Defra)
- Essex County Council Highways and Transportation Dept
- Environment Agency
- Uttlesford Transport Forum
- Essex Health & Well Being board
- Public Health Essex
- LSP (Uttlesford Futures)
- Saffron Walden Town Team
- Saffron Walden Town Council
- Residents within or affected by the AQMA
- Uttlesford Licensed Vehicle Operators Forum
- Local schools
- Neighbouring local authorities
- Citizens Panel
- Access Walden

The measures receiving the most support from respondents were those which provided opportunities to work collaboratively with Essex Highways and other transport providers, namely improving bus services (measure 13), improving bus emission standards (measure 18) and facilitating the use of low emission vehicles by fleet providers (measure 19).

A large number of responses were submitted as a standardised response provided by a local residents group. Whilst offering comment on a number of areas covered by the consultation, the response also referred to measures not included in the draft plan. Some suggestions for further measures referred to measures already identified by the draft plan, for example improving cycle facilities and public transport. Many referred to the need to restrict housing development on the east side of the town, which is a function of the considerations for the emerging Local Plan.

Taking account of the responses and the initial cost benefit analysis of each proposed measure, five measures for priority will be :

1. Working with ECC to facilitate the procurement of bus services with integrated timetables, high quality facilities, providing information on public transport through available media and securing improvements to emissions from the bus fleet (measures 13 and 18 combined)
2. Working with operators of fleet vehicles within the town, including UDC, to facilitate the introduction of low emission vehicles (measures 12 and 19)
3. To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses develop plans and to promote those plans (measure 5)
4. To engage with the Uttlesford licensed operators forum with the aim of introducing emission controls for licensed taxis operating within the town. (measure 17)
5. Working with ECC to facilitate the provision of well designed new cycle and pedestrian routes and review existing footpaths for safety (measure 3).

## **5. Progress monitoring and review**

A programme of monitoring to assess the effectiveness of the measures will be undertaken once the action plan has been adopted. The programme will include the outcome indicators set out in table 7 and there is scope to extend the assessment by examining health improvement outcomes through engagement with the health authorities to measure reductions in diagnosis and medication for respiratory conditions.

External factors will affect the delivery and resulting impact of the measures proposed, and it is recognised that action will change and evolve and the plan will be updated and reviewed as necessary. Adoption of the new Local Plan may necessitate a review of the plan.

Once the final plan is adopted, opportunities to secure external funding to support the measures within the plan will be sought.

End of Part 1

## **Part 2 Supporting Information**

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### **6. Importance of air quality**

#### **6.1 Impact of poor air quality**

It has long been acknowledged that exposure to pollutants in the air we breathe can have a negative impact on human health and our environment, and impacts will not be confined to the AQMA. More evidence on the extent of the impact has come to light from research carried out in the past five years which has estimated the life years lost as a result of the long term effects of exposure to fine particulate matter and nitrogen dioxide.

In 2010 a report published by COMEAP[11] estimated exposure to fine particulate matter (pm2.5) alone in the atmosphere has an effect on mortality equivalent to nearly 29,000 equivalent deaths in the UK, and have since identified that the evidence associating exposure to NO<sub>2</sub> with health effects has strengthened substantially in recent years. Only a small fraction has been related to exposure at concentrations of emissions in excess of the legal limits. In 2015 a study by Kings College London[12] assessed the effects on mortality of nitrogen dioxide levels in London independently of particulate matter, to be proportionately higher than for particulate matter alone.

Equivalent costs to the NHS of air pollution have been placed at up to £20 billion each year, and the life expectancy of every person is claimed to be reduced by an average of 7-8 months [13]. Improvements in air quality and consequent reductions in conditions impacted by air quality will release NHS funding to tackle other health issues.

Data on the extent of health impacts is subject to change following further analysis by COMEAP, and a review is expected in 2016, but the combined impact of particulates and NO<sub>2</sub> on health are significant.

Guidance issued to local authorities by Defra in 2016 [1] introduced a role for local authorities to work towards reducing emissions and concentrations of pm 2.5. The fraction of mortality attributable to particulate air pollution is a public health indicator set by the Dept of Health to assess improvements in healthy life expectancy, and Public Health England has published mortality data for each local authority area [14]. In the Uttlesford district, the fraction of all cause adult deaths attributable to long term exposure to current levels of human made particulate air pollution was estimated at 5.4%, comparable to the east of England as a whole. Due to uncertainty in the modelling, the actual burden could range from one sixth to about double this figure. The pollutant significant to the declaration of the Saffron Walden AQMA is NO<sub>2</sub> a large proportion of which is locally produced as a result of road traffic. Exposure to the pollutant is dependent on the time spent at locations close to the source of emissions, and residents close to the junctions where the highest levels have been observed are at the greatest risk. No incidents of the hourly mean objective being exceeded have been observed in recent years.

Levels of pm 2.5 are also monitored in Saffron Walden although local authorities are not currently legally obliged to do so. The annual means for pm 2.5 have been below the objective; however the UK has a target to

reduce average concentrations at urban background locations by 2 µg/m<sup>3</sup> by 2020.

Following a review of studies in 2013, the World Health Organization (WHO) concluded there is no evidence of safe exposure level to very fine particles or a threshold below which no adverse health effects occur. Negative health impacts have been found well below current EU & UK limits. NO<sub>2</sub> also was associated with adverse health effects at concentrations that were at or below the current EU limit values [15]

It is much more difficult for local action to impact on pm<sub>2.5</sub> pollution as a smaller proportion than other pollutants is locally derived. Control is a regional rather than local concern due to their ability to be carried from source over long ranges in the atmosphere. 50-55% of average levels have been found to be due to UK emissions, the remainder originating largely from NW Europe carried on easterly winds [16]. As a consequence proportionately higher levels are found in south east England than other areas of the UK. Defra estimate 35% of pm 2.5 at urban background locations is locally derived [17].

Whilst the action plan measures are primarily aimed at reducing the exposure of residents within the AQMA to NO<sub>2</sub>, the initiatives within it will have a positive effect on the reduction of particulates, and other air pollutants such as ozone, which will have wider benefits for public health. The initiatives will also help to reduce the exposure of drivers to air pollutants. Studies have shown that some drivers, depending on the vehicle, are exposed to twice the level of NO<sub>2</sub> and four times the level of particulates than pedestrians at a given location.

The specific health effects depend on the pollutant. Short-term exposure to NO<sub>2</sub> can cause irritation and inflammation of the airways, leading to reduced lung function. NO<sub>2</sub> also contributes to the formation of secondary particles and ground level ozone, both of which are associated with cardiovascular and respiratory health effects. Fine particles (pm<sub>10</sub>) are small enough to enter the deepest part of the lungs, without being visible or smelt and the very finest can migrate from the lungs into the blood vessels. Particulate matter has been listed as a Class 1 carcinogen. Children, older people and those with heart conditions or respiratory conditions such as asthma and bronchitis are more susceptible than average to the effects of air pollution. There is also evidence of an impact on the development children's lungs and effects on the unborn child.

In addition to human health effects, air pollution has a detrimental effect on our biodiversity, crops and water quality.

## 6.2 Sources of air pollutants

Nitrous oxides (NO<sub>x</sub>) containing nitric oxide (NO) and NO<sub>2</sub> are emitted during all combustion processes in air. NO subsequently reacts with ozone to produce NO<sub>2</sub>, a colourless and odourless gas. In the absence of significant

industrial sources, the prime source of nitrogen dioxide in the town centre is high volumes of slow moving traffic. A proportion of NO<sub>2</sub> in the air is emitted directly from vehicle exhaust; the remainder is formed through reaction in air following the combustion process.

Fine particle air pollutants consist of solid particles and liquid droplets, either human made or naturally occurring. They consist of chemicals formed in reaction with other pollutants in the air including NO<sub>2</sub> from vehicle exhausts, part burned fuel, and compounds derived from mechanical wear of engine components, the friction of tyres on the road, and from the wear of brake discs and pads. Non traffic sources include construction and industrial processes, combustion and agriculture.

## 7. Emissions within the AQMA

### 7.1 Level of reduction needed

Defra guidance requires that estimating the level of emission reductions in terms of a percentage to meet the NO<sub>2</sub> (nitrogen dioxide) objective should be based on levels of NO<sub>x</sub> (nitrogen oxides) due to local road traffic alone and excluding other sources. This is because the primary emissions source from vehicle exhausts is NO<sub>x</sub>, part of which is NO<sub>2</sub>, and there is a non linear relationship between NO<sub>x</sub> and NO<sub>2</sub> concentrations. The proportion depends on the composition of road traffic, and the extent of oxidation in the atmosphere. A method for calculating the reduction in road NO<sub>x</sub> is set out in TG(09) and uses the difference between the local background concentrations of NO<sub>x</sub> for the year of interest and the total NO<sub>x</sub> monitored levels. The percentage reduction is calculated from the road NO<sub>x</sub> which would give a total NO<sub>2</sub> concentration of 40 µg/m<sup>3</sup>

The level of reduction has been based on the latest year when the tubes showed the greatest exceedances of the objective at the four junctions of concern, which was 2012. In 2013 two recorded exceedances and two were within 10% of the objective which is the tolerable margin of error. In 2014 two were within 10% of the objective and there were no exceedances. The drivers of growth in traffic within Saffron Walden are the consented but not yet completed developments as set out earlier in the report, and any others that will come forward as part of the revised local plan. In view of the possibility that emission levels may increase in the near future as a result of traffic growth, mitigation measures are needed to ensure any increase is minimised.

Reductions in emissions at the junctions to the scale shown in Table 4 will be needed, based on 2012 monitoring and background levels. Note tube UT001 recorded levels within 10% less than the objective, TG(09) requires the objective level of 40 at the nearest receptor to be used in the calculation, therefore no reduction has been input. The receptor is taken as the façade of a residential property.

**Table 4: Reduction in NOx needed**

Tube	Junction	Road NOx	Measured NO2	Reduction in NOx
UT004	Bridge St/Castle St	66.5	47.5	17%
UT028	Debden Road/London Road	69.4	45.9	14%
UT005	Thaxted Road/Radwinter Road	56.3	46.1	3%
UT001	High Street/ George Street	-	38.7	-

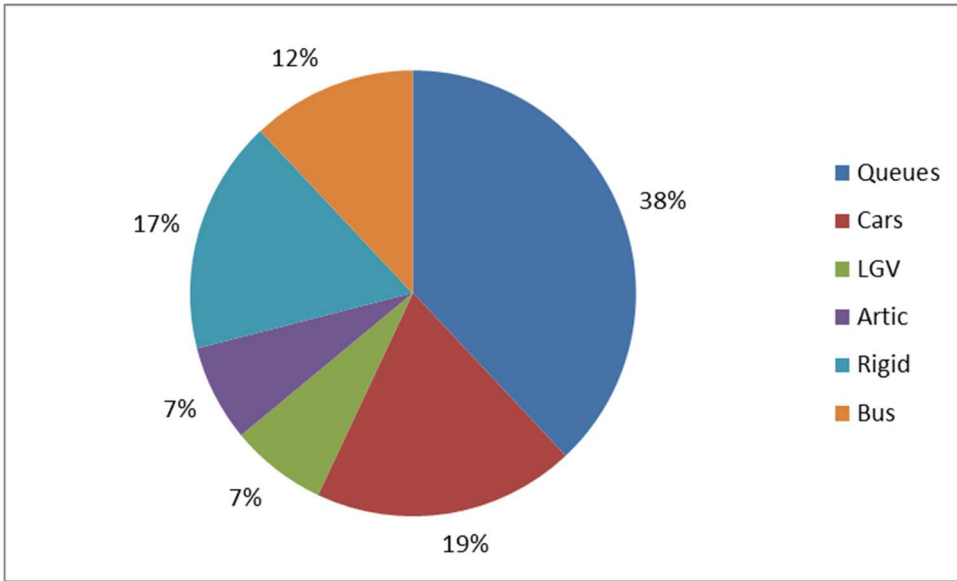
## 7.2 Source apportionment

Apportionment of the contribution from various sources of NO<sub>2</sub> can be indicative only, as concentrations include contributions from both directly emitted NO<sub>2</sub> and secondary NO<sub>2</sub> formed in the atmosphere by oxidation of NO. The relationship is not linear and is complicated by variations from one location to another and background levels at the location. Primary emissions are influenced by the local fleet composition including fuel type and age of vehicle, and traffic conditions at each junction. .

However, following on from the UDC Action Plan of 2009, ECC commissioned Mouchel Ltd [18] to investigate air quality in baseline conditions and possible transport improvements required in Saffron Walden as part of future action planning. The report included source apportionment work which had been undertaken at the High Street junction with George Street. The results were considered to be illustrative of a wider area and determined that NO<sub>2</sub> emissions from HGVs contribute 24%, light goods vehicles 7%, buses 12% and cars 19%. 38% of emissions were found to be due to queuing traffic at the junction. The figures indicate the disproportionate impact of buses and HGV's on emissions. From traffic surveys submitted with planning applications, buses and HGV's make up just 3% of the fleet and on some routes less. An increase in either would have a more significant impact on emissions than an increase in cars on the roads.

**Figure 5: Source apportionment**





## Appendices

### A.1 Action Plan 2009

The following measures were approved by UDC to address exceedances of the NO<sub>2</sub> objective in the three small AQMAs which have subsequently been revoked:

- School travel plans
- Business travel plans
- Improving public transport
- Junction improvements at the three junctions on which the AQMAs were centred
- Signage to car parks
- Development of a Sustainable Distribution Strategy to address movements of HGVs

**Table 5: 2009 Actions**

2009 Measure	Progress 2011	Progress 2013
School travel plans	School travel team at ECC disbanded	
Business travel plans	UDC travel plan being developed	UDC travel plan implemented, additional cycle storage
Improving public transport and non-car travel	Improvements at Audley End Station to enhance bus service. Proposal for cycle path to station.	Cycle/pedestrian path under design by ECC
Junction improvements to ease congestion	Air quality model commissioned by ECC, sec 106 funding secured for congestion reducing schemes	Highway impact assessment of draft Local Plan proposals, outcome dependant on adoption of LP
Signage to car parks	No progress	New signage provided, further signage as new developments completed
Sustainable distribution strategy to address movements of HGVs	No progress	Vehicle activated sign on weight limit road entry to town from north

## A.2 Legislative Framework

The Environment Act (1995) requires UK government to produce a national Air Quality Strategy (AQS)[19] the most recent of which was published in 2007,

and which contains standards based on EU limits for levels of major air pollutants related to concentrations of the pollutant at or below which risks to public health would be exceedingly small.

The standards are the subject of regulations [20] which set out Air Quality Objectives (AQOs), effectively policy targets of maximum ambient pollutant concentrations that are not to be exceeded either without exception or with a permitted number of exceedances over a specified timescale, and a date by which they should be achieved and maintained thereafter.

Local Authorities (LAs) are required to periodically review and assess air quality within their area of jurisdiction under a system of Local Air Quality Management (LAQM). This process involves considering present and likely future air quality against the objectives. If it is predicted that levels at sensitive locations where members of the public are regularly present for the relevant averaging period are likely to be exceeded, the LA is required to declare an AQMA and develop an action plan to tackle the problems.

The review and assessment requires the production of reports on annual progress, updating and screening assessments every three years, and detailed assessment of areas where breaches of the objectives are likely to occur. The pollutant types and thresholds are identified in Table 1. It is the exceedances of the annual mean UK objective for NO<sub>2</sub> close to some junctions which has led to the Saffron Walden AQMA being declared.

The objectives only apply where members of the public are likely to be regularly present for the averaging time of the objective. The annual mean objectives apply to all locations where the public may be regularly exposed including the building facades of residential properties. The 1 hour mean objective applies to all locations where the public may be likely to stay for 1 hour or more such as a shopping street, and measurements have shown that it is unlikely to be exceeded unless the annual mean NO<sub>2</sub> concentration is greater than 60 µg/m<sup>3</sup>

**Table 6: Air Quality objectives for the purpose of Local Air Quality Management in England.**

Pollutant	Limit Value	Measured as	Date to be achieved by and maintained thereafter
<b>Benzene</b>	5.00 $\mu\text{g}/\text{m}^3$	Running annual mean	01.01.2005
<b>Carbon monoxide</b>	10.0 $\text{mg}/\text{m}^3$	Running 8-hour mean	01.01.2005
<b>Lead</b>	0.5 $\mu\text{g}/\text{m}^3$	Annual mean	01.01.2005
<b>Nitrogen Dioxide</b>	200 $\mu\text{g}/\text{m}^3$ not to be exceeded more than 18 times a year	1-hour mean	01.01.2010
	40 $\mu\text{g}/\text{m}^3$	Annual mean	01.01.2010
<b>Particles (PM<sub>10</sub>) (gravimetric)</b>	50 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 35 times a year	24-hour mean	01.01.2005
	40 $\mu\text{g}/\text{m}^3$	Annual mean	01.01.2005
<b>Sulphur dioxide</b>	350 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 24 times a year	1-hour mean	01.01.2005
	125 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 3 times a year	24-hour mean	01.01.2005

#### Other objectives

Pollutant	Target	Measured as
Pm 2.5	25 by 2020	Annual mean
Ozone	100 $\mu\text{g}/\text{m}^3$ not more than 25 annual exceedances	Daily 8hr mean

UK Government obtained an extension for meeting the EU legally binding air quality limit value for NO<sub>2</sub>, the same value as the objective, to 2015, and has found meeting the limit challenging in most regions of the UK, as the largest source of this pollutant is road transport. The European Commission has formally launched infringement proceedings with a requirement to produce a new national action plan. Defra views the role of local authorities central to achieving the objectives. It should be noted that discretionary power in Part 2 of the **Localism Act 2011** enables the Government to require responsible authorities to pay all or part of an infringement fine.

### A 3: SW Nitrogen Dioxide Diffusion Tube & monitor data 2007-2014

Site ID	Location	Annual Mean Concentrations ( $\mu\text{g m}^{-3}$ ) Tubes data adjusted for Bias							
		2008 (Bias Factor 1.36)	2009 (Bias Factor 0.92)	2010 (Bias Factor 0.95)	2011 (Bias Factor 0.80)	2012 (Bias Factor 0.90)	2013 (Bias Factor 0.97)	2014 (Bias Factor 0.87)	2015 (Bias Factor 0.81)
UT001	PO High Street	<b>42.9</b>	<b>40</b>	<b>47.22</b>	36.6	38.67	38.9	33.1	36.35
UT003	Gibson Gardens (BG)	17.9	18	20.29	14.1	15.74	16	13.7	12.26
UT004	YHA Bridge St	<b>45.2</b>	<b>44</b>	<b>48.61</b>	38.4	<b>47.51</b>	<b>42.7</b>	37.3	<b>42.17</b>
UT005	Thaxted Road/East St	<b>53.4</b>	<b>50</b>	<b>57.66</b>	<b>43.1</b>	<b>46.08</b>	36.2	38.6	<b>41.17</b>
UT011	33 High Street	37.1	37	<b>41.53</b>	30.7	33.57	34.4	30.6	32.9
UT012	Town Hall Market Sq	25.0	22	25.41	18.2	21.14	21	19	18.52
UT013,14/ 27 coloc mean	Fire Station Hill Street	-	25	29.10	21.2	22.68	25	22.1	21.44
UT028	London Road	<b>47.7</b>	<b>43</b>	<b>50.00</b>	<b>40.7</b>	<b>45.87</b>	<b>41.3</b>	35	37.96
UT029	Debden Road	-	-	32.75	23.0	30.02	27.3	25	21.58
UT030	Friends School	-	-	36.95	25.3	26.91	30.7	27.2	29.01
UT031	Peaslands Rd	-	-	-	-	-	23.8	22	22
UT032	Borough Lane	-					19.5	16.9	16.79
UT036	Church Street	-						20.8	21.63
UT037	Castle Street	-						24.1	24.19
Monitoring station	Fire station Hill Street	27.7	24.7	30	22.3	22.9	23.7	22.9	22.13

NB. Exceedances are shown in bold

## References

- [1] Local Air Quality Management Policy Guidance, Defra 2016
- [2] Emission standards defined in a series of EU directives
- [3] Census 2011
- [4] Local Air Quality Management Technical Guidance, Defra 2016
- [5] National Planning Policy Framework (2012), DCLG.
- [6] National Planning Practice Guidance DCLG
- [7] Essex Transport Strategy, Essex County Council, June 2011
- [8] Essex Highways, Uttlesford Cycle Strategy, October 2014
- [9] Assessment of Uttlesford District's Local Plan on Air Quality in Saffron Walden Nitrogen dioxide dispersion modelling report. Jacobs October 2013
- [10] Uttlesford Draft Local Plan: Highway Impact Assessment of Draft Local Plan to 2031 Essex Highways March 2014
- [11] Committee on the Medical Effects of Air Pollution : The mortality effects on long term exposure to particulate air pollution in the United Kingdom 2010, Statement on the term average concentrations of nitrogen dioxide 2015
- [12] Understanding the health impacts for air pollution in London Kings College 2015
- [13] House of Commons Environmental Audit Committee Action on Air Quality November 2014
- [14] Public Health Outcomes Framework data tool 2013
- [15] Estimating Local Mortality Burdens associated with particulate air pollution Public Health England, April 2014
- [16] Air Quality Expert Group: mitigation of UK pm 2.5 concentrations, 2013
- [17] Public Health Impacts and Local Action, Defra 2013
- [18] Air Quality Dispersion Modelling of Saffron Walden AQMAs, Mouchel 2011
- [19] Air Quality Strategy for England, Scotland, Wales and NI, Defra 2007
- [20] Air Quality Standards Regulations (2010) HMSO

## Glossary

AQAP	Air quality action plan
AQMA	Air Quality Management Area
AQO	Air Quality Objective
COMEAP	Committee on the Medical Effects of Air Pollution
Defra	Department for Environment, Food and Rural Affairs
ECC	Essex County Council
LAQM	Local Air Quality Management
LEV	Low emission vehicle
NO	Nitric oxide
NO <sub>2</sub>	Nitrogen dioxide
NO <sub>x</sub>	Nitrogen oxides, which include nitrogen dioxide and nitric oxide
PG (16)	Local Air Quality Management Policy Guidance, Defra 2016
TG (16)	Local Air Quality Management Technical Guidance, Defra 2016







# Saffron Walden Air Quality Draft Action Plan

Appendix 4 to draft air quality action plan : report on the public consultation

May 2016



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# 1. Executive summary

In common with many other market towns with growing populations, Saffron Walden suffers from traffic congestion and associated air pollution. Local authorities are required to assess air quality within their districts, and if any air quality objective is not likely to be achieved an Air Quality Management Area (AQMA) to cover the affected area must be declared. An Action Plan must then be developed outlining measures aimed at improving air quality and maintain levels below the objective for the 5 year life of the plan.

UDC last produced an Air Quality Action Plan in 2009. Subsequent to further monitoring, a larger air quality management area has been designated to cover the central area of the town.

A further draft Action Plan has now been produced. This was made available to residents and statutory consultees who were asked to comment on the plan and the proposed measures which aim to reduce pollution levels within the Air Quality Management Area (AQMA).

In order to obtain as wide a body of opinion as possible the consultation was made available as an online survey and as paper feedback forms which could be collected from a number of points across the district. The consultation was additionally included as part of the Spring 2016 survey distributed to members of the council's dedicated citizens panel.

## Air Quality Action Plan

Below is a list of the Air Quality Action Plan measures proposed by Uttlesford District Council.

Further information is available in the draft Air Quality Action Plan document. Links to the full document and to sections of the Action Plan which relate to the questionnaire may be found on the Uttlesford District Council website at: [www.uttlesford.gov.uk/aqconsultation](http://www.uttlesford.gov.uk/aqconsultation)

Alternatively, paper copies of the draft Air Quality Action Plan may be viewed at the Council Offices in Saffron Walden, the Community Information Centres at Great Dunmow Library and at 7 Town Street, Thaxted.

Q1 For each Action Plan measure, please answer if you agree that the measure will be effective in improving air quality in Saffron Walden (Please select one option for each measure).

	Yes, I agree	No, I disagree	No opinion
1.To develop new policies where needed or transfer existing policies to the new Local Plan* which will seek to minimise the impact of air quality on the health of local communities and the environment. (*The Local Plan provides the basis for all planning decisions within the district.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2.To produce a publicly available Technical Guidance document for air quality.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.To work with Essex County Council (ECC) to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.To increase cycle storage on Uttlesford District Council (UDC) land in Saffron Walden where practical to do so.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses to develop and promote those plans.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved access to superfast broadband.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## Results summary

The results from all consultation streams have been combined to provide an overview of public and statutory consultee opinion of the Saffron Walden Air Quality Draft Action Plan.

For the purposes of the consultation, residents and statutory consultees were asked to comment on these actions, which focus on improving transport infrastructure, encouraging residents and businesses to reduce car use or switch to non-car travel, and encouraging the uptake of low emission vehicles, amongst other proposals. The coalesced results across all survey strands - from the public, statutory consultees and the Citizens Panel survey - are given below:

## Results priorities

### Action plan measures

Consultees were asked to agree or disagree with a basket of 22 proposed measures. Overall all measures received approval, although for some there were also a relatively high levels of disapproval registered. The three most popular measures and the corresponding least popular ones are ranked in the tables below.

<b>Most popular proposed measures</b>	<b>Yes, I agree</b>	<b>No, I disagree</b>	<b>Opinion difference</b>
13.To support ECC in their work with bus service providers to offer integrated and accessible services, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	87.13%	4.78%	+82.35%
18. To encourage ECC to set standards for new and existing buses under contract operating within the town.	83.21%	7.30%	+75.91%
19.To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles.	82.35%	7.72%	+74.63%

<b>Least popular proposed measures</b>	<b>Yes, I agree</b>	<b>No, I disagree</b>	<b>Opinion difference</b>
9.To support targeted enforcement of parking restrictions on main routes through the town centre.	48.72%	40.66%	+8.06%
8.To work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan. These measures to include potential changes to junction configurations and signal controls, control of parking measures on main routes through Saffron Walden, and access into the centre of the town by HGVs.	48.18%	43.43%	+4.75%
16.To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards.	46.15%	37.00%	+9.15%

Those responding to the consultation were additionally asked to submit supporting comments on a number of points. A large number of open text responses were received and these are reported in full in an Excel workbook which is available separately. The headline results as indicative of the opinion expressed by the largest number of those who responded to each of these question areas are given below.

*Percentage is based on number of participants who submitted a response to Q2 in Public Air Quality Survey and Q 3 in Citizens Panel Survey. Note that some respondents included several categories of response in their comment. Consequently the percentages do not add up to 100%*

Comment area	Headline comment summary (top three by percentage return)
Q2 If there are further measures that you would like to see included to reduce emissions from traffic, please provide details	Restrict housing development (10.7%) Disagree with proposals (10.1%) Stop housing development on east side (10.1%)

*Percentage is based on number of participants who submitted a response to Q3 in Public Air Quality Survey and Q4 in Citizens Panel Survey. Note that some respondents included several categories of response in their comment. Consequently the percentages do not add up to 100%*

Comment area	Headline comment summary (top three by percentage return)
Q3 If there are further measures that you would like to see included to reduce exposure to air pollution, please provide details	Improve cycling facilities (21.51%) Improve public transport (15.05%) Ban HGVs from town centre (12.09%)

*Percentage is based on number of participants who submitted a response to Q4 in Public Air Quality Survey and Q5 in Citizens Panel Survey. Note that some respondents included several categories of response in their comment. Consequently the percentages do not add up to 100%*

Comment area	Headline comment summary (top three by percentage return)
Q4 If there are further measures that you would like to see included to encourage walking, cycling and use of public transport, please provide details	Improve public transport (28.80%) Improve/promote cycle paths (26.40%) Develop footpath access to Audley End (4.00%) and [Improve] Pavements and crossings (5.60%)

*Percentage is based on number of participants who submitted a response to Q5 in Public Air Quality Survey and Q6 in Citizens Panel Survey. Note that some respondents included several categories of response in their comment. Consequently the percentages do not add up to 100%*

Comment area	Headline comment summary (top three by percentage return)
Q5 If you have read the draft document, in your opinion, does the report contain sufficient information in a format which is readily understood by the public? If "No", please explain	Confusing language (21.5%) Not enough detail (16.9%) Insufficient clarity (13.8%)

*Percentage is based on number of participants who submitted a response to Q6 in Public Air Quality Survey and Q7 in Citizens Panel Survey. Note that some respondents included several categories of response in their comment. Consequently the percentages do not add up to 100%*

Comment area	Headline comment summary (top three by percentage return)
Q6 If you have any other relevant comments including views or information on the costs and benefits related to the proposed measures, please provide details	Comments too widely spread to report a headline via. See Excel workbook of comments which is available separately.

## Results priority analysis

The previous Air Quality Action Plan, approved in 2009, contained a different set of outputs making direct comparison between consultation feedback on that document and this current draft plan difficult. The results of the present consultation are accordingly taken as standing alone and as a direct reflection of the document that was put before public and statutory consultees.

### Action Plan measures:

Across the whole body of measures approved there was general approval with no headline result indicating overall disapproval or abstention. There was, though, in a number of cases some significant concern raised with a number of the measures and this is reflected in the relatively high negative feedback which, in many cases is reflected in the open text responses.

Overall, opportunities to work collaboratively with Essex County Council and other providers to integrate buses and sustainable vehicles into the transport network received the most support. Measure 13 "To support ECC in their work with bus service providers to offer integrated and accessible services, high quality facilities, and a frequent and reliable service" received the greatest general support with 87.13% of respondents agreeing with it. This was closely followed by measure 18 "To encourage ECC to set standards for new and existing buses under contract operating within the town" which warranted 83.21% support and measure 19 "To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles" (82.25% support).

By comparison, proposals to enforce parking restrictions, reduce congestion and preferential charging for low emission vehicles all received relatively low levels of approbation. Measure 16 "To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards" was given only 46.15% support and measure 8 "To



work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan” gained just marginally more with 48.18%. Similarly, measure 9 “To support targeted enforcement of parking restrictions on main routes through the town centre” was approved by 48.72% of respondents.

Those measures that received low levels of support also saw a correspondingly high proportion of those offering an opinion voicing their disapproval for the proposed actions. So, measure 8 saw 43.43% disagreement; measure 9 40.66% and measure 16, was not supported by 37.00%.

## Additional comments

Those responding to the consultation were additionally asked to submit supporting comments.. A large number of open text responses were received and these have been analysed and grouped thematically to provide a hierarchy or coalesced opinion. For each of the five open text comment options the most popular comment areas are show on the tables at page 7 and 8 of this report. It should be noted that a number of respondees chose to submit a standardised response provided by a local residents group. Whilst offering comment on a number of areas covered by the consultation, this standardised response also referred to measures not included in the draft plan. Full details of all comments are reported in an Excel workbook which is available separately.

## 2. Purpose methodology

The council is obliged to consult with the residents of the district and statutory consultees when setting out an Air Quality Action Plan. The results of this consultation will inform the decisions made by officers and councillors when formulating the content of the plan and the relevant management actions.

For the consultation a multi-directional approach was taken comprising a survey available to all residents as both an online and paper questionnaire together with targeted emails to statutory consultees and key local interest. A copy of the survey was also included in the spring Citizens Panel questionnaire.

The consultation was run over the period 19 January to 8 April 2016. Respondents were asked to indicate their agreement or disagreement with a portfolio of 22 proposed Air Quality Action Plan measures and to comment on the coverage of report in general.

The following consultative methods were employed, in all cases the same questions were asked:

- Targeted invitation to the consultation sent out to statutory consultees and local interest groups.
- Open public consultation. The survey was promoted on the council's website from 19 January to 8 April via an interactive form using the Snap 11 consultation platform. Paper copies were also distributed to the council's main contact points at the Great Dunmow Library, Thaxted CIC and the CSC in Saffron Walden.
- The Air Quality Action Plan questions were also included as part of Uttlesford Voices 12, the half yearly consultation questionnaire sent out to members of the Uttlesford Citizens Panel.

General promotion was carried out with direct mailings to the members of the Citizens Panel, a press release, exposure via the council's social media channels and prominent home feature promotion on the council's website.

By the close of the consultation period, 146 submissions had been received from the public and statutory consultees and 142 by members of the Citizens Panel. It should be remembered that not all respondents chose to answer all of the questions and that in a small number cases residents opted to submit a statement rather than selecting any of the stated spending options.

## 3. Survey results, detailed findings

### 3.1 Survey results across all steams

The results for each of the different consultation streams – telephone survey, public consultation and Citizens Panel survey – are reported below.

#### 3.1.1 Public and statutory consultee survey results summary

A total of 146 submissions had been received from the public and statutory consultees.

Key results from the survey are as follows:

*The headline priority for each action point is shaded in light red*

Proposed measure	Yes, I agree	No, I disagree	No opinion
1. To develop new policies where needed or transfer existing policies to the new Local Plan* which will seek to minimise the impact of air quality on the health of local communities and the environment. (*The Local Plan provides the basis for all planning decisions within the district.)	56.80%	27.30%	15.80%
2. To produce a publicly available Technical Guidance document for air quality.	74.50%	13.90%	11.70%
3. To work with Essex County Council (ECC) to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	73.00%	20.60%	6.40%
4. To increase cycle storage on Uttlesford District Council (UDC) land in Saffron Walden where practical to do so.	67.90%	17.10%	15.00%
5. To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses to develop and promote those plans.	76.80%	12.30%	10.90%
6. To support the extension of phone signal coverage and broadband service to all parts of the	77.90%	11.40%	10.70%

district and enable improved access to superfast broadband.			
7. To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted.	32.10%	65.70%	2.10%
8. To work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan. These measures to include potential changes to junction configurations and signal controls, control of parking measures on main routes through Saffron Walden, and access into the centre of the town by HGVs.	22.10%	77.10%	0.70%
9. To support targeted enforcement of parking restrictions on main routes through the town centre.	34.50%	61.90%	3.60%
10. To provide good signage to Swan Meadow car park, new amenities, leisure centre, food stores and Audley End.	71.50%	16.10%	12.40%
11. To review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities.	61.20%	15.80%	23.00%
12. To pursue options to install renewable energy technologies at suitable sites within the town, to review UDC fleet and building emissions.	78.70%	11.30%	9.90%
13. To support ECC in their work with bus service providers to offer integrated and accessible services, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	88.60%	7.10%	4.30%
14. To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns.	76.40%	11.40%	12.10%
15. To provide advice and raise awareness of car sharing and associated database software available to employers.	69.10%	17.30%	13.70%
16. To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards.	48.60%	41.40%	10.00%
17. To engage with the Uttlesford licensed operators' forum with the aim of introducing	77.50%	14.80%	7.70%

emission controls for licensed taxis operating within Saffron Walden.			
18. To encourage ECC to set standards for new and existing buses under contract operating within the town.	86.50%	8.50%	5.00%
19. To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles.	84.30%	9.30%	6.40%
20. Extended provision of fast charge electric charging points on UDC owned parking spaces in the town.	60.40%	20.90%	18.70%
21. To work with ECC on introducing delivery time restrictions to High Street SW.	70.90%	22.70%	6.40%
22. To carry out additional monitoring of nitrogen dioxide (NO2) on the southern approach to High St/George St junction and review need for real time data. <a href="#">Read more&gt;&gt;</a>	84.50%	8.50%	7.00%

Q5 If you have read the draft document, in your opinion, does the report contain sufficient information in a format which is readily understood by the public?		
Yes	No	Don't know
28.20%	52.70%	22.90%

Q5 If "Organisation" would you please tell us the name of the organisation that you represent?
Castle St Residents Association Stop Stansted Expansion Stansted Airport <b>Sustainable Uttlesford</b>

### 3.1.2 Citizens panel survey results summary

A total of 142 submissions had been received from the citizens panel.

Key results from the survey are as follows:

*The headline priority for each action point is shaded in light red*

Proposed measure	Yes, I agree	No, I disagree	No opinion
1. To develop new policies where needed or transfer existing policies to the new Local Plan* which will seek to minimise the impact of air quality on the health of local communities and the environment. *The Local Plan provides the basis for all planning decisions within the district.)	71.1%	4.4%	24.4%
2. To produce a publicly available Technical Guidance document for air quality.	70.4%	5.9%	23.7%
3. To work with Essex County Council (ECC) to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	73.7%	10.9%	15.3%
4. To increase cycle storage on Uttlesford District Council (UDC) land in Saffron Walden where practical to do so.	65.7%	9.0%	25.4%
5. To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses to develop and promote those plans.	85.2%	5.2%	9.6%
6. To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved access to superfast broadband.	82.1%	3.7%	14.2%
7. To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted.	83.0%	5.9%	11.1%
8. To work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan. These measures to include potential changes to junction configurations and signal controls, control of parking measures on main routes through Saffron Walden, and	75.4%	8.2%	16.4%

access into the centre of the town by HGVs.			
9. To support targeted enforcement of parking restrictions on main routes through the town centre.	63.4%	18.7%	17.9%
10. To provide good signage to Swan Meadow car park, new amenities, leisure centre, food stores and Audley End.	59.8%	9.1%	31.1%
11. To review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities.	51.5%	9.1%	39.4%
12. To pursue options to install renewable energy technologies at suitable sites within the town, to review UDC fleet and building emissions.	66.4%	9.9%	23.7%
13. To support ECC in their work with bus service providers to offer integrated and accessible services, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	85.6%	2.3%	12.1%
14. To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns.	63.8%	13.1%	23.1%
15. To provide advice and raise awareness of car sharing and associated database software available to employers.	53.4%	12.0%	34.6%
16. To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards.	43.6%	32.3%	24.1%
17. To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within Saffron Walden.	69.9%	11.3%	18.8%
18. To encourage ECC to set standards for new and existing buses under contract operating within the town.	79.7%	6.0%	14.3%
19. To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles.	80.3%	6.1%	13.6%
20. Extended provision of fast charge electric charging points on UDC owned parking spaces	55.6%	12.0%	32.3%



in the town.			
21.To work with ECC on introducing delivery time restrictions to High Street SW.	57.8%	18.0%	24.2%
22. To carry out additional monitoring of nitrogen dioxide (NO2) on the southern approach to High St/George St junction and review need for real time data. Read more>>	62.9%	8.3%	28.8%

Q5 If you have read the draft document, in your opinion, does the report contain sufficient information in a format which is readily understood by the public?		
Yes	No	Don't know
42.20%	8.8%%	49.00%

### 3.2. Results analysis across all streams

This analysis comments on whether the responses received from public respondents are similar or different to those received via other consultation channels. Results are broadly in line with the views of residents across all consultation streams with only a variation in feedback rates against the proposed measures 7, 8 and 9. Public and statutory consultees disagreed with measures “To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted” (65.70% disapproval), “To work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan” (77.10% disapproval) and “To support targeted enforcement of parking restrictions on main routes through the town centre” (61.90% disapproval) by relatively wide margins.

By comparison, members of the citizens panel endorsed these same measures with high levels of approval. These can be summarised as: “To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted” (83.0% approval), “To work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan” (75.4% approval) and “To support targeted enforcement of parking restrictions on main routes through the town centre” (63.4% approval).

Given the high levels of approval from panellists generally the combined results accordingly show an overall opinion in favour of all measures, but with correspondingly relatively low rates of overall approval for a small number of measures, as noted above.

Comparative analysis of open text comments is difficult given the varied nature of the responses. All responses can be seen in an Excel workbook which is available separately.

*The headline priority for each action point is shaded in light red*

<b>Proposed measure</b>	<b>Yes, I agree</b>	<b>No, I disagree</b>	<b>No opinion</b>
1. To develop new policies where needed or transfer existing policies to the new Local Plan* which will seek to minimise the impact of air quality on the health of local communities and the environment. (*The Local Plan provides the basis for all planning decisions within the district.)	63.87%	16.06%	20.07%
2. To produce a publicly available Technical Guidance document for air quality.	72.43%	9.93%	17.65%
3. To work with Essex County Council (ECC) to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	73.38%	15.83%	10.79%
4. To increase cycle storage on Uttlesford District Council (UDC) land in Saffron Walden where practical to do so.	66.79%	13.14%	20.07%
5. To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses to develop and promote those plans.	80.95%	8.79%	10.26%
6. To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved access to superfast broadband.	79.93%	7.66%	12.41%
7. To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted.	57.09%	36.36%	6.55%
8. To work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan. These measures to include potential changes to junction configurations and signal controls, control of parking measures on main routes through Saffron Walden, and access into the centre of the town by HGVs.	48.18%	43.43%	8.39%
9. To support targeted enforcement of parking restrictions on main routes through the town centre.	48.72%	40.66%	10.62%
10. To provide good signage to Swan Meadow car park, new amenities, leisure centre, food	65.80%	12.64%	21.56%

stores and Audley End.			
11. To review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities.	56.46%	12.55%	31.00%
12. To pursue options to install renewable energy technologies at suitable sites within the town, to review UDC fleet and building emissions.	72.79%	10.66%	16.54%
13. To support ECC in their work with bus service providers to offer integrated and accessible services, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	87.13%	4.78%	8.09%
14. To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns.	70.37%	12.22%	17.41%
15. To provide advice and raise awareness of car sharing and associated database software available to employers.	61.40%	14.71%	23.90%
16. To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards.	46.15%	37.00%	16.85%
17. To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within Saffron Walden.	73.82%	13.09%	13.09%
18. To encourage ECC to set standards for new and existing buses under contract operating within the town.	83.21%	7.30%	9.49%
19. To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles.	82.35%	7.72%	9.93%
20. Extended provision of fast charge electric charging points on UDC owned parking spaces in the town.	58.09%	16.54%	25.37%
21. To work with ECC on introducing delivery time restrictions to High Street SW.	64.68%	20.45%	14.87%
22. To carry out additional monitoring of nitrogen dioxide (NO <sub>2</sub> ) on the southern approach to High St/George St junction and review need for real time data. <a href="#">Read more&gt;&gt;</a>	74.09%	8.39%	17.52%

## **4. Appendices**

### **4.1 Open text responses received**

Text responses were provided either in answer to the open text questions, or by separate letter/email. These comments have been collated into an Excel workbook which is available separately.

## 4.2 Questionnaire

Questionnaire forms for the public and Citizens Panel followed an identical format.

Uttlesford District Council

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Resident Business Your Council Public Notices

Council Tax & Benefits Planning & Building Control Community, Safety, & Health Recycling & Waste Housing & Environmental Health Street Scene & Parking

You are in: Resident > Housing & Environmental Health > Environmental Health > Air Pollution > Air Quality - Draft Action Plan Consultation

Resident

### Air Quality - Draft Action Plan Consultation

#### Uttlesford District Council Air Quality Consultation January 2016

#### Air Quality Action Plan

Below is a list of the Air Quality Action Plan measures proposed by Uttlesford District Council.

Further information is available in the draft Air Quality Action Plan document. Links to the full document and to sections of the Action Plan which relate to the questionnaire may also be found on the Uttlesford District Council website at: [www.uttlesford.gov.uk/aqconsultation](http://www.uttlesford.gov.uk/aqconsultation)

Alternatively, paper copies of the draft Air Quality Action Plan may be viewed at the Council Offices in Saffron Walden, the Community Information Centres at Great Dunmow Library and at 7 Town Street, Thaxted.

Q1 For each Action Plan measure, please answer if you agree that the measure will be effective in improving air quality in Saffron Walden (Please select one option for each measure).

	Yes, I agree	No, I disagree	No opinion
1.To develop new policies where needed or transfer existing policies to the new Local Plan* which will seek to minimise the impact of air quality on the health of local communities and the environment. (*The Local Plan provides the basis for all planning decisions within the district.) <a href="#">Read more&gt;&gt;</a>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2.To produce a publicly available Technical Guidance document for air quality. <a href="#">Read more&gt;&gt;</a>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3.To work with Essex County Council (ECC) to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available. <a href="#">Read more&gt;&gt;</a>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4.To increase cycle storage on Uttlesford District Council (UDC) land in Saffron Walden where practical to do so. <a href="#">Read more&gt;&gt;</a>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5.To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses to develop and promote those plans. <a href="#">Read more&gt;&gt;</a>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6.To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved access to superfast broadband. <a href="#">Read more&gt;&gt;</a>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7.To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted. <a href="#">Read more&gt;&gt;</a>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

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## Uttlesford District Council Air Quality Consultation January 2016



**London Road  
Saffron Walden  
Essex CB11 4ER**

**January 2016**

In common with many other market towns with growing populations, Saffron Walden suffers from traffic congestion and associated air pollution. Uttlesford District Council last produced an Air Quality Action Plan in 2009 to tackle poor air quality. Subsequently, a larger air quality management area has been set up to cover the central area of the town.

A further draft Action Plan has been developed outlining measures aimed at improving air quality in Saffron Walden over the life of the plan. The Council would like to give all those interested the opportunity to contribute to the Action Plan. The results from this survey will be combined with other consultation work and will help to finalise an Action Plan for adoption later in 2016.

Links to the relevant sections of the draft Action Plan may be found on the Uttlesford District Council website at:

**[www.uttlesford.gov.uk/aqconsultation](http://www.uttlesford.gov.uk/aqconsultation)**

Please consider the draft Action Plan when entering your responses to the questions in the survey. Your comments are welcomed and responses will be valid even if you only answer part of the questionnaire.

The questionnaire should only take about 10 minutes to complete. All the information you provide will be kept entirely confidential. It will only be used by Uttlesford District Council and the main findings from the survey will be published on the council website. However, your own views and opinions will not be passed on to anyone else.

**Please complete this questionnaire by ticking the appropriate box(es) for each question and return your completed questionnaire in the prepaid envelope provided by:**

**Friday 8 April 2016 at 4.30pm**

If you require this publication in an alternative format and/or language or have any questions or queries about this questionnaire, please contact:  
Louise Milns or Bruce Tice at Uttlesford District Council on 01799 510670 or email [consultation@uttlesford.gov.uk](mailto:consultation@uttlesford.gov.uk)

UTTLESFORD DISTRICT COUNCIL

Telephone (01799) 510510      Fax (01799) 510550      Textphone Users 18001  
Email: [uconnect@uttlesford.gov.uk](mailto:uconnect@uttlesford.gov.uk)      Website [www.uttlesford.gov.uk](http://www.uttlesford.gov.uk)

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Below is a list of the Air Quality Action Plan measures proposed by Uttlesford District Council.

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Alternatively, paper copies of the draft Air Quality Action Plan may be viewed at the Council Offices in Saffron Walden, the Community Information Centres at Great Dunmow Library and at 7 Town Street, Thaxted.

**Q1** For each Action Plan measure, please answer if you agree that the measure will be effective in improving air quality in Saffron Walden (Please select one option for each measure).

	Yes, I agree	No, I disagree	No opinion
1.To develop new policies where needed or transfer existing policies to the new Local Plan* which will seek to minimise the impact of air quality on the health of local communities and the environment. (*The Local Plan provides the basis for all planning decisions within the district.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2.To produce a publicly available Technical Guidance document for air quality.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.To work with Essex County Council (ECC) to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.To increase cycle storage on Uttlesford District Council (UDC) land in Saffron Walden where practical to do so.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses to develop and promote those plans.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved access to superfast broadband.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.To carry out further work with ECC Highways to provide a scheme of measures aimed at improving junction capacity as part of the Local Plan, once adopted.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



	Yes, I agree	No, I disagree	No opinion
8.To work with ECC to reduce congestion by a range of measures ahead of the adoption of the Local Plan. These measures to include potential changes to junction configurations and signal controls, control of parking measures on main routes through Saffron Walden, and access into the centre of the town by HGVs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9.To support targeted enforcement of parking restrictions on main routes through the town centre.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10.To provide good signage to Swan Meadow car park, new amenities, leisure centre, food stores and Audley End.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11.To review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12.To pursue options to install renewable energy technologies at suitable sites within the town, to review UDC fleet and building emissions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13.To support ECC in their work with bus service providers to offer integrated and accessible services, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15.To provide advice and raise awareness of car sharing and associated database software available to employers.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16.To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Continued on next page

	Yes, I agree	No, I disagree	No opinion
17.To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within Saffron Walden.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. To encourage ECC to set standards for new and existing buses under contract operating within the town.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19.To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20. Extended provision of fast charge electric charging points on UDC owned parking spaces in the town.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21.To work with ECC on introducing delivery time restrictions to High Street SW.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
22.To carry out additional monitoring of nitrogen dioxide (NO2) on the southern approach to HighSt/George St junction and review need for real time data.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Your Comments**

Q2 If there are further measures that you would like to see included to reduce emissions from traffic, please provide details in the box below:

Q3 If there are further measures that you would like to see included to reduce exposure to air pollution, please provide details in the box below:



Q4 If there are further measures that you would like to see included to encourage walking, cycling and use of public transport, please provide details in the box below:

Q5 If you have read the draft document, in your opinion, does the report contain sufficient information in a format which is readily understood by the public?

Yes                       No                       Don't know

If "No", please explain in the box below:

Q6 If you have any other relevant comments including views or information on the costs and benefits related to the proposed measures, please provide details in the box below:

**About You**

Q7 In what capacity are you responding to this consultation?

Member of Public                       Organisation

Q8 If "Organisation" would you please tell us the name of the organisation that you represent?

Q9 If "Member of Public" please enter your full post code:

**Thank you very much for completing this questionnaire**

Now please return your questionnaire in the prepaid envelope by:

**Friday 8 April 2016 at 4.30pm**

If you require this publication in an alternative format and/or language, please contact us on 01799 510670

## 4.3 Profiling

### Public survey

#### Organisations

Q8	Castle St Residents Association
	Stop Stansted Expansion
	Stansted Airport
	Sustainable Uttlesford

#### Geographical distribution

In total 125 members of the public provided postcode details. These have been plotted to a mapping system and the distribution is shown graphically



## Citizens Panel

The Citizens panel is profiled so as to represent in microcosm then macrocosm of the district for all of the principal protected characteristics and as recorded by the Census 2011 and subsequent revised datasets.

**Committee:** Cabinet  
**Date:** September 2016  
**Title:** Equality Scheme  
**Portfolio Holder:** Cllr Lesley Wells

**Agenda Item**

**17**

Key decision: No

---

### Summary

1. This report considers a new set of objectives and related actions to replace those agreed in 2012.

### Recommendations

2. The draft revised Equality Scheme is approved for the purposes of consultation, and use on an interim basis.

### Financial Implications

3. The objectives and actions are intended to inform how the council prioritises its budget, and does not necessarily imply a requirement for additional resources.

### Background Papers

4. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report.

None

### Impact

- 5.

Communication/Consultation	See body of the report
Community Safety	
Equalities	See body of the report
Health and Safety	
Human Rights/Legal Implications	The Council has a legal obligation to prepare and to publish equality objectives at four-yearly intervals. (Equality Act 2010 (Specific Duties) Regulations 2011)

Sustainability	
Ward-specific impacts	All
Workforce/Workplace	One of the draft revised objectives relates specifically to the council's workforce

## Situation

### Development of Uttlesford District Council's Equality Scheme

6. As part of the Equality Duty, Uttlesford District Council compiled and published a wide variety of equality related data on the 31 January 2012. This is an annual requirement and the data has subsequently been refreshed annually, most recently on 29 January 2016.
7. The Equality Information and the Equality Duty was updated on 31 January 2014. The Public Sector Equality Duty is made up of a general equality duty which is supported by specific duties. Under the terms of the specific duty, the Council had to:
  - Prepare and publish one or more objectives by the 6 April 2012 that will support the council in meeting the requirements of the general Equality Duty
  - Ensure that those objectives are specific and measurable
  - Publish those objectives in such a manner that they are accessible to the public
8. Having consulted on the Single Equality Duty, and having had regard to the aims of the Corporate Plan and the themes of the Local Strategic Partnership the Council identified two objectives as its Local Equality Scheme 2012 to 2015.

### The 2012 Equality Objectives

- a. To develop an improved level of understanding of Uttlesford's community and its needs through data gathering, research and community mapping

Specific Action: Create an Equalities monitoring system that ensures equalities is included in customer service questionnaires and service user surveys, building on the information accessed from the Census and engaging with our community to inform them as to why this information is required.

- b. To continue to work to improve access to and take-up of Council Services by developing engagement across all the protected equality groups.

Specific Action: Continue to support and organise events and projects that promote and celebrate equalities such as the Tenant Forum,

Citizens Panel, Ageing Well Forum, International Day for Older People, LGBT History month, Disability History Month, Community Partnership work around Age, Community Safety, Domestic violence, Hate Crime

9. The council committed to engage with members of the public, voluntary organisations, staff and Trade Unions to demonstrate that their earlier input had informed the objectives, particularly in a community that was recognised to be changing.
10. Under its Equalities Scheme 2012-2015, the council created a monitoring system collecting equalities information from service users, and organised and supported promotional events and projects. The Tenant Forum, Citizen's Panel and community partnership work on the themes of community safety, domestic violence and hate crime continue to be a focus.
11. The Council has acknowledged that it needs to sustain and build on the achievements to date whilst recognising the need to review and refresh its approach having regard to the new assessment framework and the new legislation which came in to existence in 2014, the Equality Standard for Local Government for Local Government. The Council is actively working towards the Achieving level of the Equality Framework for Local Government

### **Revised draft Scheme**

1. We will seek to ensure that we have an awareness of diversity in the community and the particular needs and priorities of minority groups, and take into account the equality impacts in preparing, reviewing and implementing policies and programmes and seek to mitigate any adverse impacts

#### Specific action

- we will review our local tax support scheme annually;
- we will support tenants to cope with welfare reform by providing advice, information and financial information;
- we will use equalities impact assessments
- we will address needs and gaps indicated by reviewing service user information
- we will use toolbox talks and training.

2. We will ensure that equality is central to our thinking as we deliver our corporate plan

#### Specific actions

- we will prepare a health and wellbeing strategy with elements that particularly focus on vulnerable groups;
- we will support those in sheltered housing to maintain good health by increasing physical activity sessions;

- we will keep our HRA capital programme and its resourcing under review, including delivery of a £3.5m planned maintenance programme of investment in the council's housing stock;
  - we will seek to obtain more resources for disabled facilities and home repair assistance grants by developing new approach using a revolving fund.
  - we will develop a voluntary sector support strategy
  - we will carry out an equal pay review
3. We will seek to ensure when consulting with our community that we will endeavour to improve participation and representation of all its constituent elements, having regard to the legally protected characteristics under the Equality Act

Specific actions –

- we will launch a new council tenant engagement initiative “Get involved”
  - we will seek to monitor equalities information when people respond to key consultations
4. We will identify, and where possible address, the root causes of disadvantage and discrimination.

Specific actions –

- we will develop a vulnerable persons strategy based on evidence of need;
  - we will ensure that we meet our safeguarding responsibilities.
  - we will deal with relevant casework in accordance with our housing, homelessness and housing options and housing allocations policies and strategies.
  - we will develop an action plan to address issues of poor quality housing, fuel poverty and slips and falls prevention in private sector rented housing.
  - we will complete our programme of licensed caravan site inspections.
  - we will have regard to the needs of the gypsy and traveller community as part of the new local plan making process
5. We will foster good relations between different groups and communities.

Specific actions

- we will develop a strategy for developing sustainable tenancies and neighbourhoods;
- we will monitor new anti-social behaviour policies and report progress to the Housing Board
- we will participate in the Syrian refugees voluntary resettlement programme.

We will need to consult on this revised draft scheme before confirming its objectives and actions. We will need to coordinate this around other consultation plans.



**Risk Analysis**

Risk	Likelihood	Impact	Mitigating actions
Failure to adopt an up to date scheme could result in challenge to a decision of the council	2 The more likely risk is from failing to take account of an EQulA in making a decision that did have significant equalities impacts	3 A decision could become void	

- 1 = Little or no risk or impact
- 2 = Some risk or impact – action may be necessary.
- 3 = Significant risk or impact – action required
- 4 = Near certainty of risk occurring, catastrophic effect or failure of project.

