# UTTLESFORD DISTRICT COUNCIL EMPLOYMENT LAND MONITORING July 2013

- 1. This report looks at the availability of Employment Land within the District in terms of allocated land and land with planning permission for employment uses. For the purposes of this report employment land is defined as:
  - Industrial and Warehouse uses (Use Classes B1 B8)
  - Offices Use Class B1a

### **Employment Allocations in Adopted Local Plan 2005**

2. In the Uttlesford Local Plan Adopted in 2005, around 17.35 hectares of land is specifically allocated for employment uses e.g. business, general industry, storage or distribution (there is no distinction by type of use on a site by site basis). The sites which make up this total are listed below. The relevant target in the adopted plan is a net employment land increase of 16 hectares by 2011.

Table 1 - Sites Allocated for Employment Use in the Uttlesford Local Plan 2005					
Site	Area (ha)	Progress			
Great Dunmow Business Park	9.60	0.7 ha built (police station)			
		remainder without planning			
		Permission			
Land adjoining Saffron Business Centre	1.00	Without planning permission			
Thaxted Road, Saffron Walden	3.76	0.9 ha built (highways depot;			
		civic amenity site)			
London Road, Great Chesterford	0.89	Without planning permission			
Stansted Distribution Centre Expansion	2.10	2.10 ha completed			
	17.35				
Total completed	3.70				
Total outstanding	13.65				

3. Of the sites above only 21% of the potential area has actually been developed for employment uses. The Council is currently preparing a new Local Plan which will replace the 2005 plan. Paragraph 22 in the National Planning Policy Framework (NPPF) states 'planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose'. Taking this into account and using the evidence base which has been prepared to support the new plan including the Employment Land Review 2011 and the Strategic Housing Land Availability Assessment the Council is proposing that the Great Dunmow Business Park should be reallocated for a mixed use scheme

including 3 hectares of employment land. The land adjoining the Saffron Business Centre is within an area south of Ashdon Road which has planning permission for 130 residential units which are currently under construction. Land is to be made available within the site for 3,800m2 of B1 employment land. The site at Thaxted Road, Saffron Walden is proposed partly as a committed residential site and partly allocated for employment use for industry and/or warehousing and 4,500m2 of retail warehousing. The site at London Road Great Chesterford is also proposed to be reallocated for residential use.

4. In addition to the five allocated sites listed above the Uttlesford Local Plan 2005 also safeguards the following sites for employment uses – a total of nearly 78 hectares.

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Table 2 –	Table 2 – Employment Sites Safeguarded in Uttlesford Local Plan 2005					
Location		Site Area (Ha)				
•	Chesterford Research Park	15.59				
•	Golds Enterprise Zone and Old Mead Road Elsenham	2.20				
•	Station Road, Great Chesterford	2.46				
•	Chelmsford Road Industrial Estate, Great Dunmow	4.23				
•	Flitch Industrial Estate, Great Dunmow	2.10				
•	Hoblongs Industrial Estate, Great Dunmow	2.60				
•	Oak Industrial Estate, Great Dunmow	2.10				
•	Ongar Road Industrial Estate, Great Dunmow	1.52				
٠	Ashdon Road Commercial Centre, Saffron Walden	12.83				
٠	Printpack Factory, Radwinter Road, Saffron Walden	2.00				
•	Shire Hill Industrial Estate, Saffron Walden	11.25				
•	SIA Factory, Radwinter Road, Saffron Walden	3.00				
٠	Thaxted Road, Saffron Walden	2.10				
•	Parsonage Farm, Birchanger	2.09				
•	Start Hill, Takeley	5.61				
٠	Parsonage Road, Takeley	1.00				
٠	Chemical Works, Thaxted	0.86				
•	Sampford Road, Thaxted	1.42				
•	Elsenham industrial Estate	2.99				
Total		77.94				

5. Of these sites the SIA factory, subsequently known as the Willis and Gambier factory, is proposed for residential use in the emerging local plan. The Sampford Road site in Thaxted has been developed for live work units but is primarily residential in character and use and is therefore no longer considered to be an employment site which needs to be safeguarded. Thaxted Road is allocated for employment and other uses. The Council is proposing to continue the safeguarding of the remaining sites forward into the new Local Plan and also in response to consultation and for

consistency to add in some new sites, including the Takeley Business Centre (1ha), Bearwalden Estate, Wendens Ambo (2ha) and the Riverside Business Park in Stansted Mountfitchet (0.5ha).

### **Stansted Airport**

- 6. Stansted Airport currently covers an area of around 950ha. Planning permission was granted in 2008 to increase the use of the existing runway for 35 million passengers per annum (mppa). Current passenger throughput is around 18mppa. It is the largest employer in the district but most of the people employed at the airport live outside the district.
- 7. The Adopted Local Plan states that "Land at Stansted Airport is identified specifically for development directly related to or associated with the airport. Industrial and commercial development unrelated to the airport will not be permitted on site. It is not included within the employment land proposals for the expansion of existing firms and the introduction of employment because of these restrictions on its use". This was in accordance with Regional Policy in the RSS which stated that "Land within the boundaries of Stansted Airport should be safeguarded for operational and directly associated airport employment purposes". The 2005 Local Plan identifies six separate development zones, accommodating various airport related land uses. The zoning is to make sure that all airport direct and associated uses can be accommodated within the airport boundary. There is approx 136ha ha of available land at the airport for employment uses directly related to the airport function.
- 8. However, the role and function of Stansted Airport is now considered to be significantly different to that which was envisaged when the local plan was formulated. It has developed into a hub for short haul flights and no frills airlines which spend little time on the ground (in the order of 20 minutes) and do not carry cargo. Fewer facilities are required for cargo pending trans shipment or for catering or cleaning services. So there is less demand for on airport accommodation than was originally anticipated and lower than expected demand for the existing vacant units reserved for airport-related uses. In response to this change the Council is proposing in the new Local Plan to allocate 18ha of land at Bury Lodge Lane for business, industry and non-strategic warehousing which need not be airport related. The site will provide 37,000 m2 of non-strategic warehousing and 19,000m2 of offices.

### **Planning Permissions**

9. Essex County Council conducts an annual survey of non-residential land on behalf of the District Council. The survey is dated April each year and monitors the planning permissions for non residential use in the previous year. In addition to any new permissions during the year it also records outstanding employment floorspace,

employment floorspace which has been completed, and employment floorspace lost to other uses. Only schemes above a certain size threshold are included in the monitoring. The threshold is 100m2 for Industrial and Warehouse uses (Use Classes B1 – B8) and 250m2 for Office Use Class (B1a) 250m2.

10. Nearly 900m2 of floorspace has been completed in the year to April 2013 on three sites listed in Appendix 1. Of this the majority (749m2) was for B8 Storage and the remaining 148m2 for Light Industry. Of the completed floorspace 375m2 (42%) is within areas allocated or safeguarded for employment uses. Table 3 below shows that since 2011 13,413m2 of employment floorspace has been completed. The majority of the floorspace provided has been for B8 storage and B1/B2/B8 development. There has been no R and D or General Industrial floorspace completed.

Table 3: Completed Employment Floorspace 2011-2013						
	2011	2012	2013	Total		
B1(a) Offices	829	1680	-	2509		
B1(b) Research	-	-	-	-		
and						
Development						
B1(c) Light	-	-	148	148		
Industrial						
B2 General	-	-	-	-		
Industrial						
B8 Storage and	120	4000	749	4869		
Distribution						
B1/B2/B8	-	5887	-	5887		
Total	949	11567	897	13,413		
Source: UDC Annual Monitoring Reports						

11. Appendix 2 lists all the sites with outstanding planning permission for employment uses. This information is summarised in Table 3 below.

Table 3: Employment Floorspace with Outstanding Planning Permission as at April									
2013	2013								
Outstanding     Site Area     % Floorspace on       Floorspace (Sq M)     Allocated/       Safeguarded     Land									
B1(a) Offices		12,466	13.34	69%					
B1(b) Research Development	and	5,620	1.08	100%					
B1(c) Light Industrial		3,402	2.95	36%					

B2 General Industrial	-	-	-	
B8 Storage and Distribution	880	0.41	83%	
B1/B2/B8	20,318	15.9	72%	
Total	42,686	33.68	72%	
Source: UDC and Essex County Council Monitoring 2013				

#### **Employment Floorspace Requirements**

- 12. The Draft Local Plan, published for consultation in June 2012 has a requirement for 7,800 jobs to be provided within the District during the period to 2028. Of these jobs some 1,200 will be in offices, factories and warehouses, for which provision will be made in the plan. Jobs in Research and Development will not be counted against the 1,200 figure but jobs created for example at the Chesterford Research Park will contribute to the overall jobs total. The remainder will be jobs created in services and facilities like healthcare, shops, schools etc.
- 13. The requirement is based on the East of England Forecasting Model as set out in the Employment Land Review (ELR) 2011. Table 26 in the ELR sets out a forecast of Uttlesford Employees by Sector from 2011-2031. The ELR then looks how employment in each type of job is likely to change over the period 2022-2031 (Table 27). Types of jobs are then grouped together to allow an estimate to be made of the numbers anticipated under each of the headings of Factories, Warehousing and Offices (Table 28). The forecast change in employment is then revised for the period 2011-2028 (Tables 30 & 31) and this forecast is used to estimate Floorspace and Land Requirements using standard employment densities and plot ratios of 40% (Tables 33 & 34). This gives rise to the requirement set out in Table 4 below.

Table 4 – Total Requirement 2011-2028					
Floorspace (m2) Hectares					
Factories	-51,200	-12.8			
Warehousing	+36,800	+9.2			
Offices	+29,700	+7.4			
Source: Employment Land Review					

14. Table 5 below sets out the floorspace and jobs which could be generated from the allocations in the new Local Plan. This list reflects the allocations in the June 2012 Draft Plan and also includes changes agreed by the Local Plan working group, following consideration of the representations received in response to the June consultation and published in the Position Statement March 2013.

### Table 5 - Allocations in Emerging Local Plan

The employment strategy is to accommodate new employment opportunities for 7,800 jobs in the district during the period of the Local Plan. Of these, some 1,200 jobs will be in offices, factories and warehouses for which adequate and appropriate provision will be made as set out below:

be made as set out below:			
	Area	Floorspace	Jobs
Supporting general business, industrial and warehousing use (other than those which constitute 'strategic warehousing) on 18 hectares of land north east of Bury Lodge Lane; Stansted Mountfitchet	18ha	37,000m2 warehousing 19,000m2 offices	@32m2/worker <sup>(1)</sup> =1156 @18m2/worker = 1056
Supporting and protecting the provision of airport related commercial uses within the airport boundary;	136ha	At 40% plot ratio <sup>(2)</sup> this could deliver 544,000m2 floorspace	<ul> <li>@ 32m2/worker this could in theory deliver 14,000 jobs</li> <li>Figures taken from BAA's evidence for 2<sup>nd</sup> Runway</li> <li>+5000 @35mppa (2030)</li> <li>2011 @18mppa = 10,231</li> <li>2021 @25mppa = 15,800</li> <li>2030 @35mppa = 15,000</li> </ul>
Identifying in the Site Allocations the following sites for appropriate combinations of industrial and warehousing uses (other than those which constitute 'strategic warehousing')			Job range given as whole site as warehousing @ 32m2/worker to whole site as offices @ 18sqm/worker

Saffron Walden SW1-Land east of Thaxted Road	4.3ha	4000m2/ha = 17,200m2	583-956
Saffron Walden Land north of Thaxted Road	0.63ha (remainder of site has planning permission for retail and retail warehouses)	4,000m2/ha = 2520m2	79-140
Saffron Walden SW5 - Land South of Ashdon Road	1.67ha	3,800m2	119 – 211
Great Dunmow GD2- Land west of Chelmsford Road	3ha (2.1ha – Planning Application)	4,000m2/ha = 12,000m2 (8400m2)	375 – 667 (263-467)
Start Hill	2.2ha	4,000m2/ha = 8,800m2	275 – 489
Hartford End Brewery	0.93ha	650m2 offices	@18 m2/worker = 36 Type of development appropriate to this rural location means fewer jobs than this likely to be created.
Identifying in the Site Allocations a site of the order of 0.8 ha for B1(a) business development at Wendens Ambo;	0.8 ha	4,000m2/ha = 3,200m2 offices	@18 m2/worker = 178 Type of development appropriate to this rural location means fewer jobs than this likely to be created.

Identifying in the Site Allocating a site of the order of 19ha for B1 business development in Gaunts End, Elsenham.	Tri- Sail Towers Planning Permission	7,348.9m2 gross 6,596m2 B1a net (Area 6.2ha)	430 – stated in planning application
	Future Potential Expansion		Proposal to amend the total area of site to 19ha. Taking into account existing buildings, current permission and landscaping this leaves some 6ha developable area which = 24,000m2 and range of jobs from 617 if R and D, 750 if warehousing and 1,333 if offices.
Identifying in the Site Allocations a site of 3ha at the Auction House, Alsa Street, Stansted for related businesses.	3ha	A 3 ha site could potentially deliver 12,000m2 @ 4000m2/ha but the intention is that the site should be used for small scale workshops or extension to support the auction house function	Job creation is likely to be minimal.
Enabling and supporting the further development of the Chesterford Research Park (R and D – not contributing to 1,200 jobs growth total)	8.4ha (extension)	Current Master Plan = current = 32,500m2 increase = 24,000m2 Total = 56,500m2 Extension	Increased floorspace @38.9m2/worker = 617 Extension to Park
		Extension =12,000m2 gross estimate	Extension to Park @38.9m2/worker = 308

<sup>(1)</sup> Employment Densities based on Employment Land Review (Paragraph 11.1 and Table 33)

<sup>(2)</sup> Plot Ratio of 40% (i.e. 40000m2 of floorspace/ha) based on Employment Land Review (Paragraph 11.13)

### Conclusions

- The low take up of new employment sites in the 2005 Local Plan has been addressed through the proposed reallocation of some of the sites to residential use in accordance with national guidance and the evidence base.
- The Council is proposing to continue to safeguard most employment sites in the new Local Plan, with some new safeguarded sites being added.
- New employment allocations are being put forward in the emerging Local Plan which will more than meet the anticipated need for employment floorspace and jobs during the plan period. These will provide a range of facilities from small rural workshop units to high quality office and R and D accommodation. The allocations are also spread through the District to offer choice in terms of locational requirements.
- Most employment floorspace with planning permission is on allocated/safeguarded sites. The rest is a mix of conversions and extensions. Redundant farm buildings are still coming forward for conversion to non residential uses in accordance with Policy E5 in the adopted Local Plan.
- 897m2 of employment floorspace was completed during the year but 3,646m2 of employment floorspace was lost during the year. There are outstanding planning permissions involving change of use of employment land, which, if implemented will result in a further loss of 16,138m2 but there are outstanding planning permissions for 42,686m2 of new employment floorspace.

# Appendix 1: Employment Completions 2012-2013

Use Type	Site	UTT Ref	Development Description	Site Allocated /Safeguarded for Employment	Floorspace (m2)
B1(a) Offices					0
B1(b) R & D					0
B1(c) Light Industrial	Tooleys Grange, Brook End, Great Dunmow	UTT/0298/12	Change of Use of Stables for B1 use and erection of single storey infill extension	No	148
Total B1					148
B2 General Industry					0
Total B2					0
B8 General Storage	1-3 Chelmsford Road Industrial Estate Great Dunmow	UTT/1595/11	Extension to Existing Warehouses	Yes	375
	Land to rear of Takeley Business Centre	UTT/1087/11	Erection of 2 storey building to be used for	No	374

		storage		
Total B8				749
B1 or B2 or B8				0
Total B1 or B2 or B8				0
Total Completed				897
Floorspace		Source	: UDC and Essex County Council Mc	nitoring 2013

# Appendix 2 - Outstanding Planning Permission for Employment Uses as at April 2013

Utt Ref	Site	Development Description	Outstanding Floorspace (Sq M)	Site Area (Ha)	Site Allocated / Safeguarded for Employment
2116/10	High St, Great Dunmow	C/U Council offices to Business offices (B1a)	1070	0.16	No
1735/10	Skyway House, Takeley	Business offices B1(a)	1180	0.19	No
12/5634	Plextek, London Rd, Gt Chesterford	Change of use of parking and extension to existing building to provide additional office space B1(a)	382	0.05	Yes
0849/05	Site 600, Taylors End, Stansted Airport	New build Business office B1(a)	585	5.15	Yes
0801/11	Elmdonbury Farm, Elmdon	C/U Agriculture to Business office B1(a)	459	0.51	No
0811/10	Hangar 10, Stansted Airport	Extension Business office B1(a)	630	0.1	Yes
2310/10	Hartford End Brewery Felsted	Change of use from B2 to C3 and B1a	650	0.93	No
1473/11	Trisail Water Circle, Elsenham Meadows, Gaunts End, Elseham	Demolition of existing office and car park construction of 3 interlinked buildings with offices and ancillary retail (209m2) café restaurant and health spa	6978	6.20	Yes
1402/12	Glandfield Farm Barn, Chelmsford Road, Felsted	Change of use of Barn to Offices	532	0.05	No
Total for	B1a offices		12,466	13.34	

Utt Ref	Site	Development Description	Outstanding Floorspace (Sq M)	Site Area (Ha)	Site Allocated / Safeguarded for Employment
1744/11	Plot 600/700, Chesterford Research Park, Little Chesterford	Erection of research and development building B1b	5620	1.08	Yes
Total for	B1b Research and Developn	nent	5,620	1.08	
1667/07	Mawkins Herds Farm, Barnston	New development B1(c)	769	2.23	No
1503/09	Browns Garage, Gt Easton	B1 Replacement garage and workshop	1415	0.17	No
1382/01	Southgate House, Saffron Walden	New general business use. live/work units includes 60 flats & 1288m2 floorspace	828	0.35	Yes
13/0266	Council Depot, Shire Hill Industrial Estate, Saffron Walden	Erection of steel framed building as museum store	390	0.2	Yes
Total for	B1c light industrial		3,402	2.95	
2430/11	Cowlass Hall Farm, Radwinter End, Radwinter	C/u from agricultural to mixed use agricultural and B8	150	0.18	No
0098/10	Heritage Quest Centre, Thaxted Road, Saffron Walden	New Heritage Quest Centre and store for museum artefacts	730	0.23	Yes
Total for B8 Storage and Distribution		880	0.41		

Utt Ref	Site	Development Description	Outstanding Floorspace (Sq M)	Site Area (Ha)	Site Allocated / Safeguarded for Employment
1788/07	Civic amenity site, Thaxted Road, Saffron Walden	Redevelopment for B1a (see also for B1/B2/B8 below)	1128	2.8	Yes
1774/10	Land at Hamperden End, Debden	C/U from Agricultural to B1 and B8	768	1.64	No
2398/11	Adjoining site by FDL at Little Walden Airfield, Hadstock	C/U from B8 to B8-B1c	433	0.12	No
0017/11	Westbury Barn, Royston Road, Wendens Ambo	C/U of Agriculture to B1 and B2	640	0.31	No
1788/07	Civic amenity site/granite building, Thaxted Road, Saffron Walden	B1/B2/B8 industrial, storage & distribution & trade park, retail warehouse park. (see also for B1a above)	4463	2.8	Yes
0849/05	Site 600, Taylors End, Stansted Airport, Takeley	Development For Business & Storage	9053	5.15	Yes
0068/11	Grange Farm, Langley Upper Green, Langley	C/U of redundant Barns to the manufacturing of timber framed buildings with ancillary storage & offices	1275	0.42	No

Utt Ref	Site	Development Description	Outstanding Floorspace (Sq M)	Site Area (Ha)	Site Allocated / Safeguarded for Employment	
12/5698	Old Whitehouse Farm, Whitehouse Road, Stebbing	C/U of Part Stable Block to B1/B8 use	154	0.15	No	
1010/12	The Rise, Brick End, Broxted	Extension to existing workshop	144	0.4	No	
12/6053	Leaden Hall Farm, Stortford Road, Leaden Roding	C/U former agricultural building for the storage of classic and collectors cars.	1293	0.21	No	
12/5009	Brices Farm, Butt Green, Valance Road, Langley	Erection of new unit for ancillary purposes for carrying out industrial and storage	499	1.22	No	
1774/10	Land at Hamperden End, Debden Green, Debden	C/U of redundant agricultural building to B1 and B8 uses	468	0.68	No	
Total for	B1 and/or B2 and/or B8		20,318	15.9		
	Source: UDC and Essex County Council Monitoring 2013					

# Appendix 3: Actual/Potential Employment Floorspace Lost to Non Employment Uses 2012-2013

Utt Ref	Site	Employment Type Lost	Floorspace m2	New Use	Actual/Potential Loss		
1427/12	r/o Dorringtons, 24 High Street, Newport	Offices (B1a)	260	Residential	Potential		
5739/12	Waggoners Court, 77 The Street, Manuden	Office (B1a)	414	Residential	Potential		
1736/09	Morgan House, Dunmow Road, Takeley	Offices (B1a)	289	Residential	Potential		
	Total loss of Office (B1a) Floorspace = 963m2						
2149/11	Jubilee Works, Clavering	Light Industrial (B1c)	2410	Residential	Potential		
0284/05	Goddards Yard, Thaxted Road, Saffron Walden	Light Industrial (B1c)	540	Residential	Potential		
0006/12	26 Radwinter Road, Saffron Walden	Light Industrial (B1c)	170	Residential	Potential		

Utt Ref	Site	Employment Type Lost	Floorspace m2	New Use	Actual/Potential Loss	
1405/09	The Maltings, Station Road, Newport	Light Industrial (B1c)	331	Residential	Actual	
			Total loss	of Light Industrial (B1c)	Floorspace = 3,451m2	
2310/11	Hartford End Brewery, Felsted	General Industrial (B2)	5350	Residential	Potential	
1252/12	Tudor Works, Debden Road, Saffron Walden	General Industrial (B2)	3785	Residential	Potential	
0226/11	66a Cambridge Road, Stansted	General Industrial (B2)	284	Residential	Actual	
0310/12	Braefield Precision Engineering, High Lane, Stansted	General Industrial (B2)	2210	Care Home	Potential	
Total loss of General Industrial (B2) Floorspace = 11,629m2						
0884/12	Rooks Farm, Little London, Berden	Storage (B8)	1255	Residential	Actual	
Total loss of Storage and Distribution (B8) Floorspace = 1,255m2						
1984/10	The Sidings, Peggy's Walk, Littlebury	Warehouse (B8) and Offices (B1a)	1502	Residential	Actual	

Utt Ref	Site	Employment Type Lost	Floorspace m2	New Use	Actual/Potential Loss	
5481/12	Unit 5, Takeley Business Centre	B1/B2/B8	274	Veterinary Practise	Actual	
Total loss of B1 and/or B2 and/or B8 Floorspace = 1,776m2						
Total = 19,074m2 of which 3,646m2 (19%) was lost during the year						
	Source: UDC and Essex County Council Monitoring 2013					