

UTTLESFORD DISTRICT COUNCIL LOCAL DEVELOPMENT FRAMEWORK

LOCAL DEVELOPMENT SCHEME

Third Revision – Submitted to Go-East January 2009

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1. Introduction

The Planning and Compulsory Purchase Act came into force on 28 September 2004. This act replaced the old planning system of structure plans, local plans and supplementary planning guidance with a new system of Local Development Frameworks (LDFs) – a series of related documents, which together set out the planning strategy for each local authority area. In June 2008, a new Planning Policy Statement 12 – Creating Strong Safe and Prosperous Communities through Local Spatial Planning and amended regulations were published, introducing further changes to the process of preparing LDFs. Further amendments were introduced by the Planning Act 2008.

This local development scheme is the project plan document for the process of producing an LDF. It has three main functions:

- To provide information on the documents the Council intends to prepare to make up the new planning policy framework and to set out the timescales for preparation.
- To establish the Council's priorities and to allow the Council to programme the work needed to prepare the new plans.
- To set out the timetable for the review of documents.

The local development scheme (LDS) is prepared in consultation with the Government Office for the East of England. The original LDS came into effect from 26 April 2005. The first revision was brought into effect from 19 July 2006 and included changes to the programme, reference to additional documents and some general updating. The second review, brought into effect from 13 December 2006 included changes to the timetable for the Core Strategy to accommodate an extra Issues and Options consultation stage. The Council also agreed consequential amendments to the timetables for the other Development Plan Documents. This third revision will reflect changes in the LDF process introduced in the new PPS 12 and the Planning Act, update the evidence base and also amend the timetables for the production of the key DPDs.

The Council will review the local development scheme every year and update it when necessary.

The LDS is available on the Council's website at <u>www.uttlesford.gov.uk</u>. If you have any queries please contact the local plan policy team on 01799 510461 or 01799 510454. E-mail <u>mjones@uttlesford.gov.uk</u> or <u>snicholas@uttlesford.gov.uk</u>

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2. Terminology

The terms and abbreviations, which are used in this document, are explained below.

AAP	Area Action Plan	These plans will focus on implementation, providing an important mechanism for making sure development is of a suitable scale, mix and quality in key areas of opportunity, change or conservation. No AAPs are proposed in this local development scheme but if necessary they may be included in future revisions.
AMR	Annual Monitoring Report	Authorities are required to produce a monitor each year which reports on the implementation of the local development scheme and the extent to which policies in the development plan documents are being achieved.
DPD	Development Plan Document	These documents are the statutory documents with development plan status. For Uttlesford they will include the core strategy, separate DPDs for site allocations and development control policies. The community will be involved in preparing them and the Planning Inspectorate will independently test them.
LDF	Local Development Framework	The LDF will contain a portfolio of local development documents, which will set out the spatial planning strategy for Uttlesford. This will reflect the community's economic, environmental and social aims for the future of the District where this relates to the use and development of land.
LDD	Local Development Document	The overall term for the separate documents in the LDF
LDS	Local Development Scheme	The LDS sets out the programme for preparing the LDDs
PPGN or PPS	Planning Policy Guidance Note or Planning Policy Statement	Government statements of national planning policy.
RSS	Regional Spatial Strategy	This is prepared by the Regional Planning Body, it will set out the strategic policies for development and use of land in the in the Region. The relevant RSS

		for Uttlesford is the East of England Plan published in May 2008
SCI	Statement of Community Involvement	This document explains how and when stakeholders and the community can become involved in the preparation of the LDF and the ways that this will be achieved.
SA	Sustainability Appraisal	Assessment of the potential impacts of the policies and proposals in the LDF on economic, social and environmental issues.
SEA	Strategic Environment Assessment	Assessment of the potential impacts of the policies and proposals contained within the LDF on the environment
	Note: SA/SEA are processes for checking rather than LDDs	
SPD	Supplementary Planning Document	SPDs are intended to support the policies and proposals in DPDs but they do not have the same status as DPDs and they are not subject to examination.

3. About the District

Uttlesford is a rural area in northwest Essex and is geographically the second largest district in the County. It has a population of approx 70,000. Just over 40% of these live in one of the three main centres of population, Great Dunmow (7,000), Saffron Walden (15,000), and Stansted Mountfitchet (6,000). The remainder live in the numerous villages and hamlets within the District. There are a large number of listed buildings and significant areas of attractive rural landscape and ancient woodland including Hatfield Forest. In the south of the district is Britain's fourth largest airport, Stansted. The Council is committed to preserving the rural nature of the area and the quality of life for its residents.

4. Saved Policies

Planning policy for Uttlesford is currently made up of the Uttlesford Local Plan prepared by the District Council, the saved policies from the Essex and Southend on Sea Structure Plan, the Minerals Plan and Waste Plan prepared by the County Council and the East of England Plan - The Regional Spatial Strategy for the East of England approved by the Government and published in May 2008. Under the new system the Uttlesford Local Plan and the remaining policies from the Structure Plan will be replaced by the Local Development Framework. The Minerals and Waste Plans will be replaced by Minerals and Waste Development Plan Documents (DPDs) produced by Essex County Council.

The Uttlesford Local Plan was adopted on 20 January 2005 and the policies in it were orginally "saved" for 3 years. In July 2007 the Council applied to the Secretary of State to extend the time period for the saved policies. All the policies in the Uttlesford Local Plan, except Takeley Local policies 1 and 2 – Land west of

Hawthorn Close and Land off St Valery have been saved. Appendix 1 lists all the policies in the Uttlesford Local Plan and shows what will happen to each policy. Where the policy is intended to be replaced the appendix shows which DPD the replacement policy will be in and when it is likely to be adopted.

5. Key Changes to the LDS produced in December 2006

• Changes to Previously Published Timetables

- Core Strategy DPD The work programme has been changed because of the need to carry out additional housing and transport studies and a water cycle study. On advice from the Government Office a further consultation stage has been added to explore in more detail options around growth at Stansted Airport and the implications this might have for the district strategy.
- Development Control Policies and Site Allocation DPDs Slippage in the timetable for the Core Strategy will have impacts on the timetables for these DPDs. Also the new PPS means there are revisions to the process of preparing these documents. The previous LDS showed the issues and options and preferred options stages for these DPDs taking place at the same time as the submission and examination of the Core Strategy. With current staff resources and taking account examples of best practise from other Local Authorities who have been through the examination process this is now considered to be unrealistic and the main consultation stages on both these DPDs are now scheduled to take place after the hearing sessions for the Core Strategy have been completed.

• Changes Arising from Changes to the Legislation

- Under the previous regulations the Core Strategy could only identify broad locations for growth. The identification of specific sites was intended to follow in a subsequent DPD e.g an Area Action Plan or Site Allocations DPD. Now the regulations allow for strategic sites to be identified in the Core Strategy. Strategic sites are defined as those which are central to the delivery of the Core Strategy.
- The stages of consultation for the development plan documents i.e the Core Strategy, Site Allocations and Development Control policies are less prescribed. The Issues and Options and Preferred Options stages in the old regulations are now replaced by a single public participation stage. This still needs to be done in accordance with the Statement of Community Involvement (SCI) and should be proportionate to the scale of issues involved in the plan. The guidance advises that local authorities should undertake timely, effective and conclusive discussion with key stakeholders on what options for a core strategy are deliverable. Although no longer required this LDS is still based on a two stage consultation process where the issues are identified and options are considered before more detailed "preferred" options are presented for further consultation.

- Consultation on the submission document is now carried out before it is submitted to the Secretary of State for examination. Representations received during this consultation have to be sorted and summarised and a summary of the main issues raised sent to the Secretary of State with the final document which is then subject to examination before it can be adopted. Appropriate changes have been made to the milestones for the preparation of the Core Strategy, Site Allocations and Development Control documents to reflect these new arrangements.
- Changes introduced by the 2008 Planning Act mean that the Council no longer has to list any SPD that it wishes to produce in the LDS and SPDs can now be produced without the agreement of the Secretary of State. There is no longer a requirement to carry out and report on a sustainability appraisal of the proposals in an SPD – the assumption is that the policy which it is supporting will already have been subject to sustainability appraisal. The Planning Bill also removes the requirement for the Statement of Community Involvement to be specified in the Local Development Scheme and independent examination of the statement of community involvement is no longer required.

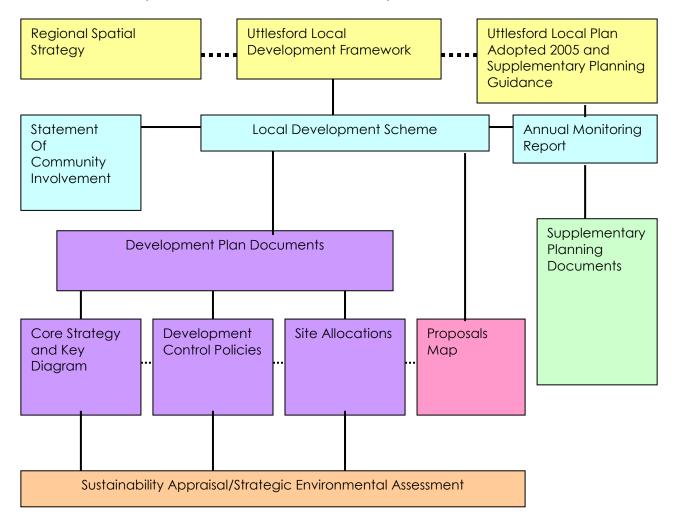
Removal of Completed Documents

The Urban Place Supplement to the Essex Design Guide was adopted by the Council as SPD in March 2007. The SPD on Energy Efficiency was adopted by the Council in October 2007. Both these documents have now been removed from the LDS work programme.

6. The Local Development Framework (LDF) Structure

The diagram below shows the links between the documents, which make up the LDF.

Summary of the Uttlesford Local Development Framework



Regional Spatial Strategy.

The LDF will need to be in conformity with the East of England Plan - the Regional Spatial Strategy (RSS) for the East of England.

A key element of the RSS is the district-level housing figures. The LDF will be required to provide for an appropriate level of housing determined at the regional level rather than at county level as in previous plans. Policies for this will be included in the core strategy and the site allocations DPD. The RSS also includes the provision of transport infrastructure and employment land. These elements will also need to form part of the LDF.

• The Uttlesford Local Plan

The Uttlesford Local Plan, sets out the planning policies for the District until the policies are replaced by policies in DPD's. Supplementary advice which has been adopted by the Council in support of some of the policies in the local plan, will also remain relevant, until the policies are replaced.

• The Local Development Framework

The documents which make up the LDF will be available on the Council's website. This will include the development plan documents (DPDs), the statement of community involvement (SCI), and the most recent annual monitoring report (AMR) together with any relevant supplementary planning documents (SPDs).

• Statement of Community Involvement

The SCI was one of the first documents to be prepared. It was adopted in July 2006 following a written representations examination by an independent Inspector. The SCI lets people who may be interested in the plan know when and how they can get involved in the preparation of the various DPDs. Minimum requirements for public consultation are set out in regulations. The SCI shows how these requirements are met and adds other measures, which the Council feels would be suitable. It identifies the groups to be involved and the techniques and resources required for effective involvement. The SCI will be revised as necessary. Normally this would be if the types of groups to be involved have changed or if the Council decides to use different consultation techniques. Following the changes to the regulations in 2008, a supplementary statement will be prepared to the SCI explaining how it will relate to the new process. The statement will be available on the Council's website.

• The Annual Monitoring Report

The District Council needs to monitor how effective its policies are. This is done through a monitoring report which is published each year. The purpose of the monitoring report is to:

- \circ Say how the Council is performing against the timescales set out in the LDS
- Check how the Council is performing in relation to the targets in the Uttlesford Local Plan.
- Give information on the extent to which the policies in the DPDs are being achieved.
- Examine whether any DPDs need reviewing before their scheduled main review date.

In the light of the monitoring the Council will consider what changes, if any, need to be made to the policies. This will be reflected in an updated LDS. An AMR will be produced each year looking at the period from 1 April to 31 March. It is submitted to the Government Office in December each year and posted on the Council website.

• Strategic Environmental Assessment (SEA) / Sustainability Appraisal (SA)

SEA/SA is a process that will make sure that social, economic and environmental considerations are fully taken into account at every stage of preparation for each DPD produced. All DPDs will need to undergo SEA/SA. The Council has commissioned consultants to develop a sustainability framework in consultation with relevant bodies. For each DPD various options developed through consultation will then be tested against the framework to identify preferred options. Further consultation will allow people to comment on the preferred options and the sustainability report. Changes made as a result of the public consultation will be appraised before both the DPD and the sustainability report are submitted for examination by an independent Inspector.

• Development Plan Documents (DPDs)

These will be subject to independent examination by a Planning Inspector. The Council will be obliged to accept the recommendations in the Inspector's report if it wishes to adopt the DPD.

Core Strategy and Key Diagram

All DPDs and SPDs should conform with the Core Strategy. It will set out the Council's vision, core policies and the spatial strategy for the future development of the district. It will identify the development needs for the district and the broad locations and strategic sites for new developments to meet these needs. It will also look at how the vitality and sustainability of rural communities within the district can be maintained. It will be prepared to be in conformity with the RSS and will have regard to the key themes in the Sustainable Community Strategy – i.e. children and young people matter, staying healthy, developing business, feeling safe, protecting the environment and getting around. A key diagram will be included to illustrate the strategy and will show in diagrammatic form the locations of the major developments along with the main transport corridors and links and relationships with neighbouring areas.

Site Allocations DPD

Key strategic sites will be identified in the Core Strategy. A separate DPD will be prepared for other site allocations covering detailed aspects of the delivery of the proposals e.g. Access, design principles, planning obligations. To support the policies for the key strategic sites there will be the need for forward planning in the form of development briefs/master plans to inform the development process.

Development Control Policies DPD

These policies will set out the criteria to be used in deciding if planning permission should be granted. The policies will be consistent with the core strategy.

• Proposals Map and Inset Maps

The proposals map will show all the policies and proposals and identify areas of protection on an Ordnance Survey Base. The proposals map will also show relevant proposals from the saved Minerals and Waste Local Plans. Inset Maps will be used to show parts of the proposals map at a more detailed scale. The proposals map will be updated as new DPDs are adopted.

• Non-Development Plan Documents

Supplementary Planning Guidance (SPG) and Supplementary Planning Documents (SPD)

This currently only applies to SPGs and SPDs which have been prepared to support the saved policies in the Uttlesford Local Plan but as the Core Strategy and other DPDs are adopted more SPD may be produced to support the policies in them. These documents are a material consideration for development control purposes but they are not subject to independent examination. The Council will make them available for public consultation before they are adopted in accordance with the regulations and the SCI.

Council Approved Guidance

The Council will approve Parish Plans and Village Design Statements where they have been prepared in accordance with the protocol and guidance prepared by the Essex Rural Community Council, Village Design Statement Group and the Essex Planning Officers Association. These will then be used for development control purposes.

7. Profiles of Proposed Plan Documents

The following profiles set out the details of each DPD still to be prepared. The overall programme is also shown in the table at Appendix 2 and the chart at Appendix 3. In relation to the key stages the PPS12 published in 2008 made the consultation stages far less prescriptive removing the requirement for Issues and Options and Preferred options stages and replacing these with a general requirement to engage relevant stakeholders in the preparation of the documents. Although no longer required a two stage consultation process where the issues are identified and options are considered before more detailed "preferred" options are presented for further consultation seems a logical approach and the key stages below reflect this.

Core Strategy				
Expected Adoption Date: 2011				
 The Core Strategy will set out the Council's vision, objectives and spatial strategy for the district. It will contain the primary policies needed to achieve the above It will identify the key strategic sites It will set out the broad strategy for meeting the housing targets set out in the RSS and the role of rural settlements. It will be accompanied by a key diagram 				
Coverage: District-Wide				
Conformity: Must be in general conformity with the RSS				
Key Stages:				
 January 2005 – December 2005 				
Evidence gathering and stakeholder involvement,				
January 2006 Common page 1				
 Commencement May 2006 - July 2006 and January 2007 – February 2007 				
Issues and options consultations				
 November 2007- January 2008 				
Public participation on preferred options				
• September 2009 – October 2009				
Further public participation on options for Stansted Airport and housing distribution				
• April 2010 – May 2010				
Publication of the Core Strategy and Pre-Submission Consultation				
November 2010				
Submission				
January 2011 Pre-hearing meeting				
March 2011				
Start of the hearing sessions for the public examination of the				
 Core Strategy October 2011 				
Adoption				
Λασμιστ				
 Production and Management: the Planning Policy Team will prepare the core strategy. The process will be guided by the LDF member task group. Approval of key stages will be by the Environment Committee and Full Council will adopt the core strategy. Involvement of stakeholders will be in accordance with the SCI. Review: The core strategy will be subject to annual monitoring and review 				

Development Control Policies DPD Expected Adoption Date: 2013 This set of policies will make sure that all development within the District meets certain criteria and helps to achieve the vision set out in the core strategy • The policies will reflect national planning guidance and local circumstances Any revised/new policy areas will be shown on an updated proposals map. Coverage: District-Wide Conformity: The development control policies will be in conformity with the core strategy. Key Stages: January 2011 Commencement May 2011- June 2011 Issues and options consultation October 2011- November 2011 Public participation on preferred options April 2012 – May 2012 Publication of the DPD and Pre-Submission Consultation November 2012 Submission January 2013 Pre-hearing meeting March 2013 Start of the hearing sessions for the public examination of the DPD October 2013 Adoption Production and Management: the Planning Policy Team will prepare the development control DPD. Approval of key stages will be by the Environment Committee and Full Council will adopt the DPD. Commencement will be triggered by resolution of the LDF member task group. Involvement of stakeholders will be in accordance with the SCI. It is intended that the Development Control DPD will be examined jointly with the Site Allocations DPD Review: The development control policies will be subject to annual monitoring and review Site Allocations DPD

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Expected Adoption Date: 2013			
 This document will set out the specific policies relating to a number of sites where development is proposed. It will include new sites and sites from the Uttlesford Local 			
 Plan where development has not been completed. The sites will be shown on the updated proposals map. 			
Coverage: District-Wide			
Conformity: The site allocations DPD will be in conformity with the core strategy.			
Key Stages:			
 June 2009 Commencement September 2009 – October 2009 Issues and options consultation October 2011 - November 2011 Public participation on preferred options April 2012 – May 2012 Publication of the DPD and Pre-Submission Consultation November 2012 Submission January 2013 Pre-hearing meeting March 2013 Start of the hearing sessions for the public examination of the DPD. October 2013 Adoption 			
 Production and Management: the Planning Policy Team will prepare the site allocations DPD. Approval of key stages will be by the Environment Committee and Full Council will adopt the DPD. Commencement will be triggered by resolution of the LDF member task group. Involvement of stakeholders will be in accordance with the SCI. It is intended that the site allocations DPD will be examined jointly with the development control policies DPD. Review: The site allocations DPD will be subject to annual monitoring and review 			

8. Supplementary Planning Guidance and Supplementary Planning Documents

The Council has adopted supplementary planning guidance (SPG) and master plans to support the saved policies in the Uttlesford Local Plan as listed in the table below. The SPG will remain in force until the development is complete or the saved policies are replaced. The Council will then review the SPG and replace with updated supplementary planning documents (SPDs) as necessary.

Policy No	Title of Supplementary Planning Guidance
GEN2	Essex Design Guide
GEN8	Vehicle Parking Standards
Takeley /Little Canfield Local Policy 3 – Priors Green	The Island Sites
Chesterford Park Local Policy 1	Master Plan for Chesterford Park – Employment Scheme
GD5	Master Plan for Woodlands Park – Residential Development
GD6	Master Plan for Great Dunmow Business Park – Employment Scheme
Oakwood Park Local Policy 1	Master Plan for Oakwood Park – Residential Development
SM4/BIR1	Master Plan for Rochford Nurseries – Residential Development
Takeley/Little Canfield Local Policy 3 – Priors Green	Master Plan for Priors Green – Residential Development

In the Uttlesford Local Plan the Council identified the following list of SPDs to be produced to support the policies listed below:

Policy No	Title of Supplementary Planning Document
GEN2	Sustainable Design
	Lifetime Homes
GEN3	Flood Protection
GEN6	Infrastructure provision to support
	development
	Play Facilities
ENV1	Design of Development within
	Conservation Areas
ENV12	Protection of water resources
H7	Replacement Dwellings
H8	Home Extensions
SW3	Land south of Ashdon Road

Due to the limited resources the Council prioritised the preparation of four SPDs from the list above. These were:

- Accessible Homes and Playspace (including lifetime homes)
- Home extensions
- Replacement dwellings,
- Energy efficiency.

Supplementary Documents on Home Extensions and Accessible Homes and Playspace were adopted in November 2005 and the SPD on Replacement Dwellings was adopted in September 2006. The Energy Efficiency SPD was adopted in October 2007. The Council has also adopted the Urban Place Supplement to the Essex Design Guide. This was prepared by the County Council and adopted by the District Council in March 2007.

The Council has carried out appraisals and developed management plans for the Conservation Areas in Great Chesterford, Stansted Mountfitchet, Clavering, Great Dunmow and Newport. Following consultation with the local community the Council has approved these appraisals and the associated management plans as non-statutory guidance. The appraisal and management plan for the Stebbing Conservation Area will be prepared in 2008/09.

9. Other Documents

The LDF for Uttlesford will reflect the aims set out in the following documents. The wider policy aims will be included in the core strategy and the more detailed policies will be reflected in the development control policies and the site allocations DPD as appropriate.

- The Sustainable Community Strategy 2008
- Housing Strategy Statement 2004-2007
- Climate Change Strategy 2007
- Uttlesford Community Safety Action Team Strategic Assessment 2008
- Municipal Waste Management Strategy 2005
- Homelessness Review and Strategy Action Plan 2008-2013
- Equalities and Inclusion Policy 2007

A list of supporting documents will be published each year in the Monitoring Report and consideration will be given as to whether any of them need to be reviewed.

10. Evidence Base

The Council will prepare and keep up to date information on all aspects of the social, economic and environmental characteristics of the District as set out in the table at Appendix 4. Much of the information that will be needed is available within the Council as part of annual monitoring e.g. housing supply or is available from other organisations and/or websites e.g. population data. New study work

has been commissioned and completed on leisure facilities/playing fields, biodiversity, the economy, flood risk assessment and landscape character assessment. Other studies are currently underway on housing markets and land availability, and water resources.

The evidence base is being compiled using in house resources as well as consultants. There has been joint working with Essex County Council and adjoining local authorities. Budget provision has been made for some of the work but recent financial constraints within the Council have meant that more work has had to be done in house than was originally anticipated which has had implications for staff resources.

11. Staff Resources

The policy team currently consists of three planning officers. The team is working to prepare the LDF drawing in other staff from within the Council where appropriate and in consultation with statutory consultees, the Government Office and the Planning Inspectorate where necessary.

The Council has commissioned a Strategic Environmental Assessment Information Profile from Essex County Council and commissioned a firm of consultants to carry out the SEA/SA work.

The policy team using other internal or external resources as appropriate will undertake monitoring and produce the annual monitoring report.

12. Management Structure

A project group was set up within the Council to develop the Council's vision for the District. This was known as the Strategic Development Advisory Group (SDAG) and it was made up of officers and members. Having met it's objectives this group is no longer operational. An officer/member working group has been set up to steer and monitor the programme for the LDF work – this is known as the LDF Task Group.

The local authority is required to produce a sustainable community strategy (SCS) following consultation with the local community and key local partners through the Local Strategic Partnership – the LSP for Uttlesford is known as Uttlesford Futures. The SCS sets out the strategic vision for a place and provides the vehicle for considering and deciding how to address difficult cross cutting issues such as the economic future of an area, social exclusion and climate change. The key spatial planning objectives for the area as set out in the Core Strategy should be in harmony with the SCS priorities.

13. Risks

• Funding

Since the last LDS was approved funding has become a major issue for the Council. Unforeseen budget constraints have had to be introduced and this will continue to limit funding available for commissioning additional study work or securing additional staff resources. Some additional funds may be available through planning delivery grant but this is not certain and has been reduced by the slippage in the programme against the published milestones.

• Programme

The programme for the LDF preparation is proving challenging. Additional consultation stages have had to be programmed in on advice from the Government Office. The system is still evolving, additional work to support the evidence base for the Core Strategy and other DPDs has had to be done. It has been difficult to predict with certainty the length of time it will take to produce the plans.

To reduce the impact of the above the programme will be carefully managed to make sure it remains realistic. Through the Stansted/M11 Local Authority Partnership and the Essex Policy Forum the Council will keep up to date with the progress of other Essex and Hertfordshire Districts, sharing experiences and adjusting the timetable where necessary. The Government Office and PINs have been consulted on the LDS and their comments regarding the timetable have been taken into account.

• Evidence Base

Staff time and resources are required to assemble the evidence base. The relatively long lead in times for the preparation of the DPDs should allow enough time for the work to be completed. Limited budgetary provision has been made for the appointment of outside consultants for specialised tasks e.g. the water cycle study but due to the Council's financial position other studies are now being carried out internally e.g. the strategic housing land availability assessment. Some joint commissioning of work has been done to help reduce costs and other opportunities for this will be investigated.

• Staff Resources

The team which will be working on the production of the DPDs is relatively small. There will be overlap between key stages on the LDF and other significant workload commitments, particularly the inquiry into the application for a second runway at Stansted Airport. The Council's financial position has meant there is no opportunity to secure additional staff resources and there has been some slippage to the programme as a result. There is the opportunity to use other staff within the planning service and/or within the Council to help with some aspects of the work and there may also be an option to employ agency staff to cover peaks in workload but this would only be for a very limited period.