



Uttlesford District Council

Chief Executive: Dawn French

Planning Policy Working Group

Date: Tuesday, 17th April, 2018

Time: 7.00 pm

Venue: Council Chamber - Council Offices, London Road, Saffron Walden,
CB11 4ER

Chairman: Councillor H Rolfe

Members: Councillors S Barker, P Davies, A Dean, S Harris, P Lees, J Lodge,
J Loughlin, A Mills and E Oliver

Public Speaking

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

AGENDA PART 1

Open to Public and Press

1 Apologies for Absence and Declarations of Interest

To receive apologies for absence and declarations of interest.

2 Minutes of the Previous Meeting

5 - 26

To consider the minutes of the meeting held on 14 December 2017.

3 Local Plan Evidence Base

27 - 210

To consider the contents of the new evidence base since the close of the last stage of consultation on the Local Plan.

4 Any Other Item Which the Chairman Considers to be Urgent

To consider any items which the Chairman considers to be urgent.

5 Date of the Next Meeting

The date of the next meeting will be 23 May 2018.

MEETINGS AND THE PUBLIC

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Public Document Pack Agenda Item 2

**PLANNING POLICY WORKING GROUP held at COUNCIL CHAMBER -
COUNCIL OFFICES, LONDON ROAD, SAFFRON WALDEN, CB11 4ER, on
THURSDAY, 14 DECEMBER 2017 at 6.00 pm**

Present: Councillor H Rolfe (Chairman)
Councillors S Barker, A Dean, P Lees, J Lodge, J Loughlin and
A Mills

Officers in attendance: A Bochel (Democratic Services Officer), P Bylo (Planning Policy
Manager), G Glenday (Assistant Director - Planning) and
S Miles (Planning Policy Team Leader)

Public Speakers: K McDonald and Councillor Hargreaves

THE FOLLOWING TOPICS WERE DISCUSSED OVER THE COURSE OF THE MEETING, AND ARE LISTED HERE IN ALPHABETICAL ORDER:

Access to the Easton Park development (PP11)
Affordable housing strategy (PP11)
Air quality (PP18)
Baseline figure of housing need (PP7)
Co-operation with other authorities (PP11 and PP15)
Delivery of the Local Plan (PP11)
Development corporations (PP11)
Footpaths and bridleways (PP13)
Further stages in the Local Plan process (PP7)
Green belt (PP11)
Green infrastructure policy (PP16 and PP23)
Historic Impact Assessment (PP7 and PP18)
Housing density (PP12)
Housing mix (PP12)
Minimum standard for houses (PP18)
Monitoring plan (PP21)
Neighbourhood plans (PP8)
Ongoing work commissioned by Uttlesford District Council (PP7)
Parking design (PP17)
Public transport (PP15)
Rat running (PP15)
Renewable energy (PP18)
Retail provision (PP8 and PP14)
Sports provision and strategy (PP7 and PP8)
Stansted Airport (PP7 and PP13)
Statement of Community Involvement (PP24)
Transport Study (PP7 and PP15)
Water provision (PP7)

PP5

APOLOGIES FOR ABSENCE AND DECLARATIONS OF INTEREST

Apologies for absence were received from Councillors Davies and Oliver. An apology also received from Councillor Lees who was to arrive late due to an earlier meeting.

Councillor Dean declared a non-pecuniary interest because his wife was a volunteer at, and a member of, the Trustees of the Gardens of Easton Lodge.

Councillor Barker declared a non-pecuniary interest as a member of Essex County Council.

PP6 **MINUTES OF THE PREVIOUS MEETING**

The minutes of the meeting on 17 October 2017 were signed and approved as a correct record.

PP7 **UTTLESFORD LOCAL PLAN, REGULATION 18 DRAFT PLAN CONSULTATION RESPONSES**

The Working Group considered a report noting responses received to the regulation 18 draft Local Plan.

The Chairman thanked officers of the Council for their work distilling nearly 6000 comments into the report. He said this work was a key part of the Local Plan development process. The representations had to be considered for the consultation to be meaningful. This was the second of four rounds of consideration of the draft plan consultation. Further studies had been initiated out of the consideration of responses so far. The third stage was when responses to the representations made during the consultation would come back to a future meeting of the working group, and the fourth stage was when the regulation 19 Local Plan was put together.

In response to the statement from Ken McDonald, the Planning Policy Team Leader said the Council had arrived at its Total Housing Need figure through evidence from the Strategic Housing Market Assessment (SHMA). The SHMA would be the documents examined by the inspector of the Local Plan to ensure it was robust. If the Housing Need figure was calculated using different trend years, the level of need would be different. However the SHMA, the NPPF and the NPPG had advised that household projections published by the Department for Communities and Local Government should provide the starting estimate for overall housing need, and that the objectively assessed need set out in the published SHMAs were the best figures to be using. Government guidance and professional advice was also that these were the figures which should be consulted on. The Council had published an Employment Needs paper in October. In this paper, a preferred scenario included 4 major drivers of additional job growth above the moderated baseline. One of these drivers was growth at Stansted Airport, which resulted in the figure being adjusted by 6750 jobs.

The Chairman said recent visits by an inspector had indicated the numbers being used for the draft plan were appropriate, and that Uttlesford District

Council should be mindful of this. There had been a lot of consideration of these numbers. However, the inspector said the Council should also bear in mind the recent government consultation the right homes in the right places.

In response to the statement by Councillor Hargreaves, the Chairman said concerns regarding water provision were not unique to Uttlesford. A key piece of work for the Local Plan was an update to the water study, which was currently in progress. The government had committed to building one million homes and while it would be guided by the Environment Agency, it would want to look for solutions to water problems.

The Planning Policy Team Leader said the Council had met with the water providers in the area to initiate an update to the Council's water cycle study. The Council was seeking to address the issue and were awaiting the results of the study.

The Planning Policy Team Leader said the covering report set out the summary of representations to the consultation, and gave an outline of how the report was structured. Proposed responses to the representations would be brought to the working group at a later date.

The Planning Policy Team Leader said the Council had received an email from Elsenham Parish Council which said its consultation response had been summarised slightly inaccurately in the report. An updated summary of the report had been circulated with the agreement of Elsenham Parish Council. Members noted this change to the report.

In response to a question from the Chairman, the Planning Policy Team Leader said other work had been commissioned in response to representations received. This included an update to the Transport Study. Discussions had taken place with South Cambridgeshire District Council and Cambridgeshire County Council to make sure the evidence base reflected concerns about traffic that could be generated by a new settlement in the north of Uttlesford. Part of the work being completed by the Planning Policy team was supporting work for a bid to upgrade the A505. The Chairman said this sort of joined up work with other councils was very important. It was the Council's responsibility to mitigate any extra pressure which might be created by new settlements.

The Planning Policy Team Leader said that in response to representations submitted to the Council, work had been commissioned to provide information about the impact of potential garden community sites on archaeology. A full Historic Impact Assessment was also being completed and could be finished in the next few months. Representatives of the Council had also met with Sport England to discuss a new sports and playing facilities strategy. This would possibly take up to 12 months to complete. Sport England had said it would not object to further iterations of the Local Plan if it was involved in study and the drafting of policy.

In response to a question from Councillor Lodge, the Planning Policy Team Leader said the phrase 'no mitigation measures or recommendations are proposed', which was used throughout the report, was intended to mean that no

mitigation was suggested at this stage, as the Council was not yet proposing responses to representations. At future working groups, recommended responses would be brought along with appropriate mitigation.

Councillor Lodge said that even though there would be no responses to the comments made during the consultation at this stage, it was important that people know the Council was intending to respond to the representations made.

The Chairman reiterated that responses to consultation submissions will be proposed at a future meeting of the working group and put online. The Planning Policy Team Leader said responses would be provided by policy.

In response to a question from Councillor Mills, the Planning Policy Team Leader said the Infrastructure Delivery Plan update would look at all forms of infrastructure and how they were needed to meet development needs in the draft plan. The updated Infrastructure Delivery Plan was being produced by Troy Planning, but was not expected until towards the end of the period for gathering the evidence base, because other evidence was needed to feed into it.

Ken McDonald and Councillor Hargreaves spoke on this item. A copy of both statements are appended to these minutes

PP8

OVERARCHING SUMMARY OF REPRESENTATIONS

The Planning Policy Team Leader said this section of the report gave overarching summaries of each chapter.

In response to a question from the Chairman regarding emerging and adopted neighbourhood plans, the Planning Policy Team Leader said a new section could potentially be added to the Local Plan discussing neighbourhood plans in detail.

Councillor Barker said people liked Uttlesford as it was and did not want to see development on the intended scale. However many did not follow the Council's progress with the plan, and so were unaware that it was doing its best to mitigate the impact of the new houses that would be constructed. Other districts round Uttlesford had to do the same and it was important to look at the big picture. The Council needed to keep emphasising that it was trying to mitigate the negative effects of the Local Plan.

The Chairman said there had been general collective support across Uttlesford for the way the plan was laid out.

Councillor Loughlin said there was a response made to the consultation on page 19 that said oral comments made at Local Plan forums had not been summarised in the report.

The Planning Policy Team Leader said he was unable to say how oral comments had been taken into account, because he had only joined the Council after the last forum had been held.

The Chairman said it was difficult to weight verbal comments, but it was also necessary to take account of them.

Councillor Mills suggested that a book be provided for people to write comments at future forums, and the Planning Policy Team Leader said staff members could also offer to minute statements for those uncomfortable with providing written responses.

Councillor Lodge noted summaries of representations made on retail on page 44, which said there were doubts that garden communities would reach the size necessary to support local retail centres. Encouraging those in new garden communities to travel to other towns for retail would be something the Local Plan should avoid.

The Chairman said the challenge was that shoppers would go wherever the best retail offers were. Shopping habits may well have changed by the end of the Local Plan period. However garden communities of the size planned would have attractive retail offers.

Councillor Lodge said an area which Council policy had failed was the provision of sports provision in developments. He hoped it was an area which the Council would be beefing up as part of its strategy.

The Chairman said he thought the aim to increase sports provision would come out in the strategy. He supported the principle of Councillor Lodge's argument, but securing funding for sports facilities was a challenge. Developer contributions were the easiest route for securing funding. The increasing population and prominence of the wellbeing agenda meant further facilities were needed. The Council needed to be engaging with the appropriate people and would be failing in its duty if the consultation was not extensive. Sport was a key issue. The running track planned for Carver Barracks was a recent achievement on sport.

Councillor Dean said it was very important that the public be thoroughly engaged in the development of the sport strategy.

The Chairman said engagement would often be with the relevant sporting bodies too.

Councillor Mills said the reason for the long period of time it would take to complete the sports strategy was that it had a very wide brief, as it was looking at how the strategy would be implemented, as well as what was needed.

Councillor Lees entered the meeting.

PP9

CHAPTER 1: INTRODUCTION

The Planning Policy Team Leader said the chapter introduced the plan. Responses to this section primarily concerned procedural issues and the sustainability appraisal.

PP10 **CHAPTER 2: SPATIAL PORTRAIT, VISION AND OBJECTIVES**

The Planning Policy Team Leader said the main issues raised regarding this section were questions about how the aims in the chapter would be met.

The Chairman said it was important to get a broader understanding of what was intended to be created in the proposed communities communicated to the residents of Uttlesford.

PP11 **CHAPTER 3: SPATIAL STRATEGY**

The Planning Policy Team Leader said this chapter included representations of the main strategic policy of the plan, such as scale and distribution of housing growth and provision of jobs. Most comments were directed at the three proposed garden communities.

Councillor Dean noted comments between pages 213 and 219 about Uttlesford District Council's engagement with Cambridgeshire. He said the Council should work hard to demonstrate that it is properly engaged in cooperation with other councils. He asked whether Uttlesford District Council were adopting a leadership role with other authorities.

The Chairman said Councillor Barker had been doing a lot of detailed work with Uttlesford's SHMA partners and with Braintree District Council. Uttlesford had also been engaging with various levels of authorities in Cambridgeshire, including the City of Cambridge Council, South Cambridgeshire District Council, the combined authority, the mayor and Cambridgeshire County Council. Representatives of the City of Cambridge and South Cambridgeshire would be visiting the proposed North Uttlesford garden community in the New Year.

In response to a question from Councillor Dean asking whether there needed to be any flexibility in the Local Plan in case some of the proposed sites for development could not be built on, the Planning Policy Team Leader said there had been suggestions that the Council over-allocate housing numbers to provide a buffer of sites that could come forward if there was a problem with a certain site. This was something the Council was looking into.

Councillor Dean said some comments had expressed concern that building work would squeeze out smaller builders.

The Chairman said allocations of building work for the Local Plan would provide room for smaller builders, and there would be standard planning applications as well.

Councillor Mills said the inspector would be looking for the plan to be robust, and so there would have to be a backstop of normal planning applications to over-allocate housing numbers.

Councillor Barker said many houses had already been built or had planning permission. There would likely be jobs for small builders because of the large amount of development going on throughout Essex.

The Planning Policy Manager said the Council was beginning to look at the Affordable Housing Strategy in greater detail. Community-led housing and self-builds were two initiatives which could be built into policy.

The Chairman said the Council was diligent about providing 40% affordable housing. The Council was also keen to develop a model to provide housing that had rent which was affordable to most people. A mix of housing was crucial.

Councillor Loughlin said the district lacked council properties.

The Chairman said housing associations would probably charge 80% of market rent, so it would likely be that the Council would have to own the properties.

Councillor Mills said there were multiple options for this.

Councillor Dean said housing could be owned by local community groups and so would not be subject to Right to Buy. The Council needed to be innovative in how it approached the issue.

Councillor Dean said the Council needed to allay concerns that garden communities would not be delivered because there was no money to provide them. The Chairman said the government had gone out to consultation on development corporations. In the New Year, the Council would begin to lay out how it would go forward. Guaranteeing the infrastructure would be vital. Grosvenor and Land Securities recognised that the developments would be built on garden city principles.

Councillor Lodge said government policy was changing very rapidly and that meant policy SP5 in the regulation 18 draft local plan was out of date. The government now saw development corporations as the way forward and this needed to be put into the regulation 19 plan. He proposed officers look into creating a new development corporation and return to the working group with options.

The Chairman said how the corporation was modelled was centric to the whole proposal. However, it needed to be in line with government policy which had not yet been set in stone. The matter was being worked on, with the aim of providing the full range of facilities in the garden communities.

The Assistant Director – Planning said work was underway investigating delivery options for the plan. These options would be brought before members, but would not going to be the Planning Policy Working Group because its remit was to look at the Local Plan and policies included in it, rather than the governance arrangements for agreeing the delivery vehicle for the plan.

Councillor Lodge said that the method of implementation was integral to the work of the group, and he objected to it not being brought before the working group.

The Chairman said the delivery of the Local Plan would be scrutinised in a public forum, but the terms of reference did not give the Planning Policy Working Group the authority to make recommendations on delivery mechanisms.

The Assistant Director – Planning said the Project Manager – Local Plan was looking at ways to bring governance options before members. It was important to separate the two processes of creating the plan and ensuring its delivery so that one process was not being led by the other.

Councillor Lodge said he could not see the reasoning for this. The Chairman said the Project Manager – Local Plan should be given time to develop ideas on the matter.

Councillor Lodge said the legislation was there for development corporations to take on an area of new town development.

The Chairman said the government was now working on how to apply that on a more regular basis. The Council would make it clear what the vehicle for delivery would be.

Councillor Mills said variance in the delivery vehicles would be needed for the three proposed communities. It would be integral to their delivery that they meet certain requirements. It would therefore be necessary to see that the formalised governance arrangements be in place for the regulation 19 plan. This needed to be sorted out going forward.

Councillor Dean noted comments from Great Easton and Tilty Mill Parish Council about the lack of access to the proposed Easton Park development, and asked whether the Council could dispel these concerns.

The Planning Policy Team Leader said the Council were looking at whether a proposed transport link from the proposed West of Braintree garden community towards Tendring could be expanded between West of Braintree, Easton Park and Stansted Airport. Land Securities was also being consulted about the best possibilities for road access to the proposed Easton Park development.

Councillor Mills said the existing access was dual carriageway, and another interchange was being proposed once the population level of Easton Park had reached a certain amount.

Councillor Dean said there were comments on page 334 about the need for more transparency about developing the Local Plan. He did not think lack of transparency was a problem now, but the Council needed to keep doing everything it could to change the public perception here. Developers had been encouraged to engage with the public, and the Council join developers at the public exhibitions they were holding.

The Chairman said that was a good idea, though the Council would first have to consider whether it could do this without giving the impression of pre-determination.

The Chairman said in the New Year, there was the intention to have a new round of meetings between parish councils, Uttlesford District Council and developers, and to hold further exhibitions. Developers were also considering design weekends to bring communities in to share thoughts and get community feedback. The Council should also aim to make sure the wider community was aware of what was happening, why it was happening and when.

Councillor Dean said there had been a representation from East Herts District Council suggesting Uttlesford District Council could adjust its green belt so that East Herts could change its commercial area.

The Chairman said he did not think a minor adjustment was an intrusion into the green belt, but the Council took its substantial protection very seriously. The development in North Bishop's Stortford was impacting on Farnham at the moment.

Councillor Loughlin said the green belt was sacrosanct and allowing development in it would create a precedent. It was up to the Council to protect the green belt and the Countryside Protection Zone.

Councillor Lodge said Policy SP10 on page 436 was replacing Policy S7. Policy SP10 was a watered down policy and it would be good for officers to see if the current S7 protection could be built into SP10. Councillors Loughlin and Lees agreed with this suggestion.

The Chairman said that officers would look into this point.

PP12 **CHAPTER 4: HOUSING**

The Planning Policy Team Leader said representations for the chapter raised issues about the appropriate density and mix of schemes in Uttlesford, as well the affordability of affordable housing.

Councillor Dean noted representations said standards for housing density allowed for a greater density of houses than in East Hertfordshire and South Cambridgeshire. He asked whether officers could confirm whether Uttlesford's standards were different to elsewhere and why. The size of dwellings in the UK was on average smaller than other European countries, which negatively affected living conditions.

Councillor Mills said Town and Country Planning Association (TCPA) principles proposed 20-30 houses per hectare. This should be the target for the new Garden Communities in Uttlesford, though there might be some areas where the density would be slightly higher. This would be less dense than some of the conventional developments over the past ten years. The health of the community would also play into the design of the houses, and the Council would be looking to reinforce this when the planning came forward.

In response to a question from Councillor Mills, the Planning Policy Team Leader said he would look into whether density was measured by an entire area or just the density of housing located in that area. There was a tension between low density sites with open spaces versus best use of land. If developments were not dense enough, then they might not be able to support a public transport route, as many houses would not be in walking distance of the public transport route.

Councillor Lodge said Policy H1 was aiming to build 35-60 houses per hectare in town centres and then between 30-50 house per hectare adjacent to a settlement. It seemed relative to the environment that Uttlesford was looking at too many.

The Chairman said officers would take this under consideration and come back to the group about the issue.

Councillor Lees said many representations suggested the housing mix was wrong. She asked how the Council would get the appropriate housing mix, and whether those parish councils without neighbourhood plans would be being consulted. The number of bungalows seemed to be a big issue, and some elderly people would want a greater availability of bungalows.

The Planning Policy Team Leader said there needed to be an evidence base to show that a different housing mix was required. The Chairman said the Council should look to update its evidence.

Councillor Barker said the Strategic Housing Market Assessment made recommendations for Uttlesford's housing mix, and it was completed by experts in the field. The Council should have regard for this.

Councillor Lees said studies only answered questions that had been asked at the start of the study.

Councillor Mills said the indicative levels for housing mix would need to be taken forward to the regulation 19 plan. There was also government policy pointing to the release of larger houses for those wanting to move into smaller homes, and this was seen as an important way to meet housing requirements.

PP13 **CHAPTER 5: EMPLOYMENT**

The Planning Policy Team Leader said representations for this part of the plan questioned the demand for employment land in the district, and suggested support for different business sectors and that some employment policies be more flexible.

Councillor Dean said there was a claim on page 495 that various authorities had said that potential future employees at Stansted Airport would be living in those districts.

The Planning Policy Team there had been work to find a balance of work and jobs across both SHMA and FEMA areas.

Councillor Dean asked whether something would be done about Bury Lodge Lane in Stansted to prevent large vehicles going down Church Road in the middle of the town.

The Chairman said the Council should look into a weight restriction for this road.

Councillor Dean said there was a need to build footpath and bridleway networks between new and current settlements into the planning, in order to encourage people to use transport other than cars, and to ensure the settlements were connected for ease of access.

The Chairman said it was important to strike a balance between connectivity and mitigation.

Councillor Barker said it was necessary to ensure development catered for public rights of way, rather than destroying them.

PP14 **CHAPTER 6: RETAIL**

The Planning Policy Team Leader said representations on this part of the plan supported the need for appropriate retail provision in new developments, queried the uses that were appropriate within existing town centres and opposed out of centre retail development.

PP15 **CHAPTER 7: TRANSPORT**

The Planning Policy Team Leader said representations suggested that persuading people out of their cars would be difficult, and expressed concerns about the impact on road networks and air quality.

The Chairman said the Council had to recognise that the car would still be the most used form of transport for the majority of the Local Plan period, but that technology was changing, such as electric and driverless cars. There should be a giant step forward in terms of public transport. Each new development should be well-connected. It would be irresponsible not to ensure this. Hopefully there could be a cycle path between Saffron Walden and Cambridge.

Councillor Barker said representations had raised the issue of rat runs. If the new sites were to go ahead, a solution to prevent rat running in existing communities should be discussed before development began.

In response to a question from Councillor Mills, the Planning Policy Team Leader said it would likely not take too long to complete the Transport Study. Cambridgeshire County Council and South Cambridgeshire District Council had said they would provide information to fit into Uttlesford District Council's modelling update.

In response to a question from Councillor Lodge, the Planning Policy Team Leader said that any traffic proposals in the Local Plan for Saffron Walden would be included in the modelling work in the Transport Study. The Chairman said the Council was continuing to look at mitigation for areas of poor air quality. Modest improvements would likely be as much as could be hoped for the moment.

Councillor Dean asked whether the Transport Study was only addressing roads, or included other potential forms of transport such as a rail link to Haverhill or between Braintree and Bishops' Stortford.

The Planning Policy Team Leader said the study did not include those possible rail links because it was essentially modelling a worst case scenario.

The Chairman said the Mayor of Cambridge had indicated there was a plan for a light railway at Haverhill to Cambridge South.

PP16 **CHAPTER 8: INFRASTRUCTURE**

The Planning Policy Team Leader said representations had asked for the provision of appropriate infrastructure alongside development, with some parish councils making requests for specific infrastructure in specific areas.

Councillor Dean said there were representations on page 597 from the National Trust and Natural England which said there was a need for policy on green infrastructure, and asked whether the Council was working to create this policy.

The Planning Policy Team Leader said he thought the point being made was that the Council needed a standalone policy on green infrastructure, and this was something the Council was looking at.

The Chairman said he noted representations made by the West Essex Clinical Commissioning Group which said existing GP practices in the area did not have the capacity to accommodate significant population growth. New facilities would be built in new developments, but there would need to be dialogue with the clinical commissioning group in order to provide doctors to fill the new posts created.

PP17 **CHAPTER 9: DESIGN**

The Planning Policy Team Leader said representations said good design was important, but questions were raised about the subjectivity of what was good design, with arguments for both specificity and flexibility in design.

Councillor Dean said garden villages should have a ban on green verge and pavement parking, but this would only be achievable if accessible, personal and general parking places existed in the right place. He asked for assurance that the Council would take this issue seriously.

The Chairman said this issue was a challenge. It had been agreed that the width of the road and the provision of cycle paths was important.

Councillor Mills said the German model had offsite storage parking, while other new developments in the UK had wider roads, a verge and then pavements to allow more space.

The Chairman said the issue demanded innovation.

Councillor Lees said the Council had to be innovative enough to say that it did not agree with Essex County Council guidelines about parking.

Councillor Loughlin said the Essex Design Guide were recommendations rather than rules. There was more tandem parking now, and it was important that the Council address design issues to do with parking.

Councillor Barker said it would be interesting to see new developments in planning for parking because many people would soon own electric cars.

The Chairman said people had very different views on what good design was.

PP18 **CHAPTER 10: ENVIRONMENT**

The Planning Policy Team Leader said representations supported the protection of the historic environment, but expressed concern about the impact of specific developments and suggested further detail was required regarding how the built and natural environments would be protected.

In response to a question from the Chairman, the Planning Policy Team Leader said the Council was working with Historic England to develop a full Historic Impact Assessment. In addition to looking at the impact of garden communities on heritage assets, it would also consider the character of landscape. A Sustainability Appraisal would examine the policies in the plan to ensure they were delivering sustainable development.

Councillor Dean said a comment from Historic England on page 673 said policy appeared to prioritise renewable energy provision over the protection and enhancement of the historic environment. Similarly, a comment said Policy D9 placed rigid expectations on energy efficiency in all development and might make schemes unviable.

Councillor Dean said developers and landowners could afford to invest in the design of low-energy properties and he thought the Council should be ambitious in dealing with the energy efficiency of both new and existing properties.

The Chairman said he thought the group endorsed Councillor Dean's point.

In response to a point made by Councillor Dean regarding a comment by the National Trust about the impact of development on Hatfield Forest, the Chairman

said it was right to appropriately protect the forest, but the problem of restricting access to it was not a reason to prevent development.

The Planning Policy Team Leader said the National Trust and Natural England were doing research on how far people would travel to go to Hatfield Forest and how to mitigate the effects of development. The provision of green infrastructure in new developments would help to mitigate this, but Hatfield Forest was very much a destination which people would choose to visit on a day out, as opposed to country parks which might meet more day-to-day needs. The Council would meet again with the National Trust at the end of January.

In response to Councillor Dean's question as to whether the Local Plan was going to safeguard land for future potential development, the Chairman said it would not, but Saffron Walden was trying to plan for the future. Many people would hope that Carver Barracks would be available for development for the next Local Plan period, and so the Saffron Walden Neighbourhood Plan could build in the potential for a relief road for Carver Barracks.

In response to Councillor Loughlin's question about how air quality would be monitored, the Chairman said the Council had a statutory obligation to monitor air quality.

Councillor Dean said a review monitoring air quality in Stansted had taken place and monitors were due to be put in place this month.

Councillor Lodge said there had been a number of policy reviews on air quality. Policy EN16 was weaker than before and there was no reason why it shouldn't be stronger. Neighbouring authorities were being more robust. Policy should be along the lines of "a new development should not adversely affect air quality levels within an Air Quality Management Area". This was a very reasonable request. Measures could be put in place to ensure air quality did not deteriorate.

The Chairman said it was difficult if levels of traffic would increase too, although this would hopefully be less of a problem as technology developed.

The Chairman said officers should relook at policy regarding air quality, and also whether initiatives could be brought forward to protect air quality.

Councillor Mills asked if there would be a minimum standard for houses to be built to in new garden developments. These houses would also be more environmentally friendly, which would help with mitigating air quality.

The Planning Policy Team Leader said this was an area which the Council needed to look at, and environmental standard of the buildings was an important aspect of this.

Councillor Mills suggested the team look into a Level 4 standard and above.

The Chairman said it was important to consider the future.

PP19 **CHAPTER 11: COUNTRYSIDE**

The Planning Policy Team Leader said representations supported the protection of the countryside, but also requested flexibility to allow for the provision and expansion of community facilities.

Councillor Dean said there was a comment by Historic England on page 718, which said Policy C1 did not seek landscape enhancement. Additionally, on page 725, a comment talked about Policy C4 on community facilities in the countryside. Both policies were written in a restrictive matter, rather than promoting enhancement. It would be good to have the policy reworded more positively.

The Planning Policy Team Leader said officers would look at more positive wording.

PP20 **CHAPTERS 12 - 13: ALLOCATIONS**

The Planning Policy Team Leader said there were a wide range of representations in this chapter.

PP21 **CHAPTER 14: DELIVERY AND MONITORING**

The Planning Policy Team Leader said there were not a large number of representations, but some did talk about how the Council monitored whether the policies in the plan were being achieved and that the Council should be assessing this in a more specific manner.

The Chairman said a revised timetable for the Local Plan would come to the next meeting of the working group. At such a time when officers responded to representations made to the Council, a monitoring plan should also be brought to the working group.

Councillor Dean said the Council needed to be able to assess whether it had met TCPA principles.

PP22 **CHAPTERS 15 - 21: APPENDICES**

The Planning Policy Team Leader said no representations were made on the glossary.

PP23 **LATE REPRESENTATIONS**

The Planning Policy Team Leader said late representations could not be considered for the regulation 19 Local Plan. However at this stage it was thought appropriate to include the limited number received to the report.

Suffolk County Council talked about taking into account development in its area in Uttlesford's transport modelling. The Essex Wildlife Trust referenced green infrastructure master plans for sites being prepared in advance of creating a built development master plan. These plans could then be monitored.

The Chairman said key wildlife corridors were one point the Essex Wildlife Trust raised, for example Broxsted Wood.

The Planning Policy Team Leader said this would be something Uttlesford District Council would need to take into account in its master-planning work for the garden communities.

Councillor Dean asked why Stansted Mountfitchet Parish Council's representation was made on page 819, because this implied that the council did not respond until after the deadline.

The Planning Policy Team Leader said he would look into this.

In response to a question from Councillor Barker, the Planning Policy Team Leader said colleagues at other councils had received broadly the same comments.

Councillor Barker said it was good to know that Uttlesford was not being singled out.

The Chairman asked for a list of topics to be presented at the beginning of the minutes so that readers could find a particular topic with ease.

The Chairman asked officers to give some thought to how to clearly present how representations were being responded to, when bringing draft responses to the working group.

Councillor Lees asked if it was possible to provide documentation to show that work being done by professional organisations was being chased up, so as to demonstrate the Council was working to get its work done.

The Chairman said this was possible, and the Council would flash warning signs if there were delays.

Councillor Dean it was important to have discussion on each topic incorporated in the minutes.

PP24

STATEMENT OF COMMUNITY INVOLVEMENT

The Planning Policy Team Leader gave a summary of the report. The Statement of Community Involvement set out the Council's approach to consultation for planning documents and applications. Representations were received from organisations and individuals. Appendix 1 summarised the representations and gave suggestions for potential changes as a result of these recommendations.

The Chairman said the report was an update to the Statement of Community Involvement which had been seen at previous meetings.

RESOLVED to recommend to Cabinet that the Statement of Community Involvement be adopted subject to the changes as set out in the Report of Representations.

The meeting ended at 9:00pm

ACTION POINTS

General point	Continue to pursue wider engagement in the development of the Local Plan.
PP7	Amend Elsenham Parish Council's representation summary to policy INF1 as per the email received from Elsenham Parish Council.
PP8	Provide books for comments at Local Plan Forums, and offer to minute comments for those not comfortable with writing.
PP8	Consider a new section in the Local Plan covering Neighbourhood Plans.
PP11	Investigate building provisions of policy S7 into the proposed SP10 policy.
PP12	Investigate whether housing density is measured by the number of houses over an entire area, or over the space taken up by houses within that area (gross or net density).
PP12	Investigate the possibility of lowering the proposed density of housing to reflect similar densities in other districts.
PP12	Officers should look to update the evidence base regarding the necessary housing mix.
PP13	Ensure there is a balance between connectivity between

	new and current settlements, such as footpaths and bridleways, and mitigating the effects of new settlements.
PP15	Consider solutions to rat running in existing villages.
PP16	Consider a standalone Green Infrastructure Policy.
PP18	Reconsider the wording of policy EN16. Suggested wording was “a new development should not adversely affect air quality levels within an Air Quality Management Area”. Relook at whether initiatives could be brought forward to protect air quality
PP18	Consider sustainability standards in new communities.
PP19	Look at making sure Policies C1 and C4 were more positively worded.
PP21	Bring a monitoring plan to the Planning Policy Working Group meeting. This should also cover how the TCPA principles will be monitored.
PP23	Investigate why Stansted Mountfitchet Council’s representation were mentioned in the late representations chapter.
PP23	Provide a list of topics mentioned at the beginning of the minutes of the meeting.
PP23	Give some thought to how to clearly present how representations were being responded to, when bringing draft responses to the working group.

Good evening. My name is Ken McDonald. I have lived in Uttlesford for 36 years.

Uttlesford's draft Local Plan calls for a massive increase in population – around 43% over the 22 years covered by the plan. This is considerably more than almost anywhere else in the country. The fact that it is so extreme begs for greater scrutiny.

Responses to the Regulation 18 consultation have persistently questioned the housing need.

Other responses have questioned the impact on housing need of the assumptions made about employment at Stansted Airport

For more than two years, I have been calling for a clear statement of how Uttlesford's so-called "Housing Need" has been calculated. I have also been asking that alternative methods of calculation be considered. The consideration of alternative, properly justified, approaches is permitted under the National Planning Policy Framework and also under the Government's current consultation "Planning for the right homes in the right places".

Despite repeated assurances that this Local Plan will be "evidence-led" and transparent, my requests have been rejected or ignored. I submitted a detailed and damning assessment of the SHMA, both in response to the 2015 Local Plan consultation and in response to the Regulation 18 consultation. In 2015, my multi-page submission was summarised in three words, whilst I can find no reference at all to my updated multi-page objection to Policy SP3 in this latest consultation.

We are left with no audit trail and no consideration of alternatives. Each of these deficiencies will provide massive scope for argument when the final Plan is considered by an Inspector.

Each of these deficiencies also leaves Uttlesford at risk of its plan again being found Unsound.

Will the District Council now commit to publishing the following four key pieces of evidence?:

- (a) A clear and auditable statement of how it has arrived at the total Housing Need for Uttlesford.**
- (b) A clear and auditable statement of how that Need might be calculated if the exceptional period of "airport-related" house-building early this century were to be discounted.**
- (c) A reasoned explanation as to why one of these options has been adopted and not the other.**
- (d) A clear and auditable statement of what has been assumed about future employment numbers at Stansted Airport and how that has influenced the forecast Housing Need for Uttlesford.**

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My subject is water supplies. I'm going to emphasise some things you already know, but there is a final point, so please bear with me.

We are all aware of the environmental damage already done in the district and getting worse. Streams now dry or only intermittent flow and water related life just gone. We used to have kingfishers in Newport.

On p296 of the consultation summary the Environment Agency say that the water consumption standard for houses in the garden villages should be enforced at 110 litres per inhabitant per day. That is the very highest standard, not what is being applied to houses going up now. Multiplying by the number of people per house and by 365 days that's about 100,000 litres per house per year. To make the sums easy if we say build 10,000 houses across the district that means another 1 million tonnes of water a year has to be found. And round here 'found' mostly means pumping out of the ground.

It's not just houses. On p443, policy SP11 Stansted airport expansion, the EA says failure to consider both water supplies and sewerage means the application for expansion will be 'unsound'. 10 million more passengers per year, and what do we all do before going on a long flight?

On p596 the EA says the level of discharges from sewage works into watercourses is at its limit (euphemism by the way, look at their maps from the Hyder report of 7 years ago and the whole district is in red for over abstraction) and additional permits may not be granted, breach of environmental legislation and no water cycle study. Unsound. A word repeated several times.

P604 - EA again - our rivers are headwater only with not enough dilution volume and 'permitted nutrient limits could be extremely challenging to meet' What that means is the output from our sewage works has biological material in it which consumes oxygen. So the sewage works output is further damaging our rivers.

In the absence of an up to date Water Cycle Study, I went through Affinity Water's 2015 documentation. Full of acronyms, but even without the scale of development now being planned, and factoring in all the water savings, it says they would have deficits in their ability to supply.

My point is this. No doubt discussions have already been held with the DCLG so they know there is a water problem. But would it be a good idea, to challenge them now with the strong possibility that the answer on water supply from Affinity, from the EA, and therefore from UDC, may be that the number of houses requested is not sustainable? And ask them now what would be their position if we said they must significantly reduce the housing requirement demanded of this area?

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Committee:	Planning Policy Working Group	Date:
Title:	Local Plan Evidence Base	17 April 2018
Report Author:	Stephen Miles, Planning Policy Team Leader, ext 346	Item for decision: No

Summary

1. This report sets out the evidence base that is being produced to inform the next stage of consultation on the Local Plan. Two evidence base reports are brought before the working group today, and are appended to this report at page 33 and page 93.
 - the [West Essex and East Hertfordshire Assessment of Employment Needs](#), (October 2017); and
 - the [Essex, Southend-on-Sea and Thurrock Gypsy, Traveller and Travelling Showpeople Accommodation Assessment Summary 2016-2033](#), (January 2018).

The second of these documents takes the form of three reports, an Essex-wide summary report (p.93), a methodology report (p.147) and an Uttlesford summary report (p.185).

Recommendations

2. That Planning Policy Working Group notes and considers the contents of the new evidence base produced since the close of the last stage of consultation on the Local Plan.

Financial Implications

3. The preparation of new and updated evidence to address the responses received to the Regulation 18 Draft Local Plan will be met from the planning budget.

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 Regulation 18 Draft Local Plan](#);
 - the [West Essex and East Hertfordshire Assessment of Employment Needs](#), (October 2017); and
 - the [Essex, Southend-on-Sea and Thurrock Gypsy, Traveller and Travelling Showpeople Accommodation Assessment Summary 2016-2033](#), (January 2018).

Impact

5.

Communication/Consultation	<p>Consultation on the Regulation 18 Draft Local Plan took place between 12 July and 4 September 2017.</p> <p>Consultation on the Regulation 19 Draft Local Plan is planned for June 2018.</p>
Community Safety	This is an underlying theme of the Local Plan.
Equalities	The Regulation 18 Local Plan was subject to an equalities impact assessment and this will be reviewed and updated for the Regulation 19 Local Plan.
Health and Safety	Health and safety matters are part of the Plan's content and are considered as part of the sustainability appraisal/ strategic environmental assessment of the Plan.
Human Rights/Legal Implications	The Local Plan will need to comply with human rights and planning legislation. Once adopted it will form part of the statutory development plan.
Sustainability	This is an underlying theme of the Local Plan e.g. ensuring homes and jobs are provided near to each other and minimising reliance on the private car. The Plan is subject to sustainability appraisal/ strategic environmental assessment throughout its preparation.
Ward-specific impacts	Some wards may be affected by site specific proposals but the overall spatial strategy for the Plan is a matter for all wards.
Workforce/Workplace	This will involve Councillors, officers from the Planning Policy Team and others as necessary.

Situation

6. Public consultation was held between 12 July and 4 September 2017 on the Regulation 18 Draft Local Plan. Nearly 6,000 representations have been received from over 2,000 individuals and organisations. These responses have all been uploaded onto the Council's consultation portal and are available to read [online](#).

7. Reports were brought before PPWG on 17 October and 29 November, which summarised the representations and highlighted key issues for further work.
8. As a result of these representations the Council has progressed updates to various pieces of evidence in order to address the technical issues that have arisen from the regulation 18 consultation over the summer. Updates to the evidence base to address these technical issues are ongoing for the following studies:
 - Water Cycle Phase 2
 - Transport update
 - Archaeology study
 - Full Historic Impact Assessment
 - Sports and playing pitch facilities
 - Updated employment study
 - Gypsy & Traveller Accommodation Assessment
 - Retail update
 - Infrastructure delivery plan update
 - Whole Plan viability
 - Sustainability Appraisal
9. The work on many of these studies is still progressing and will be reported to the Planning Policy Working Group on 23 May, along with the new site allocations in the Reg. 19 Local Plan.
10. The following pieces of evidence base, appended to this report, are complete and being brought before the Working Group today for consideration. The second of these documents takes the form of three reports, an Essex-wide summary report, a methodology report and an Uttlesford summary report.
 - the [West Essex and East Hertfordshire Assessment of Employment Needs](#), (October 2017); and
 - the [Essex, Southend-on-Sea and Thurrock Gypsy, Traveller and Travelling Showpeople Accommodation Assessment Summary 2016-2033](#), (January 2018).
11. The West Essex and East Hertfordshire Assessment of Employment Needs (or the 'employment study'), is a vital piece of evidence base that provides an assessment of employment needs for the functional economic market area (FEMA) with the intention of informing future planning for strategic employment matters across the area. Some key findings from the employment study are that the study identifies a preferred scenario with jobs growth in Uttlesford of 16,000 jobs between 2011 and 2033; and that for Uttlesford this translates into employment land requirements of 2-5 hectares of land for office space and 22 hectares of land for industrial space between 2016 and 2033.
12. The Regulation 19 Local Plan approach to employment land allocations will remain the same as the Regulation 18 version. However, in order to boost local supply of smaller employment sites, four additional employment sites are

being considered for allocation in the Regulation 19 Local Plan. Details will be provided at the meeting of the working group on 23 May.

13. The councils in the FEMA (East Hertfordshire, Epping Forest, Harlow and Uttlesford) are working on a Memorandum of Understanding (MOU) to set out the joint approach to planning for employment needs across the area. This would be similar to the already agreed MOU for housing.
14. The Essex, Southend-on-Sea and Thurrock Gypsy, Traveller and Travelling Showpeople Accommodation Assessment Summary (or the 'Gypsy and Traveller Accommodation Assessment' or 'GTAA'), is another important piece of evidence base that sets out the accommodation needs of Gypsies and Travellers in Uttlesford. Some key findings from the GTAA are that there is no need for additional pitches in Uttlesford over the period to 2033 for Gypsies and Travellers that meet the planning definition, a need for up to 8 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 10 additional pitches for Gypsy and Traveller households who do not meet the planning definition. There was no current or future need identified from the 1 Travelling Showpeople household that did not meet the planning definition. With regard the need for transit provision, the study recommends further monitoring to identify the need for transit provision on an Essex-wide basis.
15. The 'planning definition' for gypsies and travellers is set out in the 2015 [Planning policy for travellers sites](#) the key change brought in by this definition was the removal of the term 'persons...who have ceased to travel permanently', meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in an Gypsy and Traveller Accommodation Assessment (GTAA).
16. The Regulation 19 Local Plan will include changes to the text and criteria based policy based on the above findings.

Risk Analysis

17.

Risk	Likelihood	Impact	Mitigating actions
The Council fails to adopt a "sound" Plan	2 – Unlikely.	3 – Will result in the Local Plan being found unsound. Significant impact on planning policy and planning	The Council has an adopted SHMA, undertaken a review of the evidence base, appraised the development scenarios and has undertaken a sustainability appraisal of allocations. Duty to

		applications.	Co-operate discussions are productive.
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- 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.

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West Essex and East Hertfordshire Assessment of Employment Needs

Final Report

Prepared for the Cooperation for Sustainable Development Board

On behalf of:

- **East Herts District Council;**
- **Epping Forest District Council;**
- **Harlow Council; and**
- **Uttlesford District Council**

October 2017

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Job Number:	16 12 04
Version Number:	Final v1.0
Approved by:	Stuart Hardisty
Date:	5 October 2017

Executive Summary

Introduction

Hardisty Jones Associates Ltd (HJA) was appointed by Epping Forest District Council (EFDC), East Herts Council (EHC), Uttlesford District Council (UDC) and Harlow Council (HC) to provide an assessment of employment needs for the functional economic market area (FEMA) with the intention of informing future planning for strategic employment matters across the area.

The four councils are at different stages of preparation of their respective new Local Plans but are working jointly through the obligations of the Duty to Cooperate to consider strategic cross-boundary matters. This joint working is administered through the Cooperation for Sustainable Development Board.

The four core objectives for the study were to:

1. Conduct an appraisal of the EEFM 2016 to ascertain whether it is a sound foundation upon which to formulate an up-to-date assessment of employment needs for the FEMA.
2. Produce an up-to-date business as usual/'policy-off' quantitative assessment of employment needs in the FEMA using the updated EEFM 2016 and other inputs as deemed relevant.
3. Explore an appropriate and agreed number of 'policy-on' employment need scenarios. In determining these, consultants should refer to the 2015 evidence produced by HJA, as well as drawing on the emerging Local Plans and knowledge of nominated Planning Officers within the FEMA and recent economic and housing growth evidence for the sub-region or smaller geographies within. It is recognised that an on-going consultative approach is required to secure agreement to the scenario which becomes the basis on which the four local authorities plan for employment growth. It should also be appreciated that this might be a hybrid of the options formulated.
4. Based on the preferred scenario, translate assessment of employment need into the land requirement for B Class Uses across the FEMA having regard to current supply position, local economic strategy, historic take-up and market demand.

The study was undertaken in compliance with the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG).

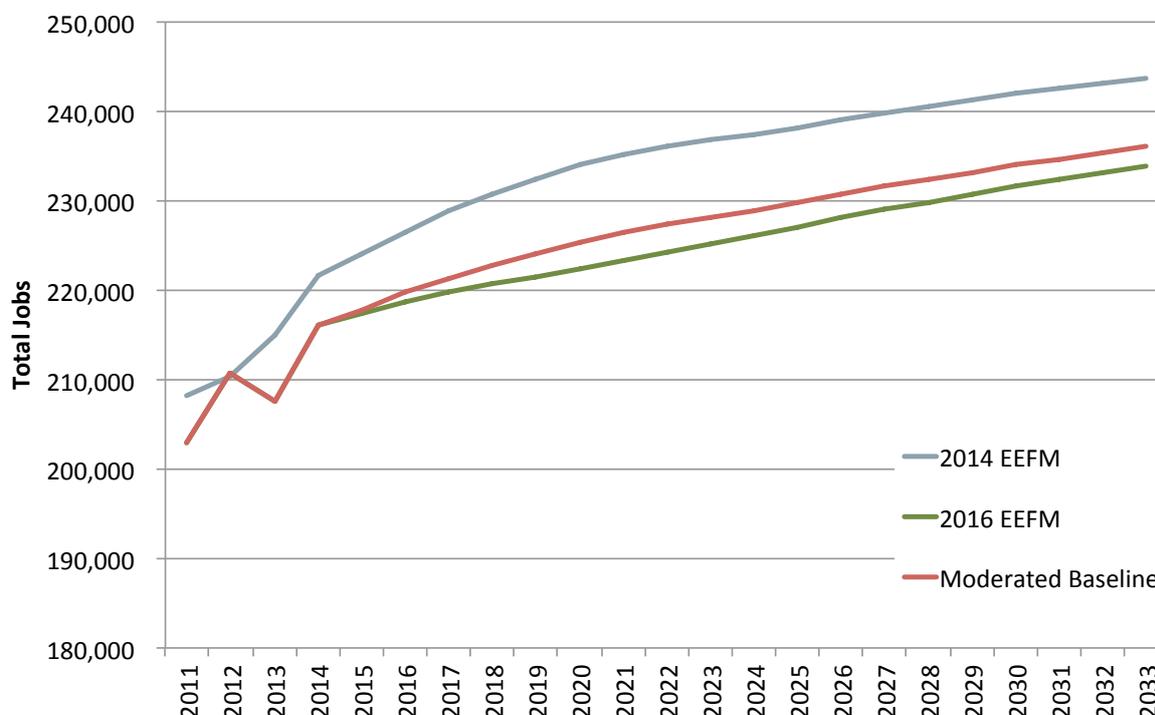
Baseline Forecasts

The East of England Forecasting Model (EEFM) provides consistent economic forecasts for the whole of the East of England region and selected other areas. The EEFM was originally developed by Oxford Economics with its first release in 2007 and regular updates to 2014. The latest 2016 release has been prepared by Cambridge Econometrics after a retendering of the contract.

HJA reviewed the latest 2016 EEFM and identified a number of substantive changes in the results within the West Essex and East Herts FEMA when compared to the 2014 EEFM. In particular, the spatial distribution of forecast employment growth was very different. There were also substantial adjustments to sector growth forecasts. Following detailed review it was agreed by the four districts that the spatial distribution of future employment change within the 2016 EEFM was inconsistent with the evidence and a moderated baseline should be constructed. This reapportioned forecast

employment growth across the FEMA in line with the 2014 EEFM. Some moderation of sectoral growth patterns was also undertaken. The conclusion of this process is a moderated baseline of 33,100 additional jobs across the FEMA over the period 2011-33. Figure 1 shows the trajectory of the moderated baseline in comparison to the 2014 and 2016 EEFM editions. Figure 2 shows the forecast employment change by district.

Figure 1 Moderated Baseline Total FEMA Jobs 2011-33



Source: HJA based on EEFM

Figure 2 Moderated Baseline – Employment (Jobs) Change by District

	East Herts	Epping Forest District	Harlow	Uttlesford	FEMA
2011-16	3,700	3,000	5,000	5,000	16,800
2016-21	2,300	2,500	700	1,300	6,700
2021-26	1,600	1,900	400	400	4,300
2026-33	1,800	2,400	600	500	5,300
2011-33	9,400	9,800	6,700	7,200	33,100

Alternative Scenarios

A review of evidence was undertaken to ascertain whether alternative scenarios should be considered.

Analysis of the projected labour supply, emerging from the July 2017 Strategic Housing Market Assessment OAN Update for West Essex and East Herts indicates a level of workforce growth far beyond that required to meet the demands of the moderated baseline. To maintain a balanced labour market, with an appropriate level of unemployment and commuting patterns in line with

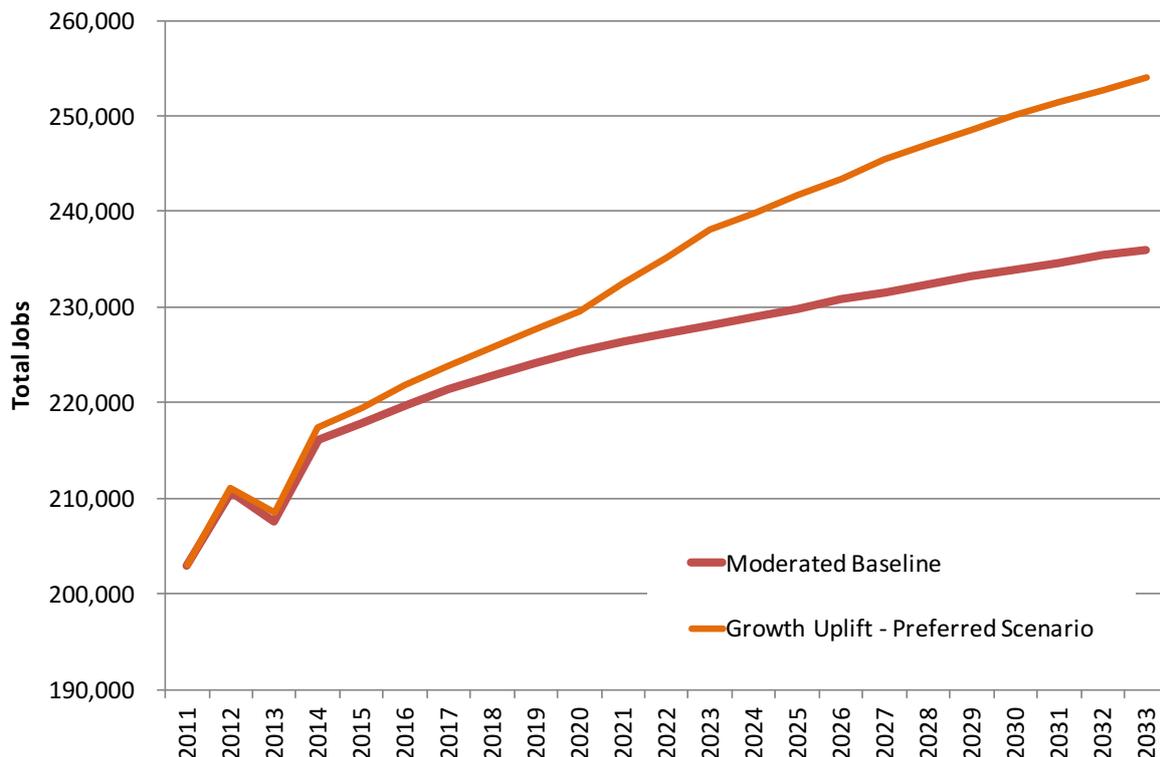
2011 rates, would necessitate a further 20,000 jobs over and above the moderated baseline. On this basis it is appropriate to consider whether higher employment growth scenarios could be developed.

Four major drivers of additional job growth, over and above the moderated baseline were identified from the evidence review:

- The relocation of Public Health England to Harlow, creating an additional 3,250 jobs in the area above the moderated baseline.
- The planned growth of Stansted Airport, creating an additional 6,750 jobs in the area above the moderated baseline.
- The economic development efforts at Harlow, including the Enterprise Zone, creating an additional 2,500 jobs in the area above the moderated baseline.
- The service sector employment implications of higher population projections, creating an additional 5,400 jobs in the area above the moderated baseline.

In aggregate the four growth drivers were identified as having the potential to deliver 17,900 jobs in addition to the moderated baseline. A preferred scenario was developed and agreed including these four drivers, delivering a total jobs growth of 51,000 over the period 2011-33. This is illustrated in figures 3 and 4.

Figure 3 Preferred Scenario



Source: HJA

The preferred scenario remains 2,100 jobs below the level required to balance the labour market. However, given that there are some uncertainties associated with jobs forecasting and the long-term nature of Local Plans, such a scale of additional provision over the FEMA area up to 2033 does not

represent any significant short-term difficulties for emerging Local Plans. In reality the additional provision may be accommodated through increased job densities and / or windfall development. The FEMA authorities are committed to working together to ensure that this additional provision will be accommodated.

Figure 4 Preferred Scenario – Employment (Jobs) Change by District

	East Herts	Epping Forest District	Harlow	Uttlesford	FEMA
2011-16	3,600	2,900	4,900	7,400	18,900
2016-21	2,300	2,500	2,100	3,700	10,600
2021-26	2,200	2,300	3,500	3,000	10,900
2026-33	2,700	3,000	2,900	1,900	10,600
2011-33	10,800	10,800	13,400	16,000	51,000

Source: HJA (figures may not sum due to rounding).

Employment Land Implications

An assessment of the future B Use Class employment sites and premises requirements was undertaken. This included a consideration of the changes required to accommodate the forecast growth in the economy under the preferred scenario, as well as provision to ensure the ongoing strength of the existing economy. The analysis of future requirements considered the 2016-33 period.

Analysis of forecast employment indicated a substantial proportion of forecast job growth would lie outside the B Use Class. The largest requirement falls within the ‘none and homeworking’ category, encompassing both home based working and peripatetic employment. There is also forecast job growth across the A, B, C, D and Sui Generis Use Classes. Within the B Use Class the greatest growth in jobs falls within the B1a office Use Class. There is also growth in B1b, B1c and B8 requirements. Employment within the B2 Use Class is forecast to decline.

Figure 5 summarises the assessment of future requirements for the preferred scenario. This is subdivided into office and industrial classifications.

Within the office sector there is forecast to be a requirement for 77,800 sq m of new floorspace to accommodate expansion of the economy. In addition, a further 83,500 sq m of office floorspace will be required to ensure a healthy stock of premises to accommodate the existing economy. In total, a requirement for 161,300 sq m is identified. The analysis has identified that around half of this can be delivered through the reuse of previously developed employment sites. After taking this into account, and making an adjustment for choice and flexibility the remaining requirement is 86,800 sq m. This will require approximately 9-22 hectares of land over the period 2016-33, depending on the density of development. The lower figure relates to higher density town centre type development. The higher figure relates to lower density business park type development.

Within the industrial sector there is a forecast requirement for 92,800 sq m to meet the expansion of the economy. The greatest driver in this sector will be replacement provision, to ensure modern stocks to meet the needs of the existing economy. This will create a requirement for 412,200 sq m. In combination, a total requirement of 505,000 sq m is forecast. Around half of this can be met

through the redevelopment of previously used employment sites. The remainder, with an allowance for choice and flexibility is estimated at 261,500 sq m. This will require approximately 65 hectares of land over the period 2016-33.

Figure 5 Preferred Scenario - Total Estimated Future Sites and Premises Requirements (sq m GEA unless stated) – FEMA 2016-33

	Office	Industrial
Replacement Provision (A)	83,500	412,200
Net Additional Requirement (B)	77,800	92,800
Gross Requirement (C=A+B)	161,300	505,000
Delivered on Existing Employment Sites (D)	82,400	267,300
Net Requirement (E=C-D)	78,900	237,700
Flexibility Allowance (F)	7,900	23,800
Total Requirement (G=E+F)	86,800	261,500
Average Annual Requirement	5,106	15,382
Total Land Requirement	9 – 22 ha	65 ha
Average Annual Land Requirement	0.5 - 1.3 ha	3.8 ha

Source: HJA (*figures may not sum due to rounding*).

As noted above, there remains a small shortfall in forecast jobs to balance the labour market and maintain 2011 commuting rates. It is estimated, in line with the core analysis, without any increase in densities that a further 6,400 sq m of office floorspace and 8,700 sq m industrial floorspace will be required to accommodate the shortfall. This will require a further 2.8 – 3.8 hectares of land in addition to the requirements set out in figure 5.

Figure 6 sets out the breakdown by district. The unallocated figure will need to be accommodated within the FEMA through agreement between the districts.

Figure 6 Total Estimated Future Sites and Premises Requirements (hectares unless stated) 2016-33

	Office	Industrial
East Herts	3-7	13
Epping Forest District	2-5	14
Harlow	2-4	16
Uttlesford	2-5	22
Additional Provision to Balance Labour Market	1-2	2
West Essex and East Herts FEMA	10-24	68

Source: HJA (*figures may not sum due to rounding*).

1 Introduction

Hardisty Jones Associates Ltd (HJA) was appointed by Epping Forest District Council (EFDC), East Herts Council (EHC), Uttlesford District Council (UDC) and Harlow Council (HC) to provide an assessment of employment needs for the functional economic market area (FEMA).

1.1 Background and Context

The four councils are at different stages of preparation of their respective new Local Plans but are working jointly through the obligations of the Duty to Cooperate to consider strategic cross-boundary matters. This joint working is administered through the Cooperation for Sustainable Development Board.

In 2015 HJA was appointed by the four councils to prepare *Economic Evidence to Support the Development of the Objectively Assessed Housing Need for West Essex and East Herts*¹. The primary purpose of the 2015 study was to inform the Strategic Housing Market Assessment (SHMA)² and the assessment of future housing requirements for the area, which was contained within it. The 2015 study considered what an appropriate FEMA for the area was, analysed recent historic economic performance, assessed the planning context for employment growth, analysed employment projections for the area and made recommendations on robust and defensible employment projections for the area and the four constituent authorities. The 2015 report did not consider associated employment sites and premises implications.

The HJA 2015 study identified a FEMA that aligned with the Housing Market Area (HMA), comprising the four local authority areas, whilst accepting external influences were present from the surrounding hinterland and particularly from London. In recommending employment projections the 2015 study relied upon the 2014 edition of the East of England Forecasting Model (EEFM) as a baseline position. However, the final preferred scenario included a higher level of growth to take account of expansion plans at Stansted Airport. For the period 2011-33 total employment growth of 1,890 jobs per annum, or 41,600 in total, was projected.

Since the HJA 2015 study a number of updates have been released which need to be considered. In particular:

- The SHMA has been updated to take account of higher population projections³. This indicates a full objectively assessed need of 51,600 dwellings over the period 2011-33.
- The EEFM has been updated. A 2016 edition has been released.

¹ HJA (2015) *Economic Evidence to Support the Development of the Objectively Assessed Housing Need for West Essex and East Herts*

² ORS (2015) *West Essex and East Hertfordshire Strategic Housing Market Assessment*

³ ORS (2017) *West Essex and East Hertfordshire Strategic Housing Market Assessment, Establishing the Full Objectively Assessed Need*

1.2 Study Objectives

The brief for this study set out the following objectives:

1. Conduct an appraisal of the EEFM 2016 to ascertain whether it is a sound foundation upon which to formulate an up-to-date assessment of employment needs for the FEMA.
2. Produce an up-to-date business as usual/'policy-off' quantitative assessment of employment needs in the FEMA using the updated EEFM 2016 and other inputs as deemed relevant.
3. Explore an appropriate and agreed number of 'policy-on' employment need scenarios. In determining these, consultants should refer to the 2015 evidence produced by HJA, as well as drawing on the emerging Local Plans and knowledge of nominated Planning Officers within the FEMA and recent economic and housing growth evidence for the sub-region or smaller geographies within. It is recognised that an on-going consultative approach is required to secure agreement to the scenario which becomes the basis on which the four local authorities plan for employment growth. It should also be appreciated that this might be a hybrid of the options formulated.
4. Based on the preferred scenario, translate assessment of employment need into the land requirement for B Class Uses across the FEMA having regard to current supply position, local economic strategy, historic take-up and market demand.

In addition the study brief outlined a core objective at the policy level to balance employment and housing at the HMA/FEMA level. This objective is in full alignment with the NPPF.

1.3 Policy and Guidance

Planning Practice Guidance (PPG) provides advice on undertaking economic development needs assessments (section reference ID 2a). The entire section is of relevance and has been considered. This includes the following specific guidance relating to the assessment of future requirements:

"The primary objective of identifying need is to identify the future quantity of land or floorspace required for economic development uses including both the quantitative and qualitative needs for new development". (PPG ID 2a-002)

"Plan makers should not apply constraints to the overall assessment of need, such as limitation imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints." (PPG ID 2a-004)

"Local planning authorities should assess their development needs working with the other local authorities in the relevant housing market area or functional economic market area in line with the duty to cooperate. This is because such needs are rarely constrained precisely by local authority administrative boundaries." (PPG ID 2a-007)

"Local authorities should develop an idea of future needs based on a range of data which is current and robust (PPG ID 2a-032)

Plan makers should consider:

- *Sectoral and employment forecasts and projections (labour demand)*
- *Demographically derived assessments of future employment needs (labour supply)*

- *Analyses based on past take-up of employment land and property and/or future property market requirements*
- *Consultation with relevant organisations, studies of business trends, and monitoring of business, economy and employment statistics”*

In setting the tone for the assessment it is also important to consider the National Planning Policy Framework (NPPF). This notes that the planning system, in fulfilling its economic role, needs to ensure *“that sufficient land of the right type is available in the right places and at the right time to support growth and innovation”* (paragraph 7). That *“every effort should be made to objectively identify and then meet the...business...needs of an area, and respond positively to wider opportunities for growth”* (paragraph 17). That *“Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.”* (National Planning Policy Framework, para. 37). Specifically in drawing up Local Plans the NPPF states that *“Local Plans should be aspirational but realistic”* (paragraph 154). These principles underpin the approach employed, ensuring a positive view of future growth potential, unencumbered by constraint but grounded in reality. The NPPF also sets out the Duty to Cooperate and the need for cross-boundary, collaborative working.

1.4 Method and Approach

The overarching method and approach was designed to meet the study brief and align to the requirements of PPG and NPPF. It should be noted that it was not requested that HJA undertake consultation with local property market or business stakeholders. It was determined that this would be undertaken at the district level.

A two phase approach was adopted. The overall analysis period is 2011-33 to align to the SHMA.

Phase 1 was focused on developing appropriate and robust future employment scenarios for the FEMA and constituent local authority areas. This included both desk-based analysis of relevant data and documents as well as consultation with economic development and planning stakeholders. A list of consultees is attached at Appendix 1 to this report. The outputs of this exercise are set out in chapters 2 and 3 of this report.

Phase 2 was focused on considering the employment land implications of the preferred employment scenario, with a specific focus on the B Use Class. The outputs of this exercise are set out in chapter 4 of this report. Employment land requirements are focused on the 2016-33 period to inform Local Plan preparation.

The details of the methodologies employed during each phase, including any assumptions made are set out throughout the report and in the attached appendices. The study has been undertaken in close conjunction with officers from the four councils, the county councils and selected other stakeholders. This has included a series of workshops where emerging findings were presented and discussed.

1.5 Functional Economic Market Area (FEMA)

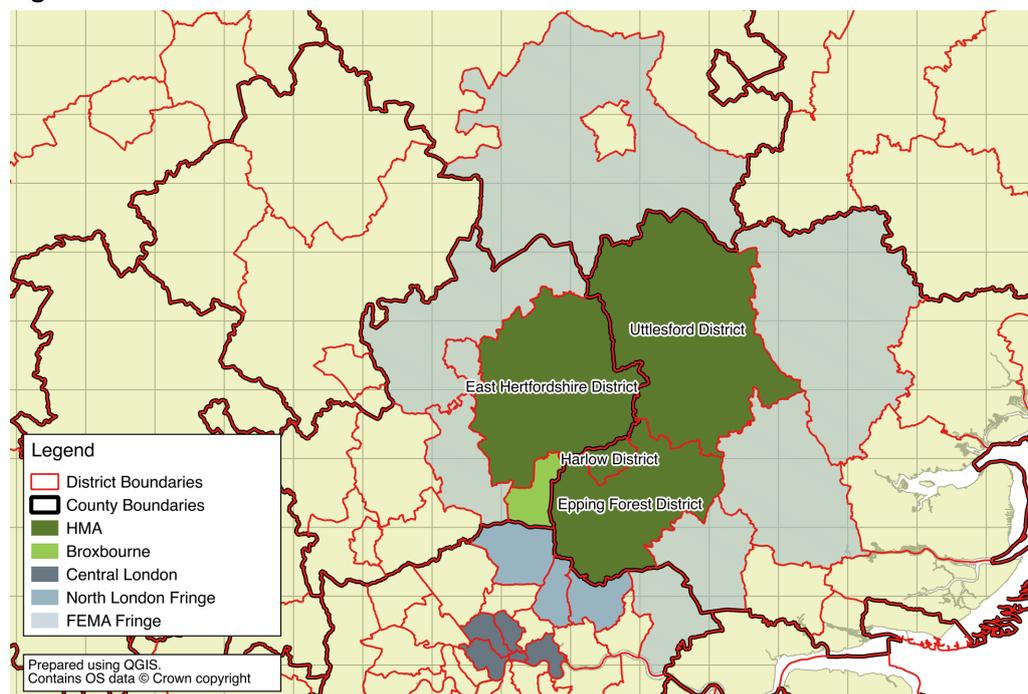
A FEMA is not constrained by administrative boundaries but reflects the way the economy works; the relationships between where people live and work, the scope of service market areas and catchments. Generally FEMAs do not have hard and fast boundaries. The boundaries are porous with many external linkages in terms of travel to work, and catchment areas for other services, as well as business interactions with customers and suppliers.

This 2017 research has not re-investigated the definition of the FEMA. This was previously considered as part of the HJA (2015) study. This found that the core of the FEMA coincided with the HMA i.e. comprising the four Local Authority areas of East Herts, Epping Forest District, Harlow and Uttlesford. The research found that Broxbourne District could also be considered part of the FEMA, but that the implications for the four core authority areas did not materially change whether or not the Broxbourne area was included. A fringe area comprising all of the immediately adjacent local authorities; and a link to central London was also identified.

A map of the FEMA can be seen in figure 1.1.

The core area covering the four councils has formed the basis for the analysis contained in this report, reflecting the close working of the four councils on cross boundary planning matters.

Figure 1.1: Functional Economic Market Area



2 'Baseline' Economic Forecast Scenarios

This chapter specifically addresses objectives 1 and 2: to provide a critical review of the latest EEFM 2016 edition; and to produce an up to date business as usual assessment of employment needs in the FEMA.

There is often discussion about whether forecasts should be termed 'policy on'⁴, 'policy off'⁵, 'baseline' or 'business as usual'. Each of these terms has helpful and unhelpful connotations. Nevertheless, there is a need to use some form of terminology within this report. We therefore clarify the following:

- The forecasts as initially provided by the forecasters are referred to in this report as *baseline* forecasts. This enables a contrast between the original forecast scenarios and any adjusted scenarios that might be considered.
- However, the forecasters' 'baselines' draw on historic economic performance of the area as one of the determining factors. They also draw on detailed analysis of national economic potential. The forecasts are not therefore developed assuming a policy vacuum or absence. Whilst they are not developed with explicit reference to future local policy, the historic period on which they draw also included efforts from national, regional and local economic development stakeholders to deliver a prosperous economy. A level of economic development action is therefore inherent within the forecasts. For this reason, the term 'business as usual' can appear more helpful. However, this implies no consideration is taken of wider economic factors, which will determine the economic prospects of the UK economy. This would be a misinterpretation.

2.1 East of England Forecasting Model

The East of England Forecasting Model (EEFM) provides consistent economic forecasts for the whole East of England region and selected other areas. The EEFM first released forecasts in 2007. Updated forecast releases have been issued at regular intervals since that date. It was initially developed by Oxford Economics. Oxford Economics prepared all forecast releases up to and including the 2014 edition. However, there has subsequently been a change with Cambridge Econometrics preparing the 2016 release. The EEFM is managed by Cambridgeshire Insight.

The HJA 2015 research for the West Essex East Herts FEMA utilised the EEFM 2014 release. The 2016 release is now available, but as noted above has been prepared by a different economic forecaster. The update from 2014 to 2016 editions therefore has a number of factors that can influence the changes. Firstly, new economic data that has been released since the 2014 edition was prepared will be factored in to both the historic period, and influence future projections. Secondly, the change of forecaster will impact. Forecasters rely on their own econometric models which interpret official data in slightly different ways. The change to a new model will likely lead to different forecasts (all other things being equal). In addition the forecasters will be making an assessment of future growth prospects. A different team of forecasters will likely have differing views.

⁴ i.e. taking account of the impacts of a particular policy position

⁵ i.e. assuming no policy impact

2.1.1 Brexit

In June 2016 the UK voted to leave the European Union. The potential consequences of this decision upon the UK economy have been much debated, both in the run up to the referendum and since the result was announced. There remains considerable uncertainty as to the exact terms of the UK exit and the implications for UK economic performance.

The EEFM 2016 release was prepared in advance of the referendum result and therefore does not take account of any economic effects of Brexit. A revised forecast release is being prepared but is not yet available. Cambridge Econometrics issued its initial views on the potential economic impacts of Brexit in August 2016 stating that in the short term the uncertainty is likely to dampen growth, with long term prospects heavily dependent on the final agreed terms of departure.

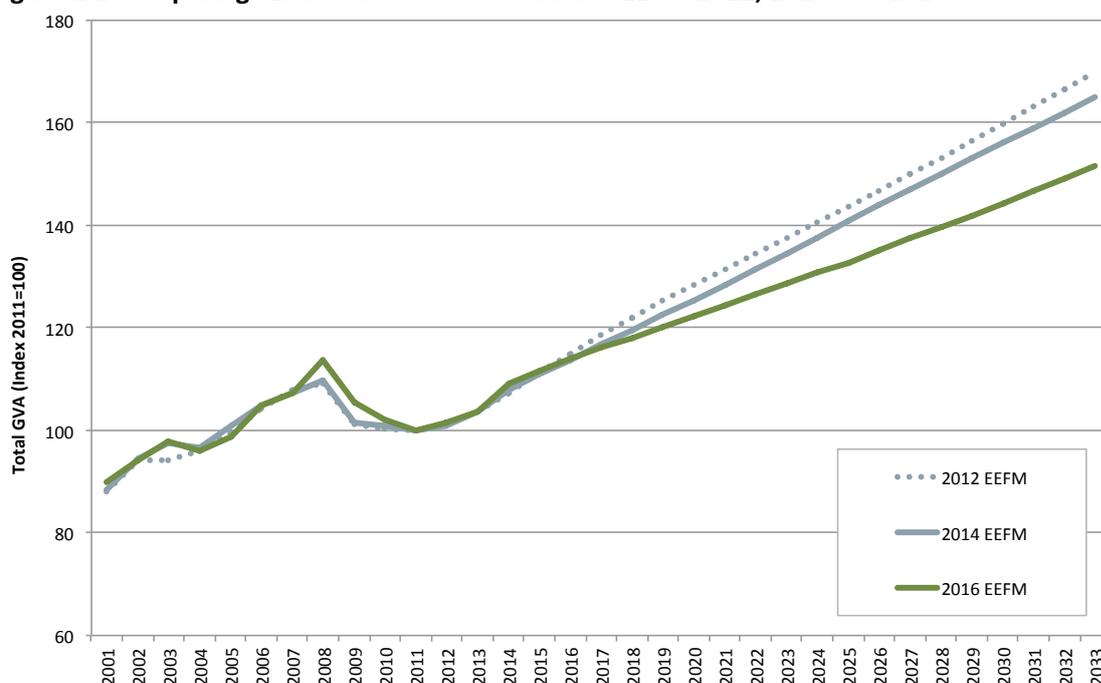
2.2 Review of 2016 EEFM

As noted above, there are a number of reasons why the 2016 EEFM release is likely to differ from the 2014 edition. A number of the changes between the two datasets were substantial and as a result HJA was asked to review the 2016 EEFM release.

2.2.1 Scale

Figure 2.1 shows total Gross Value Added (GVA) for the FEMA from the 2012 (dotted grey), 2014 (solid grey) and 2016 (solid green) EEFM releases. GVA is a measure of the output of the economy. The data is indexed to a 2011 base year. This shows a substantial downgrading of forecast GVA growth across the FEMA in the 2016 release over the period 2011-33. At 2033 total GVA is 13% lower in the 2016 release than forecast in the 2014 edition. This results from a downgrading of annual GVA growth from 2.3% per annum in the 2014 edition to 1.9% per annum in the 2016 edition.

Figure 2.1 Comparing FEMA level Total GVA data in EEFM 2012, 2014 and 2016 editions



Source: HJA based on EEFM

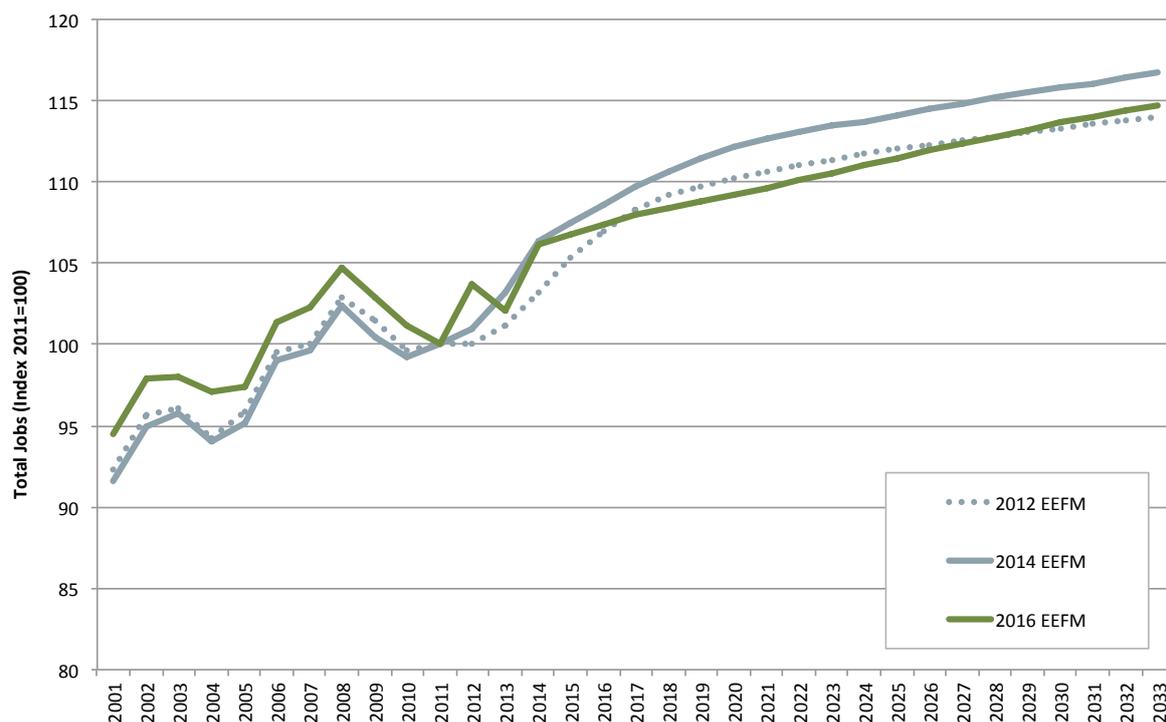
Figure 2.2 shows a similar graph but for total employment, again indexed to 2011⁶. This again shows a downgrading in growth expectation, but to a far lesser extent (2%). Average annual employment growth is forecast at 0.6% per annum in the 2016 release compared to 0.7% per annum in the 2014 release over the 2011-33 analysis period.

In combination this implies a substantial downward revision in productivity growth in the 2016 release.

The downward revision to employment growth reflects changes to forecaster expectations of labour demand. In absolute terms the 2016 release forecasts 30,000 additional jobs across the FEMA over the 2011-33 period. This compares to 35,000 additional jobs in the 2014 release. A reduction of around 5,000 jobs. Of note, this 14% downward revision in employment compares to a 5% downward revision across the East of England as a whole and a 4% upward revision at UK level⁷.

The HJA 2015 research set out a preferred scenario with employment growth in excess of the EEFM 2014 position (41,600 jobs), as a result of planned employment growth at Stansted. Further consideration of known local investments and the alignment of labour demand and supply are considered at chapter three of this report.

Figure 2.2 Comparing FEMA level Total Employment data from EEFM 2012, 2014 and 2016 editions



Source: HJA based on EEFM

⁶ Indexed data is used as the absolute levels of employment in the two EEFM models differ for the historic periods. This demonstrates the scope for difference in interpreting the various official employment data sets. Indexing the forecasts allows for more direct comparison of change over the analysis period.

⁷ It is difficult to concisely identify why the EEFM 2016 suggests such a significant downgrading of growth for the FEMA relative to other areas. Figure 2.8 shows the sectoral differences between the 2014 and 2016 editions. This shows it is not a simple issue of one sector being modelled differently, or being subject to changed expectations. There are major differences in sectoral expectations across the piece and these sum to a much larger weakening of growth expectation across the FEMA than other areas.

Figure 2.2 also illustrates how in reality the change in employment is more volatile year on year than is forecast. The forecasts draw upon anticipated average change. In reality the future will include year on year fluctuations. For planning purposes the important issue is the change between two points.

2.2.2 Spatial Distribution of Growth

Figure 2.3 illustrates the distribution of employment growth across the FEMA over the period 2011-33 in the 2014 and 2016 EEFM editions. This shows a very significant redistribution of employment growth towards East Herts and away from the other three districts. This in part results from the updated employment data made available between the 2014 and 2016 releases⁸. As a result of this stronger jobs growth in East Herts this is projected to continue into the future. This major shift in forecast expectation requires some further investigation, particularly as this is so different to the previous edition which has influenced current policy development.

Figure 2.4 shows a time series of employment shares for each of the four districts taken from the two EEFM editions. East Herts accounts for the greatest share of FEMA employment. From 2001-2010 East Herts accounted for a reducing share in FEMA employment. This trend then reversed and started to rise. The different forecast expectations are clear on the chart, with the 2016 edition anticipating a continued upward trend with East Herts accounting for an ever increasing proportion of FEMA employment, rising above 35% by the mid 2020s. The 2014 edition projected a much flatter trend at around 31%.

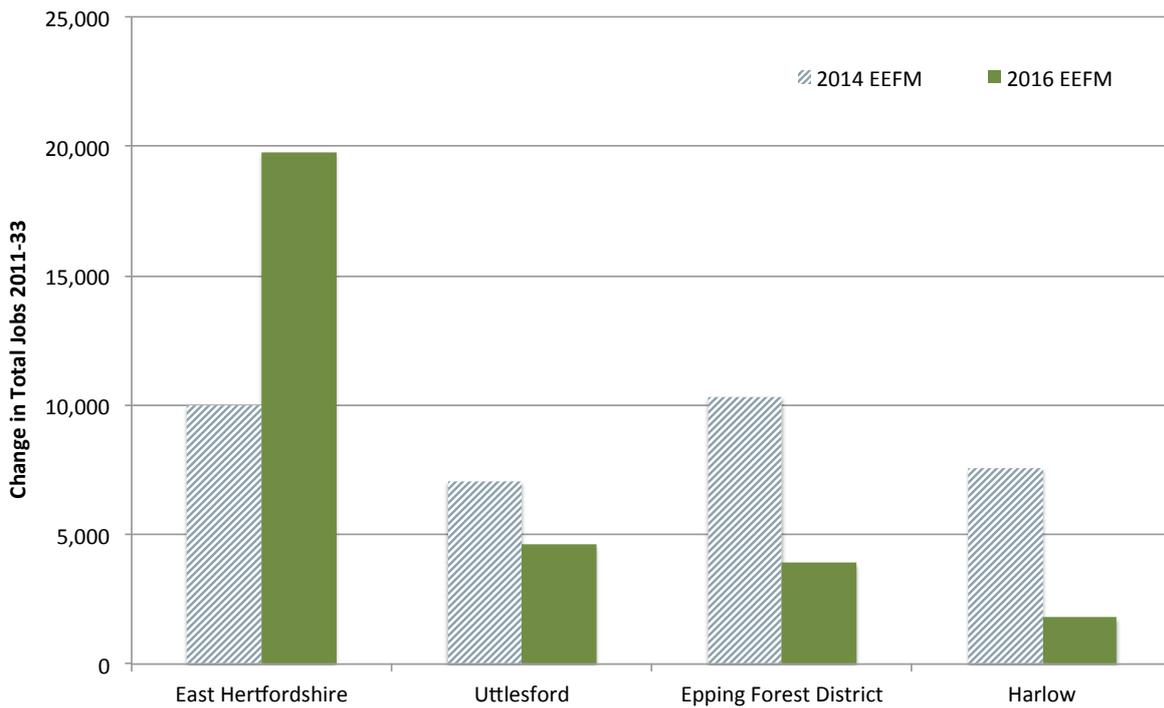
For Epping Forest District the scale of change is less pronounced, with a change from a modestly increasing share to a modestly decreasing share of FEMA employment. For Uttlesford there is a very minor downward revision. For Harlow there is a more substantial downward revision.

Overall the change from the EEFM 2014 to 2016 is a 98% increase in the forecast level of jobs growth in East Herts, a 35% decrease in Uttlesford, 62% decrease in Epping Forest District and a 76% decrease in Harlow.

The data presented in figures 2.3 and 2.4 is all taken from the EEFM. When preparing the EEFM the forecasters draw upon data from the Office for National Statistics (ONS). However, there are various employment data sets produced by the ONS. As a result the forecasters model this data and can arrive at slightly different interpretations of the same data.

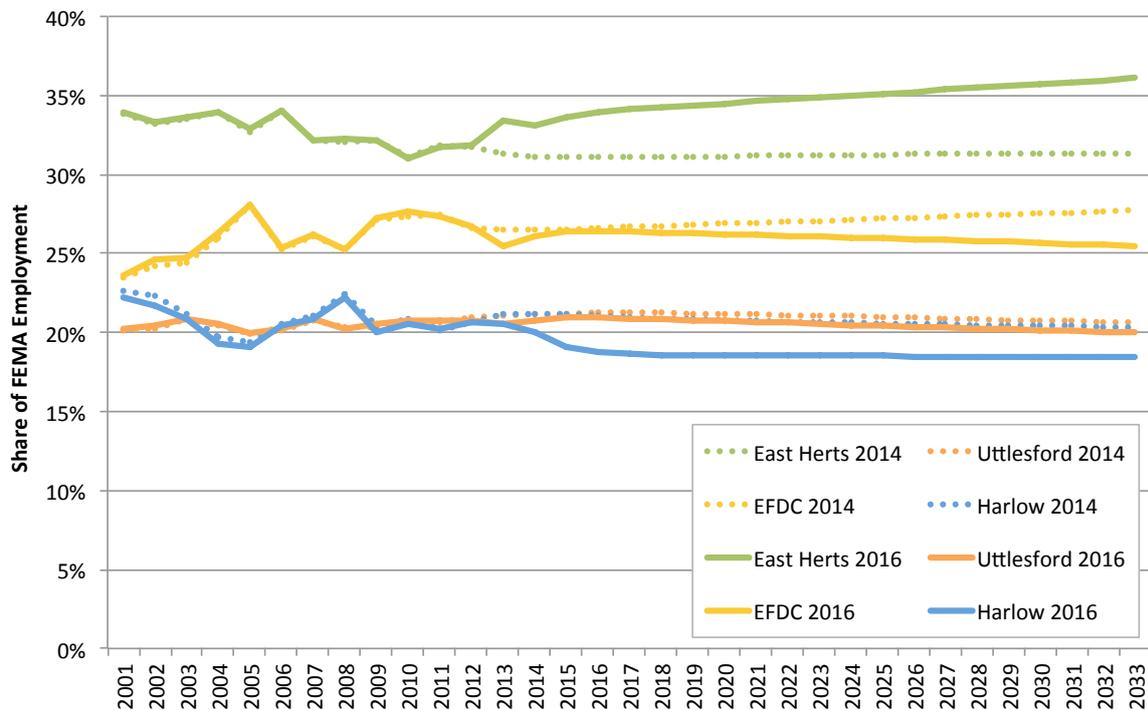
⁸ The Business Register and Employment Survey (ONS) data for 2013 and 2014 was likely available to the forecasters preparing the 2016 edition of the EEFM. This showed faster growth in employment in East Herts than in other parts of the FEMA particularly within year 2012-13. This may have influenced forecasting models. However, data for 2015 released since the 2016 EEFM was published suggests this trend has been reversed and is potentially a statistical anomaly. See figure 2.7 for more detail.

Figure 2.3 Comparing the Spatial Distribution of Forecast Total Employment Growth 2011-33



Source: HJA based on EEFM

Figure 2.4 Comparing Forecast Employment Distribution by District 2011-33

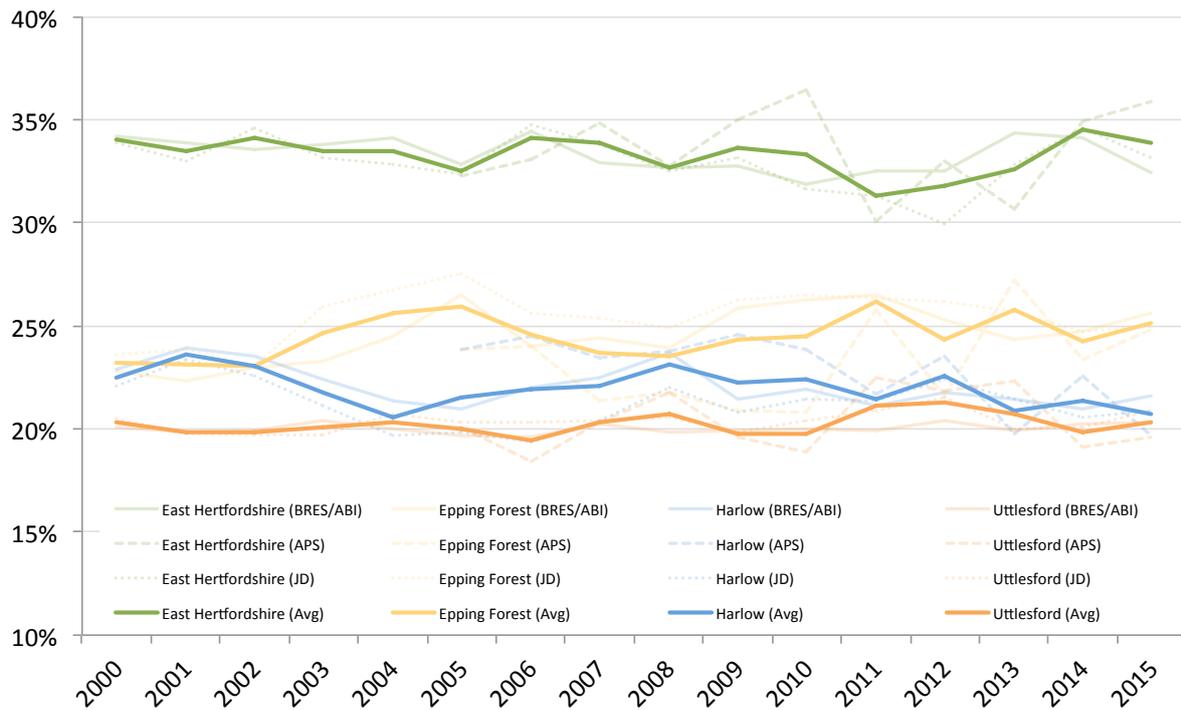


Source: HJA based on EEFM

Figure 2.5 has been developed using the different employment data sources produced by the ONS. The Business Register and Employment Survey (BRES) and its predecessor the Annual Business Inquiry (ABI); the Annual Population Survey (APS) which includes a workplace based jobs measure; and the Jobs Density series which is the most comprehensive measure of all jobs in an area. Each data set has strengths and weaknesses and captures something slightly different. For this purpose we are only considering the distribution of employment across the FEMA. HJA has constructed an average share based on the three datasets. This is similar, but not identical to the historic period analysis within the EEFM.

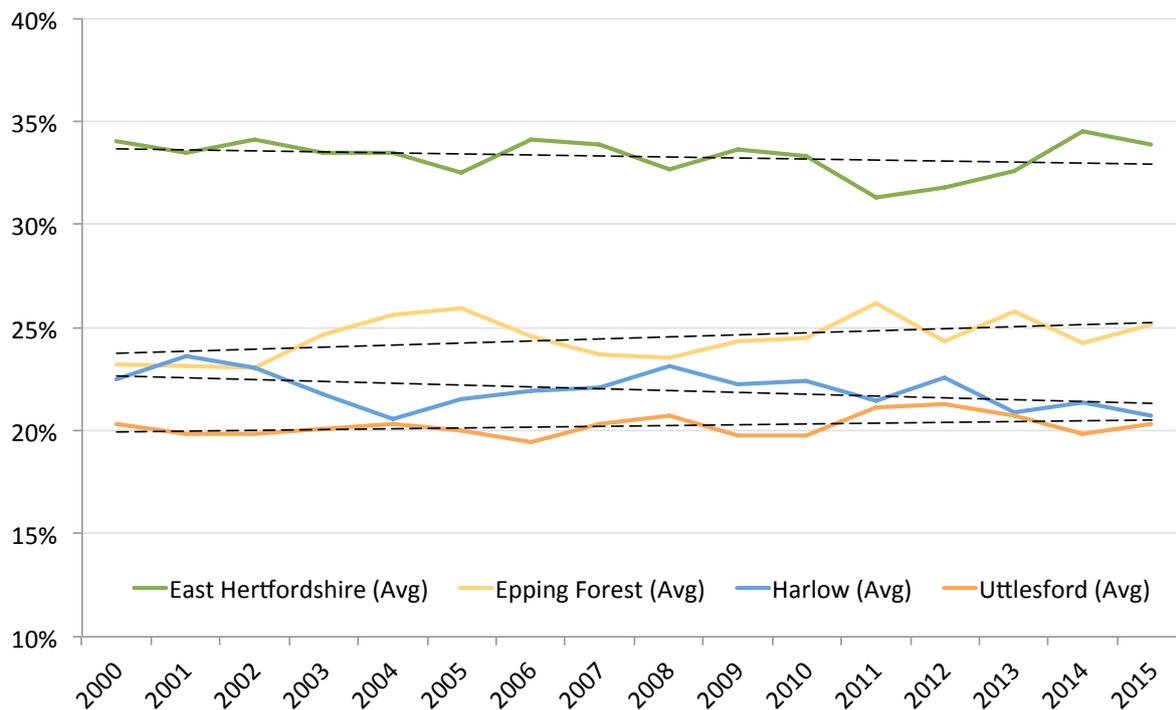
Figure 2.6 takes the average positions identified in figure 2.5 and plots trend lines for the period 2001-15. This actually suggests a declining trend in the share of employment accounted for by East Herts. Whilst there has been growth in the period 2011-14 this could be seen as largely counteracting losses in the preceding period. The most recent data for 2014-15 has not continued that upward swing. On this basis the long-term trend does not support an ever-increasing share of employment at East Herts.

Figure 2.5 Comparing Historic Employment Shares using ONS Data



Source: HJA based on ONS

Figure 2.6 Comparing Historic Employment Shares using ONS Data with Trendline



Source: HJA based on ONS

Figure 2.7 illustrates the implications of the most recent 2015 BRES data release. The top half of the table sets out total employment data for each district. The bottom half of the table shows this data indexed to 2012 (2012=100). This provides some insight into the data available to the forecasters when preparing the 2016 EEFM. The 2013 and 2014 BRES data would have been available to the forecasters. The 2015 BRES data was released after the EEFM 2016 publication date. When considering the performance of East Herts at 2013 and 2014 it is clear that the BRES data showed very strong employment performance in comparison to the other areas in the FEMA. However, the 2015 data shows a major change in the situation, with the scale of employment growth from 2012 - 2015 much more consistent across each of the districts. This suggests the major adjustment in the EEFM 2016 edition towards employment growth at East Herts into the long term is unsound and should be corrected.

Through discussion at officer workshops there was clear concern regarding the 2016 EEFM approach to employment distribution. On-the-ground understanding of changes in local economies and what was anticipated in the future did not align to the EEFM forecasts. Whilst East Herts has performed well in recent years there was no strong basis to anticipate such a disproportionate growth in its employment base relative to the other districts within the FEMA. In policy terms there is a clear commitment to deliver new employment growth at Harlow, with confirmed Enterprise Zone status. It was therefore agreed to adopt the apportionment within the 2014 EEFM model rather than the 2016 model as the baseline position.

Figure 2.7 Business Register & Employment Survey 2011-2015

	East Herts	Epping Forest District	Harlow	Uttlesford
Employment				
2011	58,500	47,600	38,000	35,800
2012	58,400	45,500	39,100	36,700
2013	61,700	43,800	38,500	35,500
2014	63,600	46,000	39,100	37,700
2015	62,600	49,400	41,700	39,300
Index 2012=100				
2012	100	100	100	100
2013	105.7	96.3	98.4	96.8
2014	108.9	101.3	99.9	102.9
2015	107.2	108.7	106.6	107.0

Source: ONS BRES

2.2.3 Sectors

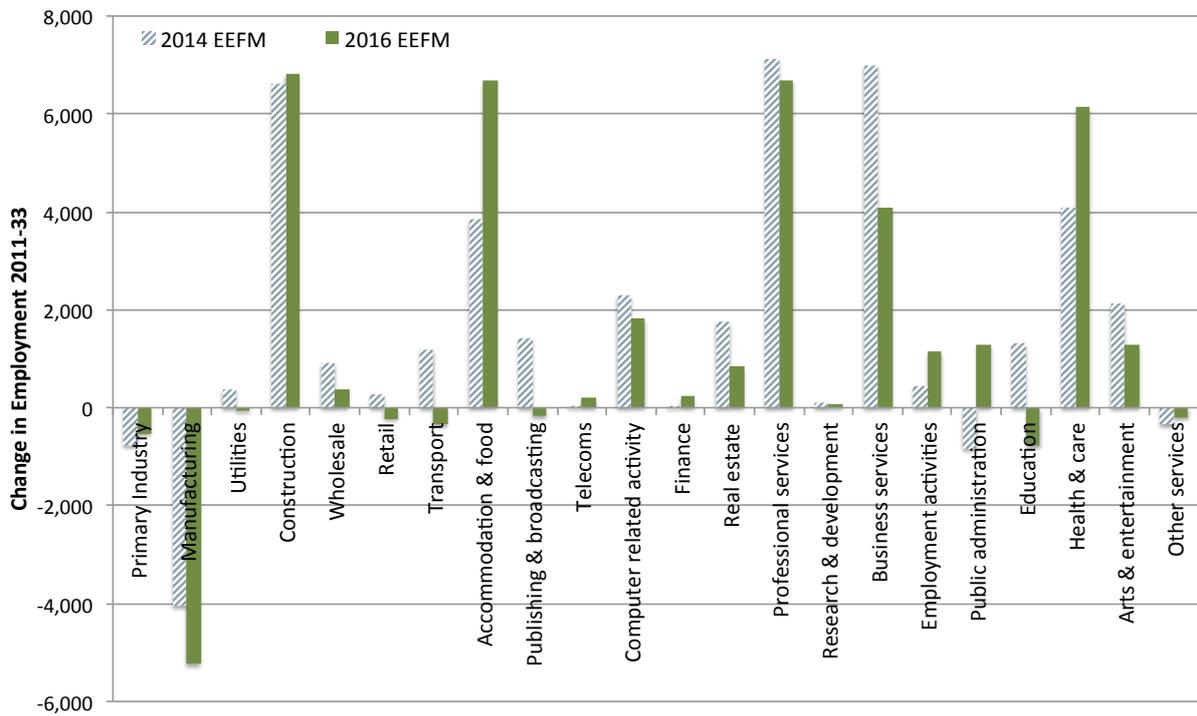
Figure 2.8 shows the forecast change in employment by sector across the 2014 and 2016 EEFM releases. This shows quite substantial variation on a sector-by-sector basis. Some of the largest variations include Accommodation & Food, Business Services, Public Administration, Education and Health & Care. All have been subject to swings in excess of 2,000 jobs over the period 2011-33. Whilst some of the changes will result from new data, it is likely that a substantial proportion relates to forecaster expectations of change by sector.

A workshop with the officer group was used to discuss the sector-by-sector issues combining local knowledge, ONS data and the two EEFM releases. It was agreed that HJA should develop a 'moderated baseline' to take into account local data and insight given the concerns with some of the EEFM 2016.

2.2.4 Timing

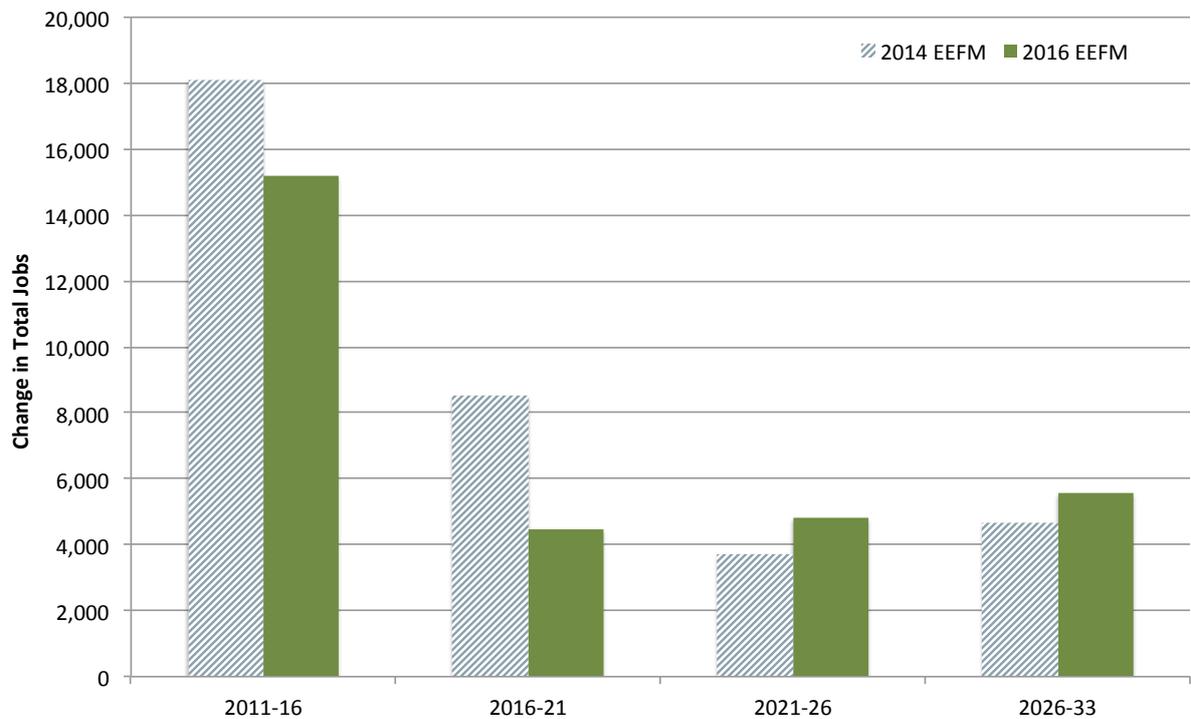
Figure 2.9 shows the distribution of forecast employment growth over the 2011-33 period. This shows lower anticipated growth in employment within the EEFM 2016 in the first 10 years of the period but increases in the final 12 years. The 2016 edition clearly benefits from additional ONS data for the 2011-16 period which will influence expectations for this period. The 2011-16 period is also reflective of the recovery from the economic downturn from 2008-11.

Figure 2.8 Comparing FEMA Level Forecast Sectoral Employment Change in the 2014 and 2016 EEFM



Source: HJA based on EEFM

Figure 2.9 Comparing the Timing of Total Forecast Employment at FEMA Level in the EEFM 2014 and 2016



Source: HJA based on EEFM

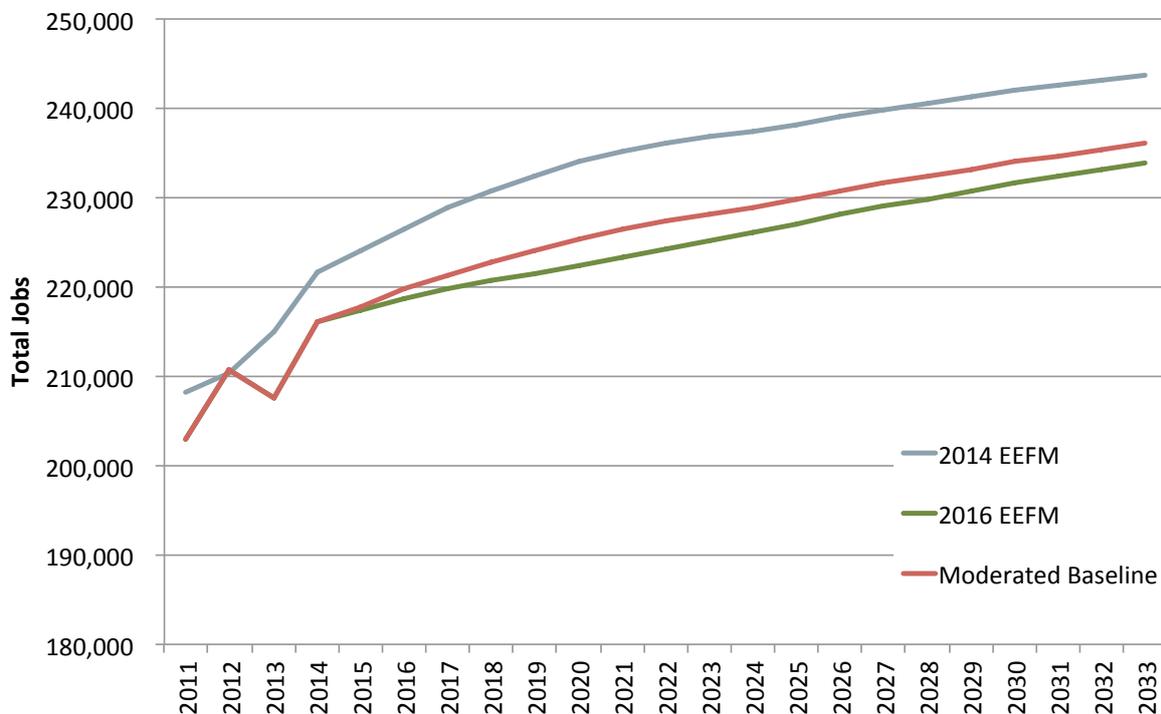
2.3 Moderated Baseline

Following the review of the 2016 EEFM it was determined that a moderated baseline was required. The greatest concerns related to the spatial distribution of employment growth. There was also some concern around the overall scale of forecast employment growth and the sectoral distribution of employment growth. The moderated baseline sought to take some account of these concerns by:

- Acknowledging the availability of additional historic data in the EEFM 2016. As a result the historic period up to 2014 was drawn from the EEFM 2016.
- Using the average sectoral growth rates of the 2014 and 2016 EEFM releases for each sector over the period 2014-33 with the exception of Education⁹ for which the 2014 EEFM figure was adopted. This generated a FEMA wide sector-by-sector employment forecast.
- Revising the spatial distribution of employment growth on the basis of the 2014 EEFM on a sector-by-sector basis. That is, the FEMA wide sector-by-sector forecast was distributed across the four districts using the 2014 EEFM as a basis. Therefore, if East Herts accounted for 40% of employment in the Utilities sector in 2020 within the 2014 EEFM, this proportion was applied to the FEMA level total for employment in that sector.

Figure 2.10 illustrates the moderated baseline, which sits between the 2014 and 2016 EEFM forecasts. Figure 2.11 shows the spatial distribution of employment change over the analysis period by district. The total level of forecast employment growth is 33,100 jobs over the period 2011-33. Figure 2.12 provides a summary of forecast employment (jobs) change by district.

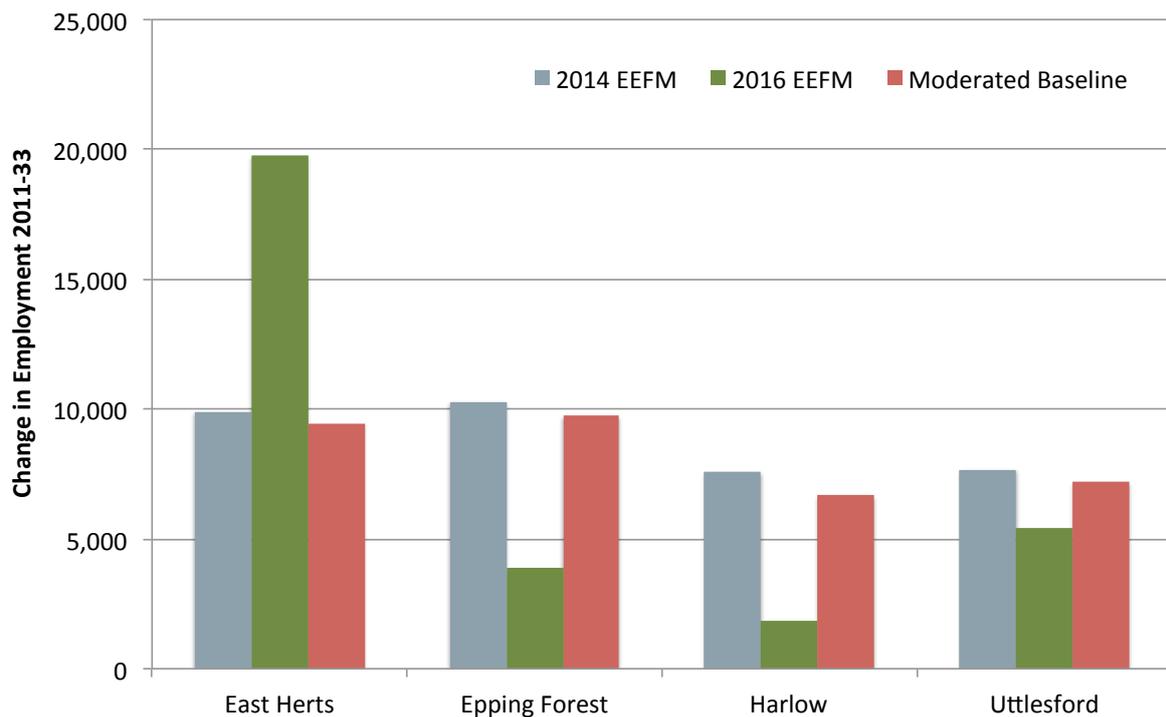
Figure 2.10 Moderated Baseline Total FEMA Jobs 2011-33



Source: HJA based on EEFM

⁹ The 2014 EEFM Education sector employment growth trajectory was adopted because of the anticipated growth of the local population. Given the scale of anticipated housing and population growth a negative change in education employment was not deemed realistic.

Figure 2.11 Spatial Distribution of Moderated Baseline, Total Jobs 2011-33



Source: HJA based on EEFM

Figure 2.12 Moderated Baseline – Employment (Jobs) Change by District

	East Herts	Epping Forest District	Harlow	Uttlesford	FEMA
2011-16	3,700	3,000	5,000	5,000	16,800
2016-21	2,300	2,500	700	1,300	6,700
2021-26	1,600	1,900	400	400	4,300
2026-33	1,800	2,400	600	500	5,300
2011-33	9,400	9,800	6,700	7,200	33,100

3 Alternative Economic Growth Scenarios

The preceding chapter considered an appropriate baseline employment forecast for the FEMA based on the EEFM. This chapter considers whether alternative scenarios should be considered and if so, what these should constitute. This specifically addresses objective 3.

The analysis set out within this chapter was based on desk based technical work including policy and documentary review as well as a series of stakeholder consultations. A list of consultees is set out at Appendix 1 to this report.

3.1 Policy

As noted in the introduction to the previous chapter of this report, baseline forecasts do not assume a policy vacuum. It is inherently assumed that a level of local and national economic development effort will be employed¹⁰. The focus of the policy review and stakeholder consultation was to identify specific opportunities or policy emphases that are anticipated to deliver exceptional growth above baseline forecast, particularly where known investments can be identified and are locally focused.

A number of opportunities emerged from the review:

- The desire to balance jobs and homes given the planned level of housing growth to ensure the FEMA does not become increasingly viewed as a dormitory location;
- The potential of the London Stansted Cambridge Corridor with a focus on a number of sectors including life sciences and medical which is consistently noted across local and sub-regional policy documents;
- The focus on Harlow as a location to host this growth including the relocation of Public Health England to Harlow and the presence of an Enterprise Zone in the town;
- Growth potential at Stansted Airport;
- The potential opportunities surrounding the relocation of Princess Alexandra Hospital;
- M11 improvements including a new Junction 7a; and
- General positivity around economic potential arising from potential London overspill.

There were also a number of potential challenges noted:

- Delivering the sites and premises to facilitate growth with viability challenges, loss of employment space through permitted development and the desire for residential land values among land owners;
- Congestion, including major issues at M11 Junction 7;
- The need for start up and grow on space for SMEs;
- The implications of Crossrail 2 (deemed outside the time frame being considered for this study); and
- Issues relating to skills development and competing with nearby locations including London that can offer higher wages.

¹⁰ For example, the roll out of superfast broadband, investment in local transport infrastructure, investment in skills and employment infrastructure are generally taking place across the UK and would be considered inherent within the baseline forecast.

In line with NPPF/PPG such constraints should not be used to limit the assessment of need, but are relevant factors when considering policy responses. The core emerging opportunities are considered in more detail below.

3.2 Labour Supply

The most up to date assessment of local demographics is the July 2017 West Essex and East Hertfordshire Strategic Housing Market Assessment OAN Update prepared by ORS. HJA has discussed the balance of jobs and workers with ORS to ensure the evidence is consistent. ORS has confirmed that on the basis of the latest demographic assessment, the population growth will generate sufficient workers to meet the level of employment growth within the moderated baseline.

In fact, there is forecast to be a level of growth in labour supply well in excess of that to meet the moderated baseline jobs forecast. Over the period 2011-33 the resident economically active population is projected to increase by 57,200 persons. Various adjustments need to be made to understand the alignment of jobs and workers within the FEMA. These are set out in figure 3.1 below. This identifies a substantial requirement for additional jobs to meet the needs of local residents. When compared to the Moderated Baseline there is an excess of 14,300 residents within the FEMA that would expect to be working. In order to maintain balance in the labour market, and hold commuting rates constant at 2011 levels, an additional 20,000 jobs will need to be provided within the FEMA in addition to the Moderated Baseline. Without additional jobs either there will be an increase in unemployment beyond a normal frictional level, or the balance of net commuting will need to adjust, with a much more significant outflow of residents from the area.

Figure 3.1 Balancing Labour Supply and Demand in the FEMA 2011-33 (Moderated Baseline)

Labour Supply	
Additional economically active population (2011-33) [A]	57,200
Allowance for frictional unemployment (3.8% ¹¹) [B]	2,200
Additional resident workers (2011-33) [C = A - B]	55,000
Excess labour supply at 2011 ¹² [D]	6,300
Total additional resident workers requiring jobs [E = C + D]	61,300
Out commuting (38.2%) [F]	23,400
Total change in residents requiring jobs within the FEMA [G = E - F]	37,900
Labour Demand	
Total additional jobs (Moderated Baseline) [H]	33,100
Filled by in commuters (28.7%) [I]	9,500
Total available jobs for local residents [J = H - I]	23,600
Excess workers [K = G - J]	14,300
Additional job requirement [L = K / (1 - In-commuting rate)]	20,000

¹¹ The rate of frictional unemployment is set at 3.8%. This is based on analysis of ONS Annual Population Survey data for the FEMA for the period 2004-2016. Over this period unemployment (ILO measure) has averaged 4.8%. When considering only the years before the economic downturn (2004-2007) and since recovery has been well established (2015-2016) the average is 3.8%. This is set as an assumption for unemployment in times of strong labour market performance.

¹² Unemployment in the FEMA was high at 2011 as a result of the economic downturn. If unemployment stood at a frictional rate of 3.8% an additional 6,200 residents would have been in employment at 2011.

3.3 Public Health England

The relocation of Public Health England (PHE) to Harlow is confirmed. PHE will occupy the former GSK site in the town. As a minimum 2,750 jobs will be relocated to Harlow from Porton in Wiltshire and Colindale in the London Borough of Barnet. It has been announced that the facility will be fully operational from 2024 with some jobs relocating from the early 2020s. Jobs will be spread across public administration (SIC 84.1) and research and development (SIC 72) sectors¹³. A further 500 potential jobs have been indicated after 2024 within the same site.

Review of the moderated baseline confirms that growth of this scale at Harlow in these sectors is not forecast. This is an exceptional inward investment. On this basis it is appropriate to make a specific adjustment to the moderated baseline for the PHE relocation. Based on available information this has been set at 3,250 jobs over the period 2021-27.

3.4 Stansted Airport

There are well defined growth plans for Stansted Airport¹⁴. These have been subject to detailed econometric research¹⁵ which formed the basis for the Stansted scenario within the HJA 2015 report. Planning permission has been awarded for expansion at Stansted to accommodate up to 35 million passengers per annum (mppa). Current passenger numbers are understood to be above the anticipated growth profile. The Sustainable Development Plan sets out an increase in passenger numbers to 35 mppa by 2025 and 45 mppa by 2030. The related increase in jobs is estimated to be around 10,000 jobs at the airport by 2030. Research by Oxford Economics identified a series of likely displacement effects in the wider FEMA, resulting in a net increase of some 8,750 jobs at FEMA level.

HJA analysis of the moderated EEFM baseline indicates some 2,000 additional jobs at Stansted are already included. The overall FEMA level uplift over the moderated baseline is therefore 6,750. This is again exceptional and outside the pattern of normal econometric forecasting. The increase will be spread over an extended period to 2030.

3.5 Harlow Enterprise Zone

There are long-standing policy aspirations to deliver substantial employment growth at Harlow and for the town to become a primary location for jobs growth within the FEMA. This is now starting to come to fruition with the designation and delivery of an Enterprise Zone (EZ) in the town and the confirmed relocation of PHE. The Harlow Enterprise Zone comprises three sites:

- Harlow Science Park – offering 14 hectares of greenfield land with planning consent for 50,000 sq m of Science Park uses;
- KAO Park – to include a 32,000 sq m data centre complex and 20,000 sq m Grade A office business park; and
- Templefields – comprising the upgrading of an existing 80,000 sq m industrial estate

¹³ Based on analysis of both press reports and ONS employment data for existing locations of PHE sites.

¹⁴ London Stansted Airport (2015) Economy and Surface Access: Sustainable Development Plan

¹⁵ Oxford Economics (2013) Economic Impact of Stansted Scenarios

These opportunity sites tie in with the Harlow Economic Development Strategy 2017 with a focus on ICT, Advanced Manufacturing and the Life Sciences. This aligns with ambitions of the London Stansted Cambridge Corridor (LSCC). In addition, committed funding to deliver a new Junction 7a on the M11 and related highways improvements will substantially improve access to Harlow and the Enterprise Zone for business purposes.

It was agreed an uplift of 2,500 jobs at Harlow should be made to capture the opportunities at Harlow and the Enterprise Zone. These are spread across the 2019-2033 period.

3.6 Princess Alexandra Hospital

There is work on-going to consider the options around the Princess Alexandra Hospital. This could include moving the hospital to one of two candidate sites within the FEMA from its current location in Harlow. At present there is no preferred option. There is also no detail on potential staffing numbers as much of the current analysis relates to potential future care models.

The hospital itself does not fall within the B Use Class and is not directly related to the ultimate objective of this study, in terms of employment land within the B Use Classes. However, options for employment land in the form of some sort of business park adjacent to, or as part of the new hospital campus site have been mooted. This could have a research and innovation focus. However, there is no preferred option or clear and concrete proposal at the time of research. It was noted to HJA that it is currently at the *“very early stages of scoping”*.

On the basis of the currently available evidence no specific adjustment related to the potential options for the Princess Alexandra Hospital have been made. However, it is a clear opportunity which may deliver additional jobs in the future.

3.7 Additional Service Sector Employment Due to Higher Population Growth

The population projections associated with the full objectively assessed need within the 2017 SHMA OAN Update report are more than 30% higher than the population projections inherent within the EEFM for the FEMA. As a result there will be additional demands on a range of services in the area, this will include education, health, retail and leisure. It is therefore reasonable to assume higher levels of employment in these sectors than is included within the moderated baseline.

HJA has considered the relationship between total population and employment in the retail, food services, health, arts and entertainment, and other services sectors in the EEFM and moderated baseline. Adjustment has been made to remove the potential influence of Stansted Airport in the retail and food services sectors. The identified ratios have then been applied to the SHMA population projections arising from the full OAN. The results have been compared with the employment levels in the moderated baseline to identify potential uplifts.

For the education sector a different approach has been used. The population of school age within the OAN population projections is extracted, this is then used to assess potential educational employment based on typical pupil to adult ratios in state schools in England¹⁶. The results

¹⁶ School Census and School Workforce Census. Table 17a

(accepting they do not encompass the full range of educational employment) are then compared with the moderated baseline to determine any potential uplift.

The results of this process indicate a potential uplift of 5,400 jobs over and above the moderated baseline linked to the much higher population projection. For modelling purposes this uplift is distributed across the districts within the FEMA based on the distribution of employment in the relevant sectors within the EEFM 2014 edition. This is consistent with the distribution of employment in the moderated baseline.

3.8 Considered Scenarios

On the basis of the evidence there are four clear drivers that underpin the consideration of higher growth scenarios: the relocation of Public Health England to Harlow, the growth plans of Stansted Airport, the Enterprise Zone and associated economic development focus at Harlow, and the greater projected population growth than inherent within the moderated baseline. Considering these higher growth options is entirely justified based on the labour market capacity identified at section 3.2.

In assessing the potential implications of each of the four uplift factors the scale, timing and geographic spread of impact was based on the available evidence. The EEFM was analysed to identify existing job growth in the relevant sectors to make adjustment where it was suspected duplication may be present. For example, this was identified in the case of Stansted Airport, where employment growth associated with the existing facility was evident.

Figure 3.2 illustrates the spatial distribution and scale of adjustments made to the moderated baseline.

- An uplift for PHE is included at Harlow, no adjustment is made for the other districts.
- An uplift for Stansted is made at Uttlesford. A minor negative adjustment is made for the other districts in line with the available modelling evidence.
- An uplift for Harlow is included at Harlow on the basis of the EZ and associated growth plans including new motorway junction.
- An uplift for each district is made to reflect the greater population growth anticipated within the SHMA OAN Update.

Each of these elements is shown separately so the effects could be considered in isolation or together.

Figure 3.2 Higher Growth Scenarios



Source: HJA

In aggregate the uplifts add a further 17,900 jobs to the moderated baseline position, creating combined growth 2011-33 of 51,000 jobs. Preferred Scenario

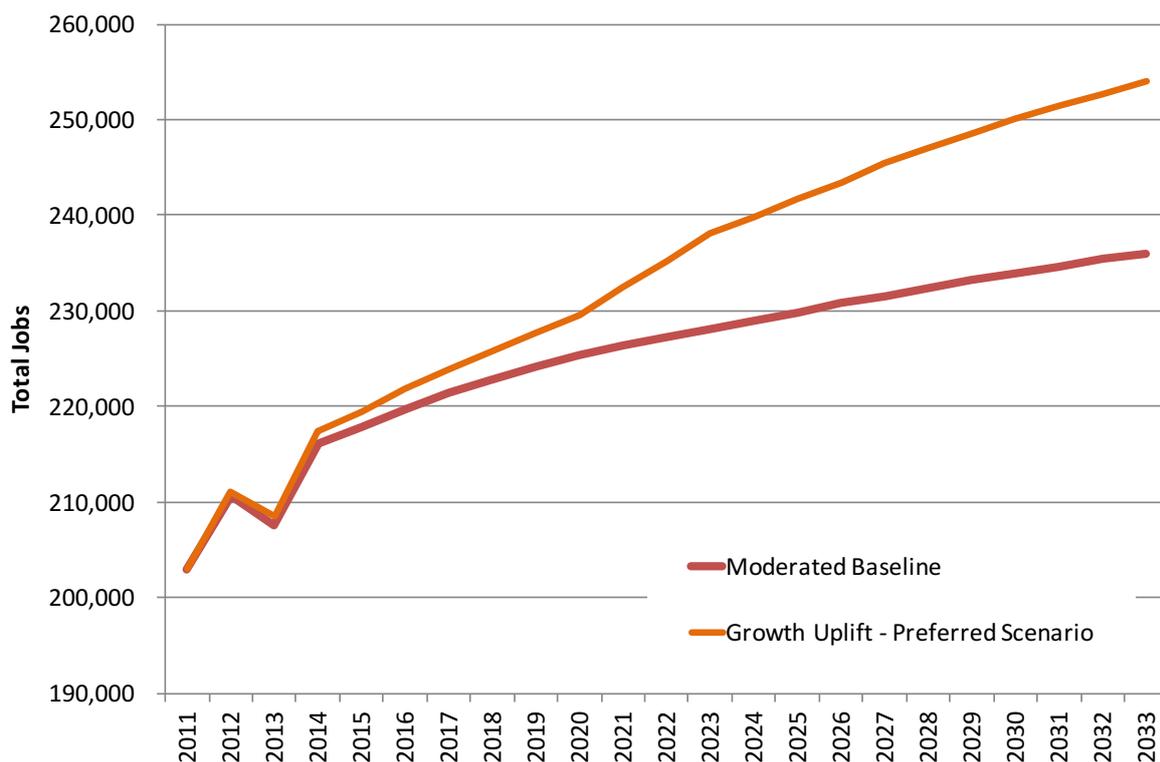
The scenario options were discussed with the four constituent districts. It was agreed that the preferred scenario would include all four uplifts given that they had a reasoned evidential basis.

It is acknowledged that with these combined uplifts the level of job creation in the FEMA is significantly higher than the moderated baseline position. However, even with these uplifts the combined jobs total remains 2,100 jobs below the minimum level required to bring labour supply and demand perfectly into balance whilst retaining 2011 commuting rates.

There is no clear basis to create additional uplifts to the employment scenarios in order to bring the number of local jobs into exact balance with resident workers. However, the scale of additional provision required is not considered significant given the long-term nature of Local Plans and the uncertainty associated with forecasting of this nature. Without providing adequate jobs other variables will have to adjust in the labour market, this could be commuting patterns, unemployment or economic migration.

Figure 3.3 illustrates the preferred growth uplift scenario (orange line) relative to the moderated baseline (red line). Whilst there is a clear basis for the Growth Uplift, the economic development challenge should be recognised, given the scale of employment growth required above baseline

Figure 3.3 Preferred Scenario



Source: HJA

As can be seen in figure 3.3, there is substantial employment growth in the early years of the analysis period 2011-14. This includes a period of recovery from the 2008 financial crisis and ensuing recession. It was agreed that to reflect the real world situation more accurately the analysis period for employment land calculations should be divided into two: the period 2011-16, reflecting the period that has already occurred; and 2016-33 reflecting the forecast period.

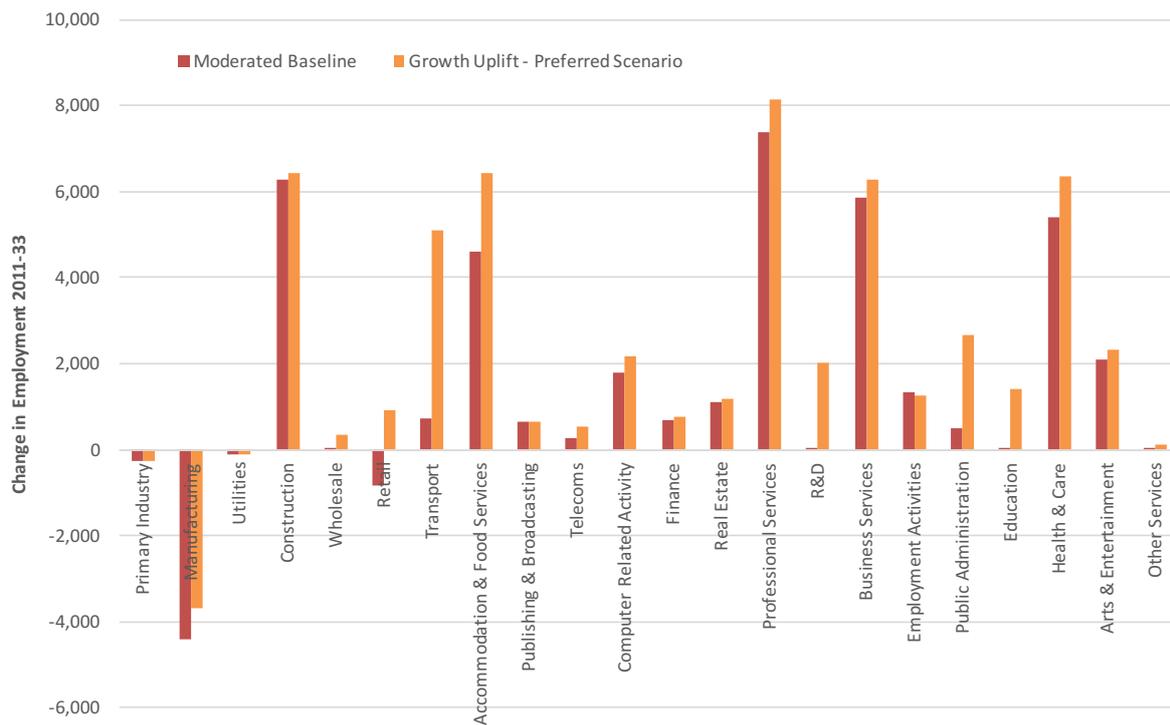
3.8.1 Employment Change by Sector

Figure 3.4 shows the spread of net employment change across the 2011-33 period by sector for both the moderated baseline and the growth uplift (preferred) scenario. The greatest uplift is in the transport sector given the range of transport related activities which are affected through the Stansted uplift. However, there are positive changes across many sectors as a result of the growth uplifts.

3.8.2 Employment Change by District

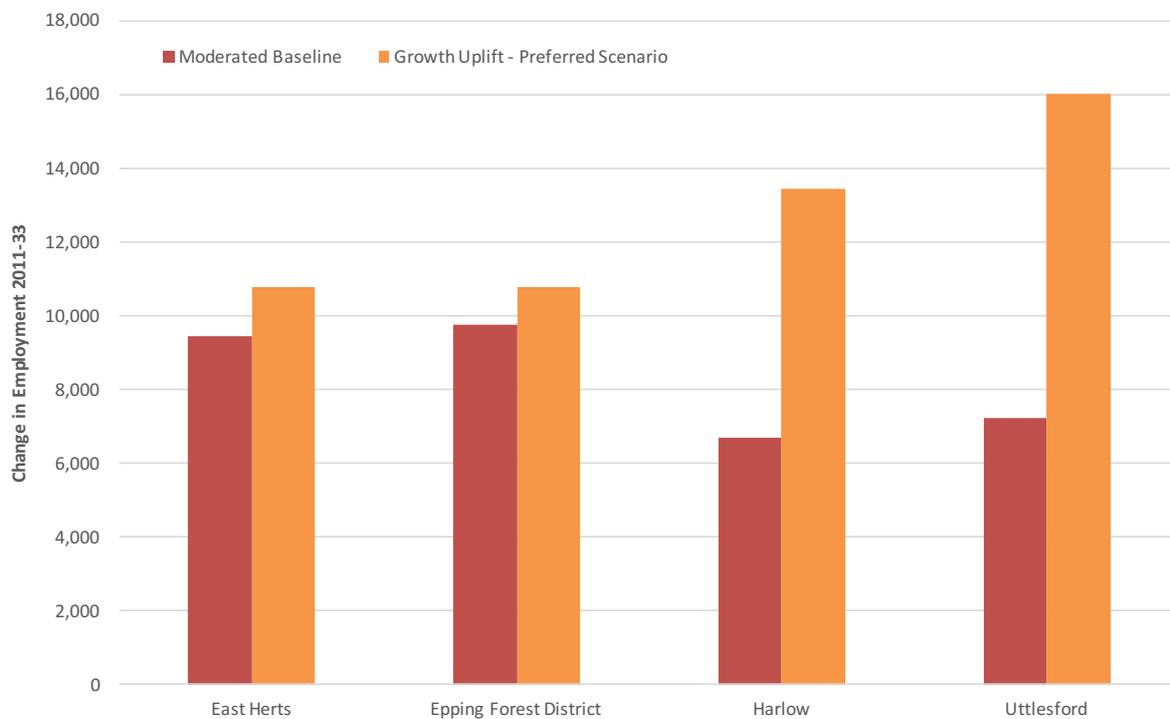
Figure 3.5 sets out the spread of net employment change over the period 2011-33 across the four districts. This shows the greatest uplifts to Harlow and Uttlesford as discussed in earlier sections of this chapter. Figure 3.6 sets out the figures underpinning the chart in more detail.

Figure 3.4 Employment Change by Sector 2011-33



Source HJA

Figure 3.5 Employment Change by District 2011-33



Source: HJA

Figure 3.6 Preferred Scenario – Employment (Jobs) Change by District

	East Herts	Epping Forest District	Harlow	Uttlesford	FEMA
2011-16	3,600	2,900	4,900	7,400	18,900
2016-21	2,300	2,500	2,100	3,700	10,600
2021-26	2,200	2,300	3,500	3,000	10,900
2026-33	2,700	3,000	2,900	1,900	10,600
2011-33	10,800	10,800	13,400	16,000	51,000

Source: HJA (figures may not sum due to rounding).

Figure 3.7 below reprises the earlier table (figure 3.1) looking at the balance of labour supply and demand, but updates for the preferred scenario. This details the issue already outlined, that even with the identified growth uplifts there remains an imbalance. The number of workers potentially without jobs is assessed as 1,500, which is approximately 2.5% of the increase in resident workers (row E in the table).

Figure 3.7 Balancing Labour Supply and Demand in the FEMA 2011-33 (Preferred Scenario)

Labour Supply	
Additional economically active population (2011-33) [A]	57,200
Allowance for frictional unemployment (3.8%) [B]	2,200
Additional resident workers (2011-33) [C = A - B]	55,000
Excess labour supply at 2011 [D]	6,300
Total additional resident workers requiring jobs [E = C + D]	61,300
Out commuting (38.2%) [F]	23,400
Total change in residents requiring jobs within the FEMA [G = E - F]	37,900
Labour Demand	
Total additional jobs (Preferred Scenario) [H]	51,000
Filled by in commuters (28.7%) [I]	14,600
Total available jobs for local residents [J = H - I]	36,400
Excess workers [K = G - J]	1,500
Additional job requirement [L = K / (1 - In-commuting rate)]	2,100

Source: HJA (figures may not sum due to rounding).

4 Employment Land Implications

Previous chapters have considered economic and employment scenarios. This chapter considers the B Use Class sites and premises implications. The focus in quantitative terms is primarily for the period 2016-33, on the basis that the period 2011-16 has been completed¹⁷. The 2011-16 period also includes the recovery from the post 2008 economic downturn, with capacity in the economy (including the labour market and commercial floorspace) being used up. At 2016 the economy was at a more neutral position.

4.1 Overarching Method and Approach

A summary of the overarching method and approach to assessing the employment sites and premises implications is set out below.

Figure 4.1 provides a diagrammatic summary of the two phase process.

Figure 4.1 Approach to Assessing Sites and Premises Requirements



The first phase takes account of the net changes in the economy i.e. the growth and decline of particular sectors. The sectoral employment projections are converted to Use Class. This provides an indication of the spread of future employment change across the full range of planning Use Classes and none. From that point onward the focus is upon the B Use Class, with other evidence documents more suited to informing the detailed requirements for A, C and D Use Classes (e.g. retail and leisure studies and infrastructure development plans). The net employment changes in the B Use Class are then converted to property and land requirements using employment and development density assumptions.

The second phase then considers wider market factors, particularly the need to recognise the churn in the economy and the associated need to replace and upgrade property stocks. For example, whilst the manufacturing sector as a whole has experienced well-documented decline in its employment base, there has been a continued demand for newly constructed premises within which to operate. This demand can be driven by existing companies needing more/less space, a different location, or a different type of premises. It can also be driven by new companies in the market, which may not find the right type of property available in the right location within the market. As a result, whilst overall a sector may be in decline (although this still applies to growing

¹⁷ There is no double counting of the 2016 data. 2011-16 includes up to 2016. 2016-33 includes change from 2016.

sectors too), there are changes beneath the surface that continue to drive demand. This can be a particular issue where existing stocks are ageing or where vacant sites are no longer in the locations that are suitable to modern occupiers. This also ensures provision is made for sites or premises that might be lost from employment use to other uses. Also within Phase 2, the assessment builds in an allowance for choice and flexibility. This element needs to take account of offering location choice as well as choice in terms of the type of property and setting.

Within the detailed assumptions employed as part of this model, local evidence has been used to ensure the approach is appropriate to the FEMA. The results of the assessment approach are also validated through a review of historic levels of development activity as recorded through the Councils' monitoring records. Further details of the method are set out within the remainder of the chapter and Appendix 2. For ease of reading all figures are rounded throughout this chapter. As a result some tables may not sum exactly.

It should be noted that this assessment is intended as an overarching strategic assessment for the FEMA. It was agreed that local commercial market consultation will be undertaken at district level. Detailed supply side analysis is also to be undertaken at district level.

4.2 Phase 1 - Net Additional Changes

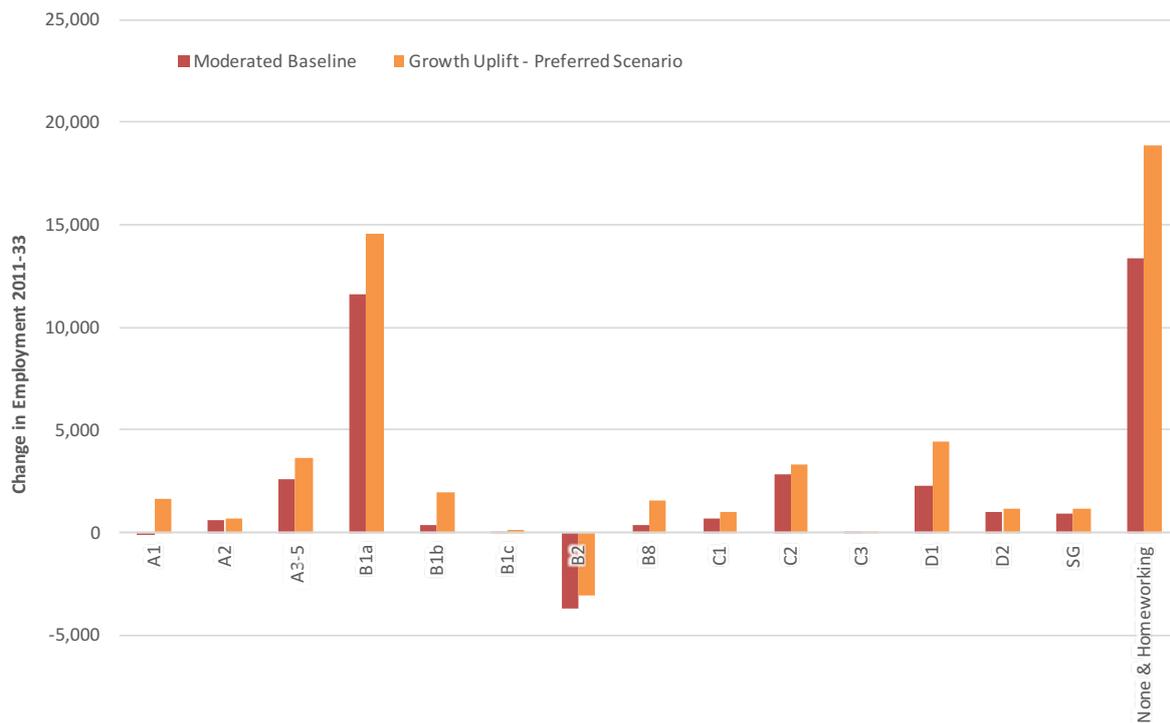
4.2.1 Employment Change by Use Class

Figure 4.2 shows forecast net employment change across Use Classes. This is based on a translation of employment by sector to Use Classes. The matrix that is used to make this translation is set out at Appendix 2 to this report. A headline schedule of use classes is set out at Figure 4.3 for those that are not familiar with the terminology.

The figure illustrates a number of important points.

- Firstly, that employment is spread across the Use Classes and is not confined to the B Use Class, which has traditionally been seen as the 'employment' category. Future jobs will be accommodated in a wide range of uses including A, B, C and D.
- Secondly, the dominance of jobs that fall outside any of the Use Classes, classified in the figure as 'none and homeworking'. This includes homebased employment, but also peripatetic working and jobs that take place within the workspace of others (e.g. cleaning).
- Thirdly, the forecast growth in B1a office based employment and decline in B2 general industry (manufacturing) based employment.

Figure 4.2 Employment Change by Use Class 2011-33



Source: HJA

Figure 4.3 Use Classes Summary

Use Class	Description
A1	Retail
A2	Financial and Professional Services
A3	Restaurants and Cafes
A4	Drinking Establishments
A5	Hot Food Takeaways
B1a	Offices (other than those within A2)
B1b	Research and Development
B1c	Light Industrial
B2	General Industry
B8	Storage and Distribution
C1	Hotels
C2	Residential Institutions
C3	Dwellings
D1	Non Residential Institutions
D2	Assembly and Leisure
Sui Generis	Uses which do not fall in the above

Figure 4.4 sets out the net changes for the B Use Classes across the two separate analysis periods of 2011-16 and 2016-33 as well as the combined period. This shows that the recovery from the recession was significant in terms of the numbers of jobs added in the 2011-16 period within the office sector. Within B1a offices the level of jobs growth in the first five years is actually greater than forecast in the remaining 17 years of the analysis period. This may appear odd, but reflects the swing of the business cycle and future economic growth expectations.

When considering the implications of this change on sites and premises requirements it is necessary to convert the change in jobs to changes in full time equivalents (FTE). This ensures analysis aligns with best practice guidance setting out floorspace per FTE. Appendix 2 sets out details on the assumptions used for the conversion of jobs to FTEs and floorspace assumptions.

The most significant net growth in jobs is forecast within the B1a Office Use Class, with almost 6,000 net additional FTE jobs in the 2016-33 period. This is fuelled by forecast growth in the ICT, professional and business services sectors.

1,600 net additional FTE jobs are forecast in the 2016-33 period within the B1b Research & Development Use Class. This is substantially driven by the PHE relocation to Harlow.

Very little net change is forecast in the B1c light industrial sector, whilst there is a substantial employment decline forecast within B2 General Industry Use Class as a result of continued expectations of contraction in manufacturing employment.

1,000 net additional FTE jobs are forecast in the 2016-33 period within the B8 Storage and Distribution Use Class.

Figure 4.4 Net Employment Change by B Use Class (Preferred Scenario)

Use Class	Jobs			FTE		
	2011-16	2016-33	2011-33	2011-16	2016-33	2011-33
B1a	7,700	6,900	14,600	6,600	5,900	12,500
B1b	300	1,700	1,900	200	1,600	1,800
B1c	0	100	100	0	100	100
B2	-700	-2,400	-3,100	-600	-2,300	-2,900
B8	400	1,100	1,500	400	1,000	1,400

Source: HJA (*figures may not sum due to rounding*).

Figure 4.5 sets out the net change in employment floorspace associated with the employment changes. These are derived using the floorspace per worker ratios set out at Appendix 2. This shows notable forecast growth in the net requirement for B1a, B1b and B8 floorspace over the period 2016-33. A modest expansion in B1c requirement is forecast. A decline of almost 90,000 sq m is forecast over the 2016-33 period within the B2 Use Class.

Figure 4.5 Net Floorspace Change by B Use Class (Preferred Scenario, sq m GEA)

Use Class	2011-16	2016-33	2011-33
B1a	87,500	77,800	165,300
B1b	13,400	93,200	106,600
B1c	1,400	3,300	4,600
B2	-24,400	-86,900	-111,300
B8	28,700	83,400	112,000

Source: HJA (*figures may not sum due to rounding*).

4.3 Phase 2 - Replacement, Choice and Flexibility

Phase 1 considered only the net changes in the economy to ensure all B Use Class activity can be accommodated within the FEMA. Phase 2 deals with the need to ensure the existing economy, and the on-going changes within it, are supported through the provision of sufficient employment property stocks.

Over the course of the analysis period there will be huge changes in the local economy as businesses grow and shrink, start and cease, and relocate in, out or within the FEMA. The stock of businesses in 2033 is likely to be very different to the stock of businesses in 2011, even if in net terms the number of jobs changes by a relatively minor amount. These changes will have implications in the commercial property market, with a need for suitable property.

4.3.1 Replacement

The methodology employed for estimating the level of replacement demand assumes that a proportion of the total existing stock of employment property needs to be replaced each year to ensure the overall stock of premises is sufficient and appropriate to modern needs, in terms of both building quality and site characteristics. This is particularly important for the manufacturing sector where on-going development of industrial premises has been observed, despite a decline in employment in the sector over many years.

With Permitted Development Rights (PDR) now in place there is increasing pressure for redevelopment of office stocks to other uses. In October 2017 this right will be extended to light industrial premises. There are also losses of employment property for other reasons, whether occupation by non-employment users (e.g. the growth in leisure occupiers) or through redevelopment for non-employment uses. It is important that any potential losses of commercial employment stocks do not hamper the performance of the economy. Minimum energy efficiency standards are also coming into force in April 2018 for commercial employment property, which will drive further the need to upgrade premises to ensure they are fit for purpose.

HJA estimates a replacement requirement equivalent to 1% of stock per annum. The details underlying this assumption are set out within Appendix 2. Data on commercial property stocks is available up to 2012. This indicated 491,000 sq m of offices and 2,474,000 sq m of industrial premises in the FEMA at 2012¹⁸. Commercial stock data is only split by office and industrial (including B1c, B2 and B8), and does not therefore allow fine-grained analysis by Use Class. This estimate of commercial stocks is used to calculate replacement and upgrading requirements in the

¹⁸ Valuation Office Agency (VOA), 2012 data is used as the best available source

future. Figure 4.6 sets out the results of the analysis for the 2016-33 period. This is allocated across the constituent district areas using the 2012 baseline level of stocks.

Figure 4.6 Forecast Replacement Requirement 2016-33 (sq m)

Use	Total Stock (2012)	Annual Replacement	17 Year Forecast Period
Office (1% pa)	491,000	4,900	83,500
Industrial (1% pa)	2,424,000	24,200	412,100
Total	2,915,000	29,200	495,600

Source: HJA based on VOA (*figures may not sum due to rounding*).

4.3.2 Reuse of Employment Sites¹⁹

The analyses of both net additional and replacement requirements set out above do not consider whether the development activity takes place on existing employment sites (replacing one building with another on the same plot of land) or whether currently unoccupied land needs to be made available. The evidence and market observation suggest there will be elements of both, particularly as some former employment sites are lost to alternative uses e.g. to residential uses through PDRs.

HJA has interrogated district level monitoring data to identify the degree to which B Use Class completions have been achieved on previously developed B Use Class land. There has also been discussion with officers of the four district councils to understand the potential for re-use of existing employment sites. This is particularly relevant for Harlow, for example, with the relocation of PHE substantially re-using the vacated former GSK site and substantial redevelopment proposals as part of the Enterprise Zone. For the purposes of this analysis the scale of employment site re-use is calculated for each district. Based on the evidence assessed the rates are set at:

- East Herts 47%
- Epping Forest District 40%
- Harlow 70%
- Uttlesford 40%

The corollary of this is a need for the remaining requirement to be provided for through new development land (this can include previously or existing allocated but not yet taken up employment sites).

4.3.3 Development Density/Plot Ratios²⁰

A site development density of 40%²¹ is assumed for industrial premises development.

For offices a range of 40% to 100% is used to address the differing nature of development at 'in-town' and 'out-of-town' locations. A figure of 40% is used for out-of-town and business park type development. A figure of 100% is used to capture the higher densities achievable in town. If high-

¹⁹ It should be noted that this re-use calculation does not relate to the re-occupation of employment premises in good condition. This analysis is solely focused on whether new development is accommodated on land previously used for B Use Class employment property.

²⁰ Development density assumptions, sometimes referred to as plot ratios are informed by a range of evidence including ODPM (2004) Employment Land Reviews: Guidance Note; and Yorkshire Forward (2010) Planning for Employment Land: translating Jobs into Land;

²¹ i.e. 4,000 sq m of gross development per hectare (10,000 sq m)

rise development is accommodated this can lead to even higher densities being achieved. As a result the land requirement range for the office sector is wide and the floorspace figure may be a more suitable metric in some circumstances.

4.3.4 Choice & Flexibility

A percentage uplift of the combined requirement for net additional and replacement is applied to ensure an allowance for range and choice is incorporated. This uplift also builds in some additional flexibility to allow the normal frictional movement in the market. Typical frictional vacancy rates are 5-10% in a healthy market. The upper end of this range ensures some choice in the marketplace. This uplift of 10% has been applied in line with previous research undertaken by HJA and other consultants undertaking similar work.

4.4 Total Requirement – Preferred Scenario

Figure 4.7 brings together the various elements within the analysis to build a picture of future requirements, split by office and industrial.

This sets out an estimated gross level of development of approximately 161,300 sq m of offices and 505,000 sq m of industrial floorspace over the 2016-33 period. After discounting for development which will take place on previously developed employment sites, and allowing for the flexibility allowance a total requirement, requiring land provision is estimated at 86,800 sq m of offices and 261,500 sq m of industrial. In land terms this is estimated at 9-22 hectares²² for offices and 65 hectares for industrial development.

Figure 4.7 Total Estimated Future Sites and Premises Requirements (sq m GEA unless stated) – FEMA 2016-33

	Office	Industrial
Replacement Provision (A)	83,500	412,200
Net Additional Requirement (B)	77,800	92,800
Gross Requirement (C=A+B)	161,300	505,000
Delivered on Existing Employment Sites (D)	82,400	267,300
Net Requirement (E=C-D)	78,900	237,700
Flexibility Allowance (F)	7,900	23,800
Total Requirement (G=E+F)	86,800	261,500
Average Annual Requirement	5,106	15,382
Total Land Requirement	9 – 22 ha	65 ha
Average Annual Land Requirement	0.5 - 1.3 ha	3.8 ha

Source: HJA (figures may not sum due to rounding).

Appendix 3 sets out further tables for the FEMA and each of the constituent districts for the period 2011-16, 2016-33 and combined period 2011-33.

²² The range reflects the differing assumptions set out at 4.3.3 for office development density. The decision on where in this range to sit will need to be determined on the nature of potential office development locations in an area. The floorspace figure in row G provides an indication of total development that needs to be accommodated.

4.5 Additional Provision to Balance the Labour Market

As identified in the previous chapter, the preferred scenario delivers a level of employment growth below that required to maintain existing commuting rates. To maintain this balance a further 2,100 jobs would be required. This would represent a 4% increase in the level of employment growth within the preferred scenario.

At this stage it is uncertain where these jobs will originate from. However, given that there are some uncertainties associated with forecasting and the long-term nature of Local Plans, such a scale of additional provision over the FEMA area up to 2033 does not represent any significant short-term difficulties for emerging Local Plans. In reality the additional provision may be accommodated through increased job densities and / or windfall development. Regardless, assuming the additional employment is spread across Use Classes in line with the current levels of employment growth there would be a requirement for an additional 6,400 sq m (0.6 – 1.6 hectares) of B1a office provision and 8,700 sq m (2.2 hectares) of industrial provision. The FEMA authorities are committed to working together to ensure that this additional provision will be accommodated.

4.6 Total Requirement

Figure 4.8 summarises the requirement 2016-33 for each of the four districts including the additional provision.

Figure 4.8 Total Estimated Future Sites and Premises Requirements (hectares unless stated) 2016-33

	Office	Industrial
East Herts	3-7	13
Epping Forest District	2-5	14
Harlow	2-4	16
Uttlesford	2-5	22
Additional Provision to Balance Labour Market	1-2	2
West Essex and East Herts FEMA	10-24	68

Source: HJA (figures may not sum due to rounding).

4.7 Validation

The figures set out above take account of forecast labour demand (EEFM econometric forecasts and local intelligence on additional economic growth opportunities), and labour supply (population projections linked to the housing OAN). It is important to also consider historic monitoring data in order to assess previous levels of development. Each of the constituent districts will also need to consider local commercial market factors when preparing their local level evidence.

HJA has compiled available monitoring data from the four districts. The time periods for which information is available and the level of detail available is not consistent across all four districts. HJA has therefore sought to compile the most consistent dataset possible. This has included close liaison with officers of the four councils to ensure data is correctly understood.

Figure 4.9 sets out the levels of B Use Class gross completions on an annual average basis. The way in which data is recorded does not allow a split between the sub B Use Classes. The annual average

approach allows comparison over inconsistent time periods. On the basis of all the data available the longer run annual average level of B Use Class development is approximately 48,000 sq m per annum. Over the period since 2011 the average is lower at approximately 32,800 sq m per annum. This reduction reflects a weakening of the commercial development market in this period.

Figure 4.9 Historic Levels of Gross B Use Class Development

	Data Span	Average Annual Gross Completions (full data span)	Average Annual Gross Completions (2011 onwards)
East Herts	2007-16	10,290	7,830
Epping Forest	2006-15	19,180	11,910
Harlow	2011-16	4,730	4,730
Uttlesford	2004-16	13,770	8,300
FEMA		47,970	32,760

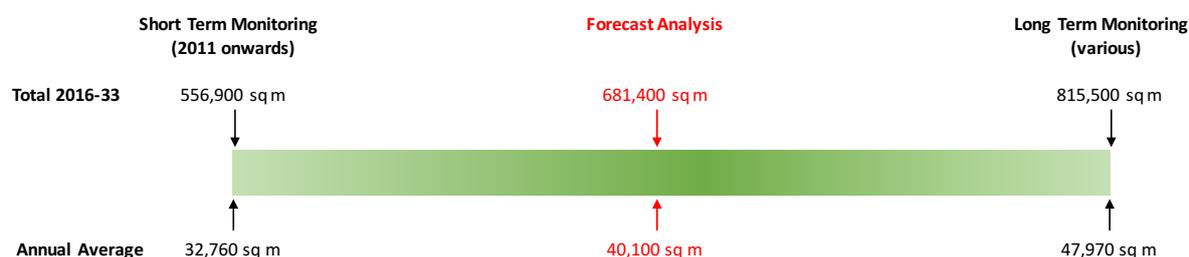
Source: HJA based on district level monitoring records

Using the FEMA averages above as a basis for projecting future levels of gross completions would suggest a range of 556,900 – 815,500 sq m across the 17-year period 2016-33.

Using the data from figure 4.7 row C (666,300 sq m) and the additional requirement to balance the labour market (15,100 sq m) the forecast analysis indicates a gross level of development required across the FEMA of 681,400.

Figure 4.10 illustrates the relationship between the historic monitoring data and the forecast requirements. This shows forecast requirements towards the middle of this range. What does this tell us? This indicates that the forecast analysis is not suggesting a level of development across the FEMA that is either well below or well above historic averages. It is suggesting a level of development higher than has been experienced in the most recent past. It is suggesting a level of development below the long-term average, which is influenced by strong development activity in the 2006/7 – 2009/10 period.

Figure 4.10 Comparing Historic Data with Forecast Analysis²³



On this basis there will need to be an improvement in development activity compared to recent years in order to achieve the levels of forecast requirement.

²³ Figure 4.10 includes the heading Long Term Monitoring (Various). The 'various' relates to the mix of time periods for which longer term monitoring data is available. These time periods are set out within figure 4.9.

5 Conclusions

This report considers the four core objectives set out at section 1.2:

5.1 Appraisal of the 2016 EEFM

The appraisal of the EEFM 2016 edition found a number of areas of concern. Most notably the spatial distribution of forecast employment growth across the FEMA. Analysis of the most recent, and time series data suggested the level of growth attributed to East Herts District within the EEFM 2016 was inconsistent with the evidence. On the basis of the review of the EEFM it was agreed that a moderated baseline scenario should be prepared. This apportioned growth across the constituent districts within the FEMA in line with the EEFM 2014 edition. Other moderations were also made to sectoral performance.

5.2 Moderated Baseline

The moderated baseline was developed drawing on both the 2014 and 2016 editions of the EEFM. This set out a 'business as usual' forecast of 33,100 jobs across the FEMA over the period 2011-33. This represented a growth of 16% in employment from its 2011 level. Figure 5.1 summarises the forecast jobs change by district.

Figure 5.1 Moderated Baseline – Job Growth by District 2011-33

District	Jobs
East Herts	9,400
Epping Forest	9,800
Harlow	6,700
Uttlesford	7,200
FEMA	33,100

5.3 Higher Growth Scenarios

The evidence for higher growth scenarios was considered. Assessment of the projected growth in labour supply, aligned to the objectively assessed need for housing in the FEMA, suggested a need for a substantially higher level of job creation to balance the labour market. An additional 20,000 jobs would be required to maintain 2011 commuting rates and avoid an unhealthy level of unemployment.

Four core drivers of higher employment growth were identified and assessed. These are:

- The relocation of Public Health England to Harlow, creating an additional 3,250 jobs in the area above the moderated baseline.
- The planned growth of Stansted Airport, creating an additional 6,750 jobs in the area above the moderated baseline.
- The economic development efforts at Harlow, including the Enterprise Zone, creating an additional 2,500 jobs in the area above the moderated baseline.
- The employment implications of higher population projections, creating an additional 5,400 jobs in the area above the moderated baseline.

In aggregate the four growth drivers were identified as having the potential to deliver 17,900 jobs in addition to the moderated baseline. A preferred scenario was developed and agreed including these four drivers, delivering a total jobs growth of 51,000 over the period 2011-33. Figure 5.2 summarises the forecast jobs change by district.

Figure 5.2 Preferred Scenario – Job Growth by District 2011-33

District	Jobs
East Herts	10,800
Epping Forest	10,800
Harlow	13,400
Uttlesford	16,000
FEMA	51,000

The preferred scenario remains 2,100 jobs below the level required to balance the labour market. Whilst it was not certain where such jobs would emerge from at the current time, given that there are some uncertainties associated with forecasting and the long-term nature of Local Plans, such a scale of additional provision over the FEMA area up to 2033 does not represent any significant short-term difficulties for emerging Local Plans. In reality the additional provision may be accommodated through increased job densities and / or windfall development. The FEMA authorities are committed to working together to ensure that this additional provision will be accommodated.

5.4 Future B Use Class Sites and Premises Requirement

An assessment of the future B Use Class employment sites and premises requirements was undertaken. This included a consideration of the changes required to accommodate the forecast growth in the economy under the preferred scenario, as well as provision to ensure the ongoing strength of the existing economy. The analysis of future requirements considered the 2016-33 period.

Analysis of forecast employment indicated that a substantial proportion of forecast job growth would lie outside the B Use Class. The largest requirement actually falls within the ‘none and homeworking’ category, encompassing both home based working and peripatetic employment. There is also forecast job growth across the A, B, C, D and Sui Generis Use Classes. Within the B Use Class the greatest growth in jobs falls within the B1a office Use. There is also growth in B1b, B1c and B8 requirements. Employment within the B2 Use Class is forecast to decline.

Figure 5.3 summarises the assessment of future requirements for the preferred scenario. This is subdivided into office and industrial classifications.

Within the office sector there is forecast to be a requirement for 77,800 sq m of new floorspace to accommodate expansion of the economy. In addition, a further 83,500 sq m of office floorspace will be required to ensure a healthy stock of premises to accommodate the existing economy. In total, a requirement for 161,300 is identified. The analysis has identified that around half of this can be delivered through the reuse of previously developed employment sites. After taking this into account, and making an adjustment for choice and flexibility the remaining requirement is 86,800 sq m. This will require approximately 9-22 hectares of land, developing on the density of development.

The lower figure relates to higher density town centre type development. The higher figure relates to lower density business park type development.

Within the industrial sector there is a forecast requirement for 92,800 sq m to meet the expansion of the economy. The greatest driver in this sector will be replacement provision, to ensure modern stocks to meet the needs of the existing economy. This will create a requirement for 412,200 sq m. In combination, a total requirement of 505,000 sq m is forecast. Around half of this can be met through the redevelopment of previously used employment sites. The remainder, with an allowance for choice and flexibility is estimated at 261,500 sq m. This will require approximately 65 hectares of land over the period 2016-33.

Figure 5.3 Preferred Scenario - Total Estimated Future Sites and Premises Requirements (sq m GEA unless stated) – FEMA 2016-33

	Office	Industrial
Replacement Provision (A)	83,500	412,200
Net Additional Requirement (B)	77,800	92,800
Gross Requirement (C=A+B)	161,300	505,000
Delivered on Existing Employment Sites (D)	82,400	267,300
Net Requirement (E=C-D)	78,900	237,700
Flexibility Allowance (F)	7,900	23,800
Total Requirement (G=E+F)	86,800	261,500
Average Annual Requirement	5,106	15,382
Total Land Requirement	9 – 22 ha	65 ha
Average Annual Land Requirement	0.5 - 1.3 ha	3.8 ha

Source: HJA (figures may not sum due to rounding).

As noted above, there remains a small shortfall in forecast jobs to balance the labour market and maintain 2011 commuting rates. It is estimated, in line with the core analysis, without any increase in densities that a further 6,400 sq m of office floorspace and 8,700 sq m industrial floorspace will be required to accommodate the shortfall. This will require a further 2.8 – 3.8 hectares of land in addition to the requirements set out in figure 5.3.

Figure 5.4 sets out the breakdown by district. Whilst not significant, the unallocated figure will need to be accommodated within the FEMA through agreement between the districts.

Figure 5.4 Total Estimated Future Sites and Premises Requirements (ha unless stated) 2016-33

	Office	Industrial
East Herts	3-7	13
Epping Forest District	2-5	14
Harlow	2-4	16
Uttlesford	2-5	22
Additional Provision to Balance Labour Market	1-2	2
West Essex and East Herts FEMA	10-24	68

Source: HJA (figures may not sum due to rounding).

Appendix 1: List of Consultees

Louise Aitken – Skills, Essex County Council/South East LEP

Caroline Betts – Employment & Skills Board, Essex County Council/South East LEP

Alison Blom Cooper – Planning, Epping Forest District Council

David Coleman – Planning, Epping Forest District Council

Rich Cooke – Planning, Essex County Council

Marc Davis – Princess Alexandra Hospital NHS Trust

Jan Hayes-Griffin – Hertfordshire County Council

Graham Holmes – Planning, Uttlesford District Council

Julie Houston – Economic Development, Harlow Council

Jonathan Lee – Opinion Research Services (ORS)

Paul MacBride – Planning, Harlow Council

Sean Perry – Economic Development, Essex County Council

Jenny Pierce – Planning, East Herts Council

Claire Sime – Planning, East Herts Council

Vicki Willis – Economic Development, Epping Forest District Council

Adam Wood – Hertfordshire LEP

Other stakeholders that participated in workshop discussions included:

Robert Edge – Invest in Essex

James Farrar – ATLAS

Vicky Forgione – Harlow Council

Richard Fox – Uttlesford District Council

John Houston – One Epping Forest

Joel John – Essex County Council

Dinah Roake – ATLAS

Chloe Salisbury - Arup

David Sprunt – Essex County Council

Mary Young – Essex County Council

Appendix 2: Detailed Methodology Information

SIC to Use Class Matrix

The allocation of employment by sector to Use Class is something of an imprecise science and requires some level of subjective assumption. HJA uses a three stage approach to develop a locally bespoke matrix to translate sectoral employment to Use Class.

- The first phase is a standardised matrix, which allocates employment in each 4 digit SIC sector of the economy to one or more Use Classes. For example, the manufacture of mattresses is allocated 100% to B2. Retail sale of furniture etc is allocated 100% to A1. General cleaning of buildings is allocated 10% to B1a (representing the management activities of such a company) and 90% to 'none' as cleaners will be involved in cleaning other buildings, not their own workplace. As a result those activities which are located in the workplace of others are not allocated to a Use Class. This includes activities such as mobile repair services, construction activities, sales agents, market trading, many transport and delivery jobs, driving instructors etc.
- The second phase adjusts for local patterns of homeworking. This utilises data drawn from the 2011 Census of Population for the FEMA. This identifies the percentage of jobs in each sector that are fulfilled through homeworking. For example, 10% of manufacturing workers list homeworking. Therefore the master matrix is adjusted so that 90% of jobs are in B2 and 10% homeworking. Further detail on homeworking is set out below the table.
- The third phase weights the matrix to the local area. That is, the EEFM provides data for 31 sectors, each of these comprises a number of fine grained 4-digit SIC sectors. The employment data for the more than 600 4-digit SIC sectors is fed into the stage two matrix, to generate a weighted matrix for the 31 EEFM sectors. Why is this important? Some of the sectors in the EEFM include a mix of different activities e.g. sales agents and wholesalers and car sales all fall within the same sector. These will draw upon different Use Classes. If one area has lots of car sales activities but very little wholesale this will require a different mix of uses than an area that has a lot of wholesalers and very few car showrooms. So this local weighting ensures the matrix is appropriate to the local area.

The final matrix used is set out on the following page.

Figure A2.1 SIC to Use Class Matrix

	A1	A2	A3-5	B1a	B1b	B1c	B2	B8	C1	C2	C3	D1	D2	SG	None & Homeworking
Agriculture	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
Mining & quarrying	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
Manufacturing - food manufacturing	0%	0%	0%	0%	0%	0%	90%	0%	0%	0%	0%	0%	0%	0%	10%
Manufacturing - general manufacturing	0%	0%	0%	0%	0%	4%	83%	0%	0%	0%	0%	0%	0%	0%	14%
Manufacturing - chemicals only	0%	0%	0%	0%	0%	0%	90%	0%	0%	0%	0%	0%	0%	0%	10%
Manufacturing - pharmaceuticals	0%	0%	0%	0%	0%	0%	90%	0%	0%	0%	0%	0%	0%	0%	10%
Manufacturing - metals manufacturing	0%	0%	0%	0%	0%	0%	90%	0%	0%	0%	0%	0%	0%	0%	10%
Manufacturing - transport equipment	0%	0%	0%	0%	0%	0%	90%	0%	0%	0%	0%	0%	0%	0%	10%
Manufacturing - electronics	0%	0%	0%	0%	0%	0%	90%	0%	0%	0%	0%	0%	0%	0%	10%
Utilities	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	72%	28%
Waste & remediation	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	72%	28%
Construction	0%	0%	0%	5%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	95%
Wholesale	2%	0%	0%	1%	0%	0%	0%	66%	0%	0%	0%	0%	0%	21%	9%
Retail	86%	0%	0%	0%	0%	0%	0%	3%	0%	0%	0%	0%	0%	1%	10%
Land transport	0%	0%	0%	30%	0%	0%	0%	16%	0%	0%	0%	0%	0%	2%	52%
Water & air transport	0%	0%	0%	0%	0%	0%	0%	23%	0%	0%	0%	0%	0%	0%	77%
Accommodation & food services	9%	0%	55%	0%	0%	2%	0%	0%	14%	0%	0%	0%	0%	0%	20%
Publishing & broadcasting	0%	0%	0%	62%	17%	0%	0%	0%	0%	0%	0%	0%	0%	0%	21%
Telecoms	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
Computer related activity	0%	0%	0%	75%	0%	0%	0%	4%	0%	0%	0%	0%	0%	0%	21%
Finance	0%	29%	0%	64%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	7%
Real estate	0%	22%	0%	62%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	16%
Professional services	0%	2%	0%	77%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	20%
Research & development	0%	0%	0%	1%	79%	0%	0%	0%	0%	0%	0%	0%	0%	0%	20%
Business services	1%	0%	0%	28%	3%	1%	1%	1%	1%	1%	1%	1%	1%	9%	54%
Employment activities	14%	1%	6%	7%	0%	0%	10%	8%	1%	7%	0%	17%	0%	1%	27%
Public administration	0%	0%	0%	64%	0%	0%	0%	0%	0%	0%	0%	25%	0%	0%	11%
Education	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	91%	0%	0%	9%
Health & care	0%	0%	0%	10%	0%	0%	0%	0%	0%	50%	0%	32%	0%	0%	8%
Arts & entertainment	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	7%	47%	24%	22%
Other services	39%	0%	0%	13%	0%	0%	0%	0%	0%	0%	0%	7%	0%	10%	30%
TOTAL	11%	1%	4%	17%	2%	0%	8%	6%	1%	5%	0%	13%	1%	4%	27%

Homeworking

It is important to consider the effects of homeworking. The 2011 Census of Population data shows us that homeworking accounts for some 12% of all workers. Data on homeworking by sector is relatively limited and crude because of the aggregation of broad sectors. Agriculture and others is the sector with the highest reported homeworking.

In some sectors, homeworking may be a reflection of home-based businesses, which might include some itinerant working, e.g. the construction sector. The level of detail in the data does not allow clear conclusions to be drawn.

The SIC/Use Class matrix used for assessing employment by Use Class already makes allowance for employment that does not require land. This could include some who report being home-based, or itinerant workers. It could also include those with home-based businesses in a wide range of sectors. It would not therefore be appropriate to apply the figures from the Census as standardised deductions by sector.

HJA has used the 2011 Census data as a starting point for the 'none and homeworking' category, with further allowance for other activities which are not homebased but which do not require sites and premises provision.

Figure A2.2 Homeworking in the FEMA 2011 Census of Population

	West Essex and East Herts
All categories: Industry	12%
A, B, D, E Agriculture, energy and water	28%
C Manufacturing	10%
F Construction	16%
G Wholesale and retail trade; repair of motor vehicles and motor cycles	8%
H Transport and storage	8%
I Accommodation and food service activities	11%
J Information and communication	21%
K Financial and insurance activities	7%
L Real estate activities	16%
M Professional, scientific and technical activities	20%
N Administrative and support service activities	15%
O Public administration and defence; compulsory social security	5%
P Education	8%
Q Human health and social work activities	8%
R, S, T, U Other	16%

Jobs to FTE Conversion

It is necessary to convert the change in employment measured in jobs to full time equivalents (FTE)s. The following sets out the method used by HJA to make this conversion.

The first stage includes identifying the mix of full-time and part-time jobs by sector relevant for the study area. HJA utilises the ONS Business Register and Employment Survey (BRES) which provides local data on a sectoral basis.

The second stage translates the part-time element into FTEs. The third edition (2015) of the Home and Communities Agency's (HCA) Employment Density Guide recommends a ratio of 2:1 part-time staff to FTE. This is based on a study of (ASHE) data nationally. This ratio is also supported by an analysis of 2011 Census data for the FEMA, which indicates that the average part-time employee works around 17.5 hours per week, half of the full-time figure of 35 hours per week. Part-time jobs should therefore be weighted to an equivalent of 0.5 FTE and fed back into the model to contribute to the total FTE figure.

Using BRES data, it has been possible to determine a ratio of full-time to part-time jobs for each sector in the forecast model. An average was taken over the period 2009-15 to smooth any data anomalies. The ratios are shown in the figure below.

These FTE ratios were then fed back into the forecast model sets of forecasts across all four Districts, producing a set of FTE jobs figures.

Figure A2.3 Calculating FTE Conversion Rates

	Average PT jobs	FTE equivalent
Agriculture	26%	0.86
Mining & quarrying	1%	0.99
Manufacturing - food manufacturing	13%	0.93
Manufacturing - general manufacturing	11%	0.94
Manufacturing - chemicals only	7%	0.96
Manufacturing - pharmaceuticals	9%	0.96
Manufacturing - metals manufacturing	9%	0.95
Manufacturing - transport equipment	6%	0.97
Manufacturing - electronics	9%	0.96
Utilities	3%	0.99
Waste & remediation	6%	0.97
Construction	14%	0.93
Wholesale	14%	0.93
Retail	54%	0.73
Land transport	23%	0.88
Water & air transport	11%	0.94
Accommodation & food services	59%	0.70
Publishing & broadcasting	22%	0.89
Telecoms	11%	0.94
Computer related activity	20%	0.89
Finance	22%	0.89
Real estate	33%	0.84
Professional services	26%	0.87
Research & development	13%	0.94
Business services	44%	0.78
Employment activities	25%	0.88
Public administration	25%	0.87
Education	55%	0.73
Health & care	43%	0.79
Arts & entertainment	59%	0.71
Other services	39%	0.80
TOTAL	34%	0.83

Floorspace per Worker Assumptions

Best practice guidance²⁴ on employment densities uses a mix of net internal area (NIA), gross internal area (GIA) and gross external area (GEA). To convert to GEA an uplift is provided, +20% to convert NIA to GEA and +5% to convert GIA to GEA.

The table below sets out further details on assumptions in respect of average floorspace per worker.

Figure A3.4 Floorspace Per FTE

Use Class	Assumption
B1a Offices	The Employment Densities Guide (2015) provides estimates for a range of office functions ranging from 8 – 13 sq m per FTE (Net Internal Area). The higher end of this range relates to Corporate HQ and the lower end relates to call centres. Financial Services, Public Sector and Professional Services fall within the 10-12 sq m range. The Occupier Density Study (2013) indicates an average density of 10.9 sq m for the UK. On this basis, an assumption of 11 sq m per employee has been adopted, with a 20% uplift to provide Gross External Area (GEA). The utilised assumption is therefore 13.2 sq m per FTE .
B1b R&D	The most recent (2015) best practice guidance sets out a range of 40-60 sq m (NIA) for R&D B1b premises. The mid point of this range has been adopted, and uplifted by 20% to convert to GEA. A figure of 60 sq m per FTE has been used within the analysis.
B1c Light Industry	The most recent (2015) best practice guidance indicates a figure for B1(c) light industry at 47 sq m per FTE (NIA). Allowances are made to align to GEA (+20%) with a final assumption of 56.4 sq m per FTE (GEA) .
B2 General Industry	B2 General is estimated at 36 sq m per FTE (GIA). Allowances are made to align to GEA (+5%) with a final assumption of 37.8 sq m per FTE (GEA) .
B8 Storage & Distribution	Latest available estimates suggest a range of 70 – 95 sq m per FTE. 70 sq m per employee (GEA) for ‘final mile’ distribution centres and 95 sq m per employee (GEA) for national distribution centres. There is the potential for a mix of both and 80 sq m per FTE has been adopted for this analysis.

²⁴ Homes and Communities Agency, Employment Density Guide 3rd Edition, November 2015.

Changing Employment Densities

Research publications setting out employment densities have indicated a trend towards increasing density of occupation of office space (i.e. reduced space per worker) over the last 20 years. Guidance published in 2001 indicated general office density of 19 sq m per worker (GIA) which had reduced to 13.8 sq m per worker (GIA) within the 2010 2nd edition of the guidance and a range of 9.2 – 15.0 sq m per worker in the 2015 guidance. As a result of increasing density of occupation across the whole office stock it was possible for substantial increases in employment to be accommodated within existing stocks through the reconfiguration and modernisation of space.

However, the September 2013 Occupier Density Study published by the British Council for Offices suggests this trend might be levelling off, for various reasons. This is in keeping with the findings of the 2012 and 2015 guidance documents. For the purposes of the quantitative assessment in this report it is assumed that there is no further substantive increase in the density of office occupation so as not to artificially restrict the provision of office space. However, when interpreting the results it should be considered that if the recent historic trend did continue there may be scope for a lower requirement for new office development than set out within this analysis. Particularly if there is a high proportion of call centre type occupiers.

Replacement Allowances

An allowance for replacement has been included within the methodology to encapsulate the wider changes in the economy not picked up in the employment projections. Working practices change, new technologies are adopted, and the sites and premises used by firms need to adapt to these new ways of working. The buildings vacated by some businesses may not be suitable for re-occupation by new tenants. There will also be instances where existing buildings are so dilapidated that they require complete reconstruction and replacement. The introduction of Energy Performance Certification for industrial premises may speed the need for this replacement over the period to 2033. There are also losses to other uses either through sales and lettings or redevelopment. The introduction of Permitted Development Rights (PDRs) has already impacted on the losses of office stocks and is shortly to be introduced for industrial space. Overall, there are a range of factors that underpin the need for some existing employment stocks to be replaced.

Developing a methodology to estimate the scale of replacement activity is not straightforward. As a result, the team at Hardisty Jones Associates, drawing on its experience of working with clients over a number of years, has developed a methodology which is robust in terms of its underpinning logic and the evidence used to derive assumptions.

Typically within the property sector, development appraisals on new buildings consider a 25-35 year time horizon. As a result, one may expect that after this period, a building would be ripe for replacement through dilapidation. However, data on the age of commercial employment buildings indicates a very different picture.

Data from 2004 (no more recent data has been published) for the FEMA (shown in the table below) indicates that a notable proportion of the existing²⁵ stocks were built pre 1940 and around 50% pre 1970. This implies that the useful lifespan of some stocks is considerable and beyond the 35 year development appraisal period.

Figure A3.5 Age of Commercial Stocks in West Essex and East Herts (2004)

	% built Pre 1940	% built 1940 - 1970	Total Pre 1970
Retail	24%	30%	54%
Office	27%	29%	56%
Factory	6%	60%	66%
Warehouse	6%	38%	44%
Total	13%	43%	49%

Source: Department for Communities and Local Government (CLG) archive. Total floorspace by LAD and age. 2004.

If buildings were replaced every 30 years, one would expect around 3.3% of all commercial employment property stocks to be replaced each year. Due to the existence of a substantial stock of property aged pre 1970 this assumption is not supported by the evidence and is too strong.

At the other extreme, if one assumes buildings last 200 years before being replaced, that equates to a 0.5% replacement rate each year. However, this appears to be too low, with numerous examples of buildings requiring replacement through dilapidation or loss to other activities well before they reach 200 years of age.

The reality is therefore likely to lie somewhere in between these two extremes, in the region of 1-2%. 1% is adopted as a starting assumption, with the scope for districts to consider whether local need is greater through consultation with local commercial market stakeholders and through detailed review of supply. A figure of 1% equates to the replacement of the total supply of employment premises every 100 years, although in reality that could include some premises being replaced more often and some premises not being replaced at all. It has been noted to HJA in various locations that whilst Victorian premises were constructed to last for the long term, many more modern construction methods do not last as well.

Reuse of Land

A proportion of future gross development requirements will be met through the re-use of former/existing employment sites. This can be through the immediate re-use of a site, with one building replaced by another, or with a time lag, in some cases sites are left vacant or cleared for some time before being brought forward for redevelopment. This redevelopment may include a mix of uses, some of which is within the B Use Class.

²⁵ This data is indicative given it is now 12 years out of date, but is used to indicate the point that much of the data has a longer economic life than may be imagined at time of construction.

Monitoring data from the four districts within the FEMA, along with discussions with planning and economic development officers have informed the assumptions used in the analysis. The historic period for which monitoring data is available varies from district to district. The quality and detail of the data also varies. HJA has therefore sought to check all its interpretation of the data with the officers to ensure it accords with local understanding.

Figure A3.6 sets out results of recent historic development activity, which formed part of the evidence to develop assumptions on the re-use of employment sites.

Figure A3.6 Historic Monitoring Data

	Data Span	Average Annual Gross Completions (full data span)	Average Annual Gross Completions (2011 onwards)	B replacing B (full data span)		B replacing B (2011 onwards)	
				Sq m	%	Sq m	%
East Herts	2007-16	10,290	7,830	6,420	62%	3,720	47%
Epping Forest	2006-15	19,180	11,910	6,580	34%	4,770	40%
Harlow	2011-16	4,730	4,730	3,340	71%	3,340	71%
Uttlesford	2004-16	13,770	8,300	4,070	25%	5,850	42%

In East Herts the long term trend has been for almost two thirds (62%) of gross B Use Class development to be achieved through the re-use of previously developed employment land. This equates to an average of 6,420 sq m per annum. This has fallen to 47% since 2011, at only 3,720 sq m per annum. A figure of 47% was adopted within the forecast analysis for the period 2016-33. Under the preferred scenario this equates to a floorspace figure of 3,950 sq m per annum. This is marginally above the short term average but comfortably below the longer term average.

In Epping Forest District recent development patterns since 2011 indicate 40% of gross development has been achieved through the redevelopment of previously developed employment land. This is slightly higher than the long term average. Over the long term an average of 6,580 sq m per annum of gross development on previously developed employment land has been achieved. This has fallen to below 5,000 sq m in recent years, reflecting the lower overall levels of development activity which are consistent across the FEMA. A figure of 40% was adopted or the forecast analysis over the period 2016-33. In absolute terms this equates to 2,790 sq m per annum, well below historic rates of site re-use.

Data for Harlow is only available from 2011 onwards. 71% of gross development has been achieved through the reuse of previously developed employment land, an average of 3,340 sq m per annum. A figure of 70% is adopted within 2016-33 forecast analysis. This equates to 10,000 sq m per annum. In absolute terms this is much higher than historic rates of re-use. This is also consistent with higher overall requirements for floorspace reflecting the employment growth focus at the town. HJA has explored the potential capacity to accommodate this high rate of replacement with officers of the council. The re-use approach accords with committed policy including the relocation of PHE into the former GSK site and the redevelopment of Templefields and Kao Park as one of the core objectives of the Enterprise Zone. Figure A3.7 lists the redevelopment opportunities which are currently

known in Harlow. This shows that at the time of writing there is a clear indication of where 170,000 sq m of gross development on previously used employment sites can be identified. It is likely that further opportunities will be identified through the forecast period.

Figure A3.7 Redevelopment Opportunity Sites at Harlow

Site	Site Area (hectares)	Indicative Floorspace (sq m)	Notes
Kao Park (EZ)	8.4	52,000	First completions and occupation 2016.
Templefields (EZ)	Up to 8	32,000	25 year project.
Midas - River Way	3.4	14,200	First occupation 2016.
GSK South – Phase 1	5.7	24,000	Based on plots 1 and 3.
GSK South – Phase 2	c6	24,000	Either letting of former GSK labs or redevelopment
East Place	1.8	10,000	Located on Templefields outside the EZ
Former Raytheon Site	2.6	13,800	Based on planning application
Total	35.9	170,000	

Within Uttlesford recent trends indicate 5,850 sq m per annum of gross development is achieved on previously developed employment land. This represents 42% of all gross development. This is higher than the long term average of 25%. A figure of 40% is used in the 2016-33 forecast analysis. This equates to an absolute level of 3,780 sq m per annum. This is below recent levels of redevelopment achieved.

References

Arup for English Partnerships (2001) Employment Densities: A Full Guide

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Homes & Communities Agency (2015) Employment Density Guide, 3rd Edition

Occupier Density Study, 2013, British Council for Offices

Appendix 3: Detailed Requirement Tables

FEMA

2011-16

	Office	Industrial
Replacement Provision (A)	24,700	121,300
Net Additional Requirement (B)	87,400	19,100
Gross Requirement (C=A+B)	112,100	140,400
Delivered on Existing Employment Sites (D)	55,100	73,700
Net Requirement (E=C-D)	57,000	66,700
Flexibility Allowance (F)	5,800	6,700
Total Requirement (G=E+F)	62,800	73,400
Average Annual Requirement	12,560	14,680
Total Land Requirement (ha)	6 - 16	18
Average Annual Land Requirement (ha)	1.2 - 3.2	3.7

2016-33

	Office	Industrial
Replacement Provision (A)	83,500	412,200
Net Additional Requirement (B)	77,800	92,800
Gross Requirement (C=A+B)	161,300	505,000
Delivered on Existing Employment Sites (D)	82,400	267,300
Net Requirement (E=C-D)	78,900	237,700
Flexibility Allowance (F)	7,900	23,800
Total Requirement (G=E+F)	86,800	261,500
Average Annual Requirement	5,110	15,380
Total Land Requirement (ha)	9 - 22	65
Average Annual Land Requirement (ha)	0.5 - 1.3	3.8

2011-33

	Office	Industrial
Replacement Provision (A)	108,200	533,500
Net Additional Requirement (B)	165,200	111,900
Gross Requirement (C=A+B)	273,400	645,400
Delivered on Existing Employment Sites (D)	137,500	341,000
Net Requirement (E=C-D)	135,900	304,400
Flexibility Allowance (F)	13,700	30,500
Total Requirement (G=E+F)	149,600	334,900
Average Annual Requirement	7,820	17,300
Total Land Requirement (ha)	15 - 37	84
Average Annual Land Requirement (ha)	0.7 - 1.7	4.3

East Herts

2011-16

	Office	Industrial
Replacement Provision (A)	8,900	33,400
Net Additional Requirement (B)	30,300	800
Gross Requirement (C=A+B)	39,200	34,200
Delivered on Existing Employment Sites (D)	18,400	16,100
Net Requirement (E=C-D)	20,800	18,100
Flexibility Allowance (F)	2,100	1,800
Total Requirement (G=E+F)	22,900	19,900
Average Annual Requirement	4,580	3,980
Total Land Requirement (ha)	2 - 6	5
Average Annual Land Requirement (ha)	0.4 - 1.2	1.0

2016-33

	Office	Industrial
Replacement Provision (A)	30,300	113,400
Net Additional Requirement (B)	20,600	-21,200
Gross Requirement (C=A+B)	50,900	92,200
Delivered on Existing Employment Sites (D)	23,900	43,300
Net Requirement (E=C-D)	27,000	48,900
Flexibility Allowance (F)	2,700	4,900
Total Requirement (G=E+F)	29,700	53,800
Average Annual Requirement	1,750	3,170
Total Land Requirement (ha)	3 - 7	13
Average Annual Land Requirement (ha)	0.2 - 0.4	0.8

2011-33

	Office	Industrial
Replacement Provision (A)	39,200	146,800
Net Additional Requirement (B)	50,900	-20,400
Gross Requirement (C=A+B)	90,100	126,400
Delivered on Existing Employment Sites (D)	42,300	59,400
Net Requirement (E=C-D)	47,800	67,000
Flexibility Allowance (F)	4,800	6,700
Total Requirement (G=E+F)	52,600	73,700
Average Annual Requirement	2,390	3,350
Total Land Requirement (ha)	5 - 13	18
Average Annual Land Requirement (ha)	0.2 - 0.6	0.8

Epping Forest District

2011-16

	Office	Industrial
Replacement Provision (A)	5,600	24,900
Net Additional Requirement (B)	13,900	-28,900
Gross Requirement (C=A+B)	19,500	-4,000
Delivered on Existing Employment Sites (D)	7,800	-1,600
Net Requirement (E=C-D)	11,700	-2,400
Flexibility Allowance (F)	1,200	-200
Total Requirement (G=E+F)	12,900	-2,600
Average Annual Requirement	2,580	-520
Total Land Requirement (ha)	1 - 3	-1
Average Annual Land Requirement (ha)	0.2 - 0.6	-0.1

2016-33

	Office	Industrial
Replacement Provision (A)	18,900	84,700
Net Additional Requirement (B)	14,000	1,000
Gross Requirement (C=A+B)	32,900	85,700
Delivered on Existing Employment Sites (D)	13,200	34,300
Net Requirement (E=C-D)	19,700	51,400
Flexibility Allowance (F)	2,000	5,100
Total Requirement (G=E+F)	21,700	56,500
Average Annual Requirement	1,280	3,320
Total Land Requirement (ha)	2 - 5	14
Average Annual Land Requirement (ha)	0.1 - 0.3	0.8

2011-33

	Office	Industrial
Replacement Provision (A)	24,500	109,600
Net Additional Requirement (B)	27,900	-27,900
Gross Requirement (C=A+B)	52,400	81,700
Delivered on Existing Employment Sites (D)	21,000	32,700
Net Requirement (E=C-D)	31,400	49,000
Flexibility Allowance (F)	3,200	4,900
Total Requirement (G=E+F)	34,600	53,900
Average Annual Requirement	1,570	2,450
Total Land Requirement (ha)	3 - 9	13
Average Annual Land Requirement (ha)	0.1 - 0.4	0.6

Harlow

2011-16

	Office	Industrial
Replacement Provision (A)	5,500	42,300
Net Additional Requirement (B)	19,600	8,000
Gross Requirement (C=A+B)	25,100	50,300
Delivered on Existing Employment Sites (D)	17,600	35,200
Net Requirement (E=C-D)	7,500	15,100
Flexibility Allowance (F)	800	1,500
Total Requirement (G=E+F)	8,300	16,600
Average Annual Requirement	1,660	3,320
Total Land Requirement (ha)	1 - 2	4
Average Annual Land Requirement (ha)	0.2 - 0.4	0.8

2016-33

	Office	Industrial
Replacement Provision (A)	18,500	143,700
Net Additional Requirement (B)	29,200	52,500
Gross Requirement (C=A+B)	47,700	196,200
Delivered on Existing Employment Sites (D)	33,400	137,300
Net Requirement (E=C-D)	14,300	58,900
Flexibility Allowance (F)	1,400	5,900
Total Requirement (G=E+F)	15,700	64,800
Average Annual Requirement	920	3,810
Total Land Requirement (ha)	2 - 4	16
Average Annual Land Requirement (ha)	0.1 - 0.2	1.0

2011-33

	Office	Industrial
Replacement Provision (A)	24,000	186,000
Net Additional Requirement (B)	48,800	60,500
Gross Requirement (C=A+B)	72,800	246,500
Delivered on Existing Employment Sites (D)	51,000	172,500
Net Requirement (E=C-D)	21,800	74,000
Flexibility Allowance (F)	2,200	7,400
Total Requirement (G=E+F)	24,000	81,400
Average Annual Requirement	1,090	3,700
Total Land Requirement (ha)	2 - 6	20
Average Annual Land Requirement (ha)	0.1 - 0.3	0.9

Uttlesford

2011-16

	Office	Industrial
Replacement Provision (A)	4,700	20,700
Net Additional Requirement (B)	23,600	39,200
Gross Requirement (C=A+B)	28,300	59,900
Delivered on Existing Employment Sites (D)	11,300	24,000
Net Requirement (E=C-D)	17,000	35,900
Flexibility Allowance (F)	1,700	3,600
Total Requirement (G=E+F)	18,700	39,500
Average Annual Requirement	3,740	7,900
Total Land Requirement (ha)	2 - 5	10
Average Annual Land Requirement (ha)	0.4 - 1	2.0

2016-33

	Office	Industrial
Replacement Provision (A)	15,800	70,400
Net Additional Requirement (B)	14,000	60,500
Gross Requirement (C=A+B)	29,800	130,900
Delivered on Existing Employment Sites (D)	11,900	52,400
Net Requirement (E=C-D)	17,900	78,500
Flexibility Allowance (F)	1,800	7,900
Total Requirement (G=E+F)	19,700	86,400
Average Annual Requirement	1,159	5,082
Total Land Requirement (ha)	2 - 5	22
Average Annual Land Requirement (ha)	0.1 - 0.3	1.3

2011-33

	Office	Industrial
Replacement Provision (A)	20,500	91,100
Net Additional Requirement (B)	37,600	99,700
Gross Requirement (C=A+B)	58,100	190,800
Delivered on Existing Employment Sites (D)	23,200	76,400
Net Requirement (E=C-D)	34,900	114,400
Flexibility Allowance (F)	3,500	11,500
Total Requirement (G=E+F)	38,400	125,900
Average Annual Requirement	1,745	5,723
Total Land Requirement (ha)	4 - 10	31
Average Annual Land Requirement (ha)	0.2 - 0.5	1.4

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Essex, Southend-on-Sea and Thurrock Gypsy, Traveller and Travelling Showpeople Accommodation Assessment Summary 2016-2033

January 2018

The Essex Planning Officers Association (EPOA) endorsed the Greater Essex GTAA Report on the 25th January 2018



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Introduction and Methodology

- 1.1 Opinion Research Services (ORS) have now completed updated Gypsy and Traveller Accommodation Assessments (GTAAs) covering all local authorities in the County of Essex, together with the unitary authorities of Southend-on-Sea and Thurrock (Greater Essex). The updated assessments covered the following local authorities:
- | | | |
|----------------|-----------------|-------------------|
| » Basildon | » Colchester | » Southend-on-Sea |
| » Braintree | » Epping Forest | » Tendring |
| » Brentwood | » Harlow | » Thurrock |
| » Castle Point | » Maldon | » Uttlesford |
| » Chelmsford | » Rochford | |
- 1.2 All of the assessments of need have been completed following the same methodology and this is set out in the Essex GTAA Joint Methodology Report. An individual GTAA Need Summary Report has been prepared for each local authority¹ and in addition in Basildon, where the GTAA was a separate commission from ORS, a full report has been prepared.
- 1.3 This Essex GTAA Summary Report has been prepared to set out the overall need for additional pitches and plots for Gypsies, Travellers and Travelling Showpeople across the 12 local authorities that make up Essex, and Greater Essex² that also includes the unitary authorities of Southend-on-Sea and Thurrock. It also contains a section on transit need as this is seen as a strategic cross-boundary issue that needs to be addressed by all of the local authorities, together with Essex County Council.
- 1.4 Please note that the Essex GTAA Summary Report is for illustrative purposes only and that individual GTAA Need Summary Reports should be relied upon to support the determination of planning applications, planning appeals and Local Plan Examinations.
- 1.5 The baseline date for all of the assessments of need is **September 2016** although individual Need Summary Reports are dated when they were each published.

¹ Whilst no Gypsies, Travellers or Travelling Showpeople were identified in Southend-on-Sea, a Need Summary Report has still been prepared.

² Excluding the Buckles Lane Travelling Showpeople yards in Thurrock which are the subject of a standalone study due to the scale of the development.

Key Findings

Gypsy and Traveller Sites and Travelling Showpeople Yards

^{1.6} Overall the assessments identified a total of 780 Gypsy and Traveller pitches on 279 sites in Essex, and a total of 911 Gypsy and Traveller pitches on 297 sites in Greater Essex. It also identified 65 Travelling Showpeople plots on 9 yards in Essex and 73 Travelling Showpeople plots on 11 yards in Greater Essex³. The table below gives a breakdown by local authority and a full breakdown of sites and yards by planning status can be found in **Appendix A**.

Figure 1 – Breakdown of sites and yards by local authority

Local Authority	Gypsies and Travellers		Travelling Showpeople	
	Sites	Pitches	Yards	Plots
Basildon	102	206	1	2
Braintree	10	59	2	6
Brentwood	20	55	0	0
Castle Point	2	7	0	0
Chelmsford	22	81	3	42
Colchester	11	28	0	0
Epping Forest	54	148	1	9
Harlow	3	37	0	0
Maldon	17	61	1	5
Rochford	13	20	0	0
Southend-on-Sea	0	0	0	0
Tendring ⁴	6	17	0	0
Thurrock	18	131	2	8
Uttlesford	19	61	1	1
TOTAL - ESSEX	279	780	9	65
TOTAL - GREATER ESSEX	297	911	11	73

³ Excluding Buckles Lane where a separate report is being prepared.

⁴ Excluding 6 undetermined pitches for which planning applications have been submitted on 2 sites.

Household Interviews – Gypsies and Travellers

- 1.7 A total of 329 interviews were completed with Gypsies and Travellers in Essex, and a total of 380 interviews were completed with Gypsies and Travellers in Greater Essex.
- 1.8 The reasons for not completing interviews with Gypsies and Travellers in Essex included households not being present during the fieldwork period (289); refusal to be interviewed (59); pitches not occupied by ethnic Gypsies or Travellers (43); vacant pitches (57); and unimplemented pitches (22).
- 1.9 The reasons for not completing interviews with Gypsies and Travellers in Greater Essex included households not being present during the fieldwork period (332); refusal to be interviewed (69); pitches not occupied by ethnic Gypsies or Travellers (48); vacant pitches (59); and unimplemented pitches (28).
- 1.10 Overall this represents an adjusted response rate⁵ of 50% for Essex and 49% for Greater Essex, with individual response rates ranging from 90% in Rochford down to 28% in Uttlesford.

Figure 2 – Breakdown of household interview response rates for Gypsies and Travellers

Local Authority	Occupied Pitches	Interviews	Response Rate
Basildon	163	81	50%
Braintree	51	36	71%
Brentwood	54	41	76%
Castle Point	7	2	29%
Chelmsford	75	41	55%
Colchester	27	15	56%
Epping Forest	114	37	33%
Harlow	30	18	60%
Maldon	58	22	38%
Rochford	19	17	90%
Southend-on-Sea	0	0	-
Tendring	6	4	67%
Thurrock	118	51	43%
Uttlesford	54	15	28%
TOTAL - ESSEX	658	329	50%
TOTAL – GREATER ESSEX	776	380	49%

⁵ Baseline excludes pitches or plots that were vacant, unimplemented or not occupied by ethnic Gypsies, Travellers or Travelling Showpeople.

Household Interviews – Travelling Showpeople

- ^{1.11} A total of 23 interviews were completed with Travelling Showpeople in Essex, and a total of 27 interviews were completed with Travelling Showpeople in Greater Essex. These figures exclude interviews that were completed at Buckles Lane in Thurrock which will be included in a separate report.
- ^{1.12} The reasons for not completing interviews with Travelling Showpeople in Essex and Greater Essex included households not being present during the fieldwork period (31); refusal to be interviewed (10); unimplemented plots (5); and plots not occupied by Travelling Showpeople (3).
- ^{1.13} Overall this represents an adjusted response rate of 38% for Essex and 42% for Greater Essex, with individual rates ranging from 100% in Basildon, Thurrock and Uttlesford down to 11% in Epping Forest as a result of the majority of households refusing to be interviewed, and 0% in Maldon as a result of all of the plots being unimplemented.

Figure 3 – Breakdown of household interview response rates for Travelling Showpeople

Local Authority	Occupied Plots	Interviews	Response Rate
Basildon	2	2	100%
Braintree	6	5	83%
Brentwood	0	0	-
Castle Point	0	0	-
Chelmsford	42	14	33%
Colchester	0	0	-
Epping Forest	9	1	11%
Harlow	0	0	-
Maldon ⁶	0	0	-
Rochford	0	0	-
Southend-on-Sea	0	0	-
Tendring	0	0	-
Thurrock ⁷	5	4	80%
Uttlesford	1	1	100%
TOTAL - ESSEX	60	23	38%
TOTAL – GREATER ESSEX	65	27	42%

⁶ All 5 plots were unimplemented.

⁷ Excluding Buckles Lane where a separate report is being prepared.

PPTS (2015) Planning Definition

- 1.14 Households that were interviewed were assessed against the revised planning definition of a Traveller that is set out in Annex 1 of PPTS (2015).
- 1.15 Overall, this found that a total of 74 Gypsy and Traveller households and 14 Travelling Showpeople households in Essex met the planning definition in that they were able to demonstrate that they travel for work purposes or have ceased to travel temporarily due to education, ill health or old age. This represents an overall proportion of 23% of Gypsies and Travellers and 58% of Travelling Showpeople that met the planning definition.
- 1.16 The assessments found that a total of 82 Gypsy and Traveller households and 17 Travelling Showpeople households in Greater Essex met the planning definition This represents an overall proportion of 22% of Gypsies and Travellers and 61% of Travelling Showpeople that met the planning definition.
- 1.17 These figures are higher than national figures that have been identified by ORS for Gypsies and Travellers (10%) and lower than the ORS national figures for Travelling Showpeople (70%).
- 1.18 The tables below provide an overall summary for Essex and Greater Essex, and a summary for each local authority.

Figure 4 – Overall breakdown of households in Essex meeting the Planning Definition by site and yard status

	Meet Planning Definition	Total Interviews	% Meeting Planning Definition
Public Sites	13	103	13%
Private Sites	38	158	24%
Temporary Sites	1	5	20%
Tolerated Sites	3	12	25%
Unauthorised Sites	19	50	37%
Sub Total	74	328	23%
TSP - Private	14	24	58%
TSP - Temporary	0	0	-
TSP - Tolerated	0	0	-
TSP - Unauthorised	0	0	-
Sub Total	14	24	58%
TOTAL	88	352	25%

Figure 5 – Overall breakdown of households in Greater Essex meeting the Planning Definition by site and yard status

	Meet Planning Definition	Total Interviews	% Meeting Planning Definition
Public Sites	15	142	11%
Private Sites	38	159	24%
Temporary Sites	2	8	25%
Tolerated Sites	7	19	37%
Unauthorised Sites	20	51	39%
Sub Total	82	379	22%
TSP - Private	17	28	57%
TSP - Temporary	0	0	-
TSP - Tolerated	0	0	-
TSP - Unauthorised	0	0	-
Sub Total	17	28	61%
TOTAL	99	407	24%

Figure 6 – Breakdown of households meeting the Planning Definition by local authority – Gypsies and Travellers

Gypsies and Travellers	Meet Planning Definition	Total Interviews	% Meeting Planning Definition
Basildon	27	81	33%
Braintree	4	36	11%
Brentwood	9	41	22%
Castle Point	0	2	0%
Chelmsford	6	41	15%
Colchester	2	15	13%
Epping Forest	15	37	41%
Harlow	0	18	0%
Maldon	3	22	14%
Rochford	7	17	41%
Southend-on-Sea	0	0	-
Tendring	1	4	25%
Thurrock	8	51	16%
Uttlesford	0	15	0%
TOTAL- ESSEX	74	329	23%
TOTAL - GREATER ESSEX	82	380	22%

Figure 7 – Breakdown of households meeting the Planning Definition by local authority – Travelling Showpeople

Travelling Showpeople	Meet Planning Definition	Total Interviews	% Meeting Planning Definition
Basildon	2	2	100%
Braintree	4	5	80%
Brentwood	0	0	-
Castle Point	0	0	-
Chelmsford	8	14	57%
Colchester	0	0	-
Epping Forest ⁸	0	2	-
Harlow	0	0	-
Maldon	0	0	-
Rochford	0	0	-
Southend-on-Sea	0	0	-
Tendring	0	0	-
Thurrock	3	4	75%
Uttlesford	0	1	-
TOTAL- ESSEX	14	24	58%
TOTAL – GREATER ESSEX	17	28	61%

⁸ There were Travelling Showpeople living on Gypsy and Traveller sites

Additional Pitch Needs – Gypsies and Travellers

- 1.19 The overall additional pitch needs for Gypsies and Travellers from 2016-2033 are set out for each local authority below. This breakdown also includes an overall summary for Essex and Greater Essex.
- 1.20 Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite up to 3 visits to each site) who *may* meet the planning definition, and for those households that do not meet the planning definition (even though this is no longer a requirement for a GTAA). The accommodation need for the households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA) and through separate Local Plan policies.

Basildon

- 1.21 There were 27 Gypsy or Traveller households interviewed in Basildon that meet the planning definition, 83 unknown households that may meet the planning definition and 54 household that do not meet the planning definition.
- 1.22 The GTAA identifies a need for **47 additional pitches** for households that meet the planning definition and this is made up of 10 households on unauthorised pitches, 5 concealed or doubled-up households or adults, 13 teenage children in need of a pitch of their own in the next 5 years, and 20 from new household formation using a formation rate of 2.10% derived from the household demographics. There is also supply of 1 pitch on a public site due to be vacated by a household moving to another local authority area.
- 1.23 The GTAA identifies a need for up to 57 additional pitches for unknown households and this is made up of 26 households on unauthorised pitches, 5 households living on pitches with temporary planning permission, and new household formation of up to 24 from a maximum of 85 households. If the ORS national average⁹ of 10% were applied this could result in a need for 6 additional pitches.
- 1.24 Although it is not now a requirement to include in a GTAA the study identified a need for 51 additional pitches for Gypsy and Traveller households that do not meet the planning definition. This is made up of 8 households on unauthorised pitches, 1 concealed or doubled-up household or adult, 15 teenage children in need of a pitch of their own in the next 5 years, 2 movement from bricks and mortar, 2 households on pitches with temporary planning permission, and 23 from new household formation using a rate of 1.50% derived from the household demographics.

Figure 8 – Additional need for Gypsy and Traveller households in Basildon 2016-2033

Status	Total
Meet Planning Definition	47
Unknown	0-57 (10% = 6)
Do Not Meet Planning Definition	51

⁹ Based on the outcomes of over 2,500 interviews that have been completed with Gypsies and Travellers by ORS since changes to PPTS in 2015.

Braintree

- 1.25 There were 4 Gypsy or Traveller households interviewed in Braintree that meet the planning definition, 18 unknown households that may meet the planning definition and 32 households that do not meet the planning definition.
- 1.26 The GTAA identified a need for **2 additional pitches** for households that meet the planning definition. This is made up of 1 concealed or doubled-up household, 2 pitches from new household formation based on the demographics of the residents, netted of against supply of 1 vacant pitch on a public site.
- 1.27 The GTAA identifies a need for up to 4 additional pitches for unknown households and this is made up of new household formation of 5 from a maximum of 18 households, netted off against supply of 1 vacant pitch on a public site. If the ORS national average of 10% were applied this could result in a need for no additional pitches.
- 1.28 Whilst no longer a requirement to include in a GTAA there is a need for 20 additional pitches for households that do not meet the planning definition. This is made up of 3 concealed or doubled-up households or adults, 3 teenage children in need of a pitch of their own in the next 5 years, new household formation of 15 using a rate of 2.00% derived from the household demographics, netted off against supply of 1 vacant pitch on a public site.

Figure 9 – Additional need for Gypsy and Traveller households Braintree 2016-2033

Status	Total
Meet Planning Definition	2
Unknown	0-4 (10% = 0)
Do Not Meet Planning Definition	20

Brentwood

- 1.29 There were 9 Gypsy or Traveller households interviewed in Brentwood that meet the planning definition, 16 unknown households that may meet the planning definition and 32 households that do not meet the planning definition.
- 1.30 The GTAA identified a need for **11 additional pitches** for households that meet the planning definition. This is made up of 2 unauthorised pitches, 3 concealed or doubled-up households or adults, 2 teenage children in need of a pitch of their own in the next 5 years, and 4 from new household formation using a rate of 1.40% derived from the household demographics.
- 1.31 The GTAA identifies a need for up to 8 additional pitches for unknown households and this is made up of 3 unauthorised pitches and 5 from new household formation from a maximum of 16 households. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.
- 1.32 Whilst no longer a requirement to include in a GTAA there is a need for 59 additional pitches for households that do not meet the planning definition. This is made up of 13 unauthorised pitches, 11 concealed or doubled-up households or adults, 13 teenage children in need of a pitch of their own in the next 5 years, 2 pitches with temporary planning permission, and new household formation of 20 using a rate of 1.85% derived from the household demographics.

Figure 10 – Additional need for Gypsy and Traveller households in Brentwood 2016-2033

Status	Total
Meet Planning Definition	11
Unknown	0-8 (10% = 1)
Do Not Meet Planning Definition	59

Castle Point

- 1.33 There were no Gypsy or Traveller households interviewed in Castle Point that meet the planning definition, 5 unknown households that may meet the planning definition and 2 households that do not meet the planning definition.
- 1.34 The GTAA identifies a need for **no additional pitches** for households that meet the planning definition.
- 1.35 The GTAA identifies a need for up to 1 additional pitch for unknown households and this is made up of new household formation of up to 1 from a maximum of 5 households. If the ORS national average of 10% were applied this could result in a need for no additional pitches.
- 1.36 Whilst no longer a requirement to include in a GTAA there is a need for 5 additional pitches for households that do not meet the planning definition. This is made up of 2 teenage children in need of a pitch of their own in the next 5 years, and 3 from new household formation derived from the household demographics.

Figure 11 – Additional need for Gypsy and Traveller households in Castle Point 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0-1 (10% = 0)
Do Not Meet Planning Definition	5

Chelmsford

- 1.37 There were 6 Gypsy or Traveller households interviewed in Chelmsford that meet the planning definition, 40 unknown households that may meet the planning definition and 35 households that do not meet the planning definition.
- 1.38 The GTAA identifies a need for **6 additional pitches** for households that meet the planning definition. This is made up of 2 concealed or doubled-up households or adults, 1 teenage child in need of a pitch of their own in the next 5 years, 5 from new household formation using a rate of 2.50% derived from the household demographics, netted off against supply of 2 pitches on public sites due to be vacated by households moving to bricks and mortar or away from the area.
- 1.39 The GTAA identifies a need for up to 17 additional pitches for the unknown household and this is made up of 5 unauthorised pitches and new household formation of up to 12 from a maximum of 40 households. If the ORS national average of 10% were applied this could result in a need for 2 additional pitches.
- 1.40 Whilst no longer a requirement to include in a GTAA there is a need for 18 additional pitches for households that do not meet the planning definition. This is made up of 3 concealed or doubled-up

households or adults, 3 teenage children in need of a pitch of their own in the next 5 years, and 12 from new household formation using a rate of 1.50 derived from the household demographics.

Figure 12 – Additional need for Gypsy and Traveller households in Chelmsford 2016-2033

Status	Total
Meet Planning Definition	6
Unknown	0-17 (10% = 2)
Do Not Meet Planning Definition	18

Colchester

- 1.41 There were 2 Gypsy or Traveller households interviewed in Colchester that meet the planning definition, 12 unknown households that may meet the planning definition and 13 households that do not meet the planning definition.
- 1.42 The GTAA identifies a need for **2 additional pitches** for households that meet the planning definition. This is made up of new household formation derived from the household demographics.
- 1.43 The GTAA identifies a need for up to 3 additional pitches for unknown households and this is made up of new household formation of up to 4 from a maximum of 12 households, netted off against supply from 1 pitch on a public site due to be vacated by a household moving away from the area. If the ORS national average of 10% were applied this could result in a need for no additional pitches.
- 1.44 Whilst no longer a requirement to include in a GTAA there is a need for 10 additional pitches for households that do not meet the planning definition. This is made up of 1 concealed or doubled-up household or adult, 4 teenage children in need of a pitch of their own in the next 5 years, and new household formation of 5 using a rate of 1.50% derived from the household demographics.

Figure 13 – Additional need for Gypsy and Traveller households in Colchester 2016-2033

Status	Total
Meet Planning Definition	2
Unknown	0-3 (10% = 0)
Do Not Meet Planning Definition	10

Epping Forest

- 1.45 There were 15 Gypsy or Traveller households interviewed in Epping Forest that meet the planning definition, 77 unknown households that may meet the planning definition and 21 households that do not meet the planning definition.
- 1.46 The GTAA identifies a need for **24 additional pitches** for households that meet the planning definition. This is made up of 3 unauthorised pitches, 3 concealed or doubled-up households or adults, 8 teenage children in need of a pitch of their own in the next 5 years, 1 temporary pitch, and new household formation of 10 using a rate of 1.90% derived from the household demographics. This is netted off against supply of 1 pitch on a public site due to be vacated by a household moving away from the area.

- 1.47 The GTAA identifies a need for up to 41 additional pitches for unknown households and this is made up of 5 unauthorised pitches, 14 pitches with temporary planning permission, and new household formation of 22 from a maximum of 77 households. If the ORS national average of 10% were applied this could result in a need for 4 additional pitches.
- 1.48 Whilst no longer a requirement to include in a GTAA there is a need for 4 additional pitches for households that do not meet the planning definition. This is made up of new household formation of 4 using a rate of 1.10% derived from the household demographics.

Figure 14 – Additional need for Gypsy and Traveller households in Epping Forest 2016-2033

Status	Total
Meet Planning Definition	24
Unknown	0-41 (10% = 4)
Do Not Meet Planning Definition	4

Harlow

- 1.49 There were no Gypsy or Traveller households interviewed in Harlow that meet the planning definition, 12 unknown households that may meet the planning definition and 18 households that do not meet the planning definition.
- 1.50 The GTAA identifies a need for **no additional pitches** for households that meet the planning definition as none of the households that were interviewed met the definition.
- 1.51 The GTAA identifies a need for up to 2 additional pitches for unknown households and this is made up of new household formation of 3 from a maximum of 12 households and 1 pitch that has temporary planning permissions. This is netted off against supply from 2 vacant pitches on a public site. If the ORS national average of 10% were applied this could result in a need for no additional pitches.
- 1.52 Whilst no longer a requirement to include in a GTAA there is a need for 7 additional pitches for households that do not meet the planning definition. This is made up of 4 concealed or doubled-up households or adults, 3 pitches for teenage children who will be in need of a pitch of their own in the next 5 years and new household formation of 9 using a rate of 1.90% derived from the household demographics. This is netted off against supply of 9 pitches on a public site – 4 that are vacant, 1 that is due to become vacant from a household moving to bricks and mortar and 4 due to become vacant as a result of households moving away from the area.

Figure 15 – Additional need for Gypsy and Traveller households in Harlow 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0-2 (10% = 0)
Do Not Meet Planning Definition	7

Maldon

- 1.53 There were 3 Gypsy or Traveller households interviewed in Maldon that meet the planning definition, 37 unknown households that may meet the planning definition and 19 households that do not meet the planning definition.
- 1.54 The GTAA identified a need for **1 additional pitch** for households that meet the planning definition. This is due to a pitch being unauthorised. There is no other current or future need identified from these households.
- 1.55 The GTAA identifies a need for up to 10 additional pitches for unknown households. This is made up new household formation of 13 from a maximum of 37 households. This is netted off against supply from 2 pitches on a public site due to be vacated by households moving to bricks and mortar and 1 household due to move away from the area. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.
- 1.56 Whilst no longer a requirement to include in a GTAA there is a need for 8 additional pitches for households that do not meet the planning definition. This is made up of 1 unauthorised pitch, 5 concealed or doubled-up households or adults, and new household formation of 2 derived from the household demographics.

Figure 16 – Additional need for Gypsy and Traveller households in Maldon 2016-2033

Status	Total
Meet Planning Definition	1
Unknown	10 (10% = 1)
Do Not Meet Planning Definition	8

Rochford

- 1.57 There were 7 Gypsy or Traveller households interviewed in Rochford that meet the planning definition, 2 unknown households that may meet the planning definition and 10 households that do not meet the planning definition.
- 1.58 The GTAA identified a need for **5 additional pitches** for households that meet the planning definition. This is made up of 2 unauthorised pitches, 1 concealed or doubled-up household or adult, 1 teenage child in need of a pitch of their own in the next 5 years, and new household formation of 1 using a rate of 1.00% derived from the household demographics.
- 1.59 The GTAA identifies a need of up to 3 additional pitches for unknown households. This is made up of 1 unauthorised pitch, 1 pitch with temporary planning permission and new household formation of 1 from a maximum of 2 households. If the ORS national average of 10% were applied this could result in a need for no additional pitches.
- 1.60 Whilst no longer a requirement to include in a GTAA there is a need for 10 additional pitches for households that do not meet the planning definition. This is made up of 7 unauthorised pitches, 1 concealed or doubled-up household or adults, and new household formation of 2 using a formation rate of 1.10% derived from the household demographics.

Figure 17 – Additional need for Gypsy and Traveller households in Rochford 2016-2033

Status	Total
Meet Planning Definition	5
Unknown	3 (10% = 0)
Do Not Meet Planning Definition	10

Southend-on-Sea

- 1.61 There were no Gypsy or Traveller households identified in Southend-on-Sea so there is no current or future need for additional pitches.

Figure 18 – Additional need for Gypsy and Traveller households in Southend-on-Sea 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Tendring

- 1.62 There was 1 Gypsy or Traveller household interviewed in Tendring that met the planning definition, 8 unknown households that may meet the planning definition and 3 households that do not meet the planning definition.
- 1.63 The GTAA identified a need for **1 additional pitch** for households that meet the planning definition. This is made up of 1 pitch from new household formation derived from the household demographics.
- 1.64 The GTAA identifies a need for 2 additional pitches for unknown households. This is made of new household formation of 2 from a maximum of 8 households. If the ORS national average of 10% were applied this could result in a need for no additional pitches.
- 1.65 Whilst no longer a requirement to include in a GTAA there is a need for 3 additional pitches for households that do not meet the planning definition. These are all from new household formation derived from the household demographics.

Figure 19 – Additional need for Gypsy and Traveller households in Tendring 2016-2033

Status	Total
Meet Planning Definition	1
Unknown	2 (10% = 0)
Do Not Meet Planning Definition	3

Thurrock

- 1.66 There were 8 Gypsy or Traveller households interviewed in Thurrock that meet the planning definition, 67 unknown households that may meet the planning definition and 43 households that do not meet the planning definition.

- ^{1.67} The GTAA identifies a need for **10 additional pitches** for households that meet the planning definition and this is made up of 1 unauthorised pitch, 1 temporary pitch, 4 teenage children in need of a pitch of their own in the next 5 years, and new household formation of 4 using a rate of 2.00% derived from the demographics of the households.
- ^{1.68} The GTAA identifies a need for up to 38 additional pitches for unknown households and this is made up of 13 unauthorised pitches, 6 pitches with temporary planning permission, and new household formation of 19 from a maximum of 65 households. If the ORS national average of 10% were applied this could result in a need for 4 additional pitches.
- ^{1.69} Whilst no longer a requirement to include in a GTAA there is a need for 37 additional pitches for households that do not meet the planning definition. This is made up from 2 concealed or doubled-up households or adults, 9 teenage children in need of a pitch of their own in the next 5 years, 2 pitches with temporary planning permission and 24 from new household formation using a rate of 2.15% derived from the household demographics.

Figure 20 – Additional need for Gypsy and Traveller households in Thurrock 2016-2033

Status	Total
Meet Planning Definition	10
Unknown	0-38 (10% = 4)
Do Not Meet Planning Definition	37

Uttlesford

- ^{1.70} There were no Gypsy or Traveller households interviewed in Uttlesford that meet the planning definition, 39 unknown households that may meet the planning definition and 16 households that do not meet the planning definition.
- ^{1.71} The GTAA identifies a need for **no additional pitches** for households that meet the planning definition as none of the households that were interviewed met the definition.
- ^{1.72} The GTAA identifies a need for up to 8 additional pitches for unknown households. This is made up of new household formation of 11 from a maximum of 39 households, netted off against supply from 2 households on a public site moving to bricks and mortar and 1 household on a public site moving away from the area. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.
- ^{1.73} Whilst no longer a requirement to include in a GTAA there is a need for 10 additional pitches for households that do not meet the planning definition. These are from 1 unauthorised pitch, 3 concealed or doubled-up households or adults, 3 teenage children in need of a pitch of their own in the next 5 years, and new household formation of 3 using a rate of 0.80% derived from the household demographics.

Figure 21 – Additional need for Gypsy and Traveller households in Uttlesford 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0-8 (10% = 1)
Do Not Meet Planning Definition	10

Essex County

- 1.74 Taking all of these figures into consideration there are a total of 74 Gypsy and Traveller households in Essex that meet the planning definition; 349 unknown Gypsy and Traveller households that may meet the planning definition; and 255 Gypsy and Traveller households that do not meet the planning definition.
- 1.75 Overall need has been identified for 100 additional pitches for Gypsy and Traveller households that meet the planning definition; for up to 156 additional pitches for unknown Gypsy and Traveller households that may meet the planning definition; and for 205 additional pitches for Gypsy and Traveller households that do not meet the planning definition.

Figure 22 – Additional need for Gypsy and Traveller households in Essex 2016-2033

Status	Total
Meet Planning Definition	100
Unknown	0-156 (10% = 16)
Do Not Meet Planning Definition	205

Greater Essex

- 1.76 Taking all of these figures into consideration there are a total of 82 Gypsy and Traveller households in Greater Essex that meet the planning definition; 416 unknown Gypsy and Traveller households that may meet the planning definition; and 298 Gypsy and Traveller households that do not meet the planning definition.
- 1.77 Overall need has been identified for 110 additional pitches for Gypsy and Traveller households that meet the planning definition; for up to 194 additional pitches for unknown Gypsy and Traveller households that may meet the planning definition; and for 242 additional pitches for Gypsy and Traveller households that do not meet the planning definition.

Figure 23 – Additional need for Gypsy and Traveller households in Greater Essex 2016-2033

Status	Total
Meet Planning Definition	110
Unknown	0-194 (10% = 19)
Do Not Meet Planning Definition	242

Additional Plot Needs - Travelling Showpeople

- 1.78 The overall additional plot needs for Travelling Showpeople from 2016-2033 are set out below. This breakdown includes an overall summary for Essex and Greater Essex. It should be noted that the assessment of need for households living on the yards at Buckles Lane in Thurrock will be the subject of a standalone report and has not been included in this Summary Report.
- 1.79 Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (even though this is no longer a requirement for a GTAA). The accommodation need for the households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA).

Basildon

- 1.80 There were 2 Travelling Showperson households interviewed in Basildon that met the planning definition, no unknown households that may meet the planning definition and no households that did not meet the planning definition.
- 1.81 The GTAA identifies a need for **3 additional plots** for households that meet the planning definition and this is made up of 1 teenage child in need of a plot of their own in the next 5 years, and 2 from new household formation derived from the demographics of the residents.

Figure 24 – Additional need for Travelling Showpeople households in Basildon 2016-2033

Status	Total
Meet Planning Definition	3
Unknown	0
Do Not Meet Planning Definition	0

Braintree

- 1.82 There were 4 Travelling Showpeople households interviewed in Braintree that meet the planning definition, 4 unknown households that may meet the planning definition and 1 household that does not meet the planning definition.
- 1.83 The GTAA identifies a need for **5 additional plots** for households that meet the planning definition and this is made up of 1 teenage child in need of a plot of their own in the next five years and new household formation of 4 derived from the household demographics.
- 1.84 The GTAA identifies a need for up to 1 additional plot for unknown households and this is made up new household formation of 1 from a maximum of 4 households. If the ORS national average of 70% were applied this could result in a need for 1 additional plot.
- 1.85 Whilst no longer a requirement to include in a GTAA there is a need for no additional plots for households that do not meet the planning definition as no current or future needs were identified from the 1 household.

Figure 25 – Additional need for Travelling Showpeople households in Braintree 2016-2033

Status	Total
Meet Planning Definition	5
Unknown	0-1 (70% = 1)
Do Not Meet Planning Definition	0

Brentwood

- 1.86 There were no Travelling Showpeople households identified in Brentwood that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.

Figure 26 – Additional need for Travelling Showpeople households in Brentwood 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do not meet Planning Definition	0

Castle Point

- 1.87 There were no Travelling Showpeople households identified in Castle Point that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.

Figure 27 – Additional need for Travelling Showpeople households in Castle Point 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Chelmsford

- 1.88 There were 8 Travelling Showpeople households interviewed in Chelmsford that meet the planning definition, 28 unknown households that may meet the planning definition and 6 households that do not meet the planning definition.
- 1.89 The GTAA identifies a need for **16 additional plots** for households that meet the planning definition and this is made up of 10 teenage children in need of a plot of their own in the next five years and new household formation of 7 using a formation rate of 2.00 derived from the household demographics. This is netted off against supply of 1 plot as a result of a household moving away from the area.
- 1.90 The GTAA identifies a need for up to 5 additional plots for unknown households and this is made up new household formation from a maximum of 4 households. If the ORS national average of 70% were applied this could result in a need for 4 additional plots.

1.91 Whilst no longer a requirement to include in a GTAA there is a need for no additional plots for households that do not meet the planning definition as no current or future needs were identified from the 6 households.

Figure 28 – Additional need for Travelling Showpeople households in Chelmsford 2016-2033

Status	Total
Meet Planning Definition	16
Unknown	5 (70% = 4)
Do Not Meet Planning Definition	0

Colchester

1.92 There were no Travelling Showpeople households identified in Colchester that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.

Figure 29 – Additional need for Travelling Showpeople households in Colchester 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Epping Forest

1.93 There is 1 Travelling Showpeople yard in Epping Forest and 1 Showman living on a pitch on the public Traveller site. It was only possible to conduct an interview with 1 household that were retired and did not meet the planning definition and had no current or future need. The interview did identify that the yard is becoming overcrowded as families expand and that more plots for Travelling Showpeople are needed in the area.

Figure 30 – Additional need for Travelling Showpeople households in Epping Forest 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Harlow

1.94 There were no Travelling Showpeople households identified in Harlow that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.

Figure 31 – Additional need for Travelling Showpeople households in Harlow 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Maldon

- ^{1.95} There was 1 Travelling Showpeople yard identified in Maldon District that is currently under construction and unoccupied. The future residents are understood to be living on a number of yards elsewhere in Essex and Bedford so their current needs will be included in the GTAA for the area where they are currently residing. As far as future need is concerned it has been presumed that in making an application for a new yard, it has been planned to meet all the accommodation requirements of the future occupiers.

Figure 32 – Additional need for Travelling Showpeople households in Maldon 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Rochford

- ^{1.96} There were no Travelling Showpeople households identified in Rochford that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.

Figure 33 – Additional need for Travelling Showpeople households in Rochford 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Southend-on-Sea

- ^{1.97} There were no Travelling Showpeople households identified in Southend-on-Sea that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.

Figure 34 – Additional need for Travelling Showpeople households Southend-on-Sea 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Tendring

- ^{1.98} There were no Travelling Showpeople households identified in Tendring that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.

Figure 35 – Additional need for Travelling Showpeople households in Tendring 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Thurrock

- ^{1.99} There were 2 Travelling Showperson yards identified in Thurrock (in addition to plots at Buckles Lane which is the subject of a separate report). The interviews identified 3 households that meet the planning definition, 1 unknown household and 1 household that do not meet the definition.
- ^{1.100} The GTAA identifies a need for **12 additional plots** for households that meet the planning definition and this is made up of 4 teenagers in need of a plot of their own in the next 5 years, 1 from in-migration and new household formation of 7 using a rate of 2.15% derived from the demographics of the households.
- ^{1.101} The GTAA identifies a need for up to 2 additional plots for the unknown households and this is from new household formation.
- ^{1.102} The GTAA identifies a need for no additional plots for households that did not meet the planning definition.

Figure 36 – Additional need for Travelling Showpeople households in Thurrock 2016-2033

Status	Total
Meet Planning Definition	12
Unknown	2 (70% = 1)
Do Not Meet Planning Definition	0

Uttlesford

- ^{1.103} There was only 1 Travelling Showpeople plot identified and interviewed in Uttlesford. The household does not meet the planning definition and has no current or future accommodation needs.

Figure 37 – Additional need for Travelling Showpeople households in Uttlesford 2016-2033

Status	Total
Meet Planning Definition	0
Unknown	0
Do Not Meet Planning Definition	0

Essex County

^{1.104} Taking all of these figures into consideration there are a total of 14 Travelling Showpeople households in Essex that meet the planning definition; 40 unknown Travelling Showpeople households that may meet the planning definition; and 9 Travelling Showpeople households that do not meet the planning definition.

^{1.105} Overall need has been identified for 24 additional plots for Travelling Showpeople households that meet the planning definition; for up to 6 additional plots for unknown Travelling Showpeople households that may meet the planning definition; and for no additional plots for Travelling Showpeople households that do not meet the planning definition.

Figure 38 – Additional need for Travelling Showpeople households in Essex 2016-2033

Status	Total
Meet Planning Definition	24
Unknown	0-6 (70% = 5)
Do Not Meet Planning Definition	0

Greater Essex

^{1.106} Taking all of these figures into consideration there are a total of 17 Travelling Showpeople households in Greater Essex that meet the planning definition; 41 unknown Travelling Showpeople households that may meet the planning definition; and 10 Travelling Showpeople households that do not meet the planning definition.

^{1.107} Overall need has been identified for 36 additional plots for Travelling Showpeople households that meet the planning definition; for up to 8 additional plots for unknown Travelling Showpeople households that may meet the planning definition; and for no additional plots for Travelling Showpeople households that do not meet the planning definition.

Figure 39 – Additional need for Travelling Showpeople households in Greater Essex 2016-2033

Status	Total
Meet Planning Definition	36
Unknown	0-8 (70% = 6)
Do Not Meet Planning Definition	0

Transit Requirements – All Local Authorities

- ^{1.108} GTAA studies require the identification of demand for transit provision as many Gypsies, Travellers and Travelling Showpeople either travel permanently or for part of the year. Due to the mobile nature of this population a range of sites can be provided to accommodate Travellers as they move through different areas.
- » **Transit sites** - full facilities where Travellers can live temporarily (usually for up to a maximum of three months) – for example, to work locally, for holidays or to visit family and friends.
 - » **Emergency stopping places** - more limited facilities.
 - » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
 - » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.
 - » **Fair and event sites** - Travelling Showpeople often stay on the sites of fairs and events that they are visiting.
- ^{1.109} Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity and amenity blocks.
- ^{1.110} An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities with typically only a source of water and chemical toilet disposal provided.
- ^{1.111} Another alternative is ‘negotiated stopping’. The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- ^{1.112} Temporary stopping places can be made available at times of increased demand i.e. fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- ^{1.113} The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).

Identifying Transit Requirements

^{1.114} When determining the potential need for transit provision the assessment looked at a range of information including the recommendations from the previous GTAA; data from the DCLG Traveller Caravan Count; the outcomes of the stakeholder interviews undertaken for the previous GTAA; records on numbers of unauthorised encampments collated by the Essex County Traveller Unit (ECTU); and the potential wider issues related to PPTS (2015).

Previous GTAA

^{1.115} The GTAA that was published in 2014 set out that evidence provided by stakeholders (including ECTU) and individual local authorities indicated that a large number of encampments occur each year in Essex which a transit site(s) may help to address. Therefore, given the size of Essex, to accommodate visiting households and to provide a more powerful mechanism for addressing unauthorised encampments, ORS recommended that at least two publicly provided transit sites be delivered in Essex County with at least 10 and ideally 15 pitches. 10 pitches was generally considered to be the minimum size of site necessary to be effective for addressing unauthorised encampments, but given the scale of the Gypsy and Traveller population in Essex it was felt that these may be too small.

^{1.116} The location of any transit provision was to be determined through discussions between the local authorities in Essex and Essex County Council in relation to where the need is particularly acute based on the frequency and location of unauthorised encampments across Essex and also consideration of popular travelling routes.

^{1.117} Thurrock and Southend-on-Sea were given a choice between accepting their current levels of encampments or providing a separate transit or emergency stopping place provision.

^{1.118} It is understood that no public transit sites were provided as a result of the recommendations in the previous GTAA.

Stakeholder Interviews

^{1.119} Information from the stakeholder interviews completed for the previous GTAA suggested that there are increasing levels of unauthorised encampments in some local authorities in Greater Essex; that most are short-term visits to family or friends or transient and simply passing through; or that they are from a small number of groups moving around an area. A summary of the outcomes from the previous stakeholder interviews with local authorities in Greater Essex can be seen below – these comments have been updated in some places by officers from ECTU to better reflect the current situation relating to unauthorised encampments.

Basildon

Officers suggested that there are high numbers of encampments and that they were more common in summer months and when they occur they usually move on quickly. One officer reported that where there is movement through the area it is often accommodated on existing sites rather than at the roadside.

[In November 2017 Basildon Council was granted a High Court Injunction which will give the council greater powers to deal with unauthorised encampments on the Industrial Areas between Pipp's Hill and Burnt Mills. Between 2016 and the present time over 75 unauthorised encampments have been set up in this area]

Braintree

Stakeholders were aware of small numbers of Travellers who will come to visit relatives in Braintree. It was felt that encampments usually last no longer than 7 days.

Brentwood

It was felt that short-term encampments are fairly infrequent and are more likely to occur in the summer months. Stakeholders stated that most families who stop off in Brentwood are either travelling around for work or are simply passing through and have permanent provision elsewhere.

Castle Point

Stakeholders reported that encampments are very infrequent and normally occur during the summer months, usually lasting between 4 and 6 days. It was reported that Travellers are generally passing through Castle Point en route to coastal destinations.

Chelmsford

Other than a large one-off gathering of caravans in 2012, stakeholders reported low numbers of encampments that generally last less than 7 days. There are some peaks associated with specific cultural events and fairs.

Colchester

Stakeholders reported a fairly high number of unauthorised encampments which take place during the summer holiday period and tend to occur in car parks. When asked about the management of unauthorised encampments stakeholders were of the view that the Essex Countywide Traveller Unit has encouraged a joined-up approach. Travellers who move between neighbouring areas are closely monitored which therefore enables local authorities to have a better coordinated understanding of their movements and needs.

Epping Forest

While stakeholders reported a small number of unauthorised encampments in the past, they were not considered to be a frequent occurrence.

Harlow

On average there are said to be around 3 or 4 small encampments of around six vehicles each per year. Unusually in 2013 there was a large encampment of around 50 vehicles. Encampments occur all year round and Harlow is viewed to be an attractive stopping place because of the amount of open public spaces and hard standings. Harlow Common and the helipad are said to be popular locations for larger Traveller groups. When encampments occur they are provided with information about the settled sites and housing

in the area and one stakeholder was aware of only one family which has ever taken interest and was housed on a site.

[It should be noted that following the previous GTAA the Council has taken out a general injunction prevent unauthorised occupation of public land and also preventing a number of named individuals from locating in Harlow].

Maldon

Stakeholders noted that there are seldom any unauthorised encampments as the District is not on a through route. Any visitors to the District are usually visiting relatives for a holiday or to find out about opportunities to move back to the area. Most short term encampments occur in the Totham area.

Rochford

Unauthorised encampments were not considered to be a frequent occurrence, although one stakeholder referred to two occasions where groups of Travellers had occupied land. One encampment on private land had caused a great deal of damage from activities including dismantling of cars, and the clear up was very costly. The stakeholder commented that such instances are used by the settled community as a reason for not wanting an allocated site, whereas the existing sites are run in an exemplary fashion.

Southend-on-Sea

Officers were not aware of any unauthorised encampments being reported. The area is densely built up and therefore the area is not considered to be a practical stopping point as the area is furthest away from the main transport routes.

Tendring

Stakeholders reported regular summertime encampments on the coast at Holland Marshes, or on the seafront gardens. Whilst vans usually stay for a few days and then move on, there have been instances where encampments do not move on until court orders have been issued.

Thurrock

Stakeholders reported a large number of unauthorised encampments each year which are managed by Essex Countywide Traveller Unit. Thurrock is on the route to Kent and North Essex, so most roadside encampments are Travellers passing through the area.

Uttlesford

Stakeholders referred to a small number of encampments that usually occur each year, but also commented that numbers have been increasing. One officer referred to 3 travelling groups which turn up once a year, during the summer and stay for less than a week before they move on to somewhere else. One group will stay at Hatfield Heath and the other two turn up either side of the bridge over the A120 near The Four Ashes Pub in Takeley. These roadside camps were not perceived as a problem as the occupiers generally moved on after a short period.

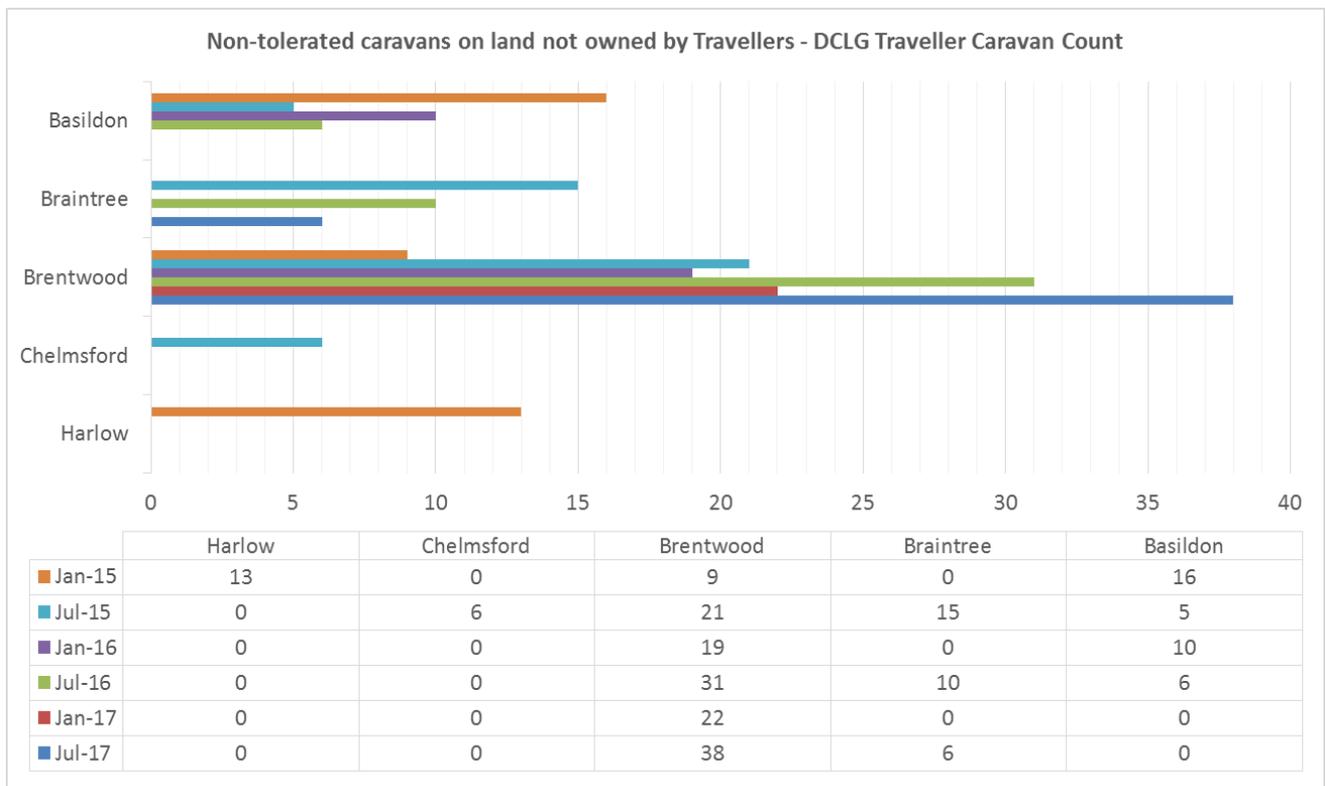
DCLG Traveller Caravan Count

^{1.120} Whilst it is considered to be a representative national dataset on numbers of authorised and unauthorised caravans across England, it is also acknowledged that the Traveller Caravan Count has a number of failings as it is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing current and future need because it does not count pitches or resident households. The count is also only a twice yearly ‘snapshot in time’ conducted by local authorities on specific days in January and July, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to solely use the outcomes from the Traveller Caravan Count in the assessment of current and future transit provision. It does however provide valuable historic and trend data on instances of unauthorised caravans in local authority areas.

^{1.121} Data from the past 6 Traveller Caravan Counts (from January 2015 to July 2017) shows that there were very low numbers or no non-tolerated unauthorised caravans on land not owned by Travellers recorded in a number of local authorities in Greater Essex – these were Castle Point, Colchester, Epping Forest, Maldon, Rochford, Southend-on-Sea, Tendring, Thurrock and Uttlesford.

^{1.122} Figure 40 shows that the majority of non-tolerated caravans on land not owned by Travellers during this period were counted in Basildon, Braintree and Brentwood, with smaller numbers recorded in Chelmsford and Harlow. However, as set out above this is just a snapshot and does not give a full picture of unauthorised encampments and potential need for transit provision across Greater Essex.

Figure 40 – Traveller Caravan Count Data



Essex County Traveller Unit (ECTU) Data

- ^{1.123} Discussions were held with staff from ECTU to determine whether levels of unauthorised encampments have changed since the time of the last GTAA. Data from ECTU covers **all** recorded encampments throughout the course of the year, together with details about the numbers of caravans and the length of stay. This data indicates that numbers of encampments have continued to rise in many parts of Greater Essex since the previous GTAA was completed in 2014.
- ^{1.124} The data shows that since 2013 a total of 1,168 unauthorised encampments were recorded across Greater Essex, with a general trend showing a year-on-year increase.
- ^{1.125} When broken down by individual local authorities over the same time period it can be seen that the highest number of unauthorised encampments were recorded in Thurrock (237), Harlow (155), Basildon (141), Chelmsford (134), Colchester (121) and Tendring (107). The lowest numbers of encampments were recorded in Southend-on-Sea (5), Castle Point (8), Rochford (9) and Maldon (14).

Figure 41 – Total number of unauthorised encampments recorded by ECTU – Greater Essex

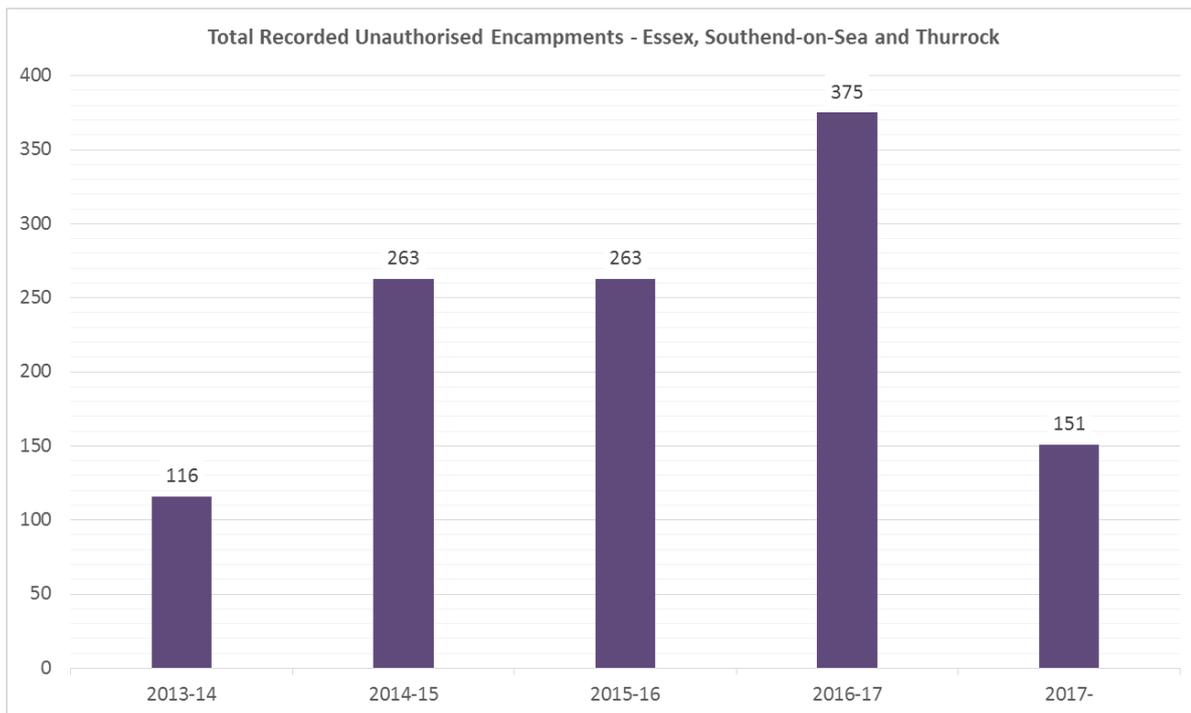


Figure 42 – Total number of unauthorised encampments recorded by ECTU by Local Authority¹⁰

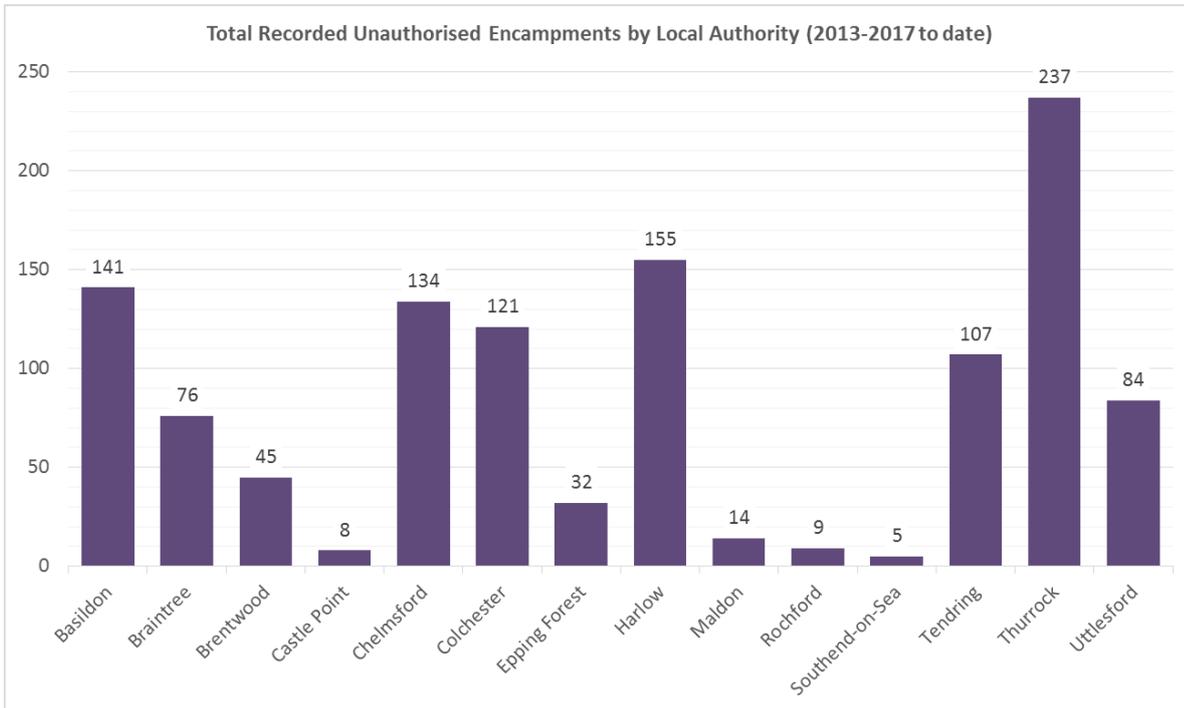
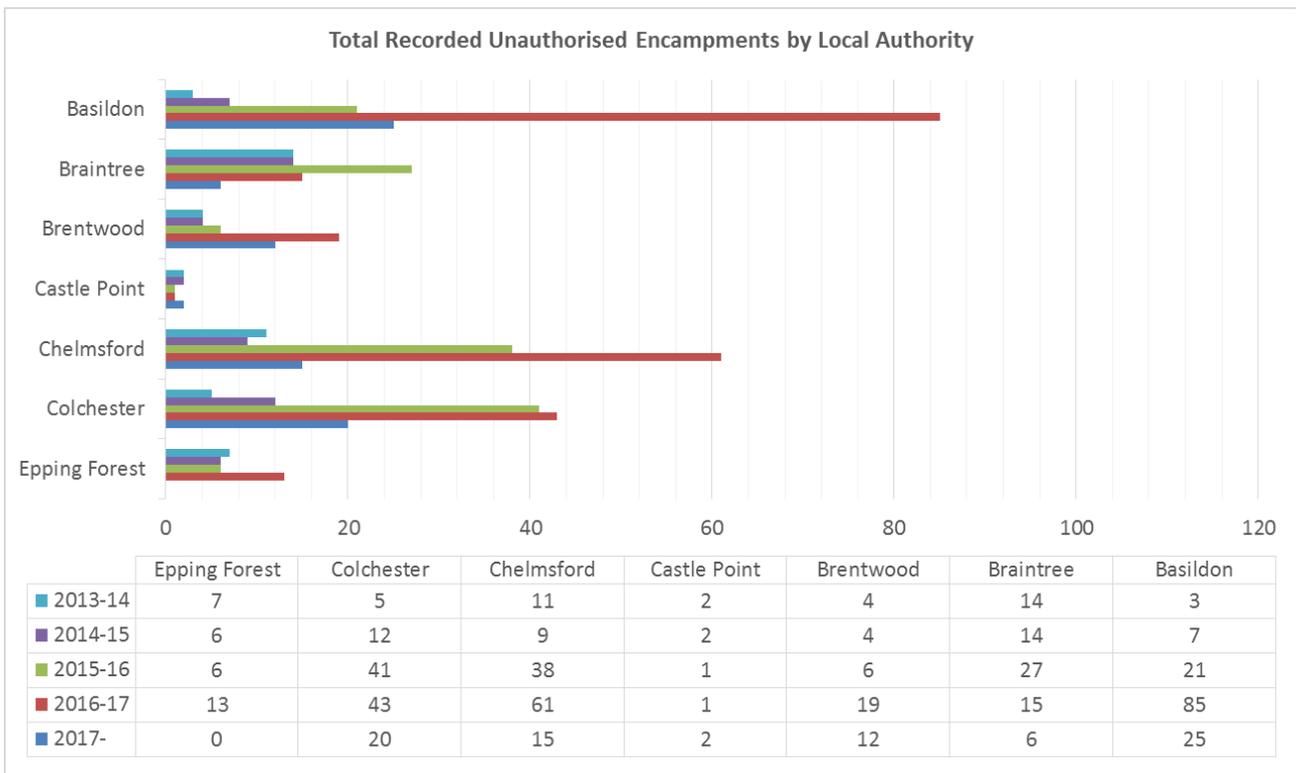
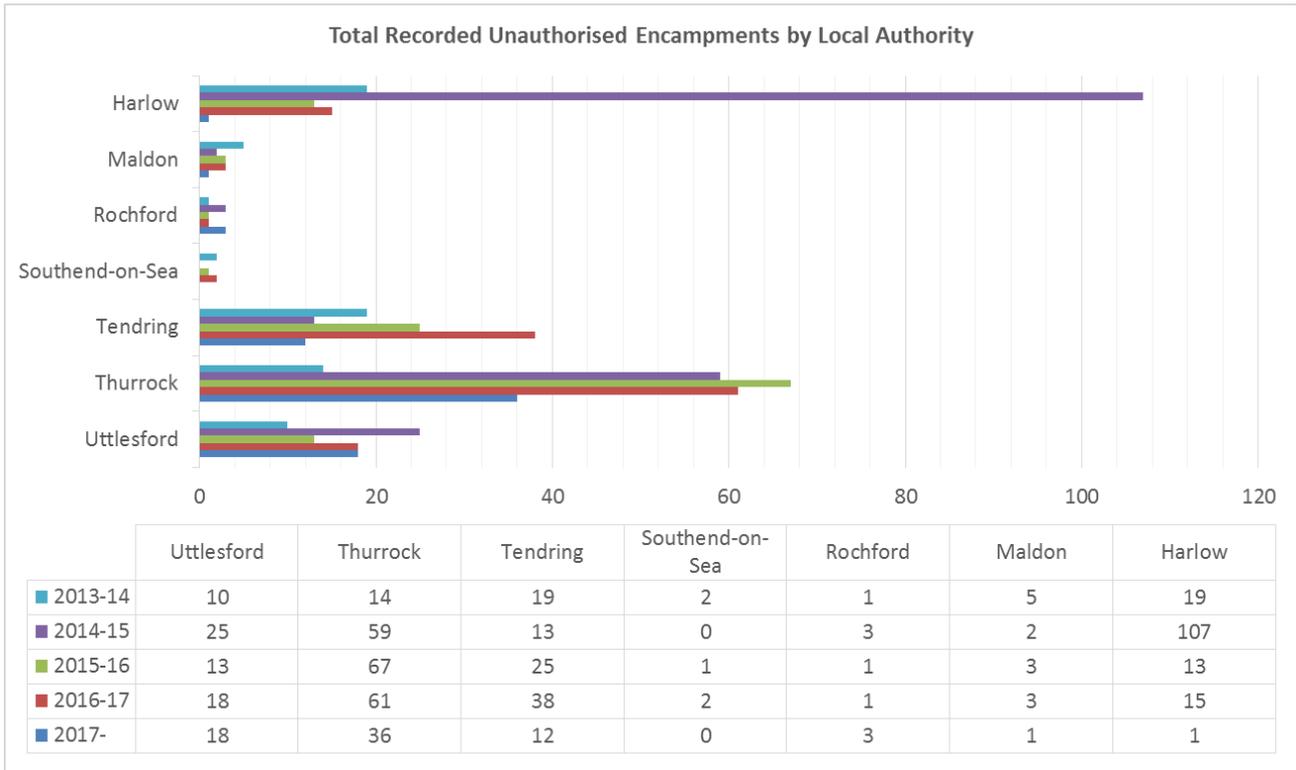


Figure 43 – Total number of unauthorised encampments recorded by ECTU by Local Authority by year



¹⁰ 2017 to date refers to the time period April – September 2017



^{1.126} It should be noted that in Harlow in 2015 an Injunction was granted to prevent unauthorised encampments being set up on 454 individual parcels of land. The Injunction also applied to a total of 35 individually named Travellers and was in response to high numbers of encampments being set up in Harlow. The injunction was extended in 2017 to cover the period to June 2020. Further work needs to be undertaken to establish the impact of this Injunction on the number of encampments elsewhere in Essex.

^{1.127} In order to provide a more detailed picture on the current need for transit provision further analysis was completed by ECTU of the daily number of caravans that were present on unauthorised encampments across Greater Essex. This looked at 2 scenarios – what was deemed to be the month of year with the highest numbers of caravans recorded (June), and what was deemed to be the month of the year with the lowest numbers of caravans recorded (September). The purpose of this analysis was to determine the minimum and maximum number of caravan spaces (as opposed to pitches) that may be required to address currently recorded levels of unauthorised caravans. This indicated an average of 45 caravans per day during the busiest month of June and an average of 12 caravans per day during the quietest month of September.

Figure 44 – Total number of caravans on unauthorised encampments recorded by ECTU by day – June 2017

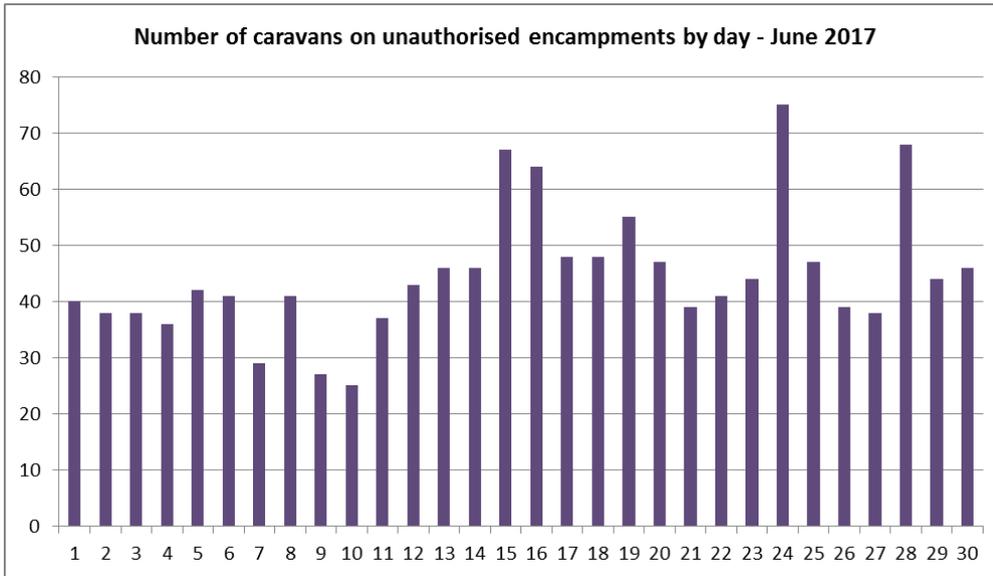
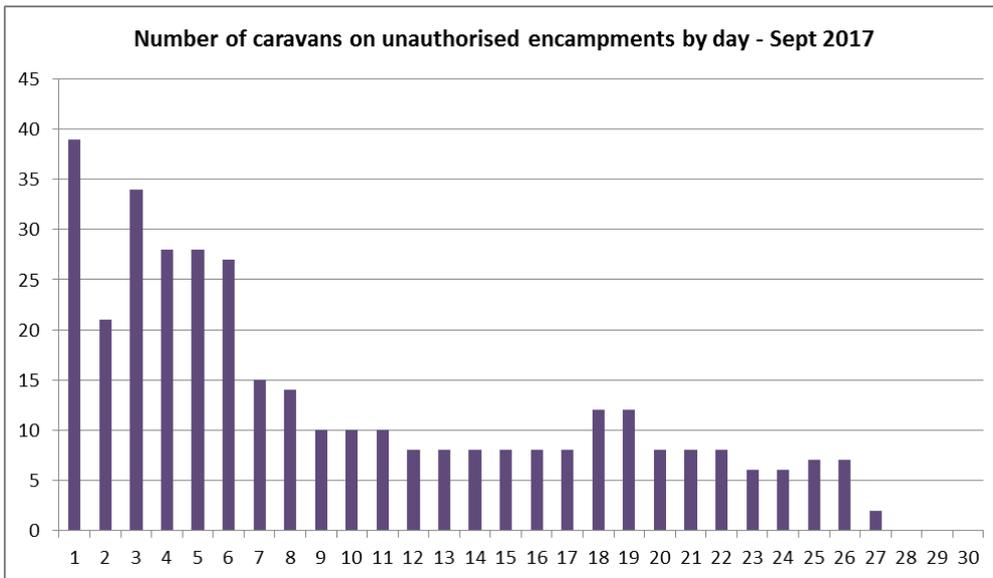


Figure 45 – Total number of caravans on unauthorised encampments recorded by ECTU by day – September 2017



Implications of PPTS (2015)

^{1.128} It has been suggested that there will need to be an increase in transit provision across the country as a result of PPTS (2015) leading to more households travelling. This may well be the case but it will take some time for any robust evidence to be available to substantiate these claims. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base.

Transit Recommendations

- ^{1.129} Analysis of previous stakeholder interviews, Traveller Caravan Count Data and data collected by ECTU shows that there are high and increasing numbers of unauthorised encampments in many parts of Greater Essex. It also suggests that there is a potential need for approximately 45 caravan spaces during the busiest months of the year and a potential need for approximately 12 caravan spaces during the quietest months of the year. However the analysis is of data that has been collected relatively soon after the publication of PPTS (2015) and does not provide a detailed enough spatial view on where and how much provision is needed. It also does not explore issues such as a small number of households accounting for multiple records of encampments.
- ^{1.130} As such it is recommended that further work is undertaken over the coming months to undertake more in-depth analysis of data recorded by ECTU and other relevant sources. This work will be completed by ORS over the next 12 months.
- ^{1.131} Discussions held with Officers from ECTU have confirmed that analysis of ‘Direction to Leave Notices’ may provide a more robust appraisal of current and future transit needs. They have advised that each of these notices contains information such as the number of caravans and vehicle registration details. From this information ORS believe that they would be able establish with a higher degree of certainty, the number of transit sites or stopping places required throughout Essex, Southend-on-Sea and Thurrock.
- ^{1.132} This additional analysis undertaken by ORS will also include work on identifying the number of households accounting for multiple records of encampments; analysis of the average number of caravans per encampment and the average length of stay; and identification of the most common locations for encampments. It is hoped that the outcomes of this work will be to identify a figure for the average number of transit caravan spaces that are needed in Greater Essex at any given point in time; whether this can be addressed through permanent transit sites, emergency stopping places and negotiated stopping arrangements; and where the geographic need is for new transit provision.
- ^{1.133} In the meantime it is recommended that the situation relating to levels of unauthorised encampments throughout the area should continue to be monitored by ECTU whilst any potential changes associated with PPTS (2015) develop.
- ^{1.134} Finally work to address unauthorised encampments is a complex issue and it is recommended, through the duty to cooperate, that individual local authorities work closely with Essex County Council both to identify the need for future transit provision and how to deal with unauthorised encampments when they occur.

Appendix A: Site and Yard Lists

Basildon

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Hovefields Caravan Site, Basildon	25	-
Private Sites		
2 Lawrence Road, North Benfleet	1	-
6a Oak Lane, Crays Hill	1	-
Blossom, North Benfleet	1	-
Bradley, Cranfield Park Avenue	1	-
Chadville, Southend Arterial Road	1	
Copernicus, North Benfleet	1	-
Five Oaks Farm, Oak Lane	1	-
Four Oaks, North Benfleet	1	-
Fox Gardens, Crays Hill	1	-
Foxgrove, North Benfleet	1	-
Green Meadows, Hovefields Avenue	1	-
Haywoods, Hovefields Avenue	1	-
Hollybrook Farm, Laindon	1	-
Journeys End, Pitsea	1	-
Land at Oak Tree Farm	1	
Land East Newlands Farm (Kenwood), Wickford	1	-
Land North of 6a Oak Lane, Crays Hill	1	-
Land Rear of Walton Lodge, Cranfield Park Avenue	1	-
Land South of 6a Oak Lane, Crays Hill		
Lawtons / The Barn, Cranfield Park Avenue	1	-
Little Meadows, North Benfleet	1	-
Mandaly Cottage, Pitsea	1	-
Mayfield, Cranfield Park Avenue	2	-
Meadow End, Hovefields Avenue	1	-
Meadow Trees, Hovefields Avenue	1	-
Meadow View, Hovefields Avenue	1	-
Meadowfields, Hovefields Avenue	1	-
Melford, Windsor Road	1	
Middle Meadows, Hovefields Avenue	1	-
Nashville Farm, Dunton	1	-
New Fields, Hovefields Avenue	1	-
Oak Farm, Oak Lane, Crays Hill	1	-
Oak Lane, Crays Hill	36	-
Oak Tree Farm, Crays Hill	1	-
Oak Tree Stables, Crays Hill	1	
Omar, Crays Hill	1	-
Opposite Windsor Lodge (Belvedere), North Benfleet	1	-
Plot 97, Hertford Drive, Fobbing	1	-

Plot 98, Hertford Drive, Fobbing	1	-
Rose Cottage, North Benfleet	1	-
Sadlers Park, Pitsea	3	-
Savannah's Place, North Benfleet	1	-
Smallfield, Cranfield Park Avenue	1	-
The Barn, Hovefields Avenue	1	-
The Chalet, Nethermayne, Basildon	1	-
The Elms, North Benfleet	1	-
The Lilys , North Benfleet	1	-
The Lodge, Cranfield Park Avenue	1	-
The Orchard, Hovefields Avenue	2	-
The Paddocks, Cranfield Park Avenue	1	-
The Paddocks, North Benfleet	1	-
The Willows Plot One, North Benfleet	1	-
The Willows Plot Two, North Benfleet	1	-
The Willows, Hovefields Avenue	1	-
Walton Lodge, Cranfield Park Avenue	1	-
Temporary Sites		
Betterview, Cranfield Park Avenue	1	-
Little Acres, Cranfield Park Avenue	1	-
Northview, Cranfield Park Avenue	1	-
Oakview, Cranfield Park Avenue	1	-
Southview, Cranfield Park Avenue	1	-
Willow View, Cranfield Park Avenue	1	-
Woodview, Cranfield Park Avenue	1	-
Tolerated Sites		
1 The Burrows, Wickford	-	1
2 The Burrows, Wickford	-	2
Bonny, Pitsea	-	1
Five Oaks, Crays Hill	-	1
Murray Farm, North Benfleet	-	1
Rear of Rose Cottage, North Benfleet	-	1
The Depot, Crays Hill	-	1
The Elms One, North Benfleet	-	1
The Elms Two, North Benfleet	-	1
The Pump House, Hovefields Avenue	-	1
The Ranch (Plots 49 – 58), Fobbing	-	1
The Rosary, North Benfleet	-	1
Unauthorised Sites		
Bradley, Cranfield Park Avenue	-	3
Fairview, Cranfield Park Avenue	-	1
Greenacres, Crays Hill	-	1
Hampton Court, Hovefields Avenue	-	1
Hatchertang, Hovefields Avenue	-	1
Haycroft, Hovefields Avenue	-	1

Haywoods, Hovefields Avenue	-	1
Highview, Hovefields Drive	-	2
Homeview, Hovefields Drive	-	1
Land adjacent to Fanton Hall Cottages	-	7
Land east of Cranfield Park Avenue	-	13
Land North of Freelands, Langdon Hills	-	1
Land rear of Blossom, Fanton Hall Cottages	-	1
Land rear of the Rosary, Fanton Hall Cottages	-	1
Land West of Hovefields Avenue	-	6
Longview, Hovefield Drive, Wickford	-	1
Mayfield, Cranfield Park Avenue	-	2
Rear of Foxgrove, North Benfleet	-	1
Rear of Foxgrove, North Benfleet	-	1
Rear of Foxgrove, North Benfleet	-	1
Silva Lodge, Hovefields Avenue	-	6
Smallacre, Cranfield Park Avenue	-	1
The Copse, Cranfield Park Avenue	-	1
The Cottage, Cranfield Park Avenue	-	1
The Drive, Cranfield Park Avenue	-	1
The Paddocks, Cranfield Park Avenue	-	7
Willow Farm, Cranfield Park Avenue	-	1
Private Travelling Showpeople Yards		
Whitegates, Lower Park Road	2	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Braintree

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Ridgewell, Braintree	12	-
Sandiacres, Cressing	14	
Private Sites		
Half Acres, Cressing	4	-
Station Road, Felstead	2	-
Ferriers Farm Road, Bures	1	-
Paddock Farm, Hatfield Peveral	1	-
Custom Hall, Toppersfield	1	-
Compasses Lane, Pattiswick	2	-
Layby, Blake End	1	-
Twin Oaks, Stisted	21	
Temporary Sites		
None	-	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
None	-	-
Private Showpeople Yards		
Blackwater Lane, Witham	2	-
Fair Rest, Rivenhall End	4	
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Brentwood

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites		
Clementines Farm	1	-
Cottage Garden, Pilgrims Hatch	1	-
Deep Dell Park (Willow Farm), Ingatestone	6	-
Lilliputs, Blackmore	2	-
Meadow View, Blackmore	2	-
Pond End, Kelvedon Hatch	1	-
Ponderosa, Kelvedon Hatch	1	-
Poplar Farm, Ingatestone	2	-
Roman Triangle, Mountnessing	5	-
Rye Etch, Navestock	3	-
The Willows', Kelvedon Hatch	1	-
Tree Tops, Navestock	3	-
Warren Lane, Doddinghurst	1	-
Wenlock Meadow	1	-
Temporary Sites		
The Willows', Kelvedon Hatch	2	-
Tolerated Sites		
Hope Farm, Navestock	-	3
Orchard View, Navestock	-	4
Unauthorised Sites		
Greenacres, Blackmore	-	9
Hunters Green, Navestock	-	1
Lizvale Farm, Navestock	-	-6
Private Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Castle Point

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites		
Orchard Place, Thundersley	4	-
Janda Field, Thundersley	3	-
Temporary Sites		
None	-	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
None	-	-
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Chelmsford

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Cranham Hall Caravan Site, Little Waltham	10	-
Ladygrove Caravan Park, Writtle	12	-
Private Sites		
Apple Blossom, Little Waltham	1	-
Barracks Field, Boreham	3	-
Blundells, Pleshey	1	-
Copper Farm, Stock	1	-
Greenfields, Edney Common	1	-
Hillview, Runwell	1	-
Leedanton Farm, Downham	1	-
Little Paddocks, Writtle	1	-
Meadow Lane, Runwell	37	-
Oak Vale/Orchard View, Little Waltham	2	-
Old Brook, Sandon	1	-
Railside, Boreham	1	-
Riverhaven, Galleywood	1	-
The Willows, Downham	1	-
Temporary Sites		
None	-	-
Tolerated Sites		
Jobbs Yard, Great Waltham	1	-
Unauthorised Sites		
Dowcett Farm, Ramsden Heath	-	1
Land adjacent Hilltop, Runwell		1
Littlefield, Writtle		1
Plot B Paradise Lost, Runwell		1
Plot C Paradise Lost, Runwell		1
Authorised Travelling Showpeople Yards		
Fairhurst, Chelmsford	1	-
Hassenbrookes, Writtle	40	-
Rosebud, Chelmsford	1	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Colchester

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Severalls Lane	12	-
Private Sites		
Bridge Side, Stanway	3	-
Clearview, Aldham	1	-
Colt Farm, Tiptree	2	-
Emmanuel, Tiptree	1	-
Gwynlian, Tiptree	1	-
Nunns Farm, Layer Breton	1	-
Vernons Road, Chappel	3	-
Stableview, Tiptree	1	-
The Paddocks, Tiptree	2	-
Temporary Sites		
None	-	-
Tolerated Sites		
Ponys Farm, Tiptree	-	1
Unauthorised Sites		
None	-	-
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Epping Forest

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Hop Gardens, Toothill	16	-
Private Sites		
Carrisbrook	1	-
Downshoppitt	4	-
Green Acres	1	-
Greenleaves	15	-
Hallmead Nursery	4	-
Holmsfield Nursery	8	-
Horsemanside Farm	4	-
Hosanna Lodge	1	-
James Mead, Waltham Road	2	-
Longmead, Mill Lane	1	-
Mamelons Farmyard, Waltham Road	14	-
Moss Nursery	5	-
Oakwood, Tylers Cross Nursery	1	-
Peartree Corner, Tylers Cross Nursery	3	-
Plot 1, Silverwood Close	1	-
Plot 2, Moores Estate	1	-
Plot 2, Silverwood Close	1	-
Plot 3 & 4, Silverwood Close	2	-
Plot 3, Moores Estate	1	-
Plot 3A, Moores Estate	2	-
Plot 4, Moores Estate	1	-
Plot 5, Moores Estate	3	-
Plot 5, Silverwood Close	1	-
Plot 6, Silverwood Close	1	-
Plot 7, Silverwood Close	1	-
Plot 8, Silverwood Close	1	-
Pond View	1	-
Richards Farm (aka Southall)	3	-
Rose Nursery (La Rosa Nursery)	1	-
Rosewood, Tylers Cross Nursery	3	-
Shannons, Tylers Cross Nursery	1	-
Silverwood Yard, Tylers Cross Nursery	1	-
Small Meadow, Weald Hall Lane	1	-
Springfield, Tylers Cross Nursery	2	-
Springfields, off Church Road	1	-
Stoneshott View	1	-

The Dales	1	-
Tomary	12	-
Woodside	1	-
Temporary Sites		
38 Roydon Lodge, Chalet Estate, Roydon	1	-
Ashview, Hamlet Hill, Roydon	1	-
Auburnville	1	-
Devoncot	2	-
Haslingfield, Meadgate Road	2	-
Rose Farm	1	-
Sedge Gate Nursery, Sedge Green, Nazeing	4	-
Sons Nursery	3	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
21a Roydon Lodge	-	1
5 & 6 Roydon Lodge	-	2
Green Acres	-	1
Steers Pigstye	-	1
Sunnyside, Nazeing	-	2
Valley View	-	1
Private Travelling Showpeople Yards		
Land at Moreton Sand & Gravel Pit (Lake View)	9	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Harlow

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Elizabeth Way, Harlow	21	-
Fernhill Lane, Harlow	15	-
Private Sites		
None	-	-
Temporary Sites		
Skins Farm, Harlow ¹¹	1	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
None	-	-
Private Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

¹¹ This site is now unauthorised as temporary planning permission expired in January 2017 after the baseline date for the GTAA.

Maldon

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Brickhouse Road, Tolleshunt Major	6	-
Wood Corner, Woodham Walter	20	-
Private Sites		
Eaglefield, Little Totham	1	-
Homelea, Two Elms and The Loft, Tolleshunt Major	4	-
Junction of Captains Wood Road and Maypole Road	1	-
Land at Broomfields Farm, Great Braxted	1	-
Land opposite Heath Farm, Tolleshunt D'Arcy	1	-
New Redgates, Purleigh	1	-
Office Lane, Little Totham	4	-
Tarry Wood, Little Totham	1	-
The Birches, Cold Norton	3	-
The Oaks, Great Braxted	3	-
The Orchards, Great Braxted	7	-
The Poplars, Cold Norton	4	-
The Stables, Great Totham	1	-
Two Acres, Tolleshunt Major	1	-
Temporary Sites		
None	-	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
Rose Stables, Great Totham	-	1
Private Travelling Showpeople Yards		
Restawyle, Tolleshunt Knights	5	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Rochford

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites		
Goads Meadow, Hockley	1	-
Little Orchard, Rayleigh	1	-
Pudsey Hall Farm, Canewdon	1	-
Pumping Station, Rawreth	2	-
Rayleigh Turf Yard, Rayleigh	1	-
Rob Rosa, Hullbridge	1	-
The Apple Barn	1	-
Temporary Sites		
Pear Tree, Hockley	1	-
Tolerated Sites		
None	-	-
Unauthorised sites		
Land adjacent to Pumping Station, Rawreth	-	1
Land opposite Witherdens Farm, Rawreth	-	7
Land to the west of Goldsmith Drive	-	1
Little Orchard, Rayleigh	-	1
Meadow View, Rayleigh	-	1
Private Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Southend-on-Sea

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites		
None	-	-
Temporary Sites		
None	-	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
None	-	-
Private Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

Tendring

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites		
Carringtons Road, Great Bromley	1	-
Esther Lee Stables, Ardleigh	1	-
Land adjacent to Pump Station, Elmstead Market	1	
Land behind Woodfield Bungalow, Great Bentley	5	-
Spring Stables, Gutteridge Hall Lane	8	-
Woodside, Great Bromley	1	-
Temporary Sites		
None	-	-
Tolerated Sites		
None	-	-
Unauthorised Sites		
None	-	-
Private Travelling Showpeople Yards		
None	-	-
Tolerated Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-
Undetermined Planning Applications		
Land south of Woodfield Bungalow, Great Bentley (5)	-	-
Land south of Gutteridge Hall Lane (1)	-	-

Thurrock

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Gammonfield	21	
Pilgrims Lane	22	
Ship Lane	21	-
Private Sites		
Biggin Lane	10	-
Herd Lane	10	-
The Paddock	1	-
The Willow	4	-
Temporary Sites		
Malvern Road	5	-
Southend Road	4	-
Tolerated Sites		
Echo Farm	-	6
Love Lane	-	1
Lower Crescent	-	7
Ship Lane	-	4
Sleepy Hollow	-	1
Unauthorised Sites		
Holy Lands	-	3
St Chads North	-	5
St Chads South	-	5
Willows	-	1
Private Travelling Showpeople Yards¹²		
Chadfields, Tilbury	5	-
Fairacres, Mill Lane	3	-
Unauthorised Yards Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

¹² Excluding plots at Buckles Lane which be the subject of a separate report.

Uttlesford

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Felstead Travellers Site	17	
Private Sites		
Adj. Elmswood, Broxted	1	-
Clovelly, Broxted	1	-
Elmswood, Broxted	1	-
Honey Orchard, High Easter	1	-
Middleside, Stansted	10	-
Oak Tree Close, Little Hallingbury	5	-
Star Green, Radwinter End	1	-
Tall Trees, Stansted	10	-
Tandans, Great Canfield	3	-
The Caravan, Barnston	1	-
The Caravan, Stebbing	1	-
The Ford, Great Dunmow	1	-
The Patch, Clavering	1	-
The Pickle, High Roding	1	-
The Two Willows, High Easter	3	-
Willow Farm, Great Dunmow	1	-
Temporary Sites		
None	-	-
Tolerated Sites		
Pennington Lane, Stanstead	-	1
Unauthorised Sites		
Parsonage Lane, Barnston	-	1
Private Travelling Showpeople Yards		
Oak View, Stanstead	1	-
Unauthorised Yards Travelling Showpeople Yards		
None	-	-
Transit Provision		
None	-	-

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Essex, Southend-on-Sea & Thurrock Gypsy and Traveller Accommodation Assessment Joint Methodology

January 2018

The Essex Planning Officers Association (EPOA) endorsed the Greater Essex GTAA Report on the 25th January 2018

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1. Introduction

- 1.1 This Joint Methodology prepared by Opinion Research Services (ORS) sets out a rigorous and comprehensive approach for the delivery of a series of Gypsy and Traveller Accommodation Assessment (GTAA) Update Studies for local authorities in Essex together with Southend-on-Sea and Thurrock (the Councils). This approach has been used to complete GTAA studies for over 100 other local authorities across England following the guidance set out in Planning Policy for Traveller Sites (PPTS) that was published in August 2015. The outcomes of the assessments supersede the outcomes of the Essex, Southend-on-Sea and Thurrock GTAA that was prepared by ORS and published in 2014.
- 1.2 A Glossary of terms used can be found in **Appendix A**.
- 1.3 The Joint Methodology sets out how the GTAA explored a wide range of issues with members of the Travelling Community, including Gypsies and Travellers and Travelling Showpeople, and other key local stakeholders in a quantitative and qualitative research manner. This included:
- » A desk-based review of secondary data relating to local travelling communities, as well as a review of existing policy, guidance and best practice;
 - » Interviews with Gypsies, Travellers and Travelling Showpeople living in local authorised and unauthorised sites, yards and encampments, and where possible in housed accommodation;
 - » Discussions with key Council Officers;
 - » An assessment of households against the current planning definition of a Traveller;
 - » Detailed analysis to model the current and future demographics and accommodation needs of the Travelling Community; and
 - » Final reporting of findings and recommendations.
- 1.4 The Methodology will deliver a robust GTAA study for the Councils that will meet the requirements and take account of relevant legislation and guidance, including:
- » The Housing Act, 2004
 - » The National Planning Policy Framework (NPPF), 2012
 - » Planning Practice Guidance (PPG)
 - » Planning Policy for Travellers Sites (PPTS), 2015
 - » The Equality Act, 2010
 - » The Housing and Planning Act, 2016
- 1.5 The study provides a robust and defensible evidence base that will enable the Councils to comply with their requirements towards Gypsies and Travellers and Travelling Showpeople under the Housing Act (2004), the National Planning Policy Framework (2012) and Planning Policy for Traveller Sites (2015). The outcomes

provide the Councils with up-to-date evidence about the accommodation needs of Gypsies, Travellers and Travelling Showpeople for a 15 year period (as required by PPTS) in 5 year bands, and then to 2033 to provide evidence to support Local Plans. It also identifies whether or not the Councils need to plan for any transit provision, or whether any further work is required to complete a robust assessment of transit need.

1.6 The assessment will take into account recent changes to planning guidance that are set out in the revised PPTS (2015), and in particular how to address the change to the definition of a Traveller for planning purposes.

1.7 Due to the scale of this assessment the reporting arrangements are set out below:

- » The overall approach taken to complete the assessment of need is set out in this Joint Methodology.
- » A Need Summary Report will be prepared for each local authority that sets out the levels of current and future accommodation need.
- » An Essex Summary Report will be completed which draws together all of the key findings from the individual local authority assessments and also sets out overall need figures for Essex, as well as setting out how a county-wide assessment of need for transit provision will be completed.
- » Whilst Basildon were not part of the wider Essex assessment due to pressing Local Plan Deadlines, ORS have completed a standalone assessment and need figures from Basildon are included in the Essex Summary Report.
- » Due to the scale and nature of development at the Travelling Showpeople yards at Buckles Lane in Thurrock a separate report will be prepared setting out current and future levels of need.

2. Context

Definitions

- 2.1 The current planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous housing definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

The Planning Definition in PPTS (2015)

- 2.2 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 and states that:

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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:

- a) Whether they previously led a nomadic habit of life.*
- b) The reasons for ceasing their nomadic habit of life.*
- c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*

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, but excludes Gypsies and Travellers as defined above.

(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

- 2.3 The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 2.4 One of the most important questions that GTAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- 2.5 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.6 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.7 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.8 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.9 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 2.10 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.11 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.12 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.

- 2.13 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition, households may also have to provide information that they plan to travel again in the future.
- 2.14 This approach was endorsed by a Planning Inspector in a Decision Notice for an appeal in East Hertfordshire that was issued in December 2016 (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below:

Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

Legislation and Guidance for Gypsies and Travellers

- 2.15 Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » The Housing and Planning Act (2016)
 - » PPTS (2015)
 - » NPPF (2012)
 - » PPG¹ (2014) and as amended
- 2.16 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

¹ With particular reference to the sections on Housing and Economic Development Needs Assessments

PPTS (2015)

^{2.17} PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
- » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
- » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
- » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
- » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
- » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

^{2.18} In practice, the document states that (PPTS Paragraph 9):

- » *Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

^{2.19} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*
- » *Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 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 (local planning authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries).

- » *Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.*
- » *Protect local amenity and environment.*

^{2.20} Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

- » *Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria-based policies should be fair and should facilitate the traditional and nomadic life of Travellers, while respecting the interests of the settled community.*

3. Methodological Overview

Background

- 3.1 Over the past 10 years, ORS has refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in 2015 and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both the settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The stages below provide a summary of the methodology that has been used to complete GTAA:

Desk-Based Research

- 3.4 Prior to commencing the fieldwork a range of secondary data from available sources was collated and considered. This included the following:
- » Census data.
 - » Details of all authorised public and private sites and yards.
 - » Site management records.
 - » Waiting lists.
 - » Traveller Caravan Counts.
 - » Records of any unauthorised sites and encampments.
 - » Information on planning applications and appeals – including those that have been refused and are awaiting determination.
 - » Information on any other current enforcement actions.
 - » Existing GTAAs and other relevant local studies.
 - » Existing policy, guidance and best practice.

- 3.5 This data has been used in conjunction with the outcomes of the other elements of the study to allow for the completion of a thorough review of the needs of Travelling Communities in the study area.

Consultation with Stakeholders and Travelling Communities

- 3.6 PPTS states that in assembling the evidence base necessary to support their planning approach, local planning authorities should:
- » *‘Pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups)*
 - » *‘Co-operate with travellers, their representative bodies and local support groups, other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan working collaboratively with neighbouring local planning authorities.’*

Stakeholder Engagement

- 3.7 As this was an update of a previous GTAA study that was published in 2014 no new stakeholder engagement was completed. However a review was completed of the outcomes of the previous stakeholder interviews and discussions were held with key Council Officers to determine whether there have been any changes in local circumstances since the previous GTAA was published.

Working Collaboratively with Neighbouring Planning Authorities

- 3.8 As this was an update of a previous GTAA study that was published in 2014 no new engagement was completed with neighbouring local authorities. It should be noted that this is an Essex-wide study with local authorities working together through the Essex Planning Officers Association to meet the duty to cooperate. ORS have also completed recent GTAAs for a large number of the neighbouring authorities and the outcomes of these studies were considered – with particular reference to cross-border movements and the need for transit provision.

Survey of Travelling Communities

- 3.9 The desk-based research and stakeholder interviews sought to identify all authorised and unauthorised sites, yards and encampments in the study area. This included permanent and temporary Gypsy and Traveller sites owned or managed by the Councils or other Registered Providers, private sites and pitches with permanent and temporary planning permission, Travelling Showpeople yards and unauthorised sites and encampments.
- 3.10 A full demographic study of all pitches and plots was undertaken as part of the approach to undertake the GTAA as a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations.
- 3.11 ORS worked closely with the Councils to ensure that the household interview questions collected all the necessary information to support the study. The questions have been updated to take account of recent

changes to PPTS to collect the information ORS feel is necessary to apply the planning definition. A copy of the household interview questions can be found in **Appendix B**.

- 3.12 All pitches and plots (including those on current unauthorised sites, yards and encampments that were present at the time of the study) were visited by experienced ORS Interviewers. Once it was determined that a pitch/plot was occupied by a Gypsy, Traveller or Travelling Showperson (using an agreed screening process²) staff sought to conduct interviews with residents on as many pitches and plots as possible to determine their current demographic characteristics (including ethnicity, gender, age, household size), whether they have any current or likely future accommodation needs and how these may be addressed (including any specific geographic requirements), whether there were any concealed households or 'doubling-up' on pitches or plots, and their travelling characteristics (to meet the requirements in PPTS). Staff also sought to identify contacts living in bricks and mortar to interview.
- 3.13 This approach also allowed the Interviewers to identify information about the sites and yards that could help support any future work on possible site expansion by undertaking a physical assessment of each pitch, and an overall assessment of each site.
- 3.14 Where no households were present Interviewers visited sites/yards a minimum of three times at different times of the day and days of the week. Where it was not possible to undertake an interview the Interviewers endeavoured to capture as much information as possible about each pitch/plot from sources including neighbouring residents and site management. This sought to record the number of caravans, demographic characteristics of the residents, evidence of children, any concealed households and a physical assessment of the pitch.
- 3.15 Site interviews were conducted using a combination of paper interview forms and Computer Aided Personal Interviewing (CAPI) tablets. The use of CAPI tablets has several benefits including meeting data protection requirements by not having paper copies of questionnaires in the possession of interviewers, as well as the data from the interviews being available to staff in the office immediately after an interview is completed to allow for ongoing monitoring and updating on the progress of site fieldwork, and a GPS application to assist interviewers in locating sites and yards.

Occupation by Non-Gypsies, Travellers and Travelling Showpeople

- 3.16 Where caravans were not occupied by Gypsies and Travellers or Travelling Showpeople this was also noted. The way that these pitches or plots are dealt with as part of the calculation of supply and need was determined in discussion with the relevant Councils as careful consideration need to be given to the planning permission for the site and associated conditions.

Bricks and Mortar Households

- 3.17 Many Planning Inspectors and appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. As such all available methods were used to identify as many households in bricks and mortar who may want to

² Interviewers ask households what their ethnic status is to determine whether they are Gypsies or Travellers.

take part in an interview to determine their future accommodation needs as possible, including those with a wish to move to a permanent pitch or plot.

- ^{3.18} Contacts were identified through a wide range of sources including waiting lists for existing sites, speaking with people living on existing sites or yards to identify any friends or family living in bricks and mortar who may wish to move to a site or yard, intelligence from site management, intelligence from the Councils and other local stakeholders, information from Planning Agents and through placing adverts on social networks and social networking sites such as Friends and Families of Travellers on Facebook and in printed media such as World's Fair and Travellers Times. Face-to-face or telephone interviews were attempted with any contacts that were identified. Through this approach every effort was made to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known.
- ^{3.19} As a rule it is not recommended to extrapolate the findings from fieldwork with bricks and mortar households up to the estimated bricks and mortar population as a whole as this often leads to a significant over-estimate of the number of households in bricks and mortar wishing to move to a site or a yard. As such an assumption was made that all those wishing to move will make their views known based on the wide range of publicity that was put in place, and engagement with the Travelling Community.

Timing of the Fieldwork

- ^{3.20} The transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy is of particular importance when seeking to engage with the Travelling Community. It was therefore important that the majority of fieldwork was undertaken during the non-travelling season where possible, and also avoided days of known local or national events. However evidence from previous studies across the country does indicate that a large number of Gypsies and Travellers do remain on sites throughout the year and it is usually possible to identify the demographic characteristics of those who are not on site/yard at the time of the fieldwork through neighbouring residents and site management.
- ^{3.21} Due to the scale of the overall assessment the majority of the fieldwork was completed between November 2015 and September 2016. Some additional interviews were also completed after this date in a small number of local authorities.

4. Analysis of Current and Future Accommodation Needs

Pitch Provision

- 4.1 The primary change to PPTS (2015) in relation to the assessment of need was the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015 only a small number of relevant appeal decisions have been issued by the Planning Inspectorate that deal specifically with how the planning definition should be applied. These support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age. See Paragraph 2.14 for an example from a Decision Notice from December 2016.

Applying the Planning Definition

- 4.2 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling.
 - » Where household members travelled to.
 - » The times of the year that household members travelled.
 - » Where household members stay when they are away travelling.
 - » When household members stopped travelling.
 - » The reasons why household members stopped travelling.
 - » Whether household members intend to travel again in the future.
 - » When and the reasons why household members plan to travel again in the future.
- 4.3 When the household survey had been completed the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households needed to provide sufficient information to demonstrate that household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

- 4.4 Households that need to be considered in the GTAA fall under one of 3 classifications. Only those households that meet, or may meet, the planning definition form the components of need to be formally included in the GTAA:
- » Households that travel under the planning definition.
 - » Households that have ceased to travel temporarily under the planning definition.
 - » Households where an interview was not possible who *may* fall under the planning definition.
- 4.5 Whilst the needs of those households that do not meet the planning definition do not need to be formally included in the GTAA, they have also been assessed to provide the Councils with components of need to as part of their work on wider housing needs assessments.

Unknown Households

- 4.6 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach was taken that sought to estimate potential need from these households. This is a maximum additional need figure over and above the need identified for households that do meet the planning definition.
- 4.7 The assessment sought to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50% was used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 4.8 Should further information be made available to the Councils that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or the SHMA/HEDNA.
- 4.9 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 4.10 However, data that has been collected from over 2,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 250 interviews that have been completed) – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 4.11 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are up to 14,000 Gypsy and Traveller pitches in England. ORS have interviewed households on almost 20% of these pitches

at a representative range of sites. Of the households that have been interviewed approximately 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that approximately 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

- 4.12 The Councils will need to carefully consider how to address any need associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Councils should consider the use of a specific site allocation policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.

Households that do not meet the Planning Definition

- 4.13 Households who do not travel for work purposes or have ceased to travel permanently now fall outside of the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to be provided with culturally appropriate accommodation under the Equality Act (2010). In addition provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance³ related to this section of the Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is essentially the same as the GTAA assessment process. The implication is therefore that whilst the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will be assessed as part of the GTAA, how these needs are addressed will need to be considered as part of the wider housing needs of the area, and will form a subset of the wider need arising from households residing in caravans.

Identifying Need

- 4.14 To identify need, PPTS (2015) requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

³ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

Supply of Pitches

- 4.15 The first stage of the assessment sought to determine the number of vacant pitches and potentially available supply in the study area. This included:
- » Current vacant pitches.
 - » Pitches currently with planning consent due to be developed within 5 years.
 - » Pitches vacated or due to be vacated by households moving to housing.
 - » Pitches vacated or due to be vacated by households moving from the study area (out-migration).

Currently vacant pitches or plots

- 4.16 At any one time it is likely that some pitches or plots will be vacant in any area, but this is often due to travelling or natural turnover as one household moves off a site or yard and another moves on. For currently vacant pitches or plots it is important only to count pitches or plots on public or commercially run private sites or yards which have clear vacancies on them.
- 4.17 However where the vacant pitches or plots are on private sites or yards a decision has been made as to whether they can be considered as available supply as there may be circumstances where they are not available. Planning Policy for Traveller Sites is clear on how to consider new supply as being deliverable and available. Footnotes 7 and 8 on Page 3 state that:
- » ⁷ To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that development will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.
 - » ⁸ To be considered developable, sites should be in a suitable location for traveller site development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

Any pitches or plots currently programmed to be developed within the study period

- 4.18 This element is drawn from planning records to show sites or yards with planning permission which the Councils reliably understand are going to be developed during the study period. This could also include land allocations in Local Development Plans. This judgement on whether to include such sites as available supply has been made following discussions with Planning Officers in each local authority.

Pitches or plots vacated by households moving to bricks and mortar

- 4.19 This element is drawn from the site or yard surveys with each household seeking to move to bricks and mortar counted on a one for one basis with no extrapolation or assumptions about future moves. This is included in the final calculations under net movement to/from bricks and mortar.

Pitches or plots vacated by households moving out of the study area

- 4.20 This element was also identified from the site or yard surveys and has been combined with those moving to the area to provide an overall figure for net migration. Only the information collected from the interviews has been included in the assessment of need and no extrapolation or assumptions have been made.

Current Need

- 4.21 There are five components of current need. Total current need, which is not necessarily the need for additional pitches or plots because they may be able to be addressed by space available in the local authority, is made up of:
- » Households on unauthorised sites or yards (i.e. unauthorised pitches or plots on Traveller's own land) without planning permission that are not tolerated;
 - » Concealed households/doubling-up/over-crowding;
 - » Households in bricks and mortar wishing to move to sites or yards; and
 - » Households on waiting lists for public sites (which could also be households on unauthorised sites/encampments, concealed households, those in bricks and mortar and potential in-migrants so it is important that these are not double counted).

Households on unauthorised sites without planning permission

- 4.22 In addition to information gathered from planning records, a survey will be carried out with residents on unauthorised developments to determine the number of households and to distinguish between those who want permanent accommodation in the area and those who require more temporary or transit provision. Long-term tolerated sites where enforcement action is not expedient and a certificate of lawful use would be granted if sought are not counted as part of this component of need.

Concealed households/doubling-up/over-crowding

- 4.23 There is no clear definition of a concealed household in either national Planning Practice Guidance or Planning Policy for Traveller Sites.
- 4.24 The 2011 Census uses 2 definitions which constitute concealed households. Firstly concealed families, where a couple or lone parent with children are living within a primary family, and secondly adult children (aged 18 and over) living at home.
- 4.25 Where a concealed household under either of these definitions wishes to form their own separate family unit, but are unable to do so because for example of a lack of space on public or private sites or yards, they become a component of need. Information on concealed households was obtained from the site or yard survey and from analysis of waiting lists where they are present.
- 4.26 In addition the site interviews and desk-research attempted to identify any instances where the number of caravans on a pitch or plot exceeds the number permitted through planning conditions. Consideration was also given to the demographics of households (numbers, gender and age), the number of units / bedrooms and then the number of accommodation units permitted.

- 4.27 Care has been taken to avoid double-counting, which may be brought about with the same households being identified on more than one waiting list.

Households in bricks and mortar accommodation wishing to move to sites or yards

- 4.28 Households in bricks and mortar accommodation seeking to move to sites or yards are counted on a one for one basis from within the site or yard survey with no extrapolation or assumptions about future moves. The difficulties surrounding contacting this group are well recognised as they tend to not self-identify and housing associations are not routinely collecting data that would help identify them. This Methodology sets out the approach for making contact with bricks and mortar households. An important factor is to seek to differentiate between those households who would like to move to a site and those who need to move to a site. The approach set out in the Welsh GTAA Guidance is that households need to be able to demonstrate a psychological aversion to living in housing.

Households on waiting lists for public sites

- 4.29 Concealed households and those currently doubled up on authorised sites; households on unauthorised sites; and households in bricks and mortar who have been counted elsewhere in the calculation will be discounted from this component of need. At the time of writing no further information was available for households on waiting lists for public sites across Essex due to the complex nature and administration of the waiting lists held by Essex County Council.

Future Need

- 4.30 The next stage of the process was to assess how many households are likely to be seeking pitches or plots in the area in the future. This would normally be for a period of 15 years, broken down by 5 year bands. However the overall time period has been increased to 2033 to meet local plan periods. There are three key components of future need. Total future need is the sum of the following:
- » Households living on sites or yards with temporary planning permissions;
 - » Older teenage children in need of a pitch/plot of their own in the next 5 years;
 - » New household formation expected during the study period; and
 - » Migration to and from sites from outside the study area.

Households living on sites or yards with temporary planning permissions

- 4.31 Temporary planning permissions are counted on a one for one basis from planning records unless there is evidence that the households do not intend to seek to reapply for a new permission.

Older teenage children

- 4.32 The household interviews sought to identify any teenage children living in households who will be in need of a pitch of their own in the first 5 years of the GTAA period. This is based on the assumption that teenagers will not be able to take up a tenancy of their own until they are aged 18 or over.

New household formation and growth rates

- 4.33 Historically a national household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix C**.
- 4.34 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 4.35 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 4.36 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.

- 4.37 In addition the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal *Social Research Practice*. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below.

<http://the-sra.org.uk/journal-social-research-practice/>

- 4.38 ORS assessments take full account of the net local household growth rate per annum, calculated on the basis of demographic evidence from the site surveys. The 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.
- 4.39 Overall, the household growth rate used for the assessment of future needs will be informed by local evidence. This demographic evidence will be used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status).
- 4.40 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAAs that ORS have completed across England and Wales.
- 4.41 In addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople and this will also be adjusted locally based on site demographics.
- 4.42 The rates used for each local authority are set out in individual reports.

Movement to and from sites and yards

- 4.43 Assessments should also allow for likely in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in- and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but assessments should take into account local migration effects on the basis of the best evidence available.
- 4.44 Evidence drawn from stakeholder and site/yard interviews should be carefully considered alongside other relevant local circumstances. Unless such evidence indicates otherwise, net migration to the sum of zero will be used for the GTAA studies – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. But where there are known likely in-migrant households they will be included in the needs figures – while stressing the potential for double-counting across more than one local authority area. Likewise, where there is likely to be movement away from the study area, the net effects will be taken into consideration when calculating current and future needs.
- 4.45 There are three main sources of in-migration that could account for additional needs in the study area. The first is out-migration from London. However in the majority of ORS's current or recent assessments in London (including Bexley, Camden; Hackney, Haringey, Lambeth, Lewisham and the London Legacy Development Corporation) the need for additional pitches has been identified – and work is being progressed by these Boroughs to meet these needs. As such this may not be as much of a problem as it has previously been assumed to be.

- 4.46 The second potential source of in-migration is from local authorities with significant areas of Green Belt. A Ministerial Statement in July 2013 reaffirmed that:

'The Secretary of State wishes to make clear that, in considering planning applications, although each case will depend on its facts, he considers that the single issue of unmet demand, 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.'

- 4.47 This position was reaffirmed in the CLG consultation on revised policy and guidance for Gypsies and Travellers (September 2014) which suggested placing further restrictions on the development of Traveller sites in the Green Belt:

'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.'

- 4.48 However, this does not remove the requirement for local authorities with Green Belt to assess their needs and provide pitches/plots where this is possible. Where this is not possible Paragraphs 178 and 179 of the NPPF set out that *'Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas'*. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume one authority will meet the needs of another; and authorities unable to meet their own needs should work with neighbours to do so. This process is well established in general housing provision. Areas of Outstanding Natural Beauty (AONBs) may also need to address similar issues in the same way, given local authorities' duty to conserve and enhance these areas.

- 4.49 The final main source of in-migration to the study area is from the closure of unauthorised sites and encampments. There are several well documented cases of large-scale movements of Gypsies and Travellers following enforcement action against unauthorised sites – for example, from Dale Farm in Essex.

- 4.50 It has also been noted that recent duty to cooperate meetings have identified that Gypsies and Travellers from Essex tend to stay within Essex, travelling up and down towards the coast, and do not tend to cross over into Greater London.

- 4.51 If in-migration to a study area is a source of demand for pitches, out-migration is a source of supply. The potential for the supply of some pitches arising from out-migration includes households moving to other areas from private sites with general planning consent for Gypsy or Traveller occupation and selling the sites to other Gypsy and Travellers or for housing development; and households moving away from private sites with personal planning consents, so that the sites revert to their previous status.

- 4.52 In ORS assessments, the likely net effects of inward and outward movements to and from sites and yards are considered in the light of local circumstances in each local authority area and on the basis of evidence collected during the stakeholder interviews and fieldwork.

Pitch Turnover

- 4.53 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant

itches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward migration yet no such scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.

4.54 In addition a recent GTAA Best Practice Guide produced by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

Assessments involving any form of pitch turnover in their supply relies upon making assumptions; a practice best avoided. Turnover is naturally very difficult to assess accurately and in practice does not contribute meaningfully to additional supply so should be very carefully assessed in line with local trends. Mainstream housing assessments are not based on the assumption that turnover within the existing stock can provide for general housing needs.

4.55 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

4.56 GTAA studies require the identification of demand for transit provision. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- » **Emergency stopping places** - more limited facilities.
- » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
- » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.

4.57 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity and amenity blocks.

4.58 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided.

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- 4.59 Another alternative is 'negotiated stopping'. The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 4.60 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- 4.61 The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- 4.62 It is necessary to investigate the role of transit sites when undertaking a GTAA study. This work will include analysis of records of Traveller Caravan Counts; records of unauthorised sites and encampments; analysis of Direction to Leave Notices; the use of and capacity of existing transit provision where it is present; and where they were possible interviews with Gypsies and Travellers on these sites to identify whether their needs are for transit accommodation or the desire to settle down more permanently in any given locality. Discussions will also be held with the Essex County Traveller Unit (ECTU) and the outcomes of the previous interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders have been taken into consideration.
- 4.63 Due to the complexity of the situation regarding unauthorised encampments in Greater Essex; the movement of Travellers across Greater Essex and neighbouring areas; and issues relating to the potential location of any new transit or other provision, additional work has been commissioned to complete a robust assessment of transit need. Further details are provided within the Transit Recommendations section of the Essex GTAA Summary Report.

Appendix A: Glossary of Terms

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Duty to cooperate	The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement into or come to live in a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
Non-tolerated site/yard	A site/yard where a planning enforcement notice has been served (including Temporary Stop Notices); or where the results of a planning enquiry

	are pending; or where an injunction has been sought; or where a compliance period has been extended.
Out-migration	Movement from one region or community in order to settle in another.
Personal planning permission	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Site Record Form	The form that will be used by interviewers to record responses to the household interview questions.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Tolerated site/yard	A site/yard where the local authority has decided not to seek the removal of the development, and where the development has been, or is likely to be, allowed to remain for an indefinite period of months or years.
Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site.
Yard	A name often used by Travelling Showpeople to refer to a site.

Appendix B: Household Interview Questions

NOT FOR CIRCULATION

GTAA Questionnaire 2017



INTERVIEWER: Good Morning/afternoon/evening. My name is < > from Opinion Research Services, working on behalf of XXXX Council.

The Council are undertaking a study of Gypsy, Traveller and Travelling Showpeople accommodation needs assessment in this area. This is needed to make sure that accommodation needs are properly assessed and to get a better understanding of the needs of the Travelling Community.

The Council need to try and speak with every Gypsy, Traveller and Travelling Showpeople household in the area to make sure that the assessment of need is accurate.

Your household will not be identified and all the information collected will be anonymous and will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households.

ORS is registered under the Data Protection Act 1998. Your responses will be stored and processed electronically and securely. This paper form will be securely destroyed after processing. Your household will not be identified to the council and only anonymous data and results will be submitted, though verbatim comments may be reported in full, and the data from this survey will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s):
INTERVIEWER please write in

DD/MM/YY	TIME
----------	------

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation: *INTERVIEWER please cross one box only*

Council	Private rented	Private owned	Unauthorised	Bricks and Mortar
<input type="checkbox"/>				

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New Traveller	English Traveller	Welsh Gypsy	Non-Traveller
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other (please specify)

A8 Number of units on the pitch:
INTERVIEWER please write in

Mobile homes	Touring Caravans	Day Rooms	Other (please specify)
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

NOT FOR CIRCULATION

A9 Is this site your main place of residence? If not where is?

INTERVIEWER: Please cross one box only

Yes

No

If not main place of residence where is (please specify)

A10 How long have you lived here? If you have moved in the past 5 years, where did you move from? *INTERVIEWER: Please write in below*

Years	Months	If you have moved in the past 5 years, where did you move from? Include ALL moves
-------	--------	---

A11 Did you live here out of your own choice or because there was no other option? If there was no other option, why? *INTERVIEWER: Please cross one box only*

Choice

No option

If no option, why?

A12 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)

INTERVIEWER: Please cross one box only

Yes

No

Reasons (please specify)

A13 How many separate families or unmarried adults live on this pitch?

INTERVIEWER: Please cross one box only

1

2

3

4

5

6

7

8

9

10

B

Demographics

B1 Demographics — Household 1 *INTERVIEWER: Please write-in*

Person 1

Person 2

Person 3

Sex	Age	Sex	Age	Sex	Age
-----	-----	-----	-----	-----	-----

Complete additional forms for each household on pitch *INTERVIEWER: Please write-in*

Person 4

Person 5

Person 6

Person 7

Person 8

Sex	Age								
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

C

Accommodation Needs

C1 How many families or unmarried adults living on this pitch are in need of a pitch of their own in the next 5 years? *INTERVIEWER: Please cross one box only*

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1

2

3

4

5

6

7

8

9

10

Other *Please specify*

NOT FOR CIRCULATION

C2 How many of your children will need a home of their own in the next 5 years? If they live here now, will they want to stay on this site? If not, where would they wish to move? (e.g. other site, in bricks and mortar etc.) If they do not live on this site, where do they currently live and would they want to move on to this site or another local site if they could get a pitch? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

D Waiting List

D1 Is anyone living here on the waiting list for a pitch in this area?

INTERVIEWER: Please cross one box only

Yes —————> Continue to D2
 No —————> Go to D4

D2 How many people living here are on the waiting list for a pitch in this area?

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

Other *(Please specify)*

Details (Please specify)

D3 How long have they been on the waiting list? *INTERVIEWER: Please cross one box only*

0-3 months 3-6 months 6-12 months 1-2 years 2+ years

Other *(Please specify)*

Details (Please specify)

D4 If they are not on the waiting list, do any of the people living here want to be on the waiting list? (*INTERVIEWER* if they do - please take their contact details)

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

No

Other *(Please specify)*

Details (Please specify) and take contact details)

NOT FOR CIRCULATION

E Future Accommodation Needs

E1 Do you plan to move from this site in the next 5 years? If so, why?
INTERVIEWER: Please cross one box only

Yes If yes → Continue to E2
 No If no → Go to E5

If so, why? (please specify)

E2 Where would you move to? *INTERVIEWER: Please cross one box only*

Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please specify where they would move to
 If they own land elsewhere - probe for details

E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? *INTERVIEWER: Please cross one box only*

Private buy	Private rent	Public rent
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

E4 Can you afford to buy a private pitch or site? *INTERVIEWER: Please cross one box only*

Yes	No
<input type="checkbox"/>	<input type="checkbox"/>

E5 Are you aware of, or do you own any land that could have potential for new pitches? *INTERVIEWER: Please cross one box only*

Yes	No
<input type="checkbox"/>	<input type="checkbox"/>

Please ask for details on where land/site is located and who owns the land/site?

NOT FOR CIRCULATION

F
Travelling

F1 How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?
INTERVIEWER: Please cross one box only

0 1 2 3 4 5+

↓ Go to F6a } Continue to F2

F2 If you or members of your family have travelled in the last 12 months, which family members travelled? *INTERVIEWER: Please cross one box only*

All the family Adult males Other

F3 What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work Holidays Visiting family Fairs Other

Details / specify if necessary. If fairs—probe for whether this involves work

F4 At what time of year do you or family members usually travel? And for how long?
INTERVIEWER: Please cross one box only

All year Summer Winter

And for how long?

F5 Where do you or family members usually stay when they are travelling?
INTERVIEWER: Please cross all boxes that apply

LA transit sites Private transit sites Roadside Friends/family Other

INTERVIEWER: Ask F6a — F8 ONLY if F1 = 0. Otherwise, go to F9

F6a Are there any reasons why you don't you travel at the moment?

Details

F6b Have you or family members ever travelled? *INTERVIEWER: Please cross one box only*

Yes —————> Continue to F7
 No —————> Go to F9

F7a When did you or family members last travel? *INTERVIEWER: Please write in*

Details

F7b What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work Holidays Visiting family Fairs Other

Details / specify if necessary. If fairs—probe for whether this involves work

NOT FOR CIRCULATION

F8 Why do you not travel anymore? *INTERVIEWER: Cross all boxes that apply & probe for details*

- | | | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Children
in school | Ill health | Old age | Settled now | Nowhere
to stop | No work
opportunities | Other |
| <input type="checkbox"/> |

If other, please specify

Details about children in school, types of ill health, or looking after relative with poor health, and specific problems/issues relating to old age

F9 Do you or other family members plan to travel in the future?

INTERVIEWER: Please cross one box only

- | | | | |
|------------|--------------------------|---|-----------------|
| Yes | <input type="checkbox"/> | → | Continue to F10 |
| No | <input type="checkbox"/> | → | Go to G1 |
| Don't know | <input type="checkbox"/> | → | Go to G1 |

F10 When, and for what purpose do you/they plan to travel?

Details

F11 Is there anything else you would like to tell us about your travelling patterns?

Details

NOT FOR CIRCULATION

G

Any other information

G1 Any other information about this site or your accommodation needs? *INTERVIEWER: Please write in*

Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)

G2 Site/Pitch plan? Any concerns? *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently

NOT FOR CIRCULATION

H Bricks & Mortar Contacts	
H1	Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i>
Details	
Council contact?	
<p>Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?</p> <p><i>INTERVIEWER: Please cross one box only</i></p>	
Yes <input type="checkbox"/>	No <input type="checkbox"/>
<p><i>INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.</i></p>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
Interview log	
<p><i>INTERVIEWER: Please record the date and time that the interview was carried out</i></p>	
Date.....	<input type="text"/>
Time of interview.....	<input type="text"/>

Appendix C: Technical Paper on Household Formation



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**Uttlesford
District Council**

Uttlesford District Council Gypsy, Traveller and Travelling Showpeople Accommodation Assessment

Need Summary Report

June 2017



The Essex Planning Officers Association (EPOA) endorsed the Greater Essex GTAA Report on the 25th January 2018



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1. Introduction

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) Need Summary is to provide a robust revised assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Uttlesford District for the period 2016-2033.
- 1.2 The primary reason for completing the update was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Para 1.8 for the full definition).
- 1.3 The study provides a robust evidence base to enable the Council to assess and meet the needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act (2016). It also provides the evidence base which can be used to support Local Plan policies and development management.
- 1.4 The Uttlesford GTAA is part of a wider study that covers the whole of Essex, together with Southend-on-Sea and Thurrock (Greater Essex). The study across all 14 local authorities has been completed following a Joint Methodology which can be found as a separate report¹.
- 1.5 The reporting framework for the wider Essex GTAA comprises the Essex GTAA Joint Methodology Report; individual GTAA Need Summary Reports for each of the 14 local authorities; and an Essex GTAA Summary Report that brings together the final outcomes from each local authority and provides figures for Essex as a whole, figures for the wider study area, as well as providing strategic recommendations on transit provision. The GTAA Need Summary Reports are dated when they were each published.
- 1.6 The purpose of this GTAA Need Summary Report is to provide the Council with a summary of the levels of accommodation need for Gypsies, Travellers and Travelling Showpeople in Uttlesford District for the period 2016-2033.
- 1.7 The baseline date for the study is **September 2016**.

¹ Essex, Southend-on-Sea & Thurrock Gypsy and Traveller Accommodation Assessment Joint Methodology (January 2018)

The Planning Definition in PPTS (2015)

- 1.8 For the purposes of the planning system the definition of a Gypsy, Traveller and Travelling Showperson was changed in PPTS (2015). The planning definition is set out in Annex 1 and states that:

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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:

- a) Whether they previously led a nomadic habit of life.*
- b) The reasons for ceasing their nomadic habit of life.*
- c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*

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, but excludes Gypsies and Travellers as defined above.

(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

- 1.9 The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 1.10 One of the most important questions that GTAA’s need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’ as well as other travelling characteristics.

- 1.11 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.

- 1.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two

months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.

- 1.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 1.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 1.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 1.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 1.17 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 1.18 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. that the household unit would be defined as travelling under the planning definition.
- 1.19 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled for work in the past. In addition households will also have to demonstrate that they plan to travel again for work in the future.
- 1.20 This approach was endorsed by a Planning Inspector in a Decision Notice for an appeal in East Hertfordshire that was published in December 2016 (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below.

Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose.

In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

2. Methodology

- 2.1 As part of the overall commission a Joint Methodology has been prepared that has been used to complete GTAAs for local authorities in Essex, Southend-on-Sea and Thurrock. Although it was a separate commission the Joint Methodology has also been used to complete the GTAA for Basildon. The Joint Methodology sets out the overall approach that has been followed to complete the assessment of need and is a separate document to this report.
- 2.2 The Joint Methodology is based on the approach that ORS have been continually refining over the past 10 years for undertaking robust and defensible GTAAs. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in 2015 and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 2.3 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 2.4 In summary this included the following key stages:
- » Desk-Based Review
 - » Stakeholder Engagement
 - » Working Collaboratively with Neighbouring Planning Authorities
 - » Survey of Travelling Communities
 - » Engagement with Bricks and Mortar Households
 - » Applying the PPTS Planning Definition
 - » Calculating Current and Future Need
 - » Transit Provision
 - » Final Outcomes

- 2.5 The approach is the same as that considered in April 2016 and July 2017 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy. She concluded in her final Examination Report that was published in October 2017:

‘The methodology behind this assessment incorporates a full demographic study of all occupied pitches, a comprehensive effort to undertake interviews with Gypsy and Traveller households, and consideration of the implications of the new national policy. I am satisfied that the GTAA provides a robust and credible evidence base and I accept its findings.’

3. Planning Definition

- 3.1 The primary change introduced by PPTS (2015) in relation to the assessment of need was the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS has collected information necessary to assess each household against the planning definition. Since PPTS (2015) was issued only a small number of relevant planning appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied – these support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition, and stay away from their usual place of residence when doing so. See Paragraph 1.20 for a recent example.

Applying the Planning Definition

- 3.2 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling.
 - » Where household members travelled to.
 - » The times of the year that household members travelled.
 - » Where household members stay when they are away travelling.
 - » When household members stopped travelling.
 - » The reasons why household members stopped travelling.
 - » Whether household members intend to travel again in the future.
 - » When and the reasons why household members plan to travel again in the future.
- 3.3 When the household survey was completed the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households need to provide sufficient information to demonstrate that **household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future.** The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.4 Households that need to be considered in the GTAA fall under one of 3 classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be included in the GTAA:

- » Households that travel under the planning definition.
- » Households that have ceased to travel temporarily under the planning definition.
- » Households where an interview was not possible who may fall under the planning definition.

3.5 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they have been assessed to provide the Council with information on components of need to be addressed as part of a Strategic Housing Market Assessment (SHMA) or a Housing and Economic Development Needs Assessment (HEDNA) for example, and through separate Local Plan policies.

Unknown Households

3.6 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period – despite repeated visits) need to be assessed as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that applies an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.

3.7 The estimate seeks to identify potential current and future need from pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50%² has been used as the demographics of residents are unknown. This approach is also consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).

3.8 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.

3.9 However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition. This would suggest that it is likely that only a small proportion of the potential need identified from unknown households will need conditioned³ Gypsy and Traveller pitches, and that the needs of the majority from unknown households will need to be addressed through separate Local Plan policies.

3.10 The Council will need to carefully consider how to address the needs associated with unknown Travellers in Local Plan policies as it is unlikely that all of these will have a need that should be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS (2015)

² See Paragraph 5.8.

³ Pitches with planning conditions restricting occupation to Gypsies or Travellers.

Paragraph 11) for any unknown households that do provide evidence that they meet the planning definition, and also take into account the NPPF.

- ^{3.11} How the ORS methodology addresses need from unknown households was supported by the Planning Inspector for a recent Local Plan Examination in Maldon, Essex. In his Report that was published on 29th June 2017 he concluded:

150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, **MM242h** is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

Households that do not meet the Planning Definition

- ^{3.12} Households who do not travel or have ceased to travel permanently now fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁴ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans.

⁴ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

4. Survey of Travellers

Interviews with Gypsies, Travellers and Travelling Showpeople

- 4.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living in Uttlesford District.
- 4.2 Through the desk-based research ORS identified 1 public site (17 pitches); 16 private sites (42 pitches); 1 tolerated site (1 pitch); 1 unauthorised site (1 pitch); 1 Travelling Showpeople yard (1 plot); and no transit provision.
- 4.3 Interviews were completed between January and September 2016. Up to 3 attempts were made to interview each household where they were not present when interviewers visited.
- 4.4 The table below sets out the sites/yards that were identified and visited, the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed.

Figure 1 – Gypsy, Traveller and Travelling Showpeople sites and yards visited in Uttlesford District

Site/Yard Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
Felsted Travellers Site	17	8	1 x refusal, 8 x no contact possible
Private Sites			
Adj. Elmswood, Broxted	1	0	1 x no contact possible
Clovelly, Broxted	1	0	1 x refusal
Elmswood, Broxted	1	0	1 x no contact possible
Honey Orchard, High Easter	1	1	
Middleside, Stansted	10	0	10 x no contact possible
Oak Tree Close, Little Hallingbury	5	1	4 x no contact possible
Star Green, Radwinter End	1	0	1 x non-Travellers
Tall Trees, Stansted	10	1	1 x vacant, 6 x no contact possible, 2 x non-Travellers
Tandans, Great Canfield	3	0	1 x refusal, 2 x unimplemented pitches
The Caravan, Barnston	1	0	1 x no contact possible
The Caravan, Stebbing	1	0	1 x no contact possible
The Ford, Great Dunmow	1	0	1 x no contact possible
The Patch, Clavering	1	1	
The Pickle, High Roding	1	0	1 x refusal
The Two Willows, High Easter	3	1	2 x no contact possible
Willow Farm, Great Dunmow	1	0	1 x vacant
Tolerated Sites			
Pennington Lane, Stansted	1	1	-

Unauthorised Sites			
Parsonage Lane, Barnston	1	1	-
Travelling Showpeople Yards			
Oak View, Stanstead	1	1	-
TOTAL	62	16	

Efforts to contact bricks and mortar households

- 4.5 ORS applied a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the Council and local housing providers, and adverts on social media (including the Friends Families and Travellers Facebook group), as well as writing to households on waiting lists for public sites.
- 4.6 At the time of concluding this report no contacts had been identified to interview (although a number of letters were sent by Registered Providers inviting known Gypsy and Traveller to contact ORS if they had any current or future accommodation needs).

5. Current and Future Pitch Provision

- 5.1 This section focuses on the additional pitch provision which is needed in Uttlesford District currently and to 2033. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies completed by ORS, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 5.2 We would note that this section is based upon a combination of the on-site surveys, planning records and discussions with Officers from the Council. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.

New Household Formation Rates

- 5.3 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in the Joint Methodology Report.
- 5.4 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in the Traveller Caravan Count. However this data is very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 5.5 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 5.6 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.

- 5.7 In addition the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below.

<http://the-sra.org.uk/journal-social-research-practice/>

- 5.8 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the baseline includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates.
- 5.9 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence from the household interviews has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by planning status).
- 5.10 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 5.11 Research by ORS has also identified a national growth rate of 1.00% for Travelling Showpeople and this has also been adjusted locally based on site demographics.
- 5.12 The outcomes in Uttlesford District are that new household formation for Gypsies and Travellers who do not meet the planning definition has used a rate of 0.80% (only 20% of residents were aged under 18), and the national rate of 1.50% has been used for unknown households. No households that were interviewed met the planning definition. In addition the demographics of residents have been used to identify growth for the Travelling Showpeople household that do not meet the planning definition.

Breakdown by 5 Year Bands

5.13 In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the need has also been broken down by 5 year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is split across the 5 year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

Planning Status of Households

5.14 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future.

5.15 Figure 2 shows that for Gypsies and Travellers and Travelling Showpeople no household meet the planning definition in that none were able to be determined that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 15 Gypsy and Traveller households and 1 Travelling Showpeople household do not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

5.16 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Figure 2 – Planning status of households in Uttlesford District

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition	TOTAL ⁵
Public Sites	0	9	8	17
Private Sites	0	30	5	35
Tolerated Sites	0	0	1	1
Unauthorised Sites	0	0	1	1
Travelling Showpeople	0	0	1	1
TOTAL	0	39	16	55

Bricks and Mortar Interviews

5.17 Despite all the efforts that were made it was not possible to complete any interviews with Gypsy and Traveller households living in bricks and mortar in Uttlesford as none were identified through the

⁵ There were 3 pitches not occupied by Travellers, 2 vacant pitches and 2 unimplemented pitches.

fieldwork, adverts that were placed, or discussions with Council Officers. In addition no households are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. Given that no one came forward during the study period, it is fair to conclude that no allowance should be made for bricks and mortar households because none have identified themselves as being in need.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

5.18 There were no Gypsy and Traveller households that met the planning definition so there is no current or future need for additional pitches over the GTAA period to 2033.

Figure 3 – Additional need for Gypsy and Traveller households in Uttlesford District that meet the Planning Definition (2016-2033)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches to be vacated by households moving to bricks and mortar	0
Pitches to be vacated by households moving to another area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No households meet the planning definition)</i>	
Total Future Needs	0
Net Pitch Total = (Current and Future Need – Total Supply)	0

Figure 4 – Additional need for Gypsy and Traveller households in Uttlesford District that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-17	Total
	2016-21	2021-26	2026-31	2031-33	
	0	0	0	0	0

Pitch Needs – Unknown Gypsies and Travellers

- 5.19 Whilst it was not possible to determine the planning status of a total of 39 households as they were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and **may** meet the planning definition.
- 5.20 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 5.21 However data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition.
- 5.22 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 5.23 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 11 pitches from new household formation (this uses a base of the 39 households and a net growth rate of 1.50%⁶). There is also supply of 3 pitches on the public site through households seeking to move to bricks and mortar or away from the study area. Therefore additional need *could* increase by up to a further 8 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 39 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch.
- 5.24 Tables setting out the components of need for unknown households can be found in **Appendix A**.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

- 5.25 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through the SHMA or HEDNA and through separate Local Plan policies.
- 5.26 On this basis, it is evident that whilst the needs of the 15 households who do not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as some identified as Romany Gypsies.
- 5.27 The 15 households live on the public site, 5 private sites, 1 tolerated site, and 1 unauthorised site. Analysis of the site interviews has identified a need of 1 from an unauthorised pitch, 3 from concealed or doubled-up households or single adults, 3 from older teenage children in need of a pitch of their own

⁶ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

in the next 5 years and 3 from new household formation using a rate of 0.80% based on the demographics from the households that were interviewed. Therefore the total additional need is for 10 pitches over the GTAA period to 2033.

5.28 A summary of this need can be found in **Appendix A**.

Waiting List

5.29 There is 1 public site in Uttlesford. At the time of reporting information was still being processed by Essex County Council regarding the households on the waiting lists for these sites. This will help to identify how many households are currently living on one of the sites; how many are living in bricks and mortar in Uttlesford; how many are living on other sites in Uttlesford; how many are living on sites outside of Uttlesford; and how many are living in bricks and mortar outside of Uttlesford.

5.30 Should these households wish to be considered for a tenancy on one of the public sites they may have to provide information on their travelling patterns during the site allocation process.

Plot Needs – Travelling Showpeople

5.31 There was only 1 Travelling Showpeople plot identified and interviewed in Uttlesford District. The household does not meet the planning definition and has no current or future accommodation needs.

Transit Recommendations

5.32 Analysis of previous stakeholder interviews, Traveller Caravan Count Data and data collected by the Essex County Traveller Unit (ECTU) shows that there are high and increasing numbers of unauthorised encampments in many parts of Greater Essex. However, the analysis does not provide a detailed enough spatial view on where and how much provision is needed. It also does not explore issues such as small numbers of households accounting for multiple records of encampments.

5.33 As such it is recommended that further work is undertaken to complete more in-depth analysis of data recorded by ECTU and other relevant sources. This work will be completed by ORS over the next 12 months.

5.34 Discussions held with Officers from ECTU have confirmed that analysis of 'Direction to Leave Notices' may provide a more robust spatial appraisal of current and future transit needs. They have advised that each of these notices contains information such as the number of caravans and vehicle registration details. From this information ORS believe that they would be able to establish with a higher degree of certainty, the number of transit sites or stopping places required throughout Essex, Southend-on-Sea and Thurrock.

5.35 This additional analysis will include work on identifying the number of households accounting for multiple records of encampments; analysis of the average number of caravans per encampment and the average length of stay; and identification of the most common locations for encampments. It is hoped that the outcomes of this work will be to identify a figure for the average number of transit caravan spaces that are needed at any given point in time; whether this can be addressed through permanent

transit sites, emergency stopping places and negotiated stopping arrangements; and where the geographic need is for new transit provision.

- 5.36 In the meantime it is recommended that the situation relating to levels of unauthorised encampments throughout the area should continue to be monitored by ECTU and individual local authorities whilst any potential changes associated with PPTS (2015) develop.
- 5.37 Finally work to address unauthorised encampments is a complex issue and it is recommended, through the duty to cooperate, that individual local authorities work closely with Essex County Council and ECTU both to identify the need for future transit provision and how to deal with unauthorised encampments when they occur.

6. Conclusions

- 6.1 This study provides an robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016. It also provides the evidence base which can be used to support Local Plan policies.

Gypsies and Travellers

- 6.2 In summary there is a need for **no additional pitches** in Uttlesford District over the GTAA period to 2033 for Gypsy and Traveller households that meet the planning definition; a need for up to 8 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 10 additional pitches for Gypsy and Traveller households who do not meet the planning definition.

Travelling Showpeople

- 6.3 There was no current or future need identified from the 1 Travelling Showpeople household that did not meet the planning definition.

Transit Provision

- 6.4 Whilst there is historic evidence to suggest that there may be a need for some form of transit provision in Greater Essex, it is not recommended that any should be provided at this point in time as the robustness of the data which could indicate this is not considered to be sufficient. It is recommended that the situation relating to levels of unauthorised encampments should continue to be monitored whilst any potential changes associated with PPTS (2015) develop. It is also recommended that further work is completed to identify the need for transit provision on an Essex-wide basis. Uttlesford District Council is therefore recommended to engage, through the Duty to Cooperate, with the other Essex authorities in the future to ensure this work on Transit Sites can be completed. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.

Summary of Need to be Addressed

- 6.5 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of unknown households that are likely to meet the planning definition, the table below sets out the likely number of pitches and plots that will need to be addressed either as a result of the GTAA, or through the SHMA or HEDNA.
- 6.6 Total need from Gypsy and Traveller households that meet the planning definition, from unknown households, and from households that do not meet the planning definition is for 18 additional pitches.

The table below breaks need down by the GTAA and SHMA/HEDNA by taking 10% (the ORS national average for Gypsies and Travellers) of need from unknown households and adding this to the need from households that meet the planning definition, and by adding the remaining 90% of need from unknown households to the need from households that do not meet the planning definition.

Figure 5 – Additional need for Gypsy and Traveller households broken down by potential delivery method

Site Status	Gypsy and Traveller Local Plan Policy	SHMA Housing Policy	TOTAL
Meet Planning Definition (+ 10% Unknown)	1 (0+1)	0	1
Not meeting Planning Definition (+ 90% Unknown)	0	17 (10+7)	17
TOTAL	1	17	18

Appendix A – Need from unknown and households that do not meet the Planning Definition

Figure 6 - Additional need for unknown Gypsy and Traveller households in Uttlesford District (2016-33)

Gypsies and Travellers - Unknown	Pitches
Supply of Plots	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	2
Pitches vacated by households moving away from the study area	1
Total Supply	3
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	11
<i>(Household base 39 and formation rate of 1.50%)</i>	
Total Future Needs	11
Net Pitch Total = (Current and Future Need – Total Supply)	8

Figure 7 - Additional need for unknown Gypsy and Traveller households in Uttlesford District by 5 year periods

Years	0-5	6-10	11-15	16-17	Total
	2016-21	2021-26	2026-31	2031-33	
	0	3	4	1	8

Figure 8 - Additional need Gypsy and Traveller households in Uttlesford District that do not meet the Planning Definition (2016-33)

Gypsies and Travellers – Not Meeting New Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	4
Future Need	
5 year need from older teenage children	3
Households on sites with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Household base 21 and formation rate 0.80%)</i>	
Total Future Needs	6
Net Pitch Total = (Current and Future Need – Total Supply)	10

Figure 9 - Additional need for Gypsy and Traveller households in Uttlesford District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-17	Total
	2016-21	2021-26	2026-31	2031-33	
	8	1	1	0	10

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