

Public Document Pack

Uttlesford District Council

Chief Executive: Dawn French

Cabinet Remote Meeting

Date: Tuesday, 24th November, 2020

Time: 7.00 pm

Venue: Zoom - <https://zoom.us/>

Leader and Chair: Councillor J Lodge

Members: Councillors A Armstrong, C Day, D Eke, J Evans, R Freeman, N Hargreaves, P Lees, L Pepper and N Reeve

Other attendees: Councillors C Criscione (Conservative Party Group Leader), A Dean (Liberal Democrat Party Group Leader), N Gregory (Chair of Scrutiny Committee), P Fairhurst (Green Party Group Leader), E Oliver (Chair of Governance, Audit and Performance Committee), R Pavitt (Uttlesford Independent Party Group Leader) and M Tayler (Thaxted and the Eastons Independents Group Leader).

Public Participation

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 by writing to committee@uttlesford.gov.uk.

Public speakers will be offered the opportunity for an officer to read out their questions or statement at the meeting, or to attend the meeting over Zoom to read out their questions or statement themselves.

Members of the public who would like to listen to the meeting live can do so [here](#).

AGENDA PART 1

Open to Public and Press

1 Apologies for Absence and Declarations of Interest

To receive any apologies for absence and declarations of interest.

2 Minutes of the Previous Meeting

5 - 12

To consider the minutes of the meeting held on 20 October 2020.

3 Questions or Statements from Non-Executive Members of the Council (standing item)

To receive questions or statements from non-executive members on matters included on the agenda.

4 Matters Referred to the Executive by the Scrutiny Committee or by the Council (standing item)

To consider matters referred to the Executive for reconsideration in accordance with the provisions of the Overview and Scrutiny Procedure Rules or the Budget and Policy Framework Rules.

5 Consideration of reports from overview and scrutiny committees (standing item)

To consider any reports from overview and scrutiny committees.

6 Report of Delegated Decisions taken by Cabinet Members (standing item)

13 - 16

To receive for information any delegated decisions taken by Cabinet Members since the previous Cabinet meeting.

- Planning for the Future - Consultation response – published on 28 October 2020
- Appointment of Councillor Bagnall as Chair of the Local Plan Leadership Group (LPLG) – published on 4 November 2020
- The Health Protection (Coronavirus, Restrictions) (England) (No.4) Regulations 2020 – published on 16 November 2020

7 Report on assets of community value determined by the Assets of Community Value and Local Heritage List Committee (standing item)

To receive for information any decisions made by the Assets of Community Value and Local Heritage List Committee since the previous Cabinet meeting.

8 Local Council Tax Support Scheme 2021/22

17 - 36

To consider the Local Council Tax Support Scheme 2021/22.

9	Uttlesford Economic Recovery Plan	37 - 54
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To consider the report on the Uttlesford Economic Recovery Plan.

10	Newport Quendon & Rickling Neighbourhood Plan	55 - 236
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To consider the report relating to the Newport, Quendon and Rickling Neighbourhood Plan.

REMOTE MEETINGS AND THE PUBLIC

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

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Agenda Item 2

CABINET held at ZOOM - HTTPS://ZOOM.US/, on TUESDAY, 20 OCTOBER 2020 at 7.00 pm

Present: Councillor J Lodge (Chair)
Councillors A Armstrong, C Day, D Eke, J Evans, R Freeman,
N Hargreaves, P Lees, L Pepper and N Reeve

Officers in attendance: L Browne (Monitoring Officer), B Ferguson (Democratic Services Manager), R Harborough (Director - Public Services) and A Webb (Director - Finance and Corporate Services)

Also present: C Criscione (Uttlesford Conservative Party Group Leader),
N Gregory (Chair of the Scrutiny Committee), B Light (Green Party Group Leader), R Pavitt (Uttlesford Independents' Group Leader) and M Tayler (Thaxted and the Eastons Independents' Party Group Leader)

CAB37 APOLOGIES FOR ABSENCE AND DECLARATIONS OF INTEREST

Apologies for absence were received from the Chief Executive and Councillor Dean (Uttlesford Liberal Democrats' Group Leader).

CAB38 MINUTES OF THE PREVIOUS MEETING

The minutes of the meeting held on 9 September 2020 were approved as a true and correct record.

CAB39 QUESTIONS OR STATEMENTS FROM NON-EXECUTIVE MEMBERS OF THE COUNCIL (STANDING ITEM)

The Leader said he had received written questions from Councillor Dean, who had sent his apologies for the meeting. He said the questions would be dealt with during the relevant items.

CAB40 CONSIDERATION OF REPORTS FROM OVERVIEW AND SCRUTINY COMMITTEES (STANDING ITEM)

Councillor Gregory said it had been a busy period for the Scrutiny Committee since the previous Cabinet meeting in September. He spoke on matters which related to the Local Plan, as well as other areas of council work. He raised the following issues:

- The National Audit Office report relating to the commercial investments of Local Authorities. He said it had been an illuminating exercise, particularly in demonstrating bad practice and "how not to do things". UDC were a model of probity and he

thanked Councillor Caton for his effective presentation to the Committee.

- The Medium Term Financial Strategy had been met with a unanimous vote of thanks for the impressive work of the finance team, who had achieved a fantastic turnaround in the Council's finances.
- A worthwhile discussion had taken place regarding the Corporate Plan Delivery Plan (CPDP). He said the Portfolio Holder for the Economy and Corporate Strategy should consider the implementation of performance and success indicators to ensure a positive direction of travel. The Committee looked forward to seeing further progress but the CPDP was on sound foundations.
- In regards to Local Plan Scrutiny, all of the recommendations that had been presented at the meeting on 7 October had been endorsed by the Committee unanimously.
- He asked Cabinet to ensure due attention was paid to communicating and consulting relevant organisations that reflect the interests across the district, such as parish and town councils.
- The Committee were impressed with the arrangements regarding project management of the Local Plan. Regular monitor meetings had been put in place with the Project Manager and Councillor LeCount.
- The Committee remained concerned regarding governance arrangements surrounding the Local Plan. The nature of the project sponsors were of particular concern. Councillor Evans had promised an update note on the matter.
- The pre-scrutiny roles of Councillor Criscione and Councillor Coote had been established to look into Local Plan issues. This had proved to be successful, as problems could be ironed out before they became an issue.

The Leader thanked the Chair of Scrutiny and the said the Committee's input was helpful to the Administration. He added that the Local Plan process was now picking up pace and the time it had taken to get the right structure had proven worthwhile.

CAB41 REPORT OF DELEGATED DECISIONS TAKEN BY CABINET MEMBERS (STANDING ITEM)

Cabinet noted the delegated decision relating to Changes to the Planning System Consultation – published on 1 October 2020.

CAB42 REPORT ON ASSETS OF COMMUNITY VALUE DETERMINED BY THE ASSETS OF COMMUNITY VALUE AND LOCAL HERITAGE LIST COMMITTEE (STANDING ITEM)

There had been no reports submitted in relation to Assets of Community Value (AoCV), although the Leader noted the fact that the Railway Arms public house in Saffron Walden had been purchased by a local community group.

CAB43 CABINET APPOINTMENTS: WORKING GROUPS

Cabinet considered the appointments of Councillors Armstrong and Freeman to the MMWG.

RESOLVED to appoint Councillors Armstrong and Freeman to the Museum Management Working Group.

CAB44 CABINET APPOINTMENTS: OUTSIDE BODIES

Cabinet considered the appointments of Councillors Lodge and Day to the Crawley Prize Endowment Charity, and Councillor Reeve to the Saffron Walden Business Improvement District (SWBID).

RESOLVED to:

- To appoint Councillor Reeve to the Saffron Walden Business Improvement District (SW BID).
- To appoint Councillors Day and Lodge to the Crawley Prize Endowment charity.

CAB45 REVISED CORPORATE PLAN DELIVERY PLAN 2020/21

Councillor Reeve summarised the report regarding the revised Corporate Plan Delivery Plan (CPDP). He said much time had been spent on the CPDP and it had been considered by the Scrutiny Committee a number of times. He asked Cabinet to approve this iteration of the CPDP.

In response to a comment from Councillor Day, the Director – Public Services said the document would be updated to include the correct portfolio holder titles for each Cabinet Member.

RESOLVED to approve the Corporate Plan Delivery Plan attached as Enclosure 1 to the report.

CAB46 MEDIUM TERM FINANCIAL STRATEGY - MID YEAR UPDATE

Councillor Hargreaves summarised the report which provided an updated financial position for the Medium Term Financial Strategy (MTFS). The report had also been considered by the Scrutiny Committee at its meeting in September. He said it had been a particularly difficult year to forecast, due to the impact of Covid-19 on the Council's services and finances. All losses incurred due to the non payment of Council Tax and Business Rates were expected to be managed by the Council and no additional financial support was expected. He spoke on the Business Recovery Fund and the emergency reserves set aside in the event that the Covid-19 situation took another turn for the worse. He drew Cabinet's attention to the Council's reliance on investment income, and highlighted the Investment Income Protection Reserve that had been established

in case of any tenant failure at any one of the commercial assets. He said council tax, regardless of the income generated via commercial investments, would always be a vital income stream for local authorities. It was important that the Council diversified its income and that residents had a stake in the services provided to the local community.

In response to a question from Councillor Criscione regarding Covid-19 funding issued by Government, the Director – Finance and Corporate Services said there were two methodologies to calculate the income that would be received and details would be circulated with Members once the Council had been sent this information.

In response to a question from Councillor Criscione regarding a Council Tax freeze, Councillor Hargreaves said he was happy to discuss this another time but the Uttlesford precept was already low and the previous increase had amounted to an average of £5 extra per annum. He added that UDC had the most generous Local Council Tax Support scheme in Essex for those who could not afford to pay.

In response to a comment from Councillor Criscione, Councillor Lees said a new initiative on domestic abuse had been rolled out by Essex County Council and Essex Police and the Council would look into whether funding was available from a district perspective.

The Leader apologised as had received an email from Councillor Dean regarding the CPDP considered during the previous item. He read the email which expressed disappointment that the CPDP did not differ from the version presented at the previous Scrutiny meeting, despite his questions and suggested improvements. The Leader thanked Councillor Dean for his comments.

Councillor Armstrong thanked Councillor Hargreaves and the financial team for their hard-work in improving the Council's finances. Due to their hard-work, he said he was delighted to announce that £150,000 would be made available for the Saffron Walden Sports Pitch Project. He said this was subject to due diligence and the MTFS being approved at Full Council.

The Leader said the resident groups behind the project had raised significant monies through their own fundraising efforts and the project had been led by the great efforts of boys and girls football teams in the town.

Councillor Hargreaves said the grant had been awarded to Saffron Walden as the project team had submitted a very impressive application. He said guidance would be issued on how to apply for such grants in due course.

RESOLVED to recommend to Council the mid-year updated Medium Term Financial Strategy for approval.

Councillor Pepper presented the report on the Council's revised Equalities Policy. She thanked the Communities team for their great work in producing the policy. She said the Equalities Act of 2010 had established the single public sector duty which ensured no protected group faced discrimination in their place of work. She said the Council's aim was to ensure that the workforce was representative and compliant with legislation. The policy was "live" and could be updated at anytime, and revisions would need to be applied following the United Kingdom's withdrawal from the European Union.

Councillor Lees said she was impressed with the Policy and was encouraged it would change with the times. She thanked Councillor Pepper and the officers for putting forward a comprehensive Policy.

RESOLVED to recommend that Council adopts the amended Uttlesford Equality Policy published in September 2020

CAB48 LOCAL PLAN REPORTS (ITEMS 12 TO 16)

The Leader invited Councillor Evans to present items 12 - 15 to Cabinet as they were all related to planning and the Local Plan. Councillor Eke would introduce item 16 as the relevant Portfolio Holder for Infrastructure. The Leader proposed taking all remaining recommendations as a single vote at the end of the presentations. Cabinet agreed.

Councillor Evans said it was important to acknowledge the input of the late Councillor Storah in these reports in his capacity as Chair of the Local Plan Leadership Group. He also thanked Councillor Gregory and the Scrutiny Committee for their remarks as a critical friend; the reports had benefitted from the scrutiny provided by the committee.

The Local Development Scheme

Councillor Evans presented the report on the Local Development scheme. He said this was a very important document as it underpinned the Council's approach to the Local Plan process, including timetables and consultations. He said adjustments to the Scheme were likely, in part due to the current Government consultation on the Planning White Paper, and the document would be updated to reflect real practice.

In response to a question from Councillor Freeman regarding energy efficiency, Councillor Evans said the Supplementary Planning Documents (SPDs) in relation to energy efficiency would be looked at.

Councillor Freeman thanked Councillor Evans and said such SPDs were important as, in the absence of a Local Plan, they set out planning standards which developers were obliged to follow. He offered his assistance on the matter.

Councillor Pepper said there was an interim climate planning document that would also cover the energy sector.

In response to a question from Councillor Lees, Councillor Evans said there was no reason to assume that the Local Plan timetable would slip due to the Government's consultation on the Planning White Paper. He said he would liaise with Councillor LeCount who was monitoring progress.

Community Engagement Strategy

Councillor Evans said this was an updated version of a previously considered document, and the Strategy had taken into account the comments of the Scrutiny Committee. It set-out the nine themes on which the community could comment. He said the messages in the Strategy would need to be frequently communicated to the public and parish and town councils.

Councillor Criscione said the one area in which the Strategy fell short was deliverability of the Local Plan. He referenced the Essex Developers Group as an organisation which could advise on the issue of deliverability.

In response to a question from Councillor Lees regarding parish involvement in the Community Forum, Councillor Evans said the Town and Parish Council Forum already existed and it would not be appropriate for local councils to be involved in the additional Community Forum as this would duplicate their participation.

Statement of Community Involvement (SCI)

Councillor Evans said the SCI, which explained how the Council would involve the community in the Local Plan process, had been thoroughly considered by the LPLG and costs had now been budgeted for. He said the document would be shared widely with organisations in the district, and he would be looking to disseminate the information through as many channels as possible.

Councillor Day said it was clear from the peer review advice that the Council needed to engage with as many people as possible over the Local Plan, and that parish and town councils would play an important role in disseminating this information to the local community. Young people would be directly impacted by the Local Plan but had historically not engaged with such public conversations. He said he was working with officers to reach out to young people in order to encourage this engagement. He concluded by saying a tremendous amount of work had been going on and strong foundations had been laid to move forward with a sound Local Plan.

Project Initiation Document (PID)

Councillor Evans said the PID set-out how the Local Plan would be managed by the Council. He said twelve people had been assigned specific roles and a large body of talent had been assembled. He concluded by saying costs were substantial and it was vital that the Council ensured that this represented best value.

Strategic Infrastructure Group (SIG)

Councillor Eke, as the relevant Portfolio Holder, introduced the report regarding the establishment of the Strategic Infrastructure Group (SIG). He said infrastructure had played its part in the failure of the previous Local Plan, and highlighted the lack of transport links as an example. The Council could not afford to let this happen again. The SIG would play a crucial role in linking with neighbouring authorities and strategic partners in order to identify key infrastructure projects and to deliver on time. He asked Cabinet to approve the recommendation.

In response to a question from Councillor Reeve, Councillor Eke said reference to the Council's own targets in relation to sustainable growth would be looked at.

In response to a question from Councillor Reeve regarding the feasibility of developing significant infrastructure, Councillor Eke said the thinking around infrastructure projects was in an advanced stage but funding such projects was a problem. Future proofing infrastructure was also something that needed to be taken into consideration.

Councillor Criscione said it was around the issue of infrastructure that the majority of Local Plans failed. He said the Council should keep the emphasis on developers to provide infrastructure, and contributions to infrastructure projects should be demanded if developers wished to build in the district.

Councillor Eke agreed and said that developers must also be held to account in terms of the infrastructure that they had promised to deliver but had failed to do so.

Councillor Freeman said developers could not "buy planning permissions" by contributing to infrastructure projects. He said Uttlesford required a "masterplan" for developers to make such demands.

The Leader read an email from Councillor Dean containing three questions relating to the Local Plan items:

Why is next Monday's Local Plan Leadership Group agenda silent on items that would directly help to deliver a new Local Plan?

Is it correct that items to progress the Plan have been pulled from next week's LPLG agenda owing to Members' reluctance to go public with consultations that would include a Call for Development Sites?

What action does the Cabinet intend to take to ensure the creation of a new Local Plan moving forward with discernible progress in the immediate future?

Councillor Gregory said the same questions had been raised by Councillor Criscione the previous night and he was awaiting a response from Councillor Evans and the Assistant Director - Planning. He asked that Councillor Dean wait for that response.

Councillor Lees said the reason why an agenda item had been removed from the next LPLG agenda was because a workshop had been held and questions had been raised which required addressing. This would not cause a delay in the

Local Plan process and it was better that informed, rather than rushed, decisions were made.

Councillor Criscione said the questions were valid but it was unreasonable to expect a response when the questions were posed 90 minutes before the meeting began.

The Leader called on Cabinet to vote on the recommendations set-out in the reports for items 12 to 16.

RESOLVED to adopt the Local Development Scheme.

RESOLVED to approve the draft document in order for it to be published alongside the Statement of Community Involvement to enable people to provide comment.

RESOLVED to approve the Statement of Community Involvement for consultation.

RESOLVED to adopt the Project Initiation Document (PID) for the Local Plan.

RESOLVED:

1. To endorse the proposed Terms of Reference attached as Appendix 1 to this report and the Leader be requested to issue the appropriate invitations for members to join the Strategic Infrastructure Delivery Group in accordance with this report.
2. That officers be instructed to make arrangements to support the establishment of the Strategic Infrastructure Delivery Group, and supporting Officer Group, with inaugural meetings to take place as soon as the memberships of the Groups have been finalised.

The meeting ended at 8.45pm.

RECORD OF EXECUTIVE DECISION

PUBLISHED ON 4 NOVEMBER 2020

Decision maker	Details of Decision	Reasons	Other options considered and rejected	Conflict of interest declared by any Executive member consulted	Contact officer from where the documents can be obtained
Councillor John Lodge, Leader of the Council	RESOLVED to appoint Councillor Bagnall as the Chair of the Local Plan Leadership Group.	The post of Chair of the Local Plan Leadership Group is currently vacant.	None.	None.	Ben Ferguson, Democratic Services Manager bferguson@uttlesford.gov.uk

A decision will come into force and may be implemented on the expiry of five working days after the date of publication unless either the Chairman or any three members of the Scrutiny Committee objects and calls it in.

RECORD OF EXECUTIVE DECISION

PUBLISHED ON 28 OCTOBER 2020

Decision maker	Details of Decision	Reasons	Other options considered and rejected	Conflict of interest declared by any Executive member consulted	Contact officer from where the documents can be obtained
Cllr John Lodge, Leader of the Council	The Leader is RESOLVED to: i. respond to the government consultation 'Planning for the Future' as set out in the accompanying report and appendices.	The government is consulting on a planning white paper: Planning for the Future, this decision and the accompanying report proposes a response to this consultation.	None.	None.	Stephen Miles, Local Plans and New Communities Manager smiles@uttlesford.gov.uk

A decision will come into force and may be implemented on the expiry of five working days after the date of publication unless either the Chairman or any three members of the Scrutiny Committee objects and calls it in.

RECORD OF EXECUTIVE DECISION

PUBLISHED: 16 NOVEMBER 2020

Decision: The Health Protection (Coronavirus, Restrictions) (England) (No.4) Regulations 2020

Reason for urgency: To prevent the spread of coronavirus (COVID-19) by ensuring appropriate operational measures can be put in place to manage enforcement of the Health Protection (Coronavirus, Restrictions) (England) (No. 4) Regulations 2020 (“the Regulations”). The provision will assist the Council taking prompt action against businesses that refuse to comply with the Regulations.

Decision maker	Details of Decision	Reasons	Other options considered and rejected	Conflict of interest declared by any Executive member consulted	Contact officer from where the documents can be obtained
Cllr John Lodge, Leader of the Council	The Leader is RESOLVED to: Delegate the exercise of all functions under The Health Protection (Coronavirus, Restrictions) (England) (No 2) Regulations 2020, The Health Protection (Coronavirus, Restrictions) (England) (No 3) Regulations 2020 and The Health Protection (Coronavirus, Restrictions) (England) (No 4) Regulations 2020 to the	As Covid -19 cases continue to rise across the UK, the government has imposed new measures to reduce transmission rates. District Councils have additional specific responsibilities under the new regulations to impose closures and restrictions on businesses that are not exempt from the regulations. These once again include the issuing of Prohibition Notices and Fixed Penalty Notices as an	None.	None.	Marcus Watts, Environmental Health Manager – Protection mwatts@uttlesford.gov.uk

	<p>Assistant Director Housing, Health and Communities with immediate effect.</p> <p>alternative to more formal legal proceedings. This decision seeks to expand on existing delegated responsibilities and seeks consent for the use of Prohibition and Fixed Penalty Notices to allow authorised officers to take prompt action against businesses that refuse to comply with the Regulations.</p>			
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Agenda Item 8

Decision Maker:	Cabinet	Date:
Title:	Local Council Tax Support Scheme 2021/22	Tuesday, 24 November 2020
Portfolio Holder:	Portfolio Holder for Finance and Budget Cllr Neil Hargreaves	
Report Author:	Angela Knight, Assistant Director - Resources aknight@uttlesford.gov.uk	Key decision: No

Summary

1. There is a requirement to annually review the Local Council Tax Support (LCTS) Scheme, and propose changes to the scheme for the following financial year. The decisions made, even if no change is proposed, must then be consulted upon before a decision is taken at Full Council in December on the final scheme for the following financial year.
2. The consultation period ran from 11 August to 18 September 2020, due to the current pandemic this was in the form of an online survey only. All preceptors were notified either via email or letter of the consultation dates and provided with details of how to access the online form.
3. The survey was fully publicised on our website, social media and posters were distributed to Town and Parish Councils to display on noticeboards. Details of the survey were included in our press releases in local media and newspapers.
4. The survey generated 27 responses of which 64% of the comments were supportive of the scheme continuing with the current contribution rate from working age claimants and to protect vulnerable and disabled residents and carers on a low income.
5. As can be seen from the table in paragraph 8 Uttlesford has the lowest percentage contribution requirement of any authority in Essex. This demonstrates that whilst the council has had sufficient funds to support the scheme it has done so.

Recommendations

6. The Cabinet is requested to recommend for approval by Council the Local Council Tax Support Scheme for 2021/22 based on the following;
 - I. The contribution rate is frozen for the sixth consecutive year at 12.5%.
 - II. The Council continues to protect Vulnerable and Disabled Residents and Carers on a low income.

Financial Implications

7. Detailed in the main body of this report.

Background Papers

8. None

Impact

Communication/Consultation	Proposals subject to public consultation and discussions with major preceptors
Community Safety	None.
Equalities	An equalities impact assessment has been included
Health and Safety	None.
Human Rights/Legal Implications	Compliance with relevant legislation.
Sustainability	The objective is to achieve a financially sustainable set of arrangements.
Ward-specific impacts	None.
Workforce/Workplace	Ongoing demands on the Revenues & Benefits, Housing and Customer Service teams

Local Council Tax Support (LCTS)

9. LCTS replaced Council Tax Benefit (CTB) from 1 April 2013. The Council has adopted a scheme which has the following key elements:
 - a) Pensioners on low income protected from adverse changes (as required by Government)
 - b) Disabled people, carers and blind people on a low income receive discretionary protection from adverse changes
 - c) Working age people previously on full CTB pay no more than 12.5% of the council tax bill
 - d) £25 per week of earned wages income disregarded from assessment (to provide a work incentive)
 - e) Child Benefit and Child Maintenance disregarded from assessment (to minimise exacerbation of child poverty, or accusations of same)
 - f) Hardship Policy to enable additional support for genuine extreme hardship cases

Contribution Rates across Essex

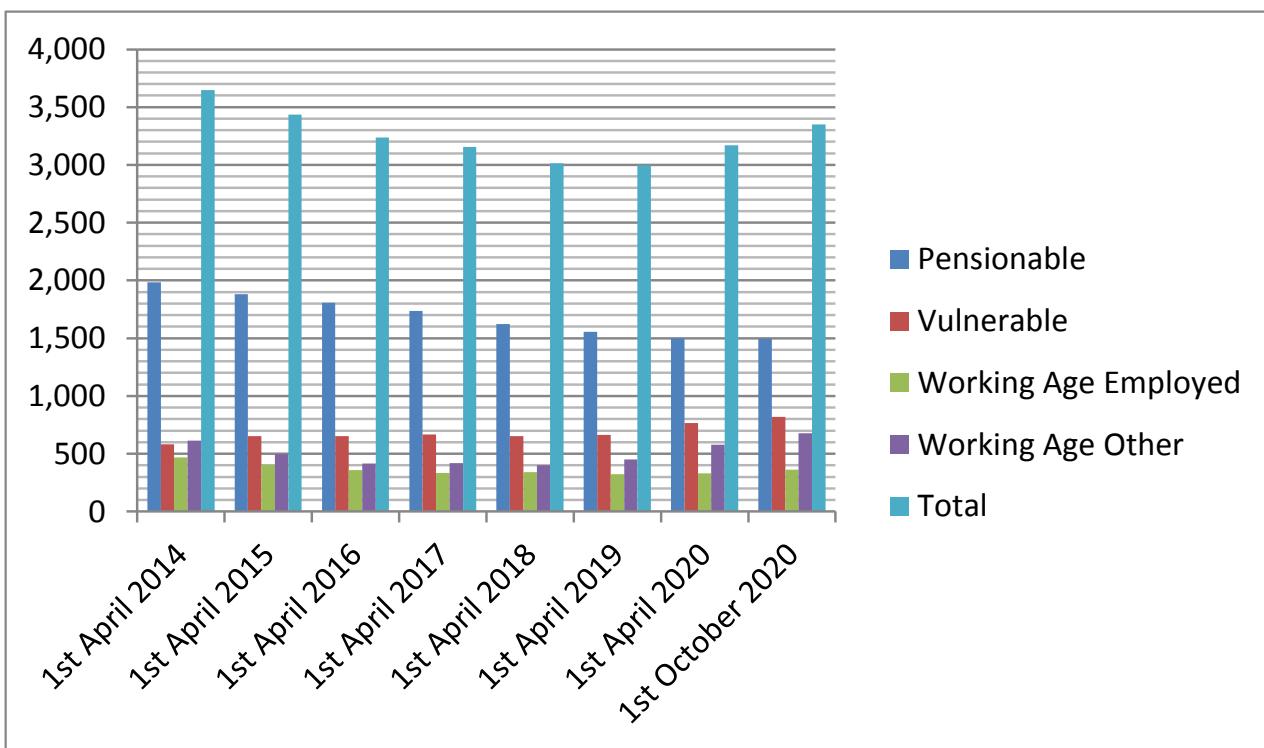
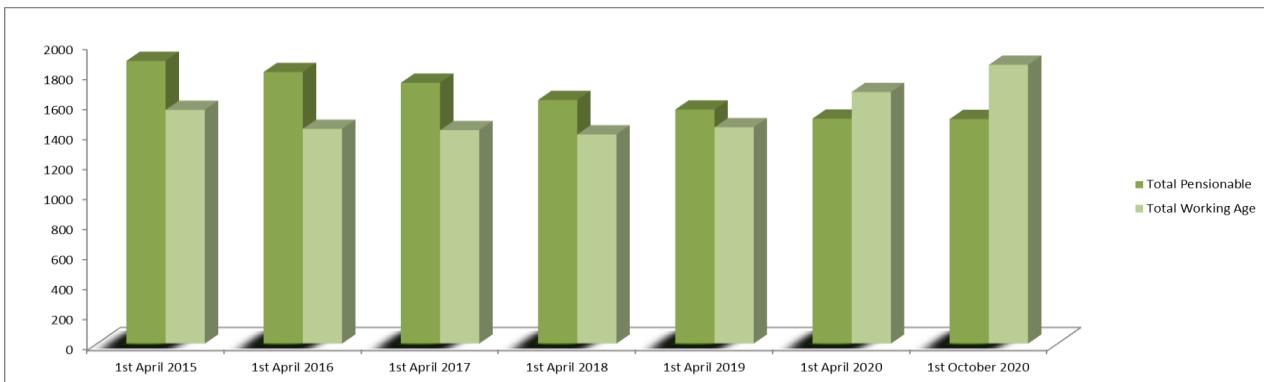
10. The council has the lowest percentage contribution rate within Essex with the highest being set at the maximum permitted level of 30%.

	Contribution Rate (%)					
	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Basildon	25	25	25	25	25	25
Braintree	20	20	24	24	24	24
Brentwood	20	20	20	20	20	25
Castle Point	30	30	30	30	30	30
Chelmsford	23	23	23	23	23	23
Colchester	20	20	20	20	20	20
Epping Forest	20	25	25	25	25	25
Harlow	24	26	24	24	24	24
Maldon	20	20	20	20	20	20
Rochford	20	20	28	28	28	28
Southend-on-Sea	25	25	25	25	25	25
Tendring	20	20	20	20	20	20
Thurrock	25	25	25	25	25	25
Uttlesford	12.5	12.5	12.5	12.5	12.5	12.5

Caseload

11. The current caseload shows an increase in working age caseload and this is the first time in six years where there has been an increase. This can be attributed to the Covid-19 pandemic, the national roll out of Universal Credit.
 12. The following table and graphs provide an analysis of each category of claimant and how the caseloads have changed over the past 6 years.
 13. A half year caseload position has been included as 2020/21 has an unprecedented level of claims due to the pandemic. At the beginning of the year there was an increase of 175 claimants and by the middle of the year this was increased by a further 178, giving a total additional caseload of 353. The full cost impact of this is set out in point 23.

	1/4/15	1/4/16	In year movement	1/4/17	In year movement	1/4/18	In year movement	1/4/19	In year movement	1/4/20	In year movement	1/10/20	In year movement
Pensionable	1,881	1,807	- 74	1,735	- 72	1,621	- 114	1,557	- 64	1,497	- 60	1494	- 3
Vulnerable/Disabled	651	653	2	667	14	651	- 16	664	13	766	102	818	52
Working Age - Employed	406	359	- 47	334	- 25	341	7	323	- 18	331	8	361	30
Working Age - unemployed	498	417	- 81	419	2	400	- 19	452	52	577	125	676	99
Total Claimants	3,436	3,236	- 200	3,155	- 81	3,013	- 142	2,996	- 17	3,171	175	3,349	178



Increasing the Contribution Rate

11. For each increase of 2.5% in the contribution rate it would generate a potential additional council tax income of £39,258 across all the preceptors of which the council would retain £5,496.
12. The impact of each 2.5% increase on a Working Age claimant who receives the maximum LCTS award would be an additional £43.24 per year, equating to £0.83p per week.
13. The financial gain and the claimant impact are detailed in the table below, the costings are based on all working age claimants paying a 12.5% contribution, as it is impossible to identify and calculate precise figures as the contribution level varies dependant on the claimant's financial circumstances.

Percentage Contribution	Average liability income due	90% Collection Rate	Increase @ 2.5% increments	Additional Cost to claimant	
				per year	per week
12.50%	£218,098.97	£196,289			
15%	£261,718.76	£235,547	£39,258	£43.24	£0.83
17.50%	£305,338.55	£274,805	£78,516	£86.47	£1.66
20%	£348,958.35	£314,063	£117,773	£129.71	£2.49

Income Sharing Agreement

14. An Essex wide income sharing agreement was entered into with all billing authorities and major preceptors at the time of implementation of the new LCTS scheme.
15. The main principles of the agreement are to ensure a joint approach in maximising income collection, reduce fraud and ensure compliance.
16. By working proactively on fraud this ensures that our Taxbase is maintained at the maximum level generating extra revenue for both the major preceptors and billing authorities.
17. Preceptors receive a share of all income generated for Council Tax and this is allocated through the Collection Fund at year end.
18. The increased income generated specifically from these activities and internal decisions by UDC each year is monitored, and the preceptors have agreed to share their element of the extra income with the Local Authorities.
19. Two posts are being funded through this agreement to work directly on all areas of fraud and compliance within Council Tax.
20. The income generated directly from this work will also be shared as per the agreement.

LCTS Administration, hardship and recovery funding

21. As part of the scheme the major preceptors (County, Fire and Police) provide funding of £34,000 per annum to employ an officer to ensure the efficient administration of the LCTS scheme. The officer also works with those people affected by the scheme to provide support in managing their payments and thereby avoiding costly recovery action being taken.
22. Essex County Council contributes £7,000 per annum towards the running of the hardship scheme which has a £15,000 annual budget (£8,000 UDC element).

Full cost of LCTS scheme

23. The following table shows that the forecast financial position for UDC in 2021/22 is a net cost of £412,593. The costing has been based on the caseload on the 5 November 2020 and uses the 2020/21 band D equivalent.

£'000	LCTS Expenditure 2018/19	County, Fire and Police Share	UDC Share 2018/19
LCTS Discounts	3,717,631	3,197,163	520,468
Major Preceptors - Sharing Agreement (14%)	0	107,844	(107,844)
Net of LCTS Scheme & Discounts	3,717,631	3,305,007	412,624
Major Preceptor LCTS Funding (Admin & Recovery)	0	34	(34)
LCTS Hardship Scheme	15	7	8
ECC Funding of Hardship Scheme	0	5	(5)
Total Net Cost	3,717,646	3,305,053	412,593

Covid-19 Impact

24. The Government has provided additional funding to support claimants during 2020/21, reducing their contributions up to a maximum of £150 or equal to bringing their contributions to zero whichever is the lower figure.
25. Due to the current Covid-19 emergency and the ongoing impact of the measures put in place to control the virus it is expected that current caseload levels will continue to increase during the current financial year and this is likely to impact on the early part of 2021/22. It is difficult to predict the outcomes for 2021/22 but it is hoped that the economy will begin to recover during the next financial year and that caseloads will decrease.

Consultation process

26. The current consultation ran from 11 August to 18 September 2020 and did not include any questions requiring a specific 'yes' or 'no' answer, as in previous years. Respondents were asked to consider the proposals and provide their views in an 'open text box'.
27. The survey invited (but did not require) participants to provide their name and a contact email address. Participants were also asked to identify if their response was on behalf of an organisation.
28. The online survey took the form of a simple web form on the Uttlesford District Council website which could be accessed via a direct link or from the website home page.
29. The survey was widely publicised and residents were encouraged to take part with a press release which went to all local media and newspapers on 14 August, e-newsletters were sent to all of the subscribers on our mailing lists (in excess of 4,700 contacts). In addition to this, the consultation was promoted on Facebook in mid-August and again within ten days of the close of the survey

30. Emails inviting participation in the survey were sent directly to Essex County Council, the PFCC and the town and parish councils,
31. Town and Parish Councils also received a letter which included posters to be placed on parish notice boards, giving details of the survey and how to respond. Finally, for those who do not use digital services, we offered (details in the press releases and all publicity) to send out by post paper copies of the survey.
32. The full consultation report is attached as Appendix A.

Consultation Responses

33. The consultation generated 27 responses in total, of which 25 provided comments and 16 of these either agreed with the proposals or could be clearly interpreted as supporting these.
34. A total of 54 emails and/or letters were sent to all preceptors (Essex County Council, Police, Fire and Crime Commissioner and all Town and Parish Councils) and three responses were received.

Risk Analysis

Risk	Likelihood	Impact	Mitigating actions
Assumptions about costs and income levels are incorrect	3 (a high degree of variability and estimation is involved)	3 (adverse or favourable cost affecting the council budget/collection fund)	Monitor trends closely and review scheme each year to make necessary adjustments.
Covid-19 and effect on the economy longer term	3 – possible that unemployment levels will still be high	2 – cost of the scheme will increase	Monitor caseload and work with preceptors on managing the scheme

1 = Little or no risk or impact

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

3 = Significant risk or impact – action required

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



Uttlesford District Council October 2020

Local Council Tax Support (LCTS)

A summary report on the survey about Local Council Tax Support (LCTS) provision in Uttlesford for the financial year 2021-2022.

In April 2013 Council Tax Benefit was abolished and replaced by a new local Council Tax Support (LCTS) scheme. The Government required councils to protect pensioners so that they would receive the same level of support as they did under Council Tax Benefit. This means that LCTS has applied only to working age people.

Uttlesford District Council has been consulting local residents regarding the Local Council Tax Support Scheme (the Scheme) since 2012 during which time the Scheme has undergone various changes. For the financial year 2021/2022, the council has proposed that the Scheme is set on the same basis as that for 2020/2021, namely:

- The contribution rate is frozen for the sixth consecutive year at 12.5%
- The council continues to protect vulnerable and disabled resident and carers on a low income

For the current consultation, there were no questions requiring a specific 'yes' or 'no' answer, as in previous years, but respondents were asked to consider the proposals and provide their views in an 'open text box'. The survey invited (but did not require) participants to provide their name and a contact email address. Participants were also asked to identify if their response was on behalf of an organisation (such as those mentioned as major preceptors above). The survey ran from 11 August to 18 September 2020.

Appendix A

The online survey took the form of a simple web form on the Uttlesford District Council website which could be accessed via a direct link or from the website home page. Emails inviting participation in the survey were sent directly to Essex County Council, the PFCC and to all town and parish councils in the district on 11 August, with reminder emails sent in early September.

The survey was widely publicised to the citizens of Uttlesford were encouraged to take part with a press release which went to all local media and newspapers on 14 August and e-newsletters were sent to all of the subscribers on our mailing lists (in excess of 4700 contacts). The town and parish councils were also sent a letter and posters to be placed on parish notice boards, giving details of the survey and how to respond. In addition to this, the consultation was promoted on Facebook in mid-August and again within ten days of the close of the survey - the initial post reaching almost 10,500 people and had 490 engagements and 56 shares. Finally, for those who do not use digital services, we offered (details in the press releases and all publicity) to send out by post paper copies of the survey.

Results – Overall submissions

The LCTS scheme survey conducted in 2019 received a total of 156 responses. This year, however, in spite of this extensive publicity for the survey, the response rate was much lower with a total of 27 responses, as shown in the table below.

Overall submissions	Result counts (percentage)
Total number of paper forms returned:	0
Total number of web forms submitted:	27 (100%)
Total number of comments received:	25 (92.6%)
Number of responses on behalf of preceptors:	3*
Number of responses providing an email contact address:	15 (55.6%)

Appendix A

*The survey was sent to Essex County Council, the PFCC and the town and parish councils in the district; a total of 54 email addresses. The response rate for this group was 5.56%.

Results – Submitted comments

Of the submitted comments, 16 (or 64% of all the comments received) either directly supported the proposals, or could clearly be interpreted as such.

The introduction to the survey asked participants not to comment on any other services the council provides; as such comments could not be taken into account as part of the consultation. However, where comments not related to the LCTS Scheme survey were received, these have been listed separately in this report.

All the comments provided as an expressed opinion regarding the proposals are listed below.

I agree with the decision
Yes If this is the best affordable option I support it however I would urge the council to consider further support as we recover from the coronavirus pandemic and during this time of recession and low employment. I am classed as a "high earner" and I would rather pay up to 5% more so that someone less fortunate and privileged can pay £8.05 less. £8 to me is nothing but to someone it's the difference between a few days groceries and hungry children. It's radical but charities often partner with shopping sites to do a "round it up" scheme - could we do that with council tax to fund financial aid to those who need it most? We've an opportunity to ride on the coat tails of the community spirit we've seen in the pandemic...
Keep helping people who really need it

Appendix A

Only give it if they have been living in the district for say three years before making the claim

In view of the current covid financial effects on us all, but in particular the vulnerable , I think the LCTS rate should be significantly increased from 12.5% .

I fully back the proposals to continue to provide help for the most vulnerable amongst us. In light of the current situation with Covid19, this help is more vital than ever.

The current level of subsidy should be maintained. If possible it should be increased

People's income has not kept place with inflation. The community should be helping those less fortunate.
As most of you support this government, I will not hold my breath.

Full support

In these tough times we should support people who have lost their jobs or who can not work. They should not have to pay anything at all until they are able to. This is the mark of a caring society.

I support council decision to offer council tax support to vulnerable and elderly residents in additions to pensioners on a low income.

Absolutely fine. Well done for keeping it the same .

It would be nice to have a lower council tax bill,when one person is not working, and only one person working for the couple, and to help them out.

This is a very good idea,as some people in a couple,or,family who are out of work, and only one person working full time to help provide for the couple,or, the family, and to help them out with paying the council tax bill that they have to pay.

I agree that the LCTSS proposals for 2021/2022 should be on the same basis as 2020/2021, I thank UDC for doing this.

Appendix A

Due to COVID-19 council tax should be paid by the government in full for the people who are on benefits and not working. Till they got a job obviously. But if this action is not possible than if the government is willing to slash the 12.50 % into half that's will be also good . So any supports from the government is gonna work in residence favours .

Why break a system that is working

Having previously written to council member voicing our concerns, Thaxted Parish Council would like to reiterate its position. Thaxted Parish Council asks you to note its objection to the proposal to remove the subsidy grant from the parish council, which is not in keeping with the general principle of the grant scheme given by Central Government to principle authorities. A copy of a letter from Kris Hopkins MP, Minister for Local Government dated February 2015 can be found in the link as below. <https://www.gov.uk/government/publications/parish-funding-for-local-council-tax-supportscheme>. You will note from the letter the specific request from Kris Hopkins MP for the grant to be passed to town and parish councils, he further notes in his letter to Leaders of Billing Authorities that "it is essential they (town and parish councils) receive all the funds due to them in order to carry out their activities" The National Association for Local Councils (NALC) also notes the following on its website: "In 2013/14 and 2014/15 the Department for Communities and Local Government have paid Billing Authorities a combined total for each financial year of £3.3 billion to officially refer on to parish councils in their areas to minimise the reduction of parish precept revenue following the diminution of average council tax bases in parished areas over the last two years. Accordingly, In 2014/15 most Billing Authorities nationally passed on the Localisation of Council Tax Support Scheme (LCTSS) mitigation grant to parishes in their areas, but 15 did not. We lobbied the Government very hard to ensure that it put pressure on Billing Authorities to pass across to all parishes in their areas the maximum amount of LCTSS parish mitigation grant in 2015/16." Should UDC choose not to honour the intent from DCLG, it is not only in clear breach of the guidance and request from DCLG but is also acting outside of the essence and intention of the whole Local Council Tax Support Scheme process of how grants received from Central Government should be forwarded to town and parish councils. It is further noted within UDC Minutes of 3rd May 2016 that "The Assistant Director Corporate Services said that the 2015 consultation survey had revealed that 93.3% of responses had supported the protection of the parish council grant. However, they would not necessarily have been aware of the financial implications of this arrangement" It is exceptionally clear and demonstrated from the results of the 2015 consultation that the public is content with the LCTS subsidy continuing to be forwarded to town and parish councils for its intended purpose. The loss of any funding will have a detrimental effect on Thaxted Parish Council continuing to provide and improve services to the residents and at a time when the Council is still settling its finances after taking on several services that have been devolved from Uttlesford District Council to us such as the Public Toilets and car Park. The Parish Council therefore wishes to register its fierce objection to the withdrawal of this much needed grant to both town and parish councils. Please

Appendix A

therefore consider this letter a formal response to the LCTS consultation process.

I am in favour of the Local Council Tax Scheme.

I support the scheme.

I support the proposal, and in view of Covid 19, I would also support a reduction in the contribution to 10%.

In my view working aged people on low income to pay zero Council tax.

All UDC documentation (including all consultation documentation) should be explicit about the particular cohorts of disabled people who are afforded Council Tax reductions AND ALL THOSE DISABLED PEOPLE COHORTS THAT ARE NOT.

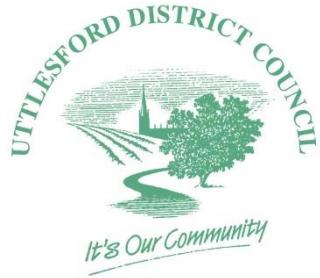
Similarly that all UDC documentation is explicit that only some vulnerable people and carers on low income are protected.

SWTC supports the proposals of the 2021/22 LCTS scheme

I support the proposal to maintain the Support Scheme on the same basis as last year, which provides for a Contribution of 12.5% of the Council Tax bill, and adding that, in view of Covid 19, I would support a reduction in the Contribution to 10%.

Results – Additional comments received

Why have I been sent this? I am not disabled or claiming benefits I can answer it but you are asking the wrong questions. Many people have been affected by coronavirus and have lost their jobs and can not pay so you should be looking at how you can support them. Uttlesford just takes the money and does nothing aside from building everywhere. This is a wake up call you should be helping all people in the area and not just a few especially at this time



Uttlesford District Council

Fast-track equality impact assessment (EqIA) tool

What is this tool for?

This tool will help you to assess the impact of existing or new strategies, policies, projects, contracts or decisions on residents and staff. It will help you to deliver excellent services, by making sure that they reflect the needs of all members of the community and workforce.

What should be equality impact assessed?

You only need to equality impact assess strategies, policies, projects, contracts or decisions that are **relevant** to equality. If you are not sure whether your activity is relevant to equality take the 'relevance test' on Page 9.

How do I use the tool?

This tool is easy to use and you do not need expert knowledge to complete it. It asks you to make judgments based on evidence.

The tool uses a system of red flags  to give you an indication of whether or not your responses are identifying potential issues. Getting a red flag does not necessarily indicate a problem, but it does mean that your assessment is highlighting issues or gaps in data that may require further investigation or action.

If there is insufficient space to answer a question, please use a separate sheet.

General information			
1	Name of strategy, policy, project, contract or decision.	Local Council Tax Support (LCTS) Scheme – 2021/22	
2	What is the overall purpose of the strategy, policy, project, contract or decision?	To set the proposals for the 2021/22 scheme I. Set the contribution rate for working age unemployed and low income claimants at 12.5% II. Continue to protect pensioners and the vulnerable and disabled	
3	Who may be affected by the strategy, policy, project, contract or decision?	<input checked="" type="checkbox"/> Residents <input type="checkbox"/> Staff <input type="checkbox"/> A specific client group/s e.g. linked by geographical location, social economic factors, age, disabilities, gender, transgender, race, religion or sexual orientation (please state)	
4	Directorate.	Adrian Webb, Director of Finance and Corporate Services	
5	Are other departments or partners involved in delivery of the strategy, policy, project, contract or decision?	<input type="checkbox"/> No <input checked="" type="checkbox"/> Yes	
Gathering performance data			
6	Do you (or do you intend to) collect this monitoring data in relation to any of the following <u>diverse groups</u> ?	<input checked="" type="checkbox"/> Age <input checked="" type="checkbox"/> Disability <input checked="" type="checkbox"/> Sex <input checked="" type="checkbox"/> Race <input checked="" type="checkbox"/> Gender Reassignment <input checked="" type="checkbox"/> Sexual Orientation <input checked="" type="checkbox"/> Religion & Belief <input checked="" type="checkbox"/> Pregnancy and Maternity <input checked="" type="checkbox"/> Marriage and Civil Partnerships <input checked="" type="checkbox"/> Rural Isolation	

7	<p>How do you (or how do you intend to) monitor the impact of the strategy, policy, project, contract or decision?</p>	<input checked="" type="checkbox"/>	<p>Performance indicators or targets</p>
		<input type="checkbox"/>	<p>User satisfaction</p>
		<input type="checkbox"/>	<p>Uptake</p>
		<input checked="" type="checkbox"/>	<p>Consultation or involvement</p>
		<input type="checkbox"/>	<p>Workforce monitoring data</p>
		<input checked="" type="checkbox"/>	<p>Complaints</p>
		<input type="checkbox"/>	<p>External verification</p>
		<input checked="" type="checkbox"/>	<p>Eligibility criteria</p>
		<input type="checkbox"/>	<p>Other (please state):</p>
		<input type="checkbox"/>	<p>None </p>

Analysing performance data			
8	Consider the impact the strategy, policy, project, contract or decision has already achieved, measured by the monitoring data you collect. Is the same impact being achieved for diverse groups as is being achieved across the population or workforce as a whole?	<input checked="" type="checkbox"/> X <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	Yes * No* Insufficient  Not applicable 
		<p><i>Please state your evidence for this, including full document titles and dates of publication for audit purposes. Where applicable please also state the nature of any issues identified:</i></p> <p>No specific groups are referred to in the document and none of the information within it will have a differential impact on any group.</p>	
Checking delivery arrangements			
10	You now need to check the accessibility of your delivery arrangements against the requirements below. Click on the hyperlinks for more detailed guidance about the minimum criteria you should meet. <i>If assessing a proposed strategy, policy, project, contract or decision, indicate 'Yes' if you anticipate compliance by launch of implementation.</i>	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No* <input type="checkbox"/> Insufficient  <input type="checkbox"/> Not applicable 	Yes No   N/A <input checked="" type="checkbox"/> X <input type="checkbox"/> <input type="checkbox"/>
	The premises for delivery are accessible to all.		

Consultation mechanisms are inclusive of all.

X		
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Participation mechanisms are inclusive of all.

X		
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If you answered 'No' to any of the questions above please explain why giving details of any legal justification.

Checking information and communication arrangements

- 11 You now need to check the accessibility of your information and communication arrangements against the requirements below. Click on the hyperlink for more detailed guidance about the minimum criteria you should meet.

If assessing a proposed strategy policy, project, contract or decision, indicate 'Yes' if you anticipate compliance by launch of implementation.

Customer contact mechanisms are accessible to all.

Yes	No	N/A
X		
X		
X		
X		

Electronic, web-based and paper information is accessible to all.

Publicity campaigns are inclusive of all.

Images and text in documentation are representative and inclusive of all.

If you answered 'No' to any of the questions above please explain why, giving details of any legal justification.

Future Impact

- 12 Think about what your strategy, policy, project, contract or decision is aiming to achieve over the long term and the ways in which it will seek to do this. This is your opportunity to take a step back and consider the practical implementation of your strategy, policy, project, contract or decision in the future. As well as checking that people from diverse groups will not be inadvertently excluded from or disadvantaged by any proposed activities, it is also an opportunity to think about how you can maximize your impact, reach as many people as possible and really make a difference to the lives of everyone in Uttlesford regardless of their background or circumstances.

Is it likely to inadvertently exclude or disadvantage any diverse groups?

No

Yes *

Insufficient evidence

*Please state any potential issues Identified.

Improvement actions

- 13 If your assessment has highlighted any potential issues or red flags, can these be easily addressed?

Yes

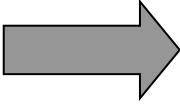
No*

Not applicable

*If Yes, please describe your proposed action/s, intended

		<i>impact, monitoring arrangements implementation date and lead officer:</i>
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Making a judgement – conclusions and next steps

<p>14 Following this fast-track assessment, please confirm the following:</p> <p><input checked="" type="checkbox"/> There are no inequalities identified that cannot be easily addressed or legally justified</p> <p><input type="checkbox"/> There is insufficient evidence to make a robust judgement.</p> <p><input type="checkbox"/> Inequalities have been identified which cannot be easily addressed.</p>	 <p>No further action required. Complete this form and implement any actions you identified in Q13 above</p>  <p>Additional evidence gathering required (go to Q17 on Page 7 below).</p>  <p>Action planning required (go to Q18 on Page 8 below).</p>
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<p>15 If you have any additional comments to make, please include here.</p>	<input checked="" type="checkbox"/> None
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Completion

<p>16 Name and job title</p>	Angela Knight Assistant Director, Resources
<p>Name/s of any assisting officers and people consulted during assessment:</p> <p>Date:</p> <p>Date of next review:</p> <p><i>For new strategies, policies, projects, contracts or decisions this should be one year from implementation.</i></p>	Cabinet Members, Local residents, Businesses and all preceptors (including Town and Parish Councils) all consulted Cabinet – 24 November 2020 Council - 8 December 2020 Summer 2021

Agenda Item 9

Committee:	Cabinet	Date:
Title:	Uttlesford Economic Recovery Plan 2020 - 2022	Tuesday, 24 November 2020
Portfolio Holder:	Cllr Neil Reeve, Portfolio Holder for the Economy, Investment and Corporate Strategy	
Report Author:	Linda Howells Acting Economic Development Officer lhowells@uttlesford.gov.uk	Key decision: No

Summary

1. The COVID-19 global pandemic has had a significant impact on the Uttlesford district economy.
2. Unemployment is at levels not seen in the district since May 1994. Thousands of residents have been furloughed from their employment. Some sectors have been hit very hard, including retail, hospitality, personal services, the visitor and entertainment sectors, aviation and transport.
3. This is an ever-changing situation and the recent second national lockdown has caused even more concern amongst many local businesses. While some businesses have found ways to pivot their business model, there are others unable to adapt and therefore without an income.
4. Many local businesses have slipped through the net of Government business support initiatives, some are new businesses, while others are located in shared accommodation or working from home without fixed property costs.
5. Appendix A contains the Uttlesford Economic Recovery Plan, an evolving plan based on the available data in an ever-changing situation. It aims to identify and address local issues that are not addressed by national, regional or county initiatives. It contains four work themes, which are
 1. Business Engagement and Support
 2. Information, Advice and Guidance
 3. Skills and Training
 4. Job Creation

Recommendations

1. That Cabinet recommends the report included at Appendix A to Council for approval.

Financial Implications

2. None

Background Papers

3. None

Impact

4.

Communication/Consultation	N/A
Community Safety	N/A
Equalities	N/A
Health and Safety	N/A
Human Rights/Legal Implications	N/A
Sustainability	All sustainability issues are addressed in the report at Appendix A
Ward-specific impacts	All initiatives are targeted at residents and businesses across the district, unless specific business sectors.
Workforce/Workplace	N/A

Situation Risk Analysis

5.

Risk	Likelihood	Impact	Mitigating actions
The Plan at Appendix A aims to identify gaps in support initiatives and address those gaps locally. Without that support local residents and businesses would be unsupported.	Significant risk of negative impact if no action taken.	3	Economic Recovery Plan is based on available data, and actions within it will increase understanding of local issues so that activities can adapt to local needs.

1 = Little or no risk or impact

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

3 = Significant risk or impact – action required

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

Uttlesford Economic Recovery Plan

Objectives

- The Plan identifies national, regional, county and local initiatives that are currently active or planned to address the impact of the COVID-19 global pandemic. It identifies local gaps and proposes local solutions.
- This Plan will provide a framework for activities in the next 18 months, whilst recognising that the Council has a longer term ambition of addressing the Climate Change agenda and all actions need to reflect that ambition. In addition this Plan and its actions need to be reflected and integrated into the emerging Local Plan.
- To engage with local businesses to identify needs and potential solutions, particularly for those businesses hardest hit by the global COVID-19 pandemic.
- To offer support to all Uttlesford district businesses so that they might survive these challenging times.
- To provide information, advice and guidance to potential business start-ups, growing businesses, or those businesses looking to move into the district in order to create jobs and build resilience in the economy.
- To support local residents who, due to the COVID-19 pandemic, have been made redundant or face redundancy ensuring that they have access to support services.
- To prepare for longer term activities that support the recovery of the local economy, following the impact of the COVID-19 pandemic.

This Plan has four work themes, which are:

1. Business Engagement and Support
2. Information, Advice and Guidance
3. Skills and Training
4. Creating Jobs / Inward Investment

Appendix A contains international and national statistics

Appendix B contains the national, regional and county level context for the Economic Recovery Plan

Appendix C contains local background and unemployment data

1. Business Engagement and Support

Aim: To reach all Uttlesford businesses and provide high quality business support, including advice for all businesses from start-ups to scale-ups.

Some businesses have been hit harder by the impact of the COVID-19 pandemic than others. These include:

- Town centres / retail, hospitality and personal services
- Visitor economy / arts, entertainment, events, venues, associated services, supply chain etc.
- London Stansted Airport / aviation and transport
- Those businesses who have fallen through the gap and not received help from Government schemes. This will include those who do not have commercial premises that are registered on the Valuation Office Agency website, including home-based businesses or those in shared accommodation.
- Businesses whose customer base or supply chain was badly impacted by the pandemic and who have been unable to adapt their business model.
- Business owners who are self-employed but were unable to access the self-employment support, due to being start-ups or because of accounting practices.

Current activities include:

Business Engagement

- Engagement with business networks – Saffron Walden BID, Great Dunmow Town Team, Stansted Business Forum, Stansted Airport Chamber of Commerce
- Annual Business Breakfast
- Social media - @UDCBusiness, UDC Facebook
- Email – business@uttlesford.gov.uk

Business Support

- Supporting the delivery of Business Support grants to district-wide businesses – working with UDC Revenues Team
- Supporting the safe re-opening of the town and village centres – with UDC Environmental Health, Licensing, Communities and other Council departments
- Signposting and referrals to business support services
 - BEST Growth Hub – restructuring to cope with increasing demand with recruitment of 4 new Business Navigators. Currently businesses waiting 6 weeks for assessment – covers start-ups, scale-ups and those businesses in-between. BEST can also refer on to Colbea if required.
 - Let's Do Business (ECC funded until 30/4/2021)
- COVID-19 Business Support Guide
- One-to-one email and telephone support from ED Team officers
- Provision of social media training and support package for 500 businesses, or individuals looking to start a retail business, from Maybe*Tech for one year.
- Provision of an on-line platform, with e-commerce and home delivery service for any district wide business that could sell their products on-line, launch w/c 23/11. This is also available to any unemployed resident who wishes to start a retail business.
- Installation of superfast / ultrafast broadband across the district

- Partners in the award-winning Essex + Herts Digital Innovation Zone and beneficiaries of their projects including ultrafast broadband to GP surgeries and premises within 300m.

Planned activities to include:

Business Engagement

- Establish a closed Facebook group for Uttlesford businesses
- Re-opening the High Streets Safely Fund Information and Communications Officer working in Saffron Walden and Great Dunmow town centres, and two neighbourhood shopping centres in Stansted Mountfitchet (Lower Street and Cambridge Road) engaging with businesses and delivering reassurance communications campaigns to residents

Business Support

- BEST Growth Hub – delivering national Peer Network Programme
- ECC developing a Digital Strategy which will identify solutions for the approximately 2% of premises that will not be receiving superfast / ultrafast broadband by end December 2021.
- ECC providing funding to business support agencies for additional resources to deal with the current demand on services

Additional Recovery Plan activities to include:

Business Engagement

- Uttlesford Business Engagement and Social Media Officer to:
 - Increase social media communications and engagement with local businesses
 - Increase engagement and communications with wider business community
 - industrial estates and business parks – targeted location activity
 - hardest hit businesses

Business Support

- Business start-up guide with signposting to other resources
- Economic Recovery information to every household and every business – using Revenues and Benefits databases
- Provision of incubator space
- “Placemaking” strategic vision development and planning for the future of the town and village centres in Saffron Walden, Great Dunmow and Stansted Mountfitchet .
- Specific support for the visitor economy – business engagement with businesses across the sector, support for pivoting their business model if possible, marketing and promotion campaigns etc. Need to research options – internal officer – district wide approach / Saffron Walden Town Council SLA.
- Specific business support for airport based / related businesses
- Support establishment of new markets, including teenage markets, pop-up, craft, vintage clothing etc.
- Uttlesford Business Engagement and Social Media Officer to:
 - To provide specific opportunities through social media for businesses to participate in virtual markets

Resources Required in Year 1

Partnership fees for Essex + Herts Digital Innovation Zone	£10,000
Business Engagement and Social Media Officer	£35,000
Resources for “Placemaking” in town and village centres	£30,000
Resources for visitor economy (inc SLA Visit Essex)	£40,000
Resources for aviation related businesses	£20,000
Resources for business testing initiatives e.g. markets	£10,000
TOTAL	£145,000

2. Information, Advice and Guidance

Aim: To provide up-to-date clear, consistent and relevant information to Uttlesford businesses and residents who are unemployed or facing redundancy, looking for work or training opportunities and for the advancement of young people.

Current activities include:

- www.uttlesford.gov.uk/business - signposting to a wide range of agencies
- COVID-19 Business Support Guide
- Business e-newsletters (keepmeposted database) with additional distribution through business networks
- Briefing notes to all Ward Members and Parish / Town Clerks
- Social media messages
- Revenues and Benefits emails include contact information to Economic Development Team for support
- Press releases as required
- Promotion of national, regional and county initiatives

Current content includes:

- Government business support schemes including Tier 2 and Tier 3 business support grants
- Skills and training opportunities
- Mental health and wellbeing initiatives
- Debt counselling and other community initiatives that may be helpful for businesses / individuals
- Business support provision
- British Business Bank – finance information provider
- Pavement licence application process changes
- National Business Support Helpline

Current activities to address unemployment include:

- DWP lead on activities to address unemployment, offering information, advice and guidance but do not have a physical presence in Uttlesford district.
- Transitions employment support project delivered in Saffron Walden with local charity funding to increase offer
- CAB offering debt counselling and advice services to all residents – ECC grant expires 31/3/2021
- Support offered to MAG relating to current consultation process
- TCHC offers employability support to businesses whose employees are facing redundancy, 1-2-1- support, CVs, job search and interview techniques, on-line training.

Planned activities to include:

- ECC planning a one-stop shop re skills and training
- Stansted Employment Support Volunteer Project in development
- CVSU have been awarded funds from National Lottery to run an Employment Support Scheme – awaiting details of project

Additional Economic Recovery Plan activities to include:

- Job Club / employability support in other parts of the district?
- Revamp of UDC and UDC business websites to access up-to-date information
- One stop shop pages on UDC website with all services available for local residents and businesses listed and easy to access

Resources Required in Year 1

Resources to support local projects which might include Stansted Employment Support, CAB debt counselling provision

£40,000

TOTAL

£40,000

3. Skills and Training

Aim: To raise awareness of and promote skills and training opportunities to residents, including young people, those seeking advancement who may have taken jobs below their skills and experience levels as a result of the COVID-19 pandemic, and local businesses, to support (re)skilling or upskilling so that they can benefit from local job or business opportunities.

Current Activities include:

- Promotion of a large number of skills and training offers, many are on-line and free. These include

Skills Training

Young People

- Stansted Airport College / Harlow College – have added a logistics course – freight transport
- Princes Trust – mainly on-line, building confidence and getting into health and social care courses
- TCHC – retakes of GCSE Maths and English, online courses

All residents

- National Careers Service - The Skills Toolkit – free and on-line
- National Lifetime Skills guarantee – courses for adults without A levels or equivalent qualifications
- Ixion Training – upskill for current jobs market - on-line digital skills and 10 day construction course with CSCS card at completion
- Twin UK – customer service, digital skills and warehousing courses
- TCHC (The Consultancy Home Counties) Positive Directions and My Gaps Programmes – many on-line courses, including digital and IT skills, book keeping, accountancy, health and social care, customer service, warehousing and retail.
- Digital Boost – online platform uniting SMEs and charities with digital experts
- Digital Skills Partnership
- Adult and Community Learning – online courses

Specific Support for the unemployed or those facing redundancy

- TCHC (The Consultancy Home Counties) many on-line courses, including employability
- WEA – Norfolk based but offering free courses to Essex residents on income based benefits including becoming a self-employed courier and setting up your own business

Businesses

- Social media training from Maybe* Tech
- University of Essex talks and tasters <https://www.essex.ac.uk/visit-us/cant-visit-us/talks-and-tasters>

- Offering opportunities for and promoting :
 - Apprenticeships
 - TCHC are experts in apprenticeships in all industry sectors
 - ECC Apprenticeship Levy Scheme – matching unused Levy with employer who want to offer apprenticeships - to start December 2020 UDC
 - Work placements
 - Kickstart – UDC looking to offer work placements for 16 – 24 year olds. Gateways – TCHC, Harlow District Council and Essex County Council

Planned activities include:

- ECC looking to commission work from EMSI to identify skills of recently unemployed and training required to help transferability of skills to new jobs. This could be commissioned at UDC level if required. It may lead to identification of specific vocational or other skills training required in the district.

Additional Recovery Plan activities to include:

- Establish a Support Providers Co-ordination Group - to collate information, provide SPOC, make referrals of clients to appropriate support providers. To include Stansted Airport College / Harlow College, Stansted Airport Employment and Skills Academy, Adult and Community Learning (Essex), CAB, Fairycroft Arts and Media Centre, Transitions, CVSU, other voluntary sector organisations. Possible leadership from EESET?
- Coordination of all employability support projects across the district to ensure that all residents have access to high quality provision that meets their needs.
- Support to create more sustainable businesses e.g Core ?
- Use of a local Employment Code and local Procurement Policy by developers working in the district and development of a feeder network, paid for by a donation / levy on developers for a member of staff to coordinate.

Longer term

- Support for young people / school leavers to prepare for work – links with schools / colleges – longer term post COVID

Resources Required in Year 1

Coordination of Support Providers Group and promotion of their activities

Staff resources to deal with enquiries from individuals	£15,000
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Business Training – after identification of need	£20,000
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TOTAL	£35,000
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4. Creating Jobs / Inward Investment

Aim: To support business start-ups, business growth and businesses moving into the district

Obstacles include the lack of commercial premises and / or land which inhibits local business growth and inward investment.

Current activities include:

- UK Innovation Corridor – CZA – Innovation Zone business prospectus being developed for potential investors

Additional Recovery Plan activities to include:

- Integration of issues highlighted in this Plan, into the emerging Local Plan, including lack of commercial land / premises, need for incubator spaces, policies to support growth of the rural economy.
- Incentives to support business growth / inward investment – Business Development Business Rates Discount Scheme
- Direct investment e.g. in town centres, Chesterford Research Park
- Research and specialist expertise / advice into specific sectors that offer business growth opportunities which might include:
 - Green economy - links to Climate Change Strategy and Action Plan – farming / agri-tech, vertical farming, energy production etc.
 - Rural economy – new business growth reflecting the change in living / working patterns and demand for more local businesses, and community hubs.
 - Life Sciences
 - Digital
 - Construction – potential for manufacturing plant for materials for new construction methods?

Resources required in Year 1

Partnership fees for UK Innovation Corridor	£10,000
Partnership contribution to CZA Officer	£15,000
Partnership contribution to North Essex Economic Strategy Board	£10,000
Contribution towards cost of shared post Climate Change Officer (Green Economy) with Climate Change Working Group – to design and deliver projects to support local businesses to become green(er), to start or grow green businesses, to move existing green businesses into the district. Including research into agri-tech / vertical farming / hydroponics etc.	£50,000
Commission life sciences expertise to attract life sciences businesses to CRP or elsewhere in the district.	£25,000

Summary of Anticipated Spend	Year 1
<u>Immediate Needs</u>	
Business Engagement and Support	£145,000
Information, Advice and Guidance	£ 40,000
Skills and Training	£ 35,000
<u>Preparation for longer term activities</u>	
Job Creation	£110,000
TOTAL	£330,000

This short-term plan designed to respond to the ever-changing and evolving situation caused by the COVID-19 pandemic will be reviewed regularly and monthly reports will be submitted to the Portfolio Holder.

A mid-year update will be prepared and presented, and will include sharper SMART targets, where possible and as the Plan evolves and more evidence of the economic impact is available.

Appendix A

International Statistics

- The International Monetary Fund (IMF) projects that the global economy will contract by 4.9% in 2020, reporting that the pandemic has had a more negative impact on activity in the first half of 2020 than anticipated, and that recovery is projected to be more gradual than previously forecast. Source: IMF World Economic Outlook Update June 2020
- The World Bank predicts that this will be the deepest global recession since the Second World War and the broadest collapse in per capita incomes since at least 1870. Source: World Bank Global Economic Prospects June 2020
- The IMF predicts that 2021 global growth will be 5.4%, which will leave 2021 GDP 6½ % lower than the pre-pandemic projections in January 2020. Source: IMF World Economic Outlook Update June 2020

National Statistics

- In response to the projected impact of the COVID19 global pandemic the UK Government announced a national lockdown on 23/3/2020. Essential businesses remained open; many people were able to work from home, but there were large numbers of businesses who were closed for many weeks / months.
- The Government announced a range of support packages to help businesses and the self-employed. These includes business grants, business rates holiday for some sectors, self-employment income support, business loans, deferment of tax and VAT payments, and support for employees who were furloughed.
- Business started to re-open in May, with a phased return, and with social distancing restrictions in place.
- Infection rates remained low until September / October when rates started to rise quickly.
- A second lockdown started on 5/11/2020, and is expected to last for 4 weeks.
- New support packages have been announced, and there are extensions to previous initiatives.
- Between April and June the UK economy shrank by 19.8% compared with the first three months of the year. Source: ONS UK GDP Revised Apr – Jun 2020. Compared with the same quarter in 2019 the UK economy fell by 21.5% in Q2 2020.
- GDP has shown signs of recovery since restrictions started to ease in May but has not recovered to pre-lockdown levels. The International Monetary Fund predicts a fall in the UK and global economy that will be larger than the declines following the 2008 – 09 global financial crisis.
- All sectors of the economy have been affected Source: ONS website
- Some business sectors were hit the hardest by the lockdown and the social distancing measures that have become part of everyday life since March 2020. These include:
 - Non-essential retail and personal services
 - Tourism, hospitality and leisure – venues, accommodation, food and drink, events
 - Aviation and transport – 2020 global air passenger numbers expected to be 55% lower than 2019. Source: IATA. However there have been increases in air cargo operations, fuelled by imports of PPE and the growth of online shopping.

- Consumption has reduced. Retail sales were 23% lower in April than in February. Social consumption, (e.g. spending on restaurants, travel and entertainment), typically around one fifth of total consumption, had fallen by 80% at its lowest point.
- Rapid increase in use of digital technology to provide services, shopping, virtual work meetings etc. Risk that this will exclude an increasing number of people from employment opportunities.
- Change in shopping and footfall patterns across the country – Springboard data
- Working from home impact – public transport, local shops, digital access to services
- Is this a paradigm shift or a temporary move?

Appendix B

Context for the Uttlesford District Economic Recovery Plan

UK Government

In July the Government published “A Plan for Jobs 2020”, and in September they announced the Winter Economy Plan, which has since been superseded by announcements as infection rates have risen.

SELEP

Economic Recovery and Renewal Strategy – in development currently but expected that priorities will include:

- Support businesses to adapt
- Re-skill workforce and support people to re-enter work
- Drive innovation and research and development
- Enable a clean recovery
- Improve digital infrastructure and skills
- Secure investment and accelerate planned growth
- Support trade and growth post Covid19 and EU Exit

SELEP Funds

5. £2 million to establish a COVID-19 Skills Fund;
6. £2.4 million to establish a COVID-19 SME Business Support Fund; and
7. £1 million to extend SELEP’s existing Sector Support Fund programme to 2022.

Essex County Council - Essex Economic Recovery Programme

- Investing in Employability and Skills to boost Essex Residents
- Delivering Superfast Digital Connectivity to Unleash Productivity
- Turbo Charging Capital Investment to Unlock Growth
- Regenerating Our Town Centres & Delivering New Housing Growth and Infrastructure
- Amplifying Public Sector Spend Via Our Anchor Institutions
- Marketing Essex as open for Business & Attracting New Inward Investment
- Stimulating Green Growth & Bouncing Back Better

Appendix C

Uttlesford District

Background

- Population of Uttlesford district – 91,300 Source: ONS Population estimate 2019
- Working age population – 55,200 Source: ONS Population estimate 2019
- Economically active data - 47,100 in 2019/20, of which 35,100 were employees, 11,500 were self-employed and 1,000 were unemployed. Source::ONS Annual Population Survey 2019/20
- In 2019 there were 5,435 businesses in Uttlesford district. 90.7% had less than 10 employees. ONS Inter-departmental Business Register 2019.
- During 2018 and 2019 business start-up data for Uttlesford district was already identifying an economic slowdown, a reduction in entrepreneurial activity which is considered to be a reflection of business confidence. Source: BankSearch Consultancy.
- There had been no approved requests for the Business Development Discretionary Rate Relief Scheme since January 2017. The scheme was available to businesses looking to move into the district or to increase the size of their current business premises.
- In February 2020 665 Uttlesford district residents were claiming Universal Credit. Source: ONS Claimant Count.
- Uttlesford residents have above average skills and income levels. Source: ONS annual population survey 2019 and ONS annual survey of hours and earnings 2019

Businesses that were viable, and with job-ready members of staff have been required to close, or have lost their customer base due to social distancing restrictions. Those hardest hit include: wedding and party venues with the associated businesses, photography, floristry, decorations, catering. The visitor economy has been hit hard and the aviation industry has suffered a huge drop in passenger number although freight travel has increased. Other visitor sector businesses have lost a whole (or majority of the) season of visitors, including the coach companies and local tourism venues. Accommodation and hospitality are struggling with large numbers of cancellations as customers chose to stay at home, and non-essential retail has seen even more sales move to on-line platforms as customers find different ways to shop.

The move to on-line shopping is not the only digital transformation that has taken place in 2020. Since March many millions of people have been working from home and discovering that most things are possible from their home office. Less time spent commuting increases leisure time and activities, decreases carbon emissions and increases demand for local shops, and more leisure activities, even though they too are currently virtual. Since restrictions were lifted in the summer there has been evidence of many families moving out of the cities to the countryside. This has resulted in an increasing demand for fast broadband services in rural areas, and suggests that life will not return to the pre-pandemic “normal” but instead a paradigm shift is underway. The local economy will need to adapt to survive, and new opportunities will arise. There will be winners and losers, businesses near to railway stations are currently being very hard hit while there is likely to be a growth in local flexible meeting spaces, bringing new life into community assets. Changes in the use of car parks, and new forms of season tickets may be required. This Plan also looks to address the difficulties while also identifying those growth sectors that may provide jobs and opportunities for local residents.

Unemployment

In September 2020 4.1% of the working age resident population were claiming Universal Credit. The last time the district's unemployment rate was 4.1% was May 1994.

The Government's Jobs Retention Scheme was due to expire at the end of October 2020, with the expectation that many more residents would join the numbers of unemployed. The Scheme has now been extended until the end of March 2021 which may offer a reprieve. Services to support the unemployed are limited in the district as there has been little need for them for recent years.

Out-of-work Benefits

By September 2020 there were 2,255 Uttlesford residents claiming Universal Credit.

Age of Universal Credit claimants – September 2020

18 – 24 years	415
25 – 49 years	1,245
50+ years	590

Source: ONS Claimant Count, September 2020

Agenda Item 10

Committee:	Cabinet	Date:
Title:	Newport Quendon & Rickling NP - Decision Statement	Tuesday, 24 November 2020
Portfolio Holder:	Cllr John Evans, Portfolio Holder for Planning and the Local Plan	
Report Author:	Demetria Macdonald dmacdonald@uttlesford.gov.uk	Key decision: Yes

Summary

1. The Newport Quendon & Rickling Neighbourhood Plan (NQRNP) has been successful at examination, with the Examiner Report (see [Appendix 1](#)) recommending that the Plan should proceed to Referendum, subject to a number of recommended modifications.
2. It is proposed to modify the NQRNP (see [Appendix 2](#)), in part to accord with the Examiner's recommendations but also to incorporate alternative and additional modifications in agreement with the Qualifying Body (Newport and Quendon & Rickling Parish Councils). If it is published, subject to a seven - week consultation period in line with Regulation 17A of the Neighbourhood Planning (General) and Development Management Procedure (Amendment) Regulation 2016, and no substantive objections are lodged to the modifications proposed, it can then proceed to referendum.

Recommendations

3. That Cabinet approves the changes proposed in [Appendix 3](#) of this report, and that the submitted Newport Quendon & Rickling Neighbourhood Plan:
 - a) be modified as set out in Appendix 3, subject to a seven-week consultation period in line with Regulation 17A of the Neighbourhood Planning (General) and Development Management Procedure (Amendment) Regulations 2016;
 - b) that the Plan is progressed to Referendum covering the area of Newport, Quendon and Rickling Parishes subject to no substantive objections being lodged to the modifications proposed; and
 - c) That authority to be delegated to Director of Public Services, in consultation with the Planning Portfolio Holder, to consider responses to consultation on the proposed decision relating to the departures from the Examiner's recommendations, and to determine the final changes to be made to the neighbourhood plan before it proceeds to the referendum.

Financial Implications

4. The final cost for the Newport Quendon & Rickling Parish NDP Examination is **£13,961.82**. The cost of officer time supporting the Neighbourhood Plan comes from existing budgets. The referendum will initially be funded by Uttlesford District Council. After the referendum UDC will be able to claim **£20,000** funding from MHCLG which will cover the cost of the examination and the referendum.

Background Papers

5. 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.

6. None

Impact

- 7.

Communication/Consultation	The plan has undergone significant community involvement in its preparation. The recommendation involves a further round of consultation before the modified plan is put to referendum.
Community Safety	The Plan should have a generally positive effect on health, safety and wellbeing through its objectives and policies.
Equalities	The Plan covers the Newport and Quendon & Rickling Parish areas and its aim is to meet the needs of all the community. This matter has been considered by the Examiner and he has considered this Basic Condition and concludes that the NDP does not breach and is otherwise compatible with EU obligations and human rights requirements.
Health and Safety	The Plan requires that new developments are safe in terms of location, access and supervision.
Human Rights/Legal Implications	This matter has been considered by the Examiner and he has considered this Basic Condition and concludes that the NDP does not breach and is otherwise compatible with EU obligations and human rights requirements.

Sustainability	The Plan has to contribute to sustainable development through its objectives and policies.
Ward-specific impacts	Newport Quendon & Rickling
Workforce/Workplace	None

Situation

8. Uttlesford District Council has a duty to support communities who are preparing neighbourhood plans. The 2012 Regulations detail the Council's responsibilities. The Neighbourhood Development Plan (NDP) has been independently examined and found to meet the Basic Conditions subject to the recommended modifications. The Examiner has recommended that the NDP should proceed to Referendum covering the Newport and Quendon & Rickling Parish areas.

The proposed modifications to the Plan have addressed issues raised by the Examiner relating to meeting the Basic Conditions. They also address representations considered by the Examiner. Minor Additional modifications and one alternative modification to those recommended by the Examiner are proposed.

9. The additional modifications relate to text that needs changing to be consistent with the modifications made by the Examiner or as a consequence of the withdrawn Local Plan which was emerging at the time of the NDP preparation and Examination. Other minor additional modifications have been proposed by the Neighbourhood Steering Group and Officers to pick up additional changes necessitated by the Examiner's modifications and to reflect changes since the examination. These are shown in Appendix 3 and reasons provided for those modifications alongside them.
10. Modifications to a plan that do not accord with recommendations of an Examiner are rare and not a decision to be taken lightly, however it is considered that the modifications proposed by the Examiner in relation to Policy NQRHA1 Coherence of Villages criterion (5) small scale infill would create confusion for applicants and would result in a policy that is not clear and introduces a level of ambiguity, this would not meet the basic conditions and would be contrary to paragraph 41-041-20140306 of the PPG. This criterion as modified by the examiner would read "Small scale infill development within or immediately adjoining significant existing clusters of development;". The lack of clarity and ambiguity does not relate to the examiner's modification but to the fact that infill development is described as 'within or immediately adjoining existing clusters of development'. 'Infill' in the Adopted Local Plan paragraph 6.13 states that "Infilling with new houses will be permitted **within** settlements subject to safeguards." By also referencing 'adjoining land' the draft policy as worded would not be in accord with the Local Plan paragraph 6.14 which states that "However, if there are opportunities for sensitive **infilling of small gaps in small groups of houses outside development limits.**" By also referencing 'adjoining

land' the draft policy as worded is not clear and is ambiguous. This lack of clarity would mean that the policy would not be capable of being applied consistently and clearly when determining planning applications. The alternative modifications proposed in [Appendix 4](#) have been prepared consultation with the NDP Steering Group. It is considered that the amendments proposed would still enable the NDP to meet the Basic Conditions under which it was examined.

11. Having considered each of the recommendations made in the Examiner's report and the reasons for them, the Council, with the support of the Qualifying Body (Newport Parish Council and Quendon & Rickling Parish Council), has decided to accept the majority of modifications to the draft Plan. However, there is fundamental disagreement with modifications relating to Policy NQRHA1 Coherence of Villages criterion (b) in the Examiner's recommendations. For this reason, headings of proposed alternative and additional modifications are shown headings in bold print. The Table in Appendix 3 and Appendix 4 outlines the alterations made to the draft Plan under paragraph 12(6) of Schedule 4B to the 1990 Act (as applied by Section 38A of 2004 Act) in response to each of the Examiner's recommendations and the justification for this. Both appendices also include some further modifications agreed by the Council with the consent of the Qualifying Body (Newport and Quendon & Rickling Parish Councils).
12. The Neighbourhood Planning (General) Regulations 2012 (as amended) requires the local planning authority to outline what action to take in response to the recommendations of an Examiner made in a report under paragraph 10 of Schedule 4A to the 1990 Act (as applied by Section 38A of the 2004 Act) in relation to a Neighbourhood Plan. The Regulations require that where the Council disagrees with the Examiner's report it shall re-consult, and this provision is engaged in this instance.
13. Alternative modifications may be made where necessary and they must be subject to six weeks' consultation before a decision can be made to subject the Plan to referendum. This will allow the matters subject to alternative modification to be tested and any concerns about the modification to be expressed before a decision is taken.
14. The Neighbourhood Planning (General) Regulations 2012 (as amended) requires in Regulation 18 for the local planning authority to outline what action to take in response to the recommendations of an Examiner made in a report under paragraph 10 of Schedule 4A to the 1990 Act (as applied by Section 38A of the 2004 Act) in relation to a Neighbourhood Plan. The Regulations provide that where the Council disagrees with the Examiner's report to re-consult and this provision is engaged in this instance.

A decision on the recommendations in this report will be the Council's decision on how to incorporate the Examiner's recommendations. The power to decide whether the Examiner's amendments are incorporated or not, lies with the Local Planning Authority. However, the Examiner's report has been discussed in detail with the NDP Steering Group and the proposed amendments to the plan in response to the Examiner's report have been developed with the Group's involvement.

Risk Analysis

17.

Risk	Likelihood	Impact	Mitigating actions
3 – The Council does not follow the regulations set out in Neighbourhood Plan legislation and opens itself to legal challenge.	2 - Officers are satisfied that the plan as modified meets the Basic Conditions.	4- Neighbourhood Plan will not be made or can be quashed on a successful legal challenge.	1- Publication of all modifications and consultation on whether the Neighbourhood Plan Regulations have been followed.

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.

Newport Quendon and Rickling Neighbourhood Plan 2018- 2033

Submission Version

A Report to Uttlesford District Council on the Examination of the
Newport Quendon and Rickling Neighbourhood Plan

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27th May 2020

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Executive Summary

My examination has concluded that the Newport Quendon and Rickling Neighbourhood Plan should proceed to referendum, subject to the Plan being amended in line with my recommended modifications, which are required to ensure the plan meets the basic conditions. The more noteworthy include –

- Remove Recommendations NQRTS4, NQRTR8, NQRTR5 and NQRSCL5
- Separating the business policy to differentiate between policy for new businesses and the policy to protect existing premises.
- Include a presumption in favour of the conversion of the upper floors of business premises to residential use.
- Require developers to install the infrastructure necessary to allow the installation of high speed broadband.
- Delete the two air quality policies.
- Refine the surface water drainage policy to have to address the increase in run off as a result of the development.
- Delete the policy which specifically allows weight to be given to locally produced information as a material consideration.
- Restricting the policy regarding connecting to the rights of way network to development sites close to or adjacent to footpaths.
- Introduce a separate new policy for the Protection of Locally Important Views.
- Delete the Primary School Places Policy.
- Widen the range of development acceptable outside the development limits
- Deletion of the brownfield first policy.
- Replacing the policy that presumes against all development on two specific countryside area which lie close to the village centre of Newport with a more general policy regarding ensuring that the visual connections to the countryside is not lost.
- Refine the Building in the Countryside policy to change the emphasis from “no material harm” to an approach to “protect and enhance” the historic and landscape setting of the villages.
- Remove the Parish Council’s veto on the access arrangements to the Foxley House allocation.
- Refine the design policy to refer to applications that need to be accompanied by a Design and Access Statement and give greater flexibility in terms of density of sites within and adjacent to development limit boundaries.
- Deleting the local connection policy in terms of the allocation of social housing.
- Removing policies that reference speed limits and on street parking restrictions.

- Restrict the requirement to build pavements in the countryside to only those developments where it would be appropriate.
- Delete the policy in terms of traffic impact mitigation in favour of CIL.
- Deleting the Sport Leisure Services Levy in favour of CIL or planning obligations which meet the three tests until such time as CIL is introduced.

The referendum area does not need to be extended beyond the plan area.

Introduction

1. Neighbourhood planning is a process, introduced by the Localism Act 2011, which allows local communities to create the policies which will shape the places where they live and work. The Neighbourhood Plan provides the community with the opportunity to allocate land for particular purposes and to prepare the policies which will be used in the determination of planning applications in their area. Once a neighbourhood plan is made, it will form part of the statutory development plan alongside the adopted Uttlesford Local Plan. Decision makers are required to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.
2. The neighbourhood plan making process has been led by Newport Parish Council with the agreement of Quendon and Rickling Parish Council as the plan covers its parish as well as Newport. There can only be one Parish Council that can act as the qualifying body for the neighbourhood area. A Steering Group was appointed to undertake the plan preparation made up of both parish councillors and local volunteers. Newport Parish Council is a “qualifying body” under the Neighbourhood Planning legislation.
3. This report is the outcome of my examination of the Submission Version of the Newport Quendon and Rickling Neighbourhood Plan. My report will make recommendations based on my findings on whether the Plan should go forward to a referendum. If the plan then receives the support of over 50% of those voting at the referendum, the Plan will be “made” by Uttlesford District Council.
4. It will be appreciated that in the light of the COVID 19 crisis, a referendum cannot be held until at least May 2021. However, upon the issuing of the Decision Statement under Regulation 19 by Uttlesford District Council on how it intends to respond to my recommendations, the plan can be accorded *significant weight* in development management decisions until such time as a referendum can be held.

The Examiner's Role

5. I was appointed by Uttlesford District Council in September 2019, with the agreement of Newport Parish Council and the Quendon and Rickling Parish Council to conduct this examination.
6. In order for me to be appointed to this role, I am required to be appropriately experienced and qualified. I have over 41 years' experience as a planning practitioner, primarily working in local government, which included 8 years as a Head of Planning at a large unitary authority on the south coast, but latterly as an independent planning consultant and director of John Slater Planning Ltd. I am a Chartered Town Planner and a member of the Royal Town Planning Institute. I am independent of Uttlesford District Council and both Newport Parish Council

and also Quendon and Rickling Parish Council and I can confirm that I have no interest in any land that is affected by the Neighbourhood Plan.

7. Under the terms of the neighbourhood planning legislation I am required to make one of three possible recommendations:

- That the plan should proceed to referendum on the basis that it meets all the legal requirements.
- That the plan should proceed to referendum, if modified.
- That the plan should not proceed to referendum on the basis that it does not meet all the legal requirements

8. Furthermore, if I am to conclude that the Plan should proceed to referendum, I need to consider whether the area covered by the referendum should extend beyond the boundaries of the area covered by the Newport Quendon and Rickling Neighbourhood Plan area.

9. In examining the Plan, the Independent Examiner is expected to address the following questions

- Do the policies relate to the development and use of land for a Designated Neighbourhood Plan area in accordance with Section 38A of the Planning and Compulsory Purchase Act 2004?
- Does the Neighbourhood Plan meet the requirements of Section 38B of the Planning and Compulsory Purchase Act 2004 - namely that it specifies the period to which it is to have effect? It must not relate to matters which are referred to as "excluded development" and also that it must not cover more than one Neighbourhood Plan area.
- Has the Neighbourhood Plan been prepared for an area designated under Section 61G of the Localism Act and has been developed and submitted by a qualifying body?

10. I am able to confirm that the Plan does relate only to the development and use of land, covering the area designated by Uttlesford District Council, for the Newport Quendon and Rickling Neighbourhood Plan, on 16th February 2017, *if it is modified in accordance with my recommendations*.

11. I can also confirm that it does specify the period over which the plan has effect namely the period from 2018 up to 2033.

12. I can confirm that the plan does not cover any "excluded development".

13. There are no other neighbourhood plans covering the area covered by the neighbourhood area designation.

14. Newport Parish Council, as a parish council, is a qualifying body under the terms of the legislation. Initially both Parish Councils were described as qualifying bodies but the neighbourhood plan legislation only allows for there to be one Qualifying Body and where the plan area covers land in more than one parish council area then one of the parish council should be put forward as the Qualifying Body with the agreement of any other parish council within the neighbourhood area.

The Examination Process

15. The presumption is that the neighbourhood plan will proceed by way of an examination of written evidence only. However, the Examiner can ask for a public hearing in order to hear oral evidence on matters which he or she wishes to explore further or if a person has a fair chance to put a case.
16. I am required to give reasons for each of my recommendations and also provide a summary of my main conclusions.
17. Whilst the examination has raised important issues, I have throughout the examination been satisfied that I could properly examine the plan without the need for a hearing.
18. On 6th November 2019, I issued a preliminary document entitled *Initial Comments* which sought clarification as to the status of the qualifying body as the documentation referred to both parish councils as being qualifying bodies. I also sought confirmation as to the status of the District Councils position with respect to the HRA screening.
19. I carried out unaccompanied visits to Newport, Quendon and Rickling Green as well as the surrounding countryside, on 11th and 12th November 2019. I saw the traffic conditions around Newport village when the secondary school was finishing on my first visit. The following morning, I made a point of arriving in Newport just after 7am and I watched for over an hour the traffic conditions and the queueing of cars joining the High Street from Wicken Road. I also saw conditions at the start of the school day at the primary school as well as the Joyce Frankland Academy.
20. I visited all the sites where Regulation 16 comments had been made. I walked along the High Street and saw the car parking at the railway station and also on the land to the east of the railway line. I also explored the other two villages, at Quendon and Rickling and had coffee at the Cricketers Arms at Rickling Green. I also took the opportunity to visit Saffron Walden and I saw the traffic conditions in that town. I also used both motorway accesses onto the M11.
21. Following my site visits, I issued a document *Further Comments of the Independent Examiner*, dated 15th November 2019, which raised a number of questions and points of clarification with both the Steering Group and Uttlesford District Council. I received a response from the District Council on 5th December and from the Steering Group on 6th December 2019.
22. On 16th January 2020, I became aware of the publication of the joint Local Plan Inspectors' report on the emerging Uttlesford Local Plan which had been issued on 10th January 2020. That letter was expressing concerns regarding the soundness of the local plan following the conclusion of the Stage 1 hearing. Whilst the two Inspectors had not come to a final decision, in their letter they indicated that the withdrawal of the plan was the most likely option. I understand that the District Council had planned to have responded to the Inspectors but that response was delayed, due to the COVID 19 crisis. I have now been advised that Uttlesford Borough Council resolved on 30th April 2020 to withdraw the local plan

23. In view of the importance of the relationship between the neighbourhood plan and the emerging Local Plan I prepared a paper entitled *Additional Comments of the Independent Examiner*, inviting the views of the Regulation 16 parties as to what the implications of the Inspectors' conclusions. This was issued on 13th February 2020 and I asked for comments to be returned to me by 16th March 2020. I was sent six responses on the due date.
24. In accordance with my usual practice, I issued a fact check version of my report on 29th April 2020, which is an opportunity for the Qualifying Body and the District Council to correct any factual errors in my report and the inevitable typographical or grammatical errors. At that time, no decisions had been taken on the response of Uttlesford District Council to the Inspectors' report. I subsequently learnt that the very next day the District Council had decided to withdraw the Local Plan. That has necessitated some rewriting of my report and also changed some recommendations.
25. The Steering Group, in its response to my fact check report, offered comments and a commentary which, in places, went beyond what I would not be considered as fact checking. I have reflected on their comments very carefully. In some cases, their comments did influence my thinking in terms of the implications of the local plan's withdrawal. In some cases, I have revised my justification to explain better the rationale for my recommendations but in other cases where they have disagreed with my reasoning, I have not responded, as that would not be appropriate, as these are the conclusions on my examination. There will be a further opportunity for the Steering Committee to engage with the District Council when it has to make a decision as to how to respond to my recommendations and in turn have to reach its own conclusions on the basic conditions and other legal tests.

The Consultation Process

26. When work first commenced on the neighbourhood plan, initial consultation events were held in both Newport and Quendon, which were, in total, attended by 71 residents.
27. Those meetings were followed up with a survey which was made available by a 17-page document published on the village magazines, which was publicised by letters in the local press and the village Facebook groups as well as being sent out by post and email. The survey was open between 27th June and 13th September 2017. This produced 221 replies, a 7% response rate.
28. Discussions then took place with various stakeholders and five landowners prior to the publication of the Pre-Submission version of the plan, which was the subject of a six-week consultation, known as the Regulation 14 consultation, which took place between 2nd May and 15th June 2018. This generated responses from 13 organisation and stakeholders and 12 other responses from residents, businesses and local organisations.
29. I have been satisfied with the openness of the process which has allowed the residents and interested parties, to shape their neighbourhood plan.

Regulation 16 Consultation

30. I have had regard, in carrying out this examination, to all the comments made during the period of final consultation which took place over a 6-week period, between 17th September 2019 and 29th October 2019. This consultation was organised by Uttlesford District Council, prior to the plan being passed to me for its examination. That stage is known as the Regulation 16 Consultation.
31. In total, 11 responses were received from Uttlesford District Council, Essex County Council, Historic England, National Grid, Anglian Water, and Lichfields, Sworders, Residential Development Land Agents Ltd, Gladman, Sir Arthur Ellis Will Ltd and Hill Residential Ltd and Joyce Frankland Academy Trust Newport all who represented landowner interest within and around Newport.
32. I have carefully read all the correspondence and I will refer to the representations where it is relevant to my considerations and conclusions in respect of specific policies or the plan as a whole.

The Basic Conditions

33. The Neighbourhood Planning Examination process is different to a Local Plan Examination, in that the test is not one of “soundness”. The Neighbourhood Plan is tested against what is known as the Basic Conditions which are set down in legislation. It will be against these criteria that my examination must focus.
34. The five questions, which seek to establish that the Neighbourhood Plan meets the basic conditions test, are: -
 - Is it appropriate to make the Plan having regard to the national policies and advice contained in the guidance issued by the Secretary of State?
 - Will the making of the Plan contribute to the achievement of sustainable development?
 - Will the making of the Plan be in general conformity with the strategic policies set out in the Development Plan for the area?
 - Will the making of the Plan breach or be otherwise incompatible with EU obligations or human rights legislation?
 - Will the making of the Plan breach the requirements of Regulation 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017?

Compliance with the Development Plan

35. To meet the basic conditions test, the Neighbourhood Plan is required to be in general conformity with the strategic policies of the Development Plan, which in this case is the Uttlesford Local Plan, adopted in January 2005 and the Mineral and Waste Local Plan, prepared by Essex County Council.

36. In the adopted local plan, Newport is recognised as one of the district's Key Rural Settlements. The Key Settlements are described as lying on the main transport network and there are local employment opportunities. Policy S3 states that in these villages, development compatible with the settlements character and countryside setting will be permitted within settlement boundaries. Rickling Green and Quendon are designated as Other Villages, where the policy is to allow limited development on small, previously developed sites. Outside of the development boundaries, planning permission will only be granted for the development that needs to take place in the countryside or is appropriate for a rural area.
37. There are a number of general policies appropriate to development including Policy GEN1 dealing with access and Policy GEN2 dealing with design and it includes in b) a requirement that development should safeguard "important environmental features of its setting". Policy ENV1 deals with the design of development within conservation areas and Policy ENV2 addresses development affecting listed buildings. Policy ENV3 looks to protect "traditional open spaces, other visually important spaces, groups of trees and fine individual tree specimens."
38. Particularly relevant to this neighbourhood plan, air quality is dealt with in Policy ENV13 which deals with areas exposed to poor air quality.
39. The housing policies set out a requirement covering the period only up until 2011 and that provided for the delivery of 5,052 dwellings.
40. Policy H3 deals with new housing within development limits and includes both Newport and Quendon and Rickling and this allows infilling, subject to it being compatible with the character of the site and where relevant, its countryside setting. It sets criteria for considering windfall development.
41. Policy RS3 deals with the retention of retail and other services in rural areas and also this policy also covers other community facilities including garages, doctors/dental surgeries, village halls, pubs and shops/post offices.
42. The District Council acknowledges that the adopted plan, which predates the 2012 NPPF, is increasingly out of date.
43. Work started in 2015 on the replacement local plan, covering the period up to 2033. It had reached the stage where it had been submitted to the Secretary of State and an Examination in Public was held before two joint inspectors. This draft plan is proposing an overall housing requirement figure of at least 14,000 net new homes. This figure was made up of 3,190 dwellings already built in the period 2011 to 2017, 2,120 dwellings on small and unidentified windfall sites, 3,939 dwellings approved through planning permissions up to 1st April 2017. The remaining 6,380 dwellings were to be provided in the period 2017 to 2033, with a housing figure of 94 allocated specifically to Newport. 134 dwellings are allocated to Type A and Type B villages (Quendon and Rickling are identified as Type settlements). The remanding requirements, comprising at least 4,820 new homes are proposed in three new garden communities although this figure has been subsequently reduced to 4,190.
44. Policy SP2 of the draft plan was proposing that Key Villages will be the major focus for development in the rural areas, reflecting their role as providers of services to a wide rural area.

45. Policy SP9 sought to restrict development to within development limits, subject to a number of criteria, including being "compatible with the character of the settlement and depending on the site location "its countryside setting and natural environment". The plan allocated a number of sites in Newport

- Policy NEWP1 - land west of London Road – 94 dwellings on a 4.5 ha site
- Policy NEWP 2 land at Bricketts, London Road – 11 dwellings on a 0.7 ha site
- Policy NEWP3 – land at Holmwood, Whiteditch Lane – 12 dwellings on a 1.4 ha site
- Policy NEWP4 – land at Bury Water Lane - 81 extra care units on a 2.1 ha site

46. The Proposals Map identified 160 dwellings, on a number of planning commitments.

47. There is an additional non-housing allocation, Policy NEWP5 identified land at the south of Newport Primary School for potential future educational use.

48. In Quendon and Rickling, the draft plan identified 19 dwellings on a 0.64 ha site east of Foxley House and it also acknowledged, the residential commitment on Ventnor Lodge for 12 dwellings on a 0.5 ha site.

49. The Stage One hearings into the local plan took place between 2nd and 18th July 2019. In their 10th January letter to Uttlesford District Council, the Joint Inspectors expressed significant concerns regarding the soundness of the plan. In particular, they felt that there was insufficient evidence to demonstrate the delivery of the garden communities which then cast doubt over the overall spatial strategy, in view of the role that these new settlements were expected to play in delivering a significant amount of the district's new housing. They were concerned that the council's chosen strategy would mean that other sites in the district would not be developed or permitted for a significant period of time, which could affect the viability and vitality of services in existing towns and villages. Essentially the reliance on these three sites, delivering 4,190 dwellings in the period 2023/24 - 32/33 against an overall target of 7,190 dwellings allows little flexibility, if development does not proceed as envisaged.

50. As guidance, as to what would deliver a sound strategy, the Inspectors expressed their view that the District Council will need to allocate more small and medium-sized sites in the short term, before the garden communities come on-stream, not least to maintain a five-year housing land supply.

51. In essence, they consider that the amount of work required to address their concerns is not a reasonable prospect within a realistic timeframe. They have suggested that the plan will need a complete re-write and their preference would be for the preparation of a new local plan, following the withdrawal of the current plan. The District Council has now resolved to withdraw the plan and will be commencing work on a fresh plan.

52. Whilst the emerging plan had been a backdrop to the preparation of the neighbourhood plan, and its withdrawal will leave a void in terms of an up to date strategic framework, I do not believe that the evidence underlying the policies, in

terms of the plan area, will necessarily be invalidated so I am able to give such information where relevant some weight.

53. Under the terms of the neighbourhood plan legislation the particular basic condition test is whether the plan as a whole is in general conformity with the strategic policies in the *adopted* local plan. These have been helpfully set out in a table by the District Council. My overall conclusion is that subject to my recommendations being accepted the neighbourhood plan, is in general conformity with the strategic policies set out in the adopted Local Plan, when taken as a whole.

Compliance with European and Human Rights Legislation

54. Uttlesford District Council issued a Screening Determination Statement, dated September 2019 which concluded, having consulted with the three statutory consultees, that a full strategic environmental assessment, as required by EU Directive 2001/42/EC which is enshrined into UK law by the "Environmental Assessment of Plans and Programmes Regulations 204", would not be required.
55. The District Council, as competent authority, issued a preliminary screening under the Habitat Regulations, in the same document. This concluded that the plan is unlikely to have any significant adverse effects on the nearest European Protected sites, which are Eversden and Wimpole Woods SAC, and the Lee Valley SPA.
56. I am satisfied that the basic conditions regarding compliance with European legislation, including the newly introduced basic condition regarding compliance with the Habitat Regulations, are met. I am also content that the plan has no conflict with the Human Rights Act.

The Neighbourhood Plan: An Overview

57. The starting point of this examination is the presumption in favour of sustainable development. Paragraph 13 of the Framework is particularly relevant:
"The application of the presumption has implications in the way that communities engage in neighbourhood planning. Neighbourhood plans should support the delivery of the strategic policies contained in local plans or special development strategies and should shape and direct development that is outside of these strategic policies."
58. It goes further in paragraph 29 to say that "neighbourhood planning gives communities the power to develop a shared vision for the area. Neighbourhood plans can shape, direct and help deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood plans should not promote less development than set out in the strategic policies for the area or undermined those strategic policies.".
59. The starting point is the Uttlesford Local Plan which was adopted as long ago as January 2005, but that only sought to identify the land for housing and employment for the period up until 2011. Its publication also pre-dated the publication of the NPPF and that is a question mark over the degree of conformity of some policies against the Frameworks principles.

60. However, the overall spatial strategy in that Local Plan remains as the cornerstone of the distribution of development in the district as the adopted local plan. This recognises the role of certain settlements, within the settlement hierarchy and in particular recognises the importance of Key Rural Settlements, such as Newport to promote and provide "further limited employment or residential development". The purpose is to protect and strengthen the role of such settlements to enable people to live and work locally. Quendon and Rickling are classed as "Other Villages" and sit lower in the settlement hierarchy and are only required to provide limited small-scale development within the boundaries of the villages.
61. The Key Rural Settlement status recognises Newport as a village that provides a wide range of facilities and services, which not only serve Newport itself, but also the wider rural area. It has both a secondary and primary school, a railway station a number of shops and businesses, a medical practice and regular bus services.
62. Uttlesford District Council has been preparing its replacement local plan since 2015, when work on an earlier version was abandoned following a public examination. Its strategy also recognises and builds upon the enhanced status of Key Service Villages such as Newport. However, the strategy of allocating some growth to a number of towns and villages is supplemented by allocating the delivery of a significant amount of the district's housing and employment to the three proposed garden communities. The draft plan allocated a specific housing figure to the plan area, much of which has actually now been built, as the proposed plan has proceeded through its various stages.
63. The conclusions of the Joint Inspectors put the future of the replacement local plan into question. This is of significance for the neighbourhood plan, in that the Newport, Quendon and Rickling Neighbourhood Plan has been promulgated on the basis of broad compliance with the emerging local plan. The Inspectors' interim conclusions undermines the integrity of that plan's spatial strategy.
64. My examination has to focus on whether the neighbourhood plan is in general conformity with the strategic policies set out in the *adopted* local plan in order to meet one of the basic conditions. I have also to be conscious of the PPG advice given by the Secretary of State, covering the situation where a neighbourhood plan is being prepared against an emerging local plan. However, that advice is greatly diminished if that emerging plan is subsequently pronounced to be likely to be found unsound. My reading of the Inspectors' letter dated 10th January 2020, is that their overall conclusion does not necessarily undermine the provisions that relate to the neighbourhood plan area including the continued role for key settlements like Newport, but is more centred on the deliverability of the garden communities.
65. However, one of the Inspectors' conclusions is relevant, as set out in paragraph 114 of their letter, namely, that the District Council will need to allocate more small and medium-sized sites that could deliver homes in the short to medium term to help bolster the five-year housing land supply until such time as the garden communities begin to deliver housing. They go on to actually recommend the deletion of the North Uttlesford garden community. I believe it is inevitable that the District Council will need to allocate more sites in towns and villages such as Newport. The District Council's response to my *Additional Comments* paper,

which invited views on the implications of the Inspectors' letter, seems to confirm that to be the case.

66. I envisage that the District Council may wish to revisit the development limits around the villages as these were essentially a response to the housing numbers set in the original local plan some 15 years ago. It would not be appropriate for me to recommend the reintroduction of the revised limits set out in the local plan, at this late stage, as this would not have been subject to Regulation 16 consultation.
67. It is not the role of my examination to take on a role of speculating whether the housing numbers for the plan area will increase, and by how much or indeed where these should be allocated, nor indeed is it for the neighbourhood plan, as these are essentially strategic planning matters. However, I do firmly believe that the neighbourhood plan should not seek to frustrate the process for making future site allocations, which could involve identifying land close to the centre of Newport village (albeit recognising there are major constraints with their delivery), by effectively imposing, within the development plan, what could be perceived as a total prohibition of all development on these important sites for the lifetime of the neighbourhood plan.
68. Another of the basic conditions is whether the plan will deliver sustainable development. The three strands are set out in paragraph 8 of the NPPF. The plan seeks to protect and encourage employment uses which contribute to the economic strand, it seeks to cover the environmental objectives by enhancing and protecting the historic environment and countryside settings of the villages. However, its response in terms of the social objective, is essentially to rely upon the planning consents already granted over recent years and not make provisions for any further residential provision, beyond the allocation at Foxley House in Quendon, which already has planning permission.
69. The plan's general response to further development, primarily based around stated concerns regarding air quality and traffic congestion, could undermine one of the social elements of sustainable development, namely that the planning system should be ensuring "a sufficient number and range of homes... to meet the needs of the present and future generations and by fostering a well-designed and safe built environment with accessible services and open spaces that reflect current and future needs..." That thread sits alongside the clear Government objective set out in the NPPF that the planning system needs to deliver a significant boost to new housing.
70. Essentially the plan is not countenancing any significant any new development within the settlements for the next 13 years.
71. Many of the well-articulated issues that lie at the heart of the neighbourhood plan have been very fully explored at three public inquiries held over the last year or so, the results of which have emerged during the course of this examination. Two of these have specifically addressed issues of air quality and traffic, hearing expert witness from all sides of the question. These also looked at the relationship of Newport to its landscape setting. These appeal decisions have to some degree shown the robustness and continued relevance of existing local plan policies. The Inspectors' conclusions have been a material consideration in terms of this examination.

72. There are a number of overarching comments that underlie my recommendations. Some policies are written so as to apply to *all* development. I suspect that the authors had particular types of development in mind when drafting the policies, but the term "development" covers not just new buildings but also changes of use and engineering operations, for example. There is a multiplicity of planning applications that will cross the desks of the District Council's planning officers. To place onerous obligations on all applicants, where they are not justified is an unnecessary burden and I have had to amend the scope of some policies so that the requirements are focused on only relevant development.
73. I also need to draw attention to the plans "Recommendations". As previously noted the neighbourhood plan will form part of the development plan. It will be used to determine all types of planning applications. It will, for example be a document of relevance to Essex County Council, in its role as a local planning authority for its own operational development. It is required by law to have regard to the provisions of the development plan when determining their planning applications. The Parish Council seems to imply, wrongly, that the neighbourhood plan will only be used by Uttlesford District Council as set out in their response to my questions as to the status of recommendations where it was said "A Policy is to be used in the determination of planning application decisions, and the setting of conditions, by the LA. A Recommendation is to be used to inform planning decisions which are determined by other bodies (for example the County) or to make recommendations and support aspirations which may involve land use but are not necessarily related to planning applications".
74. A neighbourhood plan policy is required to be a policy for the use and development of land only. The Secretary of State in his Planning Practice Guidance recognises that communities may wish to include other matters in their document which are not related to the development and use of land. The advice is that they can be included within the neighbourhood plan but they must be clearly differentiated and it suggests, for example, including them in a companion document or an annex, so that they are not misconstrued as development plan policies.
75. The issue is that this neighbourhood plan includes within its "Recommendations" matters that **do** relate to the development and use of land and which would be relevant to the determination of a planning application. Of these I would include Recommendation NQRGSE4 – Development Bordering Hedgerows, Recommendation NQRTR5 - Impact of Development of Carver Barracks, Recommendation NQRTR8 - Joyce Frankland Academy Expansion and finally Recommendation NQRSCL5 - Improve the Facilities at the Newport Recreation Ground. These individual "Recommendations" are not subject to this examination, nor are any of the other "recommendations" but the planning policies are, but their inclusion could raise expectations and misunderstandings as to their status.
76. The Secretary of State is clear that the neighbourhood plan policies form part of the development plan and then the other matters, which are covering subjects unrelated to planning application decisions, can be included, if clearly differentiated. As submitted this neighbourhood plan is promoting almost a 2-tier approach to planning policies, those which form part of the term development plan

and other planning policies, which do not form part of the development plan. That is not an approach that I can support.

77. In the interests of clarity, my recommendation is that any matter which would be relevant to the determination of a planning application should be included in the document as the neighbourhood plan policy and that “Recommendations” should be restricted to matters that are irrelevant to the determination of planning application. I will be recommending that the above four planning related recommendations be removed in their entirety from the plan document. The Steering Group may wish to reconsider their inclusion in any future review of the neighbourhood plan. At this late stage, it would not be appropriate to reinstate them as planning policies, as there has been no consultation following the plan’s submission and these policies would not have been subject to examination.
78. The remaining recommendations can remain in the document as they are not matters that will be a material consideration in determining a planning application. It is not my role to comment on them even though they have generated comments at Regulation 16 stage. These are expressions of local views on matters not related to planning and will not form part of the development plan.
79. Similarly, there are instances where the proposed neighbourhood plan policy deals with matters which fall outside the remit of the Local Planning Authority and are not material to the consideration of a planning application. In a number of cases, matters are referred to in a planning policy, which fall under the jurisdiction of the Highway Authority, such as the speed limits and their funding and on-street parking control. I have had to remove these aspects from the policy, but these are the type of matters that could be dealt with as non-planning recommendation matters.
80. A number of the policies are seeking developer contributions. Until the District Council introduces its Community Infrastructure Levy (CIL) Scheme, which I had been given to understand was likely to be later this year, until the withdrawal of the local plan. Any Section 106 obligation is required to comply with Secretary of State policy, as set out in Paragraph 56 of the NPPF, but more importantly by secondary legislation through Regulation 122 of the Community Infrastructure Levy Regulations. This requires every planning obligation to have to meet all three of the following criteria, namely it is directly related to the development, is required to make the development acceptable in planning terms and is fairly and reasonably related in scale and kind to the development proposed.
81. Whilst it is normal that a Community Infrastructure Levy Scheme would be expected to be used to deliver an up to date plan, all councils are now required to publish by December 2020, an Infrastructure Funding Statement which could be the basis for setting up a CIL scheme. I noted from the minutes of the Extraordinary Council Meeting, that members indicated their continued support for introducing CIL and that it remains in the Corporate Plan on the Council’s website. As there will not be a new local plan in place, the CIL Examination will have to test the robustness of the infrastructure requirements to be funded via this route.
82. These 3 legal tests can be onerous requirements, which are unlikely to be capable of being imposed via a blanket policy contained within the neighbourhood plan. There is far more latitude and flexibility in terms of securing funding and

determining how the receipts are spent, when contributions are received using CIL that has the benefit of 25% of the contributions can be spent by the relevant Parish Council to address the infrastructure requirements that it specifically identifies as being raised by the development.

83. My recommendations have concentrated on the wording of the actual policies against which planning applications will be considered. It is beyond my remit as examiner, to comprehensively recommend all editorial changes to the supporting text. These changes are likely as a result of my recommendations, so that the plan will still read as a coherent planning document. Some of these are highlighted in the Regulation 16 Comments.
84. Following the publication of this report, I would urge the Parish Council and Uttlesford planners to work closely together to incorporate the appropriate changes which will ensure that the text of the Referendum Version of the neighbourhood plan matches the policy, once amended in line with my recommendations. It is also an opportunity to resolve many of the textual issues that have been raised in the Regulation 16 representations.

Recommendation

That Recommendations NQRGSE4, NQRTR5, NQRTR8 and NQRSCL5 be deleted.

The Neighbourhood Development Plan Policies

Policy NQRBL1 Support of new and existing businesses

85. I am satisfied that this policy which seeks to retain business uses in the plan area is generally consistent with national and local plan policy.
86. There are two elements to the policy; namely the support for new businesses and secondly the protection of existing businesses in the plan area. The policy tries to combine the two arms, but not entirely successfully, in that it caveats support for existing facilities, particularly those that meet a criterion dealing with the accessibility by walking and cycling, yet in the next sentence it appears to resist the loss of *such sites*, some of which may not meet these criteria.
87. It is not clear whether the policy is seeking to resist the loss of business uses that are not readily accessible from homes, either on foot or by cycle. My recommendations essentially separate the two arms of the policy, allowing different criteria for new changes of use or construction of new business premises which is seeking to direct them to the most accessible locations, which may be different to the criteria for resisting the loss of existing employment space.
88. In view of the role that the villages have in supporting the wider rural economy, I do not believe that it is a reasonable expectation to impose on a decision maker or an applicant, to decide whether the development will sustain and enhance the rural economy, especially as the occupiers of the premises may not be known at the time a planning application is made.
89. The policy particularly seeks to encourage businesses within the identified core areas in the centre of Newport. I have asked for and have been provided with a more accurate plan which identifies the properties to which the policy relates within

the core areas as the submission plan merely showed them defined as a trapezium. This is included below.



90. I consider that it is entirely appropriate for the policy to set criteria to justify the loss of such facilities. However, the extensions to permitted development rights could in time, undermine the objectives of the policy by taking such changes outside of planning control.
 91. I did question the Steering Group, on how a decision maker would interpret the criterion involving assessing whether the need for the proposed use is greater than the need for the premise's continued use as an employment site. Their response suggested a scenario where the loss of an antique shop to residential would be deemed acceptable, but a change of use of a chemist, garage or village shop would not.

92. Notwithstanding the permitted development rights, I envisage that it would be difficult to interpret such a policy at development management stage, for example, if the premises were empty but its last use was perceived as a valued facility or that valued community facilities such as a chemist changed to another type of shop which fell within the same use class. I do not think that it is practical to distinguish between shops selling different items, as the basis for considering whether a change of use is permissible or not. I will be recommending that this criterion be deleted, as it could not be used with confidence to ascertain whether a planning application would be approved or refused.

Recommendations

Replace the policy with:

"New shops, service and business uses will be supported where they are of an appropriate scale for their location, especially if they are within walking or cycling distance of homes. They will be particularly encouraged to locate in the existing core areas of Newport as shown on Map 2.

The loss of shops, service uses and employment sites will be resisted unless it is demonstrated that they are not financially viable and it has been shown that there no significant demand for the premises, which will have been demonstrated by appropriate marketing of the premises for at least 12 months, including, for example, being widely advertised on site, in estate agents and in relevant newspapers, property and trade magazines and/or websites, where prospective users would be expected to search and be advertised at a realistic price reflecting the existing use."

Replace Map 2 with the Map shown in paragraph 84.

Policy NQRBL2 Change of Use of Upper Floors

93. Again, the Steering Group needs to be conscious that the objectives of this policy could be undermined by permitted development rights under Part G of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended), which allows changes of use of the building in A1 use to a mixed use comprising an A1 with up to 2 flats above.

94. I do not consider that the support should be conditional upon the conversion being shown to support the viability of the business part below. The introduction of small residential uses in the centre of the village, close to all facilities and the railway station should be considered an acceptable use, especially as the plan is seeking to encourage small residential units.

Recommendation

Delete "where the Local Plan viability test conditions for conversion of the whole building have not been met" and also delete the remainder of the sentence after "supported."

Policy NQRBL3 Business Parking

95. I note that this policy seeks to support additional parking subject to it not harming the conservation area. I consider that the proposal also should have regard to the amenities of any residential properties in the vicinity.

96. The second part of the policy relates to “additional parking restrictions” being opposed. These are matters that would be covered by Traffic Regulations rather than by a planning application and comes under the remit of the Highway Authority rather than the Local Planning Authority. This is not a policy for the use and development of land to be used for the determination of the planning application. The wording is related to traffic management measures and the stance the Parish Council proposes to take on any proposed order. As such it does not meet the requirements of the legislation and I will be recommending that this part of the policy be deleted, although it could have been included in the plan as a “Recommendation”.

Recommendation

After “Conservation Areas” insert “or the residential amenities of adjacent properties” and then delete the remainder of the policy.

Policy NQRBL 4 High Speed Internet Connections

97. The requirement for a high-speed internet connection to the highest standards is not actually within the gift of the developer, rather, the provision of the connection is down to the telecommunications provider. What is a reasonable requirement, is that appropriate ducting and other infrastructure should be put in place so that a connection to the new premises, can be provided on behalf of the occupier. I note that the policy also applies to new housing and I will amend the policy to refer to both new residential premises. The speed of the connection is again the responsibility of the broadband supplier not the developer.

Recommendation

Replace the policy with “The development of new residential or business premises will be expected to include the installation of the necessary infrastructure and ducting to enable the delivery of high speed broadband to the property.”

Policy NQRAQ1 Air Quality Impact of Development Proposals

98. I appreciate that this is an important policy from the Steering Group’s perspective and it is clear that much work seeking to justify the policy has been put forward for my consideration. However, the policy and its accompanying policy, does impose onerous requirements which could be perceived, as some Regulation 16 comments suggest, that this is an anti-development mechanism. As mentioned earlier, I made a specific point of visiting Newport in a typical early morning rush hour situation and experience for myself the traffic conditions in Wicken Road, close to the junction with High Street and Bury Water Lane. That would have been at a time when car engines would be cold, which is the particular argument being advanced to justify the policy requirements in this valley location. I was able to compare the traffic volumes using the B1363, both around the 9 am peak and then at other quieter periods of the day.

99. My starting point is whether air quality is a matter for neighbourhood plans. The Planning Practice Guidance (Ref ID 32-003-20191101) states that air quality concerns can be relevant. It then goes on to emphasise that advice should be

taken from the local planning and environmental health teams, primarily as a source of expert advice on these matters.

100. It goes on to say that air quality is relevant to planning decisions if:

- new development will have an adverse effect on air quality in areas where it is known to be poor, especially if it would affect the implementation of air quality strategies or breach legal obligations. This could be resulting from changes through vehicle related emissions, both in the immediate vicinity of the development or further afield.
- the development is sensitive to poor air quality.

101. Beyond the advice in the PPG, Secretary of State policy on air quality is set out in paragraph 181 of the NPPF.

“Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.”

102. My consideration of this issue has to solely be on the basis of compliance with basic conditions which involves weighing local aspirations, as an expression of the localism agenda which goes to the heart of neighbourhood planning, against the statutory tests.

103. The adopted local plan policy regarding air quality as set out in Policy ENV13 is not helpful in terms of the basic conditions, as it has not been identified as a strategic policy by Uttlesford District Council. In any event that policy only relates to a zone either side of the M 11 and one other non-related location.

104. The withdrawn local plan had Policy ENV15 dealing with air quality which requires that development should not have an adverse effect on air quality in an Air Quality Management Area. It went on to require that development shall not lead to emissions or increases in exposure to pollution at or above health-based air quality objectives.

105. The draft policy required large developments, which require a Travel Plan and Transport Assessment/Statement, to prepare a site based Low Emission Strategy.

106. The assessment of air quality and its implication for policy making can be a highly technical topic and my consideration of this issue has to be guided by the professional advice, and I am, to a certain extent, reliant upon the District Council’s Environmental Health Officers, as expected by the previously mentioned Secretary of State advice (in paragraph 94 above).

107. They have confirmed that Newport, nor any other villages, does not have an Air Quality Management Area and the monitoring and the predictions, based on

committed developments are pointing to the fact that an AQMA will not be justified and current levels stand at 75% of EU limits.

108. In terms of the District Council's overall approach, the threshold where an Air Quality Statement is required, outside of an AQMA, is set at 75 dwellings, unless there are exceptional local circumstances. This compared to the figure of 10 that the neighbourhood plan is proposing.
109. The Environmental Health Officers have confirmed the air quality in Newport is not reaching levels which will have a significant adverse effect on health.
110. The Steering Group's case is based upon the specific topography of the Cam Valley and that development is likely to add standing traffic whilst engines are cold which would lead to the pooling of nitrogen dioxide in the valley bottom. I can understand this as an argument, but equally these factors would already be reflected in terms of existing air quality, which I have been told is not close to triggering AQMA designation status.
111. I have also had regard to the recent three recent appeal decisions for large residential developments in Newport, one for up to 150 dwellings and the second for 74 dwellings both of which would have been primarily accessed down Wicken Road onto the High Street. The Inspector, on the Countryside Properties scheme, south of Wicken Road, heard substantive technical evidence including submissions on behalf of the Parish Council submitted by Mr Mayle, which rehearsed the same arguments being advanced through the neighbourhood plan. The Inspector in his letter stated that whilst there was merit in the argument being put forward, he nevertheless concluded that the proposal "would not give rise to unacceptable levels of air quality to the extent that will be demonstrably harmful to human health". The Parish Council did not press the same arguments in terms of the Gladman Appeal.
112. The recent development appeal decision at the Joyce Frankland Academy also noted that the site is not an air quality management area and the Inspector referred to the Council's Environmental Health Officer's conclusions that air quality monitoring does not indicate that there is a particular problem. He felt that there was no substantive evidence presented to him that the development would be unacceptable on air quality grounds either individually or cumulatively with other development.
113. The District Council has published an Air Quality Technical Planning Guidance Note which gives comprehensive advice on the interface between planning and air quality across the district. That sets the threshold for Air Quality Impact Assessment at 75 dwellings, in areas which do not have an AQMA. It does have a threshold of 10 but that relates to development within a designated AQMA.
114. Having regard to the professional advice of the District Council's Environmental Health Officers who have a primary responsibility for monitoring and taking action in respect of air quality matters, the provisions of the policy in the emerging local plan and the national advice set out in both the NPPF and the PPG, as well as the conclusions reached by inspectors dealing with the type of development that would trigger this policy, I have concluded that this particular neighbourhood plan policy imposes an unnecessary and over onerous requirement on new

development, which is not justified on the basis of evidence and accordingly in my judgement does not meet the basic conditions.

Recommendation

That the policy be deleted

Policy NQRAQ2 Cumulative Impact of Development on Clean Air and Traffic Congestion

115. I remain unconvinced that the basic premise of this policy, that air quality and traffic congestion is so bad in the plan area, to warrant a policy that does not support “development of *any scale*... without consideration of the cumulative impact of related vehicle movements”. I have dealt with my assessment of the air quality thresholds in respect of the previous policy. I also do not consider that traffic conditions are so poor as to warrant a general presumption against new development. Again, the NPPF, in paragraph 109, states that “development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impact on the road network would be severe”. I am also conscious that Essex County Council has not objected to a number of the larger developments which have been justified on the basis of Transport Assessments. In this respect, I have taken into account the findings of the Newport Transport Study, as well as the recent appeal decisions.
116. I also consider the Steering Group’s policy with reference to travel plans and the weight to be given to them to be unconvincing, in that they state that they will only be a material consideration “if they alter modes of travel to more sustainable options for a significant number and distance of journeys.” The test of what is a material consideration, against which a development plan policy is weighed, is not a matter for a planning policy but is a matter that a decision maker must exercise in decision making.
117. Travel plans are encouraged by the Secretary of State who recommends them as a way of promoting sustainable development, which is one of the basic conditions and as the PPG states they should “set measures to promote and encourage sustainable travel (such as promoting walking and cycling)”. It goes on: “They should not however be used as an excuse for unfairly penalising drivers and cutting provisions for cars in the way that it is unsustainable and would have negative impacts in surrounding streets”. I believe that travel plans have a role beyond the consideration of air quality and traffic congestion. They have a role in encouraging sustainable modes of transport, reducing climate change and reducing the need for new development to increase road capacity. They are also supported by the Highway Authority as an effective means of reducing single person trips.
118. I again conclude that this policy does not meet basic conditions. It does not have regard to Secretary of State policy and guidance and could lead to unsustainable development. For example, if new homes are not built in a settlement which has the local facilities, such as a primary and secondary school, local shops and services, and a railway station, then these homes may have to be located in other, less sustainable locations, where residents will still be forced to drive to

Newport to make use of the same facilities that it offers to the wider rural area and therefore will contribute to the very issues that the neighbourhood plan is seeking to address. In fact, new development within walking distance and cycling distance of these local facilities could lead to less traffic than would be generated by development in other locations within the catchment area of the Newport facilities.

119. I will recommend that the policy be deleted.

Recommendation

That the policy be deleted.

Policy NQRGSE1 Discharges into Watercourses

120. The Parish Council has confirmed that this policy relates to surface water discharges. Where development is required to incorporate Sustainable Urban Drainage Systems (SUDS), there should be a requirement that the scheme deals with *any increase* in run-off above greenfield run-off rates, which will already be entering the water courses, once the ground is saturated.
121. Part of the national guidance prepared by the Department for Environment Food and Rural Affairs on Sustainable Urban Drainage Systems states, in paragraph S6, that "where it is not reasonably practical to constrain run-off to any drain, sewer or surface water body... run-off volume *must be discharged at a rate that does not adversely affect flood risk*". The policy needs to be clarified to recognise the fact that it is *the increase* in run-off which results from the development that must be mitigated, so as not to worsen the risk of flooding.

Recommendations

Retitle policy Surface Water Discharges into Watercourses.

Delete the first paragraph.

Replace "new water discharges or run offs of water" with "increases in surface water run off".

Policy NQRGSE2 Locally supplied evidence of flood risk

122. There needs to be a strong degree of certainty when identifying land at risk of flooding. That is why the national guidance refers to the Environment Agency Flood Maps, which are the starting point for any flood risk assessment. These maps are supplemented by other sources of information, based on actual flood events, such as the Strategic Flood Risk Assessment and the Surface Water Management Plans, where made. It is important that flood constraints are known and identified in advance, when developments are being initially considered, with possibly land being purchased, schemes designed etc. rather than only once a planning application has been submitted, with possibly contradictory information only emerging when the application is actually being considered.
123. There is absolutely nothing that prevents locally supplied evidence, which may not have been available when the flooding maps were being prepared, being considered and tested/ accepted as a material consideration at the planning application stage.
124. But the weighing up of any material matters or consideration, is an important part of the decision-making process, which can test a submitted Flood Risk Report of the Examination of the Newport Quendon and Rickling Neighbourhood Plan

Assessment against locally provided information. But a decision needs to be based on more than anecdotal statements submitted by residents, who may have a vested interest in opposing a development and the information should be evidentially based.

125. I do not consider a planning policy should be stipulating whether weight is to be given to be to representations, but rather the weighing up of material considerations is better left to the development management process. The expectation as to the role of a planning policy is really about how decisions are determined, rather than how an application is to be considered in a planning officer's report, which is a procedural matter. As such I do not consider it meets the definition of being a policy for the development and use of land and I will recommend that the policy be deleted.

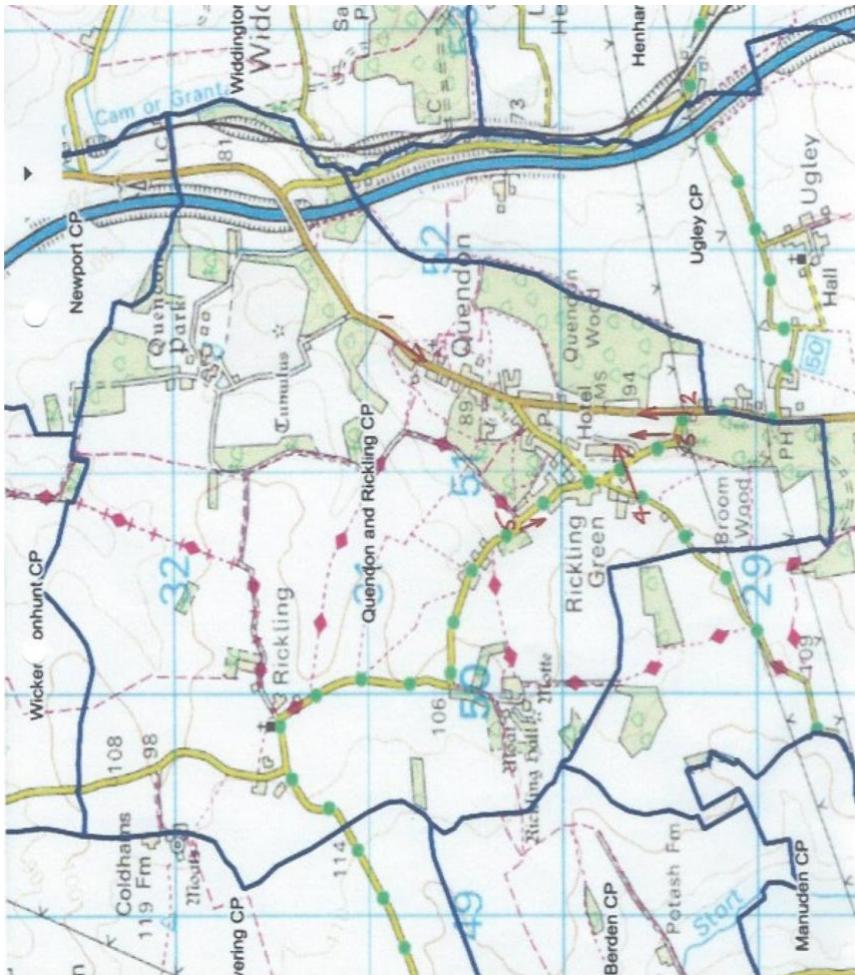
Recommendation

That the policy be deleted.

Policy NQRGSE3 Footpaths and access to the countryside

126. The requirements of this policy apply to new development, irrespective of the size or type of development, or its location with regard to the footpath network. Therefore, I propose to amend the wording of the first paragraph so that applies to appropriate new residential development adjacent to the public rights of way network.
127. I agree that creating new links offers an important opportunity to enable new residents to be able to access the countryside and promote a healthy community. I also consider that it is appropriate to encourage enhancements to the existing network from development such as improvements to servicing and signage that would be in line with the objectives set out in NPPF paragraph 98. These obligations will have to meet the tests set out in Regulation 122 of the Community Infrastructure Levy Regulations or may more appropriately be covered by future Community Infrastructure Levy receipts.
128. In terms of the issue of rural views, I saw for myself the importance of the relationship between the respective villages and the surrounding countryside and this will be an important consideration for any new development that is going to take place on the edge of the settlements. The views from the footpath network will be one of the main ways that residents can appreciate that relationship. The importance of the countryside context to these settlements is already set out in Local Plan Policy GEN3.
129. I was able to appreciate for myself the importance of particular landmarks, such as the Newport Parish Church, St Mary the Virgin, but these are also important viewpoints from other public areas such as the roads approaching the village of Newport. However, the policy is entitled as *Footpaths and Access to the Countryside* and I consider that the policy would be easier to use in a development management context, if the submitted policy was split into two, one covering rights of way and then create a new policy entitled *Protection of Locally Important Views*, which can then cover all the identified sites, some of which do not sit on or alongside footpaths.

130. I am generally satisfied that the views shown on Maps 16 and 17 are all valued viewpoints, (and that this is a matter that I consider should be left to local determination notwithstanding the comments made by Gladman Developments) which need to be taken into consideration when development proposals are being considered. I did have initial concerns about the direction of a number of viewpoints on Map 17 and I received a revised drawing which is shown below which should be inserted in its place.



131. It is not appropriate for decision-makers to have to refer to online documents, on a neighbourhood plan website, where there is no guarantee that it will be maintained over the lifetime of the plan. This information contained in Appendix 11 should be embedded in the actual neighbourhood plan document with photographs demonstrating the views to be protected.
132. The policy refers to an adverse impact on views, but to ensure that sustainable development is not necessarily frustrated, I will introduce a caveat that recognises that adverse impacts can be satisfactorily mitigated. It is important that a decision maker should know which are the specific views that are particularly valued locally and it would create uncertainty if additional views were to be covered by the provisions of, that policy introduced, at application stage, which would be the case if the policy included wording "such as those shown on Maps 16 and 17".
133. The issue of the acceptability of any footpath diversions is not a matter that would be part of the determination of any planning application as the status of any

routes as rights of way will not be determined by the determination of the planning application. These are matters that are covered by their own rights-of-way processes, normally only after planning permission has been granted, either under the terms of the Town and Country Planning Act or the Countryside and Rights-of-Way Act and this information should be moved to the supporting text.

Recommendations

Replace the first paragraph with “New development, which is located close to, or adjacent to the existing rights of way network will be expected, where practicable, to provide footpath links between the development and the right of way network. Improvements to the surfaces and signage of existing footpaths will be encouraged.”

Delete the final paragraph of the policy.

Insert a new Policy Heading (with an appropriate policy number and renumber accordingly other policies if necessary) “The Protection of Locally Important Views”

Replace the second paragraph with “Development resulting in an adverse impact on the locally valued views, shown on Maps 16 and 17 will not be supported unless that impact is adequately mitigated.”

Replace Map 17 with the map shown in paragraph 123 and integrate the text and pictures shown in Appendices 10 and 11 of the evidence base, into the neighbourhood plan document but refer to the views as “Locally Important Views” rather than “Views with a Low Capacity to Change”.

Policy NQREH1 General Practice

134. I have no comments on this policy which supports the expansion of the primary care facilities to be able to expand to match the increased population that will have to be served. The policy meets basic conditions.

Policy NQREH2 Primary School Places

135. This policy seeks to limit the supply of new homes in the plan area until there is confirmation that there is capacity “at the nearest primary school”.

136. The NPPF in paragraph 94, stresses that there should be a “sufficient choice of school places to serve existing and new communities and urges LPAs to work proactively, positively and collaboratively to widen the choice in education. That includes placing great weight on the need to create, expand or alter schools through plans and planning application decisions”.

137. This policy goes beyond the remit of being a policy for the development and use of land to a school admission policy, which is not a matter for the Parish Council, or indeed the local planning authority. The Education Authority and the school providers have a role in administering school admission policy. This is the point made by Essex County Council in its Regulation 16 response.

138. I consider that if it can be shown that a new development increases the need for school places, and there is no capacity to accommodate these children, when the houses are first occupied, then it is appropriate for the developers to be

expected to fund the provision of such spaces upon the commencement of the development

139. I note from the recent planning appeals that arrangements are already in place to secure funding for additional school places as part of the agreed planning obligations. It may be that the expansion of school places will be funded by future CIL payments, which is its purpose, by pooling contributions to provide the infrastructure generated by the development in an area. This can be a more equitable situation, if residents from outside the plan area are also attending schools in the plan area, who may not have such a policy where development may not be contributing. This will be a matter that the District Council will have to decide, when it prepares its Infrastructure Funding Statement, which identifies the type of projects the CIL will cover and the infrastructure which will continue to be funded by Section 106 payments.
140. My view is that the basis for calculating the number of school places should not be enshrined in a planning policy, but rather should be a matter that is determined at the development management stage. It needs to be a more flexible response and also a more sophisticated basis for determining school places. For example, the number of school places generated will, in my experience, vary between a one bed unit and a five-bed house, similarly there is a difference in the number of education places required, when comparing market and affordable housing.
141. I will be recommending the policy be deleted as it extends the existing policy into areas which are not related to the use and development of land

Recommendation

That the policy be deleted

Policy NQRHA1 Coherence of the villages

142. There is an element of contradiction in the first paragraph. Not only is it a justification for having the policy i.e. to address the impact of the linear layout of Newport, it refers to the maximum distance from the development site to a range of services. However, if sites are within the settlement's development limit, then the overall presumption will be in favour of development, irrespective of the distance from the services and the fact that its location may encourage persons to drive does not override that policy presumption. As such it would not be in general conformity with strategic policy allowing development within development limits.
143. Whilst using such accessibility criteria may be helpful, when choosing to *allocate* sites, it should not be used as a material consideration when considering the acceptability of development within the settlement boundary.
144. I have no issues with the first criteria which will deliver sustainable development. The second and third criteria cover the same areas, namely to presume against development beyond the development limits. The second criteria could be used to prevent the delivery of affordable housing on exception sites on the edge of the settlement.
145. The extent of activities allowable by the policy, in a countryside location is more restrictive than is currently allowable under national policy and this will impact the basic condition test. Secretary of State policy, for example, allows for the Report of the Examination of the Newport Quendon and Rickling Neighbourhood Plan

conversion of existing rural buildings and the construction of well-designed new buildings for business use, as set out in paragraph 83 and 84 of the NPPF. National policy also allows for the conversion of redundant or disused buildings and homes where the design is of an exceptional quality in a countryside location. I have seen no justification for taking a more restrictive approach in the plan area.

146. In terms of the structure of the policy, I will recommend, for the sake of clarity, that the three exceptions to the countryside policies be indented. I will also remove, in terms of the infill policy, the reference to only being acceptable in the instance of “*significant* existing clusters of development”, as what constitutes “*significant*” is not defined and is somewhat vague, resulting in ambiguity as to whether proposals would be supportable under this policy.
147. In terms of the rural exception sites, the Secretary of State acknowledges that in some cases, a limited amount of market housing may be required to ensure the viability of the scheme to be able to deliver affordable housing (as set out in paragraph 77 of the NPPF).
148. Reference to the “developments limits maps” should be amended, as suggested by Uttlesford DC, to now refer to Maps 13 and 14.

Recommendation

Delete the first paragraph and the second paragraph

Delete the second bullet point

In the third bullet point replace “(see maps section)” with “(see maps 13 and 14)”

In bullet point 5, delete “significant”

At the end of the sixth bullet insert “including some market housing necessary to secure the viable delivery of the affordable homes”

Indent bullet points 4- 6 and insert the following bullet points

- ***Residential conversion of redundant or disused rural buildings, which will enhance their setting***
- ***Subdivision of an existing dwelling***
- ***Construction of new houses of exceptional design meeting the criteria set in paragraph 79e) of the NPPF***
- ***Conversion of existing buildings and the erection of well-designed new buildings for business uses.***

Policy NQRHA2 – Buildings on Brownfield Sites

149. The Secretary of State’s approach to the development of previously developed sites is that “strategic policies should set out a clear strategy for accommodating objectively assessed need in a way that makes as good use as possible of previously developed land or brownfield sites.” It does not state, nor does local plan policy, that brownfield sites should be developed before greenfield site development.
150. Ironically the two examples quoted in the policy, as being brownfield sites, namely redundant quarries and glasshouses, do not actually fall within the definition of “previously developed land” as set out in the Glossary to the NPPF.
151. This policy is not in line with national or local planning policy, in that it would allow inappropriate development in unsustainable locations in the countryside.

Recommendation

The policy be deleted.

Policy NQRHA3 – Connection with the Countryside

152. This policy rules out all forms of development in two specific locations. These two areas are already protected from inappropriate development, as they fall outside the development limits and are covered by countryside protection policy. As worded, the policy would presume against the construction of buildings and structure necessary for the agricultural use of this land.
153. I consider that it is for the District Council and the new local plan making process, to decide whether it needs to identify additional broad locations of any new development in Newport. It will need to determine whether it continues to proceed with the existing spatial strategy and/or review housing requirements to be met in market town and key villages as suggested by the inspectors. These are strategic policy matters which lie outside the scope of a neighbourhood plan.
154. Nevertheless, I appreciate the importance of retaining the relationship of the villages with their countryside setting. Yet it could be argued that having regard to the Neighbourhood Plan's accessibility criteria being advanced in Policy NQRHA1 that these are both sustainable locations as they lie within the prescribed walking distance of local facilities.
155. I am conscious the LPA will have to make difficult decisions in terms of demonstrating how it is to meet its objectively assessed housing need across Uttlesford. I consider that for the development plan to offer particular protection to these specific areas of land would at this time be premature and could close off the opportunity to meet housing need in locations, where people can be within walking distance of local facilities which is one of the aspects that could deliver sustainable development. Once these matters have been resolved at a strategic planning level then the on-going protection could be addressed in a future review of this local plan.
156. Not only are the two areas already protected by Policy NQRHA1 but also Local Plan Policy S7. In respect of the land north of Wicken Road, I am very conscious that planning permission has recently been refused at appeal (APP/C1570/W/19/322 3694). The inspector concluded that the site had a high landscape sensitivity to change.
157. Rather than completely deleting the policy I will be adopting the wording put forward by Lichfields in their Regulation 16 representation, which builds on existing local plan policy regarding the visual connection with the countryside

Recommendation

Replace the policy with “proposed development must be sensitive to the setting of Newport within the surrounding countryside. The design and layout of any new development must take into account existing views into and from the countryside and ensure that the visual connection to the countryside is not lost.”

Policy NQRHA4 – Buildings in the Countryside

158. The neighbourhood plan period extends until 2033 whilst the policy requires applicants to have to refer to assessments which were carried out in 2003 and 2007. These studies may need to be updated during the plan period, as could/should the Conservation Area Management Appraisal. Certainly, the development of Wicken Lea has changed the landscape setting to the west of Newport. I consider that it is not necessary for the policy to have to refer to particular assessments, but rather reference could be made in the supporting text to the most up-to-date landscape character assessment and conservation area management appraisals. It may be that the District Council will need to revisit landscape studies, as it moves forward on the local plan in the light of the Inspectors' conclusions. This is a point highlighted by Sworders in their representations.
159. Turning to the specifics of the policy, it deals positively with the integration of development into the landscape. The justification of the policy is that the policy is based on the emerging local plan. It has, however, been amended to make it locally distinctive to the plan area. I do think that the threshold of there being "no material harm" is too restrictive and I will substitute the wording that development should "preserve and enhance" as used in the emerging local plan, in the context of the landscape and historic settlement pattern.
160. The final "additional element" merely duplicates existing policy, which is specifically contrary to Secretary of State advice.

Recommendation

Delete the first two paragraphs including the three bullet points.

In the third bullet point replace "No material harm is caused to" with "The development protects and enhances"

In the fourth bullet point replace "No material harm is caused to" with "The development protects and enhances"

In the fifth bullet point replace "No material harm is caused to" with "The development protects and enhances"

Delete the final paragraph and bullet point

Policy NQRHA6 Foxley House, Quendon

161. I note, as a purely editorial comment, that there is no Policy NQRHA5 and the Steering Group may wish to revisit the numbering of this set of policies.
162. The first paragraph is again a policy justification, not a statement of planning policy and should be moved to the supporting text.
163. As previously mentioned the policy includes a hyper link but there is no guarantee that the document will remain available on the website for the duration of the plan period. It does not actually add to the policy.
164. The policy requires the access to be to the satisfaction of the Parish Council. The access arrangements need to be approved by the LPA, if necessary in consultation with the Highway Authority. The Parish Council is merely a consultee in the development management process. It would be an untenable situation for the District Council to be restricted from determining an application as it sees fit,

on the basis that the Parish Council was not satisfied with the access arrangements.

165. I understand that permission has been granted and the Parish Council is content with its access arrangements, but until it is implemented there is a value in retaining the policy, in case a revised planning application were to be submitted.

Recommendations

Delete the first paragraph and the second sentence of the second paragraph. Replace the third bullet point with “Vehicular access should be from Bluebell Drive.”

Policy NQRHD1 Parking Standards

166. The policy requires compliance with parking standards imposed in three other named documents. I consider that it would be more appropriate, bearing in mind that these may change over the lifetime of the plan, to refer “to the up-to-date relevant parking standards currently in force in Uttlesford District”. It would cause uncertainty for applicants to have to comply with separate parking requirements especially with the withdrawal of UDC ELP policy D2.

Recommendations

Replace all the text in the first paragraph with “up to date relevant parking standards currently in force in Uttlesford district”.

Policy NQRHD2 Housing Design

167. The planning policy, through the use of the term “must”, imposes an obligation on every planning application that is submitted in the plan area, to meet the 5 criteria, irrespective of the type of application e.g. a change of use is a development, or irrespective of the location the construction of a conservatory or the installation of an ATM. In some circumstances, it may not be possible for the development “to make a positive contribution to the distinctive character of the village(s) as a whole”. There are some locations within the plan area that are not within a conservation area, equally there are sites within the Newport High Street which have no visual relationship with the countryside. This ambiguity can be resolved by only requiring compliance “where it is appropriate”.
168. The policy in the final paragraph requires “planning applications of all sizes” to demonstrate compliance with the Essex Design Guide. There was a period when all planning applications had to submit material describing the design process and how the design is a suitable response to the site and its setting, for example reflecting site constraints, surrounding development etc. These are known as a Design and Access Statements. That requirement now is only triggered by development within a conservation area or for “major schemes” i.e. residential schemes of more than 10 units. I consider the policy can impose this requirement, but only in those cases who are required to submit such a Statement. In other cases, then reference to the Essex Design Guide should be “encouraged”.
169. I do not consider that the test should be showing how they “comply” with the Design Guide as it is effectively a set of principles. I consider the obligation should

be to show how they have “had regard” to the Essex Design Guide. That equally is the view held by the District Council.

170. The section of the policy dealing with density, is somewhat vague, when it refers to “density may be to the top end of the UDC density range of 50 per hectare”. It would be unclear whether a scheme of 49 would be permissible. To provide clarity, I recommend that the policy should refer to density within the development limits, being in the range 30 to 50 dwellings per hectare.
171. The draft local plan proposes the same density range for development outside the settlement boundary, but adjacent to it. The neighbourhood plan is proposing “a maximum of 20 per hectare”. If, for example, a rural exception site came forward adjacent to the development boundary, I cannot see a justification for imposing a lower density of development, merely on the basis of it extending across a notional boundary .That could lead to an inefficient use of a site, and in fact, could require more countryside being given over to development, to secure the same number of units built at the lower density or alternatively, the unforeseen implications would be that it would encourage the building of bigger houses, as density only relates to the total number of dwellings rather than the size of the dwelling. In coming to this conclusion, I am aware of the appeal decision of the scheme at Bricketts, but that does not change my recommendation.
172. In view of the restrictions on development outside the settlement limits, development on larger sites should only come forward if land is allocated in the future local plan for development. Once allocated then I should consider that it should be developed in the most efficient way. In other circumstances, away from development boundaries if residential development is considered acceptable, then the 20 dwelling per acre maximum, will be appropriate. However there needs to be flexibility, as some schemes such as the conversion of redundant rural buildings may lend themselves to smaller units, rather than larger homes.

Recommendations

In the first paragraph, replace “must” with “will be expected to” and at the end of the sentence insert “, and where it is appropriate”.

Replace the final paragraph with “Design and Access Statements will be expected to show how the scheme has had regard to the Essex Design Guide. Other applications are also encouraged to show how they also have had regard to the principles set out in the Guide”

Under the heading “Densities” replace “particularly in village centres, housing densities may be to the top end of the UDC density range of 50 per hectare” with “and adjacent to the settlement boundaries, housing density should be in the range of 30 – 50 dwellings per hectare”

At the end of the second sentence insert “unless a departure is justified on the basis of the particular characteristics of the scheme”

Policy NQRHD3 Use of Specimen Trees

173. Again, this policy covers *all* new developments. I consider that there will be some developments where it is not appropriate because of the nature if the land use or

form of development. That is covered by the caveat “wherever possible” to which I will add “and appropriate to the nature, form and layout of the development”.

174. The reference to suitable species being included in the Essex Design Guide is not a statement of planning policy and should be moved to the supporting text.

Recommendations

After “wherever possible” add “and appropriate having regard to the nature, form and layout of the development”

Delete the final sentence.

Policy NQRHD4 House Sizes

175. In the first paragraph, the policy requires a mix of house types and **size** and then, at the end, repeats that requirement “including a full range of house **sizes**”. I find that the second part of the first sentence is an unnecessary duplication and should be removed.

176. The policy seeks to support 15% of affordable housing being one bed units. The mix of affordable housing should be directly driven by the housing needs of the area and in that particular, the specific needs of those whose needs cannot be met by market housing.

177. It is of note that the post-2018 definition of affordable housing now includes affordable rent, starter homes, discounted market sales and as well as shared ownership etc. The tenure mix should be based not on just local demand but also on local housing need and this can change during the lifespan of the plan. I will therefore recommend that the specific requirements set out in the second paragraph be removed, as being too prescriptive.

Recommendations

In the first paragraph delete the remainder of the sentence after “whole”.

Delete the second paragraph.

In the final paragraph replace “in greatest demand” with “having regard to local housing need and indications of market demand. They will also be expected to demonstrate how the house sizes are meeting that need and demand”.

Delete the final sentence.

Policy NQRHD5 Social Homes and Local Connection

178. This is a policy which seeks to govern how social homes are allocated. These are matters that fall under the jurisdiction of the Housing Authority rather than the Local Planning Authority. As such it is not a policy for the development and use of land and accordingly I will be recommending that the policy be deleted.

Recommendation

The policy be deleted.

Policy NQRHD6 Affordable Housing

179. The policy requires on-site provision whilst the draft local plan would have allowed for offsite provision and/or commuted sums in exceptional circumstances. As the adopted local plan refers to on-site provision, I do not feel

justified in requiring an amendment to allow offsite provision or financial commuted sums. However, I understand that there have been issues in the past of affordable housing requirements being avoided by artificially subdividing housing sites. I am therefore persuaded to recommend the addition of a paragraph, which had formed part of the emerging local plan to address this issue.

Recommendation

Insert the following paragraph at the end of the policy

"Developers may not circumvent this policy by artificially subdividing sites. Where sites are subdivided, the Council will normally expect a subdivision or smaller development to contribute proportionately towards achieving the amount of affordable housing which would have been appropriate on the whole or larger site"

Policy NQRTR1 Extension of Speed Limits and Footways

180. The need for additional pedestrian routes will be ordinarily a matter that is identified as part of an application's transport assessment. There can be developments that take place outside the development limits, such as the conversion of farm buildings or new rural worker housing where it would not be appropriate or indeed viable to require a pavement to be constructed along rural lanes, which would not be justified by the number of pedestrians likely to be generated and which could have made it detrimental urbanising effect on the countryside. The policy needs to relate to the provision of pedestrian links "where justified, appropriate and deliverable".
181. In my experience, where the acceptability of the development is dependent upon securing a speed limit, that would be a matter covered by a separate agreement under highways legislation. These agreements can include provision for the funding and implementation of Traffic Regulation Orders. These are separate from planning applications, and will be subject to the Highways Authority's own policies for introducing speed limits. These matters fall outside the remit of the local planning authority and accordingly I would recommend reference to speed limits be deleted from the policy.

Recommendations

Retitle policy "Extension of footways"

Replace the policy with "Where development outside development limits is considered acceptable, the development will be expected to provide or fund where it is justified, appropriate and deliverable safe footways connecting to the nearest settlement. These may be alongside roads, or preferably on the inside of developments, connecting to existing footways."

Policy NQRTR2 Mitigation of Traffic Impacts

182. Applicants can only be required to make financial contributions where the obligation meets three specific criteria. These criteria are set out in Regulations 122 of the Community Infrastructure Levy Regulations 2010 and also reflected in Paragraph 56 of the NPPF namely that the contribution: -

- is necessary to make the development acceptable in planning terms
 - is directly related to the development
 - is fairly and reasonably related in scale and kind to the development.
183. The policy is expressed of addressing the impact of traffic, congestion and air quality, but no information was submitted with the policy identifying any specific measures that the contributions would be directed towards.
184. I am not satisfied that such a general policy, which is directed at “*developers*”, irrespective of the scale and type of development or how it will impact upon the matters that contributions are to be sought has been properly justified. Whilst there may be traffic mitigation works required for a particular development that meets the 3 statutory tests, then these can continue to be sought, but I am not satisfied that there is justification for a policy that requires contributions from *all* developers to fund unspecified projects which may not be related to that actual development. Such payments would not meet the legal tests.
185. I am given to understand that Uttlesford District Council is still committed to the introduction of a Community Infrastructure Levy Scheme, which will allow developer funding to be secured from all types of development and this will enable the Parish Council to allocate some of its 25% receipts to such measures. These payments have more flexibility in terms of how they can be spent and are not subject to the above statutory tests. It is not possible to collect money via a Section 106 agreement and also seek CIL funding.

Recommendation

That the policy be deleted.

Policy NQRTR3 Safe Access to Schools and Village Facilities

186. I fully appreciate the objectives of policy, but again the policy is expressed in terms of “*all new development* should provide safe, convenient internal footways and cycle paths”. Such requirements will not be appropriate for most development. I will propose a form of wording to ensure that these are only sought “where justified by the nature of the development” and also make it explicit that the routes are only to be provided within the land under the control of the applicant or public highway so as to enable connection of the internal routes with existing networks. Some of the policy wording is not actual policy but the justification for the policy which can be moved to the supporting text.

Recommendation

Delete all text prior to “all new development” and insert “Where justified by the nature of the proposal,” and at the end insert “on land within the development site or under the control of the Highway Authority”.

Policy NRSCL1 Retaining and Enhancing Community Facilities

187. I have no comments to make on this policy.

Policy NRSCL2 Financial Contributions from Development

188. Again, this policy covers “each development” even though the policy relates to a need to fund additional sports and leisure facilities within or close to the parishes.

The plan describes these being sought through a “Sports and Leisure Services Levy” or a Section 106 contributions. I recognise that new residential development can justify enhancements to the parishes leisure facilities, but any contribution under a planning obligation must be shown to meet the three tests. There is no mechanism for collecting moneys under a separate levy other than via a planning obligation.

189. However, the future introduction of the Community Infrastructure Levy, is still a material consideration and is, I believe, a more appropriate mechanism for collecting funding which can be used for such purposes. In the meantime, I will retain a policy basis for negotiating developer contributions. I am not able to recommend a specific formula approach as it will not have been subject to viability testing as required by Secretary of State guidance. I believe that such contributions are only justified in respect of any net gain in residential units and where it meets the 3 legal tests for planning obligations. If CIL is introduced then this policy would not be appropriate as it would involve an element of double payment.

Recommendation

Replace the policy with “Where it can be shown to meet the legal tests set out in Regulation 122 of the Community Infrastructure Regulations 2010, financial contributions will be sought from any net additional new housing units through a planning obligation to fund additional sport and leisure facilities with the parishes, unless any funding is provided by the introduction of a Community Infrastructure Levy Scheme.”

Policy NQRSCl3 Provision of Amenity Space and Ballgames

190. I have no issues relating to the intention of this policy. However, the support should be caveated that the facilities are provided in appropriate locations, for example, having regard to protecting the amenities of local residents.

Recommendation

Add at the end of the policy “in appropriate locations having regard to the residential amenities of nearby residents”.

Policy NQRSCl4 Retention of Sports Fields

191. Whilst I support the intention of the policy, for the sake of clarity, I consider it is important that the extent of the sports fields which are to be covered by the policy are shown on the map and I will recommend that that map should be referred to in the policy.

Recommendation

After “sports fields” insert “as shown on Map X”

Prepare and insert a map of all sports fields within the plan area

The Referendum Area

192. If I am to recommend that the Plan progresses to its referendum stage, I am required to confirm whether the referendum should cover a larger area than the area covered by the Neighbourhood Plan. In this instance, I can confirm that the area of the Newport Quendon and Rickling Neighbourhood Plan as designated by Uttlesford District Council on 4th February 2014, is the appropriate area for the referendum to be held and the area for the referendum does not need to be extended.

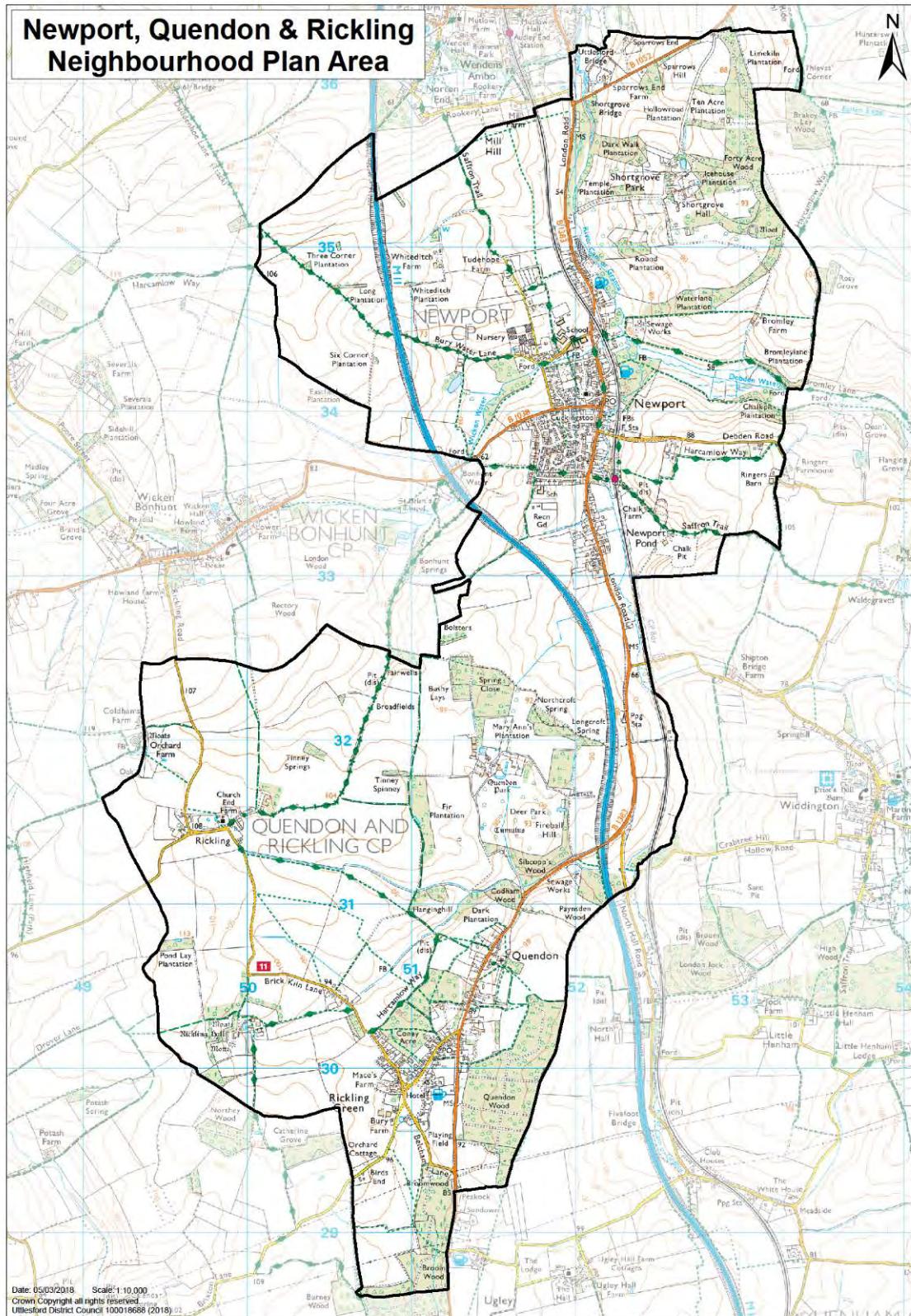
Summary

193. I congratulate Newport Parish Council and Quendon and Rickling Parish Council for working together and seizing the opportunities presented by neighbourhood planning to allow the community to prepare its planning policies.
194. All three settlement are attractive historic villages, Newport has a fine Conservation Area. All are set in the beautiful Essex countryside.
195. I know that the Steering Group will be disappointed with my conclusions, especially with the policies that I have had to recommend be deleted, but I have to be candid and state that without their removal, I would not have been able to recommend that the neighbourhood plan should proceed further forward. I have chosen the route of modification and removing specific policies, rather than deciding that the plan as a whole should not proceed.
196. I anticipate that planning in Uttlesford will remain in a state of some flux for the next year or so, as the ramifications of the Inspectors' conclusions and the subsequent withdrawal of the Local Plan will have to be worked through and I suspect some difficult decisions will have to be taken at a strategic planning level. The Parish Councils will, I know, wish to be fully engaged in that process.
197. However, I suspect that Newport's particular role in the settlement hierarchy will not change and that with its range of facilities will continue to be regarded as a sustainable location alongside other key villages to contribute to meeting the need for new homes in the district, notwithstanding the scale of growth that has occurred since 2011.
198. The promised introduction of CIL will allow development to contribute to the additional infrastructure that it will generate and the neighbourhood plan through its remaining policies will still be able to influence new development across the two parishes.
199. To conclude, I can confirm that my overall conclusions are that the Plan, if amended in line with my recommendations, meets all the statutory requirements including the basic conditions test and that it is appropriate, if successful at referendum, that the Plan, as amended, be made.

200. I am therefore delighted to recommend to Uttlesford District Council that the Newport Quendon and Rickling Parish Neighbourhood Plan, as modified by my recommendations, should proceed in due course to referendum.

JOHN SLATER BA(Hons), DMS, MRTPI
John Slater Planning Ltd
27th May 2020

Newport Quendon & Rickling Neighbourhood Plan 2018 – 2033





This Plan was produced jointly by Newport Parish Council (NPC) and Quendon & Rickling Parish Council (QRPC)

It was written and overseen by the Neighbourhood Plan Steering Group. The Steering Group consists of: Cllr. Neil Hargreaves (Chair) (UDC), Cllr. Anthony Gerard (Vice-Chair) (NPC & former UDC), Cllr. Howard Bowman (NPC), Cllr. Brandon Chapman (former QRPC), Cllr. Judy Emanuel (NPC), Mr. Mike Hannant (Chair of Newport Sports Committee), Ms. Tracey Hepting (Quendon & Rickling resident working in Newport), Mr. David Mayle (Newport resident), and Ms. Chris Murphy (Newport resident).

Previous Steering Group members are Ms. Joanna Parry (former Chair and former NPC & UDC Cllr.) and Mr. Barney Miller (Proprietor of The Design Mill)

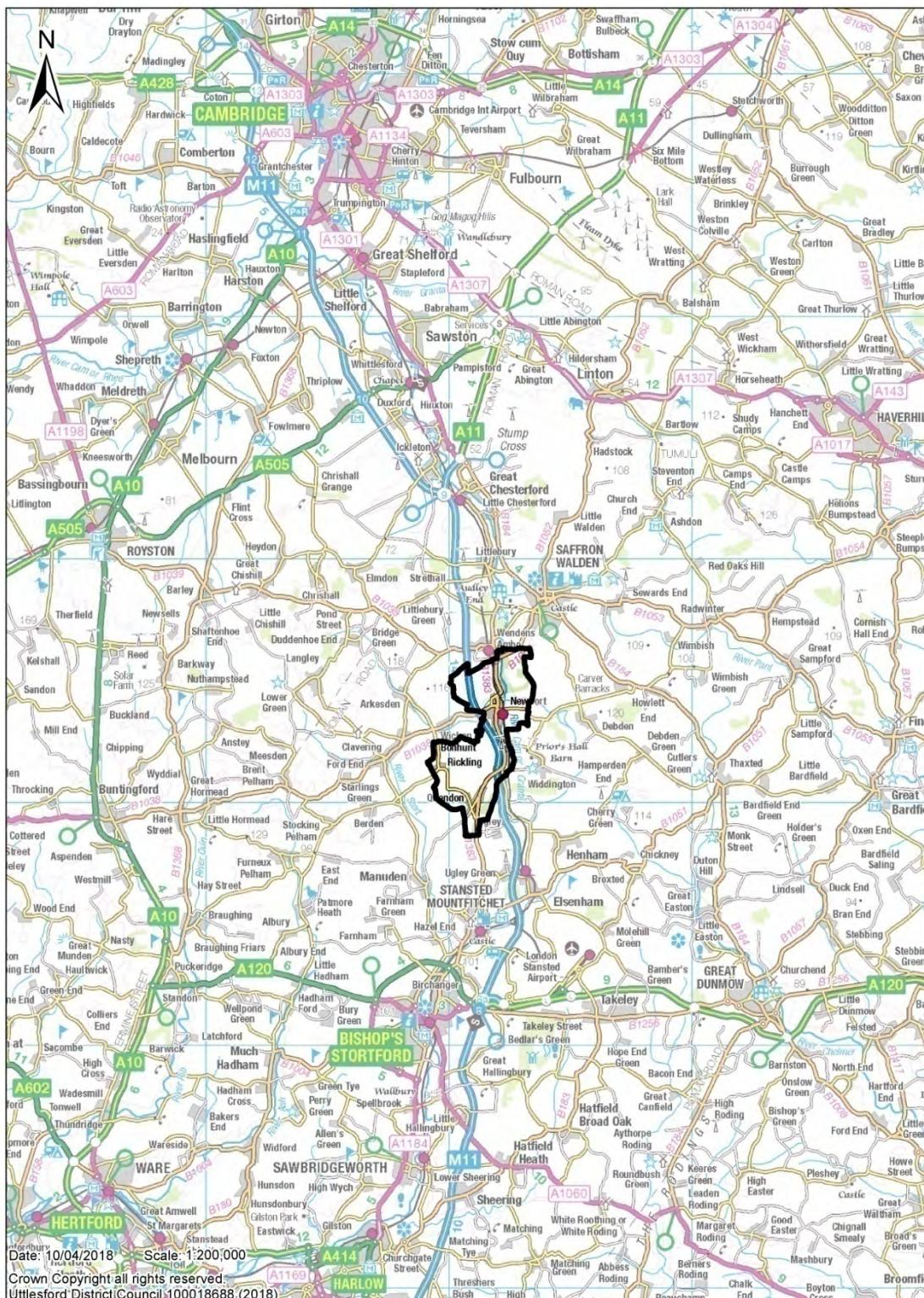
This document is also available on our website, www.nqrplan.org and the Uttlesford District Council website. Hard copies can be viewed by contacting NPC. The NQR Plan website is maintained by Newport Parish Council.

With thanks to: Rachel Hogger MRTPI (Modicum Planning Ltd), Stephen Ayles helping at displays, Sue Duncan on building design and the landscape, Dan Starr of Saffron Walden NhP on logistics for the survey, Uttlesford District Council GIS Department mapping services, UDC officers, and Karen Tait of The Residence in Newport where most meetings were held. And particular thanks to the communities of Newport, Quendon and Rickling,

Newport Quendon & Rickling Neighbourhood Plan 2018-2033 © Newport Parish Council 2020

The Wider Area

Newport, Quendon & Rickling Neighbourhood Plan Area





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Consultation statement	
Frequency of interruption of the M11	
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Procedure for bringing the Plan into force	
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Statement of Basic Conditions	



Foreword

More homes are needed across the district but at present their location and type is largely something imposed upon us rather than necessarily being appropriate to local need. This Neighbourhood Plan allows local people to influence what developments take place over the next 13 years and help ensure that development meets current and future needs and is the appropriate kind in the appropriate place. It also identifies supporting infrastructure and facilities to maintain and improve our quality of life. Once it is in force, planning applications will be decided primarily by reference to the Neighbourhood Plan, the Local Plan, and the National Planning Policy Framework. It can also provide a platform from which to lobby for better services.

Note that reference to EU legislation assumes that this will be enacted into UK national legislation and will continue to apply

The Newport, Quendon & Rickling Neighbourhood Plan Steering Group was established on 30th September 2016. Ratification of the area to be included, the split of costs between the parishes and the financial process for controlling and recording receipts and expenditure was agreed by Quendon & Rickling Parish Council at their November meeting and Newport Parish Council at their December meeting.

As the Plan involves two parishes it required designation by Uttlesford District Council (UDC), and this was done on 16th February 2017. The 2011 census shows the population of Newport as 2,352 and Quendon and Rickling as 587, which is a ratio of 80/20. Although there is a large difference in size between the parishes there is a significant degree of commonality. The villages are on the same main road, are part of the same Church of England benefice and the same District Council ward. The County Council groups the two primary schools together and the nearest doctor's surgery to Quendon & Rickling is Newport. Many of the challenges and opportunities are similar.

The Steering Group members have been drawn from across the local communities. They have included parish and district councillors, and residents, and people who work in the villages. Several were also representatives, or connected with, village organisations, including the church, the Sports Committee and the schools. New members joined the Group during the process as the various topic areas were expanded and consulted upon and defined.

The Group was supported in its work by a professional planning consultant, the Rural Community Council of Essex (RCCE) and Uttlesford District Council. Logistical support was provided by a member of the Saffron Walden Neighbourhood Plan team, and some formats and principles have been adopted from other successfully completed NhP's.

Funding for the development of the Plan has come from the two parish councils, from UDC, and from the District Councillors New Homes Bonus allocation. UDC pays the cost of the examination and for the referendum



Chapter 1 - What is a Neighbourhood Plan and why does it matter?

Introduction

A Neighbourhood Plan is a means of enabling local residents to participate in and contribute towards improving the social, economic and cultural wellbeing of their local area.

Neighbourhood planning is a relatively new tier of planning to enable communities to influence and shape the future of their communities. It is part of the Government's new approach to planning, which aims to give local people more say about future planning in their area. This is set out in the Localism Act 2011 which came into effect in April 2012. Although deciding where possible future development could go is an important part of any Neighbourhood Plan, it is about much more than this. A neighbourhood plan allows the plan area to be considered as a whole looking at a wider range of issues to ensure that the development of the area is sustainable into the future.

National Planning

Neighbourhood plans represent the third tier of planning in England. In what is inevitably a hierarchical system, central government policy in the form of the National Planning Policy Framework (NPPF) takes precedence over other more local planning policy documents but the policies of the NPPF are of a general nature designed to apply to the country as a whole. The current version is the NPPF 2019.

Here are two quotations from the 2012 NPPF, which identify the ambition with which it has been written:

"Planning should... not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives"
NPPF 2012 paragraph 17

"People have been put off from getting involved because planning policy itself has become so elaborate and forbidding – the preserve of specialists, rather than people in communities.
The National Planning Policy Framework changes that. By replacing over a thousand pages of national policy with around fifty, written simply and clearly, we are allowing people and communities back into planning".

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

County Planning

Essex County Council (ECC) is responsible for minerals and waste planning in the area proposed to be covered by the NhP. In respect of mineral planning issues, extant policy is set out within the Essex Minerals Local Plan (MLP) (adopted 2014). In respect of waste planning issues, extant policy is set out within the Essex and Southend-on-Sea Waste Local Plan (WLP) (adopted 2017). The WLP includes site allocations and policies to guide future waste development in Essex up to 2032.

These plans are statutory documents and their policies govern issues relating to minerals and waste planning. Planning decisions taken within the NQR Neighbourhood Plan area must also be in conformity with the minerals and waste plans (which form part of the adopted Development Plan for the area).

Local Planning

At district level the planning document of greatest significance is the Local Plan. In Uttlesford the current Local Plan which should determine the form, location and scale of development is still (at the



time of writing) the 2005 adopted Local Plan. A new draft Local Plan was presented to an Examination in Public in 2014 but was rejected by the inspector. A revised draft Plan was submitted for inspection on 18th January 2019 and hearings took place in July 2019. Following a critical letter from the inspectors in January 2020, the plan was withdrawn in April 2020. The first Plan failed on the unsustainability of continuing to build onto existing settlements, and a strategy involving new settlements was recommended. The second draft followed that recommendation. It was then criticised by the inspectors on the viability of new settlements. They suggested reverting to a dispersed strategy, but made no reference to this having been rejected by their predecessor. The LPA are in 2020 working on a third Local Plan. It will be part of the statutory planning framework for the District guiding decisions on all aspects of development. The new Local Plan will set out how and where new homes, jobs, services and infrastructure will be delivered and the type of places and environment that will be created

The Newport Quendon & Rickling Neighbourhood Plan ("the NQRPlan") will provide a framework for the way that development is undertaken at a 'micro' level. It is based upon a detailed assessment of the physical characteristics of the villages and the wishes of local people and is intended to both direct and control future development to align with what is needed rather than having it imposed by a rather more remote authority.

Neighbourhood Plans are statutory planning policy documents and therefore provide a very useful means by which communities can influence where development takes place. Once adopted, developers, local planning authorities and planning inquiry inspectors must take account of them. They will have gone through a thorough process of consultation and scrutiny and will therefore have full effect as guiding planning policies.

Newport, Quendon & Rickling have benefitted from community planning in recent years. The Newport Village Plan 2010 and The Quendon & Rickling Village Plan 2015 are documents adopted by Uttlesford District Council (UDC) which have resulted from community consultation.

What a Neighbourhood Plan cannot do

It cannot stop development that is already proposed in the Uttlesford Local Plan, nor can its policies conflict with the Local Plan or national policies. Anything included in the plan has to be achievable, but the plan can also encourage projects people would like to see happen and can assist that development to take place.

How the Neighbourhood Plan fits into the Planning System

Although the Government's intention is for local people to decide what goes on in their towns, the Localism Act sets out some key restrictions. One of these is that all Neighbourhood Plans must meet four basic conditions:

- **General Conformity with the strategic policies contained in the *development plan* for the area of the authority (or any part of that area)**
The 'development plan' includes the Minerals and Waste Local Plans and the Local Development Plan. UDC adopted the current Local Development Plan (Local Plan) in 2005. It became out of date in 2011 and was pre-NPPF.
- **Have regard to National Policy**
The NPPF sets the baseline to which all local planning policy must have regard. This Plan is required to be in conformity with the 2019 NPPF.
- **Compliance with EU regulations on human rights and environmental standards**



EU regulations require all local planning documents to be assessed against certain criteria to determine whether or not a Strategic Environmental Assessment is needed.

- **Making a contribution to achieving sustainable development**

The NPPF defines sustainable development as being supported by three pillars: economic, social and environmental. “Intergenerational equity” is determined to be a central theme of sustainable development.



Chapter 2 – Local and national planning policy and the Essex Design Guide

The Withdrawn Emerging Local Plan (ELP)

The ELP was being generated at the same time as the NQR Plan. The extensive UDC evidence base for this has also been used in the preparation of this Plan.

Some of the 'ELP' detail policy wordings, or relevant extracts thereof, were adapted for use in the NQR Plan. The inspection of the withdrawn ELP only covered the spatial strategy, and the non-spatial planning policy wordings were not a consideration in the inspectors' criticisms.

Five year land supply

If a Local Authority does not have a 5 year supply of approved sites, then applications outside of Plan development boundaries, if considered 'sustainable', will be given more favourable consideration in the planning process.

The 5 year land supply is calculated by taking the total from the whole Local Plan, subtracting what is already built, and dividing the remainder by the number of years left in the Plan to obtain the amount required. If there is no up to date Local Plan then a separate local housing need figure has to be calculated. Paragraph 73 of the NPPF requires a government calculated housing need figure to be applied, which is based on local affordability.

The 5 year supply is recalculated annually and in 2020 is less than 3 years.

Neighbourhood Plans and the 5 year supply

The rules for a Local Plan (LP) and Neighbourhood Plan (NhP) are that if there is no district 5 year supply then, in the assessment of planning applications, the balance is tilted towards sustainable development, even if the application is outside the NhP development limits. However, if an NhP is less than 2 years old, allocates development sites, and the Local Authority has a 3 year supply, then the tilted balance does not apply, and the NhP carries full weight in the assessment of planning applications.

Village Plans and Village Design statements

Both parishes have Village Plans. These are relevant to planning applications, but have limited weight

The National Planning Policy Framework (NPPF)

During the preparation of this plan the 2012 NPPF was replaced by the 2018 NPPF which has in turn been superseded by the 2019 NPPF. However, the 2019 changes relate to how to calculate housing numbers and do not alter the paragraphs of the 2018 quoted in this Plan. Therefore, reference to the 2018 NPPF includes the 2019 NPPF.

The Essex Design Guide (EDG)

This Plan strongly endorses the EDG as a relevant consideration when determining planning applications.



Chapter 3 - Newport, Quendon & Rickling; the villages

The villages lie in north west Essex, about 40 miles north of London. They are set in a rolling landscape of valleys and open areas alongside the old A11.

History

Newport is mentioned in Domesday in 1086, but probably originated around 900 AD as a royal township. It flourished until its market moved to Saffron Walden in 1141 and then became a mainly agricultural village, with trades including leather and wool combing. There were two religious guilds in Newport and a guildhall stood on the site of the present Church House. After the dissolution of the guilds in 1540 the Guildhall site served as the first premises of Newport Free Grammar School until its demolition in 1838. The church of St Mary the Virgin originates from the early C13th, but contains grave covers re-used as roofing confirmed as C12th. Recent research indicates that some of the structure may even be C11th and there is a late Saxon cross fragment in the north wall.

Charles II came to Newport on his way to Newmarket and his mistress Nell Gwynn may have lived at the Crown House on Bridge End. The main road through Quendon and Newport was improved as a turnpike in 1744 and the railway in 1845 brought new businesses, including a gas works and maltings. Housing development in the second half of the C20th doubled the size of Newport, bringing a new school, GP surgery and sewage works. With its station and secondary school, Newport retained many shops, pubs, businesses and village organisations, but the livestock farms were demolished or converted, and fields and orchards built on.

Rickling (Richelinga) is also in Domesday and is said to mean either Ricela or Ricola's people. Ricola was Queen of Essex in the 6th Century. Quendon is derived from the Old English words scene and den, meaning women's valley. It is likely that the village of Rickling was originally around its church, but due to either plague or fire moved to join its near neighbour, Quendon. When the main road was improved it is believed the remaining population around the church moved to what is now Rickling Green to be close to the turnpike.

Quendon has many houses dating from the 17th and 18th centuries, exemplifying local materials and building traditions. The archives of the Rickling Green Cricket Club contain the first score book from a fixture dated 1861, which starts "*after an absence of over a century cricket has been restored to her ancient sward*" – so cricket started there in the early 18th century – and old photographs remain on display in the village pub, The Cricketers Arms. Cricket is still played on the Green throughout the summer months. The churches of St Simon & St Jude, Quendon, and All Saints, Rickling, originate from about 1200. In the C20th, houses (including council houses) were built to the north of the Green. Rickling primary school was extended, but with this smaller scale of development the village lost its shops and petrol station although retains agricultural businesses, a wide range of organisations, and the large pub with rooms, and the two churches.

The opening of the two carriageway M11 in 1979 took away an element of the through traffic and the A11 was re-designated as the B1383. But traffic levels have increased substantially since then. Cambridge Rd in Newport has 93,000 vehicle total movements a week and Cambridge Rd in Quendon has 70,000 (Essex Highways surveys September 2018 and September 2017 respectively).



Population and housing growth

Newport's population at the 1911 census was 918, living in 250 households. The parishes of Quendon & Rickling were merged in 1949 so the first combined figures are from the 1951 census showing 557 persons and 174 households. At the 2011 census, the population of Newport was 2,352 in 974 houses, with Quendon & Rickling at 587 in 249 houses.

Setting

The villages are in a rolling landscape of valleys along an old road improved as a turnpike in the C18th. Newport is set within the Cam valley and that of its tributaries Wicken Water and Debden Water. Like other settlements in the Cam valley it is – except for its church tower – largely hidden from view from the surrounding area. Quendon and Rickling are in a more open undulating landscape with no large watercourse in the villages, being on the watershed between the Stort and the Cam. Newport is subject to regular flooding, as happened for example in February 2014 when properties were flooded and the B1383 and local roads were impassable. The village history 'A Village in Time' records flooding of properties several times per decade with dates quoted from 1947 onwards, whilst maps dating back into the C19th show Newport surrounded by 'areas liable to flooding'.

The villages are joined by the B1383. To the north there is the extensive parkland of Shortgrove Hall (itself destroyed by fire in 1966), whilst between the two villages is the parkland of the Grade 1 listed Quendon Hall, now a well-known wedding venue.

21st Century

In the C21st, development since the 2011 census, either built or with permission, will add a third new estate along the B1383 in Quendon and Rickling and will increase the number of dwellings in Newport by over 50%. Newport has lost commercial sites to housing, and only minor improvements to the infrastructure and facilities of the villages have been secured from these developments. Development has continued along the B1383 in both parishes as well as in the other nearby settlements of Stansted and Ugley, and Great Chesterford.



Chapter 4 - Key Issues influencing the Neighbourhood Plan

Location

The villages are at the north end of Essex along the B1383, the old A11, in what is a rural area. They are within commuting distance of London, Cambridge and other centres. To the south of the district is greenbelt and a large area of protected land around Stansted Airport. This has put significant pressure on the locality to take housing development. It is in the London, Stansted, Cambridge, M11 'corridor'.

History and employment

Traditionally employment was in the villages. Over many decades local employment has reduced and commercial sites have continued to be replaced by housing. The largest employers are now the three schools and the surgery, mostly staffed by people who commute into the villages. The NPPF paragraph 104 says planning policies should 'support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities'.

Demographics

At the 2011 census the population of Newport was 2,352 in 974 houses, and Quendon & Rickling 587 in 249 houses. Since 2011 planning permission has been given for a further 546 homes in Newport (May 2020) Applications for sites of a further 150, 74 and 20 were refused at appeal and a site for 24 houses approved at appeal. 52 permissions were granted in Quendon.

Services & Facilities

Newport has a range of retail and service facilities typical for a large village, including a railway station. Newport post office, which is in the village shop, was reduced from 7 days a week to a few hours on two days a week, in 2019. During coronavirus in 2020 it is not functioning, and it is unclear as to whether it will reopen. Quendon & Rickling has no shops. Most of Newport has high speed broadband. Ultrafast fibre broadband from Gigaclear is now available to about 90% of properties in the Quendon & Rickling. Church End has similar ultrafast broadband from Openreach. There remain a few pockets which are not connected to Gigaclear but many of those can receive superfast broadband from Openreach. The new houses at the south end of Quendon (Ventnor Road and Bluebell Drive) remain under served, however. Openreach is offering a USO ultrafast solution but is still gathering levels of interest so it is likely to be some months before all are covered. Meanwhile broadband over 4G is available to those with a strong enough signal. (As at June 2020)

All fully staffed police stations in Uttlesford have been closed, including the one in Newport. The nearest one is 25 miles away at Braintree. Although the area has a low crime rate compared with other parts of the country, the withdrawal of police facilities has led to a sense of vulnerability, particularly as far as rural crime is concerned. There is no regular policing of traffic speeds.

Housing & Tenure

In 2011 there were 1,223 homes in the plan area. By 2021 there may be over 1800 homes (Newport 1,493 from above plus 10 windfall and Quendon & Rickling 301 plus 5 windfall).

The issues include lack of affordability. Zoopla records of sales in the year to March 2018 showed postcode CB11 at an average of £437,000 compared with England at £292,000. See table below. Asking prices for rent for a 2 bed property averaged £900 pcm. UDC seeks to obtain 40% of affordable homes

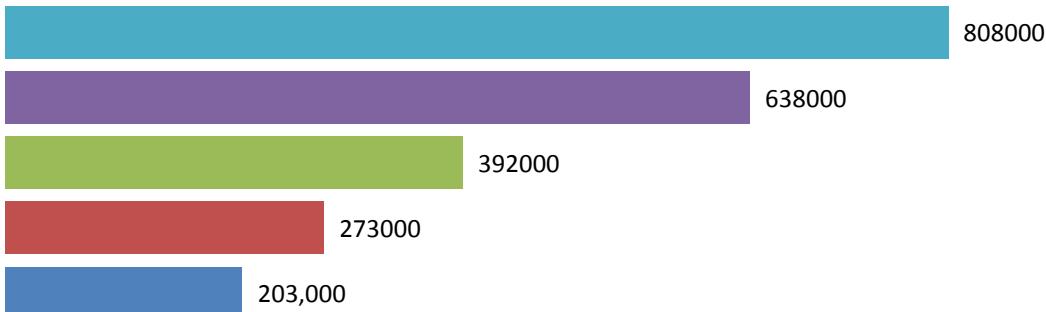


from larger developments. However, 'affordable' means 80% of the full market value or market rent, so is still not affordable for many people.

The Home Truths Annual Housing Market report for 2017/2018 published in March 2018 shows Uttlesford to have a very high ratio of house prices to income at 11.7.

Table 1 - Asking prices at March 2018 for postcode CB11

■ 5 beds ■ 4 beds ■ 3 beds ■ 2 beds ■ 1 bed



Recreation & Open space

A review for Uttlesford District Council in 2012 showed deficits in recreational facilities across the district. Although the villages are set in open countryside, access to that countryside is restricted to footpaths. The large areas of parkland at Shortgrove and Quendon Hall are not open to the public. Network Rail has, or will be, closing four footpaths. There are a variety of sports facilities in the villages and at the Joyce Frankland Academy. Two new developments have provided some playground space for small children, but no allotments or significant green space, and limited financial or other contribution to recreation facilities.

Newport Village Hall dates from the 1950's and has been extensively refurbished and extended. Quendon Village Hall is currently in fair condition, having recently had structural work to which one of the housing developments contributed £20,000. Newport has one main children's playground and a small one on a new housing estate, and Quendon has a small play area for very young children.

The sports and scouts buildings at Newport recreation ground need significant improvement, as does the car park. The previously unmade access track has been surfaced in 2020, funded by NPC and UDC. In wet weather the two football pitches suffer and there is a need for a Multi-Use Games Area

Flood risk

Against local advice, development has been allowed on flood plain areas in Newport. Three sites which in 2014 flooded from rising water from the Cam and Wicken Water have since been built on. All of the central area along the Cam, and particularly where the Wicken Water and Debden Water join the Cam in the village centre, are vulnerable. Minor flooding happens regularly but significant flooding involving property damage and road closures has occurred in 1947, 1955, 1958, 1960, 1963, 1968,



1987, 1993, 2001 and 2014. Quendon does not suffer from flooding apart from the access to Quendon Hall on the B1383

Local environment

Water supply is provided by pumping from the aquifer which underlies the entire district. This results in poor water flow in the rivers and streams and typically the smaller streams dry up from May onwards, which means that the former rich aquatic environment is lost.

Water quality in the Cam is poor and dry weather flow not sufficient to dilute the output from Newport sewage works (Hyder Consulting Ltd, 2010, for UDC Local Plan). The poor water quality is the result of fertiliser and other agricultural chemical run off and by the biological oxygen demand of the outflow from the sewage works.

Newport has NO₂ concentrations at the Wicken Rd – High Street approaching illegal levels. During 2018 UDC added more monitors, and then a further one as requested by the Plan steering group. A monitor underneath the M11 on Wicken Rd has also shown high NO₂ levels.

Transport

There is one bus service between Saffron Walden and Bishops Stortford, but this does not function in the evenings or Sunday. Newport has a station with trains to London and Cambridge. It is a slow stopping service. Most travel is along the B1383 which is often congested through Newport.

The B1383 is the feeder route to the M11. There is concern that the cumulative effect of large housing development in the villages and surrounding area, particularly Stansted and Saffron Walden, has not been taken into account. No highway improvements are currently planned.

The B1383 is the primary relief road for the M11 between junctions 8 and 9/9a. It suffers regular closures and disruptions. (See the Appendix - Evidence of frequency of interruption of the M11)

Speeding, road safety and pavement parking are concerns.

There are no cycle ways. There is no direct public transport to the largest centre of employment which is Stansted Airport. Walking around the villages is fairly easy, but the footways between Newport and Quendon, and to the south of Quendon, along the B1383 are poor and have negligible maintenance from the highways authority. The Uttlesford Highway Rangers (50/50 funded by UDC and Essex) will not deal with the footway maintenance as deemed too dangerous, it not being in a 30 mph speed limit.

Community consultations

Many of the matters above were raised by residents in the initial informal consultations, on the responses to the detailed questionnaire and to the regulation 14 consultation. Concerns were raised regarding over-development of the villages, traffic congestion, lack of infrastructure improvements, building on greenfield sites, lack of genuinely affordable houses, retention of businesses, and the generic design of new houses. Air quality monitoring in the village had not started when the consultations were carried out. The Steering Group were unaware at that time of the level of pollution and consequently it was not included in the questionnaire.



Chapter 5 - Process, Vision, Aims & Objectives

Process

The process has aimed to be:

- Inclusive – offering the opportunity to participate for all residents.
- Comprehensive – identifying the important infrastructure and facilities needed to plan for the future.
- Positive – bringing forward proposals which will improve the quality of life in Newport, Quendon and Rickling.

Vision

A Neighbourhood Plan that will conserve the character of Newport, Quendon and Rickling villages whilst allowing for long-term economic and social growth together with sustainable development.

The vision is for Newport, Quendon and Rickling to be forward thinking, vibrant villages, which are clean and healthy with a strong sense of community to provide an outstanding quality of life for current and future generations where the views of the community are respected and reflected.

Aims

It is the aim of this Neighbourhood Plan to guide developments in Newport, Quendon and Rickling to 2033.

The aim is for Newport, Quendon and Rickling to have small, sustainable, timely developments that meet the needs of local residents and that do not distort the shape and essence of the villages; to evolve and expand whilst retaining our unique and distinctive character.

The vision and aims are to be achieved through the following objectives:



Objectives of Newport Quendon Rickling Neighbourhood Plan

Objective 1

To ensure Newport Quendon & Rickling develop in a sustainable manner by ensuring the timely provision of infrastructure and services to meet the needs of current and future residents

Objective 2

To ensure that new housing is of high quality design that respects Newport Quendon & Rickling's local distinctiveness and enhances the historic character and setting of the parishes

Objective 3

To seek solutions to the traffic parking and congestion issues and reduce traffic speed and to ensure that new developments have adequate and easily accessible parking

Objective 4

To create a safer, healthier and more accessible environment for pedestrians, cyclists, other road users and residents

Objective 5

To preserve and promote green areas within the villages and parishes to retain Newport Quendon & Rickling's predominantly rural identity, and to ensure that development is permitted only where it does not harm the special landscape characteristics of the area.

Objective 6

To ensure Newport Quendon & Rickling has the appropriate community and public open space provisions, and recreational facilities, either within the parishes or within reasonable travelling distance, to support residents of all ages.

Objective 7

To ensure the conservation and enhancement of our heritage assets.

Objective 8

To ensure new housing is in response to a proven housing shortage and that the housing is provided in a range of tenures, types and sizes so that local people of all ages can continue to live here.

Objective 9

To ensure that the locations of new developments are sustainable and retain and complement the essential characteristics of our villages.

Objective 10

To retain and support existing retail, service and other businesses, and to attract new businesses which would provide improved facilities and local employment opportunities.

Chapter 6 Policies and Recommendations

Business & Local Economy

Objective 10 - To support and retain existing retail, service and other businesses, and to attract new businesses which would improve local employment opportunities

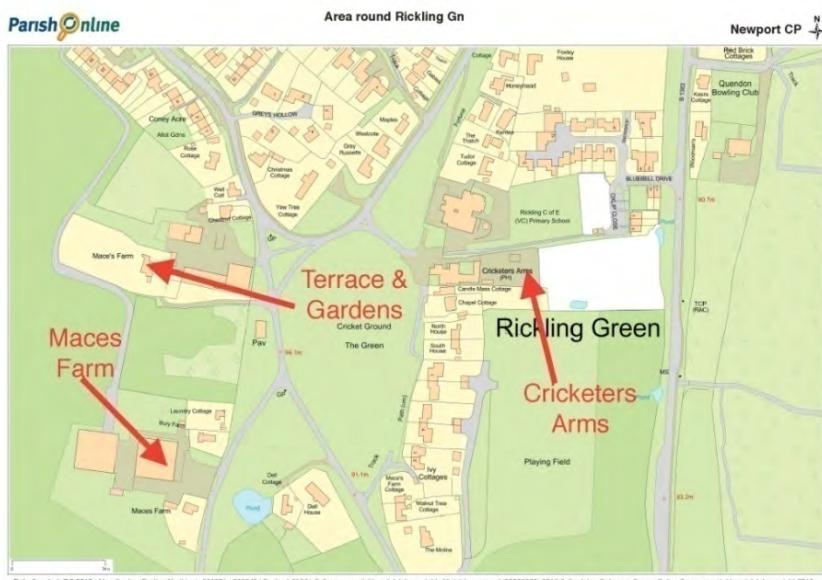
Background

The 1950's to 1970's developments in Newport doubled the size of the village and brought significant new infrastructure and facilities. With its station and secondary school, it has supported many shops, pubs, businesses, B&Bs and village organisations. However, over the years there has nevertheless been a reduction in the number of shops, businesses and therefore employment. A village history published in 1995 (A Village in Time) noted the change from 'essentials' shops such as the greengrocer, closed in 1990, to 'speciality' shops. These included antique shops, pictures and picture framing, TV and electrical goods and household furnishings, all of which have now gone.

Development in Newport in the C21st has continued the trend of the previous century where some developments have displaced businesses, which have been lost to the community. These include part of the Maltings, two horticultural businesses, a four-unit commercial centre, a vehicle business, plus several conversions of small retail businesses to houses. The former Essex Highways depot on Bury Water Lane is now a 14 house estate. The largest employers in the village are the schools, although most staff commute.

Quendon and Rickling has a primary school, but with a smaller scale of housing development, has lost its shops, restaurant, and petrol station, but retains a pub with rooms. There are businesses run from homes, and a home and garden pottery manufacturer. The Quendon Hall Parklands wedding venue, north of Quendon, is a significant business, providing some local employment.

Map 1 Businesses in Quendon



Further out of the centre of the villages there are farm businesses. Near Newport is a livery stables and a commercial shoot at Shortgrove. There is a UDC housing depot near the sewage works and a manufacturer of decorative timber mouldings on Bury Water Lane

Poor broadband and mobile coverage have been a significant disadvantage. The poor broadband was planned to be resolved in much of Quendon and Rickling Green during 2019, although as at June 2019 progress appears to have stalled. Newport has mostly Fibre to the Cabinet (FTTC), providing speeds adequate for most current purposes, but those areas of Quendon being connected would have the much faster Fibre to the Premises (FTTP). This issue also includes domestic premises as businesses run from home may be entirely dependent on the internet. (A recent housing development north of Bury Water Lane in Newport has FTTP.) More detail was given in Chapter 4 under 'Services & Facilities'.

Recent additions to businesses in Newport have included a busy café, a home décor and clothes shop and a take-away pizza business at the station. A sound studio business has been replaced by an office shared space and meeting venue. A 40-bed care home was completed in 2020. The expansion of the communities means that more businesses are needed, and for Newport the scale of development should make more businesses viable.

Although the planning use class A businesses (shops, professional services, food and drink) are spread along the main road in Newport, the other class B and 'sui generis' ('a use on its own, for any use not in a category') businesses (offices, and industry, which includes the vehicle businesses) are mostly concentrated in mixed residential – business zones. These are the four areas shown in the map below plus the Nurseries/ vehicle business behind houses off Cambridge Rd.

Map 2 Central Newport mixed residential – business zones





The 2005 Plan says of Newport '*Some further limited employment or residential development is proposed'*

Quendon was in the withdrawn Local Plan as a Type A village for which the definition includes 'They act as a local service centre'. This is a very out of date view and may have been correct before the businesses along the B1383 were replaced by housing, but it is not a local service centre.

Parking is an important factor for many existing businesses and some depend on day time parking along main roads. In Newport parking along the road is perceived as a nuisance by those travelling through the village. However, as well as being important for village businesses, it has a very significant calming effect on traffic, which improves safety for everyone and allows people working at and using the businesses to more easily cross the road. In order to facilitate large scale development outside the Plan area which would feed traffic onto the B1383 through the villages, further extensive parking restrictions through Newport have been suggested.

Newport has a Fire Station in the centre of the village - 'Station 84' - staffed by retained fire-fighters. Their website says 'On-call fire-fighters protect their local area by responding to incidents such as fires and road traffic collisions as well as community safety work. You'll need to live or work within five minutes of an on-call fire station so that you can respond quickly when paged'. It is therefore important for the retention of the vital fire service that employment be retained and supported in the village centre.

Applications will usually be for change of use to residential. The need for housing must be balanced with the need for employment sites. However, with the exception of site NQR3 Carros Nursery, the Plan area employment sites are small and therefore with limited scope for fulfilling the district housing supply need.

Community Consultation Feedback

Policy question	Summer 2017 survey					Of those expressing an opinion	
	No opinion	Neutral	Like	Dislike	Like	Dislike	
Any conversion from commercial to residential properties should only apply to first or higher floors or where there is overwhelming evidence that the retail space is not required	14	54	138	15			
	6%	24%	62%	7%	90%	10%	

The area and the villages would benefit from having a hotel	17	71	50	83			
	8%	32%	23%	38%	38%	62%	
Should a small business centre be built?	15	71	58	77			
	7%	32%	26%	35%	43%	57%	

Some text comments from the consultation:

'Change of use from business to residential should be a last resort, avoiding the loss of facilities necessary to sustain development'

'As population increases locally it's important to plan for sustainable employment locally too'

'I would think that business's in Q&R would continue to operate on an 'at home' basis. A business centre in the village would not be fitting'

'improved car parking facilities would encourage visitors to come and use shops and coffee shop'

'Need incubator for new local high tech businesses'

'Newport needs more takeaway food outlets'

NPPF

Paragraph 83 of the NPPF says that policies should promote '*the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.*'

Paragraph 104 of the NPPF says policies should '*support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities; Sustainability is an important thread throughout planning policy. Provision of shops and services and employment within walking or cycling distance of homes is important to reduce vehicle movements, and therefore road congestion and environmental impact.*'

Policies

NQRBL1 Support of new and existing businesses

New shops, service and business uses will be supported where they are of an appropriate scale for their location, especially if they are within walking or cycling distance of homes. They will be particularly encouraged to locate in the existing core areas of Newport as shown on Map 2.

The loss of shops, service uses and employment sites will be resisted unless it is demonstrated that they are not financially viable and it has been shown that there no significant demand for the premises, which will have been demonstrated by appropriate marketing of the premises for at least 12 months, including, for example, being widely advertised on site, in estate agents and in relevant



newspapers, property and trade magazines and/or websites, where prospective users would be expected to search and be advertised at a realistic price reflecting the existing use.

NQRBL2 Change of use on upper floors. Change of use of upper floors will be supported

NQRBL3 Business parking. Opportunities for more parking to support businesses will be encouraged provided it can be done without damage to the Conservation Areas or the residential amenities of adjacent properties

NQRBL4 High speed internet connection. The development of new residential or business premises will be expected to include the installation of the necessary infrastructure and ducting to enable the delivery of high speed broadband to the property

Marketing Assessment guidance for policy NQRBL1

Where the policy requires that the property is marketed this will be for a period of at least 12 months for freehold and/or leasehold as appropriate.

1. The property should be widely advertised on site, in estate agents and in relevant newspapers, property and trade magazines, and websites where prospective users would be expected to search.
2. The advertising should include all potential uses within the terms of the policy. Restricted advertising which does not cover the full range of uses to which a building could be put will inevitably lead to a limited response.
3. The price should be realistic and reflect the current use and not the potential value with planning permission for some alternative use. A covenant can be applied to a sale to recoup any uplift in value secured by the new owners.
4. In addition to advertising the applicant should be able to demonstrate that they have proactively tried to find a tenant/buyer including engaging with businesses, tourist or community groups etc who might be interested in using the building.
5. Any marketing campaign should have concluded no more than 6 months prior to the submission of an application for an alternative use.

Conformity statement NPPF: 83, 104, 112. ALP: E2, RS3



Air Quality

Objective 4 - To create a safer, healthier and more accessible environment for pedestrians, cyclists, other road users and residents.

Background

The annual health cost to society of the impacts of particulate matter alone in the UK is estimated to be around £16 billion. (Defra, Abatement cost guidance for valuing changes in air quality, May 2013). A report to the government Environment, Health, Transport and Environmental Audit committees in March 2018 said "*Air pollution is a national health emergency resulting in an estimated 40,000 early deaths each year, costing the UK £20bn annually.*"

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. (UDC 2017 Air Quality Annual Status Report)

The Environment Act 1995 requires all Local Authorities to review air quality within their districts. If any air quality objective set out in regulations under the Act is not likely to be achieved then the local authority must designate the affected area as an Air Quality Management Area (AQMA). The Act then requires an Action Plan to be produced for these designated areas, setting out the actions that the Council intends to take to meet the objectives and to maintain levels below the objective for the life of the plan.

In February 2018, the UK government lost for the third time in the High Court in a case brought by the group ClientEarth over plans to tackle air pollution; "The judge in the case said the government plan was "unlawful" and that more action was needed in 45 English local authority areas".(<https://www.bbc.co.uk/news/science-environment-43141467>)

Air quality objectives in England (UDC 2018 Air Quality Annual Status Report – Appendix E)

	Pollutant	Air Quality Objective ²	
		Concentration	Measured as
High NO ₂	Nitrogen Dioxide (NO ₂)	200 µg/m ³ not to be exceeded more than 18 times a year	1-hour mean
		40 µg/m ³	Annual mean
	Particulate Matter (PM ₁₀)	50 µg/m ³ , not to be exceeded more than 35 times a year	24-hour mean
		40 µg/m ³	Annual mean
	Sulphur Dioxide (SO ₂)	350 µg/m ³ , not to be exceeded more than 24 times a year	1-hour mean
		125 µg/m ³ , not to be exceeded more than 3 times a year	24-hour mean
		266 µg/m ³ , not to be exceeded more than 35 times a year	15-minute mean

concentration is a marker for other vehicle related pollutants such as particulates, which are therefore also likely to be at high levels. Although NO₂ is the only gas routinely monitored in the



District, other oxides of nitrogen will be present, and from the same sources and also have effects on health. These are referred to generically as NO_x.

The UDC Environmental Health Officer has stated: '*An annual mean over about 35 at a residential location is cause for concern*'. This legal limit is 40 µg m⁻³. The hourly mean limit of 200 ug/m³, not to be exceeded more than 18 times each year, is not monitored, but at current annual levels of NO₂ the limit is not likely to be exceeded: (<http://ec.europa.eu/environment/air/pdf/TSAP-Report-.pdf>)

Nitrogen dioxide levels in central Newport. Nationally the main source of NO₂ is from burning fossil fuels. Although domestic gas boilers may contribute slightly, traffic is the only obvious source of street level pollution at Wicken Rd and in the centre of Newport generally. Being in a valley and oxides of nitrogen being heavier than air, the pollutants will naturally pool in the lowest area.

The traditional assumption of scaling pollution levels with traffic volumes ignores the very real problem of cold-starts. The majority of vehicles queuing at the junction of the Wicken Road with Newport High Street will have only just started from cold in the village and will thus be polluting at many multiples of their 'steady state' output. For this reason alone, the idea of 'bolting on' large housing developments at the edge of a village with very few employment opportunities and then forcing the resulting commuter traffic to queue at such a bottleneck is inherently unsustainable.

The pollution readings from central Newport show a similar pollution concentration to parts of Saffron Walden, which already has an AQMA. As a result, UDC in July 2018 added monitoring tubes at two more locations along the B1383, near the Station Rd/London Rd/Frambury Lane cross roads, and on Cambridge Road near Bury Water Lane. In January 2019 two further tubes were deployed, at the junction of Debden Road with the High Street and at the pedestrian crossing on the High Street opposite Gaces Acre.

Recordings from UDC of NO₂ at the Wicken Road B1038 – High Street B1383 junction show high levels. The figures are in the UDC Air Quality Annual Status Reports dated 2018, which covers 2017 and is on <https://nqrplan.org/evidence-documents>, and the UDC website. Below is an extract of the raw NO₂ readings prior to the calibration adjustment noted below. Source: UDC Environmental Health

2018 NO ₂ tube readings	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Average
High St - Wicken Rd Jctn	44.9	42.6	45.1	39.4	38.3	33.5	39.2	30.0	33.8	48.1	40.5	40.0	39.62

Further detail is in the reports by Ana Grossinho, PhD, MSc, DIC, Cenv, FIAQM, MIES in relation to the appeal for UTT/17/2868/OP – 150 houses Wicken Rd. The same issues apply to UTT/18/1026/OP – 74 houses Wicken Rd, also at appeal in 2019. Dr Grosshino's documentation is also on <https://nqrplan.org/evidence-documents>

The issues include:

1. At the time of recording most of the new houses to the west of Newport, from which traffic will pass into the village centre, had not been fully built or occupied
2. Modelling for growth and for specific Newport applications by developers has ignored the effect of cold starts. As noted by Dr Grosshino, the catalytic converters of vehicles starting cold from the village will not be working at any point in the village. Thus, the future impact of extensive development is under reported



3. Raw NO₂ readings from tubes are calibrated using more accurate recording equipment. DEFRA prefer this accuracy to be checked locally. See [https://laqm.defra.gov.uk/documents/LAQM-TG-\(09\)-Dec-12.pdf](https://laqm.defra.gov.uk/documents/LAQM-TG-(09)-Dec-12.pdf). Para 3.25 'The precision of diffusion tubes can be calculated from duplicate, or preferably triplicate tube exposures, ideally from a site that is co-located with a chemiluminescence analyser so that a local bias- adjustment factor can be derived.' In 2017 UDC failed to maintain the local calibration equipment and so had to switch to a national standard. In 2016 while the equipment functioned, the adjustment against raw readings was -6%. In 2017 on national figures it was -23%. The validity or otherwise of this large swing is not commented on in the UDC report. There is concern therefore that current NO₂ concentrations, used as a basis for forecasting, may now be under reported.
4. There is anecdotal evidence from local residents that the London Ultra low Emission Zone, implemented in April 2019, is displacing polluting vehicles into the home counties. In particular by fleet operators switching London compliant vehicles away from this area and replacing them with older ones previously used in London.
5. There is other location specific evidence which modelling may not be considering, which is that the area may not have vehicle fleets of the same quality as nationally. An example is the school bus fleet run by Stephensons. This has 25 Scania N94 East Lancs OmniDekka's from 2003 to 2005. None of these are Euro VI compliant. The fleet listing is on <https://nqrplan.org/evidence-documents>.

In her report relating to UTT/17/2868/OP, Dr Grossinho concludes:

'8.1.1 In this Proof of Evidence, I have demonstrated that the proposed development will produce significant air quality impacts affecting residents both in Newport and in the Saffron Walden AQMA area, ranging from slight to substantial adverse.'

'8.1.2 Predicted nitrogen dioxide annual mean concentrations in the opening year indicate the proposed development will create new exceedances to the national nitrogen dioxide annual mean objective within the Newport area. It will also significantly affect UDC's capability to manage local air quality within the AQMA, worsening significantly air quality within this sensitive area. This may affect UDC's capability to meet the annual mean limit value for this pollutant within their area of jurisdiction.'

The centre of Newport at the B1038 – B1383 junction is particularly sensitive as it has queuing vehicles – the majority of which will have cold-started within the village & will thus be emitting at many times their steady state output – and significant pedestrian traffic at peak periods. This is the main pedestrian route for many students going to and from the Joyce Frankland Academy from the station and bus stops, as well as other commuters.

Map 3 B1038 – B1383 junction



Photo 12th November 2017 at 08.30 from the B1038 – B1383 junction, at the NO₂ monitoring point which is attached to the Stop sign, looking west



Photo 14th June 2019 at 09.22
B1383 – Debden Rd junction, looking south

Photo 18th June 2019 at 07.41
High St – B1038 junction looking north



Photo 18th June 2019 at 07.28
High St by village shop looking north



There is currently no monitoring in Quendon. Being a more open location typically without queuing traffic it is not likely to have dangerous levels of pollutants. However, it would still be advisable to extend monitoring to all built up areas along the B1383.

Cumulative impact: Although larger developments are subject to full cumulative assessments of traffic and environmental considerations, smaller ones have not been. The consequence in Newport is that a very large number of applications from one house up to 50 have not had their cumulative impact assessed. For example, Whiteditch and Bury Water Lanes as at June 2019 had taken 288 dwellings from 20 different developments. These lanes are narrow dead ends and almost all traffic feeds through the village. Most of these developments were approved without cumulative assessment.



The Neighbourhood Plan Steering Group has published on <https://nqrplan.org/evidence-documents> a traffic report for central Newport which is available to inform future decisions. The report was prepared by Railton TPC Ltd. *'The purpose of the report is to assess the potential adverse impacts of changes in traffic flows on the local highway network into the future. The need for a transport study arises as a result of significant housing development in the village that has led to concern about adverse impact in terms of congestion, safety and amenity.'*

The report, starting from surveys in 2019 models the traffic at key points in 2019, 2024, 2029 and 2034. Among its conclusions are that the Wicken Rd and Bury Water Lane junctions with the B1383 will exceed working junction capacity in the morning peak during the Plan period, based on existing permissions. As at July 2019, appeals are in progress which could add 250 houses into the catchment for these junctions.

Looking to the future vehicles will become less polluting with the increased use of electric vehicles. However, in a rural area electric vehicles are less viable due to a lack of charging points. Hybrids, being intrinsically less efficient than conventional vehicles with losses in electricity generation and storage and being heavier, have similar fuel consumption to traditional cars. (Source <http://www.nextgreencar.com/mpg/best-mpg-cars>). The government's long-term target is to abolish the sale of new cars driven **only** by petrol and diesel by 2040. This is 22 years away and would still permit hybrids and says nothing about commercial vehicles. This is therefore not considered as an 'answer' now or possibly at any time within the lifetime of this Plan

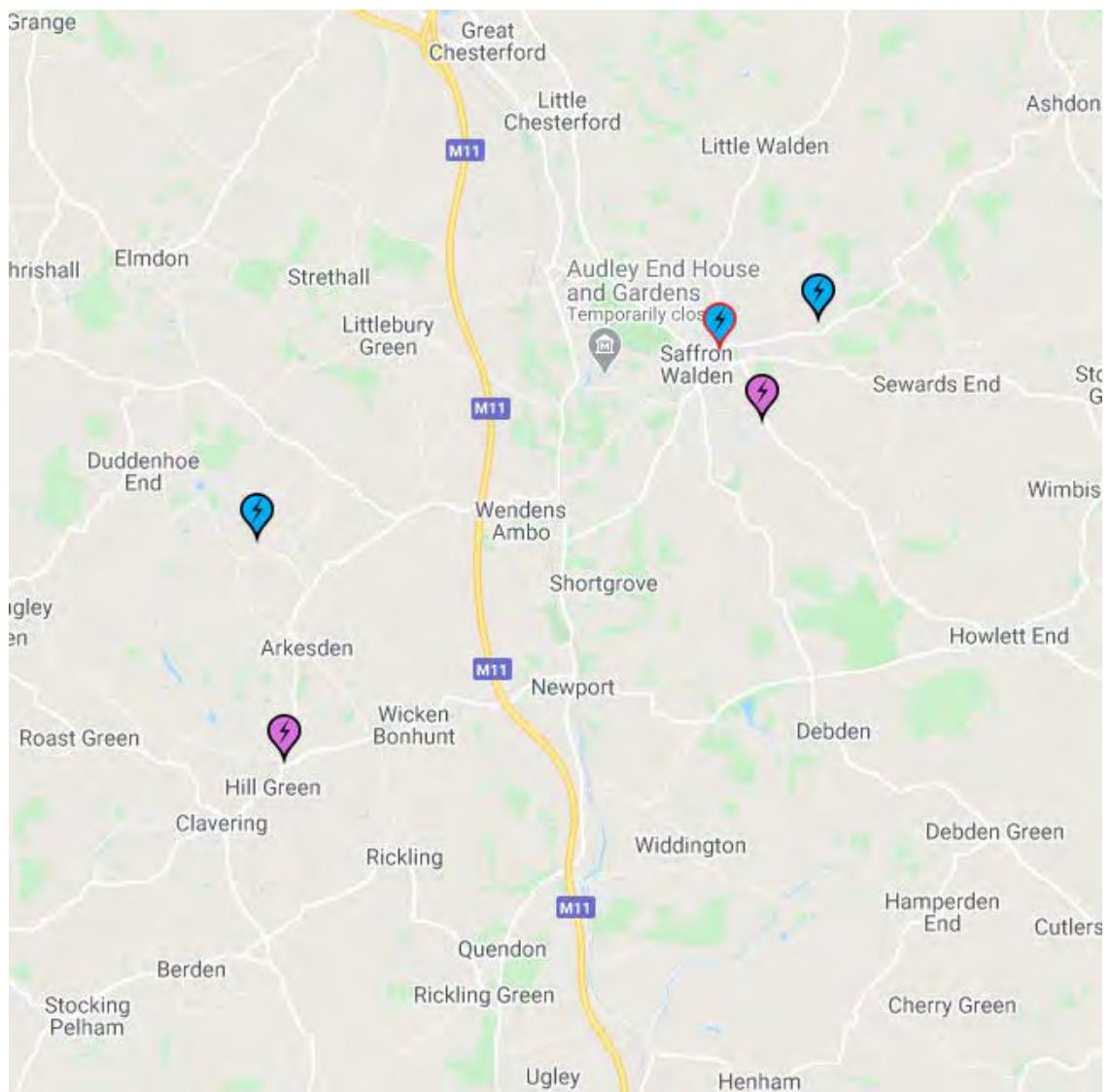
It is possible that continuing research may further reduce the permissible levels thus balancing or negating the technology changes. It was also drawn to the attention of the government Environment, Health, Transport and Environmental Audit committees, who were together considering air pollution (and were critical of the lack of action) that 'recent reports have drawn a possible link between attention deficit disorder, dementia and air pollution - at levels currently considered acceptable.' Source – BBC News website.

No evidence could be found that provision of Travel Plans, provided by developers, make any difference to vehicle usage. In a conurbation where many bus, tram, tube, train and cycle options may be available, there might be benefit from issuing travel guidance and for example promoting use of city-based travel phone apps. In the Plan area, however, there is only one fragmentary bus service, one station and no cycleways. It is therefore not considered plausible that a Travel Plan would tell new residents anything they did not already know, or would alter their intended mode of travel. It is therefore considered that Travel Plans should be given no weight in considering development applications unless they offer new off-site travel options which are likely to significantly alter travel patterns for a significant number of journeys and provide information not obvious to residents

A comment from UDC in response to the regulation 14 consultation was '*Research carried out by the Office of Low Emission Vehicles administered by the Energy Savings Trust suggests that the (lack of) provision of charges points is a barrier to the uptake of electric vehicles, along with battery range and upfront purchase costs'*

The provision of charging points in this area is scarce, see map below as at June 2020 from <https://www.zap-map.com/live/>

Map 4



Speeds (colours)



Slow
(3kW)



Rapid DC
(50+kW)



Fast
(7-22kW)



Rapid AC
(43kW)



Unknown



Hydrogen

Status (outline)



Available



Charging
(on some/all devices)



Issues
reported
(on some/all devices)



Community Consultation Feedback:

No specific questions were asked on air quality as the NO₂ and likely particulate levels were unknown at the time of the survey. There was one consultation comment:

Air quality needs to be assessed and improved

NPPF

Paragraph 181 states: '*Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.'*

Paragraph 103 states: '*The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.'*

2005 UDC Policy ENV13 – Exposure to Poor Air Quality says "*Development that would involve users being exposed on an extended long-term basis to poor air quality outdoors near ground level will not be permitted. A zone 100 metres on either side of the central reservation of the M11 (has) been identified on the proposals map as particular areas to which this policy applies.*

Recommendation

NQRRECQ Air quality monitoring and remediation

It is considered self-evident that planning decisions, and decisions relevant to planning, should seek to avoid pollution exceeding the legal limits, rather than retrospectively attempting mitigation after limits are exceeded.

Therefore, if the results show annual mean levels within 5 µg m³ of the legal maximum, currently 40 µg m³, an Air Quality Management Area (AQMA) should be designated for the affected areas of the Neighbourhood Plan, and an Action Plan produced.

Extending the NO₂ monitoring to other locations in the Neighbourhood Plan area including the junctions with the B1383 in Newport is strongly supported. Monitoring points on the feeder roads to the B1383 should also be installed as these would assist in defining the area of an AQMA.



Green Spaces and Environment

Objective 1 - To ensure Newport Quendon & Rickling develop in a sustainable manner by ensuring the timely provision of infrastructure and services to meet the needs of current and future residents

Objective 4 - To create a safer, healthier and more accessible environment for pedestrians, cyclists, other road users and residents

Objective 5 - To preserve and promote green areas within the villages and parishes to retain Newport Quendon & Rickling's predominantly rural identity, and to ensure that development is permitted only where it does not harm the special landscape characteristics of the area.

Objective 6 - To ensure Newport Quendon & Rickling has the appropriate community and public open space provisions, and recreational facilities, either within the parishes or within reasonable travelling distance, to support residents of all ages.

Objective 9 - To ensure that the locations of new developments are sustainable and retain and complement the essential characteristics of our villages.

Background

Description of the Plan area - The parishes of Newport, Quendon and Rickling are traditional rural villages in many ways. However, unusually they have a railway line which bisects Newport and the M11 motorway that borders each parish. These have a major impact on wildlife corridors, and noise and air pollution. The Harcamlow Way long distance footpath passes through Newport.

Rickling Village Green is the quintessential village green in that it has a cricket pitch, mature trees and is encircled by housing, including the village pub. Other Green Spaces include the Recreation Ground and Quendon Woods. Quendon has particularly attractive walks through bluebell woods.

Newport has a Common (formerly known as Newport Pond) that borders the River Cam and Gaces Acre within the village. On the outskirts are marsh areas adjacent to Wicken Water, Debden Water (part of which is designated as SSSI) and the river Cam. Wicken Water, from the West and Debden Water from the east flow into the Cam which flows south to north. These waterways can be dry in summer months, but are prone to winter flooding.

Both villages have very large areas of designated as Historic Parks (Shortgrove and Quendon Hall) to which there is no public access. Otherwise the villages are surrounded by open green spaces and farmland but access is restricted to public footpaths, bridleways and byways.

There is a large variety of wildlife in the countryside such as badgers, muntjac and roe deer, foxes as well as other small mammals, adders, grass-snakes, slowworms and birds, including buzzards, kestrel, harriers, red kite and sky larks as well as large numbers of pheasant and partridge. The maintenance of wildlife corridors is essential through and around the villages if these populations are to be maintained.



Although most of the surrounding land is arable farmland there are a number of small areas of woodland. These are primarily used as pheasant/partridge pens, but do provide habitats for other animals.

In many areas hedgerow borders have been extended by farmers to provide additional habitat for small mammals as well as ground nesting birds, such as skylarks. Footpaths along these field boundaries are particularly attractive, with the combination of crops, field margin, and hedgerow.

The war time history of the area is revealed by the many pill boxes along the valleys to the east of the B1383. Most are partially hidden and in poor repair

Building affecting floodplains - As recorded in the introductory sections of the Plan, Newport is subject to frequent flooding involving property and road closures

The Environment Agency (EA) maps are created from readings and by computer modelling. They are indicative but may not reflect current conditions. In a meeting concerning flooding issues in Newport, with the EA and representatives from UDC, ECC, parish and district councillors held on 21st March 2018, it was agreed that EA assessments relating to Newport may under-record the flood risk, particularly as the models assume that the channels are 100% available, which many are not. For example, the Bury Water Lane – School Lane junction, critical for access to the secondary school and over 250 properties and a care home – has suffered repeated ‘1 in a 100 year’ events and in 2014 a ‘1 in a 1000 year’ event, defined as over one metre depth at the road surface.

Despite submissions from residents on planning applications reporting flooding, three flood plain sites (UTT/13/1037/FUL, UTT/12/5198/OP, UTT/13/3297/FUL) which flooded from the Cam and Wicken Water in 2014, now have houses on them. The EA map does correctly record the three sites as being at flood risk

Such properties may be built high or in one case with a surrounding bund. This may protect the residents themselves, but any development on a flood plain reduces the ability of the natural environment to retain flood water, and to release it in a filtered clean condition into the watercourse. Tanked SUDs systems may not be able to retain as much water as a large flood plain (such as those bordering the Cam south of Station Rd, Newport) which is under water, nor do they typically filter the water.

Any reduction in the function of flood plains may disadvantage land and home owners both up and down stream. There is a common law duty not to do this, as well as local and national policies

New discharges into watercourses

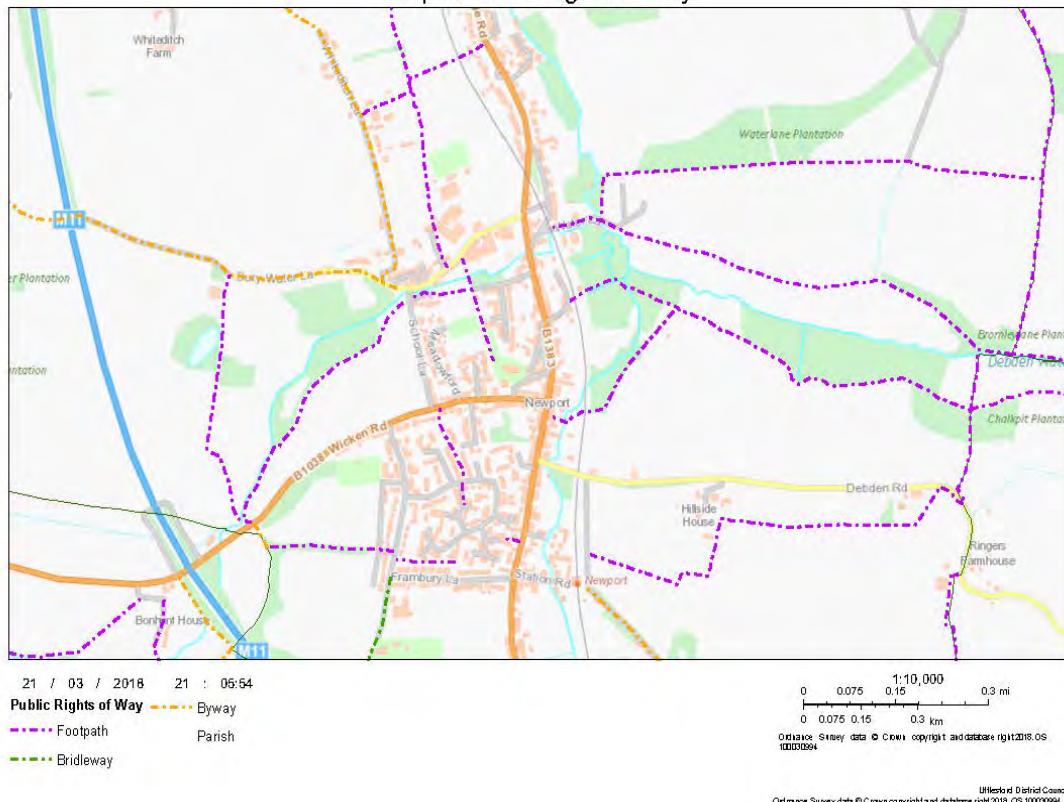
Development sites with existing run offs into watercourses may have flows mitigated by engineering solutions. However, this does not address the issue of entirely new discharges being created directly into watercourses, such as new road drains from recent constructions in Newport running into Wicken Water, a new flood sewer into the Cam from a site for 94 houses replacing the current run off onto a flood plain, and a new flood sewer into Wicken Water from a 24 house site permitted on appeal, from which water currently runs off elsewhere.

To date, Quendon & Rickling do not have significant flood issues.

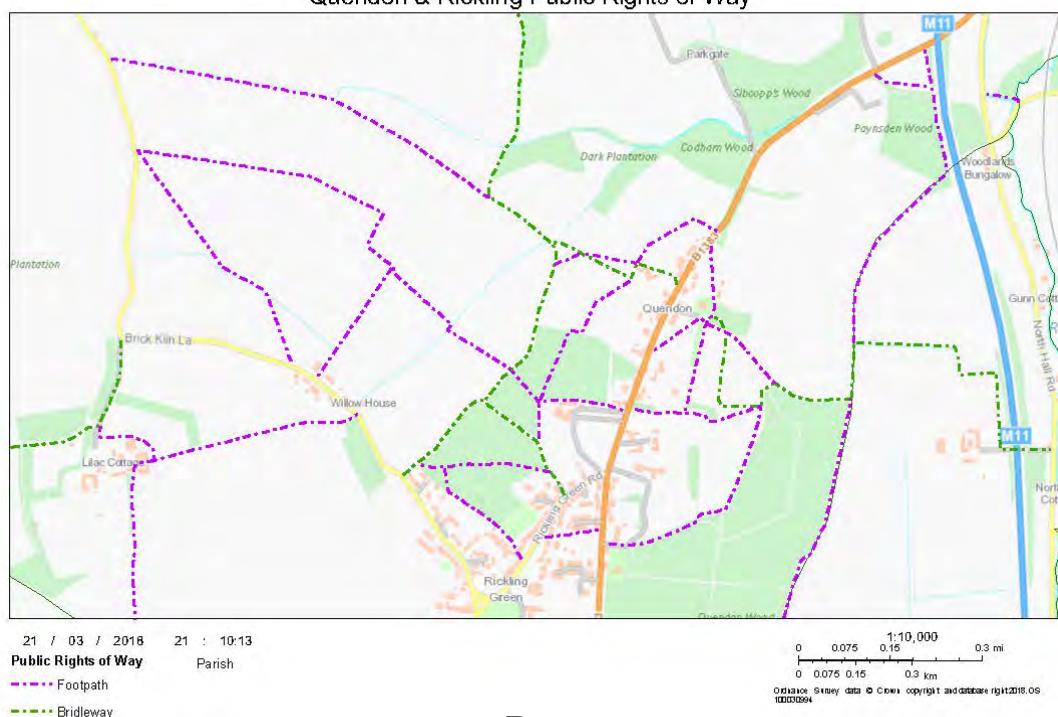
Footpaths, bridleways and byways

Maps 5 and 6 Rights of way

Newport Public Rights of Way



Quendon & Rickling Public Rights of Way





Footpaths and other public rights of way enable recreational access to the local countryside for residents and visitors to the area. These features are highly valued by residents and are an important feature of the village lifestyle.

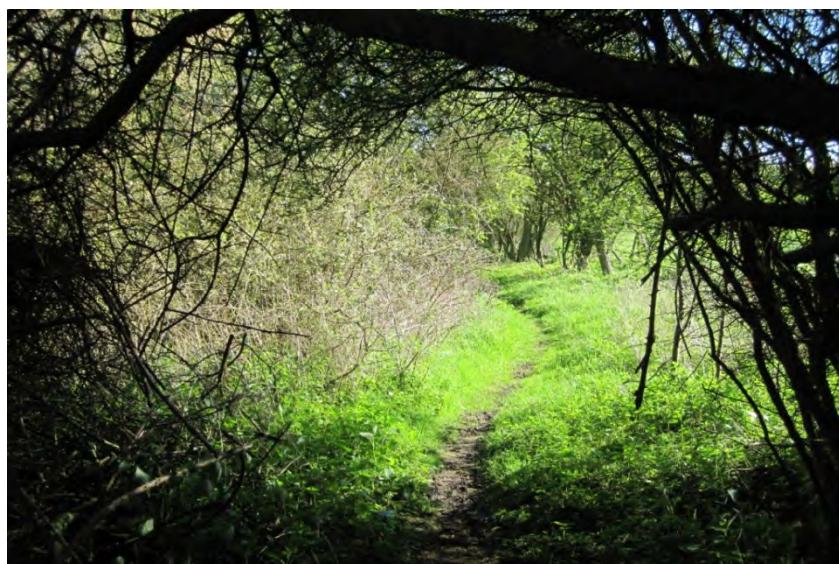
New development may offer an opportunity to improve existing footpaths and other routes, and may in some circumstances be able to contribute to the creation of new ones. If developments come forward which border on hedgerows or copses, the Parish Council will request, as a consultee, that the development leaves wide borders with foot access in similar fashion to that already done by some farmers, and with non-aggressive, wildlife friendly, cutting and maintenance regimes. Unacceptable adverse impacts on footpaths and rights of way are changes that will reduce public enjoyment and amenity value and include the closure of footpaths, re-routeing of paths that reduce accessibility or the loss of adjacent landscape and wildlife features and the 'boxing in' of paths or other rights of way, for example by fencing or walls.

A sample of views and features showing Newport's and Quendon & Rickling's locally important views is included in the Plan and published on the Plan website. These are from footpaths, bridleways, byways and roads. Views from roads are considered very important as they are seen by thousands of people a day.

Constructions within 50m of footpaths will be of particular concern, but the more distant impact of loss or degradation of views will also need to be considered. ('Constructions' is used as a generic term for anything not there previously. It could be an earth mound blocking views, a ditch, a fence, a building, a sewage pump, a road.)

The fragmenting of footpaths prevents them functioning as wildlife corridors and is therefore unacceptable, unless alternative corridors of equivalent quality are provided.

In Newport, Network Rail are intending to close all three footpaths across the line with the only alternative to walk on existing roads. The northern most, 'Windmill' was only rarely used. The central one, leading off the High Street, 'Elephant' was frequently used and formed part of a circular route. At the time of writing the closures had not completed the legal process and so are still shown on the footpaths map included in this Plan, despite being already barricaded off. The 'Elephant' closure has resulted in more pressure on the remaining paths, which in winter become muddy.



Newport footpath 14



The Harcamlow Way



Winter mud – White Horse Lane path

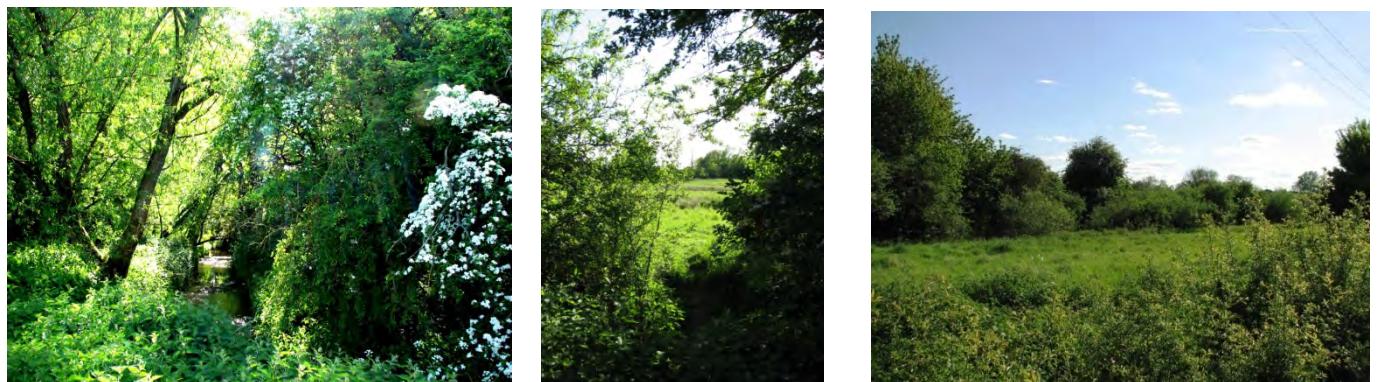
Water Recycling Centres (WRC) - The Newport WRC (formerly known as the sewage works) was reported by Hyder Consulting in 2010 for UDC for the Local Plan, to fail on all three key indicators. These are insufficient processing capacity, insufficient dry weather flow in the Cam, and having a combined storm and foul water sewer system. It frequently smells. The Quendon works has similar issues.

Significant extra burden has been added since and the scale of permitted development is recorded elsewhere. There is no evidence of any significant upgrade work at the WRC since construction in the 1970's. Sewer pipe constraints have been addressed at the Bury Water Lane developments by building an onsite holding tank which can delay release when a monitor flags that the pipe is backing up. The WRC has no storm tank and in heavy rain the works is inundated and floods poorly treated effluent into the Cam. It is a grey musty smelling flood.

Hyder also report the condition of the Cam as poor, with agricultural run-off as well as the burden placed on it by the WRC output which, although usually appearing clear, contains biological material which consumes oxygen from the water. This is known as Biological Oxygen Demand (BOD).

Wicken Water Marsh - The Marsh is a wetland area on the west of Newport between the new housing and care home developments on Bury Water Lane, and School Lane/ Wicken Rd. It was designated in 2007 as a Local Wildlife Site (LoWS).

Map 7 Wicken Water Marsh



From L to R: From footpath near the ford looking west, looking east into the LowS, and looking south from Bury Water Lane

The UDC Local Wildlife Site Review of 2007 describes it as 2.8 ha: '*The eastern section of this site comprises a dense Reed (*Phragmites australis*)-bed, surrounded by largely willow scrub. The western section comprises an overgrown Osier (*Salix viminalis*) bed, with overgrown scrub of Crack willow (*Salix fragilis*), Grey Willow (*Salix cinerea*) and Goat Willow (*Salix caprea*).*

Reedbed and wet woodland are both Biodiversity Action Plan habitats '

Concerning its condition and management, the Review says: '*Whilst willow scrub is one of the important habitats here it should not be allowed to spread at the expense of the open reedbed. Coppicing the willow scrub would add to the habitat diversity.*'

The east side of the site, and the riparian woodland to the south of Wicken Water, is owned by the Ellis Trust. The west side is in private ownership. There is currently no public access to the site. The LoWs appears to have no maintenance being undertaken. A representative of the Ellis



Trustees has indicated willingness to include their part of Wicken Water Marsh in a project to open it up (meeting 15th November 2017)

Community Consultation Feedback:

Policy question	Summer 2017 survey					Of those expressing an opinion	
	No opinion	Neutral	Like	Dislike	Like	Dislike	
New developments should incorporate new footpaths and cycleways for recreation and to link to village facilities	9	5	204	3			
	4%	2%	92%	1%	92%	8%	
Biodiversity should be encouraged through the improvement and protection of wildlife corridors	2	8	209	2			
	1%	4%	95%	1%	99%	1%	
Development permissions focus on road access. They should also improve connectivity between the development, green spaces and the surrounding countryside	7	22	187	5			
	3%	10%	85%	2%	97%	3%	

Comments received included

Need areas with open access (preferably including woodland). Land owners are very restrictive with regard to sticking to public footpaths (eg Quendon Estates and Shortgrove)

All the green spaces, hedgerows, and trees in our lovely countryside should be protected, not just those with TPOs or inside conservation areas. I'm glad we have these protections but it's also the more mundane, lower profile wildlife we need to protect. All our green areas provide much needed habitat to insects, bees, birds etc which are all critical in our ecosystem

Green areas and access to them are essential. More importantly, the countryside on our doorstep should be protected



Footpaths access to schools must be considered for new developments - all houses should have safe passage for children to get to school! Not currently the case

Anything to improve biodiversity is good

Wicken Marsh should be kept unspoilt but managed to encourage biodiversity of species. All developments should ensure existing fauna and flora are preserved

NPPF

Paragraph 155 says: "*Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.*"

Paragraph 156 says: "*Strategic policies should be informed by a strategic flood risk assessment, and should manage flood risk from all sources. They should consider cumulative impacts in, or affecting, local areas susceptible to flooding, and take account of advice from the Environment Agency and other relevant flood risk management authorities, such as lead local flood authorities and internal drainage boards.*"

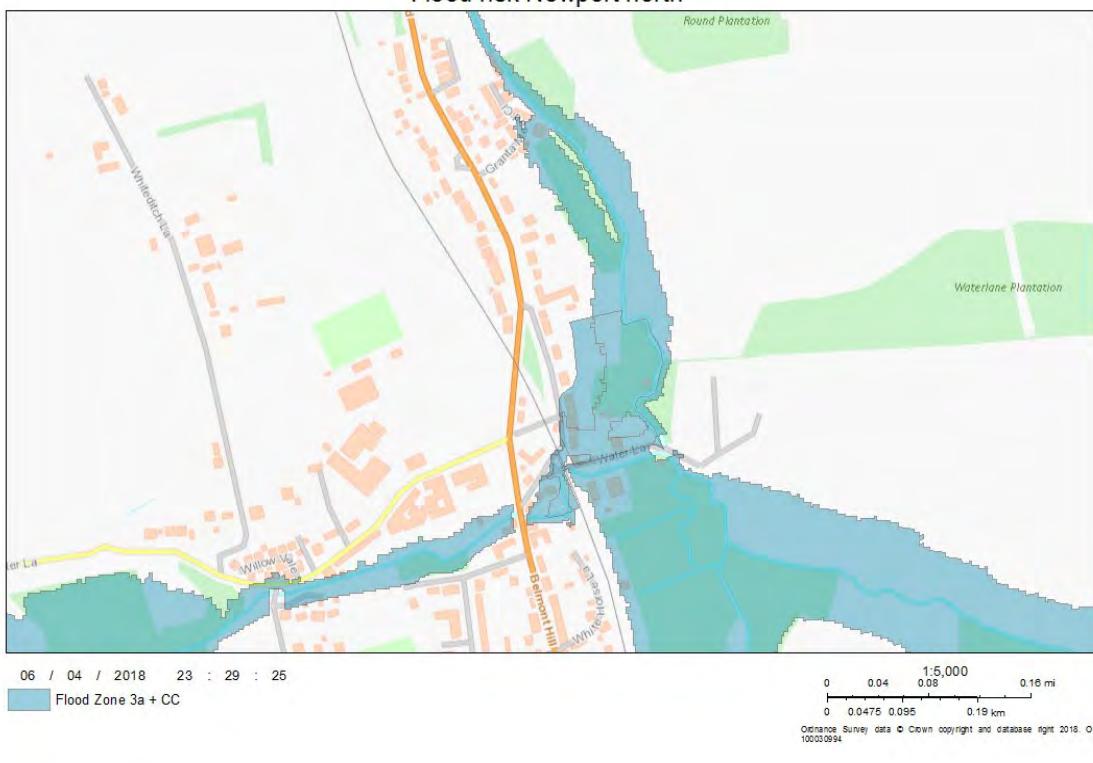
There are several following paragraphs on flood risk. However, there is nothing in the NPPF requiring or acknowledging the use of local knowledge and evidence to support or contradict the computer modelling used to generate the assessments to support applications.

The Parish Councils consider that, in assessing applications for development, local knowledge and evidence including photographs, historical evidence and maps, is an important material consideration in the decision making process.

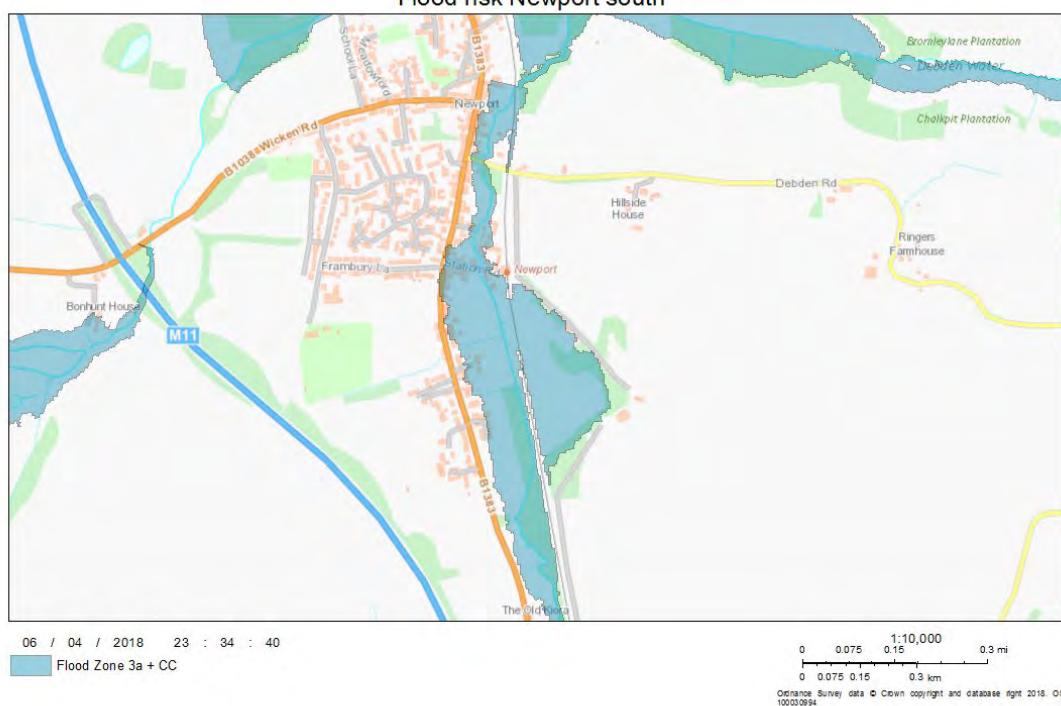
The maps and figures below (maps 8 and 9) are Environment Agency Zone 3a plus climate change, defined as High probability - Land having a 1 in 100 or greater annual probability of river flooding.

Maps 8 and 9 Flood Risk in Newport

Flood risk Newport north



Flood risk Newport south





Policies

NQRGSE1 Surface water discharges into watercourses.

Developments resulting in increases in surface water run-off, which will enter watercourses in the parishes will not be supported unless there is clear evidence that the effect of mitigating measures will be to reduce, or at worst not increase, the risk of flooding.

NQRGSE2 Footpaths and access to the countryside.

New development, which is located close to, or adjacent to the existing rights of way network will be expected, where practicable, to provide footpath links between the development and the right of way network. Improvements to the surfaces and signage of existing footpaths will be encouraged.

NQRGSE3 Protection of Locally Important Views

Development resulting in an adverse impact on locally valued views, shown on Maps 15, 15a and 16, will not be supported unless that impact is adequately mitigated.

Conformity statement: NPPF 155, 156 ALP GEN3, ENV8, ENV9

Recommendations

NQRRECW Wicken Water Marsh Local Wildlife Site - maintenance and access.

It is recommended that the LoWs be assessed by a recognised body such as the Essex Wildlife Trust. The purpose being to assess its condition, recommend actions to improve it, and if needed, create a Biodiversity Action Plan to be overseen by an appropriate body. The assessment should also consider whether there can be some degree of public access to the site, subject to landowner agreement. Newport Parish Council and local residents should be encouraged to participate in implementation of any recommendations, and developer contributions may be welcome.

NQRRECG Sewerage systems.

It is strongly recommended that the Water Company increase the capacity of the Newport WRC, improve the quality of its output and provide a storm tank to handle heavy rain.



Education and Health

Objective - To ensure Newport Quendon & Rickling develop in a sustainable manner by ensuring the timely provision of infrastructure and services to meet the needs of current and future residents.

Background

Healthcare - The West Essex Care Commissioning Group (WECCG) in a response to application UTT/17/2868/OP on the UDC planning portal on 31 Oct 2017 show the patient list for the Newport surgery as 8,003 and its capacity as 6,423 patients. Current permissions suggest around 1,500 extra patients in Newport and around 125 from Quendon & Rickling. There is also significant development underway elsewhere in the surgery's catchment area – which includes Clavering – so an increase of 2,000 patients may be a reasonable assumption.

Although the NHS is consulted by UDC on larger planning applications, the relevant surgery is not informed. Until approached by the Steering Group for the Neighbourhood Plan, the owners of the surgery were unaware of the scale of already approved development and hence the extra capacity needed.

The WECCG five year plan¹ factors increases in population of about 1.1% pa in the period to 2019. Given the scale of permissions envisaged within the UDC local plan, this was clearly inappropriate, not least for Newport, Quendon & Rickling.

It is more realistic that plans for around 25% increase in the baseline demand should be being actioned promptly to reflect house both already built and under construction

The senior partner estimates that the Newport surgery will need slightly more than one full-time-equivalent (FTE) doctor to cover the extra patients. They have 4.25 FTEs on their current list (December 2017). They say: '*We have carefully considered our current premises and identified ways of simply increasing the number of consulting rooms – we have identified ways of increasing consulting room number by 3 with only internal works. And we could easily increase the size of our admin wing if needed. We have a good sized car park (which is free)*

Primary school places - There are primary schools at Rickling Green, Newport and Clavering (which is not in the NQR Plan area). Despite it being around 5km between Newport and Quendon, and 7 to 8 km to Clavering School, Essex Education considers them to be 'one school' for the purposes of having 'available' places. As Essex County Council is a statutory provider of school places, they are not permitted to reject housing applications even if they do not have places available or easily expandable capacity on school sites. The grouping of schools by Essex is done throughout the district and allows them to fulfil their duty by saying there are places at a more distant school in the group, to which pupils must commute.

Essex is reporting deficits in response to planning applications. For application UTT/17/2868/OP (150 houses in Newport) they report that, following recent expansion, Newport primary has 198 places. They continue: '*Demand in the area, however, is forecast to rise further with current data*

¹ <https://westessexccg.nhs.uk/news-and-publications/publications/plans/five-year-plan/2355-weccg-5-year-plan-cm-final-update-jan-2015-1/file>



suggesting a need for 22 additional places by the 2021/22 academic year. Looking at the wider area (Uttlesford Group 6), a deficit of 48 places is anticipated in the absence of action to increase capacity'. This means that despite netting off any individual year deficits and surpluses between the three schools, there will still be a shortfall of 48 places.

In 2017 application UTT/15/1869/FUL for 95 houses abutting Newport primary school was granted on appeal. One of the key reasons for the UDC Planning Committee refusal was that, having offered 0.9 ha of land for school expansion in the Call for Sites to successfully get the site included in the UDC draft Plan, this allocation did not feature in the subsequent application. This has resulted in the blocking of the school development needed to cater for the anticipated growth. (A less suitable strip of 0.4ha was offered but Essex said it was not enough for the required growth, and will be used for a car park; Essex did not waive the full educational cash contribution required)

However, the s106 agreement for UTT/15/1869/FUL did specify that the educational contributions were to be used for the early years, primary and secondary schools in Newport.

The Steering Group believe it is self-evident that primary school students should have as the first available option the ability to go to the nearest school in their community. We believe that provision that involves commuting out of the villages to distant primary schools is not sustainable and not acceptable.

At the time of writing (Spring 2019), in 'Meeting the demand for school places in Essex - 10-Year Plan - 2019 – 2028' the education authority proposed a 15 place 'bulge class', with location not stated, and unspecified extension to Newport primary in 2022/23

One area within the Plan, Whiteditch Lane, has been subject to very large numbers of small developments, typically between one and four houses. At the time of application these are not considered by Essex Education and so are not subject to any monitoring of the cumulative effect on demand for places, or s106 payment.

Statutory Consultee Feedback from ECC - '*Under section 14 of the 1996 Education Act, Essex County Council must secure sufficient school places to serve their area. There is a range of school place providers including Academy Trusts. Nationally, schools are placed into 'planning groups' agreed between the local authority and the Department for Education. These groups reflect local geography, historic admission patterns and alternative provision.*

Essex County Council's '10 Year Plan' to meet the demand for school places notes that Clavering Primary School is being expanded for September 2018 and that a further expansion in 'group 6', which also includes Newport & Rickling primary schools, may be required around 2020.'

(Clavering is not in the NQR plan area)

ECC effectively recommended refusal of a large planning application for 104 houses in nearby Thaxted on the same grounds as this policy, ie insufficient places at Thaxted and distance to travel, despite Thaxted being in a group of five (Debden, Great Sampford, Radwinter, Thaxted and Wimbish). The infrastructure planning officer at Essex County Council said in the consultation letter to Uttlesford District Council (UDC): "*The proposal is within the priority admissions area of Thaxted Primary School, which has capacity for up to 266 pupils. It is the only school in Thaxted. As of January*



2018, the school had 243 pupils on roll and was full in two year groups...Unfortunately, it would be extremely difficult to expand Thaxted Primary School on its current site and, **with no other schools within reasonable walking distance of Thaxted**, accommodating pupils from any new homes built in Thaxted will be problematic." (NQR Plan emphasis)

Community Consultation Feedback:

Policy question	Summer 2017 survey					Of those expressing an opinion	
	No opinion	Neutral	Like	Dislike	Like	Dislike	
I generally have no difficulty getting suitable appointments at the Newport surgery	34	37	105	45			
	15%	17%	48%	20%	70%	30%	
There should be a new larger Health Centre close to public transport	3	52	150	16			
	1%	24%	68%	7%	90%	10%	

Some text comments from the consultation:

Newport Surgery provide an excellent service but do think the doctors are stretched to capacity.

The surgery appears to be running above capacity and we could really do with a new medical centre with adequate parking and close to the transport links.

All oversubscribed local facilities are obviously going to suffer more problems with many new residents. This needs addressing before the building starts.

Regarding docs appointments there is absolutely no problem whatsoever The (Newport) primary school has little room to grow if required and appears to be being hemmed in on most fronts by proposed development.

All housing expansion must include extra provision for primary and secondary education, doctors surgeries, adequate and safe parking for those using these facilities.

Projected figures for school places should be considered and acted upon before approval of new development.

It is completely ridiculous that new developments in the area and the subsequent increased number of residents can go ahead without additional education and facilities being provided. This is absolutely essential



NPPF

Paragraph 34 says: *Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan.*

Paragraph 94 says: *It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications;

Policies

NQREH1 General Practice

The timely expansion of Newport Surgery as identified by the practice management will be supported. Relocation to a site easily accessible from public transport will also be strongly supported.

The purpose of this Recommendation below is to reflect the geography of the Plan and surrounding area where primary age children may currently be required to commute to school. It is considered reasonable, sustainable, and in the interests of the health and well being of young children that where primary schools are present in their home villages, the Education Authority (EA) should provide capacity in each village rather than requiring them to attend distant schools.

NQRRECP Primary school funding

It is recommended that financial contributions from development for primary education should be specifically for use at the nearest primary school to the development

'Nearest school' will in the majority of cases not be in doubt and will typically be within walking distance. The Chartered Institute of Highways and Transportation state that a walkable neighbourhood has a typical catchment of around 800m (or ten minutes walk)

However, the EA's procedure for determining school transport eligibility may be used to define the nearest school. 'Nearest school' does not mean a group of schools.

Conformity statement NPPF 34, 94, Chartered Institute of Highways and Transportation See para 6.3 in https://www.cih.org.uk/media/4465/planning_for_walking_-_long_-_april_2015.pdf

Heritage

Objective 7 - To ensure the conservation and enhancement of our heritage assets.

Listed buildings have protections against inappropriate work which is enforced by the planning system. However, even in a Conservation Area, unlisted buildings have no protection against potentially inappropriate work which may be done within permitted rights, such as loft conversions, installation of uPVC windows and doors and velux windows.

It is however available to councils to designate 'Article 4' protection to any property, even if not in a Conservation Area, where it is considered that the external appearance is of significance. These are of two forms:

Schedule 2 (a) which effectively designates the external appearance of a property and its curtilage as though it was listed, even though the inside of the property may not meet the criteria for listing

Schedule 2 (b) which designates the boundary features a property, typically attractive walls or iron work, often of historic significance, for example where a new building is set within older walls.

Newport has such designations on a fairly extensive scale, see map below. However, Quendon & Rickling has none.

Examples of buildings are:

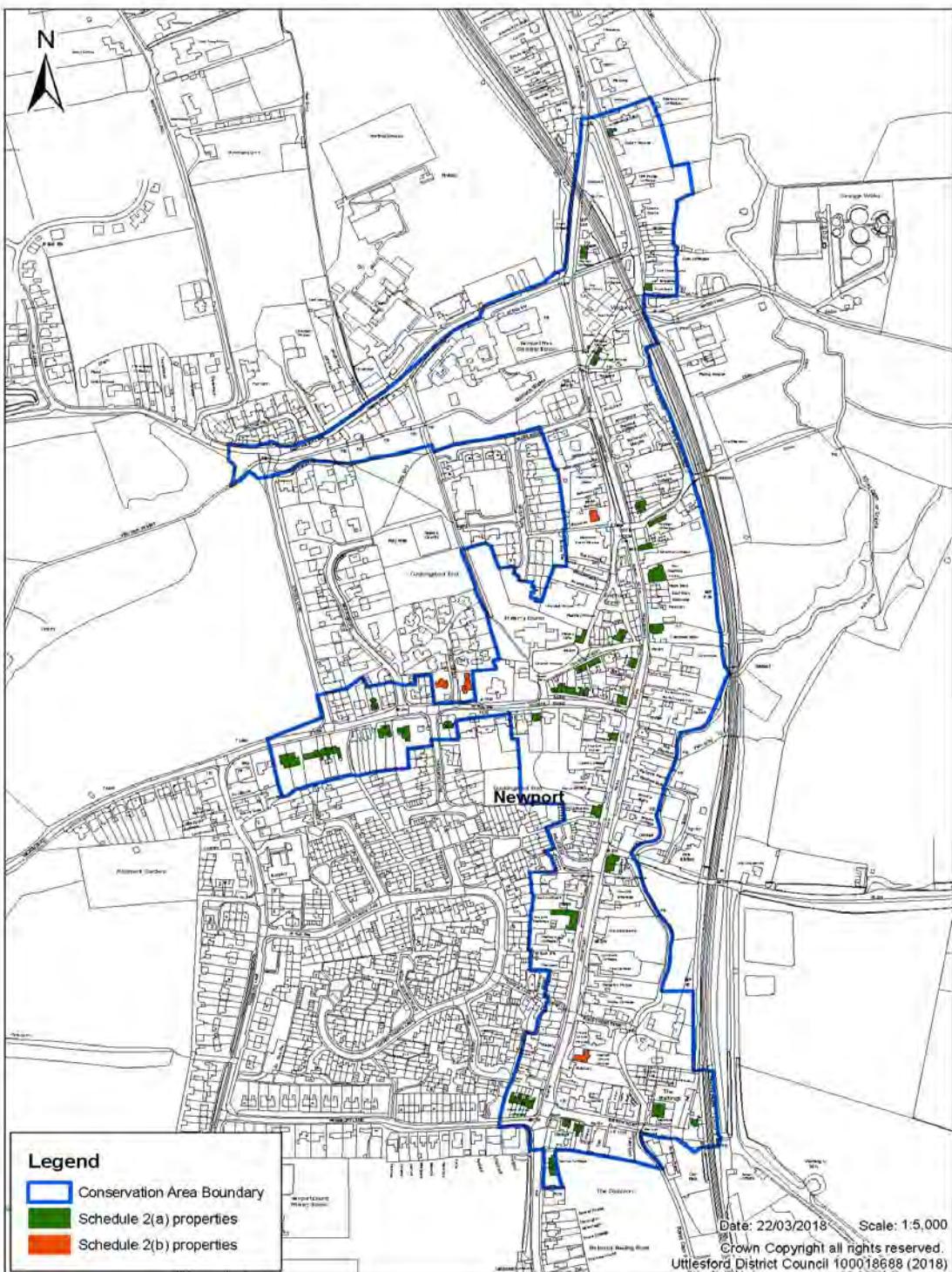


Millers Gate Newport – Article 4 protected



Old Parish Hall Quendon – On Local Heritage list but no Article 4 protection

Newport Article 4 Directions





Quendon and Rickling has the following included on the UDC Local Heritage List:

Cambridge Road. Rosebush Cottage and The Cottage, Pond Cottage, Village Fountain, The Village Hall, 1 to 4 Red Brick Cottages,

Rickling Green. Candle Mass Cottage, Cast-Iron Finger and directional post. (This is the one pointing to Clavering and oddly the Brixton Lane low level finger post is not included)

Rickling Green Road. The Old Parish Hall, Rickling C of E School, No's 1 and 2, 1, 2 and 3 Lacey Cottages

Although referenced in the regulation 19 Local Plan, the list has no legal weight, for example, to override permitted rights to make alterations

Recommendation

NQRRECA Consider Article 4 protections for Quendon & Rickling—

It is recommended that Quendon & Rickling parish council conduct a survey of the non-listed properties in the parish, and where considered necessary, apply to UDC to designate properties under Article 4



Housing Allocation Policies

Objective 5 - To preserve and promote green areas within the village and parishes to retain Newport Quendon & Rickling's predominantly rural identity and protect the special landscape characteristics of the area

Objective 9 - To ensure that the location of new developments are sustainable and retain and complement the essential characteristics of our villages.

Background

What distinguishes a town from a village? Villages have greater social cohesion – the bonds, or "glue," that holds a society together, often through common values, beliefs, and behaviours. Villages are one place, whereas towns have distinct areas. People typically feel safer in villages; they know their neighbours and have a right to say Hello to anyone. Villages are quieter than towns, with less traffic and less light, noise and air pollution. Residents may feel a greater responsibility for their village than they might to a larger settlement. On the other hand village residents may need to travel significant distance to access services such as a major hospital or a post office. Towns have more facilities: for example, for sport and recreation, restaurants, public transport, shops, public facilities and employment. Compared to towns, villages are distinguished by smaller geographical size and population, fewer facilities and 'oneness' and community.

In the last major expansion of Newport in particular in the 1970's, there was a major upgrade of infrastructure. This included a new primary school, sewage works, doctors' surgery, and estates with wide roads and pavements. In the 1980's the M11 opening took away much of the through traffic from both villages, and the recreation ground was provided. This strengthened the village identity by ensuring the retention of shops and facilities, but it did not create any town like characteristics

The 1950's to 1970's developments in Newport could be characterised as large-scale infill, within the valley of the Cam and on previously used land which was not of prime agricultural use. The central and west side of the valley was filled up. With the exception of a section of Frambury Lane, all development was retained below the skyline.

In the C21st large, medium and small developments have extended onto open farmland and along the B1383. These have made the ends of Newport not within reasonable walking distance of each other. Some of the developments are on open land not connected well with the village core, with poor vehicle access and highly visible in the landscape. Prior to these C21st developments, views from the south looking back at the Newport showed only the church tower above the trees with the rest of the village not visible in the valley.

Developments so far approved or built since the start date of the new Local Plan in 2011 will deliver almost no infrastructure or facility improvements and the Traffic Assessment for an application for 150 houses in 2017 stated that it is not possible to improve the local road network

The significant expansion of Newport, Quendon & Rickling, and all the surrounding settlements, has caused a large increase in traffic. The conversion of employment land into residential locally and along the B1383 and Saffron Walden has increased the need to commute. The villages have no direct public transport to the largest source of employment which is Stansted Airport. The train



service from Newport is stopping trains only and two thirds of services do not stop there.

In this century Newport has so far had four new housing developments along the B1383, and Quendon has had three. To the south Ugley has extended and Stansted Mountfitchet has had a major development along the road out into the Stort Valley. In 2020 permission was granted for 76 houses along the B1383 between Great and Little Chesterford.

A large number of individual applications totalling 68 houses have been permitted along Whiteditch Lane in Newport (as at June 2019, and applications for 8 more houses were awaiting determination). It is a dead-end single-track byway with a blind S bend and no lighting or footways. No significant upgrade to the byway was required of any of the developments. Residents and the parish council consider it unsuitable for this scale of development. In 2011 it had 12 large houses.

The landscape around Quendon and Rickling in the Stort valley is more open. It is attractive rolling farmland interspersed with copses, hedgerows and specimen trees. There are winding lanes and fine long distance views, including towards All Saints Church, Rickling

Community Consultation Feedback:

Policy question	Summer 2017 Survey				Of those expressing an opinion	
	No opinion	Neutral	Like	Dislike	Like	Dislike
Allow building to continue extending along the main road (the B1383)	6	51	40	124		
	3%	23%	18%	56%	24%	76%
Allow Newport to expand outside of the river valleys. Eg the proposal for 150 houses on Wicken Rd behind Frambury Lane going down towards the M11 (Site 04New15 on the map)	12	38	24	147		
	5%	17%	11%	67%	14%	86%

Instead of building on greenfield allow Newport to expand on the brownfield land East of the railway (eg Site 13New15 on the map)	11	48	112	50		
	5%	22%	51%	23%	69%	31%
Retain significant green areas close to the centres eg Wicken Rd/School Lane	8	13	194	6		
	4%	6%	88%	3%	97%	3%
Only allow infill in Quendon & Rickling	64	50	75	32		
	29%	23%	34%	14%	70%	30%

There were many text comments reflecting the matters noted above. Other comments include:

'Experience in Quendon and Rickling has been that no amount of development guarantees improvements to infrastructure'

'Very important to keep large green areas in the centre of Newport. This keeps it a village and will help prevent it becoming a small town'

'The roads and infrastructure are simply not able to cope in Newport. The schools are full and the roads become gridlocked without the extra 800 or so vehicles that would come with 400 or so new houses'

'Newport is in great danger of becoming a small town and we want it to remain a village..... Newport has already done more than its fair share of development'

The key word in new development is 'sustainable' yet this consideration seems to be ignored when applications are approved. Sustainability must include services such as water supply, foul water disposal, traffic management, education places, shops and facilities availability, etc. If these things, among others are not present or part of the application, approval should not be given.

I chose to live in a village as I enjoy the scale of villages and ease of getting out into the countryside. It seems that this insatiable need to grow and develop is putting what makes our villages great in jeopardy. We must protect our green spaces, wildlife, and trees. When they are gone, they are gone and then we may find ourselves living somewhere which is no longer all that appealing. We have towns for a reason, let's keep development to them and retain our villages.

'All the green spaces, hedgerows, and trees in our lovely countryside should be protected, not just those with TPOs or inside Conservation areas'



'The countryside on our doorstep should be protected'

'The School Lane improvements is a bad example of connectivity ruining the rural scene for little benefit'

Site Assessments have been carried out and are on the following documents, published on
<https://nqrplan.org/evidence-documents>

- Site Assessment process and evidence
- Site assessments table
- NQR Plan site assessments
- UDC Plan calls for Sites 2015 and 2017, Newport and Quendon

The Site assessments table includes many sites in the villages already given permission. Although there is no point doing further assessment, there is concern that many of the permissions have taken valuable agricultural land, and some have very poor road access, which is already causing significant problems at the building stage. One of the sites built in 2018 and 2019 in Newport has caused significant damage to the historic upland view and is highly visible in the landscape. If applied for now it would be in material contravention of several policies in this Plan. Thus, this Plan seeks to address the perceived errors made in the recent past

Although not a planning consideration there is a very strong feeling that the villages have 'done enough' towards the housing needs of the district as they have received far more development in proportion to other areas, and without necessary infrastructure and service improvements.

Plan area housing requirement

It is considered that the key requirement for the Plan area is for social, or housing association, housing. This is typically at 50% of market value. Based on the very successful Hastoe development of 34 dwellings, the Plan supports a requirement of a further 30 such dwellings.

NPPF

The ministerial foreword says "Our historic environment – buildings, landscapes, towns and villages – can better be cherished if their spirit of place thrives, rather than withers."

Paragraph 103 says "Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health."

Paragraph 109 says "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."

It does not define 'severe' and the impact may be noise and air pollution as well as queues. It is considered that traffic issues should be viewed differently depending on whether you are in a village or a city. In a town or city you have other benefits to trade off against the disadvantages of more traffic



Withdrawn Local Plan Spatial Strategy Policy SP2

The Spatial Strategy 2011-2033 did not require any further site allocations for Newport (classified as a Key village) additional to those already permitted at the time the plan was submitted for inspection.

Quendon & Rickling was identified as a Type A village: "New development in the Type A and Type B Villages will be limited with the emphasis being on:

1. Enhancing and maintaining the distinctive character and vitality of local rural communities;
2. Shortening journeys and facilitating access to jobs and services; and
3. Strengthening rural enterprise and linkages between settlements and their hinterlands "

Type A villages were defined as having 'a primary school and some local services, e.g. village hall, public house or shop. They act as a local service centre and are suitable for a scale of development that reinforces their role as a local centre.

The only extension to the development limit not already built was 'Land south of Foxley House' suitable for 19 houses.

The Steering Group considers that Quendon does not meet all the criteria to be a type A village as it does not 'act as a local service centre'. It has no shop, post office, garage, service or medical facilities and no public transport in the evenings or on Sunday.

Newport
church from
bridleway 16
looking north
east





Documents relevant to the policies in this section:

- The Essex Landscape Character Assessment 2003 which defines the general landscape characteristics and sensitivities of the parishes. It uses a photo taken from Wicken Rd in Newport to illustrate the particular characteristics of the Cam Valley
- The UDC Historic Settlement Character Assessment 2007 defines the particular sensitivities of Newport and its surroundings
- The Conservation Area appraisals. These refer to outward views and connection to the countryside

Essex Landscape Character Assessment 2003

- Quendon & Rickling lies in the A1 North West Essex Chalk Farmland landscape area

'The North West Essex Chalk Farmland is a strongly rolling landscape of broad ridges, separated by valleys with small narrow streams. Large to very large arable fields are defined by broken hedge lines, drainage ditches or grassy tracks. Relatively few hedgerows, and widely spaced blocks of woodland and copses result in a generally open character. Sweeping views across the undulating arable farmland are punctuated by dispersed woods and copses, in the south and west partly interrupted by power lines. Panoramic views occur from the higher ground of the broad ridge tops.'

Villages are widely spaced in the valleys, and smaller hamlets are focused around greens on higher ground. A sparse dispersed settlement pattern and narrow lanes with few major roads crossing the area, other than the M11 on the eastern fringes, help to create a largely remote and tranquil character.'

- Newport lies in C1 Cam River Valley Landscape Character Assessment. The Assessment is referenced in the adopted Newport Conservation Area report.

'The Cam Valley is a wide and relatively deep valley, with distinctive smooth undulating chalkland hill slopes in the north, becoming shallower and gentler to the south. Large regular arable fields on the valley sides are divided by very broken hedgerows with few hedgerow trees.'

In contrast, the valley floor has a more enclosed intimate character with dense riverside trees/woodland and small fields. Historic parks such as Audley End and Shortgrove introduce a strong pastoral character to the valley between Littlebury and Newport with sweeping grasslands studded with parkland trees, as well as boundary woods and tree belts following the contours. A string of small villages are situated along the lower slopes of the main valley, and the small town of Saffron Walden occupies a tributary valley to the west. The M11 and a pylon route are locally visually prominent in the landscape.'

Newport Conservation Area report

Paragraph 1.33 notes that '*glimpses between the buildings to the hillside beyond provide important links between the village and the rural surroundings, significantly adding to the character of the village'*



Paragraph 1.71 says 'Important views: Development proposals that would significantly alter these important views will not be appropriate'

Policies

NQRHA1 – Coherence of the villages

Development of sites within the Development Limits (see maps 13 and 14) will be supported if of a scale and setting relating well to the villages, with good vehicle access and where safe, convenient pedestrian and cycle access is in place providing good connectivity from residential areas to the village centres and bus stops and, in Newport, the railway station

Further development outside of the development limits shown in the Development Limits maps, will be not be supported other than;

- Development appropriate for a countryside location, defined as agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside.
- Small scale infill development within existing clusters of development;
- Affordable housing on rural exception sites to meet an identified local need which cannot be met in any other way including some market housing necessary to secure the viable delivery of the affordable homes
- Residential conversion of redundant or disused rural buildings, which will enhance their setting
- Subdivision of an existing dwelling
- Construction of new houses of exceptional design meeting the criteria set in paragraph 79e) of the NPPF
- Conversion of existing buildings and the erection of well- designed new buildings for business uses.

NQRHA2 – Connection with the countryside

Proposed development must be sensitive to the setting of Newport within the surrounding countryside. The design and layout of any new development must take into account existing views into and from the countryside and ensure that the visual connection to the countryside is not lost.

NQRHA3 - Building in the countryside

Development will be permitted provided that:

- Cross-valley views in the river valleys are maintained with development on valley sides respecting the historic linear Newport settlement pattern, form and building materials of the locality;
- Panoramic views of the plateaux and uplands are maintained especially open views to historic buildings and landmarks such as the churches of St Mary's Newport and All Saints Rickling;



- The development protects and enhances the historic settlement pattern, especially scale and density, and that it uses materials and colours that complement the landscape setting and landscape character. Such development should be well integrated with the surrounding landscape;
- The development protects and enhances the landscape pattern and structure of woodland areas, hedgerows and individual trees and does not diminish the role they play in views across the landscape;
- The development protects and enhances the historic landscape character of field patterns and field size, greens, commons and verges;
- It preserves and enhances the landscape significance and better reveals cultural heritage links.

NQRHA4 Foxley House, Quendon, site allocation. (Ref '2 Que 15')

This site is allocated for up to 19 dwellings, subject to the following site specific requirements:

- The development provides a housing mix for a balanced community
- Development respects the amenity of existing dwellings adjoining the site
- Vehicular access should be from Bluebell Drive.
- The development must not impact adversely on the Conservation Area and must be complementary to the surroundings.
- Provision of a 'safe convenient internal footpath' into the village parallel to the main road, to be for public use including from the Bluebell and Ventnor developments to the south.

Conformity statement: NPPF 103, 108, 118, Newport Conservation Area Report, Newport Village Plan 2010, Quendon & Rickling Conservation Area Report, Quendon & Rickling Village Plan 2015, Essex Landscape Character Assessment 2003. ALP E5, GEN1, S7



Housing Planning and Design Policies

Objective 2 - To ensure that new housing is of high quality design that respects Newport Quendon & Rickling's local distinctiveness and enhances the historic character and setting of the parishes

Objective 3 - To seek solutions to the traffic parking and congestion issues and reduce traffic speed and to ensure that new developments have adequate and easily accessible parking

Objective 8 - To ensure new housing is in response to a proven housing shortage and that the housing is provided in a range of tenures, types and sizes so that local people of all ages can continue to live here.

Background

House sizes and affordable housing - House sizes should ideally be based on the need within the local community; however, a number of factors have a direct influence on this including the migration of people into the area and the commercial acceptability from developers. Alongside this is the need to provide 'affordable' accommodation and is a balance between the demand and availability

The National Planning Policy Framework (NPPF) contains a presumption in favour of sustainable development, and states that Local Plans should meet the full, objectively assessed needs for market and affordable housing in the housing market area and therefore the responsibility for establishing the level of future housing provision required rests with the local planning authority.

The 2015 Strategic Housing Market Assessment (SHMA), completed for the UDC Local Plan, assessed the housing mix and tenure in terms of number of bedrooms for market and affordable housing. It was concluded that the greater demand for market housing is for 3 and 4 + bedroom houses. Whilst the greatest need for affordable housing units is for 2- and 3-bedroom houses. (ELP policy H2 Housing Mix)

The Office for National Statistics (ONS) 2016 Household projections shows there were 8,091 one person households in Uttlesford in 2016. Out of a total of 33,982 households this is 23.8%. The ONS projection for 2041 is 12,022 out of a total of 44,446, which is 27%. One person households will be those needing one- and two-bedroom properties and so it is unfortunate that the SHMA does not consider the need for one-bedroom properties of any type, or the need for 2-bedroom market value homes.

The community consultation feedback for the Neighbourhood Plan shows 76% of respondents in favour of 1-2 bedroom properties and 81% in favour of 2-3 bedroom properties. It also supports the need for social housing – at genuinely affordable rents. 90% of respondents did not think there is a need for more 4 and 5 bedroom properties. In the Plan area 41% of permissions granted between 2011 and 2018 were for 4+ bedroom market houses (see table below: Approvals from April 2011 to March 2018)



It is considered that larger developments should contribute to the balancing of the ratio of supply to demand for the different house sizes. Statistics of stock availability by house size versus housing enquiries can be purchased from major online platforms such as Rightmove. A sample report for Saffron Walden is in the evidence base on <https://nqrplan.org/evidence-documents>. Sales statistics on their own do not address this as in the end any house of any size will sell. Building 41% large houses may be more profitable than building a balanced mix, but it matches neither with the ONS household size figures, nor local opinion as expressed in the Plan survey.

In assessing planning applications Uttlesford seeks to obtain 40% affordable housing on sites of 11 houses or more (Policy H6 Affordable Housing). Although the 40% affordables requirement is typically enforced, local experience is that the rest of the house size mix is not commented upon. It has been confirmed that UDC does not hold complete records of house sizes given permission – record keeping has varied according to government requirements and the records supplied to the Steering Group for the Plan area were not usable. So, although it might be possible to enforce policy H2 at an individual application level, it has no system to record whether its policy is being adhered to in total.

The Hastoe Housing Association development in Newport (Salmon Field) is a good example of meeting the affordable homes need by providing a total of 34 on this site – 25 houses and flats for rent and 9 houses for shared ownership – all of which are prioritised for people with a local connection. The housing mix is 14x2 bed houses; 4 x1 bed houses; 6x3 bed houses and 4x1 bed flat.

In the absence of Community Infrastructure Levy, currently only the very largest developments are required to contribute to health and education costs created by the development.

In the draft Local Plan the trigger for affordable housing is being reduced from 14 to 11 house sites, although the NPPF specifies it may be applied at 10 houses (para 63 '*Provision of affordable housing should not be sought for residential developments that are not major developments*'. The definition of a major development is: '*For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more.*'). Below 11 houses no application in Uttlesford is currently required to make any contribution to local services or infrastructure. This cut off point means that it could be more profitable to build ten houses on a site which could take more houses, in order to avoid affordable housing. As the NPPF allows the affordable requirement to start at 10 houses this Plan seeks affordable contribution of 40% on sites of 10 homes and includes the area criterion of 0.5 ha or more to address potential underfilling.

‘Social’ and ‘affordable’ housing are defined in the glossary



Generally, a local connection means:

- Currently resident in the parish.
- A previous resident in the parish but were forced to move away because of a lack of housing in the area which they could afford.
- Have close family who live in the parish.
- Have permanent and full-time employment in the parish.

Priority Categories, in order:

A - Currently renting from the local authority or a housing association.

B – Currently living with relatives / renting privately / working in the area.

C – Currently living outside the area.

Potential affordable home owners should fall within one of the following criteria:

- First time buyers.
- Those who jointly owned a home but the relationship has broken down and cannot afford to buy on the open market.
- Existing shared owners who have outgrown their home but cannot afford to buy outright / rent on the open market.

A pre-condition for application for Salmon Field (Hastoe Housing) is being on the UDC Housing List.

It is considered that the best way to ensure that social homes go to those in the greatest need is by taking tenants from the local authority waiting list. The list gives priority to local connection and therefore also supports the cohesion of the local community by allowing residents on low incomes to live in the locality where they may have their jobs, connections and support networks.

Table 2 - Housing stock at 2011 Census

Number of bedrooms	Newport	Q and R	Total	Percentage
1	48	10	58	5%
2	182	64	246	20%
3	413	81	494	40%
4	184	54	238	19%
5 or more	103	34	137	11%
Empty	44	6	50	4%
Total	974	249	1223	100%



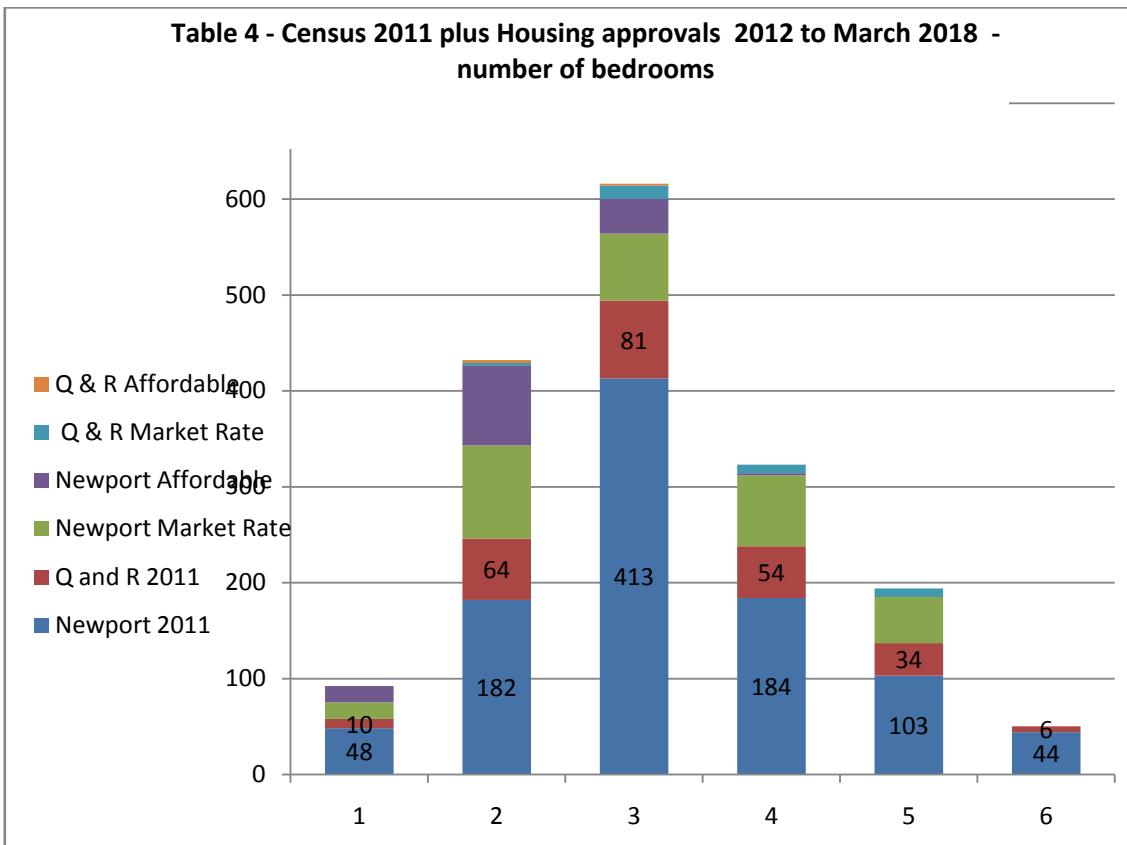
Table 3 - Approvals from April 2011 to March 2018

Number of bedrooms	Newport		Quendon & Rickling		
	Market Rate	Affordable	Market Rate	Affordable	Total
1	17	17	0	0	34
2	97	83	3	3	186
3	70	36	14	2	122
4	74	2	9	0	85
5 or more	48	0	9		57
Total	306	138	35	5	484

Of the 484 permissions since 2011, 143 are affordables (30%). On current UDC policy only developments of 14 or more are required to provide or contribute to affordable housing.

Update as at June 2020 - 547 additional properties have been approved in Newport since the last census in 2011, an increase of 56%. A further 244 have recently been refused at appeal. Forty care home places built in 2019 in Newport are not included in the above table of approvals. There were no care homes in the Plan area in 2011. Quendon has had 52 permissions since 2011.

Table 4 - Census 2011 plus Housing approvals 2012 to March 2018 - number of bedrooms



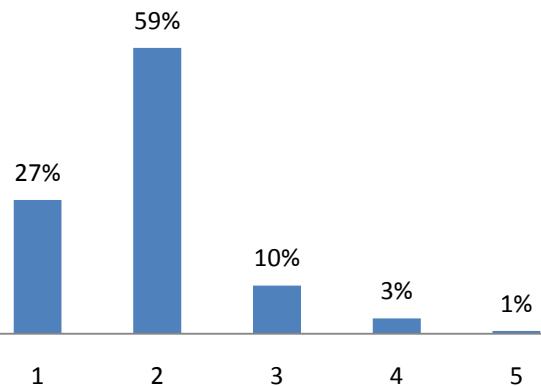
Of the market value houses approved since 2011, 224 (66%) are three or more bedrooms, with the 17 single bedroom properties being 5% of the total market value permissions.



The largest category for both affordables and market values is 2-bedroom homes; the 186 being 38% of total permissions

The percentage increases in housing stock by bedroom size against the total number of houses at 2011 is: one bedroom 2.8%, 2 bedrooms 15.2%, 3 bedrooms 10.0%, 4 bedrooms 7.0% and 5 or more bedrooms 4.7%. Overall, on current permissions the villages will grow by 39.6%, based on the 2011 census.

Table 5 - Number of adults in household at 2011



This chart shows for Uttlesford the number of people over 16 per household. The ONS 2016 Household projections show Uttlesford with average household size in 2016 as 2.5, falling to 2.4 in 2033 (interpolated 2031 – 2036 from tab 427 on the ONS spreadsheet on the Plan website).

Although not all single adult households will want one room houses or flats, the social housing demand shown below is supporting evidence that there is unmet demand for single bed properties. This is to be expected when house prices are very high and particularly so in the Plan area where Uttlesford has higher prices than the Eastern region, and of the Wards in Uttlesford, Newport Ward has the third highest prices (Uttlesford Housing Market Report – March 2018 (Q3))

Social housing demand

UDC Housing List March 2018

Numbers on the housing list indicating that they would consider a property in the parishes should one become available (source -UDC Cabinet Member for Housing, Cllr Julie Redfern):

Newport:

1 bed property - 128 (of which 48 people are over 60 years old)
2 bed property - 69
3 bed property - 25

Quendon and Rickling:

1 bed property - 50 (of which 17 people are over 60 years old)
2 bed property - 33
3 bed property - 10

Totals

1 bed - 178, 2 bed - 102, 3 bed - 35, All - 315

Percentage wanting 1 or 2 bedrooms is 89%



Housing Design - Within the villages' Conservation Areas, the buildings are predominantly in styles and materials traditional to this part of Essex. Materials commonly used are timber framing with weatherboarding or render (sometimes with pargetting), good red brick (locally made in the case of older buildings), some yellow gault brick and flint. Roofing materials are traditionally tile or thatch, although slate is common on more modern buildings. Boundaries are mostly walls of brick with or without flint, hedges and low fences, although some buildings have railings. Most buildings are two storey, although there are a number of larger, grander houses which are three or more storeys. Other larger buildings include churches, barns and schools.

Within the Conservation Areas, new building and rebuilding are already protected. However, it is noted that unlisted buildings in Conservation areas have broadly no extra protection and, for example, permitted changes such as loft conversion do not need permission and neither do replacement windows and doors. Also, although Conservation area considerations apply to a new build, once completed, permitted changes can be made, including something specifically refused on first build. 'Article 4' designation may be used in these cases, to protect the external appearance, where the rest of the property may not warrant listing. It will be required that materials used are in keeping with the traditional materials, that height will be no more than two storeys, that the cottage style with gables will be preserved, that massing (the shape and volume of a building) must be appropriate, that views will not be blocked and that good quality materials and attention to details in the building will be adhered to.

Out of the Conservation Areas, and particularly along the main road, there are opportunities for more variety and less conservatism in the design of new buildings, but the use of high quality materials that are in keeping with the area, and good design will be required. A good example is the new split roofed house on the west side of the main road in Quendon. The roof design is bold and dramatic but the house as a whole fits in well because of the use of the gable, as well as weatherboarding and flint on the front of the house.

Higher density may be appropriate in the village centres, subject to parking and access, but further out density should be as low as possible. Large generic design estates are inappropriate to the character of the Plan area, and unacceptable in principle.

Developments of urban style houses should be avoided. A variety of styles, shapes and sizes is to be encouraged rather than rows in a uniform style, because this is in keeping with the vernacular¹ tradition of the area.

Cheap, standard materials such as bright red brick and fake slate should be discouraged. Some inclusion of local styles and materials is to be encouraged. Garages and outbuildings should not be prominent. Boundary walls and fences should be designed with care and attention to detail. Houses should not have bland design-free frontages and care should be taken with window design, door cases and eaves.

Sites for new developments must be considered carefully in terms of how they will affect views, both close up and long distance. Views of churches, the countryside, open spaces, and significant buildings must be protected.

1.' Vernacular architecture is an architectural style that is designed based on local needs, availability of construction materials and reflecting local traditions. At least originally, vernacular architecture did not use formally-schooled architects, but relied on the design skills and tradition of local builders. However, since the late 19th century many professional architects have worked in this style.' (Wikipedia)



Parking Spaces - To reach the required number of spaces per house, developers seek to incorporate 'in-line' parking spaces, with two or three vehicles one behind the other, referred to as tandem parking. This makes the inner vehicles difficult to access

The Essex Parking Standards September 2009 says: '*The provision of tandem parking reduces the uptake of spaces, often used instead for bin storage in rear parking courts, and their provision encourages on-street parking.*'

In-line parking arrangements encourage residents to use visitor parking spaces. UDC Enforcement has taken action to stop this in a development in Newport which is predominantly two and three in a line parking. Reference: ENF/17/0304/C

Specimen trees - The Essex Design Guide (EDG) contains guidance on the use of trees for both amenity and also as part of road layouts to encourage good driver behaviour. There is a tendency on developments to use shrubs and quick growing trees to create instant greenness

In the wider area the machine cutting of hedgerows prevents larger trees from growing and so the number of specimen trees is reducing. Diseases are also reducing horse chestnut and ash trees.

All larger developments are required to provide amenity space and it may be the case that some developments have areas which are not suitable for houses.

The EDG lists suitable specimen trees (that is larger trees which will take many years to mature, typically 'native' species)

Community Consultation Feedback:

Policy Question	Summer 2017 Survey					Of those expressing an opinion	
	No opinion	Neutral	Like	Dislike	Like	Dislike	
There is a need for more social housing (council or housing association at affordable rents)	4	57	124	36			
	2%	26%	56%	16%	78%	23%	
There is a need for more sheltered housing such as Reynolds Court	9	69	110	33			
	4%	31%	50%	15%	77%	23%	

There is a need for more affordable homes	1	35	164	21		
	0%	16%	74%	10%	89%	11%
There is a need for more 1-2 bedroom flats or houses	5	59	120	37		
	2%	27%	54%	17%	76%	24%
There is a need for more 2-3 bedroom flats or houses	6	57	128	30		
	3%	26%	58%	14%	81%	19%
There is a need for more 4-5 bedroom flats or houses	10	61	15	135		
	5%	28%	7%	61%	10%	90%
There is a need for more 6 or more bedroom flats or houses	10	33	4	174		
	5%	15%	2%	79%	2%	98%
Parking arrangements where vehicles cannot easily be accessed (eg tandem) should not count towards the number of spaces required by UDC policy	31	41	117	32		
	14%	19%	53%	14%	79%	21%
Three and two and a half storey houses should be limited and only situated in the centre of developments so as not to overshadow the surrounding area and the approach to the development	8	24	179	10		
	4%	11%	81%	5%	95%	5%
The height and scale of new buildings should be consistent with the area and with nearby properties	6	6	207	2		
	3%	3%	94%	1%	99%	1%

Sites for new developments should not compromise rural and village views, both close up and long distance	5	12	200	4		
	2%	5%	90%	2%	98%	2%
New developments should be required to include litter and dog poo bins and UDC should be required to empty them	5	8	205	3		
	2%	4%	93%	1%	99%	1%
Developments of town-like houses should be avoided as not in keeping with the vernacular tradition of the area	5	24	179	13		
	2%	11%	81%	6%	93%	7%

There were many text comments, some making the same points, including:

Density of developments should be reduced to be consistent with rural development, rather than urban.

We need to encourage innovative design and styles of houses that extract the best elements from local vernacular architecture proposing new aesthetics that are born from the village and its surrounding countryside.

The quality of design of any new buildings is important. If by town houses you mean terraces, on the right site these could be an advantage.

Sometimes it might be better to juxtapose a completely modern building with an older building rather than attempting to blend something unprepossessing

There should be a stipulation to have generous areas of native trees bordering housing estates that reflects the area's natural habitat and to soften the impact of the new estates.

Modern 3 storey town houses do not belong in Newport; they will only impair the views we share across the village

The trouble is "affordable"..... a percentage is mortgage then on the top of that is rent on the remaining portion at market rents means it's beyond the means of people on low or middle incomes.



Let's not forget the maintenance charges as well! The only way locals can live here is through social housing (rents) at a reasonable level.

It would be good to ascertain with UDC the level of need and any potential waiting list for housing for Newport, Quendon and Rickling. Probably sufficient affordable housing being provided but should ascertain the demand.

There are currently too many large houses (4+ beds) being built with very small gardens. Local people, especially those starting out on the housing market or needing to move up into 3 beds due to growing families need smaller houses (less than 4 beds) with adequate gardens for recreational purposes.

Flats are not really suitable for most rural settings. Smaller houses are needed, but not flats

Social housing / so called affordable should be made available to 'locals' on a first basis.

There are too many luxury homes being built to satisfy asset rich Londoners (resulting in) ... important people like teachers, carers etc not being able to afford to buy houses now in Uttlesford.

What we need most of all are a mix of sizes of affordable rental properties, preferably council rather than private landlord ... who want to make a profit. This would allow our young people who want to stay in the area to do so, at least for a time, and for young families on low income to stay near family and friends who are their support network.

Developments should be limited to a size of house that leads ultimately to the total proportion of dwellings of three bedrooms or less being 75% of the total in the village

NPPF

The NPPF makes no specific recommendation on densities.

ELP

Policy D2: Car Parking Design says '*Parking within new residential development should be designed such that it is conveniently located and overlooked so that it can be used in the way it is intended; avoiding informal parking that undermines the quality of the street environment. Parking should be unobtrusive, with garages (where proposed) set back from the building line and street trees used to soften the visual impact of parked cars, particularly on street.'*

UDC has adopted the Essex Parking Standards 2009. However, for residential parking, class C dwelling houses, these have a requirement maximum of two spaces. UDC therefore added that for 4+ bedrooms, 3 spaces per dwelling is required, excluding garages if less than 7m x 3m internal dimension. Ref: Uttlesford Local Residential Parking Standards February 2013.

Policy H1 - says '*housing development will be expected to achieve the average densities of 30-50 per hectare both within our development limits and 'adjacent to any settlement'*



UDC Policy H2 - Housing Mix, says '*New housing developments will provide for a mix of house types and sizes to meet the different needs of the local area and the District as a whole including a significant proportion of 3 and 4+ bedroom market housing and 2 and 3 bedroom affordable housing to meet the needs of families as evidenced by the most recent Strategic Housing Market Assessment having regard to local character and the viability of the development which will be assessed on a site by site basis*'. It makes no comment on one-bedroom houses.

Policy H6 - Affordable Housing says '*Developments on sites of 11 dwellings or more will be required to provide 40% of the total number of dwellings as affordable dwellings on the application site and as an integral part of the development.*'

EDG

Considers 20 houses per hectare as the dividing line between high and low density, and 8 houses per hectare as 'Arcadia'

Sets a minimum of 100 m² with regard to garden sizes, with exceptions for smaller houses where this may result in long thin gardens. The NPPF and ELP, and the UDC 2005 Local Plan are silent on garden sizes.

States '*Unsatisfactory Suburbia, where houses are still set on plots, but in such a cramped fashion that there is no illusion of the houses being within a landscape setting yet the houses are too loosely grouped to contain spaces satisfactorily. Frontages are fragmented by gaps, and the public space dominated by estate roads and car hard standings.*

This failure to organise space properly is the most fundamental reason why most suburbia fails visually.'

Policies

NQRHD1 Parking Standards – Parking arrangements must be in compliance with up to date relevant parking standards currently in force in Uttlesford district.

In addition, in-line parking, or other similar inaccessible arrangements, above two spaces will not count towards the number of parking spaces required by the adopted policies.

Provision of electric charging points will be encouraged

NQRHD2 Housing Design - To be supported a development proposal will be expected to, through layout, design and materials, and where it is appropriate:

- a. Relate well to its site and its surroundings
- b. Make a positive contribution towards the distinctive character of the village as a whole
- c. Contribute to local character by creating a sense of place appropriate to its location
- d. Be appropriate to the historic context and the Conservation Areas



e. Maintain visual connections with the countryside

Design and Access Statements will be expected to show how the scheme has had regard to the Essex Design Guide. Other applications are also encouraged to show how they also have had regard to the principles set out in the Guide

NQRHD3 Use of Specimen Trees - New developments will be expected, wherever possible, and appropriate having regard to the nature, form and layout of the development, to incorporate adequate space for the planting of specimen trees, and to plant such trees, for example in amenity areas and on perimeters.

NQRHD4 House sizes - New housing developments will provide for a mix of house types and sizes to meet the different needs of the local area and the District as a whole.

In order to contribute towards the balancing of the housing stock, the mix of house sizes in applications for ten or more houses is expected to have regard to local housing need and indications of market demand. They will also be expected to demonstrate how the house sizes are meeting that need and demand.

NQRHD5 Densities - Within the development limits, and adjacent to the settlement boundaries, housing density should be in the range of 30 – 50 dwellings per hectare. Outside of development limits a maximum of 20 per hectare will be supported, unless a departure is justified on the basis of the particular characteristics of the scheme.

NQRHD6 Affordable housing - Developments on sites of 10 dwellings, or where the site has an area of 0.5 hectares or more, will be required to provide 40% of the total number of dwellings as affordable dwellings on the application site and as an integral part of the development.

Provision of social housing, which is purely for rent, and at rates significantly lower than market rents, will be supported

Developers may not circumvent this policy by artificially subdividing sites. Where sites are subdivided, the Council will normally expect a subdivision or smaller development to contribute proportionately towards achieving the amount of affordable housing which would have been appropriate on the whole or larger site

Conformity statement

NPPF 63, 112. West Essex Strategic Housing Market Assessment (Sept. 2015). Essex Design Guide 2018. ALP ENV3, GEN2,

Recommendation

NQRRECH Social homes and local connection

The Parish Councils will seek that where social housing is being provided priority should be given to those who can prove a local connection to the parish in which homes are built or the surrounding area.



Roads and moving around

Objective 3 - To seek solutions to the traffic parking and congestion issues and reduce traffic speed and to ensure that new developments have adequate and easily accessible parking

Objective 4 - To create a safer, healthier and more accessible environment for pedestrians, cyclists, other road users and residents

Background

Newport Bypass and the M11 - Motorways are national infrastructure. The government has 'deprioritised' both the widening of the M11 and making the M11 south of J8 a 'smart motorway'.

The new junction 7A to be built north of Harlow was shown in the 2016 consultation published by Essex Highways as costing £80m. It is a one-sided junction and £12m of the total is to upgrade the access road to it. If a junction was provided north of Newport the link road would need to pass under or over the railway. This could bring the cost of the project to over £100m. A junction between Quendon and Newport with a road to Saffron Walden, would also need to cross the railway and would be similarly expensive.

The Harlow Council website says the new junction 7a will support the building of 15,000 homes, which is part of the business case.

Obtaining new road costs has not proved easy. A paper by Imperial College in 2006 quoted rural single carriageway roads at 2005 costs as £3.7m per km, including land, but not including VAT and professional costs. Some rough indexation and addition of fees indicates current cost of about £6m per km. The three junctions would be extra. When crossing the railway is added, a bypass of Newport could cost £50m

The B1383 is not a national road and is an Essex Highways responsibility, as would be any bypass. The Local Highways Panel has a very limited budget for minor road improvements, half funded by UDC. To put this in perspective Essex cancelled a minor straightening of the Debden Road S bends (which are the HGV diversion route around Newport railway bridge) for lack of funds.

While requests for a bypass and new M11 connection are understandable, they are financially completely unviable. To fund them locally would need a vast scale of housing creating a new town, which is wholly contrary to the many views expressed, that our villages should remain villages.

Speed Limits and Footways - Developments have been permitted along the B1383 beyond the current 30 mph zones. The opportunity has not been taken to require these developments to fund speed control measures for the safety and general benefit of the residents of the new estates. The B1383 outside of the 30 zones is a 50 mph limit, and all other lanes go directly to the national limit of 60 mph. The Uttlesford Highways Panel in January 2019 agreed the principle of a 40 mph buffer zone to the south of Quendon under project LUTT182013)

Developments accessing only to the B1383, where there is no footway alongside the road, have been built or are permitted without requirement to provide safe footways to access the villages. The Uttlesford Highways Panel had discussed funding a pavement from the new developments to the Village Hall area. However, in response to the parish council and the then draft NhP, a new development is providing a combination of public internal foot access and a short section of footway along the road to the north.



Safety, and Mitigation of traffic impacts - The Uttlesford Local Transport Study (December 2016) paragraph 3.4.25 images (Traffic Master results) show congestion around the Debden Road/B1383 junction. Furthermore, paragraph 8.2.15 states that the B1383 through Newport village is forecast to meet or exceed its theoretical link capacity due to combination of traffic flows from committed and local plan development.

Since 2016 further development has been permitted in Newport with access to the wider network primarily via the B1383. Paragraph 8.2.16 of the Transport Study states “*to help address these impacts developers will be required to provide sustainable transport infrastructure and promote sustainable transport measures to help reduce reliance on the private car and identify appropriate local mitigation to manage residual traffic impacts, for delivery through S106 funding*”.

Speeding and crossing the road - In Newport there are frequent postings on Facebook and to the Parish Council about vehicles not stopping at the pedestrian crossings

Mini roundabouts may be a traffic calming measure at certain locations; however, the Essex Highways projects officer has stated they should only be installed where the roads are of fairly equal status eg B road to B road. Therefore, only the Wicken Rd/High St junction would qualify. It needs space to make a circular ‘diversion’ from a straight line and a flat white dot can be used where space is restricted. It was considered unlikely that the junction would be wide enough



For a zebra crossing mean speeds must not be above 35mph. Otherwise a puffin or pelican crossing should be used (which are a different types of sensor). Streetlights are necessary. Validation is done by a 12 hour visual survey to work out a 'PV² assessment' (Pedestrian/Vehicle) and determine the 'desire line', which is where people want to cross. An alternative is an island with a space – for these there is no set criteria

Newport has a Vehicle Activated Speed sign (VAS) on London Rd, installed in March 2018 and extension of the speed limit with a 40 mph buffer on Cambridge Rd has been approved. Extension of the speed limit with a 40 mph buffer to the south of Quendon has also been approved in principle. Quendon has a VAS at the approach from the north, and by the Village Hall.

Quendon & Rickling PC have previously consulted local residents and approached Essex Highways Authority on a number of occasions concerning reported speeding, crossing the road, and parking on pavements. In particular this relates to the B1383 as it passes through Quendon. It was noted by the Highways officer in discussion with the Steering Group that for most of the day there is little foot traffic crossing the road, and without a record of deaths or serious injury it is unlikely that Essex would consider any measure that will require considerable capital outlay.

Nevertheless, there is regular foot traffic across the road to the bus stop and village hall amenities, particularly school students and the elderly. Lack of a safe crossing point leaves some of the most vulnerable members of the community isolated.

The following is therefore an alternative to installing more expensive infrastructure. It is one of the responses to the Neighbourhood Plan consultation, slightly edited.

'The road through Quendon requires a re-modelling of the street scene to provide the following:

1. *A clear understanding that the road is in a rural village*
2. *Traffic calming measures*

It is understood that these two requirements can be viewed as mutually incompatible; that traffic calming measures would create a more urban environment. However, this need not be the case and it is possible for traffic calming measures to positively enhance the rural environment. This is achieved by removing excessive road markings and signage from roads, so that drivers are forced to think about the environment they are travelling through. This leads to lower speeds and lower accident rates.

This scheme has been considered and, in some cases, applied in Holland and Britain and it is thought that the B1383 through Quendon could benefit from such a scheme; with central lines being removed as vehicles enter the village. Adding a different coloured road surface, creates an environment that both calms traffic and enhances the rural environment. This in turn will create the confidence that cars can be parked off of the pavement.'

Examples below show the effect of removing lines so as to change the perception from a busy main through road to more of a rural setting.



Parking - In Quendon, vehicles park on the



pavement outside Waterbutt Row and on occasions further to the south causing unnecessary restrictions to pedestrians. Residents have no off-street parking and it is considered too dangerous to park on the B1383 itself because of the speed of the traffic. The Uttlesford Highways Panel project LUTT172011 'Feasibility study to look at ways of improving the parking situation outside the Cottages', has not been carried out

Pavement parking looking north and south outside Waterbutt Row



Example of street parking arrangement in Saffron Walden



New safety and parking proposals

Using funding from a development, the PC in 2020 commissioned a professional assessment and design proposals concerning parking at Waterbutt Row, speeding, and road safety crossing the B1383. At the time of writing these are awaiting review with Essex Highways and comments from the community.

Cycleways - Sustainable development policies, and health related policies, encourage cycling.

The B1383 has space on the east side between Quendon and Newport, and partly to the south of Quendon, to install a combined foot and cycleway. There are some gaps such as the M11 bridge and by the entrance to Parklands, where there is only room for the existing footway.

The existing footway is poorly maintained, overgrown and for example, a highways problem record from 05/09/2014 saying clearance will be done within 28 days remains outstanding. Although the B1383 is in a 50 mph limit, it is considered to be unsafe for cyclists due to the heavy volume of traffic. The existing pavement is heavily overgrown and is currently unsuitable for both pedestrian and cyclists.

Essex Highways confirm that a 3m width is needed for a combined foot and cycle way. This width appears available for much of the B1383 in question. Complex ownership can cause difficulties and Essex CC is believed to be ascertaining areas for which they are responsible. The UDC Cycling Strategy 2016, produced by Essex Highways does not include anything along the B1383.

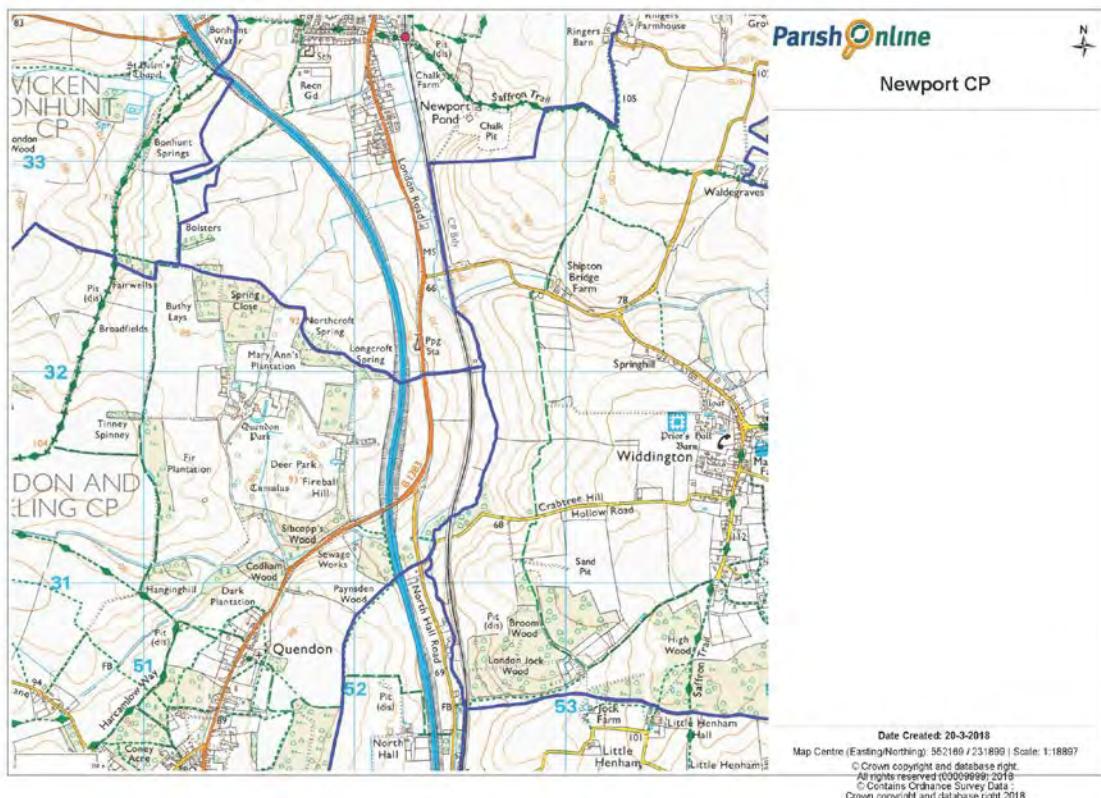
In February 2016, following an action within the Village Plan, Quendon & Rickling parish council raised a highways request for a clearance and a cycle way within the parish boundaries:

'The public footpath/pavement alongside the B1383 which passes through the Parish of Quendon & Rickling is in a very bad state of repair. Little or no maintenance has been conducted outside of the village's 30mph speed limit for several years with the result that vegetation has grown over, and around this path. This pavement alongside the B1383 also extends to the south via Ugly to Stansted Mountfitchet and to the north to Newport where the same conditions apply making the footpath'

almost unusable along this entire stretch of about 4 miles. Discussions have been initiated between the relevant Parish Councils. The request is to re-instate this footpath so as to allow a safe passage for pedestrians and to widen in order that the path can also be used by cyclists'

Funding from Sustrans may be a possibility

Map 10 – Section of the B1383 proposed for a cycleway



Carver Barracks - The Ministry of Defence has announced it may close its base at Carver Barracks by 2031. It is on the Debden Road and comprises a housing estate, military buildings and a former airfield. It is a very large, part brownfield, site. All current road access to the national network from there is through the congested centres of medieval settlements, Saffron Walden, Thaxted, or Newport. Via the B1383 in Newport would be the option to access the M11 north and south, and Stansted Airport.

To reach the B1383 traffic must pass over two very narrow bridges with no footways. The railway bridge is single lane, and the Cam bridge is not wide enough for larger vehicles to pass. This routinely blocks the T junction as vehicles must negotiate around each other. This part of Debden Rd is the walking route to the London bound station platform and there is no footway on any part of it.

Station commuter parking along verges and on pavements on Newport High Street, and surrounding roads, is already a significant issue. The photo is Chalk Farm Lane near the station.

Newport parish council considers that any significant development which may add to traffic on Debden Road will need to consider these matters.



Joyce Frankland Academy (JFA) expansion - The secondary school commenced another year group in September 2018.

There is significant congestion at school times on Bury Water Lane, which bisects the school. The lane is not of modern highway width and the many school transports operate a voluntary one-way system as large vehicles cannot pass each other plus turning out onto Cambridge Rd is difficult. School transports are sometimes parked early in the day and block house accesses, including to Willow Vale, and the developments at Redbank and Chadham House, and causing congestion. If further expansion of JFA is considered then this should include solutions to the problems caused by the school transports.

Since 2011, as at December 2018 a further 288 houses have been permitted on Whiteditch Lane and Bury Water Lane which are both dead ends and so access to the B1383 is through the school.



School transports near the Joyce Frankland Academy

Community Consultation Feedback:

Policy question	Summer 2017 survey				Of those expressing an opinion	
	No opinion	Neutral	Like	Dislike		
Developments outside of 30 limits should be required to fund the extension of the speed limit and provide extensions to footways	8	7	197	9		
	4%	3%	89%	4%	96%	4%
Do you think if cycle paths were provided along the main road they would have a good level of use? (It is noted that the question did not make clear that a separate cycleway is intended, not a subdivision of the road)	7	49	138	27		
	3%	22%	62%	12%	84%	16%
New developments should incorporate new footpaths and cycleways for recreation and to link to village facilities	9	5	204	3		
	4%	2%	92%	1%	99%	1%

There were many comments including:

Newport is congested due to parked cars and volume of traffic. This is a main route mini roundabouts and traffic calming on main routes increase congestion on busy roads and add to pollution at pavement level.

Train service needs improvement if this scale of development takes place



B1383 was never intended to carry the current level of traffic.

Traffic in Newport is totally unacceptable now

The number of vehicles attempting to join the Cambridge Road from Bury Water Lane will reach the point where it gridlocks its entire length. This suggests that nobody in Planning is taking a strategic/holistic view. Public transport, and indeed roads, cannot be left to happen piecemeal. If it is to work, it must be designed as a system – & for Newport that means including Saffron Walden and the Department of Transport (the latter for the M11, its new junction, and the requisite link road). Any local sub-optimisation is just pushing problems over the fence onto someone else's patch

There should be no parking on pavements.

With expansion, commuter parking is likely to become a larger problem, particularly in Frambury Lane – making access to the primary school even more of a problem. Introduce resident parking zones?

I'd like to see 'chicanes' like the ones in Radwinter in Newport and Quendon. Speed limits are routinely ignored by drivers and physical measures would seem to have a greater effect - eg. When there are lots of parked cars on the main road in Newport, traffic moves at a much slower pace than when the road is clear.

Newport should either double yellow line the whole village as it's a nightmare to travel through all day and impossible when the M11 is closed. Alternatively, reduce the verges and change them into parking spaces to allow the free flow of traffic. The pedestrian crossing needs to be relocated away from the junction.

More enforcements are needed on the main road in Newport to limit vehicle speeds to 30mph

Quendon needs devices to slow traffic eg speed bumps

During the day, speed along the main road through Newport is already restricted by the number of vehicles parked or loading/unloading.

In answer to the question 'Should a pedestrian crossing be installed in Quendon?' 86% of those responding were in favour. The response rate was 48%

Traffic along the B1383 would be vastly reduced if there were a new junction for the M11 north of Newport.

I believe a bypass is essential if development on the scale proposed for Newport is allowed. The high street is already clogged at peak times

We are midway along the longest section of motorway between junctions in the country. A Saffron Walden junction between Newport and Wenden needs to be built, alongside a Saffron Walden relief road, before any more consents for housing are granted..... Cars are essential in this part of the world, and that needs to be recognised by the planning process, however unfashionable that may seem!



Newport village bypass needed as centre is already congested

B1383 was never intended to carry the current level of traffic. This is a worrying problem which would be alleviated by a new junction on the M11 north of Newport, the cost of which should be met by government

Policies

NQRTR1 Extension of footways - Where development outside development limits is considered acceptable, the development will be expected to provide or fund where it is justified, appropriate and deliverable, safe footways connecting to the nearest settlement. These may be alongside roads, or preferably on the inside of developments, connecting to existing footways.

NQRTR2 Safe access to schools and village facilities - Where justified by the nature of the proposal, all new development should provide safe, convenient internal footpaths and cycle paths to allow easy access for both pedestrians and cyclists towards the schools, community facilities and village facilities, on land within the development site or under the control of the Highway Authority

NPPF Para 108, 110. ALP GEN1

Recommendations

NQRRECT Mitigation of traffic impacts - It is recommended that to help address the impacts of traffic on the villages, including congestion, parking, and air quality, the parish councils will seek contributions through S106 funding to sustainable transport infrastructure and promote sustainable transport measures to help reduce reliance on the private car and identify appropriate local mitigation to manage residual traffic impacts

NQRRECC Cycleway - The NQRP aspires towards, and supports the provision of a cycle route along the B1383 between the villages, and south of Quendon. It is recommended that this be incorporated in the UDC Cycling Strategy

NQRRECS Speeding and crossing the road – Should funding not be available for an infrastructure based safety scheme, it is recommended that Quendon & Rickling parish council seek to pilot a scheme to remove driver friendly markings along the B1383. This may be achieved when the road is next resurfaced.

Traffic speed in Newport is constrained during the day by parked cars. There was no consensus on any other measures to be taken. However, if Quendon does have a successful scheme shown to reduce traffic speeds and make drivers more aware of surrounding activity, this could be extended to Newport and other settlements.

Removal of road sign clutter and lines would make the pedestrian crossings stand out.

NQRRECP Parking and road safety in Quendon - It is recommended that the Quendon & Rickling parish council commission its own report to propose a solution to the Waterbutt Row parking, and related highway safety issues for submission as project request(s) to the Uttlesford Highways Panel.



NQRRECX Extensions of speed limits – It is recommended that where vehicle accesses to development sites are near to, or just outside of, a speed limit boundary, The Highways Authority should seek funding from the development for speed limit extensions they may require.

Sports, Community and Leisure

Objective 4 - To create a safer, healthier and more accessible environment for pedestrians, cyclists, other road users and residents

Objective 6 - To ensure Newport Quendon & Rickling has the appropriate community and public open space provisions, and recreational facilities, either within the parishes or within reasonable travelling distance, to support residents of all ages.

Background

Community Facilities - Whilst the village of Newport has a number of community facilities available for hire (Village Hall, Church House, United Reform Church meeting room, Youth Club, Recreation Ground Pavillion), Quendon and Rickling only has a small Village Hall and Cricket Pavillion. Both villages have a primary school that is available for hire by the community, but this is not widely communicated and community use is minimal. Newport also has a secondary school but, other than the sports facilities, is not widely used by the community.

The Newport History Group has collections of artefacts at various locations and is looking for a single site to safely store them, and to display some of them

Newport Social Club is owned by its members, has darts and snooker facilities and provides regular live entertainment. The village also has the White Horse pub and The Coach and Horses (gastro pub). The lack of parking is a major issue for the Social Club and White Horse PH in Newport. The White Horse only has parking for two vehicles and there is only a small (ten spaces) free public car park, accessed via Gaces Path approximately one hundred metres away, to service both the Social Club and White Horse. Quendon and Rickling has The Cricketers, which is a gastro pub with rooms, on the edge of the Village Green.



Cricketers Arms, Rickling Green, and the cricket pavilion

Religious Establishments - In Newport there is a Grade 1 listed Church of England (St. Marys) as well as a United Reform Church and a Plymouth Brethren Meeting Room. Rickling and Quendon each have a Church of England church. The nearest Methodist, Baptist and Catholic churches are in Saffron Walden where there is also a Quaker Meeting House. The nearest mosque is in Bishops Stortford.

Sports Facilities - Both villages have Recreation Grounds that are public open spaces and there is a Village Green in Quendon and Rickling. Newport Common is registered as a "Village Green" and is

managed by the Parish Council. Gaces Acre in Newport is a public open space of approximately 10,000 m² and is owned by The Gaces Trust (a registered charity) and is leased by the Parish Council.

Newport Recreation Ground is owned by Newport Parish Council and is also the home of Newport Scout Group, Newport Youth Club and Newport Croquet Club. Cricket, football (two adult pitches and space for a 5-a-side pitch), croquet and rounders are the main sports. The changing facilities at Newport Recreation Ground do not meet current Sport England Standards and are in need of upgrading and expansion. The Scout Hut (Jikes Hall) is a wooden construction and also in need of renovation.

Map 11 – Newport recreation ground



From the left, Newport Youth Centre/Early Years provision, scout hut, sports pavilion and croquet club

The vehicular access to the Recreation Ground car park is via bridleway 16 to a gravel car park. The parish council resurfaced the bridleway with tarmac in the Spring of 2020, and it is in constant vehicle use. This access is also used for the primary school drop off but, due to being specified as a bridleway, there is not a separate footpath. It is also the route between the Early Years provision at

the primary school and the related facility at the Youth Centre. Pre-school children are taken between the two.



The development to the East of the area is proposing additional car parking, accessed from the Bridleway. However, at present (July 2020) permission has only been granted for an additional car park between the Croquet Lawn (shown as a Bowling Green on the above) and the primary school, to alleviate the current shortage of parking at the primary school. The approved plan is for access via the estate only, and for sole use of the school. This would mean the car park would be under-utilised and would not alleviate the car parking shortage at the Recreation Ground.

The facilities at the Recreation ground have no mains sewer and there is a septic tank. Whilst the developers have indicated willingness to connect them via the estate, if there is enough fall and detail design can be done, but the permission granted to date (July 2020) excludes this.

Proposals for revitalising the facilities at Newport Recreation Ground and the access have been discussed by the parish council, the Sports Committee, the Scouts, the Youth Club, the Croquet club, the Primary School, the Newport Social Club, Trivselhus (and formerly the Ellis Trust), the Newport History Group, and the Neighbourhood Plan Steering Group. The discussions have mostly been separately, but there are many members common to the village bodies, so there is general understanding and willingness across the community. Proposals considered, or in progress, include:

- Support the Trivselhus plan to move the Primary School car park to the west, accessed off the bridleway to the Recreation Ground. The car park to be shared use between the school and the recreation ground
- Provide direct access into the school off the car park and ensure there is drop off space.
- Provide a MUGA for shared use of villagers and the Primary School
- Build a new Sports Pavilion, with fully compliant changing rooms, club facilities, office and meeting rooms, storage/display for the History Group and a replacement Scout "Hut". Upgrade the existing car park and in addition provide cycle racks as well as charging stations for electric cars. (proposals being developed)

The Recreation Ground in Quendon and Rickling is owned by Quendon Estates and is leased to The Parish Council, on a lease that expires in 2038 with a twelve month break clause. There is an adult football pitch and space for a 5-a-side pitch. The changing facilities have been deemed not fit for purpose and require major renovation or replacement.

Rickling Hall has rights over Rickling Village Green and it is only available for community use at the discretion of the owner of the Hall. The Village Green is also the cricket ground, including a pavilion that has been well maintained and in a satisfactory state of repair.



Gaces Acre in Newport is the home of the Tennis Club. There are two courts and a small shelter but there is no electrical or sewage connection. There are no public tennis courts in Quendon and Rickling.

Joyce Frankland Academy in Newport has a 2G Astro Turf pitch and a Sports Hall that is available to hire. The Astro Turf pitch is also the home of Saffron Walden Hockey Club who have a clubhouse on site.

Quendon and Rickling has a bowls club that has outdoor and indoor facilities. Newport has a Carpet Bowls club that use the village hall.

Off road cycling is popular and utilises the local Byways, Bridleways and footpaths. There are no formal BMX circuits in either Parish but there are circuits nearby at Carver Barracks and in Saffron Walden.

The nearest sports centres, that provide a wider range of facilities within Uttlesford, are in Saffron Walden and Great Dunmow. There is also a Sports Centre at Grange Paddocks in Bishops Stortford. In March 2016 planning permission was granted for eight lane athletics track and a 3G Astroturf hockey pitch at Carver Barracks. Whilst the military will have first call on this facility it is proposed that it is made available to the community in the evenings and at weekends. The project was deferred in 2018 due to questions over the future of Carver Barracks as a military base. However, in 2019 the MOD decided to carry on, and UDC have earmarked £500k to support the project

Saffron Walden County High School and Saffron Walden Youth Community Football Club have been granted planning permission for 3G football facilities that will be made available to local clubs for hire.

Allotments - Newport has 7,500 m² of allotments off Frambury Lane Quendon and Rickling had approximately 4,000 m² of allotments but they suffer from a lack of water supply.

Playgrounds - Newport has a childrens' playground in Gaces Acre (Diana Sell playground) that is currently for under 14 year olds. A LEAP (Local Area Equipped for Play) has been provided by developers at the 84 house Wicken Lea /Cala site on Bury Water Lane. Further facilities are also to be provided at the London Road site but the detailed designs have not been submitted to UDC. The UDC Infrastructure Delivery Plan of May 2017 incorrectly states that Newport Common (referred to as Station Road) is a play area. There has not been any play equipment on this site since the 1980's.

Quendon and Rickling in 2018 acquired a very small play area for young children by Bluebell Drive as well as a small (150 m²) games area within Rickling School which is bookable to the community via the school office.

Public Footpaths - Both villages have a number of public footpaths, bridleways and Byways that give access to the open countryside within five minutes' walk. However, the surrounding countryside is mainly farmed and access (other than on public footpaths) is restricted by the major land owners (Quendon Estates and Shortgrove Estate). Game shooting is a major activity on these estates.

Funding - Uttlesford District Council decided in 2014 not to implement the Community Infrastructure Levy. If this had been introduced then, based on the UDC Open Space, Sport Facility and Playing Pitch Strategy of January 2012, paragraph 6.23, developers would have been required to provide



approximately £1.7million (based on the planning permissions granted for 341 market rate dwellings) for Sports and Leisure activities since 2011.

The draft Local Plan which was withdrawn in 2020 provided no new mechanism to require contribution towards, or provision of, sports facilities. Apart from on-site provision of play areas the existing s106 system has, in the whole Neighbourhood Plan area, since 2011, provided one small MUGA

Newport currently lacks the following Recreation facilities that parishioners would value in the village:

- Outdoor Keep Fit/Exercise Area
- BMX cycling/skateboard facilities
- Multi Use Games Area (MUGA) – An all-weather area suitable for a range of sports
- NEAP suitable for teenagers

Quendon and Rickling lacks the following Recreation facilities that parishioners would value in the village:

- Water supply to the allotments
- Play area for older children
- Community Hall suitable for small sports activities such as badminton
- Skate Park ramp

The surrounding area lacks the following facilities that would ordinarily be available within reasonable travelling distance:

- 3rd or 4th Generation Astro Turf Football pitch for competitive matches. (However, permission has been granted at Saffron Walden County High School).

Community consultation and feedback

Policy question	Summer 2017 survey					Of those expressing an opinion	
	No opinion	Neutral	Like	Dislike		Like	Dislike
The UDC Sports Contribution policy should be enforced for major developments	19	36	160	6			
	5%	16%	72%	6%		92%	8%
Developments of all sizes should contribute pro rata to community facilities	5	13	201	2			

	2%	6%	91%	1%		99%	1%
Exercise areas and facilities for people of all ages, not just children's play areas, should be funded by new developments	3	27	187	4			
	1%	12%	85%	2%		98%	2%
There should be greater provision of all types of sports pitches for community use	6	47	159	9			
	3%	21%	72%	4%		95%	5%

There were many text comments, including:

Smaller multi use facilities are required and could be shared with schools.

Activities of all villagers should be considered. A secure area with 'agility' equipment, as is built in Bishops Stortford, should be in place here

There is no playground in Rickling (correct when comment made and still correct for older children)

I think Newport has some good facilities through the school and also the tennis courts by the play area. Certainly if resident numbers are to be increased then the developers should contribute to extending these. Facilities for village sports clubs and events are so important to bringing the community together and should be protected.

Noise from, and floodlights for, sports facilities become very intrusive

Exercise parks with a mixture of activities for adults and children seem to work in other countries and have been successfully introduced to towns and villages in the U.K.

NPPF

Paragraph 92 states: "To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;



c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;"

Paragraph 96 states: "Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate."

Paragraph 97 states: "Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss or former use."

Policies

NQRSCL1 Retaining and enhancing existing community facilities - Development that involves the demolition of, or encroaches upon, any of the existing community facilities (including those listed below) must include provision for either the replacement of that facility or the provision of an enhanced facility.

NQRSCL2 Financial contributions from development - Where it can be shown to meet the legal tests set out in Regulation 122 of the Community Infrastructure Regulations 2010, financial contributions will be sought from any net additional new housing units through a planning obligation to fund additional sport and leisure facilities within the parishes, unless any funding is provided by the introduction of a Community Infrastructure Levy Scheme.

NQRSCL3 Provision of amenity space and for ball sports - Developments will be encouraged to provide green spaces, allotments and play areas in excess of the UDC policy, and also flat areas suitable for ball sports, such as basketball and netball, in appropriate locations having regard to the residential amenities of nearby residents.

NQRSCL4 Retention of sports fields - No development should be permitted on any sports fields as shown on Map 12 unless:

- i) that facility has not been used for sporting or recreational purposes at any time in the last 5 years or
- ii) an enhanced facility is being provided either as part of the development, or local to the existing facility

Conformity Statement
NPPF 92, 96, 97, Village Plans, LC1

Policy NQRSCL1 - Community Facilities

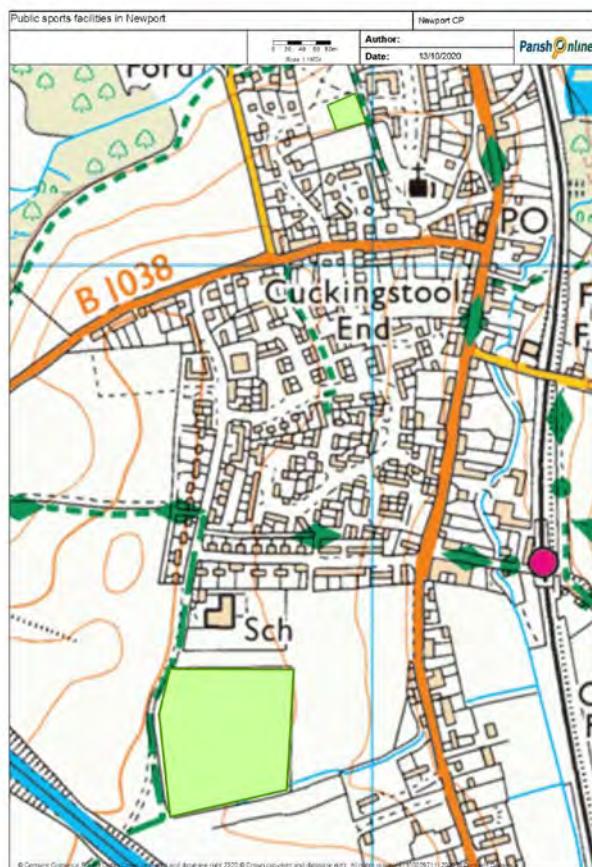
Newport

Recreation Ground
Gaces Acre
The Common and Village Hall
Allotments off Frambury Lane
Proposed allotments and play areas at the Wicken Lea and London Road developments.
Proposed green areas within the Care Home development at Bury Water Lane

Quendon and Rickling

Recreation Ground
Village Green
Bowls Green
Village Hall
Small Play Area by Bluebell Drive
MUGA within Rickling School
Allotments

Map 12a - Public sports facilities in Newport (shown in green)



Map 12b – Joyce Frankland Academy pitches as at October 2020

The southern part has permission for houses



Map 12c - Public sports facilities in Quendon





Glossary – definitions

Affordable Housing – Provided to eligible households whose needs are not met by the market. Affordable housing should include provisions to remain at an affordable price for future eligible households. UDC defines affordable housing units as “resulting in weekly outgoings on housing costs that 25% of Uttlesford households can afford, excluding housing benefit”. They are typically sold or rented at not less than 80% of market value.

Cluster - A low density grouping of houses at an individual site, or hamlet, separated from the villages, and comprising a small number of dwellings in a non-linear arrangement.

Community Infrastructure Levy (CIL) - a charge which can be levied by local authorities on new development. It is an important tool for local authorities to use to help them deliver the infrastructure needed to support development in their area. The levy only applies where a local authority has consulted on, and approved, a charging schedule which sets out its levy rates and has published the schedule on its website. Most new development which creates net additional floor space of 100 square metres or more, or creates a new dwelling, is potentially liable for the levy.

Following the withdrawal of the Local Plan and the impact of Covid-19, the UDC Corporate Plan has been modified to say ‘CIL will be developed at the appropriate time’.

Conservation Area – An area designated by the District Council under Section 69 of the Planning (Listed Buildings and Conservations Areas) Act 1990 as an area of special architectural or historical interest, the character or appearance of which it is desirable to preserve or enhance. There are additional controls over demolition, minor developments and the felling of trees.

Consultation Statement – A Consultation Statement accompanying a Neighbourhood Plan is required by the Localism Act 2011. The Consultation Statement must set out what consultation was undertaken and how this informed the Neighbourhood Plan.

Core Objective – An objective developed specifically for the Neighbourhood Plan through consultation with local people.

Core Strategy – A Development Plan document setting out long term spatial vision and objectives, and containing both strategic policies and generic policies which will apply to all development proposals in the local authority area as a whole. See Local Plan.

Designated Area – One of the first steps in producing a Neighbourhood Plan is the designation of the area to which the Plan will apply once adopted. The Designated Area may be set simply as the official town or parish boundaries, or may cover a larger or smaller area. The Neighbourhood Plan Designated Area must be approved by the Local Planning Authority.

Development – The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land. This excludes the County Matters of minerals and waste.

Essex Design Guide – see <https://www.essexdesignguide.co.uk/>. The Guide was established in 1973 by Essex County Council. It is used as a reference to help create high quality places with an identity specific to its Essex context. It was revised in 2005 and again in 2018. It is of national significance.



Evidence Base – The researched, documented, analysed and verified basis for preparing the Neighbourhood Plan. It consists of many documents produced over a period of years, many of which have been produced by Uttlesford District Council as part of the process of developing its Core Strategy.

Evidence Base Summary – A document produced as part of the process of developing the Neighbourhood Plan. It supports that Plan by setting out a summary of the relevant Evidence Base.

High speed broadband – see Superfast Broadband

Infill - The development of a relatively small gap between existing buildings

Infrastructure – All the ancillary works and services which are necessary to support human activities, including roads, sewers, schools, hospitals and so on.

LEAP – Local Equipped Area for Play.

Local Plan – A set of policies adopted by the District Council to establish rules for the granting of planning permission within the District. The Local Plan lays down the housing development quotas for its towns and parishes, but these are a minimum requirement and there is no maximum limit. A Local Plan may also establish site allocations for these quotas.

Localism Act – An Act of Parliament that became law in April 2012. The Act introduces a new right for local people to draw up Neighbourhood Development Plans for their local area.

Locality – A nationwide network of community-led organisations helping communities set up local organisations and those involved in neighbourhood planning.

Major Development – Residential development consisting of over thirty units.

Minerals and Waste Plans – Essex County Council is responsible for minerals and waste planning in the area. In respect of mineral planning issues, extant policy is set out within the Essex Minerals Local Plan (MLP) (adopted 2014). In respect of waste planning issues, extant policy is set out within the Essex and Southend-on-Sea Waste Local Plan (WLP) (adopted 2017). The WLP includes site allocations and policies to guide future waste development in Essex up to 2032.

Mixed Use Development – Development which provides a mixture of habitable units and units for employment.

National Planning Policy Framework – A 73 page document setting out national guidelines for sustainable development. The NPPF replaced all previous national planning guidelines in 2012 and was updated in 2019. Local Plans and Neighbourhood Plans, must accord with the NPPF.

NEAP – Neighbourhood Equipped Area for play.

Neighbourhood Forum – If a group of residents decide it would be in their interests to produce a Neighbourhood Plan, but they are not a recognised constitutional body such as a Town Council, they may apply to the Local Planning Authority for authorisation to create a Neighbourhood Forum,



which – subject to strict rules – may produce a Neighbourhood Plan. Only one Neighbourhood Plan may be produced for any particular area.

Neighbourhood Development Plan – A set of policies emerging from the wishes of the local community to establish rules for the granting of planning permission within the Designated Area. A Neighbourhood Plan is not about stopping development, but guiding it so that the character and vibrancy of a local community and area is maintained and enhanced even throughout the process of change.

Plan Period – The period for which the Neighbourhood Plan or Uttlesford Local Plan will set planning policy.

Policy – A policy is text to be used in the determination of planning applications, where relevant

Publicly Accessible Open Space – Open space that is open to the public and is normally owned and managed privately.

Public Open Space – Open space that is open to the public and is normally owned and managed by a public organisation such as Newport Parish Council or Quendon & Rickling Parish Council or Uttlesford District Council.

Recommendation - A text not for the determination of planning applications, but to find '*ways to enhance and improve the places in which people live their lives*' (NPPF 2012 paragraph 17)

Residential Development – Development which provides habitable units only, or with small scale convenience shops.

Significant Development – Residential development consisting of over 10 units.

Social Housing – Social housing is let at low rents, which may be around 50% of market rent, on a secure basis to those who are most in need or struggling with their housing costs.

Normally councils and not-for-profit organisations (such as housing associations) are the ones to provide social housing, which may include shared ownership arrangements.

Steering Group – An organisation established to guide the production of a Neighbourhood Plan. The Newport Quendon & Rickling Neighbourhood Plan Steering Group consists of district and parish councillors, local residents and businessmen, and has been administered through the office of the Parish Clerk of Newport Parish Council.

Superfast Broadband – A broadband connection that can support a download speed of 24 Mbps or greater (The EU defines it as 30 Mbps).

Sustainability Appraisal – A process of appraising policies for their social, economic and environmental effects which must be applied to all Development Plan documents.

Strategic Environmental Assessment – Assessments compulsory by European Directive. To be implemented in planning through a Sustainability Appraisal of Development Plan documents where required.

Strategic Housing Market Assessment – The NPPF says local authorities should prepare a Strategic Housing Market Assessment to assess their full housing needs. It should identify the scale and mix of



housing and the range of tenures that the local population is likely to need over the plan period which meets household and population projections, taking account of migration and demographic change. It should address the need for all types of housing, including affordable housing and the needs of different groups in the community

SUDS (Sustainable Urban Drainage Systems) – A drainage system that controls the rate and run-off of surface water from developments. It replaces the conventional practice of routing run-off through a pipe to a watercourse, which can cause problems with flooding. SUDS minimise run-off by putting surface water back into the ground on site through measures such as permeable paving, underground infiltration blankets and drainage swales (similar to traditional ditches). Where surface water must still be taken off-site (because, for example, the site is underlain by clay that reduces the permeability of the ground), features to slow down the rate of run-off are used – these may include ponds or underground storage tanks to store water, and oversized pipes.

Sustrans – A charity whose aim is to enable people to travel by foot, bicycle or public transport for more of the journeys made every day. Sustrans is responsible for the National Cycle Network.

Use Classes – The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as “Use Classes”. For example, A1 is shops and B2 is general industrial.

Ultrafast broadband - services with download speeds greater than 300Mb.

Uttlesford District Council – The Local Planning Authority for Newport, Quendon & Rickling.

Windfall Sites – Sites not allocated for development in the Uttlesford District Local Plan that unexpectedly come forward for development.

Maps

Maps 1 to 12 are in the text

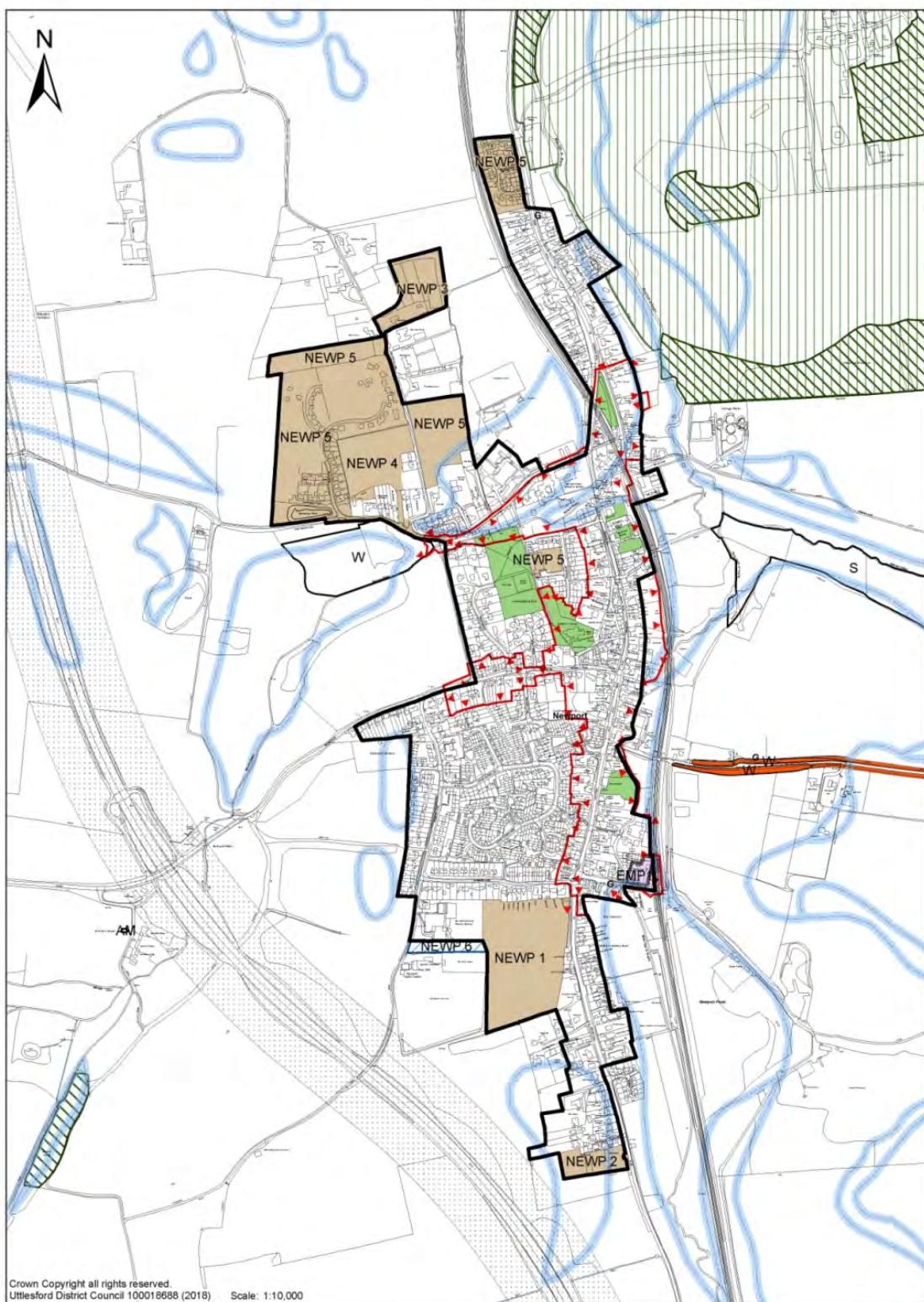
Map 13 – Neighbourhood Plan Development Limits & Conservation Area – Newport

Map 14 – Neighbourhood Development Limits & Conservation Area – Quendon & Rickling

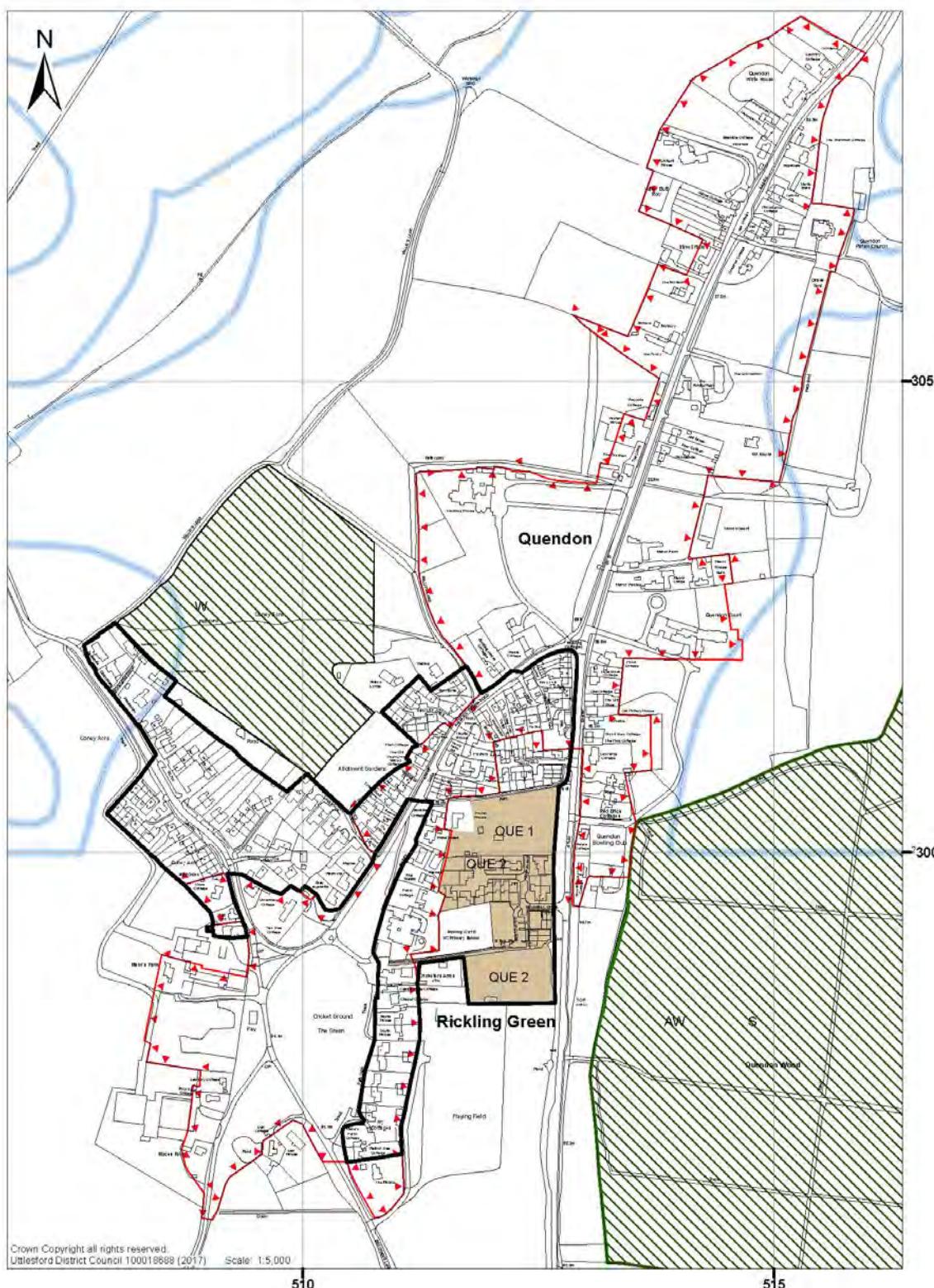
Key to Local Plan maps

Uttlesford Regulation 18 Local Plan 2017 Policies Key		
Boundaries		
District Boundary	Existing Employment Sites	Protected Open Space
Inset Map Boundary	S Site of Special Scientific Interest (SSSI)	Poor Air Quality Zone
Proposals		
Allocated Residential Sites	N National Nature Reserve	Air Quality Management Zone
Uttlesford Garden Community	W Local Wildlife Site	Source Protection Zone 1
Braintree Garden Community	AW Ancient Woodland	Source Protection Zone 2
Proposed Employment Sites	I Important Woodland	Source Protection Zone 3
Education Site	SV Special Verges	Conservation Area
Community Education Site	AM Ancient Monument	Stansted Airport Development
Allocated Green Space Sites	H Historic Parks & Gardens	Mineral Safeguarding Site
Development Opportunity Areas	PL Protected Lanes	Landscaped Areas
Policy Areas		
Development Limits	TLC Town/Local Centre Boundary	Public Safety Zone 1:10,000 risk
Countryside Protection Zone	PSF Primary Shop Frontages	Public Safety Zone 1:100,000 risk
	SSF Secondary Shop Frontages	Mobile Home Park
	MGB Metropolitan Green Belt	G Geological Sites

Map 13 - Neighbourhood Plan Development Limits & Conservation Area – Newport



Map 14 – Neighbourhood Plan Development Limits & Conservation Area – Quendon & Rickling

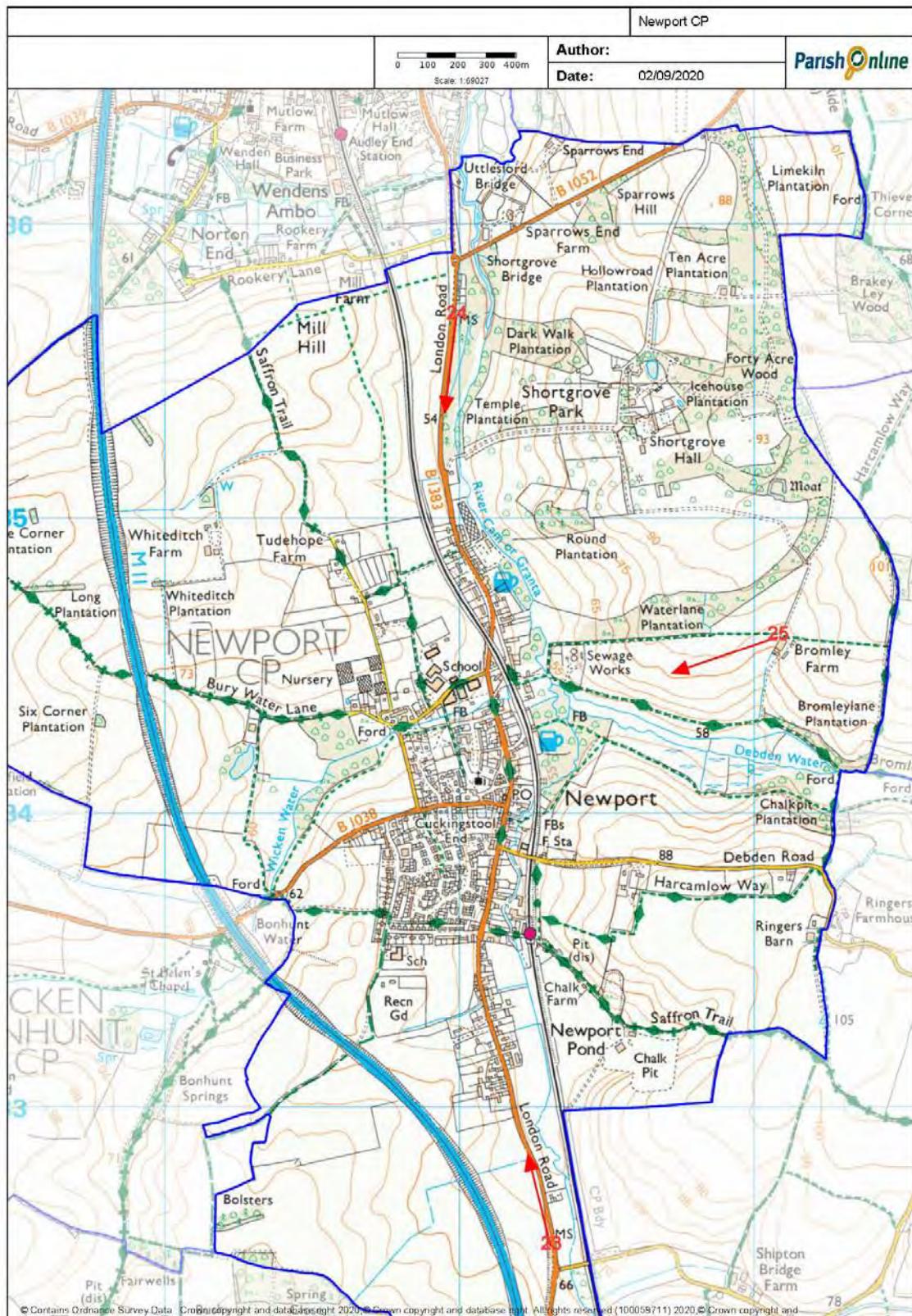


Map 15 Newport's locally important views



Map 15a

Further views, 23 and 24, show the 'gateway to the village' along the B1383 from north and south, and view 25 is more distant, from the North East.



View 1

From footpath rising east of Chalk Farm Lane, looking NW. Open land rolling downwards to the Cam and riparian woodland which forms the boundary of the village. A highly important local public view of St Mary's church, with glimpses of the village nestling in the valley. The trees along the Debden Rd protected road side verge, to the right, complement the woodland to the left



View 2

From footpath rising east of Chalk Farm Lane, looking SW. In the centre is site 06New15 (94 houses given permission). Above is the recreation ground and primary school. The M11 beyond is hidden behind trees. This is an example of the 'cross-valley views' and 'panoramic views of the plateaux and uplands' referred to in policy HA6. The path goes along the fence then turns north providing this view framed by trees.



View 3



From the footpath rising east of Chalk Farm Lane, looking W back down the path, towards Newport. It is views 1 and 2 combined. It illustrates the tree lined edge to the village, Debden Rd to the right and the upland views beyond, and with the village set in the Cam valley. An attractive mix of village scape in the medium distance, with trees and hedging along the valley floor and the skyline softening the impact of the built-up area. The view provides an understanding of the historic and landscape character of Newport, with later C20th buildings central, Victorian and Edwardian to the left, and shortly C21st to mid left, site 06New15, and St Mary's church C13th to C19th to the right.

It is considered a particularly sensitive view.

Views 4a and 4b

The lower photo is an enlarged view as it is not possible to capture the full sweep of the wide landscape view, see 4c, at the same time as showing a feature within it which the viewer at the location perceives clearly. View from bridleway 16 past the recreation ground, after passing under the M11, looking NE. The construction site is UTT/13/1769/OP (84 houses, Bury Water Lane).



The M11 is largely hidden in the nearest trees, as is the village, to the right, in the valley. Panning right the viewer would see only the St Mary's church tower. This is another example of the 'cross-valley views' and 'panoramic views of the plateaux and uplands' referred to in policy HA6. The development will be landscaped and will soften, but nevertheless on an open convex hillside it will remain highly visible in the landscape. The area to the left and behind the site is the northern part of the area delineated in map No3 as outside of the Cam Valley.



View 4c



Taken from the same location and direction as 4a and 4b, but prior to the development of the 84 houses. The M11 passes all the way across the view but is hidden, apart from mid left where it cuts through the 'upland'. Newport is to the right with the Shortgrove parkland behind and St Mary's church tower far right. The area from the M11 in towards the centre is the northern part of the area delineated in map No3 as outside of the Cam Valley. This view is seen from a long stretch of bridleway 16 glimpsed through hedgerow, and further on from a permissive path (shown on OS maps) westwards which goes to St Helen's chapel at Bonhunt.

It is considered a particularly sensitive view.

View 5

Taken from the footpath beneath (north of) Wicken Rd looking East towards the landmark tower of St Mary's church. This is a wedge of land reaching close to the village centre and rising gently from Wicken Water to the Wicken Road, the main western approach to the village. The urban edge of the village is crisply defined by School Lane Road and the land provides an important close relationship with the historic conservation area and the open countryside. The periphery of the conservation area, on the right, is denoted by some important unlisted buildings overlooking the south east corner, including the previous village school.



View 6

From the School Lane – Wicken Rd junction looking North from the corner of the Conservation area. The cow parsley is in its first year of recovery (2018) following complete removal to install the footway. The sunken lane provides an attractive edge to the village with views of the mature poplars visible above the banking, with glimpses of the new developments above Bury Water Lane in the distance.



View 7

From the School Lane – Wicken Rd junction looking NW
The first view of open countryside leaving the village, leading the eye out beyond the copse of poplars to the upland view to the West



View 8

School Lane from the Bury Water Lane junction looking South. An attractive contrast between the trees and hedgerow rising tall to the left and the lower banking of cow parsley to the right, leading up to the Victorian cottages in the Conservation Area on Wicken Rd.



View 9

From Wicken Road in front of the row Edwardian houses looking North into Site 05New15. Described by the UDC Conservation officer as 'a bucolic entrance to the rural village of historic Newport'



View 10

There are many views looking out from the village, through gaps between houses, and over roof tops, out to the surrounding fields and rising views to open hilltops and groups of trees. These views are a distinguishing feature between a village and a town, showing the proximity to and connection with the countryside.

This view is from Gaces Acre looking West across the back of Tenterfields



View 11

Extract from Conservation area report para 1.102 'Important Views: Throughout the length of the High Street glimpses to the east between the buildings to the countryside beyond particularly at Debden Road provide an important reminder of the close connections of the village to the surrounding countryside.'

The view is from Wicken Road to the East, across the High Street. Debden Rd is to the right in the trees and across the skyline



View 12

The same comments as for view 10

From Belmont Hill to the East down White Horse Lane. This is one of many similar glimpses between buildings along the B1383 looking East



View 13

From Frambury Lane, looking East, towards site NQR3 up the hillside opposite. This is not in the Conservation area but an equally important cross valley view to the rising open land to the East. On the right are cottages built by the Rural District Council in 1920/21 (Newport News, Edition 90, p48).

Apart from the vehicles the view is largely unchanged since the cottages were built



View 14

The Conservation Area report says: 'Station Road is characterised by its 19th century development which was a consequence of the arrival of the railway. A number of these are fine buildings...and...in this section of the conservation area, recent well designed and detailed development on the north side has helped to enclose the street and made a positive contribution.'

The view is Station Rd from the junction with the High St looking East. The road leads the eye out from the historic core, between buildings to the station, and then to the open rising farmland slopes beyond, which is site NQR3. (The Conservation Area report has some negative comments about the south side of the road, but these issues are not visible from the High Street)



View 15

The view is from Debden Road looking NW into the Conservation Area towards St Mary's church tower. This is one of many similar views around the village, illustrating that the closer views are as important as the longer distance ones. Many of the properties in the view, and their roofs, are described in the Conservation Area report. The view shows the attractiveness of the random development and variety of buildings over several centuries, their chimneys and roofs, and even the mix of some practical, but low grade, roofing adds interest and to the impression of a working settlement, further differentiating it from a modern development.



View 16

The view is from the sunken section of Debden Road, which includes the Protected Roadside Verge, looking West into the village. This is a fine tree lined sweep of road in a pleasant and rural setting. The village appears just round the corner. Site NQR3 is on the left. The east and west approaches to the village are quite different to the B1383 (which is largely straight and open).



View 17

The view is Wicken Road looking SW out from the village from the end of the footway. The road is cut into the side of the slope. On the left is banking with an unbroken copse of mature trees. The view to the right is mostly open, looking down to the riparian trees along Wicken Water.

The access to site 04New15 would be cut into the left hand banking



View 18

The view is Wicken Road looking east into the village. Except for the cars a view unchanged for 100 years. A pleasant entrance to the village with the long view of St Mary's church, and view 9 across the field to the left, which is also site 05New15



View 19

Looking north from the bridleway alongside the Recreation ground towards Cherry Garden Lane. The bridleway marks the limit of the village with the primary school, recreation ground and site 06New15 (94 houses) to the right, and open rising agricultural land to the left, which is site 04New15, and the row of mature native trees along the Harcamlow Way.



View 20

Looking east from the bridleway across the cricket square on the Recreation ground. Site NQR3 is in the centre on the hillside across the valley. Site 06New15 with permission for 94 houses and a commercial unit is in the valley beneath this view.

The village is hidden in the Cam valley from this viewpoint, leaving a largely undeveloped rural landscape in the distance, with the houses on the hill crest mostly hidden behind trees



View 21

Looking NW from the Harcamlow Way near to Frambury Lane. Site 04New15. This view is used in the Essex Landscape Character Assessment , p69, to illustrate the Cam Valley 'distinctive smooth undulating chalkland hillslopes in the north'



View 22

Looking SW from the Harcamlow Way at its midpoint between Frambury Lane and Wicken Road in the middle of site 04New15



View 23

Looking north along the B1383 from the layby at the Widdington junction. Similar glimpses of St Mary's church are seen from further out on the approach to Newport.



View 24

Looking south along the B1383 between the Saffron Walden turn and the entrance to Shortgrove. The landscaped environment of the parkland of Shortgrove with the mature copse and the flint wall, on the left, contrasts with the open fields, hedgerow and individual trees on the right. Newport is just round the corner but is hidden from view along this straight.



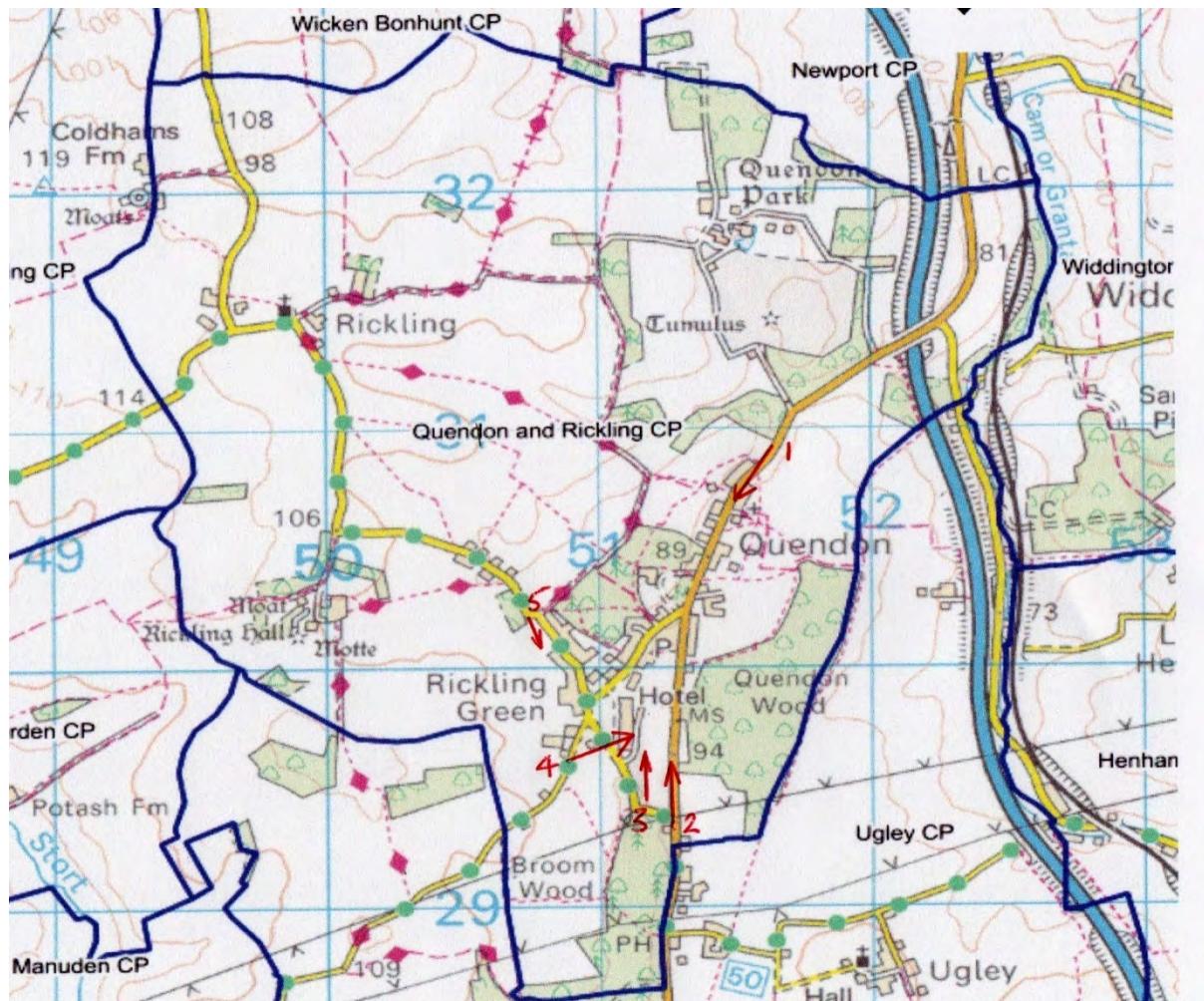
The view changes greatly with the seasons, in summer being more a tunnel of green

View 25

Looking west from the site of Bromley Farm towards St Mary's church on the path rising up behind the sewage works. This is the Cam valley landscape as described in the Essex Landscape Character Assessment.



Map 16 Quendon's locally important views



View 1

From north of the village on the B1383, looking south towards Quendon. Visually important as a woodland gateway to the village and marking the transition between the Cam valley and the broader flatter landscape to the south, looking into the Conservation Area



View 2

From south of Quendon at the Junction of the B1383 and Belcham's Lane, looking north.

To the right (east) is Quendon Wood SSSI. On the left are mature roadside trees and hedgerow. The combination provides an attractive drive-through vista



View 3

From Belcham's Lane looking north, towards the Football Ground. An example of the B7 Debden Farmland Plateau as described in the Essex Landscape Character assessment.

An important open view close to the village and Conservation Area



View 4

From just north of Orchard Cottage on Brixton Lane. The view is across Belcham's Lane towards the Football Ground site, which can just be seen centre left.

The same comments apply as to view 3.



View 5

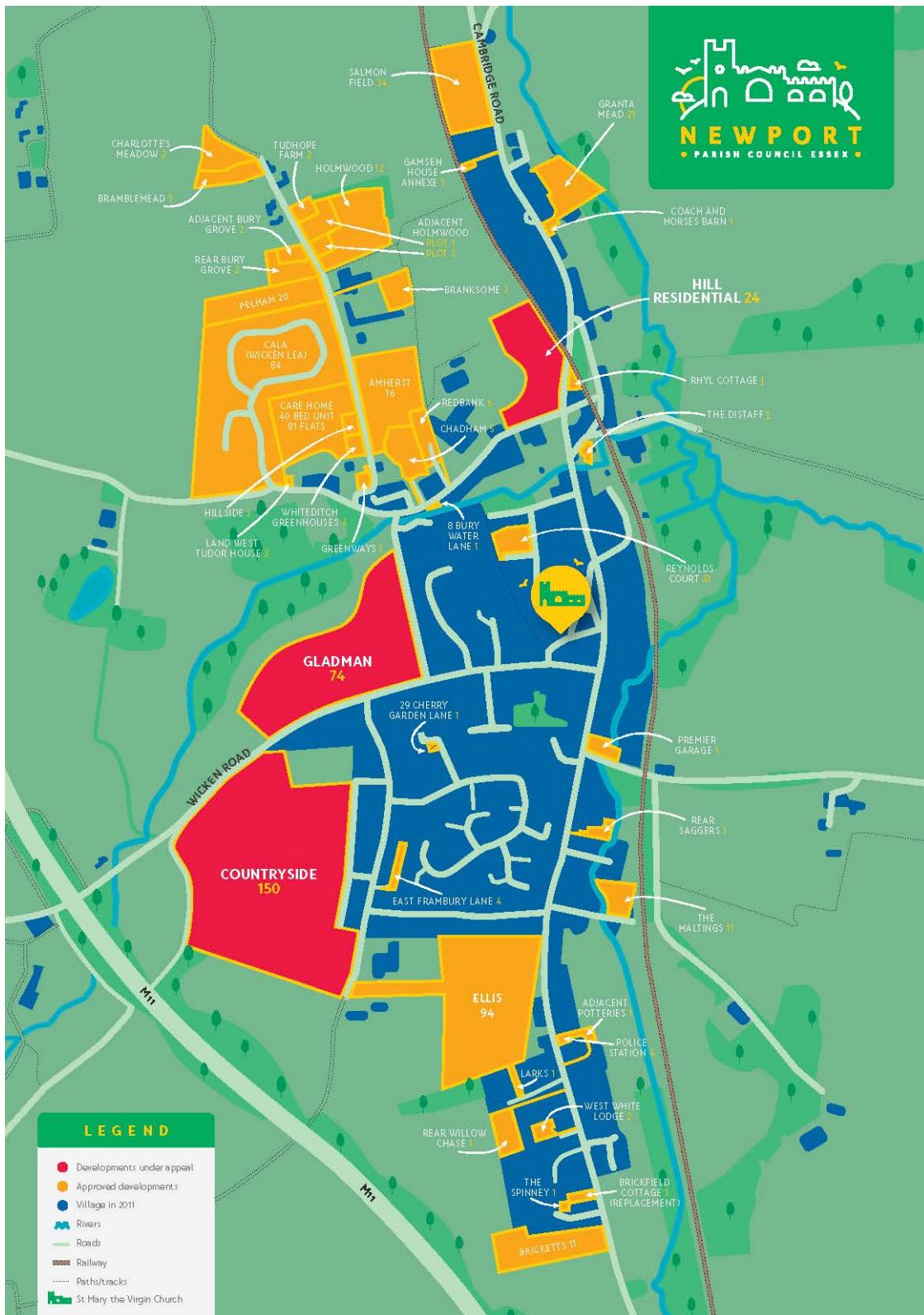
Taken from Brick Kiln Lane on the western edge of the village of Rickling Green. The view is looking east alongside Brick Kiln Lane towards Coney Acre.

The view is by the roadside entering Rickling Green from Rickling village

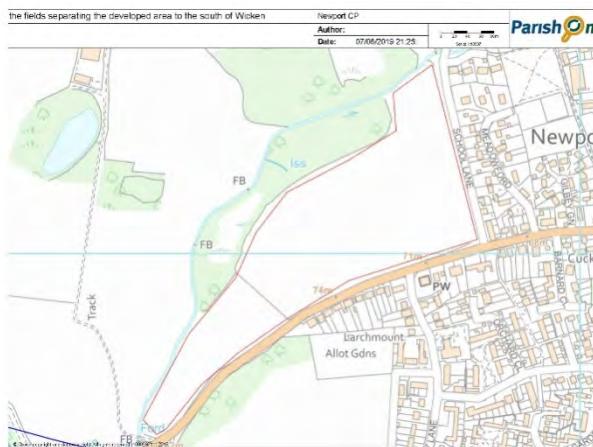
An open 'big sky' landscape view but close to Rickling Green



Map 17 Diagram of development at Newport from 2011 to July 2019



Map 18 – Examples of views relevant to policy NQRHA2 Connection with the countryside



'The fields separating the developed area to the south of Wicken Rd from the newly developed area to the north of Bury Water Lane'. Drone photo looking south west from School Lane



'Up the valley side on the east of the railway at Newport'. View from Newport church tower looking south east. The locations are the green field and the brown field. In the foreground is the centre of the Conservation Area

Appendix 3: Schedule of Modification Recommendations

Uttlesford District Council

Newport Quendon and Rickling Neighbourhood Plan Examiner's Report - Decision Statement

1. Summary

Following an independent examination, Uttlesford District Council has received the examiner's report relating to the Newport Quendon & Rickling Neighbourhood Plan. The report makes a number of recommendations for making modifications to policies within the Neighbourhood Plan. Uttlesford District Council proposes to accept each of the examiner's recommendations, apart from that relating to Policy NQRHA1 – Coherence of Villages **bullet point (5)** (Submission NP) as set out below and explained in detail in Appendix 4.

2. Background

Following the submission of the Newport Quendon & Rickling Neighbourhood Plan to Uttlesford District on 12 September 2019, Neighbourhood Plan was published in accordance with Regulation 16 of the Neighbourhood Planning (General) Regulations 2012 and representations invited. The publication period took place in 17 September 2019 – 29 October 2019.

The local planning authority, with the approval of Newport Parish Council, subsequently appointed an independent examiner, Mr John Slater to conduct an examination of the submitted Neighbourhood Plan and conclude whether it meets the Basic Conditions (as defined by Schedule 4B of the Town and Country Planning Act 1990) and consequently whether the Plan should proceed to referendum.

The examiner's report concludes that, subject to making certain recommended modifications, the Neighbourhood Plan meets the Basic Conditions and should proceed to a Neighbourhood Planning referendum in the area of the Newport Quendon and Rickling Neighbourhood Plan as designated by Uttlesford District Council.

3. Decision

Having considered each of the recommendations in the examiner's report and the reasons for them, Uttlesford District Council has decided to approve all of the recommended modifications, apart from one. The Council proposes to take a different view to that of the examiner in relation to **Policy NQRHA1 Coherence of Villages (bullet point 5)**. The Table below outlines the alterations made to the draft Plan under paragraph 12(6) of Schedule 4B to the 1990 Act (as applied by Section 38A of 2004 Act) in response to each of the Examiner's recommendations and the justification for this. The Table below also includes some further modifications agreed by the Council with the consent of the Parish Council.

The Council is proposing an alternative modification, as set out below and detailed in Appendix 4 and considers that this proposal will ensure the policy achieves greater clarity and therefore meets the basic conditions. This is in accordance with sections 12 and 13 of Schedule 4B to the Town and Country Planning Act 1990.

The following Table sets out each of the examiner's recommended modifications, the Council's consideration of those recommendations, and the Council's decision in relation to each recommendation.

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
Executive Summary Page 16, Para 77	Recommendation that any matter which would be relevant to the determination of a planning application should be included in the document as the neighbourhood plan policy and that "Recommendations" should be restricted to matters that are irrelevant to the determination of planning application.	The Council agrees with the examiner's rationale that the plan appears to be promoting a two-tier approach to planning policies in that there is no distinction between policies and Recommendations and would not meet Basic Conditions. Policies presented in coloured boxes and Recommendations presented in white boxes and	Accept Examiner's recommendation modification to differentiate Policies and Recommendation.

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
		renamed to include REC in recommendation numbering.	
Executive Summary Page 17, Para 84	That recommendations NRGSE4, NQRTR5, NQRTR8 and NQRSCL5 be deleted. The four recommendations and all other recommendations have not been examined.	The Council agrees with the examiner's statement that the four recommendations include matters that relate to development and use of land. Whereas Recommendations should be restricted to matters that are irrelevant to the determination of planning applications.	Accept Examiner's recommendation to delete these four Recommendations because they deal with matters that fall outside the remit of the Local Planning Authority and not material to the consideration of planning applications.
Page 19, Para 92: Policy NQRBL1 Support of new and existing businesses (Submission NP Pages 23-24)	<p>Replace Policy with, <i>New shops, service and business uses will be supported where they are of an appropriate scale for their location, especially if they are within walking or cycling distance of homes. They will be particularly encouraged to locate in the existing core areas of Newport as shown on Map 2.</i></p> <p><i>The loss of shops, service uses and employment sites will be resisted unless it is demonstrated that they are not financially viable and it has been shown that there no significant demand for the premises, which will have been demonstrated by appropriate marketing of the</i></p>	The Council agrees with the examiner in that the policy lacks clarity by caveating support for existing facilities in meeting walking and cycling accessibility criteria and lacks flexibility by application of criterion to existing uses only.	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
	<i>premises for at least 12 months, including, for example, being widely advertised on site, in estate agents and in relevant newspapers, property and trade magazines and/or websites, where prospective users would be expected to search and be advertised at a realistic price reflecting the existing use.”</i>		
	Replace Map 2 with the Map shown in paragraph 84.		Accept Examiner's recommendation modification Map replaced.
Page 19, Para 94: Policy NQRBL2 Change of use of Upper Floors (Submission NP Page 24)	<i>Delete “where the Local Plan viability test conditions for conversion of the whole building have not been met” and also delete the remainder of the sentence after “supported.”</i>	The Council agrees with the examiner's rationale in that permitted development rights might undermine the objectives of the policy by allowing changes of use of the building in A1 use to a mixed use comprising an A1 with up to 2 flats above.	Accept Examiner's recommendation modification
Page 19, Para 95- 96: Policy NQRBL3 Business Parking (Submission NP Page 24)	Recommendation is after “Conservation Areas” insert “or residential amenities adjacent to properties.”	The Council agrees with the examiner in that the modification extends support for additional parking subject to not harming the conservation area to include to have regard to amenities of any residential properties in the vicinity.	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
Page 20, Para 96 Policy NQRBL3 Business Parking (Submission NP Page 24)	Recommendation to delete the remainder of the policy which relates to the opposition of " additional parking restrictions. "	The Council agrees with the examiner's modification in that the second part of the of the policy relating to "additional parking restrictions" covers matters under the remit of the Highway Authority that is not for the use and development of land to be used in planning application determination.	Accept Examiner's recommendation modification
Page 20, Para 97: Policy NQRBL4 High Speed Internet Connections (Submission NP Page 24)	Replace the policy with "<i>The development of new residential or business premises will be expected to include the installation of the necessary infrastructure and ducting to enable the delivery of high-speed broadband to the property.</i>"	The Council agrees with the examiner's modification in that the policy is unreasonable in requiring developers to provide to provide internet connections because telecommunications providers are responsible for provision of connection. Also, the policy should be extended to include both new residential and business premises.	Accept Examiner's recommendation modification
Pages 20 -23, Paras 98 – 114: Policy NQRAQ1 Air Quality Impact of Development Proposals (Submission NP Page 35)	That the policy be deleted.	The Council agrees with the examiners because the policy imposes an unnecessary and over onerous requirement on new development which is not justified on basis of evidence and does not meet basic conditions.	Accept Examiner's recommendation modification
Pages 23 – 24, Paras 115 – 119: Policy NQRAQ2 Cumulative Impact of	That the policy be deleted.	The Council agrees with the examiner because the policy does not meet the Basic Conditions and has no regard to Secretary of State	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
Development on Clean Air and Traffic Congestion (Submission NP Page 35)		policy and guidance and could lead to unsustainable development.	Additional Modification <i>The policy has been reworded and presented as Recommendation NQRRECQ – Air quality monitoring and remediation.</i>
Page 24, Paras 120 – 121: Policy NQRGSE1 Discharges into Watercourses (Submission NP Page 45)	<p>Retitle Policy to read: Surface Water Discharges into Watercourses.</p> <p>Delete the first paragraph.</p> <p>Replace “new water discharges or run offs of water” with “increases in surface water run off”.</p>	<p>The Council agrees with the examiner in retitling the policy as it relates to surface water discharges as confirmed by the Parish Council.</p> <p>The modification also provides clarity on the fact that it is the increase in run-off from development that must be mitigated not to worsen risk of flooding.</p>	Accept Examiner's recommendation modification
Pages 24 - 25, Paras 122 – 125: Policy NQRGSE2 Locally supplied evidence of flood risk (Submission NP Page 25)	That the policy be deleted.	The Council agrees with the examiner in that NQRGSE2 as written does not meet the definition of a policy because a policy is about determination of applications and not about stipulation of weight to be afforded to representations.	Additional Modification Supporting text has been included in supporting text to emphasise NPSG's importance on the issue. <i>“The Parish Councils consider that, in assessing applications for development, local knowledge and evidence</i>

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
			<i>including photographs, historical evidence and maps, is an important material consideration in the decision-making process".</i>
Pages 25 - 27, Paras 126 – 133: Policy NQRGSE3 Footpaths and access to the countryside (Submission NP Page 45)	<p>Replace the first paragraph with, "New development, which is located close to, or adjacent to the existing rights of way network will be expected, where practicable, to provide footpath links between the development and the right of way network. Improvements to the surfaces and signage of existing footpaths will be encouraged."</p> <p>Delete the final paragraph of the policy.</p>	The Council agrees with the examiner modification as the policy is not flexible and fails to take account of size, type or location of development and amended wording applies to appropriate new residential development adjacent to the public rights of way network.	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
	<p>Insert a new Policy Heading (with an appropriate policy number and renumber accordingly other policies if necessary) "<i>The Protection of Locally Important Views</i>"</p>	<p>The Council agrees with the examiner creating two policies would results in easier to use policies in a development management context.</p>	<p>Accept Examiner's recommendation modification</p> <p>Two policies created namely: NQRGSE2 Footpaths and access to the countryside</p> <p>and</p> <p>Policy NQRGSE3 Protection of Locally Important Views</p>
	<p>Replace the second paragraph with "<i>Development resulting in an adverse impact on the locally valued views, shown on Maps 16 and 17 will not be supported unless that impact is adequately mitigated.</i>"</p> <p>Replace Map 17 with the map shown in paragraph 123 and integrate the text and pictures shown in Appendices 10 and 11 of the evidence base, into the neighbourhood plan document but refer to the views as "<i>Locally Important Views</i>" rather than "<i>Views with a Low Capacity to Change</i>".</p>	<p>The modification ensures that sustainable development is not necessarily frustrated without the introduction of a caveat that recognises that adverse impacts can be satisfactorily mitigated.</p> <p>Also reference to Maps will be important in that a decision maker will know which are the specific views that are particularly valued locally and to be protected.</p>	<p>Accept Examiner's recommendation modification but error in map references corrected to read Maps 15.15 a and 16</p> <p>Minor modification in line with Examiner's Recommendation:</p> <p><i>Correction of an error - Maps 16 and 17 should be Maps 15,15a and Map 16.</i></p>
Page 27 Para 134 Policy NQREH1 General Practice	I have no comments to make on this policy.	The Council notes the examiner's endorsement.	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
(Submission NP Page 50)			No modification necessary
Pages 27 - 28, Paras 135 – 141: Policy NQREH2 Primary School Places (Submission NP Page 51)	That the policy be deleted	The Council notes the examiner's modification because the policy goes beyond the remit of being a policy for the development and use of land to a school admission policy, which is not a matter for the Parish Council, or indeed the local planning authority.	<p>Accept Examiner's recommendation modification</p> <p>Additional modification <i>A version of the wording has been incorporated into a new recommendation NQRRECP page 49. An appropriate wording has been worked for the recommendation.</i></p>
Pages 28 - 29, Paras 142 – 148: Policy NQRHA1 Coherence of Villages (Submission NP 61-62)	See Appendix 4	See Appendix 4	<p>Accept Examiner's majority of recommendation modification.</p> <p>Propose alternative modifications to the policy wording in order to address issues of clarity and to ensure</p>

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
			<p>the policy meets the Basic Conditions.</p> <p>The Council's proposed modifications and reasons are set out in Appendix 4.</p>
Pages 29 - 30, Paras 149 – 151: Policy NQRHA2 Building on Brownfield Sites (Submission NP Page 62)	The policy be deleted.	The Council agrees with the examiner this policy is not in line with national or local planning policy and would allow inappropriate development in unsustainable locations in the countryside.	Accept Examiner's recommendation modification
Page 30, Paras 152 – 157: Policy NQRHA3 Connection with the Countryside (Submission NP Page 62)	<i>Replace the policy with “proposed development must be sensitive to the setting of Newport within the surrounding countryside. The design and layout of any new development must take into account existing views into and from the countryside and ensure that the visual connection to the countryside is not lost.”</i>	The Council agrees with the policy replacement because as worded, the policy would presume against the construction of buildings and structure necessary for the agricultural use of this land.	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
Page 31, Paras 158 – 160: Policy NQRHA4 Buildings in the Countryside (Submission NP Pages 62- 63)	<ul style="list-style-type: none"> • Delete the first two paragraphs including the three bullet points. • In the third bullet point replace “No material harm is caused to” with “The development protects and enhances” • In the fourth bullet point replace “No material harm is caused to” with “The development protects and enhances” • In the fifth bullet point replace “No material harm is caused to” with “The development protects and enhances” • Delete the final paragraph and bullet point 	The Council agrees with the Examiner because the “no material harm “is too restrictive and the “additional element” duplicates existing policy contrary to the Secretary of State advice.	Accept Examiner’s recommendation modification
Policy NQRHA5	Revisit the numbering of this set of policies	The Council agrees with the Examiner in the need to renumber policies in the set because of an error in numbering as there was no Policy NQRAHA5.	Accept Examiner’s recommendation modification
Pages 31 - 32, Paras 161 – 165: Policy NQRHA6 Foxley House (Submission NP Page 63-64)	<p>Delete the first paragraph and the second sentence of the second paragraph.</p> <p>Replace the third bullet point with “Vehicular access should be from Bluebell Drive.”</p>	The Council agrees with the Examiner because the first paragraph was a policy justification, not a statement of planning policy.	Accept Examiner’s recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
Page 32, Para 166: Policy NQRHD1 Parking Standards (Submission NP Page 75)	Replace all the text in the first paragraph with “up to date relevant parking standards currently in force in Uttlesford district”.	The Council agrees with the Examiner because the modification provides clarity and ease of reference to parking standards during the lifetime of the Plan.	Accept Examiner's recommendation modification
Page 33, Paras 167 - 172: Policy NQRHD2 Housing Design (Submission NP Pages 75-76)	In the first paragraph, replace “must” with “will be expected to” and at the end of the sentence insert “, and where it is appropriate”.	The Council agrees with the Examiner In that as worded the planning policy imposes an obligation on every submitted application to meet 5 criteria and in some circumstances, it may not be possible for development to “to make a positive contribution to the distinctive character of the village(s) as a whole.” Proposed wording makes the policy more flexible and positive.	Accept Examiner's recommendation modification
	Replace the final paragraph with “Design and Access Statements will be expected to show how the scheme has had regard to the Essex Design Guide. Other applications are also encouraged to show how they also have had regard to the principles set out in the Guide”	The Council agrees with the Examiner because the policy would not have been contrary to the requirement for Design Access Statements for development in Conservation Areas or for “major schemes” only.	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
	<p>Under the heading “Densities” replace “particularly in village centres, housing densities may be to the top end of the UDC density range of 50 per hectare” with “and adjacent to the settlement boundaries, housing density should be in the range of 30 – 50 dwellings per hectare”</p> <p>At the end of the second sentence insert “unless a departure is justified on the basis of the particular characteristics of the scheme”</p>	<p>The Council agrees with the Examiner’s modification provides clarity and certainty of acceptable density ranges.</p>	<p>Accept Examiner’s recommendation modification</p> <p>Additional Modification A standalone policy NQRHD5 Densities created in line with Examiner’s Recommendation to provide clarity and avoid ambiguity.</p> <p>Reason: Following Examiners suggestion to improve clarity in policy.</p>
Pages 33 – 34, Paras 173 - 174: Policy NQRHD3 Use of Specimen Trees (Submission NP Page 76)	<p>After “wherever possible” add “and appropriate having regard to the nature, form and layout of the development”</p> <p>Delete the final sentence.</p>	<p>The Council agrees with the Examiner</p> <p>The modification provides flexibility and suitability of species is not a statement of planning policy would be more appropriate in in the supporting text.</p>	<p>Accept Examiner’s recommendation modification</p>
Page 34, Paras 175 - 177: Policy NQRHD4 House Sizes (Submission NP Page 76)	<p>In the first paragraph delete the remainder of the sentence after “whole”.</p> <p>Delete the second paragraph.</p> <p>In the final paragraph replace “in greatest demand” with “having regard to local housing need and indications of market demand. They will also be expected to demonstrate</p>	<p>The Council agrees with the Examiner in removing duplication as well as the removal of the specific requirements set out in the second paragraph that are too prescriptive.</p>	<p>Accept Examiner’s recommendation modifications but do not agree with the wording proposed.</p> <p>Alternative Modification “<i>In order to contribute towards the balancing of the housing stock, the mix of house sizes in</i></p>

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
	<p><i>how the house sizes are meeting that need and demand”.</i></p> <p>Delete the final sentence.</p>		<p><i>applications for ten or more houses is expected to have regard to local housing need and indications of market demand...”.</i></p> <p>Reason</p> <p>Provides clarity and avoids ambiguity.</p>
Page 34, Para 178: Policy NQRHD5 Social Homes and Local Connection (Submission NP Page 76)	The policy be deleted.	<p>The Council agrees with the Examiner, allocation of social homes does not fall under the jurisdiction of the Local Authority but falls under the remit of the Housing Authority. As such it is not a policy for the development and use of land.</p>	<p>Accept Examiner's recommendation modification</p> <p>Additional Modification The text has been reworded and made into Recommendation NORRECH Social homes and local connection.</p> <p>Recommendation NQRRECH Social homes and local connection has been created to read, “<i>The Parish Council will seek that where affordable housing is being provided, priority should be given to those who can prove a local connection to the Parish in which the homes are built or in surrounding areas</i>”</p>

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
			<p>Reason</p> <p>This is in line with paragraph 79 of the examiner's report which states that where policies fall outside the remit of the LPA and are not material to the consideration of a planning application these are the type of matters that could be dealt with as non-planning recommendation matters.</p>
Pages 34-35, Para 179: Policy NQRHD6 Affordable Housing (Submission NP Page 76)	<p>Insert the following paragraph at the end of the policy "Developers may not circumvent this policy by artificially subdividing sites. Where sites are subdivided, the Council will normally expect a subdivision or smaller development to contribute proportionately towards achieving the amount of affordable housing which would have been appropriate on the whole or larger site."</p>	<p>The Council agrees with the Examiner</p> <p>The caveat ensures that developers do not circumvent the policy by artificially subdividing sites to avoid contributing to the requisite affordable housing.</p>	Accept Examiner's recommendation modification
Page 35, Paras 180 - 181: Policy NQRTR1 Extension of Speed Limits and Footways (Submission NP Page 86)	<p>Retitle policy "Extension of footways"</p> <p>Replace the policy with "Where development outside development limits is considered acceptable, the development will be expected to provide or fund where it is justified, appropriate and deliverable safe"</p>	<p>The Council agrees with the Examiner</p> <p>The policy as worded was restrictive and the caveat proposed by the examiner affords flexibility to the policy.</p>	<p>Accept Examiner's recommendation modification</p> <p>Additional modification: Text relating to speed limits has been made into a Recommendation NQRRECX Extensions of speed limits to</p>

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
	<p><i>footways connecting to the nearest settlement. These may be alongside roads, or preferably on the inside of developments, connecting to existing footways.</i></p>	<p>Predicating the acceptability of development on securing a speed limit is subject to the Highways Authority's policies for introducing speed limits and separate from planning applications and falls outside the remit of the local planning authority.</p>	<p>read: "<i>It is recommended that where vehicle accesses to development sites are near to, or just outside of, a speed limit boundary, The Highways Authority should seek funding from the development for speed limit extensions they may require</i>".</p> <p>Reason: The wording of the recommendation is worded so that it does not relate to the development and use of land, and therefore is considered an acceptable change. This is in line with paragraph 79 of the examiner's report which states that where policies fall outside the remit of the LPA and are not material to the consideration of a planning application these are the type of matters that could be dealt with as non-planning recommendation matters.</p>
Pages 35 - 36, Paras 182 - 185: Policy NQRTR2 Mitigation of Traffic Impacts	That the policy be deleted.	<p>The Council agrees with the Examiner</p> <p>The policy is expressed of addressing the impact of traffic,</p>	<p>Accept Examiner's recommendation modification</p> <p>Additional modification:</p>

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
(Submission NP Page 86)		<p>congestion and air quality, but no information was submitted with the policy identifying any specific measures that the contributions would be directed towards.</p> <p>The examiner is not satisfied that such a general policy, which is directed at “developers”, irrespective of the scale and type of development or how it will impact upon the matters that contributions are to be sought has been properly justified. Whilst there may be traffic mitigation works required for a particular development that meets the 3 statutory tests, then these can continue to be sought, but he is not satisfied that there is justification for a policy that requires contributions from <i>all</i> developers to fund unspecified projects which may not be related to that actual development. Such payments would not meet the legal tests.</p>	<p>Text relating to speed limits has been made into: Recommendation NQRRECT Mitigation of traffic impacts to read: <i>“It is recommended that to help address the impacts of traffic on the villages, including congestion, parking, and air quality, the parish councils will seek contributions through S106 funding to sustainable transport infrastructure and promote sustainable transport measures to help reduce reliance on the private car and identify appropriate local mitigation to manage residual traffic impacts.”</i></p> <p>Reason: The wording of the recommendation will seek contributions through S106, and this would have to meet the 3 tests and therefore is considered an acceptable change. This is in line with paragraph 79 of the examiner’s report which states that where policies fall outside the remit of the LPA and are not material to the consideration of a planning application these are the type</p>

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
			of matters that could be dealt with as non-planning recommendation matters.
Page 36, Para 186: Policy NQRTR3 Safe Access to Schools and Village Facilities (Submission NP Pages 86 - 87)	<p>Delete all text prior to “<i>all new development</i>” and insert “<i>Where justified by the nature of the proposal,</i>” and at the end insert “<i>on land within the development site or under the control of the Highway Authority</i>”.</p> <p><i>Some of the policy wording is not actual policy but the justification for the policy which can be moved to the supporting text.</i></p>	<p>The Council agrees with the Examiner</p> <p>The policy is expressed in terms of “<i>all new development</i> should provide safe, convenient internal footways and cycle paths”. Such requirements will not be appropriate for most development. The examiner proposes a form of wording to ensure that these are only sought “where justified by the nature of the development” and also make it explicit that the routes are only to be provided within the land under the control of the applicant or public highway so as to enable connection of the internal routes with existing networks. Some of the policy wording is not actual policy but the justification for the policy which can be moved to the supporting text.</p>	<i>UDC and NQRSG agree with Examiner. Accept Examiner's recommendation modification</i>
Page 36 Para 187 -Policy NQRSCL1 Retaining and Enhancing Community Facilities	I have no comments to make on this policy.	The Council notes the examiner's endorsement.	No modification necessary.

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
Pages 36 -37, Paras 188 - 189: Policy NQRSCL2 Financial Contributions from Development (Submission NP Pages 94-95)	Replace the policy with " Where it can be shown to meet the legal tests set out in Regulation 122 of the Community Infrastructure Regulations 2010, financial contributions will be sought from any net additional new housing units through a planning obligation to fund additional sport and leisure facilities with the parishes, unless any funding is provided by the introduction of a Community Infrastructure Levy Scheme. "	The Council agrees with the Examiner As written the policy was not implementable as there is no mechanism for collecting a levy other than through a Section 106 contribution which needs to pass the three tests.	Accept Examiner's recommendation modification
Page 37, Para 190: Policy NQRSCL3 Provision of Amenity Space and Ballgames (Submission NP Page 95)	Add at the end of the policy " in appropriate locations having regard to the residential amenities of nearby residents ".	The Council agrees with the Examiner To provide flexibility the support should be caveated that the facilities are provided in appropriate locations, for example, having regard to protecting the amenities of local residents.	Accept Examiner's recommendation modification
Page 37, Para 191: Policy NQRSCL4 Retention of Sports Fields (Submission NP Page 95)	After "sports fields" insert "as shown on Map X" Prepare and insert a map of all sports fields within the plan area	The Council agrees with the Examiner Maps provide clarity and clearly show the extent of the sports fields which are to be covered by the policy. Reference to the maps will assist decision makers in	Accept Examiner's recommendation modification

Document/Page/Policy	Examiners Recommendation	Council Consideration of Recommendation	Council Decision
		determining exact location and extent of facility when required.	
Page 36, Para 192:	<p>If I am to recommend that the Plan progresses to its referendum stage, I am required to confirm whether the referendum should cover a larger area than the area covered by the Neighbourhood Plan. In this instance, I can confirm that the area of the Newport Quendon and Rickling Neighbourhood Plan as designated by Uttlesford District Council on <u>4th February 2014</u>, is the appropriate area for the referendum to be held and the area for the referendum does not need to be extended.</p>	<p>N/A Examiner made an error on the NP area designation date.</p>	Designation correctly amended to 16th February 2017 .

4. Next Steps

Given Uttlesford District Council's proposal to make a decision which differs from that recommended by the examiner (in relation to Policy NQRHA1 Coherence of Villages (bullet point 5) (Submission NP), there will now follow a seven-week period of consultation (this should be six weeks but is extended to seven weeks to take account of Christmas and New year holidays) during which Newport Parish Council, all those who submitted representations to Uttlesford District Council during the Regulation 16 publication stage, and any consultation body that has previously been consulted on the Neighbourhood Plan will be invited to make comments on Policy NQRHA1 Coherence of Villages Submission NP Version (bullet point 5) (in accordance with section 13[1] of Schedule 4B of the Town and Country Planning Act 1990). This 6-week period will take place between 9 am **Monday 7 December 2020 to 5 pm Monday 25 January 2021**.

This Decision Statement proposal will be published, during the aforementioned seven-week period, on the Uttlesford District Council website (www.uttlesford.gov.uk/nqrnp).

Following the aforementioned seven-week period, Uttlesford District Council may refer the issue to a further independent examination, if it considers it appropriate to do so.

Following the representation period, and receipt of the examiner's report (should a further examination be deemed necessary), Uttlesford District Council will publish a final Decision Statement which will include the Council's decision on whether or not the Plan should proceed to a referendum.

Appendix 4: Schedule of Additional Modification Recommendations

The Neighbourhood Planning (General) Regulations 2012 (as amended) requires in Regulation 18 for the local planning authority to outline what action to take in response to the recommendations of an Examiner made in a report under paragraph 10 of Schedule 4A to the 1990 Act (as applied by Section 38A of the 2004 Act) in relation to a neighbourhood plan. The Regulations provide that where the Council disagrees with the Examiner's report to re-consult and this provision is engaged in this instance for the following reason:

Having considered each of the recommendations made by in the Examiner's report and the reasons for them, the Council, with the consent of Newport Quendon & Rickling Parish Councils, has decided to accept the majority of the Examiner's modifications to the draft Plan except for Policy NQRHA1 Coherence of Villages criterion 5 (Neighbourhood Development Plan Submission Version) (or criterion b in the modified policy Neighbourhood Development Plan Modified Version). However, the recommended Examiner's modifications to Policy NQRHA1 and criterion 5 would create confusion for applicants and would result in a policy that is not clear and unambiguous, this is would not meet the basic conditions and would be contrary to paragraph 41-041-20140306 of the PPG as well as not being in accord with the Local Plan Policy S7 -Countryside.

For this reason, additional modifications are proposed. Table 1 below outlines the alterations made to the draft Plan under paragraph 12(6) of Schedule 4B to the 1990 Act (as applied by Section 38A of 2004 Act) in response to the Examiner's recommendations or in the form of additional recommendations and the justification for this.

Table 1

NQRNDP= Newport Quendon & Rickling Neighbourhood Plan **UDC** = Uttlesford District Council

NQRNDP Policy/ Page numbers and Paras in brackets are those in the Examiner's Report	Examiner's Modification Recommendation	UDC/NQRNDP Consideration/ justification or alternative modification
Policy NQRHA1 Coherence of Villages	<p><i>Delete the first paragraph and the second paragraph</i></p> <p><i>Delete the second bullet point</i></p>	UDC/NQRNDP accept the majority of the Examiner's Recommendations on Policy NQRHA1 but <u>do not accept the examiner's recommended modification on bullet point 5</u>

	<p><i>In the third bullet point replace “(see maps section)” with “(see maps 13 and 14)”</i></p> <p><i>In bullet point 5, delete “significant”</i></p> <p><i>At the end of the sixth bullet insert “including some market housing necessary to secure the viable delivery of the affordable homes”</i></p> <p><i>Indent bullet points 4- 6 and insert the following bullet points</i></p> <ul style="list-style-type: none">• <i>Residential conversion of redundant or disused rural buildings, which will enhance their setting</i>• <i>Subdivision of an existing dwelling</i>• <i>Construction of new houses of exceptional design meeting the criteria set in paragraph 79e) of the NPPF</i>• <i>Conversion of existing buildings and the erection of well-designed new buildings for business uses.</i>	<p>(bullet 5 in the submitted plan but relabelled criterion b below).</p> <p>Alternative modifications are proposed by deletion of some policy wording of the bullet point 5 in order to address issues of clarity and to ensure the policy meets the Basic Conditions.</p> <p>The Council's reasons and proposed modifications are set out in Appendix A and Appendix B below.</p>
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APPENDIX A: Council consideration of examiner's recommendation: Policy NQRHA1 Coherence of Villages (Submission Version NP *bullet point b*)

Basic Conditions and the National Planning Policy Framework

- 1.1 The Council proposes to make modifications which differ from that recommended by the examiner. It is considered that these modifications are required in order to secure that the draft Neighbourhood Plan meets the basic conditions of neighbourhood planning, as enabled by section 12(6)(a) of Schedule 4B of the Town and Country Planning Act 1990.
- 1.2 In particular, the Council considers that the examiner's recommended modifications to Policy NQRHA1 (bullet point 5 or criterion b in modified policy) of the Newport Quendon & Rickling Neighbourhood Plan would mean that the Plan does not have regard to Local Plan Policy S7 – The Countryside and advice contained in guidance issued by the Secretary of State, as required by Section 8(2)(a) of the aforementioned Act.
- 1.3 At the Fact Checking stage the Newport Quendon & Rickling Steering Group raised a major concern to the Examiner regarding the proposed modification with particular reference to bullet b). The Steering Groups' concern was that the phrase "*immediately adjoining*" any cluster could be interpreted to support development ad infinitum, outside of development limits. This would be unreasonable, and contrary to the adopted Local Plan Policy S7. Nor is this being not consistent with the definition of 'infill' and introduces ambiguity and a lack of clarity such that the policy would not be capable of being applied consistently and clearly when determining planning applications.

Infill development

- 1.4 This criterion as modified by the examiner would read "Small scale infill development within or immediately adjoining significant existing clusters of development." would create confusion for applicants and would result in a policy that is not clear and introduces a level of ambiguity, this is would not meet the basic conditions and would be contrary to paragraph 41-041-20140306 of the PPG. This criterion as modified by the examiner would read "Small scale infill development within or immediately adjoining significant existing clusters of development;". The lack of clarity and ambiguity does not relate to the

examiner's modification but to the fact that infill development is described as 'within or immediately adjoining existing clusters of development.' This criterion as modified by the examiner would read "Small scale infill development within or immediately adjoining significant existing clusters of development;". The lack of clarity and ambiguity does not relate to the examiner's modification but to the fact that infill development is described as 'within or immediately adjoining existing clusters of development'. By also referencing 'adjoining land' the draft policy as worded is not clear and is unambiguous. This lack of clarity would mean that the policy would not be capable of being applied consistently and clearly when deterring planning applications. The alternative modifications proposed in **Appendix 4** have been prepared in consultation with the Newport Quendon & Rickling Neighbourhood Development NDP Steering Group. It is considered that the amendments proposed would still enable the NDP to meet the Basic Conditions under which it was examined.

- 1.5 Infill development is particularly and inherently prone to raise issues of prejudicial impact to the form and character of the settlement, if not properly managed. Again, Uttlesford District Council considers that the issue of infill proposals, particularly the issue of gaps between development, should be reflected within the policy wording to ensure that it contributes to sustainable development in accordance with the NPPF.
- 1.7 'Infilling' is relatively clearly stated as being within clusters (indeed defined in the Adopted Local Plan para 6.14), the removal of the locational criteria for the definition of clusters requires the definition of infilling to be revisited for greater clarity. So, to continue to word 'infill' as '*Small scale infill development within or immediately adjoining existing clusters of development*' would be both imprecise and not in accordance with the development plan wording.
- 1.9 It is agreed that the description 'significant' clusters is undefined, so justifying its deletion as recommended by the Examiner , but by having no definition of a cluster leaves a vacuum which would not be capable of being applied consistently and clearly when determining planning applications thus not meeting the Basic Conditions as well as being constantly challenged by applicants/appellants.

Proposal by Uttlesford District

- 1.10 As a result of the concerns with the ambiguity in the policy following the examiner's recommended modification to Policy NQRHA1 (criterion bullet point 5) of the Neighbourhood Plan, as discussed above, Uttlesford District Council has proposed modification to Policy NQRHA1(criterion b). This is set out in Appendix B below.
- 1.11 The proposed modification (and the reasoning is outlined above) and will be subject to a seven-week period of consultation, whereby representations can be made.

NQRHA1 – Coherence of the villages – as modified by the Examiner

Development of sites within the Newport Development limits will be supported if of a scale and setting relating well to the village, with good vehicle access and where safe, convenient pedestrian and cycle access is in place providing good connectivity from residential areas to the village centre and the railway station and bus stops.

Further development outside of the development limits shown in the Development Limits maps (see maps 13 and 14), will be not be supported other than:

- a. Development appropriate for a countryside location, defined as agriculture, horticulture, forestry, outdoor recreation and other uses which need to be located in the countryside;
- b. Small scale infill development within or immediately adjoining significant existing clusters of development;
- c. Affordable housing on rural exception sites to meet an identified local need which cannot be met in any other way including some market housing necessary to secure the viable delivery of the affordable homes;
- d. Residential conversion of redundant or disused rural buildings, which will enhance their setting;
- e. Subdivision of an existing dwelling;

- f. Construction of new houses of exceptional design meeting the criteria set in paragraph 79e) of the NPPF;
- g. Conversion of existing buildings and the erection of well-designed new buildings for business uses.

APPENDIX B: Council Proposed Additional Modification – Policy NQRHA1 Coherence of Villages

Refuse examiner's recommended modification to NQRHA1 bullet point 5.

Proposed alternative modifications to the policy wording, is as set out below, in order to address issues of clarity and to ensure the policy meets the Basic Conditions.

Examiner's modification

“Small scale infill development within or immediately adjoining existing clusters of development”.

Proposed Additional Modification

The proposal is that the criterion is amended by deletion of ‘or immediately adjoining’:

Proposed bullet criterion to read:

“Small scale infill development within existing clusters of development”.

Proposed Additional Modification

In order to provide clarity and avoid ambiguity about what constitutes a cluster, the proposed definition of ‘clusters’ proposed to be included in the Plan Glossary is as follows:

Cluster - A grouping of at least 5 dwellings at an individual site, or hamlet, and separated from the villages.