

Uttlesford District Council

Chief Executive: John Mitchell

Local Plan Working Group

Date: Tuesday, 21 October 2014
Time: 09:30
Venue: Council Chamber
Address: Council Offices, London Road, Saffron Walden, CB11 4ER

Members: Councillors S Barker, J Cheetham, K Eden, E Godwin, J Ketteridge, J Menell, E Oliver, V Ranger, H Rolfe, J Rose, D Watson, L Wells.

AGENDA

- 1 Apologies for absence and declarations of interest.
- 2 Minutes of the meeting held on 13 October 2014 (to follow)
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- 6 Older Persons Housing Requirement 123 - 150
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- 8 London Infrastructure Plan 2014 (report to follow)

9 Date of next meeting

For information about this meeting

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Committee: Local Plan Working Group

Agenda Item

Date: 21 October 2014

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Title: Gypsy and Traveller and Travelling Showpeople Site Assessment Study

Author Andrew Taylor

Summary

1. The attached report is the Gypsy, Traveller and Travelling Showpeople Site Assessment Study. The Council commissioned Peter Brett Associates to assess potential sites to determine if they are suitable, available and achievable.
2. The results of this study will inform the Gypsy and Traveller Local Plan for the District.

Recommendations

3. To note the Gypsy, Traveller and Travelling Showpeople Site Assessment Study.
4. To note the intention to develop a draft Issues and Options paper on the production of a Gypsy and Traveller site allocations DPD for public consultation.

Financial Implications

5. None

Background Papers

6. 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

- 7.

Communication/Consultation	The report will be made available on the Local Plan page of the Council's website.
Community Safety	N/A
Equalities	N/A

Health and Safety	N/A
Human Rights/Legal Implications	N/A
Sustainability	N/A
Ward-specific impacts	All wards
Workforce/Workplace	N/A

Situation

8. The Gypsy and Traveller and Travelling Show People Accommodation Assessment 2014 concluded that 26 additional Gypsy and Traveller pitches were needed in the District by 2033. Following this study the Council commissioned a Gypsy and Traveller Site Assessment Study. This report summarises the findings of this study and the next steps.
9. The Planning Policy for Traveller Sites 2012 requires local planning authorities to set pitch targets to meet the accommodation needs in a Local Plan. It specifically requires us to:
 - Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets
 - Identify a supply of specific, deliverable sites or broad locations for growth, for years six to ten and where possible, for years 11-15
 - Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area
 - Relate the number of pitches or plots to the circumstances of the specific size and location of the site and surrounding populations size and density
 - Protect local amenity and environment
10. The Department for Communities and Local Government recently published a consultation document 'Planning and Travellers' which seeks views on proposed changes to planning policy and guidance ensuring fairness in the planning system and strengthening protection of sensitive areas and the Green Belt. The consultation closes 23 November 2014 (a paper dealing with a Council response to the consultation is elsewhere on this agenda). It is unlikely that this consultation document will become policy before January 2015. Therefore until new national policy is adopted the Planning Policy for Traveller Sites remains the national policy for assessing sites.

11. The Gypsy and Travellers and Travelling Showpeople Site Assessment Study seeks to identify and assess potential sites to meet the need identified in the Accommodation Needs Assessment 2014.

12. 29 sites were identified by the Council to be assessed within the Study, these came from the following sources:

- All existing authorised and unauthorised Gypsy and Traveller sites
- All remaining sites promoted through the 2012 Call for Sites exercise
- Recent Gypsy and Traveller encampments

13. All of these sites were assessed against a set of criteria which took account of national policy, adopted and emerging Local Plan policy and physical constraints. Within the overall policy framework the general approach to identifying appropriate site selection criteria was built upon the NPPF:

- Is the site **available** – Landowners were contacted and identified whether sites are being made available and any potential legal or ownership constraints. With regard to existing sites the question was asked if the site could accommodate more pitches;
- Is the site **suitable** – each site was assessed against criteria which looked at policy requirements, physical constraints and potential impacts; and
- Is the site **deliverable** – potential site constraints were identified which may affect viability.

14. The report identifies a total of 6 sites, 3 existing sites and 3 potential new sites, beyond the green belt which are available and suitable for Gypsy and Travellers. These 6 sites have the potential to deliver a total of 43 additional pitches from 2013-2033, 17 pitches greater than the identified need. Of which 41 are deliverable in the first 5 years, 2013-2018.

	2013-2018	2019-2023	2024-2028	2029-2033	Total
a) Need for Gypsy and Traveller Residential Pitches (as identified in the 2014 Accommodation Assessment)	9	5	6	6	26
b) Potential number of additional pitches on existing sites beyond the Green Belt	4	2	0	0	6
c) Potential number of pitches on new sites beyond the Green Belt	37	0	0	0	37
Total potential supply (b+c)	41	2	0	0	43
(shortfall) or surplus (a-d)	32	(3)	(6)	(6)	17

15. One existing site within the Green Belt, Oak Tree Little Hallingbury, is also identified as potentially available and suitable for an additional 6 pitches.
16. The report recommends that the Council should use the following priority approach to safeguard and allocate sites:
 - a. Safeguard existing sites
 - b. Allocate existing sites for intensification and allocate new sites beyond the Green Belt
 - c. Allocate existing sites for intensification within the Green Belt
 - d. Allocate new sites within the Green Belt

Next Steps

17. The next step is to produce a Gypsy and Travellers 'issues and options' document for consultation. This will set out and ask a number of questions, such as people's views on the Vision and Objectives, the ideal plot numbers per site, preference of sites for allocation and whether the Council should plan for the full identified need up to 2033 or just allocate enough plots to meet the need for the first 5 years and then have a broad area of search for the rest of the Plan period.
18. Officers will bring the draft consultation document to the group for discussion. The consultation is planned to start in December 2014 running for a minimum of 6 weeks, but extended to take into account the holiday period.

Risk Analysis

19.

Risk	Likelihood	Impact	Mitigating actions
The Gypsy and Traveller Local Plan will be found unsound.	Low likelihood if UDC allocates sites in line with the evidence and carry out public consultation in line with the regulations.	If the Gypsy and Traveller Local Plan were unsound then planning permission would have to be granted on sites that may be in locations we would normally find unsuitable.	Ensure that evidence is used in formulating the consultation document and that consultation is carried out in line with the regulations.

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.

Gypsy, Traveller and Travelling Showpeople Sites

Site Assessment Study

On behalf of **Uttlesford District Council**






**Uttlesford
District Council**



Document Control Sheet

Project Name: Gypsy, Traveller and Travelling Showpeople Site Assessment Study
Project Ref: 30946/001
Report Title: Site Assessment Study
Doc Ref: 02
Date: October 2014

	Name	Position	Signature	Date
Prepared by:	Sharon Jefferies	Senior Planner		13/10/2014
Reviewed by:	Paul Jobson	Associate		13/10/2014
Approved by:	John Baker	Partner		13/10/2014
For and on behalf of Peter Brett Associates LLP				

Revision	Date	Description	Prepared	Reviewed	Approved
00	22/09/2014	Draft Report	SJ	PJ	JB
01	10/10/2014	Final Report	SJ	PJ	JB
02	13/10/2014	Revised Final Report	SJ	PJ	JB

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Appendix D	Sites with No Potential
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1 Introduction and Background

1.1 Introduction

- 1.1.1 Uttlesford District Council (the Council) has appointed Peter Brett Associates LLP (PBA) to assess sites for Gypsy and Traveller and Travelling Showpeople uses. The objective of this study is to assess potential sites to determine if they are suitable, available and achievable.
- 1.1.2 The results of this study will inform the development of relevant policies and allocations in the emerging Local Plan and guide the consideration of future planning applications for Gypsy, Traveller and Travelling Showpeople sites.

1.2 Background

- 1.2.1 Gypsies and Travellers have lived in Britain for at least 500 years and probably longer. For the purposes of the planning system, Gypsies and Travellers means:

“Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependents’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.” (Planning policy for traveller sites, CLG, March 2012).

- 1.2.2 Many Gypsies and Travellers continue to pursue an active itinerant lifestyle and are generally self-employed people. However, increasingly communities are becoming more settled.

- 1.2.3 Gypsies and Travellers are not a uniform homogeneous community, but rather a group of communities which share some features but have their own histories and traditions. Even within each main group there is fragmentation between different families which emphasises the lack of a cohesive community and the need to avoid over generalisations. However, the main cultural groups include:

- Romany Gypsies;
- Irish Travellers; and
- New Travellers.

- 1.2.4 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Race Relations Acts.

- 1.2.5 Travelling Showpeople have traditionally been involved in holding fairs and circuses for many hundreds of years. For the purposes of the planning system, Travelling Showpeople means:

“Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family’s or dependent’s more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.” (Planning policy for traveller sites, CLG, March 2012).

- 1.2.6 The Government published a policy statement ‘Planning policy for traveller sites’ in 2012, replacing Circulars 01/2006 and 04/2007 to address future accommodation needs of Gypsies, Travellers and Travelling Showpeople because the previous planning policy arrangements had failed to deliver adequate sites to meet identified needs over the previous 10 years.

- 1.2.7 Local planning authorities are currently required to identify and allocate sufficient sites to meet the needs of these groups within their local plans (Uttlesford Local Plan). This means that when delivering sites consideration is required to which sites are available and suitable for different types of the travelling community.
- 1.2.8 Department for Communities and Local Government have recently published a consultation document 'Planning and Travellers', with an accompanying Equalities Statement. These documents are out to consultation and the closing date is 23 November 2014. It is unlikely that these consultation documents will become policy before January 2015. Therefore until new national policy is adopted, the 'Planning policy for traveller sites' remains the national policy for assessing sites.

2 Existing Needs

2.1 Introduction

- 2.1.1 'Planning policy for traveller sites' (CLG, March 2012) states that the overarching aim of Government is "to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community." (para 3).
- 2.1.2 Under this document, local planning authorities are required to:
- Use a robust evidence base to establish accommodation needs;
 - Set pitch and plot targets to address the likely permanent and transit site accommodation needs of Travellers in their area;
 - Identify and update annually a supply of specific deliverable sites to provide five years' worth of sites against their locally set targets;
 - Identify a supply of specific developable sites or broad locations for years six to ten and where possible for years 11-15; and
 - Set criteria based policies to meet identified need and/or provide a basis for decisions in case applications that nevertheless come forward.
- 2.1.3 The Council commissioned consultants, ORS, to carry out an Accommodation Needs Assessment of Gypsies, Travellers and Travelling Showpeople within Uttlesford, as part of an Essex-wide needs assessment; the objective of that assessment being to quantify the number of Gypsy and Traveller pitches and Travelling Showpeople plots to meet identified needs to 2033. The Study provides evidence to address the first two requirements set out above.
- 2.1.4 The Gypsies and Travellers and Travelling Showpeople Identification of Site Assessment Study seeks to identify and assess potential sites to meet the needs identified in the Accommodation Needs Assessment. Peter Brett Associates' objective is to provide evidence to support the Council to identify and allocate sites and establish criteria policy in the emerging Local Plan.
- ### Essex Gypsy, Traveller and Travelling Showpeople Accommodation Assessment 2014
- 2.1.5 A new Gypsy and Traveller and Travelling Showpeople Accommodation Assessment (GTAA) was completed by consultants Opinion Research Services (ORS) for Essex Councils in July 2014.
- 2.1.6 The GTAA estimates that the extra site provision to meet residential needs between 2013 and 2033, for Uttlesford, is 26 pitches. The GTAA outlines the methodology of how this number was derived.
- 2.1.7 The GTAA has identified that there is no residential needs for the Travelling Showpeople households between 2013 and 2033.
- 2.1.8 **Table 2.1** sets out the GTAA need for Uttlesford in 5 year time periods:

Table 2.1: GTAA need for Uttlesford in 5 year time periods

	2013-2018	2018-2023	2023-2028	2028-2033	Total
Gypsy and Traveller Residential Pitches	9	5	6	6	26

2.1.9 The GTAA recommend that at least two publicly provided transit sites is delivered in Essex County with at least 10 and ideally 15 pitches per site.

3 Methodology for Site Assessment

3.1 Introduction

3.1.1 This report sets out the methodology followed to complete the site assessment study to identify sites to meet Gypsy and Traveller and Travelling Showpeople needs and inform criteria for planning policy. The methodology has been developed in line with national guidance. The Council have fully considered and finalised the methodology and it has been applied to potential sites.

3.2 Sites to be assessed

3.2.1 The Council identified the 29 sites to be assessed within this study, from the following sources:

- All existing authorised and unauthorised Gypsy and Traveller sites;
- All remaining sites promoted to the 2012 Call for Sites exercise;
- Recent Gypsy and Traveller encampments.

3.2.2 All sites assessed are identified on a map in [Appendix A](#).

3.3 Identifying Criteria for Site Assessment

3.3.1 Based upon our review of available policy, guidance, identified site need from the Gypsy and Traveller Accommodation Assessment (GTAA) (2014) and physical constraints, we identified a series of site criteria for discussion and agreement with the Council. PBA used the criteria to assess potential sites. The criteria could also inform future local policy and subsequently be used to determine planning applications.

3.3.2 Account was taken of national policy, as contained within Planning Policy for Traveller Sites (CLG, 2012) and existing and emerging local policy, as contained within adopted and emerging Local Plans. Account was also taken of the existing pattern and distribution of need for Traveller provision as set out in the GTAA.

3.3.3 Within the overall policy framework, the general approach to identifying appropriate site selection criteria was built upon the national planning policy framework:

- Is the site available?
- Is the site suitable?
- Is the site developable, e.g. viable and deliverable?

3.3.4 A key consideration, based upon national policy, has been that criteria should be “fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community” (Planning Policy for Traveller Sites, paragraph 10). Criteria should be clear and transparent and unambiguous. Many previous studies and local plan criteria based policies across the country have used very restrictive criteria which have prevented many reasonable sites from coming forward.

3.3.5 Site criteria has built on existing draft policy HO11 from the Uttlesford Local Plan – Pre submission consultation (April 2014). This policy is set out overleaf:

Policy HO11 - Sites for Gypsies, Travellers and Travelling Showpeople

The Council will identify sites for Gypsies, Travellers and Travelling Showpeople in the Site Allocations Development Plan Document, or through the planning application process in accordance with the following criteria:-

- a. sites should be located, designed and landscaped to minimise any impact on the natural, built and historic environment;
- b. sites should have safe pedestrian access, and safe vehicular access to and from the public highway and allow for parking, turning and servicing of vehicles on site;
- c. sites should not be located within areas at risk of flooding;
- d. sites should be capable of being provided with drainage, water supply and other necessary utility services;
- e. sites should be of an appropriate size to provide the planned number of caravans together with amenity blocks, play areas, access roads and structural landscaping; and.
- f. in addition the plots for Travelling Showpeople should be large enough for the storage and maintenance of rides and equipment.

3.3.6 We have taken account of the various criteria from the following sources including:

- National Planning Policy Framework and National Planning Policy Guidance;
- 'Planning Policy for Traveller Sites', CLG, March 2012;
- Adopted and emerging local policies within the Authority;
- The Showmen's Guild of Great Britain 'Model Standard Package';
- 'Designing Gypsy and Traveller Sites', CLG, May 2008.

3.3.7 The site criteria has been developed and applied to all sites.

3.4 Site Assessment Criteria

3.4.1 The assessment process involved an initial desk top study undertaking the application of broad suitability criteria, including absolute constraints, together with an initial investigation of likely availability. The assessment centred upon:

- **Availability** – we contacted landowners and identified whether sites are being made available and any potential legal or ownership constraints;
- **Suitability** – we assessed each site against the agreed criteria which was broadly grouped into policy requirements, physical constraints and potential impacts; and
- **Developability** – we identified potential site constraints needing to be rectified which may affect viability and any potential alternative uses likely to affect deliverability.

3.4.2 The application of broad suitability criteria sieved out immediately sites which are likely to fail on the grounds of contravening major constraints such as being within international environmental designations or within the boundaries of scheduled ancient monuments, etc.

- 3.4.3 Availability was identified throughout this study as a key criterion. With regard to existing occupied sites we discussed the future availability of the sites to accommodate additional pitches. All sites were visited and assessed by an Associate and Senior Planning Consultant from the PBA team. At the same time, all sites were sent to key Council and County Council officers, including highways, and development management, for comment. These comments were fed into the assessment of suitability and an examination of achievability issues was undertaken.
- 3.4.4 All issues of potential delivery identified were subject to investigations where possible, with recommendations on how they can be addressed. All sites that are considered suitable, available and developable have been subject to an initial assessment of the capacity of the site in terms of the number of pitches or plots which could be provided on site. This has taken into account:
- Size and shape of site and character of the adjoining area;
 - ‘Designing Gypsy and Traveller Sites’, CLG, May 2008;
 - Relevant planning history; and
 - Design templates developed by PBA (see [Appendix E](#)).
- 3.4.5 Site assessment criteria are set out overleaf in [Table 3.1](#).

Table 3.1: Site Assessment Criteria

Site criteria	Designation/Issue	Reject	Accept but further investigation/mitigation required	Accept
Environmental Designations and Ecology	Special Protection Area RAMSAR Site Special Areas of Conservation Site of Special Scientific Interest National Nature Reserve Local Nature Reserves Sites of Importance for Nature Conservation	The site is covered by an international or national designation. Significant effect and unacceptable impact of site upon ecology or protected species or habitats not capable of mitigation where no overriding public interest.	Impact capable of mitigation. Potential cumulative impact with other identified sites.	No significant effect or unacceptable impact on ecology, protected species or habitats.
Landscape and Green Belt	Green Belt and landscape impact and visual containment Landscape Character Areas	Unacceptable impact of site upon Green Belt purposes and/or landscape not capable of mitigation.	Impact capable of mitigation Potential cumulative impact with other identified sites.	No unacceptable impact on Green Belt purposes and or landscape.
Historic environment	Scheduled Ancient Monuments Listed Buildings Historic Parks and Gardens Conservation Areas Heritage assets (local lists)	Significant harm to the significance of a heritage asset not capable of mitigation.	Harm to the significance of a heritage asset but capable of mitigation.	No harm to the significance of a heritage asset.
Site access and safety	Access to site Proximity to major roads	Poor access and/or road of poor standard. Likely to be subject to safety issues from surrounding uses incapable of mitigation	Access poor but capable of being improved. Road of adequate or good standard. Likely to be affected by safety issues but this is capable of mitigation.	Adequate or good access off adequate or good standard of road. Not affected by safety issues.

Flood Zone	Environment Agency Indicative Flood Mapping and SFRA	The site is within Flood Zone 3 and not suitable for Gypsy and Traveller or Travelling Showpeople use.	The site is affected by Flood Zone 2 requiring further investigation (and application of policy tests).	The site is not affected by identified areas of indicative flood mapping or is located in Flood Zone 1.
Contamination and unstable land	Contaminated Land Unstable Land	The site is located on or adjacent a landfill site or the land is unstable, and the land has been identified as unsuitable for residential use. Contains an area of unstable or contaminated land that is likely to undermine the site's suitability and achievability.	Could contain unstable or contaminated land that should be subject to further investigation.	Not located on unstable land. Not located on contaminated land.
Availability	Site promoted by landowners, agents or travelling community. Public land confirmed as available	Site not available for Gypsy, Traveller or Travelling Showpeople use. There are known legal or ownership problems, such as multiple ownerships, ransom strips, tenancies or operational requirements which cannot be resolved. Public land has been identified in another plan / strategy for another use.	There is doubt over whether the site is genuinely available for Gypsy, Traveller or Travelling Showpeople (GTTS) use after further investigations.	There is evidence that the landowner is willing to sell and/or a developer is interested in developing within the timeframe of the Local Plan. There are no known legal or ownership problems, such a multiple ownerships, ransom strips, tenancies or operational requirements which are not capable of being overcome within the timeframe of the Local Plan. Public site is not identified in a plan or strategy for another use.
Site size and layout	Suitable site size and design	The site is of insufficient size to accommodate a pitch or plot in a satisfactory way.	The site will require careful design and layout to ensure it is suitable for use.	The site has no size constraints and will have no potential layout/design issues that can not be addressed.
Topography	Topography	Steep slopes which make the site unsuitable and/or unachievable.	Sloping or undulating land which may require works to achieve a suitable development.	Level or gently sloping site.

Noise	Noise pollution from surrounding uses e.g. road, rail and air transport	Likely to be adversely affected by noise pollution from surrounding uses that could make for an unacceptable residential environment.	Likely to be affected by noise pollution but this is capable of mitigation.	Not affected by noise issues.
Residential amenity (Impact of site and adjoining uses on each other)	Relationship with existing adjacent uses	Close proximity to existing adjacent uses esp. residential properties where any potential impact (light, visual, noise, traffic) on adjoining uses is not reasonably capable of mitigation.	Close proximity to existing adjacent uses esp. residential properties but any potential impact (light, visual, other disturbance) on adjoining uses is capable of mitigation.	Unlikely to adversely affect existing adjoining uses.
Developability	Deliverability (including utilities) Viability	Site constraints or ownership issues that are unlikely to be capable of resolution without considerable expense.	Site constraints capable of being overcome but where extent and cost of mitigation are unclear at this stage.	In a location where housing development is contrary to spatial policy. No site constraints needing to be overcome.

4 Site assessments and recommendations

4.1 Pitch and Plot Targets

- 4.1.1 'Planning policy for traveller sites' (CLG, 2012) requires local planning authorities to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, to meet likely permanent and transit site accommodation needs arising in each area.
- 4.1.2 The Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment (GTAA), completed by ORS in 2014 details the total identified need for new permanent residential Gypsy and Traveller pitches and Travelling Showpeople plots to meet residential needs between 2013 and 2033 to address the needs of all identifiable households in Uttlesford. The results are set out in **Table 4.1** below:

Table 4.1: GTAA need for Uttlesford in 5 year time periods

	2013-2018	2018-2023	2023-2028	2028-2033	Total
Gypsy and Traveller Residential Pitches	9	5	6	6	26

- 4.1.3 The Council is now in a position to include local targets in its emerging Development Plan Document to reflect the pitch targets identified in the GTAA.

4.2 A Supply of Deliverable and Developable Sites

- 4.2.1 In developing the Gypsy, and Traveller Development Plan Document, 'Planning policy for traveller sites' (CLG, 2012) requires local planning authorities to identify and keep up-to-date a supply of specific deliverable sites sufficient to provide five years' worth of sites against those locally set targets and a supply of specific developable sites or broad locations to meet needs, where possible, for up to 15 years.
- 4.2.2 PBA recommend that to address the requirement to ensure that identified need is met throughout the Plan period, the Council consider the following:
- Safeguarding existing sites (and providing additional pitches where appropriate at those locations);
 - Allocating potential sites beyond the Green Belt; and
 - Consider allocating potential sites within the Green Belt (if need cannot be met beyond the Green Belt).

4.3 Safeguarding Existing Sites

- 4.3.1 It is suggested that, as an initial starting point, the Council should consider safeguarding existing Gypsy, Traveller and Travelling Showpeople sites, to ensure that existing needs continue to be met in perpetuity. If sites are lost from these uses, then new replacement sites may need to be found to maintain an adequate supply to meet needs in accordance with the identified pitch and plot targets.
- 4.3.2 There are 15 existing Gypsy and Traveller sites with full permission within Uttlesford. There is 1 existing Travelling Showpeople site in Uttlesford. It is recommended that these existing sites are safeguarded in the Gypsy and Traveller Development Plan Document to ensure their continued use.

Table 4.2: Safeguarding Existing Authorised Gypsy and Traveller Sites in Uttlesford

Site ref	Site name	Settlement	Existing Provision (including extant permissions)
UTT001	Honey Orchard	High Easter	The site gained personal permanent planning permission (UTT/1174/79) for 1 caravan, in 1979.
UTT002	The Pickle	High Roding	(1 pitch) - UTT/0800/80 - permanent Established Use Certificate (UTT/0800/80) for 4 caravans.
UTT003	The Caravan	Stebbing	3 caravans - UTT/0720/99/FUL. Conditions restrict the use of one of the caravans to three names people and their dependants. No restriction on other two caravans.
UTT004	Tall Trees Caravan Park	Stansted	The site has full planning permission (and UTT/0370/85) for 10 caravans. Previous application UTT/0295/83.
UTT005	Middleside Caravan Park	Stansted	Full planning permission (UTT/1540/11 - Variation of personal condition 3 on appeal. UTT/1194/83) for 10 caravans was granted in 2011. Previous planning application (UTT/1194/83) for 10 caravans was refused but personal permission won on appeal.
UTT006	Oak View Caravan Park	Stansted	The site gained planning permission (UTT/1108/89) for 10 caravans in 1989. 5 pitches have personal planning permission and 5 pitches have full planning permission.
UTT007	The Caravan Garnetts Wood	Barnston, Dunmow	The site has Certificate of Lawfulness (UTT/1058/99/CL) for retention and residential occupation of two mobile homes as a single residential unit. The Certificate included 2 mobile homes and 1 touring caravan.
UTT008	Elmswood	Broxted, Dunmow	The site has personal planning permission (UTT/0792/92) for 2 caravans, split between 2 ownerships.
UTT009	Tandans	Great Canfield	The site was granted full planning permission (UTT/0808/11/FUL) for 1 pitch (1 mobile and 1 touring caravan), as varied on appeal (APP/C1570/A/11/2160858). The site was granted full planning permission (UTT/1617/12/FUL) for a further 2 pitches.
UTT010	Oak Tree Close	Bishops Stortford	Full planning permission (UTT/1487/12/FUL) for 5 pitches (removal of condition 1 attached to appeal decision notice ENF/238/09/A) was granted in 2012. Full planning permission (UTT/2453/11/FUL) for 5 timber day blocks and installation of 3 septic tanks and drainage fields, was granted in 2011.
UTT014	Star Green	Radwinter End	The site has personal planning permission (UTT/1108/85) for 2 caravans.
UTT017	The Two Willows	High Easter	The site has full planning permission (UTT/2036/11) for 5 caravans, for 1 Gypsy family only.
UTT018	Willow Farm	Great Dunmow	The site has full planning permission (UTT/1703/08) for 1 caravan.
UTT020	Felsted Travellers Site	Little Dunmow	The site has full planning permission (UTT/1925/89 - 7 pitches; UTT/1145/92 - 10 pitches) for a total of 27 pitches.
UTT021	The Yard	Bartholomew Green	The site has full planning permission (UTT/13/1547) for 1 pitch.

- 4.3.3 From site survey it is clear that these sites are currently in use and are occupied. There appear to be no reasons on the grounds of need why these sites should not be safeguarded in the Uttlesford Gypsy and Traveller DPD. Safeguarding these sites will prevent their loss to other uses and therefore ensure that new site provision is only required to meet future needs.

4.4 Site Delivery Options

- 4.4.1 A number of potential delivery models have been identified and considered for the potentially suitable sites and strategic/broad locations identified overleaf. These include:
- Delivery model 1: Existing privately owned sites where there is potential for pitches/plots to be created within the existing site boundaries to meet future immediate family needs. Under this model, planning permission would be needed. The Council should consider encouraging planning applications to meet short and medium term needs through entering into dialogue with site occupants.
 - Delivery model 2: Sites which are not currently owned by the travelling communities but have been identified as available for these uses. Allocation in the emerging DPD could identify these sites to travelling communities and they could be purchased on the open market. Alternatively, the Council could consider using New Homes Bonus or other capital monies to buy the site or identify their own public assets and then make them available to organised groups on a non-profit making basis to enable them to develop and manage. Such groups could also be offered the opportunity to buy stakes in the site, allowing the income from such sales to provide further sites, as appropriate. There are emerging examples of innovative acquisition and funding arrangements across the country.
 - Delivery model 3: New sites where the Council considers that additional affordable pitch provision may be appropriate. In this case, the Council should investigate the potential for either buying sites, developing their public assets or work with other public providers using Government grant funding or other monies to secure or increase affordable provision. Sites could then either be managed by a Council or a Registered Providers (RP's).
 - Delivery model 4: Provision required as part of the planning of strategic housing or mixed use development sites/broad locations. There may be opportunity to require suitable strategic allocations/broad locations in the District Plan to provide for Gypsy and Traveller pitches or Travelling Showpeople plots as part of their overall delivery of development in these locations. These could then be either managed by the Council or RPs, sold on the open market, or affordable pitches brought forward. However, it should be noted that masterplanning and viability testing could ultimately result in some sites potentially not progressing to identification for either Gypsy and Traveller or Travelling Showpeople use in Policy HO7 of the District Plan.

4.5 Sites with Potential (beyond the Green Belt)

- 4.5.1 A total of 6 sites have been identified beyond the Green Belt as potentially available and suitable for Gypsies and Travellers. **Table 4.3** sets out the potential site for allocation. Details of this site are contained in **Appendix B**.

Table 4.3: Sites with Potential beyond the Green Belt for Gypsy and Traveller Pitches in Uttlesford

Site Ref	Site Name	Settlement	Existing authorised pitches	Extant permission for pitches	Additional pitches	Pitches 2013-2018	Pitches 2018-2033	Delivery option
UTT009	Tandans	Great Canfield	1	2	2	2	0	Model 1
UTT014	Star Green	Radwinter End	1	0	2	2	0	Model 1
UTT021	The Yard	Bartholomew Green	1	0	2	0	2	Model 1
UTT022	5 Acres	Wicken Bonhunt	0	0	12	12	0	Model 1
UTT024	Anso Corner Farm	Hempsted	0	0	15	15	0	Model 2
UTT026	Land South of the B1256, opposite Taylors Farm	Takeley	0	0	10	10	0	Model 2
TOTAL					43	41	2	

4.6 Meeting the Needs (beyond the Green Belt)

- 4.6.1 The Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment 2014 (GTAA) identifies a need for 26 net additional Gypsy and Traveller residential pitches to be developed by 2033. The GTAA specifically identifies a need for 9 additional pitches within the first 5 years. **Table 4.4** sets out a summary of need and supply beyond the Green Belt for Gypsy and Traveller sites in Uttlesford.

Table 4.4: Gypsy and Traveller need and supply beyond the Green Belt in 5 year time periods

	2013-2018	2018-2023	2023-2028	2028-2033	Total
(a) Need for Gypsy and Traveller Residential Pitches	9	5	6	6	26
(b) Potential number of additional pitches on existing sites beyond the Green Belt	4	2	0	0	6
(c) Potential number of pitches on new sites beyond the Green Belt	37	0	0	0	37
(d) Total potential pitch supply (b+c)	41	2	0	0	43
(e) Surplus/Shortfall of pitches (d-a)	+32	-3	-6	-6	+17

- 4.6.2 PBA consider that there are 3 existing currently authorised sites and 3 potential new sites beyond the Green Belt which may be suitable for further Gypsy and Traveller pitches. Overall this is 17 pitches greater than the identified need figure of 26 for 2013-2033. Critically this figure is also 32 pitches greater than the identified need which should be delivered in the first 5 years.

4.7 Sites with Potential (within the Green Belt)

4.7.1 A total of 1 site in the Green Belt is identified as potentially available and suitable. Sites in the Green Belt are generally considered to be inappropriate and should only be allocated by the Local Planning Authority when insufficient sites in non-Green Belt locations can be identified to meet locally defined needs. **Table 4.5** sets out the potential site within the Green Belt.

Table 4.5: Sites with Potential within the Green Belt for Gypsy and Traveller Pitches in Uttlesford

Site Ref	Site Name	Settlement	Existing authorised pitches	Extant permission for pitches	Additional pitches	Pitches 2013-2018	Pitches 2018-2033	Delivery option
UTT010	Oak Tree Close	Little Hallingbury	5	0	6	6	0	Model 1
TOTAL					6	6	0	

4.7.2 Details of this site are contained in **Appendix C**. All other rejected sites are set out in **Appendix D** with reasons for rejection.

4.8 Delivery and Distribution of Sites

4.8.1 It is recommended that the Council should use a priority approach to safeguarding and allocation of potentially suitable sites. PBA recommend that the Council meets the need for Gypsy, Traveller and Travelling Showpeople provision in the following order:

- I. Safeguard existing sites to prevent their loss to other uses and increase the identified pitch/plot requirement for the District;
- II. Allocate existing sites beyond the Green Belt;
- III. Allocate existing sites for intensification within the Green Belt (within existing permitted boundaries); and
- IV. Allocate new sites within the Green Belt.

4.8.2 PBA consider that the distribution and delivery of provision across the District are important and therefore the selection of site options by the Council should also be guided by the following principles;

- **Fit with needs:** e.g. location of current needs, existing provision and needs of different travelling communities;
- **Viability, capacity and timing of delivery of sites:** e.g. financial viability and delivery within the first 5 years.
- **How potential sites relate to spatial strategies:** e.g. settlement hierarchy, relationship of sites to sustainable settlements and accessibility to key services;

4.8.3 The fit with needs is an important consideration and, unlike the housing market, the small scale of need and supply can in some instances require the consideration of the needs of specific families and the appropriate form and location of provision to meet those needs. PBA are aware of Local Authorities where specific needs remain unmet, whilst sites remain vacant because the sites provided are inappropriate to meet specific needs. PBA recommend that the provision of pitches for Gypsies and Travellers should be managed to ensure a good fit with identified need and enable delivery.

- 4.8.4 Viability, capacity and delivery of sites is a critical consideration for the Council. Delivery of provision will need careful consideration to determine capacity and ensure that both site viability and implementation is realistic.
- 4.8.5 The relative accessibility of sites and proximity to the main towns and key services should be considered by the Council when selecting sites. The level of provision for Gypsy and Traveller (26 pitches) over the plan period is relatively small compared to the level of provision for other uses such as residential, but the Council should still plan for sustainable development where possible.

4.9 Phasing and Monitoring

- 4.9.1 As with other forms of development, the release of Gypsy, Traveller and Travelling Showpeople sites should be managed to ensure that it corresponds with identified need.
- 4.9.2 The Council could potentially identify sufficient sites to meet needs within the plan period dependant on the outcomes of consideration of options for delivery within the Green Belt. It will be necessary to revisit the identification of sites if sites prove to be undeliverable. PBA suggest that it would be prudent for the Council to identify a potential reserve of sites or extension of existing sites which could be brought forward in the future if required, rather than wait for the need to be established and then start a review of the development plan document at that time.
- 4.9.3 Once the Council has identified and allocated enough sites, active monitoring of supply against need on an annual basis, as required by 'Planning policy for traveller sites', would determine the need for any potential release of land to meet future needs. To ensure that it is able to demonstrate that it has an up to date understanding of local needs, the Council should also undertake periodic review of its needs evidence base via an updated Accommodation Assessment.

Appendix A Sites Location Map



Sources: Esri, DeLorme, HERE, TomTom, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, and the GIS User Community

Appendix B Sites with Potential

Site ref	Site name	Settlement
UTT009	Tandans	Great Canfield
Site address	Local authority	Size (ha)
Great Canfield Road	Uttlesford District Council	0.9
Description of site		
<p>This is an existing authorised Gypsy and Traveller site that comprises a rectangular area of pasture with a park home located in the northern corner. The site is accessed by a gravel driveway off Canfield Drive, which is a narrow private cul de sac which serves a number of residential properties. Surrounding uses includes a variety of low density private residential properties with large gardens, woodland and agricultural land.</p>		
<p> <input type="checkbox"/> Source: current unauthorised <input type="checkbox"/> Source: strategic site <input type="checkbox"/> Source: public owned land <input checked="" type="checkbox"/> Source: current authorised <input type="checkbox"/> Source: site survey <input checked="" type="checkbox"/> Source: call for sites <input type="checkbox"/> Source: privately promoted <input type="checkbox"/> Source: broad location </p>		
Planning history		
<p>The site was granted full planning permission (UTT/0808/11/FUL) for 1 pitch (1 mobile and 1 touring caravan), as varied on appeal (APP/C1570/A/11/2160858).</p> <p>The site was granted full planning permission (UTT/1617/12/FUL) for a further 2 pitches.</p>		
AVAILABILITY		
<p>The site is an existing Gypsy and Traveller site and is being promoted for further pitches. The site is therefore considered available.</p>		
SUITABILITY		
Policy constraints		
<p>Pre-submission Local Plan policy HO11 'Sites for Gypsies, Travellers and Travelling Show People'.</p>		
Physical constraints		
<p>Development Management comments- The site is considered suitable County Highway comments - Canfield Drive is private, junction with Great Canfield Road, unclassified, 30 mph, has adequate width and visibility. No mitigation required.</p>		
Landscape Impacts		
<p>The location is within a small scale landscape characterised by small hedgerow bounded fields, scattered properties in narrow linear or larger gardens within the Broxted Farmland Plateau Landscape Character Area. The site appears very well contained by robust hedgerows, tree belts and woodlands in the area. The boundary with the property to the west appears to be more open. The site appears to be suitable to accommodate some further pitches although these should be carefully located to minimise their visibility from the lane and any overlooking property, and avoid a significant intensification of development which would be out of character with the 'loose' nature of the existing settlement pattern. The generous size of the site provides scope for appropriate mitigation planting.</p>		

Green Belt Comments

The site is not located within the Green Belt

Other Potential Impacts

Historic Environment comments- In an area where a number of medieval finds have been made. Potential to require evaluation to assess site for below ground deposits.
 Conservation officer comments - There would be no detrimental impact on Listed Buildings or Conservation areas.

ACHIEVABILITY

There appear to be no reasons why the site could not be intensified by the existing occupants. The land is available, policy and physical constraints are capable of being overcome and mitigation measures are feasible subject to the ability of the owner to finance the development. The development appears to be viable.

Conclusion

This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. The site is available and suitable for further pitches, subject to adequate landscape mitigation measures and historical environment investigations.



DELIVERY

Potential Yield	
2013 - 2018	2
2018 - 2023	0
2023 - 2028	0
2028 - 2033	0
Potential occupants	
Gypsies and Travellers	
Type of use	
Residential	

Delivery model

- Existing private site for either permanent authorisation, intensification or extension to meet family needs
- Existing private site for intensification or extension to meet wider needs of communities
- New private site for development
- Existing public site for intensification or extension
- New public site for development
- New site to be developed as part of an urban extension
- Existing site requiring planning permission

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Site ref	Site name	Settlement
UTT014	Star Green	Radwinter
Site address	Local authority	Size (ha)
Radwinter End	Uttlesford District Council	0.3
Description of site		
<p>This is an existing Gypsy and Traveller site. The site comprises a plot of land surrounded by hedges and some small trees within the open, exposed rolling arable countryside. Existing development appears to consist of a mobile home located at the western end of the plot set within a garden and a touring caravan and hard standing in the larger eastern half. There are also some sheds present.</p>		
<p> <input type="checkbox"/> Source: current unauthorised <input type="checkbox"/> Source: strategic site <input type="checkbox"/> Source: public owned land <input checked="" type="checkbox"/> Source: current authorised <input type="checkbox"/> Source: site survey <input type="checkbox"/> Source: call for sites <input type="checkbox"/> Source: privately promoted <input type="checkbox"/> Source: broad location </p>		
Planning history		
<p>The site has permission for the retention of 1 mobile home as residential and storage of 2 caravans.</p>		
AVAILABILITY		
<p>This is an existing Gypsy and Traveller site being made available for extra pitches. Therefore the site is considered available.</p>		
SUITABILITY		
Policy constraints		
<p>Pre-submission Local Plan policy HO11 'Sites for Gypsies, Travellers and Travelling Show People'. Source Protection Zone.</p>		
Physical constraints		
<p>Development Management comments - The site is considered suitable. County Highway comments - Access will need to be widened to 6 metres minimum to allow safe entry and exit, vegetation clearance will need to be carried out to improve visibility. There should be no unbound materials used in the surface finish of the access.</p>		
Landscape Impacts		
<p>Buildings set within vegetation are typical characteristic of the Landscape Character Area and this site is no exception. There are a number of rights of way within the area, notably to the north and directly east from which there are likely to be views towards the site; one of these routes passes the eastern edge of the site. The existing development is most discreet being low level and low density, softened by vegetation within and subdividing the site and contained within robust boundary vegetation such that from external locations the existing development has no significant effect on views or the character of the rural surroundings. Whilst it would appear that there is scope for some further development within the site without material adverse effects on landscape character and views, great care needs to be taken to ensure that the site is not over developed and that the essentially 'green' and contained nature of the site is maintained. The retention and protection of trees within the site will also be important.</p>		

Green Belt Comments

N/A

Other Potential Impacts

Historic environment comments - Site lies on the edge of a protected lane. The integrity of the lane will need assessing in advance of any decision on locating a site here.

Conservation officer comments - Due to the distance of conservation areas and Listed Buildings there are no comments on this site.

ACHIEVABILITY

There appears to be no reasons why the site could not be intensified by the existing occupants. The land is available, policy and physical constraints are capable of being overcome and mitigation measures are feasible subject to the ability of the owner to finance the development. The development appears to be viable.

Conclusion

This is an existing authorised Gypsy and Traveller site which needs to be safeguarded in the Local Plan. The site is available and suitable for further pitches. The number of pitches proposed is low to ensure there is no material adverse effects on the protected land and landscape character and views.



DELIVERY

Potential Yield

2013 - 2018	2
2018 - 2023	0
2023 - 2028	0
2028 - 2033	0

Potential occupants

Gypsies and Travellers

Type of use

Residential or Transit

Delivery model

- Existing private site for either permanent authorisation, intensification or extension to meet family needs
- Existing private site for intensification or extension to meet wider needs of communities
- New private site for development
- Existing public site for intensification or extension
- New public site for development
- New site to be developed as part of an urban extension
- Existing site requiring planning permission

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Site ref	Site name	Settlement
UTT021	The Yard	Great Leighs
Site address	Local authority	Size (ha)
Bartholomew Green	Uttlesford District Council	0.2
Description of site		
<p>The site forms the western third of rectangular field of rough grassland. To the south lie several large detached houses in extensive grounds that extend to the same north south hedgerow that defines the eastern boundary of the site field; similar properties lie a little further to the north. Construction within the site has commenced recently and a concrete base of a building and stone surfaced access has been formed. The location of the building appears to be opposite the site entrance.</p>		
<input type="checkbox"/> Source: current unauthorised <input type="checkbox"/> Source: strategic site <input type="checkbox"/> Source: public owned land <input checked="" type="checkbox"/> Source: current authorised <input type="checkbox"/> Source: site survey <input type="checkbox"/> Source: call for sites <input type="checkbox"/> Source: privately promoted <input type="checkbox"/> Source: broad location		
Planning history		
<p>The site has full planning permission (UTT/13/1547) for 1 pitch.</p>		
AVAILABILITY		
<p>The site has planning permission for 1 pitch and is under construction. It has permission for Gypsy and Traveller use and therefore deemed potentially available for further pitches in the future.</p>		
SUITABILITY		
Policy constraints		
<p>Pre-submission Local Plan policy HO11 'Sites for Gypsies, Travellers and Travelling Show People'.</p>		
Physical constraints		
<p>Development Management comments - The site is considered suitable. County Highway comments - Intensification of use will require carrying out a speed survey to determine if the available visibility is adequate for actual vehicle speeds. If so the access will need to be widened to 6 metres minimum and there should be no unbound materials used in the surface finish of the access.</p>		
Landscape Impacts		
<p>The size of the site suggests some further pitches could potentially be accommodated. However, specific consideration needs to be given to the amenity of the property to the north which is located on slightly higher ground, the low density of the adjoining development which is a characteristic of this immediate area, and the existing building line where properties are aligned parallel with and slightly set back from the road. It would be inappropriate to increase the depth of development within the field which should be subject to appropriate management. Mitigation planting should also be a requirement, including reinforcement of the road frontage hedgerow, the reinstatement of the removed section of hedgerow on the north western boundary, and planting to reduce visibility into the site from the entrance.</p>		

Green Belt Comments

The site is not located within the Green Belt

Other Potential Impacts

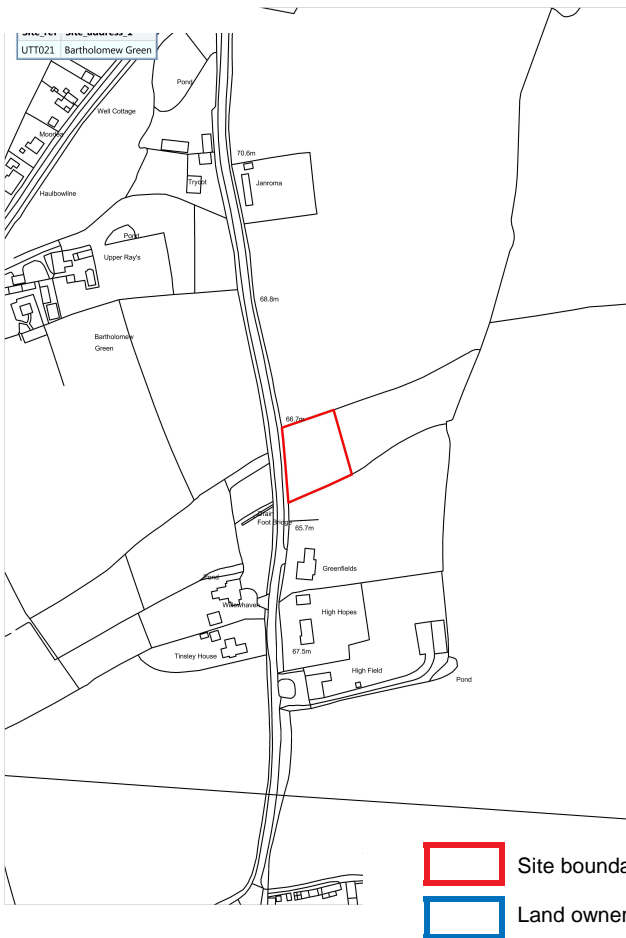
Historic environment comments - The site has no impact on the historic environment.
 Conservation comments - Due to the distance of conservation areas and Listed Buildings there are no comments on this site.

ACHIEVABILITY

There appear to be no reasons why the site could not be intensified by the existing landowner. The land is potentially available, policy and physical constraints are capable of being overcome and mitigation measures are feasible subject to the ability of the owner to finance the development. The development appears to be viable.

Conclusion

This is an existing authorised Gypsy and Traveller site which needs to be safeguarded. It is suitable for further pitches subject to landscape and highway mitigation. Availability for further pitches is unconfirmed therefore whilst considered developable, its deliverability within the first 5 years is unclear, therefore the site is identified for the medium term. The availability of the site for further pitches should be reassessed in future reviews of this study.



DELIVERY

Potential Yield	
2013 - 2018	0
2018 - 2023	2
2023 - 2028	0
2028 - 2033	0
Potential occupants	
Gypsies and Travellers	
Type of use	
Residential	

Delivery model

- Existing private site for either permanent authorisation, intensification or extension to meet family needs
- Existing private site for intensification or extension to meet wider needs of communities
- New private site for development
- Existing public site for intensification or extension
- New public site for development
- New site to be developed as part of an urban extension
- Existing site requiring planning permission

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Site ref	Site name	Settlement
UTT022	5 Acres	Arkesden
Site address	Local authority	Size (ha)
Wicken Bonhunt	Uttlesford District Council	2.2
Description of site		
<p>The site comprises of a former nursery site which had sheds, fruit trees, green houses and other buildings. The site is largely cleared of buildings and has become overgrown. Surrounding uses include residential properties to the south and open countryside on all other sides. The site has previously been used as a residence and stopping place for Gypsy and Traveller use historically.</p>		
<p> <input type="checkbox"/> Source: current unauthorised <input type="checkbox"/> Source: strategic site <input type="checkbox"/> Source: public owned land <input type="checkbox"/> Source: current authorised <input type="checkbox"/> Source: site survey <input checked="" type="checkbox"/> Source: call for sites <input type="checkbox"/> Source: privately promoted <input type="checkbox"/> Source: broad location </p>		
Planning history		
<p>The landowner states that enforcement notice was given to move in the 1990s. Applied for 8 caravans - application was withdrawn. Landowner states they have paperwork to show that her brother lived on site for some 10 to 15 years without moving and without planning. Withdrawn planning application UTT/1154/10/FUL.</p>		
AVAILABILITY		
<p>The landowner states that the site has been used by the Gypsy family to stop on from 1970 to 1985 and was used later in the 1990s by the same family. The site is being promoted for either 12 pitches for Gypsy and Traveller use, or 15 plots for Travelling Showpeople use.</p>		
SUITABILITY		
Policy constraints		
<p>Pre-submission Local Plan policy HO11 'Sites for Gypsies, Travellers and Travelling Show People' The entrance and access to the site is within flood zone 3. Source Protection Zones.</p>		
Physical constraints		
<p>Development Management comments- Potential for more pitches. The site is considered suitable. County Highway comments - Classified, 60mph, existing field gate. Intensification of use will require carrying out a speed survey to determine if the available visibility is adequate for actual vehicle speeds. If so the access will need to be 6 metres wide minimum and there should be no unbound materials used in the surface finish of the access. Highway boundary should be carried out to identify the extent of the highway verge. Environment Agency Comments - The site is located in flood zone 1 but the access point to the highway lies in flood zone 3. Any proposal would need to consider the safety of people, including the provision and adequacy of an emergency plan, temporary refuge and rescue or evacuation arrangements. Any site application should be supported by a Flood Response Plan.</p>		
Landscape Impacts		
<p>There is scope to accommodate a discreet development within the lower south eastern part of the site, where it would relate to the settled character of the southern part of the lane, without significant adverse landscape or visual effects. Any such development should be set back from the road with additional screening provided in character with the rural character of the lane. With a carefully aligned access views in to the development from the lane could be minimised. However, consideration will need to be given to the future management of the remaining land to ensure that the effects of any development are contained within the development site and do not extend informally across the rest of the site.</p>		

Green Belt Comments

The site is not located within the Green Belt.

Other Potential Impacts

Historic Environment comments - Access will be onto a protected Lane.
 Conservation comments - Due to the distance of conservation areas and Listed Buildings there are no comments on this site.
 There may be ecological limitations to the development of part of the site but the remaining land mitigation may offer scope for suitable mitigation and longer term management/biodiversity enhancement.

ACHIEVABILITY

There appear to be no reasons why the site could not be developed by the existing landowner. The land is available, policy and physical constraints are capable of being overcome and mitigation measures are feasible subject to the ability of the owner to finance the development. The development appears to be viable.

Conclusion

The site is available and suitable for Gypsy and Traveller use, within the eastern edge of the site for up to 12 pitches, subject to suitable landscape, ecology, highway and flood mitigation measures being put in place.



DELIVERY

Potential Yield

2013 - 2018	12
2018 - 2023	0
2023 - 2028	0
2028 - 2033	0

Potential occupants

Gypsies and Travellers

Type of use

Residential

Delivery model

- Existing private site for either permanent authorisation, intensification or extension to meet family needs
- Existing private site for intensification or extension to meet wider needs of communities
- New private site for development
- Existing public site for intensification or extension
- New public site for development
- New site to be developed as part of an urban extension
- Existing site requiring planning permission

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Site ref	Site name	Settlement	
UTT024	Anso Corner Farm	Hempstead	
Site address		Local authority	Size (ha)
Hempstead		Uttlesford District Council	1.5
Description of site			
<p>The site is currently a former agricultural and employment site accessed by the B1055 to the east. A third of the site is occupied by 3 commercial premises and surrounding hardstanding. The undeveloped areas were used for storage of goods and machinery. The site is surrounded by farm land and there are a number of dwellings adjacent or close to the site. There are 2 dwellings which adjoin the site to the south east corner, 2 other dwellings adjoin to the north boundary and another dwelling opposite the road junction to the south of the site, on the B1053.</p>			
<input type="checkbox"/> Source: current unauthorised <input type="checkbox"/> Source: strategic site <input type="checkbox"/> Source: public owned land <input type="checkbox"/> Source: current authorised <input type="checkbox"/> Source: site survey <input checked="" type="checkbox"/> Source: call for sites <input type="checkbox"/> Source: privately promoted <input type="checkbox"/> Source: broad location			
Planning history			
There is no known relevant planning history.			
AVAILABILITY			
The site was promoted to the Council in Nov 2012 for 25 pitches for Gypsy and Traveller use or 25 plots for Travelling Showpeople use. The site is therefore considered available			
SUITABILITY			
Policy constraints			
Pre-submission Local Plan policy HO11 'Sites for Gypsies, Travellers and Travelling Show People'.			
Physical constraints			
<p>There are 3 substantial agricultural buildings which may need to be demolished. This is a potential delivery and viability consideration. Development Management comments- The site is considered suitable</p> <p>County Highway comments - If the proposal constitutes an intensification of use it will require carrying out a speed survey to determine if the available visibility is adequate for actual vehicle speeds. If so the access will need to be 5.5 metres minimum and there should be no unbound materials used in the surface finish of the access. Highway boundary information will also be required to determine the width of the highway verge.</p>			
Landscape Impacts			
<p>Apart from views from the road frontage into the site (which are restricted by the first building) the site appears very discreet within the landscape within the edge of the Hempstead Farmland Plateau Landscape Character Area, being well related to the existing small cluster of properties at this location, and contained by rising ground to the west. Dense boundary hedges (some of which are coniferous) also provide local screening. Being previously developed land there is scope to accommodate a Gypsy and Traveller development at this location without any significant landscape or visual effects, although the currently undeveloped southern part of the site may need to be retained undeveloped (perhaps with planting) to safeguard the amenity of the two adjoining properties. The site may be a suitable location for a Travelling Showpeople site given its size, good access, level of containment with apparently usable buildings.</p>			

Green Belt Comments

The site is not located within the Green Belt

Other Potential Impacts

Historic Environment comments- No impact on the historic environment.
 Conservation comments - Possible impact, however with native hedgerow screening this could be acceptable .
 A house lies directly to the north and a listed cottage to the south of this entrance.

ACHIEVABILITY

There are 3 substantial agricultural buildings which may need to be demolished, which would add a cost to the development of the site for Gypsy and Traveller use, which could impact on the viability of the site. Further investigation and reassurance will be required to ensure the site is deliverable.

Conclusion

The site is available and suitable for either Gypsy and Traveller or Travelling Showpeople uses, subject to satisfactory highway and landscape mitigation. Any proposal would need to consider the residential amenity of neighbouring properties and provide reassurances that demolition costs would not undermine delivery.



DELIVERY

Potential Yield

2013 - 2018	15
2018 - 2023	0
2023 - 2028	0
2028 - 2033	0

Potential occupants

Gypsies and Travellers or Travelling Showpeople

Type of use

Residential

Delivery model

- Existing private site for either permanent authorisation, intensification or extension to meet family needs
- Existing private site for intensification or extension to meet wider needs of communities
- New private site for development
- Existing public site for intensification or extension
- New public site for development
- New site to be developed as part of an urban extension
- Existing site requiring planning permission

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Site ref	Site name	Settlement
UTT026	Land south of the B1256 opposite Taylors Farm	Takeley
Site address	Local authority	Size (ha)
Takeley Street	Uttlesford District Council	1.4
Description of site		
<p>The site comprises an elongated rectangular site of rough pasture lying south of the B1256 Stane Street on the western side of Takeley, a ribbon settlement straddling the road. Housing runs along the northern side of the site and abuts the western and eastern ends of the site; Hatfield Forest lies to the south, beyond the disused railway line the course of which is followed by the Flich Way trail.</p>		
<p> <input type="checkbox"/> Source: current unauthorised <input type="checkbox"/> Source: strategic site <input type="checkbox"/> Source: public owned land <input type="checkbox"/> Source: current authorised <input type="checkbox"/> Source: site survey <input checked="" type="checkbox"/> Source: call for sites <input type="checkbox"/> Source: privately promoted <input type="checkbox"/> Source: broad location </p>		
Planning history		
There is no known relevant planning history.		
AVAILABILITY		
The site was promoted to the Council in Nov 2012 for Gypsy and Traveller and Travelling Showpeople uses. The site is therefore considered available.		
SUITABILITY		
Policy constraints		
<p>Pre-submission Local Plan policy HO11 'Sites for Gypsies, Travellers and Travelling Show People'. Within Noise Exposure Contour 60 for Stansted Airport.</p>		
Physical constraints		
<p>Development Management comments - not considered well related to settlement. County Highway comments - There is adequate visibility. Access will need to be 6 metres wide minimum with any gates set back 6 metres minimum.</p>		
Landscape Impacts		
<p>Much of the western part of the site has 'scrubbed' over with mature trees and areas of damp grassland/scrub which may be of some ecological value; there are signs of some other use with some sheds and materials present. The eastern part, which is partially separated from the other part by a belt of scrub/hedgerow, is slightly more elevated and comprises rough pasture. Overall the site is well contained from the wider area although there will be views into the site, principally in winter through the roadside hedgerow on the northern boundary and possible from the Flich Way Trail. With suitable mitigation the eastern part of the site could accommodate some Gypsy and Traveller development without significant landscape, visual harm or impact on the Countryside Protection Zone designation. Due to the proximity to residential property the site is unlikely to be suitable as a Travelling Showpeople site.</p>		

Green Belt Comments

The site is not located within the Green Belt

Other Potential Impacts

Historic Environment comments - Adjacent Roman road to north and Historic Railway line and Hatfield Forest to south. Likely to contain significant archaeological remains, either related to the road or forest. Would require archaeological evaluation at very early stage.

Conservation comments - There would possibly be negative impact on nearby listed buildings. Further details are needed to make an informed judgement.

Hatfield Forest (SSSI, NNR and Ancient Woodland) lies to the south, beyond the disused railway line (local wildlife site) the course of which is followed by the Flich Way trail.

ACHIEVABILITY

There appear to be no reasons why the site could not be developed for Gypsy and Traveller use. The land is available, policy and physical constraints are potentially capable of being overcome and mitigation measures are feasible subject to the ability of the owner to finance the development. The development appears to be viable.

Conclusion

The site is available and suitable for Gypsy and Traveller sites. It is located within the Countryside Protection Zone, however, it is suitable in landscape terms. Careful consideration of potential highway, ecological, historic environment and conservation issues will need to be considered at the detailed planning application stage to ensure an appropriate proposal comes forward.



DELIVERY

Potential Yield

2013 - 2018	10
2018 - 2023	0
2023 - 2028	0
2028 - 2033	0

Potential occupants

Gypsies and Travellers

Type of use

Residential

Delivery model

- Existing private site for either permanent authorisation, intensification or extension to meet family needs
- Existing private site for intensification or extension to meet wider needs of communities
- New private site for development
- Existing public site for intensification or extension
- New public site for development
- New site to be developed as part of an urban extension
- Existing site requiring planning permission

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Appendix C Green Belt Sites with Potential

Site ref	Site name	Settlement
UTT010	Oak Tree Close	Bishops Stortford
Site address	Local authority	Size (ha)
Little Hallingbury	Uttlesford District Council	0.5
Description of site		
<p>This is an existing authorised Gypsy and Traveller site, on a level triangular shaped site. The site is split into 5 parcels each accommodating a single pitch. The site is located between the M11 to the west and A1060 Lower Road to the east. It is well established with hardstandings and low fencing subdividing the pitches and consequently has a settled and developed appearance.</p>		
<p> <input type="checkbox"/> Source: current unauthorised <input type="checkbox"/> Source: strategic site <input type="checkbox"/> Source: public owned land <input checked="" type="checkbox"/> Source: current authorised <input type="checkbox"/> Source: site survey <input type="checkbox"/> Source: call for sites <input type="checkbox"/> Source: privately promoted <input type="checkbox"/> Source: broad location </p>		
Planning history		
<p>Full planning permission (UTT/1487/12/FUL) for 5 pitches (removal of condition 1 attached to appeal decision notice ENF/238/09/A) was granted in 2012.</p> <p>Full planning permission (UTT/2453/11/FUL) for 5 timber day blocks and installation of 3 septic tanks and drainage fields, was granted in 2011.</p>		
AVAILABILITY		
<p>This is an existing Gypsy and Traveller site split into 5 parcels. The southern parcel and the 2 parcels on the eastern edge are being promoted for 2 pitches each, which would provide 6 pitches in total. The availability of the 2 remaining parcels of land, which are in existing Gypsy and Traveller use is unknown.</p>		
SUITABILITY		
Policy constraints		
<p>Pre-submission Local Plan policy HO11 'Sites for Gypsies, Travellers and Travelling Show People'. The site is within the Green Belt policy SP9. The site is located in a poor air quality zone, submission Local Plan objective 10 is to limit the number of residential developments within this area.</p>		
Physical constraints		
<p>Development Management comments- The site is considered suitable. County Highway comments - Visibility requirements for access for further intensification would be 2.4 metres by 120 metres in both directions. Highway boundary information along site frontage also required at application. The site is adjacent the M11 and noise would impact on extra residents living on the site. Further noise mitigation measures would need to be investigated to minimise the noise impact, subject to the conflict with council's objective to limit development within the M11 poor air quality zone.</p>		
Landscape Impacts		
<p>It is well contained by the M11, which is raised above the site and reasonably well screened by deciduous vegetation, and reasonable hedgerow along the southern boundary. A tree/shrub belt defines the boundary with the A1060 and there is only a very restricted visual relationship with Little Hallingbury Hall set back on the opposite side of the road. There appears to be reasonable visual separation from the listed buildings a little further to the south. There is scope for the site to accommodate additional pitches without giving rise to adverse effects on views or surrounding landscape character. The site would benefit from sub division by hedge planting to break up the pitches and along the central access track to provide some softening in the view into the site from the entrance; the boundary vegetation alongside Lower Road should be protected; the southern hedgerow would benefit from some reinforcement.</p>		

Green Belt Comments

The site lies within Green Belt (Policy SP9). The existing permitted development reduces the openness of the area and further pitches can be expected to reduce this further, although the perceived effects of this would be extremely localised. The permitted site does constitute an encroachment into the countryside; further development would not however lead to any further change in terms of this sites Green Belt purpose.

Other Potential Impacts

Historic environment comments - Known archaeological deposits identified on the M11. Development would require archaeological investigation.
 Conservation officer comments - Suitable, subject to natural vegetation and hedgerow being planted along the site boundaries.

ACHIEVABILITY

There are potential costs for mitigation measures relating to highways, landscaping and noise measures. There appear to be no reasons why the site could not be intensified by the existing occupants. The land is available, policy and physical constraints are capable of being overcome and mitigation measures are feasible subject to the ability of the owner to finance the development. The development appears to be viable.

Conclusion

This is an existing authorised Gypsy and Traveller site which needs to be safeguarded. The site is available and suitable for further pitches, subject to noise, landscape and highway mitigation measure. This site is within the Green Belt and although suitable, should only be realised for development via allocation in a development plan document, if needs cannot be met beyond the Green Belt. It is not considered that an exceptional amendment to the Green Belt to remove the site from the Green Belt would be appropriate in this instance.



DELIVERY

Potential Yield	
2013 - 2018	6
2018 - 2023	0
2023 - 2028	0
2028- 2033	0
Potential occupants	
Gypsies and Travellers	
Type of use	
Residential	

Delivery model

- Existing private site for either permanent authorisation, intensification or extension to meet family needs
- Existing private site for intensification or extension to meet wider needs of communities
- New private site for development
- Existing public site for intensification or extension
- New public site for development
- New site to be developed as part of an urban extension
- Existing site requiring planning permission

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Appendix D Sites with No Potential

Site ref	Site name	Settlement	Local Authority	Reason for rejection
UTT001	Honey Orchard	High Easter	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. Further development on this site would have an unacceptable landscape impact. Space is very limited and further expansion is likely to mean an erosion of its secluded, well-contained character.
UTT002	The Pickle	High Roding	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. The site meets the needs of the family living on the site at the moment and the site is not being made available for further pitches.
UTT003	The Caravan	Stebbing	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. Approximately half of the site is within flood zone 3 and not suitable for Gypsy and Traveller use. There is no capacity within the remaining part of the site to provide further Gypsy and Traveller pitches.
UTT004	Tall Trees Caravan Park	Stansted	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. There is no room to intensify or expand the site to provide further pitches. Therefore there is no capacity for further pitches on this existing site.
UTT005	Middleside Caravan Park	Stansted	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. There is no room to intensify or expand the site to provide further pitches. Therefore there is no capacity for further pitches on this existing site.
UTT006	Oak View Caravan Park	Stansted	Uttlesford District Council	This is an existing Travelling Showpeople site which needs to be safeguarded in the Local Plan. The site meets the needs of the family living on the site at the moment and the site is not being made available for further pitches.
UTT007	The Caravan Garnetts Wood	Dunmow	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. Development on this site would have an unacceptable landscape impact. The site is readily visible from the adjoining section of road to which it has a reasonably open frontage. There is no space for expansion without further reduction of trees and an increase in local visibility. The site is therefore unsuitable.

Site ref	Site name	Settlement	Local Authority	Reason for rejection
UTT008	Elmswood and Adjacent Elmswood	Dunmow	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. Apart from views from the site entrance the site appears to be well contained from wider view and clearly lies within the settlement 'envelope'. However, it is located at the northern end of an area covered by the Countryside Protection Zone to which policy S8 of the Local Plan applies. This policy seeks to limit development to that which 'is required to be there, or is appropriate to a rural area'. It notes that buildings or uses which would contribute to coalescence and existing development, or adversely affect the zone's character will not be permitted. Further intensification is therefore considered unsuitable.
UTT011	Land adjacent Cranwellian	Takeley	Uttlesford District Council	Development on this site would have an unacceptable landscape impact. Due to the prominence of the site, its importance to the prevention of a continuous ribbon of development, and its inconsistency with the Countryside Protection Zone policy S8 the site is not considered to be a suitable location for development (the temporary consent should not be extended/made permanent).
UTT012	Site at Parsonage Lane	Barnston	Uttlesford District Council	This is an unauthorised Gypsy and Traveller site with 2 caravans. Development on this site has an unacceptable landscape impact. Due to its prominence and the existence of trees the site is considered to be wholly unsuitable in landscape and visual terms.
UTT013	Site at Pennington Lane	Stansted	Uttlesford District Council	This is an unauthorised Gypsy and Traveller site with 2 caravans. Development on this site has an unacceptable landscape impact. The site is an unsuitable location for development being located in attractive open countryside, on a lane devoid of other settlement. Due to the small scale nature of the site there is no space for screening to integrate the development. The development therefore represents an unacceptable localised intrusion and detracts from the rural character of the locality and the rural nature of the lane.
UTT016	The Ford	Great Dunmow	Uttlesford District Council	This site is not suitable for Gypsy and Traveller use as it lies within flood zone 3.
UTT017	The Two Willows	High Easter	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. Further development on this site would have an unacceptable landscape impact. The site is not suitable for further expansion which is likely to exacerbate the existing adverse effects and would be at odds with the suggested Landscape Planning Guidelines for the area.

Site ref	Site name	Settlement	Local Authority	Reason for rejection
UTT018	Willow Farm	Great Dunmow	Uttlesford District Council	This is an existing Gypsy and Traveller site which needs to be safeguarded in the Local Plan. Availability of the site for further pitches has not been established and should be reassessed in future reviews of this study. It was not possible to view this site which is accessed by an unmade, gated track, the south western part of which is followed by a public footpath. There appears to be two buildings within the site and a park home, with no room for further pitches within the site.
UTT019	Site East of 3-4 Whitehouse Farm Cottage	Stebbing	Uttlesford District Council	Site is a grass verge alongside a byway within open countryside, east of Stebbing, and is not a suitable or available site for a Gypsy and Traveller development.
UTT020	Felsted Travellers Site	Little Dunmow	Uttlesford District Council	This is an existing Gypsy and Traveller site with 27 authorised pitches, which needs to be safeguarded in the Local Plan. However, the size of the site is above the recommended number of 15 pitches in National Guidance and therefore this site is not considered suitable for further pitches.
UTT023	Land north of Bullock Lane	Takeley	Uttlesford District Council	The site is being promoted for 2 Gypsy and Traveller pitches. A previous planning application (UTT/12/5809/FUL) was refused. This application was dismissed at appeal (APP/C1570/A/13/2196396), in February 2014, due to potential impacts of the proposed development on the character and appearance of the countryside.
UTT025	Land adjacent Lolands Bungalow	Takeley	Uttlesford District Council	Development on this site would have an unacceptable landscape impact. The site is prominent having a relatively open boundary to the road and forms part of open land that separates existing development; any development within the Countryside Protection Zone would therefore be contrary to policy S8.
UTT027	Land at Chalk Farm	Newport	Uttlesford District Council	This site is not suitable for Gypsy and Traveller use as it lies within flood zone 3.
UTT029	Spinney	Gransmore Green	Uttlesford District Council	The site appears to be suitable as a location for a small Gypsy and Traveller development; it relates well to the existing settlement pattern effectively being an infill plot between existing dwellings although the timber fencing, entrance pillars and laurel hedging are somewhat out of character and should ideally be replaced with a more appropriate boundary treatment. This site was identified by the Council as a site potentially owned by a Gypsy and Traveller family. However, within this study, it has not been possible to confirm that the site is owned by a Gypsy and Traveller family. The availability of the site should be reassessed in future reviews of this study.

Site ref	Site name	Settlement	Local Authority	Reason for rejection
UTT030	Lodge Garden	High Easter	Uttlesford District Council	This site was identified by the Council as a site potentially owned by a Gypsy and Traveller family. However, this site comprises a residential property which has recently been sold, therefore is not an existing Gypsy and Traveller site.
UTT031	Site at Starling's Green	Claverling	Uttlesford District Council	The site is divided into two parts. Both fields are not considered suitable for Gypsy and Traveller use. The most accessible western part of the northern field is largely open and overlooked by adjoining properties; any such development will lead to a further erosion of rural character and would be difficult to integrate successfully. The southern field relates poorly to the settlement pattern and development within this part of the site will inevitably adversely affect the setting of the Scheduled Ancient Monument, as well as being visible at the entrance to the settlement which is defined to the west by a wide maintained grass verge area which provides a setting to the edge of the settlement.

Appendix E Design Templates

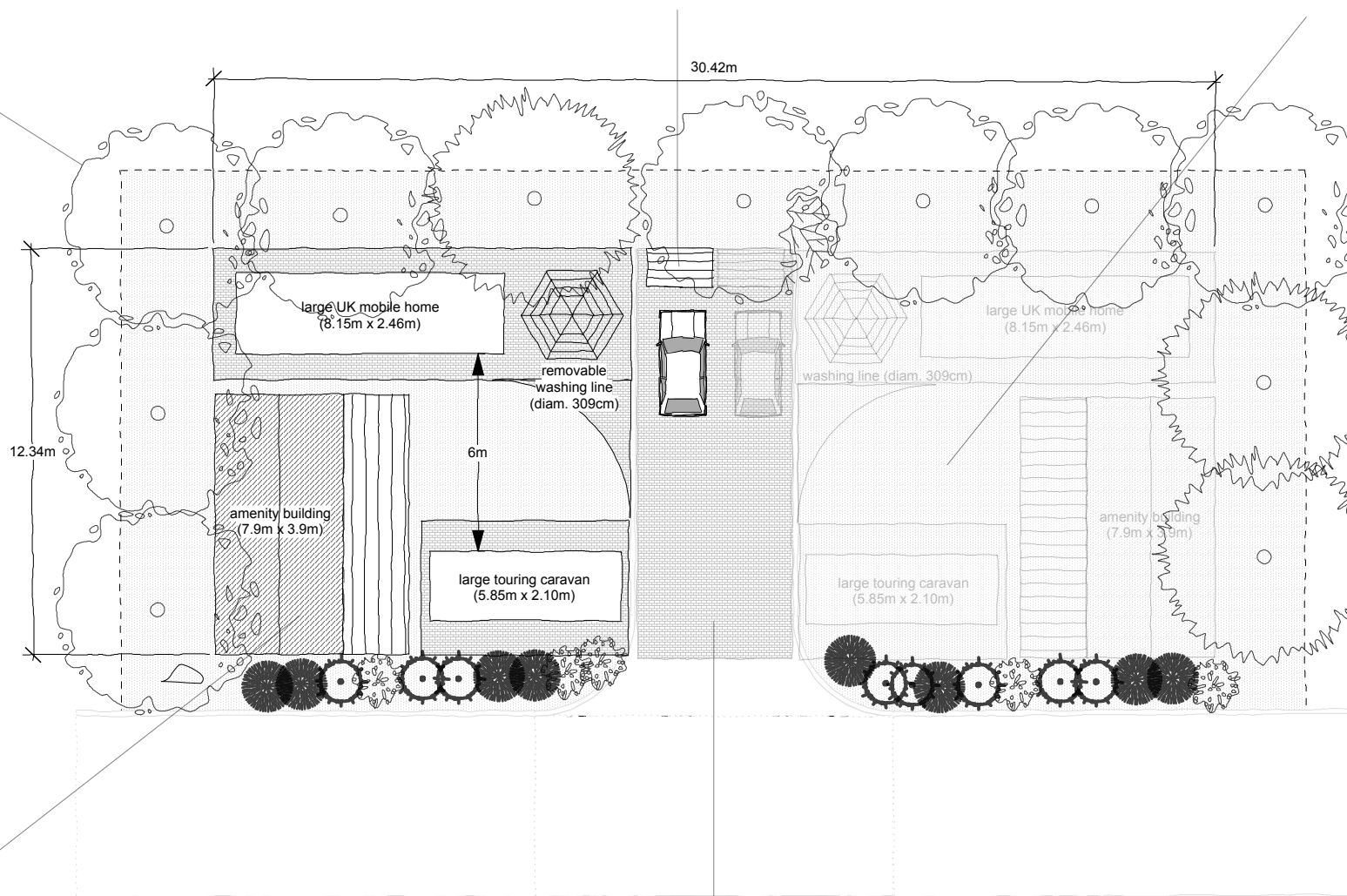
EXAMPLE OF 1-2 PITCH PRIVATE SITE (0.14 acres)

Use of existing landscaping (such as mature hedgerows) is desirable particularly if it encourages biodiversity (generally native species) and is low maintenance. It affords a good level of privacy and security without the defensive/hostile nature of gates, walls and fences. That said, each site will need to be designed with the appropriate security measures in mind as per the Police's 'Secure By Design' Principles. There will be considerable difference in these needs between urban and rural locations, for example.

A secure/lockable shed should be provided for storage of things like bicycles and other large but portable equipment. Size is dependent on needs, but there should be sufficient space for each member of the family to have a bicycle as well as any other gardening equipment.

Ideally sites would provide space play and/or food growing. In this instance this area of land could also accommodate a further pitch if necessary, though that would of course restrict the play and food growing to the small open space on each pitch.

There should be at least a 3m gap within the inside of all site perimeter boundaries and a 6m gap between combustible units, which includes caravans and mobile homes, though not amenity buildings if made out of non-combustible materials.



Some families will also have need of grazing land for their horse(s). Minimum spaces are for 1 horse to 1 acre (or 0.5 acre for ponies or horses under 14.2 hands)

Living quarters should generally not be overlooked by neighbours so some further hedging may be necessary

Government guidance suggests that amenity buildings should include:

- water closet (basin, toilet, bath/shower)
- (open plan) kitchen/dining/living area
- secure storage space for harmful substances/medicines
- enclosed storage for food, broom, washing/cleaning items
- space for cooker, fridge/freezer & washing machine

We suggest also that a large porch, veranda or other covered outdoor space would be useful given the limited indoor living space and the relatively high levels of cloud cover and precipitation in this country.

Access routes will need to accommodate all vehicles that need access to the site. In this case tracking would need to be carried out to ensure that there is sufficient turning space (on hard standing if regularly moved) for a large mobile home. Standards for refuse and fire truck access will need to be met too. Again, in this case space for safe stopping only is needed as the site is small enough to ensure that distance to refuse collection points and hose length standards are met. These standards and others can be found in Building Regulations and Manual for Streets.

No.	Date	Appr	Revision Notes
-64	Jan 2011	Issue Note	
No.	Date	Issue Notes	
Design Firm		Baker Associates	
Consultant		The Crescent Centre Bristol BS1 6EZ	
Project Title		Dorset GTTS DPD	
Sheet Title		1-2 Pitch Site	
Project Manager		Mark Russell	Project ID a483
Drawn By		Daniel Black	Scale 1:200 @ A3
Reviewed By		N/A	Sheet No.
Date			Sheet No. _____ of _____
CAD File Name		a483/001/Rev1	1 of 1

EXAMPLE: 5 PITCH PUBLIC SITE (0.72 acre)

Use of existing landscaping (such as mature hedgerows) is desirable particularly if it encourages biodiversity (generally native species) and is low maintenance. It affords a good level of privacy and security without the defensive/hostile nature of gates, walls and fences. That said, each site will need to be designed with the appropriate security measures in mind as per the Police's 'Secure By Design' Principles. There will be considerable difference in these needs between urban and rural locations, for example.

There should be at least a 3m gap within the inside of all site perimeter boundaries and a 6m gap between combustible units, which includes caravans and mobile homes, though not amenity buildings if made out of non-combustible materials.

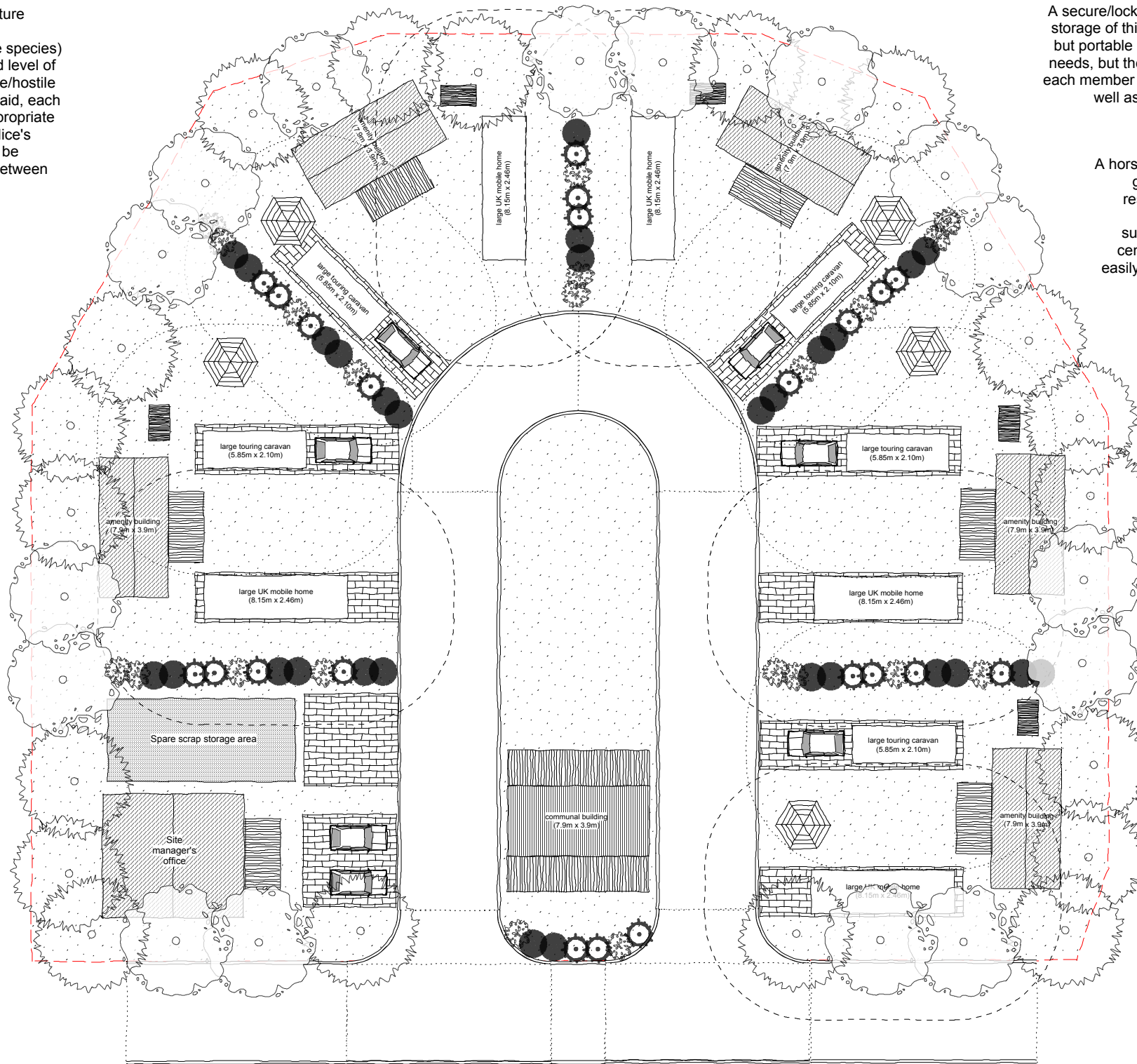
Specific additional space available for scrap storage can be well used (e.g. Piddlehinton Gypsy Site)

A site manager's office is ideally located near the entrance for ease of access and is of a size to accommodate an office, a kitchenette, a bathroom and a storage room.

Government guidance suggests that amenity buildings should include:

- water closet (basin, toilet, bath/shower)
- (open plan) kitchen/dining/living area
- secure storage space for harmful substances/medicines
- enclosed storage for food, broom, washing/cleaning items
- space for cooker, fridge/freezer & washing machine

We suggest also that a large porch, veranda or other covered outdoor space would be useful given the limited indoor living space and the relatively high levels of cloud cover and precipitation in this country.



A secure/lockable shed should be provided for storage of things like bicycles and other large, but portable equipment. Size is dependent on needs, but there should be sufficient space for each member of the family to have a bicycle as well as any other gardening equipment.

A horseshoe layout is recommended in government guidance as it allows residents to look out for each other while at the same time affording sufficient privacy. It also provides a central play area/open space that is easily visible from each of the pitches.

Some families will also have need of grazing land for their horse(s). Minimum spaces are for 1 horse to 1 acre (or 0.5 acre for ponies or horses under 14.2 hands)

Living quarters should generally not be overlooked by neighbours so some further hedging may be necessary

A communal building may be needed where an existing building is inaccessible. This is particularly useful for larger sites. It can be an important resource in sustaining a more remote site, offering an opportunity for health visitors, youth workers and education services, as well as for use by residents and the site manager.

Access routes will need to accommodate all vehicles that need access to the site. In this case tracking would need to be carried out to ensure that there is sufficient turning space for a large mobile home. Standards for refuse and fire truck access will need to be met too. Again, in this case space for safe stopping only is needed as the site is small enough to ensure that distance to refuse collection points and hose length standards are met. These standards and others can be found in Building Regulations and Manual for Streets.

No.	Date	Appr	Revision Notes
-64	Jan 2011	Issue Note	
No.	Date	Issue Notes	
Design Firm	BAKER ASSOCIATES		
Consultant	The Crescent Centre Bristol BS1 6EZ		
Project Title	Dorset GTTS DPD		
Sheet Title	6 Pitch Site		
Project Manager	Mark Russell	Project ID	a483
Drawn By	Daniel Black	Scale	1:300 @ A3
Reviewed By	N/A	Sheet No.	Sheet No. 2
Date	Date	_____ of _____	
CAD File Name	a483/002/Rev1	6	

Committee: Local Plan Working Group

Agenda Item

Date: 21 November 2014

4

Title: Uttlesford Local Development Scheme

Author: Sarah Nicholas, Senior Planning Officer,
Ext 454

Summary

1. The Local Development Scheme (LDS) is the project plan for the Uttlesford Development Plan. The last revision to the LDS was approved by Cabinet in March 2014. The LDS has been revised to reflect a change in the timetable for the production of the Gypsy and Traveller Site Allocations DPD.

Recommendations

2. That the Revised LDS is approved. It will be posted on the Council's website and forwarded to the Planning Inspectorate for information.

Financial Implications

3. Costs of the additional consultation will be met from existing budgets.

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 revised LDS will be posted on the website and made available for inspection.
Community Safety	N/A
Equalities	The policy documents which will be prepared are subject to separate equalities impact assessments.
Health and Safety	N/A
Human Rights/Legal Implications	N/A
Sustainability	The policy documents which will be

	prepared are subject to separate Sustainability Appraisal
Ward-specific impacts	All
Workforce/Workplace	Existing staff resources.

Situation

6. The previous LDS envisaged that the draft Gypsy and Traveller Site Allocations DPD would be consulted on in November/December 2014. However consultation on the Sustainability Appraisal Scoping Report with the statutory consultees finishes in November, and the Site Assessment Study is being presented to Members elsewhere on this agenda. It is therefore considered more appropriate to first consult on the issues and options regarding the allocation of sites in December 2014 – January 2015 followed by consultation on the draft Site Allocations DPD in April/May 2015.
7. The LDS has also been updated with regard to the timetable for the Local Plan hearings in November, the conservation area appraisals, and more recent background studies.
8. The revised LDS is attached.

Risk Analysis

9.

Risk	Likelihood	Impact	Mitigating actions
The plan maybe found unsound because the plan has not been prepared in accordance with the LDS	1. The LDS will be monitored and updated as necessary.	3.If the plan is found unsound this will cause delay and uncertainty	Amend the LDS to make sure the programme for delivering the Local Plan is up to date and deliverable.

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.



UTTLESFORD DISTRICT COUNCIL

LOCAL DEVELOPMENT SCHEME

Revision 10 – Presented to Local Plan Working Group
on 21 October 2014 and Cabinet on 28 October 2014

CONTENTS

Section

1. Introduction
 2. Terminology
 3. About the District
 4. Saved Policies
 5. Uttlesford Development Plan Documents
 6. Profiles of Proposed Development Plan Documents
 7. Supplementary Planning Guidance and Supplementary Planning Documents
 8. Other Documents
 9. Evidence Base
 10. Staff Resources and Management
 11. Risks
-
- Appendix 1 Proposed Programme of Replacement for the Policies in the Uttlesford Local Plan, Adopted January 2005
- Appendix 2 Table showing the production milestones for Local Development Documents
- Appendix 3 Chart showing programme of Local Development Documents
- Appendix 4 Sources of Information for the Evidence Base

1. Introduction

The Uttlesford Local Plan was adopted in 2005. It still forms the basis for making planning decisions within the district alongside the National Planning Policy Framework published in March 2012 but it is becoming increasingly out of date and a replacement plan is being prepared.

This local development scheme is the project plan for producing the new Local Plan. It has three main functions:

- To provide information on the documents the Council intends to prepare together with 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 original LDS came into effect from 26 April 2005. At this time the Council was intending to produce a Local Development Framework made up of various documents including a Core Strategy and two separate development plan documents for site allocations and development management policies. There have been a series of LDSs produced since then. The last LDS (Revision 9) was approved in March 2014.

The minor changes included in this are to alter the consultation on the Gypsy and Traveller Site Allocations DPD from November/December 2014 to December/January 2014, and to move the start of the hearing sessions for the public examination of the Local Plan from October 2014 to November 2014 in accordance with the Local Plan Inspector's programme.

The new timetable is shown in Appendix 2 and 3. Normally 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 www.uttlesford.gov.uk. If you have any queries please contact the planning policy team on 01799 510461 or 01799 510454. E-mail mjones@uttlesford.gov.uk or snicholas@uttlesford.gov.uk

If you would like a copy of this document in large print, Braille or any alternative format please contact Uttlesford District Council, London Road, Saffron Walden, Essex CB11 4ER Tel: 01799 510510

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.
AMR	Annual Monitoring Report	Authorities are required to monitor the progress of the local development scheme and the extent to which policies in the development plan documents are being achieved.
CIL	Community Infrastructure Levy	CIL is a tariff based system which allows Local Authorities in England and Wales to raise funds from developers carrying out new building projects in their area. The money can then be used to fund a wide range of infrastructure needed as a result of the development.
DPD	Development Plan Document	These documents are the statutory documents with development plan status. For Uttlesford this will include the Local Plan and the Gypsy and Traveller Site Allocations. The community will be involved in preparing them and they will be tested at an Examination by the Planning Inspectorate.
IDP	Infrastructure Delivery Plan	This will set out the costs, funding, timetables and providers for the infrastructure needed to deliver the plan
LDS	Local Development Scheme	The LDS sets out the programme for preparing the LDDs
NP	Neighbourhood Plans	Neighbourhood plans will be prepared by local communities. They must be in conformity with the Local Plan.
NPPF	National Planning Policy Framework	Government statement of national planning policy.
RSS	Regional Spatial Strategy	This was prepared by the Regional Planning Body, it set out the strategic policies for development and use of land in the in the Region. The relevant RSS for Uttlesford was the East of England

		Plan published in May 2008. The RSS was revoked in January 2013.
SCI	Statement of Community Involvement	This document explains how and when stakeholders and the community can become involved in the preparation of the Development Plan Documents 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
EIA	Equalities Impact Assessment	Assessment of the Plan to make sure that the policies within it are free from discrimination in terms of a direct or indirect impact on any particular group.
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 79,443 (Source: 2011 Census). Approx 40% of the residents live in one of the three main centres of population, Great Dunmow (8,830), Saffron Walden (15,500), and Stansted Mountfitchet (6,460). 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 third 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

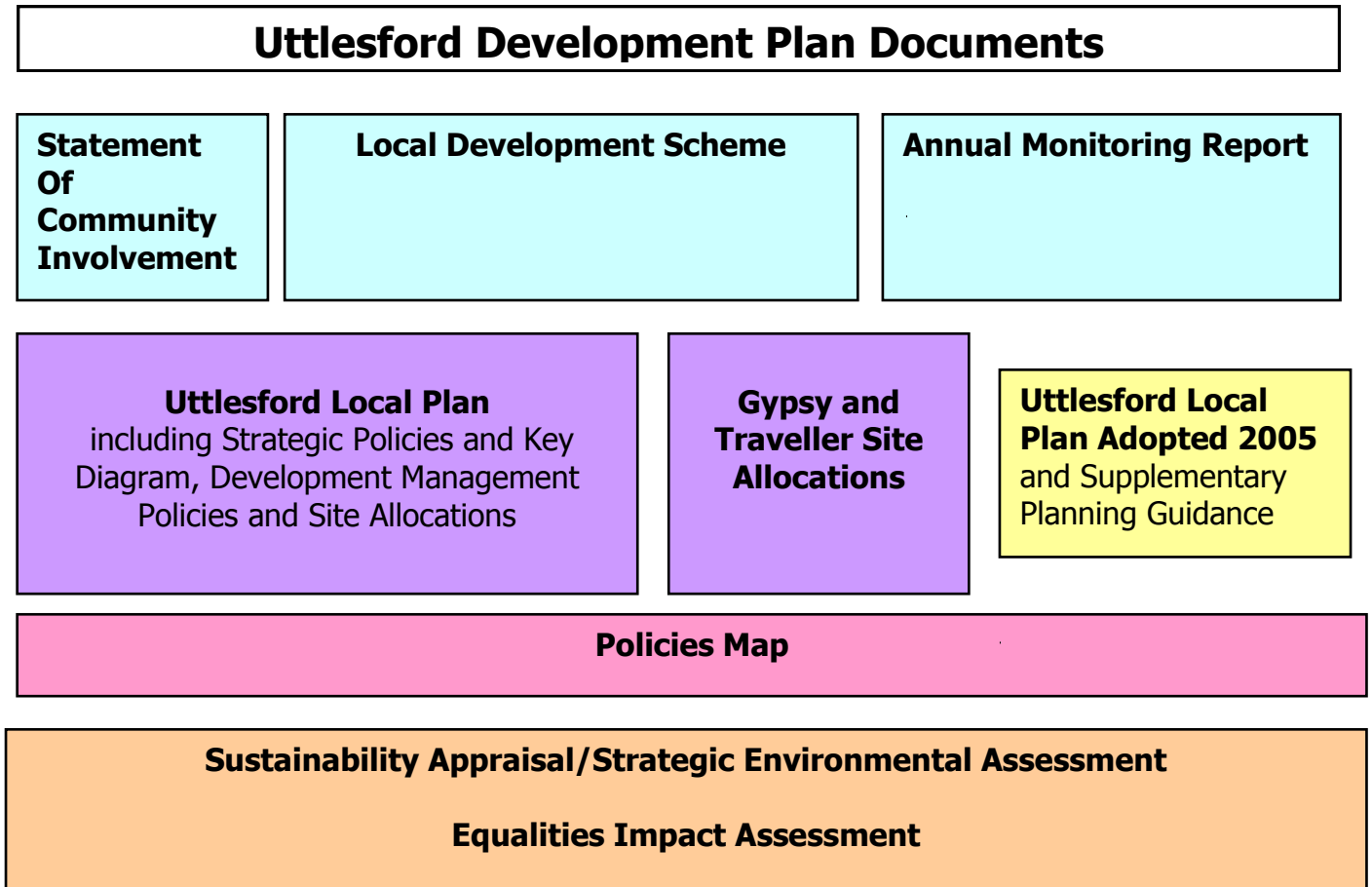
Planning policy for Uttlesford is currently made up of the National Planning Policy Framework (NPPF), the 2005 Uttlesford Local Plan prepared by the District Council and the Minerals Plan and Waste Plan prepared by Essex County Council.

The Uttlesford Local Plan was adopted on 20 January 2005 and the policies in it were originally "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

when the new Local Plan is adopted. The policies in the Local Plan have been independently reviewed to check their consistency with the National Planning Policy Framework. The assessment is available on the Council’s website.

5. Uttlesford Development Plan Documents

As well as the Local Plan other documents are being produced which together will provide the framework for planning decisions in Uttlesford to be made. The diagram below shows the links between the documents.



- **The Uttlesford Local Plan 2005**

The Uttlesford Local Plan sets out the planning policies for the District until the policies are replaced by policies in the new Local Plan. 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.

- **Statement of Community Involvement**

The SCI lets people who may be interested in the plan know when and how they can get involved in the preparation of the Local Plan. 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 was one of the first documents to be prepared and was first adopted in July 2006 following a written representations examination by an independent Inspector. The SCI was revised in March 2013 and following a 6 week period of consultation was adopted by the Council on 4 September 2013. It is available on the Council's website.

- **Annual Monitoring Reports**

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

- Check 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 Local Plan are being achieved.
- Examine whether the Local Plan needs reviewing before the 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. The reports are 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 Development Plan Document produced. All plans and policy documents need to undergo SEA/SA. The Council has commissioned consultants to develop a sustainability framework in consultation with relevant bodies. For each document 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 Local Plan and the sustainability report are submitted for examination by an independent Inspector.

- **Equality Impact Assessment**

As well as the SA/SEA the Council has to carry out an Equalities Impact Assessment (EIA) for all plans and policies it produces. An EIA will be done as part of the production of each development plan document to make sure that plan and the policies it contains are free from discrimination and promote equality of opportunity. The EIA is one of the

documents which the Council has to send to the Inspectorate for the examination.

- **Local Plan**

This will be subject to independent examination by a Planning Inspector. The Inspector needs to be satisfied that the document meets the various procedural requirements and is sound. The Inspector will recommend changes that are required to overcome any aspects relating to the soundness of the plan that they have identified and which can be corrected within the scope of the regulations – if major changes are required the Inspector is likely to find the plan unsound. The Council cannot adopt a plan which is found unsound. The Local Plan should address issues set out in the Uttlesford Sustainable Community Strategy.

The local plan will contain:

- The Council's vision, objectives and the spatial strategy for the future development of the district.
 - Strategic Policies – policies which provide the overarching framework for planning decisions within the district
 - Site Allocations Policies – covering detailed aspects of site delivery
 - Development Management Policies – detailed policies against which planning applications will be considered.
 - Policies Map and Key Diagram - The policies map will show all the policies and proposals and identify areas of protection on an Ordnance Survey base. The key diagram will illustrate the proposals.
- **Gypsy and Traveller Site Allocations**
This plan will contain specific policies covering the sites needed to deliver the required pitches and include e.g. Access, design principles, landscaping.
- **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 Local Plan and other DPDs are adopted more SPDs may be produced to support the policies in them. These documents are a material consideration for development management 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 management purposes.

6. Profiles of Proposed Development 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. The Council is required to consult with organisations, residents and businesses as part of the preparation of the plan. 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.

Uttlesford Local Plan
Expected Adoption Date: 2015
<ul style="list-style-type: none"> • <i>It will set out the Council’s vision, objectives and spatial strategy for the district.</i> • <i>It will contain the primary policies needed to achieve the above.</i> • <i>It will identify the key strategic sites and infrastructure.</i> • <i>It will set out the broad strategy for meeting the locally generated housing targets and the role of rural settlements.</i> • <i>It will be accompanied by a key diagram.</i> • <i>Development Management policies will make sure that all development within the District meets certain criteria and helps to achieve the vision.</i> • <i>Site Allocations set out the specific policies for sites where development is proposed.</i> • <i>The sites will be shown on the policies map.</i>
Coverage: District-Wide
Conformity: Must be in conformity with the National Planning Policy Framework.
Key Stages: <ul style="list-style-type: none"> • June 2012 – July 2012 Consultation on Draft Local Plan • November 2013 – January 2014 Consultation on additional housing numbers and additional development sites. • April 2014 – June 2014 Publication of the Local Plan and Pre-Submission Consultation • July 2014 Submission to Secretary of State • November 2014

Start of the hearing sessions for the public examination of
Local Plan

- **February 2015**
Adoption

Production and Management: The Planning Policy Team will prepare the Local Plan. The process will be guided by the Local Plan Working Group. Approval of key stages will be by the relevant portfolio holder and Full Council will adopt the Local Plan.

Review: The Local Plan will be subject to annual monitoring and review

Gypsy and Traveller Site Allocations Development Plan Document
Expected Adoption Date: 2016
<ul style="list-style-type: none">• <i>This document will set out the specific policies relating to a number of sites where development is proposed.</i>• <i>It will include new sites.</i>• <i>The sites will be shown on the policies map.</i>
Coverage: District-Wide
Conformity: The Gypsy and Traveller site allocations DPD will be in conformity with Planning Policy for Traveller sites and the Local Plan
Key Stages: <ul style="list-style-type: none">• October 2012 Call for sites• July 2014 Needs Assessment Published• October 2014 Site Assessment Study Published and consultation on scoping report• December 2014 – January 2015 Consultation on issues and options• April – May 2015 Consultation on Draft DPD• August 2015 – October 2015 Publication and Pre-Submission Consultation• December 2015 Submission• March 2016 Start of the hearing sessions for the public examination• July 2016 Adoption
Production and Management: the Planning Policy Team will prepare the Gypsy and Traveller site allocations DPD. Approval of key stages will be by the relevant portfolio holder and adoption by Full Council. Involvement of stakeholders will be in accordance with the SCI.
Review: The Gypsy and Traveller site allocations DPD will be subject to annual monitoring and review.

7. 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 2005 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	Essex County Council, Parking Standards – Design and Good Practice
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

The Council has produced four SPD's to support policies in the Uttlesford Local Plan 2005. These are:

- 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. In January 2010 the Council approved the Essex County Council's "Parking Standards, Design and Good Practice" September 2009 document for use as District Council planning

guidance, superseding Appendix 1 of the 2005 Adopted Uttlesford Local Plan (ULP). Further changes were approved in February 2013.

The Council has carried out appraisals and developed management plans for the Conservation Areas in Arkesden, Ashdon, Clavering, Felsted, Great Chesterford, Great Dunmow, Great Hallingbury, Great Sampford, Hatfield Broad Oak, Hempstead, Henham, High Easter, High Roding, Littlebury, Manuden, Newport, Radwinter, Saffron Walden, Stansted Mountfitchet, Stebbing, Thaxted, Wendens Ambo and Widdington. Following consultation with the local community the Council has approved these appraisals and the associated management plans as non-statutory guidance. Draft Conservation Area Appraisals are available for Bentfield Green, Stansted, Elmdon, and Hazel End Farnham, Great Canfield, Great Easton and Hadstock. Appraisals for Audley End, and Quendon and Rickling are in preparation.

The Council has also approved the following Parish Plans and Village Design Statements as non-statutory guidance to use when considering planning applications and to help inform preparation of the LDF.

Arkesden	Parish Plan	2009
Ashdon	Parish Plan	2007
Birchanger	Parish Plan	2006
Chrishall	Parish Plan	2007
Felsted	Parish Plan	2014
Great Canfield	Village Design Statement	2010
Great Dunmow	Town Design Statement	2009
Hadstock	Parish Plan	2007
Little Bardfield	Village Design Statement	2009
Littlebury	Parish Plan	2009
Newport	Village Plan	2010
Radwinter	Parish Plan	2007-2012
Stansted	Parish Plan	2011
Thaxted	Village Design Statement	2010
Wendens Ambo	Parish Plan	2012
White Roding	Parish Plan	2009
Widdington	Village Design Statement	2009

All the council approved guidance is available on the Council's website.

The Civil Parishes of Great Dunmow and Saffron Walden have both been designated as Neighbourhood Plan Areas.

8. Other Documents

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 should reflect the SCS priorities.

The Development Plan Documents for Uttlesford will also reflect the aims set out in the following documents. The wider policy aims will be included in the strategic policies and the more detailed policies will be reflected in the development management policies and the site allocations as appropriate.

- The Sustainable Community Strategy 2008
- Housing Strategy 2012-2015
- Natural Resources Management – Policy Statement and Improvement Strategy 2010
- Economic Development Strategy 2012-2014
- Safety Partnership 2012 Strategic Assessment Report
- Equalities and Inclusion Policy 2007
- Joint Municipal Waste Management Strategy for Essex 2007-2032

9. The 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 housing markets, water resources, leisure facilities/playing fields, biodiversity, the economy, flood risk assessment and landscape character assessment. The studies are reviewed as necessary to make sure they remain relevant and up to date.

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.

10. Staff Resources and Management

A member working group has been set up to steer and monitor the programme for the Local Plan work – this is known as the Local Plan Working Group (previously known as the LDF Working Group). The group is open for all members to attend. The meetings are not open to the public but the papers and the minutes are available on the Council's website.

The policy team, which currently consists of three planning officers, is working to prepare the development plan documents, drawing in other staff from within the Council where appropriate. The Council is also working together with other Local Authorities, statutory consultees, the Planning Inspectorate and other organisations like the Planning Advice Service (PAS) where necessary.

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

11. Risks

- **Funding**

Funding remains a major issue for the Council. Budget constraints will continue to limit funding available for commissioning additional study work or securing additional staff resources.

- **Programme**

The programme for the Local Plan preparation is proving challenging. Additional consultation stages have had to be programmed in. The additional work to support the evidence base for the Local Plan 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, the Essex Policy Forum and Duty to Co-operate engagement 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 in the past and their comments regarding the timetable have been taken into account. The abolition of the Government Office at the end of March 2011 means that this source of advice and guidance is no longer available. The Planning Advisory Service is another potential source of advice.

- **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 have been 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 with 3 permanent staff. The Council's financial position has meant there is no opportunity to secure additional staff resources. 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.

PROPOSED PROGRAMME OF REPLACEMENT FOR THE POLICIES IN THE UTTLESFORD LOCAL PLAN - ADOPTED
JANUARY 2005

(NOTE: This is a list of saved policies in the existing local plan it is not a full list of the policies that will be included in the new Local Plan, new policies will be added as necessary)

Existing Policy		Replaced/Deleted/ Merged	Which document will the new/merged Policy be in?	Date of Adoption of DPD
Policy Ref	Description			
S1	Development limits for the main urban areas	General development locations and strategic sites will be identified in the Strategic Policies. Site specific policies will be included in the Site Allocations section. Development Limits will be defined on the Policies Map	Local Plan	2015
			Local Plan	2015
			Local Plan	2015
S2	Development limits/policy areas for Oakwood Park, Little Dunmow and Priors Green, Takeley/Little Canfield		Local Plan	2015
S3	Other development limits			
S4	Stansted Airport Boundary	Replaced	Local Plan	2015
S5	Chesterford Park Boundary	Merged Chesterford Park Local Policy 1	Local Plan	2015
S6	Metropolitan Green Belt	Replaced	Local Plan	2015
S7	The Countryside	Replaced	Local Plan	2015
S8	The Countryside Protection Zone	Replaced	Local Plan	2015

GEN1	Access	Replaced	Local Plan	2015
GEN2	Design	Replaced	Local Plan	2015
GEN3	Flood Protection	Replaced	Local Plan	2015
GEN4	Good Neighbourliness	Replaced	Local Plan	2015
GEN5	Light Pollution	Replaced	Local Plan	2015
GEN6	Infrastructure provision to support development	Replaced	Local Plan	2015
GEN7	Nature Conservation	Replaced	Local Plan	2015
GEN8	Vehicle Parking Standards	Replaced	Local Plan	2015
E1	Distribution of Employment Land	Merged Gt Chesterford Local Policy 2, SW4, SW5. Strategic Policies will identify general development locations Site specific policies will be included in the Site Allocations section	Local Plan	2015
E2	Safeguarding employment land	Merged Elsenham Local Policy 1, Great Chesterford Local Policy 1, GD7, Takeley Local Policy 5, SW6, Thaxted Local Policy 3	Local Plan	2015
E3	Access to Workplaces	Replaced	Local Plan	2015
E4	Farm Diversification: Alternative uses of Farmland	Replaced	Local Plan	2015
E5	Re-use of rural buildings	Replaced	Local Plan	2015
ENV1	Design of Development within Conservation Areas	Replaced	Local Plan	2015

ENV2	Development Affecting Listed Buildings	Replaced	Local Plan	2015
ENV3	Open Space and Trees	Replaced	Local Plan	2015
ENV4	Ancient Monuments and Sites of Archaeological Importance	Replaced	Local Plan	2015
ENV5	Protection of Agricultural Land	Replaced	Local Plan	2015
ENV6	Change of Use of Agricultural Land to Domestic Garden	Replaced	Local Plan	2015
ENV7	The Protection of the Natural Environment – Designated Sites	Replaced	Local Plan	2015
ENV8	Other Landscape elements of importance for nature conservation	Replaced	Local Plan	2015
ENV9	Historic Landscapes	Replaced	Local Plan	2015
ENV10	Noise sensitive development and disturbance from Aircraft	Replaced	Local Plan	2015
ENV11	Noise Generators	Replaced	Local Plan	2015
ENV12	Protection of Water Resources	Replaced	Local Plan	2015
ENV13	Exposure to poor air quality	Replaced	Local Plan	2015
ENV14	Contaminated Land	Replaced	Local Plan	2015
ENV15	Renewable Energy	Replaced	Local Plan	2015
H1	Housing Development	Merged with GD4, SW2 and SM2	Local Plan	2015
H2	Reserve Housing Provision	Merged with SW3	Local Plan	2015
H3	New Houses within development limits	Replaced	Local Plan	2015
H4	Backland Development	Replaced	Local Plan	2015
H5	Subdivision of dwellings	Replaced	Local Plan	2015
H6	Conversion of rural buildings to residential use	Replaced	Local Plan	2015
H7	Replacement Dwellings	Replaced	Local Plan	2015
H8	Home Extensions	Replaced	Local Plan	2015

H9	Affordable Housing	Replaced	Local Plan	2015
H10	Housing Mix	Replaced	Local Plan	2015
H11	Affordable Housing on Exception Sites	Replaced	Local Plan	2015
H12	Agricultural workers' dwellings	Replaced	Local Plan	2015
H13	Removal of Agricultural Occupancy Conditions	Replaced	Local Plan	2015
LC1	Loss of sports fields and recreational facilities	Replaced	Local Plan	2015
LC2	Access to Leisure and Cultural Facilities	Replaced	Local Plan	2015
LC3	Community Facilities	Replaced	Local Plan	2015
LC4	Provision of Outdoor Sport and Recreational Facilities beyond development limits	Replaced	Local Plan	2015
LC5	Hotel and Bed and Breakfast Accommodation	Replaced	Local Plan	2015
LC6	Land west of Little Walden Road Saffron Walden	Merge SW 7	Local Plan	2015
RS1	Access to retailing and services	Replaced	Local Plan	2015
RS2	Town and Local Centres	Replaced	Local Plan	2015
RS3	Retention of Retail and other services in Rural Areas	Replaced	Local Plan	2015
T1	Transport Improvements	Deleted		2015
T2	Roadside services and the new A120	Replaced	Local Plan	2015
T3	Car Parking associated with development at Stansted Airport	Replaced	Local Plan	2015
T4	Telecommunications Equipment	Replaced	Local Plan	2015
	Chesterford Park Local Policy 1	Merged S5 and E2	Local Plan	2015
	Elsenham Local Policy 1	Merged E2	Local Plan	2015
	Great Chesterford Local Policy 1	Merged E2	Local Plan	2015

	Great Chesterford Local Policy 2	Merged E1	Local Plan	2015
GD1	Town Centre	Replaced	Local Plan	2015
GD2	Land Rear of 37 to 95 High Street	Development Complete - Deleted		
GD3	White Street Car Park Extension	Development Complete -Deleted		
GD4	Residential Development within Great Dunmow's Built up Area	Merged H1	Local Plan	2015
GD5	Woodlands Park	Replaced	Local Plan	2015
GD6	Great Dunmow Business Park	Replaced	Local Plan	2015
GD7	Safeguarding of Existing Employment Areas	Merged E2	Local Plan	2015
GD8	Civic Amenity Site and Depot	Replaced	Local Plan	2015
	Oakwood Park Local Policy 1	Replaced	Local Plan	2015
SW1	Town Centre	Replaced	Local Plan	2015
SW2	Residential Development within Saffron Walden's Built up Area	Merged H1	Local Plan	2015
SW3	Land south of Ashdon Road	Merged H2	Local Plan	2015
SW4	Land adjoining the Saffron Business Centre	Merged E1	Local Plan	2015
SW5	Thaxted Road Employment Site	Merged E1	Local Plan	2015
SW6	Safeguarding of Existing Employment Areas	Merged E2	Local Plan	2015
SW7	Land at Little Walden Road	Merged LC6	Local Plan	2015
AIR1	Development in the terminal support area	Replaced	Local Plan	2015
AIR2	Cargo Handling/Aircraft Maintenance Area	Replaced	Local Plan	2015
AIR3	Development in the Southern Ancillary Area	Replaced	Local Plan	2015
AIR4	Development in the Northern Ancillary Area	Replaced	Local Plan	2015
AIR5	The Long Term Car Park	Replaced	Local Plan	2015
AIR6	Strategic Landscape Areas	Replaced	Local Plan	2015
AIR7	Public Safety Zones	Replaced	Local Plan	2015

SM1	Local Centres	Replaced	Local Plan	2015
SM2	Residential Development within Stansted's Built up Area	Merged H1	Local Plan	2015
SM3	Site on Corner of Lower Street and Church Road	Deleted		
SM4/B IR1	Rochford Nurseries	Replaced	Local Plan	2015
SM5	Parsonage Farm	Replaced	Local Plan	2015
	Start Hill Local Policy 1	Replaced	Local Plan	2015
	Takeley Local Policy 1 – Land west of Hawthorn Close	Deleted		
	Takeley Local Policy 2 – Land off St Valery	Deleted		
	Takeley/Little Canfield Local Policy 3 – Priors Green	Replaced	Local Plan	2015
	Takeley Local Policy 4 – The Mobile Home Park	Replaced	Local Plan	2015
	Takeley Local Policy 5 – Safeguarding of Existing Employment Area in Parsonage Road	Merged E2	Local Plan	2015
	Thaxted Local Policy 1 – Local Centre	Replaced	Local Plan	2015
	Thaxted Local Policy 2 – Land adjacent to Sampford Road	Currently under construction – likely to be completed - delete		
	Thaxted Local Policy 3 – Safeguarding of Employment Areas	Merged E2	Local Plan	2015

APPENDIX 2 – Production Milestones for Development Plan Documents

Doc Name	Subject	Doc Type	Conformity	Production Milestones									Review
				Public Participation in Plan Preparation					Publication and Pre-Submission Consultation	Submission to Sec of State	Hearing Sessions	Adoption	
				Evidence Gathering and Stakeholder Involvement	Consultation on issues and options	Public Participation on Preferred Options and Further Preferred Options	Consultation on Draft document	Consultation on Housing Numbers and Sites					
Uttlesford Strategic Policies And Key Diagram	Sets out the Vision for the development of Uttlesford District together with the key policies to achieve that vision. The key diagram illustrates the spatial strategy	Local Plan	General conformity with National Planning Policy Framework.	Jan - Dec 05	May 06- July 06 Jan – Feb 07	Nov 07 – Jan 08 Feb 10 – April 10	June 12 - July 12	Nov 13- Jan-14	April 14 – June 14	July 14	Nov 14	Feb 15	AMR
Development Management Policies	Criteria based policies against which planning applications will be considered	Local Plan	General conformity with National Planning Policy Framework.			Jan 12 – Feb 12	June 12 – July 12		April 14 – June 14	July 14	Nov 14	Feb 15	AMR
Site Allocations	Policies relating to specific sites where development is proposed	Local Plan	General conformity with National Planning Policy Framework.				Jan 12 – Feb 12	Nov 13-Jan 14					
Gypsy and Traveller Site Allocations	Policies relating to specific sites where development is proposed	DPD	Conformity with the Local Plan and National Planning Policy for Traveller Sites.	Call for Sites October 2012 GTAA published July 2014 Site Assessment Study October 2014	Dec 14 – Jan 15		April – May 2014		August – October 2015	Dec 15	Mar 16	July 16	AMR

Appendix 3 - Chart showing programme of Local Development Documents

	2013			2014												2015												2016											
	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O			
Local Plan including: Strategic policies Site Allocations Development Management policies Key Diagram Policies Map	█	█	█			█	█	█	█				█		█	█																							
Gypsy and Traveller Site Allocations Development Plan Document												█		█	█		█	█				█	█	█		█		█			█	█							
Annual Monitoring Reports	█	█									█	█	█	*									█	█		*													

Key

	Commencement – trigger is consultation with the 3 stat bodies on scope of the SA		<p>Public Participation in the Preparation of a Local Plan (Reg 18)</p> <p>Notify consultation bodies of intention to prepare Local Plan and ask what such a Local Plan ought to contain. Also consider whether it is appropriate to invite representations from people who are resident or carrying on business in the area.</p>
	Consultation on Issues and Options		
	Consultation on Draft Plan.		
	Public consultation on housing numbers and additional sites		
	Publication of Plan and Pre-Submission Consultation (Reg 19)		
	Submission to Secretary of State (Reg 22)		<p>Examination Stages</p> <p>Guideline timetable from submission to final report 23 weeks for hearing sessions up to 8 days with no Pre-Hearing Meeting (PHM). 29 weeks for hearing sessions up to 8 days with a PHM and 37 weeks for hearing sessions up to 12 days with a PHM.</p>
	Hearing Sessions		
	Inspectors Report		
	Adoption at Full Council		
	Production of Annual Monitoring Report (AMR)	*	Publication on Council's Website

Sources of Information for the Evidence Base

Social	Sources of Available Data	Updating
Housing Needs	Strategic Housing Market Assessment (SHMA) working in partnership with Broxbourn, Brentwood, East Herts, Epping Forest and Harlow. Final report 2009 – Opinion Research Services and Savills Update Report 2012 (Opinion Research Services, March 2013)	
	Affordable Housing, Viability Assessment, 2010 – Levvel Updated March 2012	
	Strategic Housing Land Availability Assessment (SHLAA). 2012 – UDC	Updated Annually
	Essex Gypsy and Traveller and Travelling Showpeople Accommodation Assessment July 2014	
	Gypsy, Traveller and Travelling Showpeople Sites, Site Assessment Study October 2014	
	Demographic Study Edge Analytics – Essex Planning Officers Association Phases 1 - 6	Quarter 1 2015
Housing Supply	Housing Land Supply, April 2014 - UDC	Updated Annually
	Housing Trajectory and 5 Year Land Supply, 2014 – UDC	Updated Annually
Population Age Structure Ethnicity	2011 Census	
	Neighbourhood Statistics	
	Baseline Information Profile Nov 2010 - Essex County Council	
Leisure Facilities/playing fields	Green Space Strategy Audit 2006 - UDC	
	Open Space, Sport and Recreation Study The Landscape Partnership	

	2012	
School Capacity	Commissioning School Places 2012- 2017 - Essex County Council	Updated Annually
Health Facilities	West Essex Clinical Commissioning Group	
Crime (Rates and Fear of Crime)	Home Office http://www.homeoffice.gov.uk/crime/	
	Essex Police	
	Baseline Information Profile Nov 2010 - Essex County Council	
	Essex County Council Tracker Survey 2009	
Economy	Sources of Available Data	Action/Updating
Economic Activity Industry or Employment Occupation Groups Commuting	2011 Census	
	Employment Land Study Final Report March 2006 PACEC	
	Employment Land Review, April 2011, UDC	
	Non- residential land monitoring data Essex County Council. Employment Land Monitoring Report - UDC	Updated annually
	Employer and Business Survey – CN Research 2009	
Retail	Retail Study, Final Report December 2005 Hepher Dixon	
	Retail Study, Final Report 2012 and Supplement March 2013 Savills	
	Uttlesford Retail Capacity Study Update April 2014 Savills	
	Non- residential land monitoring data, Essex County Council	Updated Annually
Office/Industrial Accommodation Survey	Non-residential land monitoring data, Essex County Council	Updated Annually
Development Opportunity Sites	Economic Assessment – Carter Jonas 2012	
	Urban Design Assessment – Places Services, Essex County Council)	

Environment	Sources of Available Data	Action/Updating
Conservation Areas Tree Preservation Orders Listed Buildings Ancient Monuments and Archaeological Sites Sites of Special Scientific Interest and National Nature Reserves County Wildlife Sites Ancient Woodlands Special Verges Historic Landscapes and Parklands Open spaces Noise Contours Groundwater Protection Zones Poor Air Quality Zones Flood Zones	UDC GIS	Ongoing updates (UDC).
	Conservation Area Appraisals and Management Plans for Arkesden Ashdon Clavinging Felsted Great Chesterford Great Dunmow Great Hallingbury Great Sampford Hatfield Broad Oak Hempstead Henham High Easter High Roding Littlebury Manuden Radwinter Saffron Walden Stansted Mountfitchet Stebbing Thaxted Wendens Ambo Widdington	Draft plans for Audley End Bentfield Green, Stansted Elmdon Great Canfield Great Easton Hadstock Hazel End, Farnham Quendon & Rickling
	Historic Settlement Character Assessment for selected settlements: Saffron Walden Great Dunmow Great Chesterford Henham Newport Stansted Mountfitchet UDC 2007 Thaxted –UDC 2009	
	Village Templates (Market Towns and Key Villages) UDC 2011	
	Uttlesford District Historic Environment Characterisation Project – Essex County Council 2009	
Landscape Character Assessment	Essex County Council – county level information Landscape Character Assessment. Final Report September 2006 Chris Blandford Associates	
Biodiversity	Phase 1 Habitat Survey 1990	

	Local Wildlife Sites Review October 2007 Essex Ecology Services Ltd Appropriate Assessment UDC 2007 and updated in 2013	
Flood Risk	Strategic Flood Risk Assessment, Final Report March 2008 JBA Consulting	
Rural Lanes	Uttlesford Protected Lanes Assessment March 2012 Essex County Council	
Agricultural Land Classification	Department for Environment, Food and Rural Affairs (DEFRA)	Input data to GIS (UDC)
Water Quality Water Use	Environment Agency	
	Water Companies	
	Water Cycle Study, Scoping and Outline Strategy 2010 – Hyder Consulting.	
	Water Cycle Study, Stage 2 November 2012 – Hyder Consulting.	
Air Quality	Assessment of Uttlesford District's Local Plan on Air Quality in Saffron Walden 2013 - Jacobs	
Green Belt	Green Belt Boundary Scoping Report – UDC 2011	
Renewable Energy	Renewable Energy Study of the District 2008 - Altechnica	
Communication and Transport	Sources of Available Data	Action/Updating
Public Transport - Bus	http://www.essex.gov.uk/Travel -Highways/Public- Transport/Pages/Public- transport.aspx	
	ECC Local Transport Plan 2011 (LTP 3)	Transport strategy published. Implementation plans to follow.

Public Transport –Rail	Network Rail London and South East Route Utilisation Strategy (RUS) 2011. Informs the development of High Level Output Specifications from 2019, and sets out the strategy for the London and SE rail network to 2031.	
	Network Rail Anglia Route Business Plan for Control Period 5 2014-2019. Sets out the relevant outputs, activity and expenditure at route level to achieve the specified national outputs.	Annual Updates
Capacity of Road Network	Essex Traffic Monitoring Report	Produced Annually
	Essex County Council Local Transport Plan (LTP 3) 2011-2026	LTP 3 to 2026 currently in preparation
	Comparative Transport Analysis 2010 - ECC	
	Transport Analysis of Draft Local Plan - Local Plan Highway Impact Assessment, Essex Highways October 2013	

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Date: 21 October 2014

Title: DCLG Consultation: planning and travellers

Author: Sarah Nicholas, Senior Planning Officer

Summary

1. The DCLG is consulting on proposed changes to planning policy and guidance in relation to travellers to ensure fairness in the planning system; and strengthening protection of our sensitive areas and Green Belt.
2. The proposals would ensure that the planning system applies fairly and equally to both the settled and traveller communities; further strengthen protection of our sensitive areas and Green Belt; and address the negative impact of unauthorised occupation.
3. The consultation closes on 23 November 2014

Recommendations

4. That the Working Group discusses the issues raised by the consultation and recommends how the Council responds to the consultation.

Financial Implications

5. None

Background Papers

6. 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

- 7.

Communication/Consultation	The council is responding to a government consultation
Community Safety	N/A
Equalities	The consultation aims to ensure that the planning system applies fairly and equally to both the settled and traveller

	communities
Health and Safety	N/A
Human Rights/Legal Implications	The consultation aims to ensure that the planning system applies fairly and equally to both the settled and traveller communities
Sustainability	N/A
Ward-specific impacts	All
Workforce/Workplace	N/A

Situation

Ensuring fairness in the planning system

8. Planning Policy for Traveller Sites (PPTS) was published in March 2012 at the same time as the NPPF and they were designed to be read in conjunction. The PPTS defines gypsies and travellers for the purposes of planning policy as *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
9. Current policy requires that those who have ceased travelling permanently for reasons of health, education or old age (be it their needs or their family's or dependents') are for the purposes of planning, treated in the same way as those who continue to travel.
10. The Government feels that where a member of the travelling community has given up travelling permanently, for whatever reason, and applies for a permanent site then that should be treated no differently to an application from the settled population (for example, seeking permission for a Park Home). This would not prevent applications for permanent sites, but would mean that such applications would be considered as any other application for a permanent caravan site would be: i.e. not in the context of Planning Policy for Traveller Sites.
11. The consultation stresses that this is not about ethnicity or racial identity but that for planning purposes the Government believes a traveller should be someone who travels.
12. The Government therefore proposes amending the current definition of both "gypsies and travellers" and "travelling showpeople" in Annex 1 to Planning Policy for Traveller Sites to remove the words or permanently (underlined in the current definitions in paragraph 7 above) to the effect that it would be limited to those who have a nomadic habit of life.

13. The Government also wishes to simplify and streamline the processes for assessing needs of gypsies and travellers for planning and housing purposes. They are therefore seeking views on amending secondary legislation to bring the definition of “gypsies and travellers”, set out under the 2006 regulations, into line with the proposed planning definition of “travellers” set out above. The effect would be to limit the definition to those who have a nomadic lifestyle.
14. The Essex Gypsy and Traveller and Travelling Show People Accommodation Assessment 2014 reports on the results of over 400 interviews with gypsies and travellers of which 25 were in Uttlesford and makes the following commentary on the propensity to travel (paragraphs 6.18 – 6.20).

Nearly two thirds (64%) of those surveyed reported that they had not travelled at all during the last 12 months. Amongst those who had travelled in the last 12 months, most (82%; 99 respondents) had travelled for less than 3 months. 8% said they had travelled all year round. For the majority (96 respondents) their level of travelling in the last 12 months was normal; however, 15 respondents said they had travelled less in the last few years.

The reasons provided for travelling were for a holiday (52 respondents), fairs (42 respondents), family reasons (34 respondents) and for work (27 respondents).

The majority (62%) of those who had not travelled in the last 12 months reported that they had not travelled in the past either. The main reasons given for not travelling in the last 12 months were: wanting a more settled lifestyle (69%), so that children can receive an education (28%) and because it is no longer easy to camp on the side of the road while travelling. Given the current government intend to consult on changing in the planning definition of a Gypsy and Traveller to cover only those who travel. This has potentially major implications if many households do not travel. However whilst the announcement that the Government was considering to bring forward this consultation was made in January 2014, to date it has not been forthcoming. ORS are also of the view that the introduction of such a policy would be subject to significant Human Rights challenges.

15. The consultation paper asks the following questions which is followed by a suggested response.

Q1 – Do you agree that the planning definition of travellers should be amended to remove the words or permanently to limit it to those who have a nomadic habit of life? If not, why not?

The Council support this amendment. However, the results of the Council's need assessment raises lots of questions about whether someone has a nomadic lifestyle or not which we will need to consider when determining applications for traveller sites. It is asked that further clarification be given in the guidance as to

- what constitutes travel?
- what is meant by temporary cessation of travelling?
- does the nomadic lifestyle have to relate to the whole family or can it just be a member of the family?

- the length of time over which a travelling lifestyle needs to have taken place to be considered nomadic.
- How does a local planning authority assess the likelihood of a nomadic lifestyle is continuing?
- If it becomes apparent that Travellers subsequently abandon a nomadic lifestyle is this grounds for enforcement against breach of an occupation condition?
- if a family travel between two or more sites, is its need to be assessed in all locations?

Q2 – Are there any additional measures which would support those travellers who maintain a nomadic habit of life to have their needs met? If so, what are they?

The location, size, and form of sites must be geared towards it being resided in by people who travel or have temporarily stopped from travelling.

Q3 – Do you consider that a) we should amend the 2006 regulations to bring the definition of “gypsies and travellers” into line with the proposed definition of “travellers” for planning purposes, and b) we should also amend primary legislation to ensure that those who have given up travelling permanently have their needs assessed? If not, why not?

The Council supports the amendment to bring the 2006 regulations in line with the definition for planning purposes. The council wishes to ensure that the needs of all residents of the District are assessed so that they can be appropriately addressed.

Protecting sensitive areas and the Green Belt

16. The Government is proposing to replicate parts of the NPPF in the PPTS relating to the protection of sensitive sites such as those protected under the Birds and Habitats Directives and / or sites designated as Sites of Special Scientific Interest.
17. The Government is also proposing to strengthen the importance of accounting for the intrinsic character and beauty of the countryside by adding the word ‘very’ to paragraph 23 of the PPTS so that it reads ‘that Local planning authorities should very strictly limit new traveller sited development in open countryside.’
18. The Government is proposing to amend paragraph 25 of the PPTS so that the absence of an up-to-date five year supply of deliverable sites would no longer be a significant material consideration in favour of the grant of temporary permission for sites in the above mentioned sensitive areas and the Green Belt. It would remain a material consideration, but its weight would be a matter for the decision taker
19. The Government recognises that case law derived from the United Nations Convention on the Rights of the Child establishes that the best interests of the child are a primary consideration in planning decisions affecting children, and

that no consideration is inherently more important than the best interests of the child. However the Government is concerned that there is a greater disproportionate impact on the Green Belt from traveller decisions compared with those for conventional housing. It is therefore proposing to amend national planning policy and Planning Policy for Traveller Sites to provide that, subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.

Q4 – Do you agree that Planning Policy for Traveller Sites be amended to reflect the provisions in the National Planning Policy Framework that provide protection to these sensitive sites? If not, why not?

This is supported

Q5 – Do you agree that paragraph 23 of Planning Policy for Traveller Sites should be amended to “local authorities should very strictly limit new traveller sites in the open countryside”? If not, why not?

This is supported

Q6 – Do you agree that the absence of an up-to-date five year supply of deliverable sites should be removed from Planning Policy for Traveller Sites as a significant material consideration in the grant of temporary permission for traveller sites in the areas mentioned above? If not, why not?

This is supported

Q7 – Do you agree with the policy proposal that, subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances? If not, why not?

This is supported, but the Government needs to be satisfied that it could conceive of circumstances in which harm to the Green Belt and any other harm would not be the overriding consideration. It needs to be able to demonstrate that its policy is not de facto an absolute ban on Traveller Site development in the Green Belt. It also needs to consider whether it is true that traveller decisions where approved do have a greater disproportionate impact on the Green Belt than conventional housing, as mobile homes are generally smaller in scale than conventional properties. Is it not possible that impacts could be controlled by planning conditions?

As the bests interests of the child are paramount in any planning decision, the Government should be satisfied that it can justify citing these interests in its policy of Traveller Site development and not in relation to its planning policy on any other category of development.

Addressing unauthorised occupation of land

20. The Government proposes to amend the NPPF and PPTS to make clear that intentional unauthorised occupation, whether by travellers or members of the

settled community, should be regarded by decision takers as a material consideration that weighs against the grant of permission.

21. For the avoidance of doubt, this does not mean that retrospective applications should be automatically refused, but rather failure to seek permission in advance of occupation will count against the application. It will, the Government hopes, encourage all applicants to apply through the proper planning processes before occupying land and carrying out development.

22. The Government is also consulting on amending policy to allow authorities who are burdened by a large-scale unauthorised site which has significantly increased their need and their area is subject to strict and special planning constraints, then there is no assumption that the local authority is required to plan to meet their traveller site needs in full.

Q8 – Do you agree that intentional unauthorised occupation should be regarded by decision takers as a material consideration that weighs against the grant of permission? If not, why not?

This is supported, but to ensure that Traveller Site development is not being treated differently to other unauthorised development the same principle should be applied to all intentional unauthorised development.

Q9 – Do you agree that unauthorised occupation causes harm to the planning system and community relations? If not, why not?

The Council agree

Q10 – Do you have evidence of the impact of harm caused by intentional unauthorised occupation? (And if so, could you submit them with your response.)

The Council has some experience of intentional unauthorised Traveller Site development. Such breaches tend to give rise to a disproportionate number of representations and concern about social impact in the main. However, where appeals have been allowed against an enforcement notice or a retrospective planning application has been approved; private Traveller Site developments have become accepted as concerns have proved to be unfounded.

Q11 – Would amending Planning Policy for Traveller Sites in line with the proposal set out in paragraph 4.16 above help that small number of local authorities in these exceptional circumstances? If not, why not? What other measures can Government take to help local authorities in this situation?

If this proposal proceeds the Council asks that it is made clear that meeting the need does not fall on adjoining authorities under the duty to cooperate requirements either.

Q12 – Are there any other points that you wish to make in response to this consultation, in particular to inform the Government's consideration of the

potential impacts that the proposals in this paper may have on either the traveller community or the settled community?

None

Risk Analysis

23.

Risk	Likelihood	Impact	Mitigating actions
That the Government has not complied with its duties under legislation to protect the rights of ethnic groups, children or other persons with Protected Characteristics	2 It may be expected that Gypsy and Traveller representative organisations test the legality of the proposed policy changes	2 Any decisions that the Council takes under the Policy as revised may themselves be challenged in the courts.	Respond to the consultation within the specified time period as suggested in the report above.

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.



Department for
Communities and
Local Government

Consultation: planning and travellers

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September 2014

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Summary of consultation

<p>Topic of this consultation</p>	<p>This consultation seeks views on proposed changes to planning policy and guidance ensuring fairness in the planning system; and strengthening protection of our sensitive areas and Green Belt.</p> <p>The proposals would ensure that the planning system applies fairly and equally to both the settled and traveller communities; further strengthen protection of our sensitive areas and Green Belt; and address the negative impact of unauthorised occupation.</p>
<p>Scope of this consultation</p>	<p>The proposals relate primarily to changes to Planning Policy for Traveller Sites, although some would apply to the settled community and would involve changes to wider national planning policy.</p> <p>The Government remains committed to increasing the level of authorised traveller site provision in appropriate locations to address historic undersupply as well as to meet current and future needs.</p> <p>However, the Government also believes that further measures are needed to ensure that planning rules apply fairly and equally to both the traveller and settled community. The Government's view is that where travellers have ceased to travel then they should be treated no differently to members of the settled community.</p> <p>Since the introduction of Planning Policy for Traveller Sites in March 2012 Ministers have also become increasingly concerned that it is not providing sufficient protection for our sensitive areas and the Green Belt. The proposals would further strengthen protection for these areas.</p> <p>Furthermore, the Government continues to hear about the problems caused by a minority of travellers who ignore planning rules and occupy sites without applying for planning permission. This undermines confidence and trust in the planning system and prevents it from acting effectively. The proposals would further assist those councils in dealing with unauthorised occupation of land.</p> <p>In addition, we also wish to consult on streamlined draft planning guidance which primarily aims to support councils robustly assess their traveller site need.</p>
<p>Geographical scope</p>	<p>This proposal relates to England alone.</p>
<p>Impact Assessment</p>	<p>The potential impacts of this proposal are set out in the accompanying Equalities Statement.</p> <p>Question 12 asks specifically for comments on the potential impacts that the proposals in this paper may have on either the traveller community or the settled community.</p>

To:	This is a public consultation open to anyone with an interest in planning policy and guidance for travellers. In particular we are keen to hear views from local planning authorities, Gypsy and Traveller groups and representatives as well as travellers.
Body responsible for the consultation:	The Department for Communities and Local Government
Duration:	10 weeks from 14 September to 23 November 2014
Enquiries:	Owen Neal 0303 444 44412 owen.neal@communities.gsi.gov.uk ; or PPTS@communities.gsi.gov.uk
How to respond	<p><u>In writing to:</u></p> <p>Owen Neal Planning – Economy and Society Department for Communities and Local Government Fry Building 2 Marsham Street London SW1P 4DF</p> <p><u>Or by email to:</u></p> <p>PPTS@communities.gsi.gov.uk</p> <p>In developing this consultation we have taken careful account how best to engage with the traveller community, particularly in relation to traveller levels of literacy, nomadic habit of life, and socio-economic disadvantage. The consultation process is designed to engage appropriately, specifically we have:</p> <ul style="list-style-type: none"> - produced an easy to read version of the consultation document (paying attention to Plain English standards where possible); - and will engage, with organisations representing the traveller community throughout the consultation period; - put arrangements in place to hold oral hearings sessions during the consultation period. Please contact Owen Neal on 0303 444 4412, PPTS@communities.gsi.gov.uk
Additional ways to become involved:	<p>We would be keen to receive views in writing, by telephone or through meetings with relevant parties. Please contact Owen Neal to arrange.</p> <p>We also intend to hold oral hearing sessions with traveller groups and representatives to ensure effective engagement with the consultation proposals.</p>
After the consultation:	<ul style="list-style-type: none"> • A Government response, including a summary of responses, will be published; and • An updated Planning Policy for Traveller Sites, subject to the outcomes of the consultation, will be produced • Draft planning guidance on assessing accommodation

	needs of gypsies and travellers will be laid in Parliament (as required under Section 226 of the Housing Act 2004).
Compatibility with the Consultation Principles	This consultation complies with the Consultation Principles.

Proposed changes to national planning policy and Planning Policy for Traveller Sites

1. Introduction

- 1.1 The National Planning Policy Framework and Planning Policy for Traveller Sites were both published in March 2012. The two were designed to be read in conjunction.
- 1.2 The Government remains committed to increasing the level of authorised provision in appropriate locations to address historic under supply and meet present and future site needs. Our policy is clear that local authorities are responsible for objectively assessing their own site needs and identifying a suitable five-year supply of sites to meet their needs, as is consistent with national planning policy as a whole.
- 1.3 In planning positively to meet their local traveller sites needs, especially where local authorities are limited by particular special or strict planning constraints across their area, councils may wish to consider the production of joint development plans that set targets on a cross-authority basis and provide more flexibility in identifying sites.
- 1.4 The National Planning Policy Framework sets out that, once established, local authorities should only alter Green Belt boundaries in exceptional circumstances, through the preparation or review of the Local Plan.
- 1.5 To support councils to plan to meet their traveller sites needs and deliver increased authorised site provision, the Government has since March 2012:
 - made available £60 million in Traveller Pitch Funding to help councils and housing associations build new traveller sites;
 - ensured that traveller pitches attract the New Homes Bonus in exactly the same way as other forms of housing;
 - set aside £50,000 to fund a training programme for councillors to support them in their leadership role in relation to traveller site provision and planning applications for sites. Nearly 1,000 councillors and their partner agencies have now benefited from this training.
- 1.6 In addition the Government is working to address the inequalities the gypsy and traveller communities suffer with respect to health and education.
- 1.7 The Government is committed to delivering a planning system that applies equally and fairly to all, and is keen to ensure that policy provides fair and equal treatment to both the traveller and settled communities; a perception that it doesn't can often fuel community tensions. Travellers who have given up travelling permanently should be

treated in the same way as the settled community, especially regarding sites in sensitive locations, such as the Green Belt.

- 1.8 The Government is also committed to planning policies that protect our sensitive areas and Green Belt. Since the introduction of our traveller planning policy over two years ago Ministers have become increasingly concerned that it is not providing sufficient protection for these areas.
- 1.9 The Government is also aware of the problems (outlined further on in this paper) caused by a small minority of travellers who continue to ignore planning rules and occupy land in an unauthorised way. This also fuels community tension and undermines confidence and trust in the planning system. This is unfair on the majority who choose to play by the rules, and brings the system into disrepute.
- 1.10 Further, a small number of areas are unfairly affected by large-scale unauthorised occupation of land and are required to plan to meet the increased need for traveller sites that arises from those who choose to ignore planning rules. This discourages councils from taking swift and decisive enforcement action against unauthorised sites and in some cases places an increased burden on a particular area in planning for sites.
- 1.11 This consultation paper seeks views on a number of proposals to amend national planning policy and Planning Policy for Traveller Sites to strengthen policy in these areas.
- 1.12 The Government is also committed to making the planning system simpler, clearer and easier for people to use, allowing local communities to shape where development should and should not go. Our intention still remains to review in the future whether Planning Policy for Traveller Sites should be incorporated within the National Planning Policy Framework, which will be considered as part of any wider review of the Framework.
- 1.13 In line with the new streamlined planning guidance launched earlier this year, we also wish to seek views on updated planning guidance to support how local authorities objectively assess their own traveller accommodation needs. This guidance would replace the previous Administration's guidance on assessing gypsy and traveller accommodation needs.

2. Ensuring fairness in the planning system

- 2.1 Annex 1 to Planning Policy for Traveller Sites defines “gypsies and travellers” and “travelling showpeople”.

“For the purposes of this planning policy “gypsies and travellers” means:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

For the purposes of this planning policy, “travelling showpeople” means:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.”

- 2.2 Current policy requires that those who have ceased travelling permanently for reasons of health, education or old age (be it their needs or their family’s or dependents’) are for the purposes of planning treated in the same way as those who continue to travel.
- 2.3 The Government feels that where a member of the travelling community has given up travelling permanently, for whatever reason, and applies for a permanent site then that should be treated no differently to an application from the settled population (for example, seeking permission for a Park Home). This would not prevent applications for permanent sites, but would mean that such applications would be considered as any other application for a permanent caravan site would be: i.e. not in the context of Planning Policy for Traveller Sites.
- 2.4 This is not about ethnicity or racial identity. It is simply that for planning purposes the Government believes a traveller should be someone who travels.
- 2.5 The Government therefore proposes amending the current definition of both “gypsies and travellers” and “travelling showpeople” in Annex 1 to Planning Policy for Traveller Sites to remove the words or permanently (underlined in the current definitions in paragraph 2.1 above) to the effect that it would be limited to those who have a nomadic habit of life. The Government is conscious of the need to facilitate the traveller way of life, including the right to family life and in considering whether there should be amendment to the definition will continue to bear this in mind.
- 2.6 We therefore propose to amend the definition of “gypsies and travellers” for the purposes of planning policy to:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

2.7 And "travelling showpeople" for the purposes of planning policy to:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.

2.8 In determining whether applicants for traveller sites would fall under the proposed new definition, decision takers should give close scrutiny to whether the applicants are in fact living a nomadic lifestyle.

Q1 – Do you agree that the planning definition of travellers should be amended to remove the words or permanently to limit it to those who have a nomadic habit of life? If not, why not?

2.9 To complement the proposals set out above, the Government wishes to seek views on further measures to support those travellers which fall under the proposed new definition in order to facilitate their nomadic habit of life. For example, through the use of conditions which ensure that transit sites are available at certain times of the year for travellers to occupy on a temporary basis. This of course would be a matter for the local authority but may go towards making provision for those travellers who do travel. We are open to views on how we could further facilitate travellers' nomadic habit of life including its potential effects on the traveller community.

Q2 – Are there any additional measures which would support those travellers who maintain a nomadic habit of life to have their needs met? If so, what are they?

2.10 Section 225 of the Housing Act 2004 requires each local housing authority when undertaking a review of housing needs in their districts (under section 8 of the Housing 1985) to carry out an assessment of the accommodation needs of gypsies and travellers residing or resorting to their district. The meaning of gypsies and travellers for this purpose is defined in the Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006 ("2006 regulations"). This is:

*Persons with a cultural tradition of nomadism or of living in a caravan; and
All other persons of a nomadic habit of life, whatever their race or origin, including –
Such persons who, on grounds only of their own or their family's or dependent's educational or health needs or old age, have ceased to travel temporarily or permanently.*

2.11 The Government wishes to simplify and streamline the processes for assessing needs of gypsies and travellers for planning and housing purposes. We would like therefore to seek views on amending secondary legislation to bring the definition of “gypsies and travellers”, set out under the 2006 regulations, into line with the proposed planning definition of “travellers” set out above. The effect would be to limit the definition to those who have a nomadic lifestyle.

2.12 In doing so, we would consider whether change to primary legislation is needed to ensure that those who have given up travelling permanently would have their needs assessed.

Q3 – Do you consider that a) we should amend the 2006 regulations to bring the definition of “gypsies and travellers” into line with the proposed definition of “travellers” for planning purposes, and b) we should also amend primary legislation to ensure that those who have given up travelling permanently have their needs assessed? If not, why not?

3. Protecting sensitive areas and the Green Belt

3.1 The National Planning Policy Framework accords significant protection to those sites and areas protected under the Birds and Habitats Directives and / or sites designated as Sites of Special Scientific Interest; Local Green Space, an Area of Outstanding Natural Beauty, or within a National Park (or the Broads). To ensure these special protections are given full consideration, the Government proposes amending Planning Policy for Traveller Sites to include sections replicating the relevant parts of the Framework. This is not a change of policy, but rather clarification that those relevant parts of the Framework apply to the provision of traveller sites.

Q4 – Do you agree that Planning Policy for Traveller Sites be amended to reflect the provisions in the National Planning Policy Framework that provide protection to these sensitive sites? If not, why not?

3.2 Paragraph 23 of Planning Policy for Traveller Sites requires local planning authorities to strictly limit new traveller site development in open countryside. The Government wishes to strengthen this to reflect the importance of accounting for the intrinsic character and beauty of the countryside. The Government therefore proposes amending paragraph 23 to say “Local planning authorities should very strictly limit new traveller site development in open countryside.” (Italicised and underlined simply to highlight the change for the purposes of this consultation. The Government does not propose italicising or underlining the word in the amended policy document.)

Q5 – Do you agree that paragraph 23 of Planning Policy for Traveller Sites should be amended to “local authorities should very strictly limit new traveller sites in the open countryside”? If not, why not?

3.3 The Government wants local authorities to plan positively to meet their current and future traveller needs. However, the National Planning Policy Framework in conjunction with Planning Policy for Traveller Sites makes clear that traveller sites and conventional housing in the Green Belt are inappropriate and should be permitted only where very special circumstances exist: i.e. where the harm to the Green Belt and any other harm is clearly outweighed by the benefits of the development.

3.4 This was re-emphasised by Government through the Written Ministerial Statements of 1 July 2013 and 17 January 2014, which said “unmet need, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the Green Belt and other harm to constitute the “very special circumstances” justifying inappropriate development in the Green Belt”.

3.5 Paragraph 25 of Planning Policy for Traveller Sites sets out that where a local authority cannot demonstrate an up-to-date five year supply of deliverable sites then this should be a significant material consideration when determining proposals for temporary planning permission.

- 3.6 The Government wishes to maintain this approach - not least because it encourages local authorities to work towards addressing their site needs - but believes this has not provided sufficient protection for the Green Belt and other sensitive areas (listed in paragraph 3.1 above).
- 3.7 The Government therefore proposes to amend paragraph 25 in Planning Policy for Traveller Sites to make clear that it does not apply to land designated as Green Belt; sites protected under the Birds and Habitats Directives and / or sites designated as Sites of Special Scientific Interest; Local Green Space, an Area of Outstanding Natural Beauty, or within a National Park (or the Broads).
- 3.8 The absence of an up-to-date five year supply of deliverable sites would therefore no longer be a significant material consideration in favour of the grant of temporary permission for sites in these areas. It would remain a material consideration, but its weight would be a matter for the decision taker.
- 3.9 If adopted, the Government would ensure similar appropriate provisions applied for the settled community.

Q6 – Do you agree that the absence of an up-to-date five year supply of deliverable sites should be removed from Planning Policy for Traveller Sites as a significant material consideration in the grant of temporary permission for traveller sites in the areas mentioned above? If not, why not?

- 3.10 In many cases the weight attached to unmet need for traveller sites in combination with the personal circumstances of the occupants is being given greater weight than the harm to the Green Belt justifying planning permission for inappropriate development. As a result there is a greater disproportionate impact on the Green Belt from traveller decisions compared with those for conventional housing.
- 3.11 The Government recognises that case law derived from the United Nations Convention on the Rights of the Child establishes that the best interests of the child are a primary consideration in planning decisions affecting children, and that no consideration is inherently more important than the best interests of the child. The best interests of the child will vary from case to case and there may be circumstances where those best interests suggest living off-site rather than on-site.
- 3.12 Substantial weight should therefore be given to the best interests of the child; however those interests are capable of being outweighed by the harm to the Green Belt and any other harm dependent on the circumstances of the specific case.
- 3.13 The Government therefore proposes to amend national planning policy and Planning Policy for Traveller Sites to provide that, subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.

Q7 – Do you agree with the policy proposal that, subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the

Green Belt and any other harm so as to establish very special circumstances? If not, why not?

4. Addressing unauthorised occupation of land

- 4.1 Although we have been clear that local authorities should be addressing their traveller community's site needs through the local plan-making process and provision of sites, the Government is nonetheless concerned about those who intentionally ignore planning rules and occupy land without planning permission.
- 4.2 Unauthorised occupation occurs when the owners of land set up residence without first obtaining the necessary planning permission. Applying for planning permission before occupation allows for proper consideration of the issues, which can weigh in favour or against an individual proposal, in order that a balanced view can be formed and a decision made, including whether any conditions or limitations should be attached in respect of permission.
- 4.3 Intentional unauthorised occupation – whether by travellers or members of the settled community – reduces the effectiveness of the planning system and undermines public confidence and trust in its function.
- 4.4 A cornerstone of the planning system is the ability of local authorities to impose conditions on a planning permission to mitigate any negative impacts, for example, environmental harm or public health and safety issues. A condition might require alterations to an access to the public highway to ensure road safety, or ensure that measures are taken to reduce flood risk; or preserve and enhance ancient woodland. Where occupation takes place without planning permission, there is no opportunity to appropriately limit or mitigate harm that has already taken place.
- 4.5 Furthermore, it is clear that the intentional unauthorised occupation of land particularly in sensitive areas (including the Green Belt) where those who would apply through the proper channels would be unlikely to gain permission, is highly contentious at the local level and fuels tension between the site occupants and the surrounding community.
- 4.6 There is also clearly a financial cost to the public purse in dealing with the intentional unauthorised occupation of sites once it occurs. Costs that would not have been incurred had planning permission been sought and gained before occupation and development took place. These costs are incurred by councils in taking enforcement action, and in some cases the costs of bailiffs and police action.
- 4.7 The Government believes that further steps are needed to uphold confidence and trust in the planning system and save enforcement costs, including in its ability to protect sensitive areas.
- 4.8 The Government does not wish to remove the ability to apply for retrospective planning permission, which allows for the correction of innocent mistakes where applicants are unaware that planning permission is required. But at the same time, intentional abuse of the system by those who choose to ignore planning rules is unacceptable and brings the planning system into disrepute.
- 4.9 The Government therefore proposes to amend national planning policy and Planning Policy for Traveller Sites to make clear that intentional unauthorised occupation,

whether by travellers or members of the settled community, should be regarded by decision takers as a material consideration that weighs against the grant of permission.

4.10 For the avoidance of doubt, this does not mean that retrospective applications should be automatically refused, but rather failure to seek permission in advance of occupation will count against the application. It will, the Government hopes, encourage all applicants to apply through the proper planning processes before occupying land and carrying out development.

Q8 – Do you agree that intentional unauthorised occupation should be regarded by decision takers as a material consideration that weighs against the grant of permission? If not, why not?

Q9 – Do you agree that unauthorised occupation causes harm to the planning system and community relations? If not, why not?

Q10 – Do you have evidence of the impact of harm caused by intentional unauthorised occupation? (And if so, could you submit them with your response.)

4.11 The occupation of large-scale unauthorised sites in particular can distort the level of need in an area. Such sites could encourage other travellers to locate to the area from elsewhere in the country which increases the local authority's level of need. Some areas in particular are burdened by large unauthorised sites, which make it difficult for those local authorities to plan to meet their traveller needs, particularly where they are subject to strict or special planning constraints.

4.12 Although such large-scale sites are highly exceptional their impact on the local area is significant. Their existence places a heavy burden on a small number of local authorities, as they can incur significant costs associated with enforcement action against a large number of occupants and then have to plan to meet the increased need which arises from the unauthorised occupation. This can fuel community tensions and undermine public trust and confidence in the planning system.

4.13 The Government believes that it is unfair that a small number of authorities have to bear the burden in planning to meet the site needs of people who have created such a need in a locality by ignoring planning rules and occupying large-scale unauthorised sites. This could discourage them from taking early enforcement action, choosing instead to tolerate such sites, and encourage those travellers to occupy land without planning permission.

4.14 The Government believes that the specific proposals set out in this paper above will help greatly to relieve the pressure on the small number of authorities which are in this exceptional situation. However, we are keen to know whether any additional measures might also assist.

4.15 Under current national planning policy where the local authority can demonstrate that their objectively assessed needs cannot be met due to physical or policy constraints on their area, they are not required to meet them in full. This is particularly relevant to

those local authorities faced with a large-scale unauthorised site, and to help to alleviate the burden on such authorities, the following is proposed.

4.16 We could amend Planning Policy for Traveller Sites to set out that in exceptional cases, where a local authority is burdened by a large-scale unauthorised site which has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority is required to plan to meet their traveller site needs in full.

4.17 This policy would recognise that that the level of site provision the local authority in this exceptional situation could reasonably plan to provide would be less than their objectively assessed need. The possible effect is likely to mean that those travellers evicted from the large-scale unauthorised site may not have their needs met in the local area and would need to relocate in order to find a suitable alternative provision. Local authorities would need to have regard to the realistic alternatives available to residents of such sites, and the effects on the residents of not meeting their needs, when formulating policies and reaching development management decisions.

Q11 – Would amending Planning Policy for Traveller Sites in line with the proposal set out in paragraph 4.16 above help that small number of local authorities in these exceptional circumstances? If not, why not? What other measures can Government take to help local authorities in this situation?

4.18 The Government is keen to ensure that its policies deliver positive outcomes and that it properly considers the implications of these proposals before deciding how to proceed.

Q12 – Are there any other points that you wish to make in response to this consultation, in particular to inform the Government’s consideration of the potential impacts that the proposals in this paper may have on either the traveller community or the settled community?

4.19 In line with the recently published streamlined planning guidance, we wish to consult on updated planning guidance to support councils in objectively and accurately assessing their own traveller needs as set out in Planning Policy for Traveller Sites. For the avoidance of doubt this guidance would form the statutory guidance on assessing gypsy and traveller accommodation needs as given by the Secretary of State under section 226 of the Housing Act 2004¹). Once published, the relevant sections would replace the previous Administration’s guidance and would cancel the following guidance:

- Local authorities and Gypsies and Travellers: a guide to responsibilities and powers (2007)
- Preparing Regional Spatial Strategy reviews of Gypsies and Travellers by regional planning bodies (2007)
- Designing Gypsy and Traveller Sites - Good Practice Guide (2008)
- Gypsy and Traveller Accommodation Needs Assessments - Guidance (2007)

¹ (<http://www.legislation.gov.uk/ukpga/2004/34/contents>)

4.20 For the avoidance of doubt this guidance would form the statutory guidance on assessing gypsy and traveller accommodation needs as given by the Secretary of State under section 226 of the Housing Act 2004

4.21 It is a requirement that before the relevant sections of this guidance (Questions 1 – 4) can take effect it be laid before Parliament.

4.22 Furthermore, we also wish to clarify that in some circumstances it may be appropriate to use a Temporary Stop Notice where unauthorised development has occurred on land not owned by travellers (Question 5).

4.23 The draft planning guidance for travellers is available at Annex A.

Q13 – Do you have any comments on the draft planning guidance for travellers (see Annex A)?

Annex A - Draft planning guidance for travellers

1. Why assess traveller accommodation needs?

Travellers are members of our communities and have particular accommodation needs. Planning Policy for Traveller Sites requires that local authorities use a robust evidence base to establish accommodation needs to inform the preparation of Local Plans and make planning decisions. Robust evidence on traveller accommodation needs will be important in securing a sound Local Plan.

When undertaking a review of housing needs in their district under Section 8 of the Housing Act 1985, Section 225 of the Housing Act 2004 requires that local housing authorities carry out an assessment of the accommodation needs of Gypsies and Travellers (as defined in Statutory Instrument 2006/3190) residing in or resorting to their district.

2. How should local authorities assess current traveller accommodation needs?

Local authorities should take account of travellers specific accommodation needs which relates to:

- their nomadic lifestyle
- their preference for caravan-dwelling
- movement between housing and caravans
- their preference for mixed use caravan sites
- the absence of a market for sites owing to lack of site provision or local hostility

And, consider their type of accommodation need in relation to:

- private sites
- sites owned by a Registered Provider
- affordable housing occupied by travellers
- other housing occupied by travellers
- different types of site e.g. transit sites

Local authorities should assess needs for different types of travellers, whatever their race or origin, taking account of their different traveller lifestyles and cultures.

Local authorities should engage both the local traveller and settled communities and involve other local authorities to assess their traveller needs as part of the Duty to Cooperate. The area to be covered by the assessment will largely depend on travel and movement patterns.

3. How should local authorities assess future traveller accommodation needs?

Local authorities should establish:

- The change in the number of traveller households that have or are likely to have accommodation needs to be addressed over the Local Plan period
- Broad locations where there is a demand for additional pitches
- The level, quality and types of accommodation and facilities needed (eg sites; housing)

- The demographic profile of the traveller community obtained from working directly with them
- Caravan count data at the local level
- Whether there are different needs at different times of the year – travelling is usually concentrated during the summer

4. What sources of information could local authorities use in assessing traveller accommodation needs?

- Caravan count data maintained by the Department for Communities and Local Government – eg number of caravans and the types of site on which they are located
- Site management information – eg site waiting lists; pitch turnover; length of licenses; transfer applications
- Information on private authorised sites – number of caravans permitted on each site; type of planning permission; restrictions on occupancy
- Information from recent applications, whether successful or unsuccessful, or enforcement action
- Data from other service providers – eg health and education
- Information gathered by traveller groups or representative bodies eg the Showmen’s Guild
- Data from surveys of traveller accommodation needs

5. Can a Temporary Stop Notice be used on land not owned by travellers?

Yes. It may be appropriate in some circumstances for the local planning authority to issue a Temporary Stop Notice where the breach of planning control has occurred on land owned by a third party, including the local authority or another public authority.

About this consultation

This consultation document and consultation process have been planned to adhere to the Consultation Principles issued by the Cabinet Office.

Representative groups are asked to give a summary of the people and organisations they represent and, where relevant, who else they have consulted in reaching their conclusions when they respond.

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000, the Data Protection Act 1998 and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the Freedom of Information Act, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the department.

The Department for Communities and Local Government will process your personal data in accordance with DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties. Individual responses will not be acknowledged unless specifically requested.

Your opinions are valuable to us. Thank you for taking the time to read this document and respond.

Are you satisfied that this consultation has followed the Consultation Principles? If not, or you have any other observations about how we can improve the process, please contact the DCLG Consultation Co-ordinator.

4th Floor Fry Building
2 Marsham Street
London SW1P 4DF

or by e-mail to: consultationcoordinator@communities.gsi.gov.uk

Committee: Local Plan Working Group

Agenda Item

Date: 21 October 2014

6

Title: Older People's Housing Requirement 2013
(London Commuter Belt (East) Sub Region)

Author Sarah Nicholas, Senior Planning Officer

Summary

1. The attached report informs members of the findings of a study on Older Person's housing requirement provided as part of the work on the Council's Strategic Housing Market Assessment.

Recommendations

2. For information

Financial Implications

3. None

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 report has been available on the Housing Policy and Strategy page of the Council's website.
Community Safety	N/A
Equalities	N/A
Health and Safety	N/A
Human Rights/Legal Implications	N/A
Sustainability	N/A
Ward-specific impacts	ALL

Workforce/Workplace	N/A
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Situation

6. The attached report first sets out the national and county level policy context for older person's housing, and then considers the modelling of older people's housing requirements.
7. Using the ratios in 'More Choice, Greater Voice' of places per 1,000 population aged 75+, Essex County Council has established that in 2012 there was a deficit in Uttlesford of 186 units of specialist housing for older people and 150 extra care units.
8. The report then considers the future requirement for older persons housing. Population projections show that the population of the London Commuter Belt (East) is likely to become older in the period up to 2031 with the population of people aged 75 and over increasing in Uttlesford by over 6,000 during the period of the new Local Plan. Using ratios set out in the Older People Resource Pack 2012 the report identifies the potential requirement for 2,500 elderly person's accommodation in Uttlesford between 2001 and 2033.

Gross requirement for Uttlesford 2001 – 2033				
Extra Care	Enhanced Sheltered	Dementia	Leasehold Scheme for the Elderly	All types
600	300	100	1,600	2,500
Figures may not sum due to rounding Figures do not include recent supply 2001 - 2012				

9. The Council is approaching the issue of accommodation for elderly people through the following planning permissions and policy.
 - 55 bed extra care Land West of Station Road Elsenham
 - 70 bed extra care Land west of Chelmsford Road, Great Dunmow
 - 120 bed extra care at Bury Water Lane, Newport
 - 73 bed extra care at former Willis and Gambier Site 121 Radwinter Road, Saffron Walden
 - 102 bed extra care at Land south of Radwinter Road, Saffron Walden
 - Development of the Moat House, Great Easton
 - 60 bed care home, High Lane, Stansted Mountfitchet
 - Requirement for 5% older persons bungalows

10. The emerging Housing strategy 2015-18 will address the future requirements for older people evidenced by the report and ensure that the Council has a robust plan moving forward. This is monitored by the Housing Board twice a year.

Risk Analysis

11.

Risk	Likelihood	Impact	Mitigating actions
Councillors do not have enough information to make informed decisions	Low likelihood of un-informed decisions be made if information and advice is available	High impact on planning and housing policy if unsound uninformed decisions are made.	Monitor provision of elderly persons accommodation.

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.

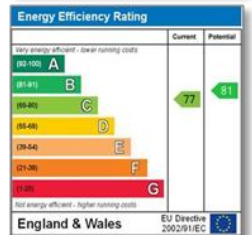


London Commuter Belt (East) Sub Region

Older People's Housing Requirements 2013

Report of Findings

15th October 2013





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This project was carried out in compliance with ISO 20252:2012

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1. Introduction

- 1.1 The UK faces a significant challenge as people live longer and this is increasingly recognised. 'Living Well At Home - 2011' (All Party Parliamentary Group on Housing and Care For Older People) identified the challenge posed by the UK's ageing population; the older population will grow from 10.1m to 16.7m by 2036 for the over 65s, and from 1.3m to 3.3m by 2033 for the over 85s. Already over half of NHS spending is on people over 65.
- 1.2 Both Health and Adult Social Care services are currently undergoing significant reform. The Health & Social Care Act 2012 initiated Health reforms which came into effect in April 2012 with the establishment of Adult Health and Well Being Boards and Clinical Commissioning Groups. A draft Care and Support Bill 2013, covering Adult Social Care, is currently progressing through Parliament. Reforms are underpinned by a principle of sustaining older people at home for as long as possible, thereby avoiding expensive hospital and care home services, while ensuring co-operation, fairness and high quality in those services which support older people at home.

National Planning and Policy Framework 2012

- 1.3 The National Planning and Policy Framework Paragraph 159 says 'the Local planning authorities should have a clear understanding of housing needs in their area' and that this need for 'all types of housing' should include the needs of 'older people'.
- 1.4 In addition, the Framework contains a useful definition of older people in its glossary:
- 'People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs'.*

National Housing Strategy

- 1.5 In 'Laying the Foundations – A Housing Strategy for England' (2011), local authorities are encouraged to make provision for a wide range of housing types across all tenures, including accessible and adaptable general-needs retirement housing, and specialised housing options including sheltered and Extra Care Housing.
- 1.6 The advantages of providing specialist housing provision for older people are usually highlighted in terms of:

- » **Financial benefits of specialist accommodation for other services:** for example, research into the financial benefits of the Supporting People programme (Capgemini for CLG: 2009) showed that £258.7 million spent on housing-related support in sheltered housing for older people produced £1.1 billion of benefits, including savings in social care and health.
- » **Specialist accommodation releasing general housing:** for example, HAPPI2 (Housing our Ageing Population; Plan for Implementation – 2012) identified how developing more retirement housing could reduce under-occupancy and make more family homes available for younger people. Further, more retirement housing could mitigate the impact of the government’s bedroom tax, by providing alternative homes for older households under-occupying their homes

Care Bill 2013

- 1.7 The new Care Bill 2013 Part 1 s.6 includes a provision for local authorities ‘co-operating generally’ on the needs of adults with needs for care and support. This includes District and County Councils and Housing and Adult Social Care, including the authority’s functions relating to housing.

Definitions of Older People’s Housing

- 1.8 For analysis purposes we have used the following definitions regarding specialist housing for older people:

Figure 1: Definitions of Older People’s Housing (Source: Housing in Later Life Toolkit 2012, CORE, Elderly Accommodation Counsel (EAC, 2012a))

Sheltered Housing	The most widely known form of specialised housing for older people. Traditionally, support was provided by a scheme manager often resident on site, but increasingly this support is being offered through floating services. The term has generally now been superseded by Retirement Housing, although it is still used in planning circles.
Enhanced Sheltered Housing	Sheltered housing that provides more facilities and services than traditional sheltered housing but does not offer the full range of provision that is found in an Extra Care Housing scheme.
Extra Care Housing (also known as Flexicare)	A complex of specialist housing for older people which provides care in a style that can respond flexibly to increasing need while helping the individual to retain their place within their existing community. Extra Care can provide a range of ‘lifestyle’ facilities for social, cultural, educational and recreational activities.
Leasehold Scheme for the Elderly (LSE)	Provides accommodation for the elderly for purchase on a leasehold basis. When the property becomes vacant the housing association purchases back the lease and sells the property on to another household wishing to purchase this type of accommodation. This scheme has been superseded by Shared Ownership for the Elderly, however associations continue to resell existing LSE.

Supported Housing

Schemes with some form of regular on-site 'warden' or scheme manager service, however limited.

Joint Strategic Needs Assessments

- ^{1.9} In 2006, the Department of Health White Paper 'Our health, our care, our say' identified the need for Directors of Public Health to work with Directors of Adult Social Services and Children's Services to jointly undertake regular strategic needs assessments of the health and well-being status of their population.
- ^{1.10} The concept of a Joint Strategic Needs Assessment (JSNA) was further expanded in the 'Commissioning Framework for Health and Wellbeing', which was published in March 2007 and includes a requirement to consider the housing needs of older people.
- ^{1.11} The publication of the Local Government and Public Involvement in Health Act (2007) subsequently placed a statutory duty on upper-tier local authorities and PCTs to produce a JSNA, with effect from 1st April 2008. Guidance on producing a JSNA was contained in Guidance on Joint Strategic Needs Assessment (2007).

Essex

- ^{1.12} In response to this requirement, Essex has produced two documents:
- » Essex, Southend-on-Sea and Thurrock Joint Strategic Needs Assessment 2008
 - » Essex County Council Adult Social Care Market Position Statement 2012
- ^{1.13} The Essex approach identifies a continuing need for specialist accommodation for older people. It aims to describe current and potential future demand and supply; the funding that the commissioning authority has available; potential demand from people funding their own services; and begins to describe how commissioners would like to work with the social care market going forward. Further updates regarding housing requirements are proposed to be carried out as individual pieces of work rather than a new JSNA.
- ^{1.14} In terms of older people's housing requirements, the Position Statement (2012) contains information relevant to the LCBE SHMA.

Extract- Essex County Council Adult Social Care Market Position Statement 2012

Increase the use of extra care housing and other alternatives to registered care by working jointly with Housing Authorities and the housing market – Research indicates that Extra Care housing can delay or prevent the need for more intensive forms of support. Essex currently has a deficit of Extra Care provision. Estimates suggest that there is a shortfall of 2,627 Extra Care places in Essex with Tendring, Basildon, Chelmsford and Castle Point having the largest undersupply of Extra Care places.

Extract- Essex County Council Adult Social Care Market Position Statement 2012

Reducing the contracted use of residential care for physically frail older people whilst ensuring that good quality registered care is available for those people who need it – The numbers of older people supported by Essex in registered care has remained fairly static since 2006 despite increased demographic pressures. This is mirrored nationally with little change in the number of care home places since 2004. However this masks the changes in the needs of people entering registered care, with people being admitted later in life and staying for shorter periods. As a result we do not believe that we need more residential care, but we may need to consider the models of registered care that are provided, and the distribution of residential care across the county. Whilst responsibility for planning sits with the District and Borough Councils, we are consulted on planning applications for new registered care homes. We are unlikely to support planning applications for registered care homes in areas where we believe there is an already an oversupply unless the application is to remodel existing provision to make it more fit for purpose, or the proposed development will better meet specific unmet needs within the area. More detail about current supply can be found in the next section. As part of our on-going engagement with the market we would welcome discussions with providers about their ideas for potential developments so we can give an early indication about whether we are likely to support an application and hence avoid unnecessary costs to providers at a later stage. We would also welcome conversations about developing alternatives to registered care.

Hertfordshire

1.15 In response to the JSNA requirement, Hertfordshire has produced four documents:

- » Hertfordshire Joint Strategic Needs Assessment 2012
- » Hertfordshire County Council Adult Care Services Commissioning Strategy for Older People 2008 -2012
- » Accommodation Services for Older People 2009, with a separate update in 2010
- » Accommodation for frail older people - Increasing capacity and choice - Programme Document 2007

1.16 The JSNA focuses largely on health issues, although containing much useful data on demographics and accommodation type and tenure. “Accommodation for frail older people - 2009” sets out the approach to be taken by Hertfordshire.

Extract - Accommodation for frail older people - Increasing capacity and choice - Programme Document - 2007**Objectives**

- » Help older people to remain living in their own homes for as long as possible with good health and quality of life
- » Secure sufficient care capacity to meet the needs of frail older people meeting Adult Care Services eligibility criteria and increase choice for these people
- » Ensure the right amount of housing related support is available for vulnerable older people (including those not eligible for care services)

- » Make best use of resources across partner agencies including revenue funding, capital and land

1.17 This was followed in 2009 by “Accommodation Services for Older People” which detailed the way in which Hertfordshire would work with housing providers to provide a new model of housing for older people.

Extract – Accommodation Services for Older People - 2009

With the number of over 65s expected to rise dramatically in the coming years, Hertfordshire has embarked on an ambitious programme to accommodate a growing population of older people through an innovative and flexible approach to maintaining independent living. The programme is increasing capacity and the range of accommodation for older people by approximately 600 places by 2010/11 in order to keep pace with the growing number of older people and their care needs. The vision is not only about catering for increasing demand, but about giving people real choice about how and where they live. The programme is being driven forward by an innovative partnership between Hertfordshire County Council, the ten district councils, two Primary Care Trusts (PCTs) and local partners, supported by the Institute of Public Care (IPC). The emphasis is on a shift away from residential care towards providing more flexicare housing, which is Hertfordshire's model of extra care housing. The approach reflects an important change in attitudes towards the care of older people – helping them remain in their own homes as long as possible, preserving their independence while ensuring that they have all the support they need, when they need it.

1.18 The 2010 update of the Accommodation Services for Older People document outlines activity in each of Hertfordshire's districts. A single Local Area Programme Board has been set up across East Herts and Broxbourne to take forward the detailed work. The Board comprises local representatives from Broxbourne Borough Council, East Herts District Council, Adult Care Services, RPs including Broxbourne Housing Association, Circle Anglia Housing Association and Riversmead Housing Association, and the NHS.

Extract – Accommodation Services for Older People - 2010 update

Broxbourne

Adult Care Services has estimated that 88 additional care home places will be required in the period up to 2010/11. An additional 45 flexicare housing places will be needed. Revenue funding for these places has been agreed. In addition to the 2010/11 projection, **Adult Care Services estimates that by 2020/21 Broxbourne will require a further 139 social-funded flexicare housing places and a further 13 care home places.**

East Herts

Adult Care Services has estimated that 80 additional care home places will be required in the period up to 2010/11. This provision will be met through re-configuration of existing services and by commissioning additional places. A further 330 additional flexicare housing places are required. Revenue funding for these places has been agreed. In addition to the 2010/11

projection **Adult Care Services estimates that by 2020/21 East Herts will require a further 117 social-funded flexicare housing places and a further 294 care home places.**

2. Modelling Older People's Housing Requirements

- ^{2.1} For LCB East, a major policy issue is how the current projected growth in the population of older people translates into a requirement for new provision of specialist accommodation.
- ^{2.2} The housing requirements of older people differ from other household groups. Older people are not a homogenous group, and have changing needs as they pass through the various stages of ageing. Older people are mostly already housed, and the issue for them is more the suitability of their present accommodation, rather than moving home. Older people tend to choose to move either as part of a retirement plan (e.g. out-migration to a seaside area) or when ill health makes it unavoidable. For policy makers, a key focus is on those who are frail or suffer long term limiting illness.
- ^{2.3} The modelling of older people's housing requirements has developed over time. However, most models adopt a methodology which effectively forecasts the population of older people to a future date and then models requirements on the basis of ratios of housing requirements per 1,000 population. These tend to be in toolkit form to help local authorities plan for housing their ageing population. They also highlight the benefits of specialist housing and encourage planners to join up housing, planning and social care policies.
- ^{2.4} The two key good practice examples for Housing are:
- » *More Choice, Greater Voice (CLG, Housing LIN, Care Services Improvement Partnership - 2008)*
 - » *Housing in later life: planning ahead for specialist housing for older people (National Housing Federation, McCarthy and Stone, Housing LIN, Contact Consulting and Tetlow King Planning; 2012)*
- ^{2.5} Figure 2 below highlights how the ratio approach has matured over time and how the ratios themselves have changed.

Figure 2: Benchmark Figures for Specialist Accommodation

	'More Choice, Greater Voice' 2008		Section A Strategic Housing for Older People Resource Pack (Housing LIN, ADASS, IPC) 2012	
	Places per 1,000 population aged 75+	Tenure split	Estimate Of Demand Per Thousand of the Relevant 75+ Population	Tenure split
Extra care	25		45	30 sale 15 rent
Supported housing	125	50 rent 75 sale	-	-
Enhanced Sheltered	20		20	10 sale 10 rent
Dementia	10		6	
Leasehold Scheme for the Elderly	-		120	

Current Requirements

- ^{2.6} The latest Essex position is contained within the Essex County Council Adult Social Care Market Position Statement 2012 for Brentwood, Epping Forest, Harlow and Uttlesford. This uses the ratios in 'More Choice, Greater Voice' which have been superseded by the Housing LIN ratios. The 2012 figures reflect the current deficit established by Essex County Council, net of existing and projected supply.

Figure 3: Specialist Housing Requirements Essex – current demand 2012 (Source: Essex County Council)

	Brentwood	Epping Forest	Harlow	Uttlesford
Specialist Housing for Older People	256	773	854	186
Extra Care	149	233	155	150

- ^{2.7} The most recent information for Hertfordshire requirements projects the following requirement.

Figure 4: Specialist Housing Requirements Hertfordshire 2009 (Source: Herts County Council)

	Broxbourne			East Herts		
	Baseline 2005	Growth needed by 2010/11	Projected further growth needed by 2020/21	Baseline 2005	Growth needed by 2010/11	Projected further growth needed by 2020/21
<i>Privately funded</i>						
Extra care	54	149	103	29	76	406
Residential care	71	14	42	202	42	158
Nursing care	12	2	6	127	26	98
<i>Social funded</i>						
Flexicare housing	60	45	139	24	330	117
Residential care	55	24	-39	246	-40	15
Nursing care	10	48	4	76	52	23
Total number of care home units	148	88	13	651	80	294
Overall total of units with care provided	262	282	255	704	486	817

Modelling Future Requirements – LCB East

- ^{2.8} The specialist housing requirements for LCB East have been modelled using the Housing LIN ratios. These were developed in 2012 by a partnership which included Suffolk and Essex County Councils, Elderly Accommodation Council (EAC), and the Housing Learning and Improvement Network (Housing LIN). It is a secondary data based model which uses data from various sources including EAC, POPPI and Census.
- ^{2.9} Modelled requirements are a key output from applying the Housing LIN ratios to the forecast future population.
- ^{2.10} However, a key task is how the future population is modelled. The Housing LIN approach takes population forecasts and applies certain factors and assumptions about how any gross population projections may be constrained by various factors:
- » Older people who may wish to downsize to smaller accommodation.

- » Life expectancy of older people.
- » The need for alternative accommodation such as registered Care or Nursing Homes.

^{2.11} There are other factors which Housing LIN does not incorporate but which can also have an impact on modelling assumptions. These should be noted when considering the outputs from using the Housing LIN model:

- » Drivers of the growth in older population: the increase in the projected population of older people is often driven by health and environmental factors (e.g. better diet, improvements in medicine, smoking cessation etc) to extend life expectancy. Therefore, the relative health of older people in 2001 or 2011 is unlikely to be representative of people of the same age by 2031.
- » Impact of 'at home' adult care and support services in reducing the requirement for specialist accommodation: the move to support people in their own homes for as long as possible may reduce the need for specialist accommodation over time.
- » Propensity of older people to move into specialist accommodation: older people with a physical dependency may need to move, or express a desire to move, to specialist accommodation, but many will actually refuse to do so when opportunities are presented to them
- » Population forecasts may overstate the number requiring specialist accommodation as many households will contain more than one older person: effectively, the population numbers will be higher than household numbers
- » Only rented and owner occupation tenures are considered in the Housing LIN model, not intermediate tenures.
- » Non-aspirational moves, which occur when people have to move (e.g. in a 'crisis' situation), are not incorporated into the LIN model.

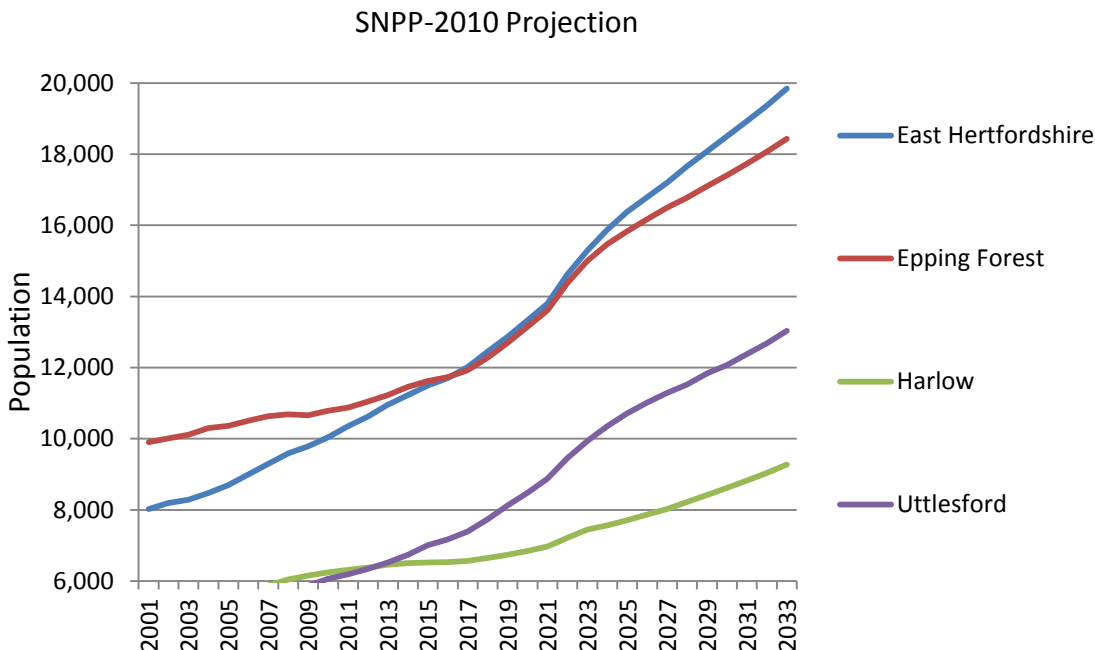
^{2.12} Nevertheless, the Housing LIN Model ratios offer a useful starting point to begin the modelling of housing requirements for older people.

^{2.13} ORS has undertaken a study for the Home Builders Federation Retirement Housing Group (Modelling the Housing Requirements for Older People; 2010) which considered specialist requirements using the 'More Choice, Greater Voice' ratios as a starting point, but then applying a more detailed demographic modelling which incorporated further issues such as those outlined above. The study concluded that many requirements for extra care and residential care are likely to be overstated if wider factors are not built into modelling assumptions.

Older People Population Projections London Commuter Belt East

- 2.14 Population projections show that the population in the LCBE area is likely to become older in the period up to 2031. In particular, the number of people aged 75 years and above is expected to grow considerably.
- 2.15 Figure 5 shows the forecast Older People aged 75+ population for LCBE based on the SNPP 2010.

Figure 5: LCB East Older People aged 75+ Population Growth Projections 2001-2033 (Source: ONS)



Age cohort projections - LCB East

- 2.16 Essentially, LCB East has considerable forecast growth in their population aged 75+; the highest forecast growth is in East Herts (147%) and Uttlesford (162%).

Figure 6: Older People aged 75+ Population Growth Projections 2001-2033 – SNPP 2010 projection (Source: ONS)

2001-2033	East Hertfordshire	Epping Forest	Harlow	Uttlesford
2001 population	8,026 6.2%	9,901 8.2%	4,869 6.2%	4,971 7.2%
2033 SNPP-2010 projection				
Population	19,847 11.8%	18,430 11.9%	9,273 9.6%	13,029 12.8%
Net change	+11,821 +5.6%	+8,529 +3.7%	+4,404 +3.4%	+8,058 +5.6%
% growth in population	147.3%	86.1%	90.4%	162.1%
% growth in percentage of population	89.9%	44.9%	55.1%	77.4%

^{2.17} Based on the growth in population aged 75+ identified across the population projection scenarios, Figure 7 identifies the potential requirement for specialist housing using the ratios set out in the Older People Resource Pack 2012. These figures are a gross position and do not include recent supply (2001-12) – the impact of this will need to be factored into the final requirement. (For a definition of terms see Figure 1)

Figure 7: Implications of Older People Resource Pack Ratios based on Population Projection Scenarios (Note: figures may not sum due to rounding)

Area	Extra care	Enhanced Sheltered	Dementia	Leasehold Scheme for the Elderly	All Types
GROSS REQUIREMENT TO 2033					
East Hertfordshire	900	400	100	2,400	3,800
Epping Forest	800	400	100	2,200	3,500
Harlow	400	200	100	1,100	1,800
Uttlesford	600	300	100	1,600	2,500
TOTAL	2,700	1,200	400	7,300	11,600
NET REQUIREMENT EACH FIVE YEARS TO 2033					
East Hertfordshire	80	40	10	220	350
Epping Forest	60	30	10	160	250
Harlow	30	10	0	80	130
Uttlesford	60	30	10	150	240
TOTAL	230	100	30	620	980

- 2.18 Although the modelling of housing requirements has matured, one area of risk concerns actual (as opposed to modelled) demand for specialist schemes in future years. These modelled requirements should be seen, therefore, as the basis for discussion with Adult Social Care and Health colleagues rather than a definitive requirement.

Connecting Health and Social Care with Housing and Planning

- 2.19 Housing and Planning will need to respond to national reforms and good practice developments by forging closer relationships with Health and Adult Social Care colleagues. In particular, there is a need to connect health and social care strategies with housing and planning regarding new specialist accommodation, as there may be new opportunities to bid for funding.

Example: New funding opportunities following Health and Adult Social Care Reform

- Care and Support Specialised Housing Fund: £160m of NHS funding for specialised housing to run for 5 years from 2013/14. Programme managed by the HCA. (Bidding closed in January 2013).

- 2.20 The SHMA should also link with the Joint Strategic Needs Assessment (JSNA) and Joint Health and Well-being Strategy (JHWS) to ensure that the requirements for new housing, and support needs to older people in existing stock, are met.

Planning Policy and Older People

- 2.21 *'Housing in later life: planning ahead for specialist housing for older people' (2012)* contains detailed advice in Chapter 6 regarding 'tools to help officers plan for this form of housing in their local policies and strategies' and headlines are given below:
- » Incorporate specialist housing for older people into local plans
 - **Planners:** Seek to include policies that encourage the delivery of specialist housing for older people, where the need is identified, in their local plans.
 - **Adult social care officers:** Look to work with officers compiling local plans to join up thinking about remodelling existing specialist housing for older people across local and neighbourhood plans.
 - » Local strategies for older people
 - **Planners:** Engage with providers and older people at an early stage to produce Supplementary Planning Documents that reflect the needs illustrated in the Local Authority's housing and accommodation strategy for older people.
 - » Connect health and social care strategies with housing and planning

- Help to ensure that the JSNA and the Health and Well-being Boards link with the objectives of planning and housing.
- Seek cross-departmental agreement and support between housing, health and planning on procurement, asset management and any land disposals to meet the strategic needs of the Local Authority.

Example policy wording for Local Plans

'Housing in later life: planning ahead for specialist housing for older people' (2012) also contains suggested Policy wording for Local Plans:

Excerpt Chapter 6: Housing in Later Life

'No one planning approach will be appropriate for all areas, but the following provides an example policy wording that could be included in a local plan where a need for specialist housing has been identified:

"The Council will encourage the provision of specialist housing for older people across all tenures in sustainable locations.

"The Council aims to ensure that older people are able to secure and sustain their independence in a home appropriate to their circumstances and to actively encourage developers to build new homes to the 'Lifetime Homes' standard so that they can be readily adapted to meet the needs of those with disabilities and the elderly as well as assisting independent living at home.

"The Council will, through the identification of sites, allowing for windfall developments, and/or granting of planning consents in sustainable locations, provide for the development of retirement accommodation, residential care homes, close care, Extra Care and assisted care housing

3. Recommendations

- ^{3.1} The future specialist housing requirements of Older People are set within a complex policy and administrative framework.
- ^{3.2} In Policy terms, new law has been introduced to reshape how Older People services are organised and delivered, reflecting a Policy focus on maintaining Older People at home for as long as possible. At the Administrative level, there are complex relationships between Health, Adult Social Care, Housing and Planning that make delivery of both service and accommodation solutions complex.
- ^{3.3} The projected Older People population forecast growth identified in this report, and the implications of these for specialist housing requirements, will need careful consideration alongside the policy and administrative landscape to ensure any new supply is effectively planned for and delivered.
- ^{3.4} In taking forward the implications of the ageing population in LCB East, therefore, the partnership should:
- » Work closely with colleagues in Health and Adult Social Care, and with the new Health and Well Being Board and Clinical Commissioning Group(s) locally, regarding new specialised accommodation for older people
 - » Revisit the modelling of specialist housing requirements in the light of recent approaches and ratios and consider wider older people demand issues, including the propensity to move
 - » Consider the planning policy recommendations from *'Housing in later life: planning ahead for specialist housing for older people'* (2012) and incorporate, where appropriate, planning policies to support the specialist housing provision.

Appendix A

Planning Policy

Excerpts from the National Planning Policy Framework

Paragraph 159 on cross boundary working and the scale/mix of requirements:

Local planning authorities should have a clear understanding of housing needs in their area. They should:

- *prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:*
 - *meets household and population projections, taking account of migration and demographic change;*
 - *addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and*
 - *caters for housing demand and the scale of housing supply necessary to meet this demand;”*

Paragraph 50 on communities:

To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:

- *plan for a mix of housing based on current and future demographic trends, Market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);*
- *identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and*

- *where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.*

National Planning Policy Framework 2012 Annex 2

Older people: *People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.*

Appendix B

Glossary of Terms

Definitions

A household is one person living alone, or two or more people living together at the same address who share at least one meal a day together or who share a living room.

A Housing Association or Registered Provider is an independent not-for-profit body that primarily provides low-cost "social or affordable housing" for people in housing need.

Housing demand is the quantity of housing that households are willing and able to buy or rent.

Housing market areas are geographical areas in which a substantial majority of the employed population both live and work and where those moving house without changing employment choose to stay.

Housing need is the quantity of housing required for households who are unable to access suitable housing without financial assistance.

Housing requirements encompasses both housing demand and housing need, and is therefore the quantity of housing necessary for all households to have access to suitable housing, irrespective of their ability to pay.

Housing type refers to the type of dwelling, for example, flat, house, specialist accommodation.

Migration is the movement of people between geographical areas. In this context it could be either local authority districts, or wider housing market areas. The rate of migration is usually measured as an annual number of individuals, living in the defined area at a point in time, who were not resident there one year earlier. Gross migration refers to the number of individuals moving into or out of the authority. Net migration is the difference between gross in-migration and gross out-migration.

A projection of housing needs or requirements is a calculation of numbers expected in some future year or years based on the extrapolation of existing conditions and assumptions. For example, household projections calculate the number and composition of households expected at some future date(s) given the projected number of residents, broken down by age, sex and marital status, and an extrapolation of recent trends in the propensity of different groups to form separate households.

Registered Social Landlord/Registered Provider see Housing Association.

Secondary data is existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Census, national surveys).

Shared ownership is intermediate affordable housing designed to help people who wish to buy their own home, but cannot afford to buy outright (with a mortgage). Through this type of scheme you buy a share in the property with a Housing Association or other organisation.

Social rented housing is provided by social landlords and rented for less than would be paid if renting privately.

Specialised housing refers to specially designed housing (such as mobility or wheelchair accommodation, hostels or group homes) or housing specifically designated for particular groups (such as retirement housing).

Acronyms and Initials

CLG Department for Communities and Local Government

CORE The Continuous Recording System (for Housing Association and Local Authority lettings)

EAC **Elderly Accommodation Council**

Housing LIN

The Housing Learning and Improvement Network, formerly responsible for managing the Department of Health's Extra Care Housing capital programme

JSNA Joint Strategic Needs Assessment

NPPF National Planning Policy Framework

ONS Office for National Statistics

ORS Opinion Research Services

POPPI Projecting Older Person Population Information

RSL Registered Social Landlord

SHMA Strategic Housing Market Assessment

SNPP Sub-national Population Projections

Appendix C

References

Living Well At Home - 2011 (All Party Parliamentary Group on Housing and Care For Older People)

http://www.housinglin.org.uk/library/Resources/Housing/Support_materials/Other_reports_and_guidance/living-well-at-home.pdf

National Planning Policy Framework - 2012

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

Laying the Foundations – 2011 (Department for Communities and Local Government)

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7532/2033676.pdf

More Choice, Greater Voice – 2008 (CLG, Housing LIN, Care Services Improvement Partnership)

http://www.housinglin.org.uk/library/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf

Housing in later life: planning ahead for specialist housing for older people – 2012 (National Housing Federation, McCarthy and Stone, Housing LIN, Contact Consulting and Tetlow King Planning; 2012)

<http://housinginlaterlife.co.uk/wp-content/uploads/2013/05/Housing-in-Later-Life-Toolkit.pdf>

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Committee: Local Plan Working Group

Agenda Item

Date: 21 October 2014

7

Title: Employment Land Monitoring

Author: Sarah Nicholas, Senior Planning Officer

Summary

1. The attached report provides information on employment land within Uttlesford, both in terms of progress with Local Plan allocations and planning permission for various employment uses.

Recommendations

2. For information

Financial Implications

3. None

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.

Uttlesford Non-Residential Land Survey 2014 (ECC)

Impact

- 5.

Communication/Consultation	The report will be made available on the Council's website as part of the Council's Annual Monitoring
Community Safety	N/A
Equalities	N/A
Health and Safety	N/A
Human Rights/Legal Implications	N/A
Sustainability	N/A
Ward-specific impacts	ALL

Workforce/Workplace	N/A
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Situation

6. 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 it monitors the planning permissions for non residential use in the previous year. In addition to any new permissions during the year it 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. The attached report summarises the information from the 2013-2014 survey. It also looks at the progress on the delivery of allocations in the current adopted plan and the proposed employment allocations in the emerging local plan.
7. 2,313m² of employment land for B1/B2/B8 use was completed but there was overall a net loss of employment land across the land use classes. There are outstanding planning permissions involving the loss of employment land and premises to non-employment uses, which, if implemented will result in a loss of 9,857m² but there are outstanding planning permissions for 26,059m² of new employment floorspace.
8. 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.
9. Office accommodation is being lost to residential development through changes to the General Permitted Development Order which allows change of use to residential without the need for planning permission. .
10. There has been a low take up of the employment sites in the 2005 Local Plan but this has been addressed through the proposed reallocation of some of the sites to residential use in accordance with national guidance and the evidence base.
11. The Council is proposing to continue to safeguard most employment sites in the new Local Plan, with some new safeguarded sites being added.
12. 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.

Risk Analysis

13.

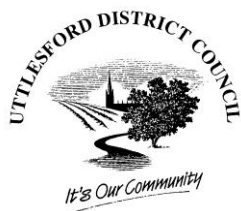
Risk	Likelihood	Impact	Mitigating actions
Councillors do not have enough information to make informed decisions	Low likelihood of un-informed decisions be made if information and advice is available	High impact on Local Plan process if unsound decisions are made	Annual monitoring to made sure that decisions made are consistent with the Council's corporate and Local Plan objectives

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.



**UTTLESFORD DISTRICT COUNCIL
EMPLOYMENT LAND MONITORING
October 2014**

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)	Comment
Great Dunmow Business Park	9.60	Site vacant. Resolution to approve planning permission subject to S106 October 2013 for <ul style="list-style-type: none"> • 2.1 ha employment land; • 1400sqm net retail • Residential development.
Land adjoining Saffron Business Centre	1.00	Planning permission for 1.7ha/3800sqm employment. Relocates site to eastern side of residential development
Thaxted Road, Saffron Walden	3.76	Planning permission for retail warehousing, discount food store. Remainder of site reserved for employment uses.
London Road, Great Chesterford	0.89	Resolution to approve planning permission subject to S106 April 2014 for residential development.
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 residential and 3 hectares of employment land; and the site has subsequently been granted planning permission. 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 retail warehousing and discount foodstore for which there is now planning permission; and is partly allocated for employment use for industry and/or warehousing. The site at London Road Great Chesterford is also proposed to be reallocated for residential use and has subsequently gained planning permission.
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.

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
• Ashdon Road Commercial Centre, Saffron Walden	12.83
• Printpack Factory, Radwinter Road, Saffron Walden	2.00
• Shire Hill Industrial Estate, Saffron Walden	11.25
• SIA Factory, Radwinter Road, Saffron Walden	3.00
• Thaxted Road, Saffron Walden	2.10
• Parsonage Farm, Birchanger	2.09
• Start Hill, Takeley	5.61
• Parsonage Road, Takeley	1.00
• 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 and has

subsequently granted planning permission. 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 17mppa. 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. 2014 saw a net loss of floorspace in all uses apart from developments of mixed uses (B1 or B2 or B8) which took place at Henham, Saffron Walden and Leaden Roding, details of which can be found in Appendix 1. Of the completed developments only three sites are within areas allocated or safeguarded for employment uses, one involved the loss of offices to D1 in Great Dunmow and the other two involved additional accommodation in Saffron Walden and in Takeley. Significant employment land was lost through the demolition prior to redevelopment of Jubilee works Clavering for residential development and redevelopment of Braefield Engineering, Stansted as a care home.
11. Table 3 below shows that since 2011 13,164m² of employment floorspace has been completed. The majority of the floorspace provided has been for B8 storage and B1/B2/B8 development.

Table 3: Completed Employment Floorspace 2011-2014					
	2011	2012	2013	2014	Total
B1(a) Offices	829	1680	0	-63	2446
B1(b) Research and Development	-	-	-	0	0
B1(c) Light Industrial	-	-	148	0	148
B2 General Industrial	-	-	-	-2210	-2210
B8 Storage and Distribution	120	4000	749	-289	4580
B1/B2/B8	0	5887	0	2313	8200
Total	949	11567	897	-249	13164

Source: UDC and Essex County Council Monitoring 2014

12. 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			
	Outstanding Floorspace (Sq M)	Site Area	% Floorspace on Allocated/ Safeguarded Land
B1(a) Offices	5535	16.6	74%
B1(b) Research and Development	5620	1.08	100%
B1(c) Light Industrial	1638	3.05	24%

B2 General Industrial	643	0.26	0%
B8 Storage and Distribution	9975	5.48	91%
B1/B2/B8	3180	1.43	0%
Total	26059		
Source: UDC and Essex County Council Monitoring 2014			

Employment Floorspace Requirements

13. The emerging Local Plan submitted to the Secretary of State in July 2014 has a requirement for 9,200 jobs to be provided within the District during the period to 2031. Of these jobs some 1,900 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 1,900 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 residential and health care, shops, schools etc.
14. 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 29). This forecast is used to estimate Floorspace and Land Requirements using standard employment densities and plot ratios of 40%.

Table 33, revised for 2031 is

Forecast Employment Floorspace Requirements (as at 2031)			
	Number of jobs (created/lost)	Employment Densities ⁽¹⁾ (m2/worker)	Floorspace Requirements (m2 gross)
Factories	- 1700	32	- 54,400
Warehousing	1450	32 ⁽²⁾	46,400
Offices	2150	18	38,700
<p>(1) Employment land reviews : guidance manual, EERA, March 2008</p> <p>(2) General industrial employment density includes 'Manufacturing and non-strategic warehousing'. (EERA guidance manual defines strategic warehousing as 'purpose-built high-bay warehouses of around 10,000 sq. m. and more'). The average employment density is 90 sq. m. per worker.</p>			

15. This gives rise to the requirement set out in Table 4 below.

Table 4 – Total Requirement 2011-2031		
	Floorspace (m2)	Hectares (*)
Factories	- 54,400	- 13.6
Warehousing	46,400	11.6
Offices	38,700	9.7
(*) Plot ratio of 40% (ie 4000 m2 of floorspace per hectare)		

16. 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 Pre-Submission Local Plan April 2014.

Table 5 - Allocations in Emerging Local Plan Policy SP3 Employment Strategy			
<p>The employment strategy is to accommodate new employment opportunities for 9,200 jobs in the district during the period of the Local Plan. Of these, some 1,900 jobs will be in offices, factories and warehouses for which adequate and appropriate provision will be made.</p> <p>The provision will include:-</p>			
	Area	Floorspace	Jobs Job range given as whole site as warehousing @ 32m2/worker to whole site as offices @ 18sqm/worker
<ul style="list-style-type: none"> 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 			
Stansted Mountfitchet Policy 9	18ha	37,000m2 warehousing 19,000m2 offices	warehousing =1156 offices = 1056
<ul style="list-style-type: none"> Supporting and protecting the provision of airport related commercial uses within the airport boundary; 			
Stansted Airport Policy 3, 4 and 5	136ha	At 40% plot ratio ⁽²⁾ this could deliver 544,000m2 floorspace	@ 32m2/worker this could in theory deliver 14,000 jobs London Stansted Airport Draft Sustainable Development Plan (Sept 2014) states existing capacity will generate 10,000 on site jobs over the next 10-15 years.
<ul style="list-style-type: none"> Identifying in the Site Allocations sites at Saffron Walden, Great Dunmow, Elsenham, and Start Hill, Great Hallingbury for appropriate combinations of industrial and warehousing uses (other than those which constitute 'strategic warehousing') 			

Saffron Walden Policy 1 Land between Radwinter Road and Thaxted Road	4 ha (NB policy allows retail warehousing)	4000m ² /ha = 16,000m ²	500-889
Saffron Walden Policy 2 Land north of Thaxted Road	0.63ha (remainder of site has planning permission for retail and retail warehouses)	4,000m ² /ha = 2520m ²	79-140
Saffron Walden Policy 5 Land South of Ashdon Road	1.67ha	3,800m ²	119 – 211
Saffron Walden Policy 6 Ashdon Road Commercial Centre	4 ha	4000m ² /ha = 16,000m ²	500-889
Great Dunmow Policy 5 Land west of Chelmsford Road	2.1ha	4,000m ² /ha = 8400m ²	263-467
Elsenham Local Policy 1 Land north east of Elsenham	4 ha	4000m ² /ha = 16,000m ²	500-889
Start Hill, Great Hallingbury Policy 1 Land south of B1256	2.3ha	4,000m ² /ha = 9,200m ² (UTT/14/0138/FUL = 9,741m ²)	288 – 511 Not given
<ul style="list-style-type: none"> Enabling and Supporting the further development of the Chesterford Research Park 			
Little Chesterford Policy 1 Chesterford Research Park (Note: R and D – not contributing to 1,200 jobs growth total)	8.4ha (extension)	Current Master Plan:- current=32,500m ² increase=24,000m ² Total = 56,500m ² Extension=12,000m ² gross estimate	Increased floorspace @38.9m ² /worker = 617 Extension to Park @38.9m ² /worker = 308

<ul style="list-style-type: none"> Identifying in the Site Allocations a site of the order of 0.8 ha for the B1(a) business development at Wendens Ambo 			
Wendens Ambo Policy 1 North of B1039 and west of the B1383	0.8 ha	4,000m ² /ha = 3,200m ² offices	@18 m ² /worker = 178 Type of development appropriate to this rural location means fewer jobs than this likely to be created.
<ul style="list-style-type: none"> Identifying in the Site Allocations a site of the order of 19ha ha for the B1 business development at Gaunts End, Elsenham 			
Elsenham Policy 7 Land at Gaunts End	6.2 ha Tri- Sail Towers Planning Permission 6 ha (net) future expansion	7,348.9m ² gross 6,596m ² B1a net 4000m ¹ /ha = 24,000m ²	430 – stated in planning application 617 if R & D, 750 if warehousing: 1,333 if offices.
<ul style="list-style-type: none"> Identifying in the Site Allocations a site of 3 ha at the Auction House, Alsa Street, Stansted for auction related businesses. 			
Stansted Mountfitchet Policy 8 Land at Alsa Street.	3ha	4000m ² /ha = 12,000m ²	Policy is for an extension of and/or supporting and related businesses to the auction house. Job creation is likely to be minimal.
<ul style="list-style-type: none"> Employment Densities based on Employment Land Review (Paragraph 11.1 and Table 33) Plot Ratio of 40% (i.e. 40000m² of floorspace/ha) based on Employment Land Review (Paragraph 11.13) 			

Conclusions

- 2,313m² of employment land for B1/B2/B8 use was completed but there was overall a net loss of employment land across the land use classes. There are outstanding planning permissions involving the loss of employment land and premises to non-employment uses, which, if implemented will result in a loss of 9,857m² but there are outstanding planning permissions for 26,059m² of new employment floorspace.
- 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.

19. Office accommodation is being lost to residential development through changes to the General Permitted Development Order which allows change of use to residential without the need for planning permission. .
20. There has been a low take up of the employment sites in the 2005 Local Plan but this has been addressed through the proposed reallocation of some of the sites to residential use in accordance with national guidance and the evidence base.
21. The Council is proposing to continue to safeguard most employment sites in the new Local Plan, with some new safeguarded sites being added.
22. 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.

Appendix 1: Employment Completions and losses 2013-2014

Use Type	Site	UTT Ref	Development Description	Site Allocated / Safeguarded for Employment	Floorspace (m2)
Light Industrial (B1)	Pledgdon Hall, Henham	UTT/13/0988	Retrospective Change of use of agricultural building to steel furniture production & assembly (B1)	No	214
	Wildlife Park Mole Hall Widdington	UTT/12/6118/	C/u of redundant agricultural barn to rural business b1C light industrial	No	234
	Browns Garage, Dunmow Road, Great Easton	UTT/1503/09	REPLACEMENT GARAGE & WORKSHOP	No	1415
	Jubilee Works, Stickling Green Rd, Clavering	UTT/2149/11	24 dwellings	No	-2410
Business Office (B1A)	Former Council Offices, 46 High Street Great Dunmow"	UTT/2116/10	C/u of former district council offices to 2 No. offices, 4 no residential units together with the erection of 6 cottages	No	1070
Business Office (B1A)	Unit 13 Flitch Industrial Estate, Chelmsford Rd, Dunmow.	UTT/13/1759	C/u of from 1st floor offices to D1 throughout the building for use as small independent school	Yes	-326

Employment Land Monitoring October 2014
Appendix 1 – Employment Completions and Losses 2013-14

	R/o Dorringtons Ltd 24 High Street, Newport"	UTT/1427/12	C/u of offices above shop to 1 x 3 bed Flat & C/u Vacant unit to 1 x 3 bedroom dwelling	No	-260
Total B1					-63
General Industry Building (B2)	Braefield Precision Engineers Ltd High Lane, Stansted"	UTT/0310/12	Demolition of engineering works & erection of care homes	No	-2210
Total B2					-2210
Distribution Warehousing (B8)	Western Homes Plant Yard Land Rear of 2-5 Takeley Business Centre, Dunmow Rd, Takeley	UTT/13/1731	Erection of building for vehicle maintenance ancillary to existing use of site for (B8) Storage & Distribution (metal building)	Yes	172
	Cowlass Hall Farm Radwinter End Radwinter	UTT/2430/11	C/u from agricultural to mixed use agricultural and B8 (storage or distribution)	No	150
	Unit 2, Waltham Hall, Bambers Green Takeley	UTT/13/1430	Replacement building to be used for storage & Distribution purposes. (922 m2 building still to be built)	No	-611
Total B8					-289
Industry / Warehouse (B1 or B2 or B8)	Parsonage Bury Church End, Church St. Henham	UTT/13/2197	C/u of redundant farm building to light industrial B1/B8 with alterations to roof & entrance doors.	No	270

Employment Land Monitoring October 2014
Appendix 1 – Employment Completions and Losses 2013-14

	1 - 6 Carton Place, Shire Hill Industrial Estate. Saffron Walden	UTT/13/0964	Alterations to existing layout & additional internal first flr to provide warehousing, offices & research facilities.	Yes	910
	Leaden Hall Farm, Stortford Rd, Leaden Roding,	UTT/13/2712	C/u of agricultural building for storage & restoration of classic cars together with subdivision of workshop, office & store	No	1293
	C E Funston Tractor Sales Ltd Arkesden Rd, Clavering	UTT/13/1793	C/u units 1,2 & 3 from B1/B8 to D2 Asembly & gymnasium & studio	No	-160
Total B1 or B2 or B8					2313
Total Completed Floorspace					-249
Source: UDC and Essex County Council Monitoring 2014					

Appendix 2 - Outstanding Planning Permission for Employment Uses as at April 2014

Utt Ref	Site	Development Description	Outstanding Floorspace (Sq M)	Site Area (Ha)	Site Allocated / Safeguarded for Employment
UTT/1667/07	Mawkinherds Farm Wellstye Green Barnston	Erection of 3 industrial units	769	2.23	No
UTT/13/0991	Pledgdon Hall, Henham,	Change of use of part of an existing agricultural building to business B1C	365	0.18	No
UTT/13/0266	Council Depot, Shire Hill, Saffron Walden,	Erection of steel framed storage building	390	0.39	Yes
UTT/13/1399	The Centre, Dunmow Rd, Takeley	Erection of 2 no. metal clad commercial buildings Unit 1 to be Beauty salon unit. 2 to be used as a shop (A1) Unit 3 to be B1 Light industrial	114	0.25	No
Total for B1 Light Industrial			1638	3.05	
UTT/1473/11	Tri Sail Water Circle Gaunts End Elsenham	Dem of existing office & car pk. Construction of three interlinked Buildings containing offices & ancillary mixed retail, cafe/restaurant & health/spa facilities with underground parking	6978 - <u>0372</u> 6606 net	5.07	Yes
UTT/2310/10	Hartford End Brewery Mill Lane Felsted	Redevelopment & change of use of former brewery complex to provide mixed uses from B2 (brewery) to B1a (office & car parking & 34 residential units	0650 - <u>5350</u> -4700 net loss	0.93	No
UTT/1402/12	Glandfields Farm Barn, Chelmsford Road, Felsted	Change of Use of barn to offices	532	0.51	No

Utt Ref	Site	Development Description	Outstanding Floorspace (Sq M)	Site Area (Ha)	Site Allocated / Safeguarded for Employment
UTT/1572/12	Land at Ashdon road, Saffron Walden	130 Res units and B1 employment land	2130	4.1	No
UTT/0849/05	Site 600 Taylors End Stansted Airport Takeley	Development for business & storage - 11 units - units 1- 10 & unit 23	585	5.15	Yes
UTT/12/5634	Plextek Ltd, London Road, Gt Chesterford,	Renewal of UTT/0603/09 to include change of use of car parking to offices with changes to roofspace of both phases 1 & 3 offices with new basement area.	382	0.84	Yes
Total for B1a Office Development			5535	16.6	
UTT/1744/11	Plot 600/700 Chesterford Research Park Little	Erection of research and development building	5620	1.08	Yes
Total for B1b Research and Development			5620	1.08	
UTT/1010/12	The Rise, Brick End Broxted,	Extension to existing workshop B2	144	0.22	No
UTT/12/5009	Brices Yard, Butt Green Valance Rd, Langley	Erection of new unit for ancillary purpose for carrying out industrial & Storage	499	0.04	No
Total for B2 General industrial			643	0.26	
UTT/0849/05	Site 600 Taylors End Stansted Airport Takeley	Development for business & storage - 11 units - units 1- 10 & unit 23	9053	5.15	Yes
UTT/12/1430	Unit 2, Waltham Hall, Bambers Green Takeley	Replacement building to be used for storage & Distribution purposes.	922	0.33	No
Total for B8 Storage and Distribution			9975	5.48	

Employment Land Monitoring October 2014
Appendix 2 Outstanding Planning Permissions April 2014

Utt Ref	Site	Development Description	Outstanding Floorspace (Sq M)	Site Area (Ha)	Site Allocated / Safeguarded for Employment
UTT/2398/11	adjoining site by FDL at Little Walden Airfield Hadstock"	Change of use of redundant storage unit to B8 (storage or distribution) or B1(c) (light industrial) use	433	0.12	No
UTT/13/1647	Loppingdales, Gaunts End, Elsenham	Replacement & extension of existing single strey workshop/store	656 <u>-385</u> 271 net	0.12	No
UTT/13/2910	Parsonage Farm, Church End, Church St. Henham	Change of use from redundant farm building to light industrial (B1/B8) incorporating alterations to roof & external walls.	280	0.03	No
UTT/12/5698	Old Whitehouse Farm, Whitehouse Rd, Stebbing,	c/u part stable block to B1/B8 use	154	0.06	No
UTT/0068/11	Grange Farm Langley Upper Green Langley	Ren of UTT/1984/06 for change of use of redundant barns to the manufacturing of timber framed buildings with ancillary storage & offices	1275	0.42	No
UTT/13/2622	Land at Hamperden End, Henham Rd, Debden	Change of use of redundant agricultural buildings to B1 & B8 uses	767	0.68	No
Total for B1 and/or B2 and/or B8			3,180	1.43	
Source: UDC and Essex County Council Monitoring 2014					

Appendix 3: Potential Employment Floorspace Lost to Non Employment Uses 2014

UTT Ref	Site	Employment Type Lost	Floorspace m2	New Use	Potential Loss
UTT/12/5198	Carnation Nurseries , Cambridge Rd, Newport, Saffron Walden	Light Industrial B1	595	Residential	595
UTT/0006/12	26 Radwinter Road Saffron Walden	Light Industrial (B1)	170	Residential	170
UTT/13/0571	Keers Green Nurseries , Keers Green, Aythorpe Roding	Light Industrial (B1)	865	Residential	865
Total potential loss of Office (B1a) Floorspace = 1,630 m2					
UTT/13/3474	Mill House Royston Road, Wendens Ambo	Business Office (B1A)	1073	Residential (Prior approval application)	1073
UTT/14/0274	25 & 26 M11 Business Link Parsonage Lane, Stansted	Business Office (B1A)	650	C/u from B1 (office) to plumbing/ heating training centre	650
UTT/12/5739	Waggoners Court 77 , The Street, Manuden	Business Office (B1A)	414	Residential	414
UTT/1736/09	Morgan House, Dunmow Road Takeley	Business Office (B1A)	280	Residential	280
Total potential loss of Light Industrial (B1c) Floorspace = 2,417 m2					

UTT Ref	Site	Employment Type Lost	Floorspace m2	New Use	Potential Loss
UTT/13/1796	R/o 56 High Street, Saffron Walden	Business Office (B1A)	90	Residential (prior notification)	90
UTT/13/3313	R/o 56 High Street, Saffron Walden	Business Office (B1A)	90	Residential (prior notification)	90
UTT/13/0797/	Quendon White House Cambridge Road Quendon Saffron Walden Essex CB11 3XJ	Offices	350	Hotel/restaurant	350
UTT/12/6109	8B Cross Street Saffron Walden CB10 1EX	Business Office (B1A)	115	residential	115
UTT/1252/12	Tudor Works, Debden Road, Saffron Walden	General Industrial Building (B2)	3785	Residential	3785
UTT/13/0669	Goddards Yard, Thaxted Road, Saffron Walden	General Industrial Building (B2)	602	Residential	602
Total potential loss of General Industrial (B2) Floorspace = 5,032 m2					
Total potential loss of Storage and Distribution (B8) Floorspace = 0 m2					
UTT/12/5270	14 Stortford Road, Gt Dunmow	Motor Vehicle	778	Residential	778

UTT Ref	Site	Employment Type Lost	Floorspace m2	New Use	Potential Loss
		Repair			
Total Potential loss of B1 and/or B2 and/or B8 Floorspace = 778 m2					
Overall Potential Total = 9,857 m2					
Source: UDC and Essex County Council Monitoring 2014					