

### 3. Spatial Strategy

- 3.1 The Spatial Strategy flows from the spatial portrait, vision and objectives in Section 2 and provides the framework for the policies in the rest of the Local Plan which are shown on the Key Diagram and Policies Map.
- 3.2 The Spatial Strategy outlines the hierarchy of places and centres within these places and the principles for the distribution of development between the places. This includes maximising the use of land and buildings whilst respecting the distinctive character and heritage of the District, as well as developing new garden communities. The Spatial Strategy identifies how much new development will be provided and when, i.e. the overall phasing of development. It also identifies the need for new site allocations to deliver this Strategy and the new infrastructure and services that may be required. The Spatial Strategy sets out the principles of sustainable development that all development will follow in order to achieve the vision of Uttlesford.
- 3.3 The delivery mechanisms that will be used in order to fulfil the Spatial Strategy are set out in Section ~~44~~13 of this Plan.

#### **Presumption in Favour of Sustainable Development**

- 3.4 In accordance with the National Planning Policy Framework (NPPF) the Council will work proactively with applicants to ensure that proposals that will achieve sustainable development can be approved. Applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF is also a material consideration in planning decisions and sets out what sustainable development means in practice for the planning system. This includes: building a strong, competitive economy; making efficient use of land by promoting ~~the re-use of land~~ previously developed (brownfield) land; ensuring the vitality of town centres; supporting a prosperous rural economy; promoting sustainable transport; supporting strong, vibrant and healthy communities and protecting and enhancing the natural, built and historic environment. These principles will be taken into account in considering applications for new development in accordance with Policy SP1 ~~below~~.

## **Policy SP1 - Presumption in Favour of Sustainable Development**

**When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. The Council will always work proactively with applicants and communities jointly to find solutions which mean that proposals will be approved wherever possible and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application, or relevant policies are out of date at the time of making the decision, the Council will grant permission unless material considerations indicate otherwise – taking into account whether:**

- **Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
- **Specific policies in that Framework indicate that development should be restricted.**

### **Spatial Strategy**

**3.5** This section sets out where growth should be focused and where it should be restricted. The aim is to ensure that growth takes place in the most suitable locations in the District, i.e. where it is needed, where it is deliverable and where it is the most sustainable. This section sets out the broad policy framework which is then carried through into the separate topic sections of the Local Plan that follow this section.

**3.6** Uttlesford is a good place to live, work and visit, and there are a number of factors that come together to influence this and give the district its individual character. The successful economy linked to Stansted Airport, attractive villages, the quality of the local environment and good connections along the M11 and rail network to the north and south, and east along the A120. There are also key relationships to destinations outside of the district, including London, Cambridge, Bishops Stortford, Chelmsford and Braintree, with these locations providing shopping, entertainment and services to Uttlesford residents.

**3.6.3.7** All this means that Uttlesford is under intense pressure for development and in order for Uttlesford's success to continue it is crucial for the Local Plan to plan for appropriate levels of growth in the right locations in order to deliver sustainable development. The Local Plan must maintain the quality of life for residents of existing communities, as well as the quality of the built and natural environment. It must also support the local economy to ensure that the prospects of individuals, and the

Dedistrict as a whole, continue to thrive.

**3.8** In developing the strategy for the Local Plan Uttlesford has considered a range of alternative strategies. The Issues and Options consultation 2015 included seven different development scenarios for housing growth; four based on the Council's Objectively Assessed Housing Need (OAN) at that time of 580 dwellings per annum and three on a higher figure of 750 dwellings to test the implications of greater growth. Removing duplication of scenarios this has been simplified to five scenarios:

**3.73.9**

- All development in new settlements;
- All development pepper potted in villages;
- All development in two main towns (Saffron Walden and Great Dunmow); and
- A combination of development in main towns and villages.
- Hybrid involving new settlement(s), main towns and villages

**3.83.10** The first four were rejected for a variety of reasons. Focussing significant new development in the villages or the two main towns would result in a scale of development which would have a detrimental impact on the character and historic assets of the town or village, the surrounding countryside and highway network. Furthermore the scale of individual developments would not provide the infrastructure required. It was therefore concluded that these strategies would have significant impacts on these communities, many of which have seen significant growth in recent years. While focussing all development in new settlements does have significant benefits, in that focussed development is better able to provide new and improved infrastructure and reduces development pressure on the historic settlements, a strategy that focussed all development in new settlements was considered to not address the challenges around housing need early enough and deprives existing settlements of sustainable growth. New settlements have longer lead in times before development can commence, and the Council is required to address its housing needs in a more balanced approach.

**3.93.11** Consequently this Local Plan proposes a hybrid strategy with significant growth in new settlements, but some additional growth in existing communities as well. This strategy recognises that towns and larger villages offer sustainable locations for development. This balanced approach is considered to realise the infrastructure benefits of concentrating development as well as limiting the impact on existing communities, although it is recognised that existing communities close to the new communities will be impacted.

**3.103.12** In considering where these new communities should be developed the Council is relatively limited in its choices. While new communities will provide significant new infrastructure, they still have to link into existing infrastructure, particularly the strategic road network. For Uttlesford this means they need to be able to link into the M11, A120 and existing local arterial road network. Other strategic considerations that influence the appropriate location of new development include the capacity and potential of existing infrastructure, access to existing jobs and services, Green Belt and the potential scale of the development. More local considerations include impact on sensitive landscapes and buildings and impact on flooding.

**3.113.13** In the issues and options consultation on the Uttlesford Local Plan in 2015, the Council identified nine Areas of Search for New Settlements, as well as areas of

search around the towns and key villages. The location of these Area of Search were identified because of their potential to contribute to effective cross-boundary strategic planning priorities; minimise the need to travel by car for example by being located near to jobs, shops, leisure opportunities and other facilities; access to strategic highways and rail network; exclusion of areas with special protection such as Registered Parks and Gardens and Sites of Special Scientific Interest. Of the nine identified New Settlement Areas of Search, only 6 were promoted by the landowner, plus land within the Takeley area of search was promoted for significant development. Responses to this consultation and work that took place following the consultation informed the Council's decision to identify the three Garden Community sites that were consulted upon in the regulation 18 Local Plan in 2017.

The following locations for new settlements were promoted and rejected:

- Land at Elsenham (Area of Search 3)
- Land at Birchanger (Area of Search 4)
- Land at Little Dunmow known as Chelmer Mead (Area of Search 9)
- Land north and east of Priors Green, Takeley (area of Search 13)

**3.123.14** The decision to reject the location at Elsenham for a new settlement was based on ~~the limited inadequate~~ access on to the strategic road network, impacts on local roads, limited access to jobs and services and the views of the Local Plan Inspector's letters 2014 and the refusal of planning permission for 800 dwellings by the Secretary of State in August 2016.

**3.133.15** Land at Birchanger lies within the Metropolitan Green Belt. The Uttlesford Green Belt Review 2016 found that the Green Belt in this location performed strongly against the functions of the Green Belt. Furthermore the scale of development being promoted was not large enough to provide a self-sustaining community.

**3.143.16** Land at Little Dunmow was rejected because of ~~issues in relation to highways and impacts on local roads~~, the need for a new junction on to the A120, and presence of very few services in Little Dunmow. ~~The site is considered the least sustainable location, because it may be more difficult to integrate a high frequency bus service to rail services due to the site being some distance from rail links; and it would also ultimately~~ lead to the coalescence of the settlements of Little Dunmow and Fitch Green with detrimental impacts on the historic assets of Little Dunmow.

**3.153.17** An extension to Priors Green, Takeley would lead to development in the Countryside Protection Zone (CPZ) leading to a high level of harm to the purposes of the CPZ. Development would have a detrimental impact on local roads the highway network and also M11 Junction 8, in particular. Furthermore the scale of development being promoted was not large enough to provide a self-sustaining community.

**3.163.18** Broadly speaking, the remaining sites performed better than others because they were located beyond the Green Belt, with good access to the strategic road network and capable of supporting significant infrastructure

- Land at Great Chesterford known as North Uttlesford (Area of Search 1)
- Land west of Great Dunmow and south of Little Easton known as Easton Park (Area of ~~search~~ Search 7)
- Land west of Braintree (Area of Search 9)

**3.173.19**

The site at Great Chesterford benefits from its proximity to M11 Junction 9 and Great Chesterford Railway Station and Whittlesford Parkway Railway Station; as well as access to biomedical and research and development employment opportunities north of Saffron Walden and south of Cambridge.

**3.183.20**

Easton Park is considered a sustainable location due to its proximity to Stansted Airport and the potential for sustainable transport links to the airport and its associated air, rail and bus termini, **and services** to Great Dunmow and good access onto the A120.

**3.193.21**

Land west of Braintree is considered a sustainable location due to good access onto the A120 and its proximity to the local facilities and transport infrastructure in Braintree.

**3.22**

**3.203.23** In the regulation 18 consultation in 2017 the Council identified these three new settlements at North Uttlesford, Easton Park and West of Braintree. While all of these sites have issues that need to be overcome, they all have good access to the strategic road network, existing jobs and services, are of a scale to support significant infrastructure provision and are outside the Green Belt policy designation and together are distributed across the District so as to widen the choice of homes and spreading the impact on the highway network.

- Some key documents that have informed these strategic considerations are:
- The Call for Sites 2015 and Strategic Land Availability Assessment
- The Issues and Options Local Plan 2015
- The Sustainability Appraisal of Issues and Options Local Plan 2015
- Including the non-technical summary
- Identification of Reasonable Alternatives for the Uttlesford Local Plan 2011-33 – Topic Paper
- District Transport Study

**3.213.24** The overall development strategy is to encourage sustainable development, enabling the local economy to thrive and prosper and in doing so meet objectively assessed needs in relation to market and affordable housing and employment whilst ensuring that the special character of the District is safeguarded, including protection of the Green Belt. The strategy also recognises the significant role of London Stansted Airport and the importance of managing its environmental impact. The Council has taken account of an extensive evidence base and examined different growth scenarios in order to establish which new garden communities perform best in terms of accessibility to services and jobs.

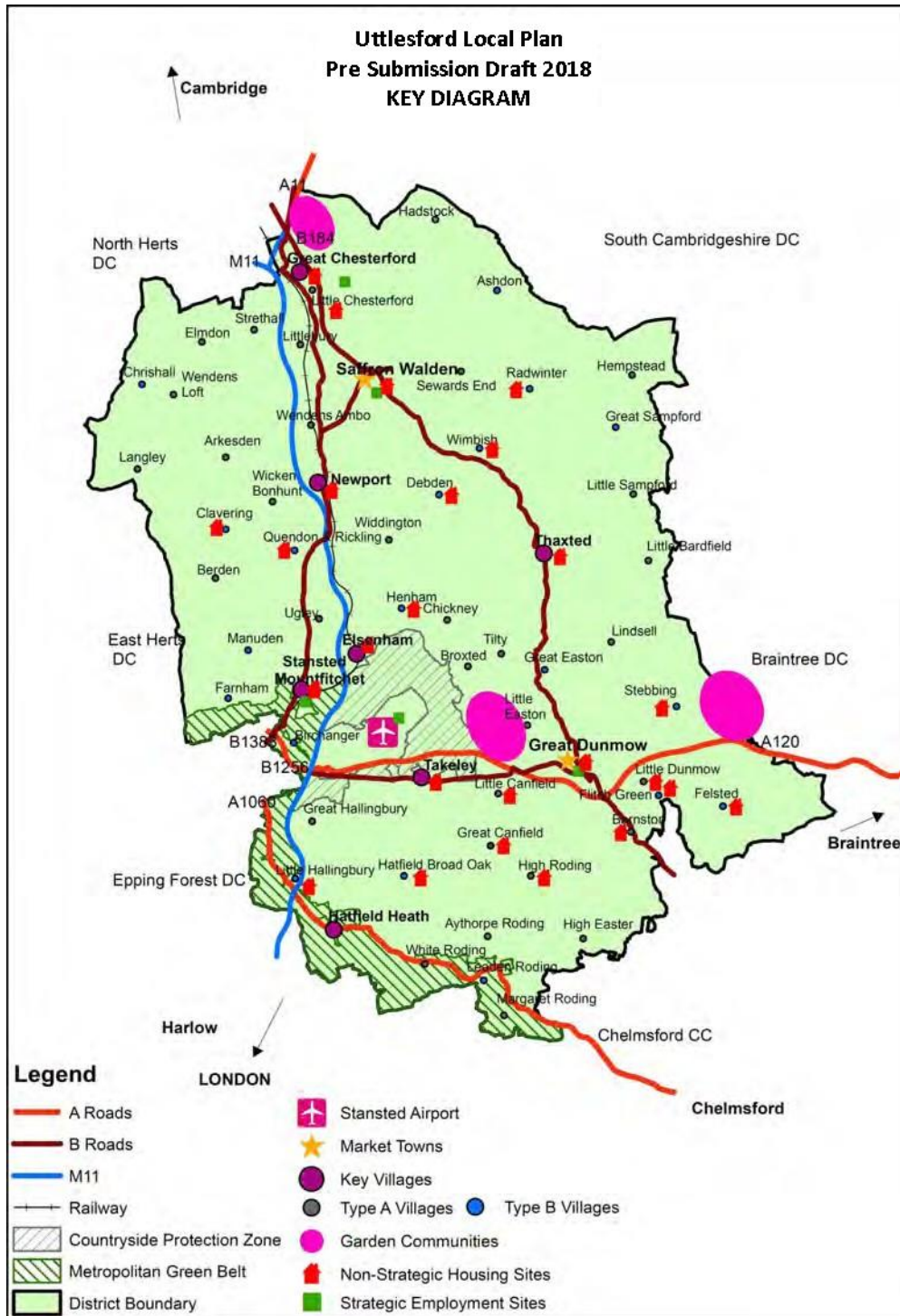
**3.25** The rural nature of the District is recognised for its intrinsic character and beauty, its value for agricultural production and its biodiversity. The strategy is to conserve and enhance the local distinctiveness and historic character of these rural settlements and support this character and the thriving rural communities within it. The Green Belt will be firmly safeguarded to retain a belt of countryside between Harlow, Bishop's Stortford, Stansted Mountfitchet and London Stansted Airport.

~~3.223.26~~ The strategy provides for a robust approach to the protection of historic and natural assets and a range of development management policies are included to protect listed buildings, conservation areas, and Sites of Special Scientific Interest (SSSI) and sites of archaeological interest. Design quality is a significant priority in the District and the Local Plan's policies reflect that.

~~3.233.27~~ London Stansted Airport is the largest employercentre of employment within the District and provides excellent direct access for local businesses to a wide range of international destinations. The Airport acts as a regional and local transport interchange centre for bus, coach and train services to provide access to a range of destinations in the UK. The strategy will enable further job growth at the Airport.

~~3.243.28~~ The Countryside Protection Zone will make sure that land around the airport remains open and is not eroded by development. A clear development management policy on noise sensitive development, which includes aircraft noise, also forms part of the strategy.

~~3.253.29~~ MapFigure-1 below shows the Uttlesford Local Plan Key Diagram. The Key Diagram provides a strategic picture of the distribution and scale of development within Uttlesford including the broad location of the new garden communities and strategic transport improvements and road linkages.



Map 1 - Key Diagram

### Settlement Hierarchy

**3.263.30** The Settlement Hierarchy is set out in Policy SP2 below. It defines the existing settlements across the District based on an assessment of their facilities, characteristics and functional relationships with their surrounding areas. Each tier of settlement has a different role:

- Market Towns;
- Key Villages;
- Type A Villages; and
- Type B Villages and Hamlets

**3.273.31** In addition to the existing settlement pattern the development of three new garden communities will start in the Local Plan period and will continue beyond 2033. Beyond the existing settlements and the new garden communities development in the open countryside will be restricted in line with Policy SP10 – Protection of the Countryside, which is set out later in this section of the Local Plan.

### New Garden Communities

**3.283.32** The spatial strategy includes the provision of three new Garden Communities delivering no less than 4,820 new homes by 2033. Development of all three of the new Garden Communities will continue beyond the Local Plan's end date of 2033.

**3.293.33** The new Garden Communities will be:

- **Easton Park** – The whole garden community will comprise 10,000 new dwellings, of which a minimum of 1,925 homes will be built by 2033, and a range of local employment opportunities and services and facilities including schools, health, retail and leisure. This garden community will take advantage of its proximity to London Stansted Airport both for employment and as a transport hub in the A120 corridor. There will be sustainable transport links to the Airport.
- **West of Braintree** – This garden community straddles the District boundary with Braintree District Council. The whole garden community, within both districts, will comprise 10,000 new dwellings, of which a minimum of 970 homes will ~~be built~~ in contribute to the housing supply of Uttlesford district-District by 2033, and a range of local employment opportunities and services and facilities including schools, health, retail and leisure. Located close to the A120 this garden community will be conveniently located to Braintree and London Stansted Airport for employment opportunities. The Council will work closely with Braintree District Council to ensure that this garden community is jointly master planned and delivered.
- **North Uttlesford** – The whole garden community will comprise 5,000 new dwellings, of which a minimum of 1,925 homes will be built by 2033 and a range of local employment opportunities and services and facilities including schools, health, retail and leisure. This garden community will maximise opportunities for economic and sustainable transport linkages with nearby science parks, such as the Wellcome Genome Campus and Chesterford Research Park.

### Market Towns – Saffron Walden and Great Dunmow

**3.303.34** **Saffron Walden** – Saffron Walden's function as the main centre of the District will be maintained and enhanced. In recognition of the air quality and traffic constraint on the growth of the town, 315 dwellings on new site allocations will be provided within the Local Plan period and ~~near~~ additional 11.83ha of employment floorspace. New retailing and open spaces will be provided. The town provides good opportunities for further walking and cycling.

**3.313.35** **Great Dunmow** – Great Dunmow's function as an important centre for residents who live in the southern part of the District will be maintained and enhanced. 782 dwellings on new site allocations will be provided within the Local Plan period together with 2.1 hectares 21,000-square metres of employment ~~development floorspace~~ delivering a range of new jobs. A new secondary school and retailing will be delivered.



## Villages

**3.323.36** In the remainder of the District the strategy provides a hierarchy of rural settlements:

- Key Villages;
- Type A Villages; and
- Type B Villages

**3.333.37** The Key Villages are listed in Table 3.1 below. Existing facilities and services in the Key Villages include day to day shopping, GP services, primary education, public houses, community halls and regular bus services to other key villages, nearby towns and London Stansted Airport. Key Villages are a major focus for development in the rural areas – suitable for a scale of development that would reinforce their role as provider of services to a wide rural area. In total in all of the Key Villages there will be up to 204 dwellings on new site allocations ~~will be~~ provided within the Local Plan period.

**Table 3.1 – Key Villages**

Elsenham	Stansted Mountfitchet
Great Chesterford	Takeley
Hatfield Heath	Thaxted
Newport	

**3.343.38** The other rural settlements are separated into two categories: Type A and Type B Villages.

**3.353.39** Type A Villages are listed in Table 3.2 below. These villages have 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. In total in all the Type A Villages there will be up to 169 new homes in new allocations for housing development in the Local Plan.

**Table 3.2 – Type A Villages**

Ashdon	Fritch Green	Little Hallingbury
Birchanger	Great Easton	Manuden
Chrishall	Great Sampford	Quendon and Rickling
Clavering	Hatfield Broad Oak	Radwinter
Debden	Henham	Stebbing
Farnham	Leaden Roding	Wimbish
Felsted		

**3.363.40** Type B Villages are listed in Table 3.3 below. These villages do not have a primary school but may have some local services; for example a village hall, pub or shop and mainly provide services to their local community. They are suitable for a scale of development that would reinforce their role as providers of services mainly to their own community. There will be no new allocations for housing development in Type B Villages in the Local Plan.

**Table 3.3 – Type B Villages**

Arkesden	Hadstock	Little Easton
Aythorpe Roding	Hempstead	Little Dunmow
Barnston	High Easter	Ugley
Berden	High Roding	Wendens Ambo
Broxted	Langley	Wicken Bonhunt
Elmdon	Lindsell	Widdington
Great Canfield	Littlebury	White Roding
Great Hallingbury	Little Canfield	Other small villages and hamlets

~~3.373.41~~ No specific allocations for LtCAN1, LtCHE1, and STA4 (see site allocations) employment are identified in the rural areas in the Local Plan as offering a range of local employment opportunities and are expected to come forward over the Local Plan period through the re-use and change of use of existing buildings and rural diversification opportunities.

### **The Countryside**

~~3.383.42~~ With the exception of London Stansted Airport all other areas of the District that are outside the development limits are considered to be in the countryside. In order to protect the intrinsic character and beauty of the countryside development will be restricted to that which supports countryside uses.

## Policy SP2 - The Spatial Strategy 2011-2033

Development will be distributed on the following basis:

1. The majority of development will be focused at the towns of Saffron Walden and Great Dunmow and the new Garden Communities at Easton Park, West of Braintree and North Uttlesford
2. Key Villages will be the major focus for development in the rural areas reflecting their role as provider of services to a wide rural area
3. New development in the Type A and Type B Villages will be limited with the emphasis being on:
  - a) Enhancing and maintaining the distinctive character and vitality of local rural communities;
  - b) Shortening journeys and facilitating access to jobs and services; and
  - c) Strengthening rural enterprise and linkages between settlements and their hinterlands.

Elsewhere development will be restricted in accordance with Policy SP10 - Protection of the Countryside.

~~The Sustainable~~ growth of London Stansted Airport will be supported in principle subject to conformity with the environmental and transport framework set out in Policy SP11 – London Stansted Airport.

### Identifying and Meeting our Housing and Jobs Needs

3.393.43 Paragraph 178 of the NPPF states that: "Public bodies have a duty to co-operate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities..." and that "The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities." The NPPF also expects local authorities "...to demonstrate evidence of having effectively co-operated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Co-operation should result in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development." (Paragraph 181 of NPPF)

3.403.44 The Local Plan has been developed taking into account: the duty to co-operate set out in the Localism Act 2011<sup>1</sup>; national policy in the NPPF; and the current

<sup>1</sup> Localism Act (2011). Available: <http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>

practice guidance in the Planning Practice Guidance (PPG)<sup>2</sup>. The Act places a legal duty on local planning authorities, county councils and other prescribed bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in relation to strategic cross boundary matters.

**3.413.45** There are six adjoining local authority authorities to Uttlesford District - South Cambridgeshire, East Herts, Epping Forest, Braintree, North Hertfordshire and Chelmsford City Councils. There are, in addition, a wide range of organisations that have an interest in strategic planning in the District. These organisations include important partners such as Historic England, the Environment Agency, Highways England, Natural England and Essex County Council. The Council is a member of many partnership groups containing different mixes of these partners, and others, depending upon the relevant matters. These groups are working to address the strategic matters that the Local Plan addresses. In brief, the strategic matters are:

- The amount, type and distribution of housing across the Strategic Housing Market Area;
- The economic role of Uttlesford in the Functional Economic Area, and the amount and type of development required to meet needs;
- The role of Uttlesford as a location within the London Stansted Cambridge Corridor; Strategic social infrastructure such as secondary and higher education and primary and acute health care;
- The extent of the Green Belt and any alterations through Local Plan processes; and
- Strategic transport infrastructure.

**3.423.46** The Councils of Broxbourne, East Herts, Epping Forest, Harlow and Uttlesford form the London Stansted Cambridge Corridor (LSCC) Core Area which lies at the heart of the **LSCC Innovation Corridor**. This corridor has, over the past decade or more, been an engine of UK growth with its world class industries and businesses.

**3.433.47** With a significant number of jobs in knowledge-based industries, the Corridor is a leading knowledge economy and a showcase for tech industries and firms. There is a high rate of innovation.

**3.443.48** The continued success of the Corridor as a great place to live, work, do business and visit provides the opportunity for the Core Area to deliver greater and lasting prosperity for its residents and businesses. As such the Council is working with its partner authorities in the Core Area to deliver the following LSCC strategic vision for the area up to 2050.

### **Vision for the London Stansted Cambridge Corridor Core Area**

**3.453.49** The Core Area will build on its key strengths including its skilled workforce in sectors such as health, life sciences and pharmaceuticals, advanced engineering and aerospace, its high quality environment and educational opportunities. Together with London Stansted Airport, the local authorities will deliver sustainable growth which supports the economic ambitions of the LSCC and the UK through:

- Complementing and supporting the economic performance of the Corridor whilst

<sup>2</sup> Planning Practice Guidance. Available: <https://www.gov.uk/government/collections/planning-practice-guidance>

maintaining and enhancing the special character of the area, including the locally distinctive historic character of its market towns and rural settlements;

- The delivery of housing, supported by good access to social, leisure, community, health facilities, education and jobs, that meets the needs of local people and supports sustainable economic growth, whilst ensuring it remains an attractive place for people to live and locate to;
- Capitalising on existing economic sectors and promoting growth of expanding industries including in the food production, life sciences, pharmaceuticals and technology sectors; tourism including hotels, London Stansted's permitted expansion, recreation/ green assets including the Lee Valley, Stort Valley, Epping Forest and Hatfield Forest National Nature Reserve;
- Working with partners to protect and enhance the high quality environment, its unique landscapes and places of special wildlife value. This would be achieved by place-shaping initiatives which would include measures to conserve areas of high biodiversity; the provision of new, alternative green spaces for people and wildlife; and the increase of green infrastructure connections between these areas, to provide greater opportunities for more sustainable access to nature for everyone living in the corridor;
- Working with partners to secure investment in major infrastructure including increasing rail capacity on the West Anglia Mainline and maximising the opportunities that Crossrail 2 can deliver, together with road improvements including a new junction on the M11 at 7A and improvements to Junctions 7 and 8, to the A414, A120, A10 and M25; and delivery of superfast broadband;
- Supporting the delivery of new jobs in the Harlow Enterprise Zone, and the north side of London Stansted Airport, Broxbourne Park Plaza, Brookfield and Bishop's Stortford – all identified as Strategic Opportunity Sites within the corridor; and
- The regeneration of existing urban areas including at Harlow, Waltham Abbey, Loughton and Waltham Cross.

**3.463.50** The Core Area supports the development and sustainable growth of Greater Harlow and key growth locations at Broxbourne, Brookfield and Bishop's Stortford together with London Stansted Airport growing to its ~~full~~-permitted capacity and as a business growth hub. These centres, with proportionate growth throughout the wider area, and the right investment, would create an economic powerhouse.

**3.473.51** Putting in place these critical building blocks will provide the foundations for looking further ahead to 2050. Certainty through further investment and delivery of key infrastructure, including on the West Anglia mainline, Crossrail 2, the M11 junctions, M25 junctions, A414, A120 and A10 is a vital component of this.

**3.483.52** In developing the Local Plan the Council has recognised, and taken into account, the wider context within which it is located and therefore the need to reflect the aspirations and opportunities identified in the LSCC Vision.

## The West Essex and East Hertfordshire Strategic Housing Market and Functional Economic Market Area

**3.493.53** The LSCC provides an important context within which the scale of housing and jobs need has been identified and in which the strategy for meeting these homes and jobs has been developed.

**3.503.54** Epping Forest, East Herts, Harlow and Uttlesford Councils together with the two County Councils have a substantial history of co-ordinated working on strategic planning issues, not least on assessing housing need and planning for future growth. The Councils established the Co-operation for Sustainable Development Member Board in October 2014 (the Co-Op Board) in order to take a strategic approach to the delivery of housing and economic needs across the area.

**3.513.55** Strategic Housing Market Assessments (SHMAs), published in 2010, 2012, 2015 and 2017 have been commissioned by the four authorities and undertaken for the combined area of East Hertfordshire, Epping Forest, Harlow and Uttlesford Districts. The 2017 SHMA<sup>3</sup> gives an up to date and policy-compliant assessment of housing need over the Housing Market Area for the period 2011-2033.

**3.523.56** A Memorandum of Understanding (MoU) has been developed and signed by the four Councils, and supported by Essex County Council, Hertfordshire County Council and Highways England in respect of the Distribution of Objectively Assessed Need across the West Essex/ East Hertfordshire Housing Market Area. This forms part of the mechanism for delivering the LSCC Vision. Further MoUs have been signed by the four authorities, Essex County Council, Hertfordshire County Council and Highways England in relation to the provision of strategic highways and transport infrastructure to support the delivery of the strategic housing and economic needs of the wider area. In addition, a MoU has been developed and signed with Natural England and the Conservators of Epping Forest to ensure that the Epping Forest Special Area of Conservation is monitored to ensure that the growth does not adversely affect air quality in the Forest. The Council is also working on a MoU dealing with employment needs across the Functional Economic Market Area (FEMA).

### Identifying the Housing Needs

**3.533.57** The NPPF requires local planning authorities to use evidence to ensure that their Local Plan meets the objectively assessed housing needs for market and affordable housing in the housing market area as far as is consistent with the policies set out in the NPPF. Councils should work with neighbouring authorities where housing market areas cross administrative boundaries; the NPPF requires the preparation of a SHMA to assess full housing needs.

**3.543.58** Since 2010 the District Council has worked closely with its housing market area partners (Harlow, Epping Forest and East Hertfordshire Councils) to prepare a SHMA. The purpose of the SHMA is to identify an objective assessment of housing need taking into account population projections, affordable housing needs and jobs growth. A SHMA was published in 2010 and updated in 2012 and 2015. The 2017 Strategic Housing Market Assessment sets out an up to date and policy-compliant assessment of housing need across the Housing Market Area (HMA) for the period 2011-2033. It

<sup>3</sup> West Essex and East Hertfordshire Strategic Housing Market Assessment: Establishing the Full Objectively Assessed Need July 2017. Available at: <http://www.uttlesford.gov.uk/CHttpHandler.ashx?id=7162&p=0>

identifies that the four districts represent the most appropriate 'best fit' for a West Essex and East Hertfordshire HMA.

**3.553.59** The 2015 SHMA concluded that the combined level of housing need across the four local authority areas was 46,058 homes for the period 2011-2033. This figure was disaggregated amongst the four authorities.

**3.563.60** The Government released new household projections in July 2016. These figures showed that, by 2033, the population of Uttlesford was likely to be greater than originally expected. Following the release of these figures, interim work on the SHMA showed that the level of housing need in the District had increased to around 14,100 new homes by 2033. In 2017 the SHMA was updated and this has shown the level of housing need in the District to be around 13,332 new homes by 2033 (based on a market signals uplift of 13.63%).

**3.573.61** The Inspector at the recent examination into the East Hertfordshire Local Plan adjusted the market signals uplift for East Hertfordshire from 13.63% to 14%. It is considered prudent to do the same for Uttlesford. This amends Uttlesford's housing to 13,376.

**3.583.62** However this does not take into account the need for growth in communal residential establishments, such as care homes. For Uttlesford there is a further requirement for growth of communal establishments to meet the needs of 504 people. It is appropriate to include this as part of the wider OAN for the district, taking this figure to 13,880.

**3.593.63** There is always uncertainty in the forecasting of growth needs. To reflect uncertainties in the forecasting, and in order to ensure a robust level of growth which meets the needs of the district, the housing requirement in the plan is now 'at least 14,000 homes'.

**3.603.64** A Memorandum of Understanding (MoU) was signed in March 2017 regarding the spatial distribution of housing across the Strategic Housing Market Area. Uttlesford is committed to meeting its housing need within its administrative boundaries.

**3.613.65** The Council considers its objectively assessed housing need can be met without any adverse impacts on the policies in the NPPF as a whole or specific policies which indicate development should be restricted and without the need to approach neighbouring authorities under the Duty to Co-operate requesting them to accommodate some of the Council's housing requirement. Equally, no neighbouring authority has requested that Uttlesford accommodate their need.

## Housing Supply

**3.623.66** In terms of the supply of housing already identified to meet the objectively assessed need 3,190 dwellings have already been built in Uttlesford between 2011 and 2017. At 1 April 2017 a further 3,939 dwellings had been granted planning permission. Historical evidence shows that windfall sites make a contribution to the number of annual completions; it is forecast that in the light of available sites and planning policy, windfall sites will continue to be permitted and built in the future at a rate of 70 dwellings per year. This equates to a total windfall allowance between 2017 and 2033 of 1,120 dwellings. The total supply is therefore 8,249 dwellings.

**3.633.67** Taking this supply into account means that the Local Plan needs to deliver 5,751 dwellings on new sites.

<b>Table 3.4 – Housing Requirement and Supply 2011-2033</b>	
<b>Housing Requirement 2011-2033</b>	14,000
<b>Housing Supply 2011-2033</b>	
Dwellings which have already been built 2011-2017	3,190
Sites of 6+ <del>or 10+</del> units with Planning Permission at April 2017	3,939
Windfall Allowance at 70 dwellings a year 2017 - 2033	1,120
<b>Total Supply</b>	<b>8,249</b>
<b>Remaining Housing Requirement (Housing Requirement minus Supply)</b>	<b>5,751</b>

**3.643.68** The distribution of development across the district has been determined having regard to: the spatial vision and objectives; the settlement hierarchy; conformity with national policy; and the suitability, availability and deliverability of sites. Table 3.5 below sets out by settlement the number of dwellings on 6 or more dwellings over 10+ units built between 2011-2017, the number of dwellings with planning permission at 1<sup>st</sup> April 2017 ~~6~~ and the number of dwellings it is proposed in the Local Plan to be provided through new site allocations.



<b>Table 3.5 - Housing Supply Distribution for the Towns and Village</b>				
	Dwellings Built 2011-2017 (+640 units)	Dwellings in Outstanding Planning Permissions at 1 April 2017	Dwellings to be provided in New Allocations in this Draft Plan 2017-2033	Total Dwellings 2011-2033
Saffron Walden	533	545	315	1,393
Great Dunmow	365	2,166	782	3,313
Elsenham	173	307	170	650
Great Chesterford	50	82	0	132
Newport	33	263	107	403
Stansted Mountfitchet	356	222	40	618
Takeley / Little Canfield	656	22	20	698
Thaxted	144	69	20	233
Type A & Type B Villages	340	263	<del>189</del> 154	<del>792</del> 757

**3.69** Policy SP3 below sets out the scale and distribution of housing development to be provided in Uttlesford over the Local Plan period 2011-2033. Section 4 of the Local Plan sets out the mix, tenure and type of housing that will be provided as well as detailed policies against which planning applications for housing development will be considered.

**3.653.70** Carver Barracks at Wimbish is a Ministry of Defence base with around 1,500 military staff and their dependents living on site. The MOD proposes to vacate the site towards the end of the plan period. This is a substantial site, located to the south of Saffron Walden and a future review of the Local Plan will consider the appropriate proposals for this site.

### Housing trajectory and the five year land supply

**3.663.71** The housing trajectory, which is included at appendix 3 of the Local Plan, shows that the plan provides a five year land supply of ~~5.985~~.92 years as of April 2017. This will be updated to reflect data for 2018 in a topic paper prior to submission of the plan to the Secretary of State.

**3.673.72** The five year land supply in appendix 3 is calculated using the 'Liverpool methodology' this means that any backlog from previous years is spread throughout the plan period. The reason for this is that the development strategy plans to deliver a significant amount of housing in the new Garden Communities. These have a longer lead-in time that means that they do not deliver early in the plan-period but once they start delivering, they will provide significant levels of housing throughout the rest of the plan period, and beyond.

3.683.73 The trajectory is 'stepped' to reflect the higher delivery in the later years once the garden communities start to see housing completions.

## Policy SP3 - The Scale and Distribution of Housing Development

The housing requirement for Uttlesford during the Local Plan period 2011 to 2033 is at least 14,000 net additional dwellings. This requirement is stepped such that there is a requirement of 568 dwellings per annum between 2011/~~122~~ and 2021/22 and a requirement of ~~704~~/705 dwellings per annum between 2022/23 and 2032/33.

Provision to meet this requirement will be made from the following sources of supply (which should deliver ~~some-nearly~~ 14,700 dwellings in total):

- 3,190 dwellings have already been built 2011-201~~76~~.
- 1,120 dwellings will be provided on small unidentified windfall sites between 201~~76~~-2033.
- 3,939 dwellings are already identified in outstanding planning permissions at 1 April 201~~76~~ in the towns and villages listed below.

~~6,4636,428~~ dwellings will be provided in the following locations between 201~~76~~-2033:

Settlement	Dwellings
Saffron Walden	315
Great Dunmow	782
<b>Key Villages</b>	
Elsenham	170
Newport	107
Stansted Mountfitchet	40
Takeley / Little Canfield	20
Thaxted	20
Type A and Type B Villages	<del>189</del> <u>154</u>
Easton Park Garden Community	1,925

<b>North Uttlesford Garden Community</b>	<b>1,925</b>
<b>West of Braintree Garden Community</b>	<b>970</b>

### Provision of Jobs and Employment Land

**3.693.74** The four co-operative authorities of Uttlesford District Council, East Herts Council, Epping Forest Council and Harlow Council commissioned an assessment of employment needs for the Functional Economic Market Area in a document entitled the West Essex and East Hertfordshire Assessment of Employment Needs, published in October 2017<sup>4</sup>.

**3.703.75** The District Council also commissioned a Joint Economic Report<sup>5</sup> with Harlow, Epping Forest and East Herts Councils to consider the Objectively Assessed Economic Need (OAEN) of the Functional Economic Market Area (FEMA) - which has been found to be the same area as the Strategic Housing Market Area. This was published in 2015 and gives an up to date and policy-compliant assessment of employment need over the FEMA for the period 2011-2033. An update of this work has been commissioned by the four FEMA authorities to investigate future scenarios for jobs growth across the FEMA and associated implications for the provision of employment land as a result of revised economic forecasts and the latest information on housing needs. However, this work has not yet been concluded.

**3.713.76** The October 2017 West Essex and East Hertfordshire Assessment of Employment Needs, assessed two potential growth options in relation to jobs growth in Uttlesford District over the Local Plan period at slightly higher levels than previous studies:

- Moderated Baseline Growth: Assumes 327 net additional jobs per annum. (JPA) in Uttlesford
- Preferred Scenario: Based on historic share of the total SHMA Area: Equating to 727 jobs per annum

**3.723.77** The preferred scenario growth option is considered the most appropriate growth to plan for as it balances jobs growth with growth in homes. Based on this option approximately 16,000 jobs will be provided over the Local Plan Period. Of these, the majority will be in non-B use class uses such as retail, education and other services. The B use class jobs (offices, industrial and

<sup>4</sup> Assessment of Employment Needs: West Essex and East Hertfordshire Assessment of Employment Needs (Hardisty Jones Associates, October 2017). Available:

<http://www.uttlesford.gov.uk/CHttpHandler.ashx?id=7277&p=0>

warehouses) will provide around 10% of the overall jobs growth in the District over the Local Plan Period.

**3.733.78** Policy SP4 below sets out the minimum net increase of all employment jobs that will be provided over the Local Plan period based on the October 2017 West Essex and East Hertfordshire Assessment of Employment Needs. Section 5 of the Local Plan sets out more details of the approach to supporting the growth and location of businesses in the District safeguarding existing employment land and providing for a mix and range of employment sites as well as detailed policies against which planning applications for employment development will be considered.

### **Policy SP4 - Provision of Jobs**

**Provision will be made for a minimum net increase of 16,000 jobs in the period 2011-2033 to maintain a broad balance between homes and jobs and to maintain a diverse economic base.**

### **Garden Communities**

**3.743.79** Through the Local Plan the Council is making provision for three new garden communities in the District, providing housing choice and opportunity for current and future residents. The garden communities will be developed in accordance with garden city principles developed by the Town and Country Planning Association. These are:

- Land value capture for the benefit of the community;
- Strong vision, leadership and community engagement;
- Community ownership of land and long-term stewardship of assets;
- Mixed-tenure homes and housing types that are genuinely affordable for everyone;
- A wide range of local jobs within easy commuting distance from homes; Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy, vibrant communities and including opportunities to grow food;
- Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains and using zero-carbon and energy-positive technology to ensure climate resilience;
- Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods; and
- Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

**3.753.80** The new garden communities will be located at Easton Park, West of Braintree and North Uttlesford. They are shown as broad locations on the Key Diagram and the Policies Map.

**3.763.81** Delivery of the garden communities will commence in 2022/23. Given the scale of growth these will continue to be built beyond the Local Plan Period, i.e. after 2033, and thus also contribute towards longer-term growth and development objectives for the district.

**3.773.82** Policies for the garden communities are presented below. These must be read in conjunction with policies in the Local Plan as a whole.

**3.783.83** Development Plan Documents will be prepared for each Garden Community. Part of the role of Garden Community Development Plan documents is to determine the full extent of land required for each Garden Community. In order to determine the full extent of the land required it is necessary to consider the nature of the existing area and the level of land uses and infrastructure required to serve the Garden Community.

**3.793.84** Options for the extent of the boundary will be considered as part of the preparation of the Garden Community DPDs but will include:

- Identification of clear and defensible boundaries (watercourses, roads, woodland belts);
- Appreciation of distance and separation of communities (physical, visual and perceived);
- Relationship to existing settlements;
- Nature of land that will perform the role of a 'green buffer' which will define an envelope within which a new community can be accommodated and that remains distinct from other existing settlements; and
- Planning policy protection (how might this land be protected 'in perpetuity' from built development whilst allowing complementary activities that support both the new community and existing communities?).

**3.803.85** The effects of constraints on potential land use will be identified through consideration of the evidence base and by engagement with landowners, statutory agencies, utility service providers and others. Based on this process, absolute constraints on development, such as easements and buffers to existing settlements can be defined and removed from the boundary of the Garden Community altogether or from the developable area if they remain within the boundary. Remaining constraints, such as areas of high landscape sensitivity will influence decisions on proposed land uses and potential residential densities.

## Policy SP5 - Garden Community Principles

Three new garden communities will be delivered in Uttlesford, at Easton Park, North Uttlesford and West of Braintree.

The garden communities will be developed in accordance with the following garden city principles defined by the Town and Country Planning Association and the wider definition of sustainable development outlined in the National Planning Policy Framework:

1. Land value capture for the benefit of the community
2. Strong vision, leadership and community engagement
3. Community ownership of land and long-term stewardship of assets
4. Mixed-tenure homes and housing types that are genuinely affordable for everyone
5. A wide range of local jobs within easy commuting distance from homes
6. Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy, vibrant communities and including opportunities to grow food
7. Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains and using zero-carbon and energy-positive technology to ensure climate resilience
8. Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods
9. Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

Each garden community will demonstrate high levels of self-containment.

The garden communities will be underpinned by high quality urban design and placemaking principles. Streets and spaces will be designed to allow for safe and easy movement by a variety of modes, balancing placemaking and movement functions. Opportunities for smarter and sustainable travel will be maximised, with links to neighbouring settlements provided that reduce the reliance on the private car. The [development framework development plan documents](#) will establish the layout, mix and quantity of future development, including key urban design principles that will guide development.

Prior to any planning applications being considered detailed [development framework development plan documents](#) for each of the garden communities will be prepared as development plan documents and adopted by the local planning authority.

The [development framework development plan documents](#) and subsequent planning applications must be prepared in consultation with residents, wider stakeholders and interested parties. This consultation will need to extend

beyond the district boundaries to address cross-boundary matters.  
~~Continued-Overleaf...~~

Comprehensive development is required. Phasing, infrastructure and delivery plans will form part of the ~~development framework~~development plan document, establishing the scale and pace of growth, where development will take place and when. The garden communities must be built out in a logical order so that ongoing construction does not undermine the quality of life of the first residents to move into the garden community by separating construction access to the site from ~~and~~ residential access. The delivery of physical, social and green infrastructure, and the trigger points for these, will form part of the phasing and delivery plan. The phasing of all forms of infrastructure will meet the needs of the new community as they arise and will not exacerbate existing problems.

Measures to support the development of each new community including the provision of community development support workers (or other provision) and other appropriate community governance structures will be an integral part of the delivery of each new garden community.

The Council is confident that the new garden communities can be delivered. The exact delivery model for each garden community will be determined separately from the land-use planning process, however the Council will need to be satisfied that any proposed delivery model will realise all the garden city principles and a test will be established in the Development Plan Document to enable this to be determined. Delivery models could range from privately led arrangements to locally-led development corporations with compulsory purchase powers. If necessary, the Council will consider intervening directly to ensure the garden city principles are met within the proposed timetable set out within the Local Plan.

The Development Plan Document for each Garden Community will set out the criteria that the Council will need to be sure are satisfied in relation to the delivery model for that development. The criteria will be designed to ensure, for example, that the development will meet garden city principles and will secure the delivery of housing throughout market cycles.

### Easton Park

3.813.86 Easton Park is located to the north of the A120 between London Stansted Airport and Great Dunmow. It has the potential to deliver 10,000 new homes, employment land, supporting social and community infrastructure. It is anticipated that development will commence in 2022/23 and continue beyond the Local Plan period.

3.823.87 A Development Plan Document (DPD) will be prepared for the garden community and adopted by the Local Planning Authority. The DPD will set out the development framework against which any planning applications for the garden community will be considered. The DPD will be a detailed and site-specific document for Easton Park garden community. In addition to DPD, a local economic strategy will be established for Easton Park.



**3.833.88** This Local Plan sets out the principle of development at Easton Park within a broad area of search and identifies the form of the development, i.e. the type of land uses, the scale of development and the overall timing of the development. This Plan also sets out specific infrastructure that the garden community must provide and identifies other requirements that the development must meet. These requirements are based on the evidence available at this time. More detailed site-specific evidence will be prepared as part of the preparation of the DPD and will refine the content of this Plan. Evidence has already been collected to inform this Plan in relation to infrastructure, through the preparation of the Infrastructure Delivery Plan, and constraints to development through analysis of a range of evidence including specific studies.

**3.843.89** The Landscape and Visual Appraisal finds that land at Easton Park is of moderate to high landscape and visual sensitivity, varying across the Site, and concludes that there is potential for part of the Site to accommodate development, subject to appropriate mitigation. The Full Heritage Impact Assessment concludes that development of the Easton Park site has the potential to harm the significance of heritage assets on the site and surrounding the site. There is also evidence of buried archaeology on the site and in the wider area. These include cropmarks at Perryfield Ponds, medieval settlement at Phillipland Wood, Roman Rural settlement and cemetery at Strood Hall within the site. The policy for Easton Park includes appropriate wording to mitigate landscape and heritage impacts.

**3.853.90** The detailed Water Cycle Study (April 2018) found no showstoppers preventing timely delivery of at least one feasible technical solution for this Garden Community by upgrading the impacted Wastewater Recycling Centre (WRC) infrastructure. Further detailed work will be done for the Thames Area to determine the most appropriate solution for Easton Park.

**3.863.91** A step change increase in sustainable travel modes will be expected with the aim to achieve significant use of sustainable transport, with trips by active modes and public transport making up 60% of all trips. The DPD will set detailed targets for this Garden Community for Active Modes, and Rapid Transit and the policies/measures for achieving these.

### **Policy SP6 - Easton Park Garden Community**

**Permission will be granted for a new garden community of 10,000 homes at Easton Park. The details and final number of homes will be set out in a Strategic Growth Development Plan Document**

**The Strategic Growth Development Plan Document will set out the nature and form of the new community. The DPD will be produced in consultation with stakeholders and will include a concept plan showing the disposition and quantity of future land-uses, and give three dimensional indication of the urban design and landscape parameters which will be incorporated into any future planning applications; together with a phasing and implementation strategy which sets out how the rate of development will**

be linked to the necessary social and physical infrastructure to ensure that the respective phases of the development do not come forward until the necessary infrastructure has been secured. The DPD will provide the framework for the subsequent development of more detailed masterplans and other design and planning guidance for the Easton Park Garden Community. Planning applications will be consistent with the approved DPD which will need to be in place before any consent is granted for the new Garden Community.

The new Garden Community at Easton Park will:

1. Deliver 10,000 new dwellings, of which a minimum of 1,925 will be delivered by 2033. A mix of housing sizes and types of housing will be delivered in accordance with housing needs including 40% affordable homes and homes for older people, including residential care and nursing home accommodation. Specific provision will be made for self and custom build housing.
2. Deliver a range of local employment opportunities integrated into the new community. The development will be informed by the Uttlesford Economic Development Strategy for Easton Park and will be phased to be developed in line with the residential elements of the development. Floorspace allocations to be defined within the Strategic Growth Development Plan Document.
3. Ultrafast broadband will be provided throughout the Garden Community and homes will include specific spaces to enable working from home
4. Include new local centres incorporating a mix of retail, business and community uses (including A1, A2, A3, A4, A5, B1(a), D1 and D2 uses<sup>6</sup>). Deliver appropriate civic buildings at the heart of the community, for example a town hall. Land and financial contributions towards a total of seven primary schools (~~two form entry~~) and ~~one two~~ secondary schools<sup>s</sup> will be provided. Early years and childcare facilities, community and youth facilities will also be provided. Increased primary healthcare capacity will be provided to serve the new development as appropriate. This may be by means of new infrastructure or improvement, reconfiguration, extension or relocation of existing medical facilities.
5. Incorporate, from the early delivery phase of the garden community, a package of measures to provide transport choice, including the delivery of a direct, high quality, frequent and fast rapid transit priority measures to London Stansted Airport and beyond, and bus / rapid transit measures to Great Dunmow town centre and beyond, and a network of direct, safe walking and cycling routes to enhance permeability within the site and to access other nearby destinations, including connections with and improvements to the Flich Way.

<sup>6</sup> Use classes: A1: shops; A2 financial and professional services; A3: restaurants and cafés; A4: drinking establishments; A5: hot food takeaway; B1(a): office; D1: non-residential institutions (e.g. health centres, schools, libraries etc.); D2: assembly and leisure (e.g. cinemas, swimming pools, gymnasiums)

6. Deliver other specific transport-related infrastructure requirements identified through the Development Plan Document in a phased manner.
7. Mitigate the transport impacts of the proposed development on the strategic and local road network, including on the B1256. Provide the main vehicular access as a dual carriageway loop arrangement from the A120, including contributing to improvements to the A120 and M11 Junction 8. Enhancements to the local highway network will be required. Access to Park Road will be restricted, so as to not allow motor vehicles from the Garden Community to travel east-west along the road. Other specific transport related infrastructure requirements identified through the Strategic Growth Development Plan Document and masterplans for the Garden Community will be delivered in a phased manner. The development will avoid the use of unsuitable roads by car through existing communities.
8. Include new primary substations in the medium to long term and reinforcements to the energy network in the shorter term to meet the needs of the development.
9. Enhance the appropriate water recycling centre, provide new connections, network upgrades and reinforcements to the sewerage network in accordance with the Uttlesford Water Cycle Study. The delivery of smart, innovative and sustainable water efficiency/re-use solutions that fosters climate resilience and a 21<sup>st</sup> century approach towards water supply. Provision of improvements to waste water treatment and off-site drainage improvements aligned with the phasing of the development within the plan period and that proposed post 2033.
10. Provide Sustainable Urban Drainage systems to provide water quality, amenity and ecological benefits as well as flood risk reduction.
11. Provide allotments, open space, sports facilities, play, leisure and recreation in line with standards established in the Local Plan the Essex Design Guide and the Strategic Growth Development Plan Document.
12. Provide natural, semi-natural and amenity green space in accordance with standards established in the Local Plan the Essex Design Guide and the Strategic Growth Development Plan Document.
11. Provide a new Country Park, to be transferred to a community body for long-term operation, management and maintenance in line with the Garden Community principles and for long-term stewardship.
12. incorporate measures to substantially enhance the Gardens of Easton Lodge in partnership with the Trustees of Easton Lodge and Garden.

13. Implement measures to avoid and mitigate harm to the significance of heritage assets **and their settings** caused by development, both within and close to the site. Measures will include:
  - a. Tree screening where appropriate reinforcing existing dense tree screens, for example in the area of Little Easton.
  - b. Appropriate buffer zones to the development, for example on the west side of the development and the flat plateau zone of river valley where tree planting is not extensive.
  - c. Greening and reinforce tree screening at the north of the site, where views into site are most marked and land rises beyond site giving views into the site.
  - d. Maintain views to the Parish Church Tower to and from site in connection with the Little Easton Conservation Area.
  - e. Consider appropriate re-use or recording of non-designated heritage assets on the site.
  - f. Further research in relation to archaeology on the site.
14. Demonstrate careful consideration of the transition between rural and urban settings.
15. Respect the open rural character of the site in design principles to avoid harm to heritage assets **and their settings** on or near the site. This includes consideration of:
  - a. Density, scale, form, materials of new development against existing in area
  - b. Existing boundaries, routes reflected in new development – this includes respecting mature tree lines
  - c. Acknowledge and work with the topography and geology when planning buffer zones
16. Measures will be required to mitigate landscape impact to the north of the site including retention, enhancement and reinforcement of existing pockets of woodland, tree blocks and copses to provide screening and maintain and reinforce the wooded skyline.
17. Enhance the existing public right of way network within and adjoining the site.
18. Maintain the sense of tranquillity towards the northern parts of the site
19. Provide acceptable mitigation of environmental and health impacts (including noise) from Stansted Airport. Masterplanning of the site will consider noise as a factor that will inform the development and buildings impacted by noise will be designed in such a way as to mitigate these impacts.
20. Protect the separate identity of the nearby communities of Great

Dunmow, Little Easton and Broxton as communities close to but separate from Easton Park. The nature of the transition between Easton Park and the nearby communities will be an important element of the design of the new Garden Community and the development will provide a strategic landscaped buffer.

**21.** Enhance wider green infrastructure and networks including maintenance and enhancement of existing watercourses, ponds and lakes within the site.

**21.22.** Address mineral resource sterilisation matters by working with Essex County Council to ensure appropriate phasing of Highwood Quarry and prior extraction of safeguarded mineral resources. A mineral resource assessment is necessary to assess the quality and quantity of the resource. Should the viability of the extraction be proven, the minerals shall be worked in accordance with the phased delivery of the non-mineral development. New development proposed at Easton Park should not compromise the access to the quarry.

**22.23.** The Council will consider the use of compulsory purchase powers to facilitate delivery of the Garden Community where this cannot be achieved by agreement.

Establishment at an early stage in the development of the Garden Community of appropriate and sustainable long-term governance and stewardship arrangements for community assets including green spaces, public realm areas and community and other relevant facilities; such arrangements to be funded by the development and include community representation to ensure residents have a stake in the long term development, stewardship and management of their community.

## North Uttlesford Garden Community

**3.873.92** North Uttlesford Garden Community is located in the north west of the District. It adjoins the northern boundary of the district with South Cambridgeshire. It has the potential to deliver 5,000 new homes, local employment opportunities, supporting social and community infrastructure. It is anticipated that housing delivery will commence in 2022/23 and continue beyond the Local Plan period.

**3.883.93** A Development Plan Document (DPD) will be prepared for the garden community and adopted by the Local Planning Authority. The DPD will set out the development framework against which any planning applications for the garden community will be considered. The DPD will be a detailed and site-specific document for the North Uttlesford Garden Community. In addition to the DPD, a local economic strategy will be established for North Uttlesford Garden Community.

**3.893.94** This Local Plan sets out the principle of development at North Uttlesford within a broad area of search and identifies the form of the development, i.e. the type of land uses, the scale of development and the overall timing of the development. This Plan also sets out specific infrastructure that the garden community must provide and

identifies other requirements that the development must meet. These requirements are based on the evidence available at this time. More detailed site-specific evidence will be prepared as part of the preparation of the DPD and will refine the content of this Plan. Evidence has already been collected to inform this Plan in relation to infrastructure, through the preparation of the Infrastructure Delivery Plan, and constraints to development through analysis of a range of evidence including specific studies.

**3.903.95** The Landscape and Visual Appraisal finds that land at North Uttlesford is of high landscape and visual sensitivity, given its steeply sloping landform and elevated position; its open fields and its limited vegetation structure; and the potential for long distance cross-valley views into the Site. The Full Heritage Impact Assessment concludes that development of the North Uttlesford site has the potential to harm the significance of heritage assets on the site and surrounding the site. There is also evidence of significant buried archaeology on the site and in the wider area. The HIA concludes there is some scope for development of the site and suggests measures for avoiding and mitigating harm to the significance. The policy wording for North Uttlesford includes appropriate wording to mitigate landscape and heritage impacts.

**3.913.96** The detailed Water Cycle Study (April 2018) found no showstoppers preventing timely delivery of at least one feasible technical solution for this Garden Community by upgrading the impacted Wastewater Recycling Centre (WRC) infrastructure.

**3.923.97** A step change increase in sustainable travel modes will be expected with the aim to achieve significant use of sustainable transport, with trips by active modes and public transport making up 60% of all trips. The DPD will set detailed targets for this Garden Community for Active Modes, and Rapid Transit and the policies/measures for achieving these.

**3.933.98** The strategy for the development will ensure the A11 is the preferred route for northbound travel, this is to minimise impacts on the A505. This strategy should explore the possibility of a northbound access to the old A11 and onwards to Granta Park and the proposed new Park and Ride in this vicinity. A northbound public transport, walking and cycling link to this destination has the opportunity to deliver considerable benefits to the scheme.

**3.943.99** The proposed developer funded highway improvements could accommodate up to 3,300 new homes at North Uttlesford which would be expected to come forward in the first 15 -17 years of development. Development beyond that level would depend upon strategic highway improvements such as dualling of the A505 between M11 and A11 junctions. It is proposed that beyond the end of the plan -period, a cap of 3,300 new homes is placed on any allocation at North Uttlesford Garden Community to ensure that development over this figure does not take place until strategic highway improvements have been implemented.

## Policy SP7 - North Uttlesford Garden Community

Permission will be granted for a new garden community in North Uttlesford

of 5,000 homes. The details and final number of homes will be set out in a Strategic Growth Development Plan Document.

The Strategic Growth Development Plan Document will set out the nature and form of the new community. The DPD will be produced in consultation with stakeholders and will include a concept plan showing the disposition and quantity of future land-uses, and give three dimensional indication of the urban design and landscape parameters which will be incorporated into any future planning applications; together with a phasing and implementation strategy which sets out how the rate of development will be linked to the necessary social and physical infrastructure to ensure that the respective phases of the development do not come forward until the necessary infrastructure has been secured. The DPD will provide the framework for the subsequent development of more detailed masterplans and other design and planning guidance for the North Uttlesford Garden Community. Planning applications will be consistent with the approved DPD which will need to be in place before any consent is granted for the new Garden Community.

The new Garden Community in North Uttlesford will:

1. Deliver 5,000 new dwellings, of which 1,925 will be delivered by 2033. A mix of housing sizes and types of housing will be delivered in accordance with housing needs including 40% affordable homes and homes for older people, including residential care and nursing home accommodation. Specific provision will be made for self and custom build housing.
2. Deliver a range of local employment opportunities integrated into the new community, with a particular focus on maximising economic links to the Wellcome Genome Campus and Chesterford Research Park and other nearby centres of employment. The development will be informed by the Uttlesford Economic Development Strategy for North Uttlesford and will be phased in line with the residential elements of the development. Floorspace allocations to be defined within the Strategic Growth Development Plan Document.
3. Ultrafast broadband will be provided throughout the Garden Community and homes will include specific spaces to enable working from home
4. Include a new local centre incorporating a mix of retail, business and community uses (including A1, A2, A3, A4, A5, B1(a), D1 and D2 uses<sup>7</sup>). Deliver appropriate civic buildings at the heart of the community, for example a town hall. Land and financial contributions towards four primary schools (~~two form entry~~) and one secondary school (~~seven form entry~~) will be provided. Early years and childcare facilities, community and youth facilities will also be provided. Increased primary

<sup>7</sup> Use classes: A1: shops; A2 financial and professional services; A3: restaurants and cafés; A4: drinking establishments; A5: hot food takeaway; B1(a): office; D1: non-residential institutions (e.g. health centres, schools, libraries etc.); D2: assembly and leisure (e.g. cinemas, swimming pools, gymnasiums)

healthcare capacity will be provided to serve the new development as appropriate. This may be by means of new infrastructure or improvement, reconfiguration, extension or relocation of existing medical facilities.

5. Incorporate, from the early delivery phase of the garden community, a package of measures to provide transport choice, including the delivery of high quality, frequent and fast public transport services to Saffron Walden, Cambridge, Whittlesford Rail Station, Audley End Rail Station, Great Chesterford Rail Station and nearby employment parks (including the Wellcome Genome Campus and Chesterford Research Park). A network of direct, high quality, safe walking and cycling routes will also be provided to enhance permeability within the site and to access nearby employment areas, transport hubs and communities, including linking the existing cycle path from Hinxton to Saffron Walden.
6. Mitigate the transport impacts of the proposed development on the strategic and local road network including on the B184 and B1383. An access strategy that connects with the A11, A1301 and the Cambridge Park & Ride (on the A1307), with the A11 being the preferred route for northbound travel. The primary southern access into the site will be via Field Farm Drive, access via Park Road will be limited. Contributions towards capacity improvements along the A505 and junction of the A505 and A1301 will be sought, requiring cross boundary agreement with South Cambridgeshire District Council, Hertfordshire, Cambridgeshire, Essex County Councils and Highways England. Other specific transport related infrastructure requirements identified through the Strategic Growth Development Plan Document and masterplans for the Garden Community will be delivered in a phased manner. The development will avoid the use of unsuitable roads by car through existing communities.
7. Deliver other specific transport-related infrastructure requirements identified through the Development Plan Document in a phased manner.
8. Include new network or primary substations in the medium to long term, and reinforcements to the energy network in the shorter term to meet the needs of the development.
9. Enhance the water recycling centre at Great Chesterford, new connections, network upgrades and reinforcements to the sewerage network. The delivery of smart, innovative and sustainable water efficiency/re-use solutions that fosters climate resilience and a 21<sup>st</sup> century approach towards water supply. Provision of improvements to waste water treatment and off-site drainage improvements aligned with the phasing of the development within the plan period and that proposed post 2033.
10. Provide Sustainable Urban Drainage systems to provide water quality, amenity and ecological benefits as well as flood reduction whilst



ensuring that there is no harm to nationally important archaeological assets whether scheduled or not.

11. Provide allotments, open space, sports facilities, play, leisure and recreation in line with standards established in the Local Plan and the Essex Design Guide and the Strategic Growth Development Plan Document.
12. Provide natural, semi-natural and amenity green space in accordance with standards established in the Local Plan and the Essex Design Guide and the Strategic Growth Development Plan Document.
13. Positively respond to the landscape and historic value of this location, with proposals accompanied and influenced by landscape/ visual and heritage impact assessments. Careful consideration will be given to the siting and design of development, the use of building and landscaping materials, the improvement and restoration of degraded landscape features, and new woodland/ tree belt and structural planting within and around the site. The sense of tranquillity within the site should be maintained.
14. Protect the separate identity of the nearby community of Great Chesterford as an existing community close to but separate from North Uttlesford Garden Community. The nature of the transition between North Uttlesford and the nearby existing community of Great Chesterford will be an important element of the design of the new Garden Community and the development will provide a strategic landscaped buffer.
15. Implement measures to avoid and mitigate harm to the significance of heritage assets **and their settings** caused by development, both within and close to the site. Measures will include:
  - a. Reinforce screening where appropriate along site boundaries;
  - b. Provide soft transition zones around the boundaries of the deer park, open tree screens and ditches. This is particularly important along the northern boundary of the deer park which abuts the County boundary and Hildersham Wood, an area of ancient woodland;
  - c. The creation of buffer zones incorporating areas of open land;
  - d. Consider development on the lower slopes to reduce visual impact;
  - e. **Protect the Scheduled Monument onsite and its setting;**
  - e.f. Retain visual and historic association between the Roman Temple and the Roman Town;
  - f.g. Detailed design informed by archaeology investigations of the site this may involve evaluations, geo physical surveys or trenching; and
  - g.h. **As far as possible retain the character of existing historic routes through the site, narrow lanes and**

mature tree lines.

16. Respect the rural character of the site in design principles to avoid harm to heritage assets **and their settings** on the site or near the site. This includes consideration of:
  - h.i.** Density, scale, form, materials of new development against existing in the area;
  - i.j.** Existing boundaries, routes reflected in new development; and
  - j.k.** Appropriateness and working with the topography and geology when planning buffer zones.
17. Enhance wider green infrastructure and networks including maintenance and enhancement of existing watercourses, ponds and lakes within the site.
18. The Council will consider the use of compulsory purchase powers to facilitate delivery of the Garden Community where this cannot be achieved by agreement.

Establishment at an early stage in the development of the Garden Community of appropriate and sustainable long-term governance and stewardship arrangements for community assets including green spaces, public realm areas and community and other relevant facilities; such arrangements to be funded by the development and include community representation to ensure residents have a stake in the long term development, stewardship and management of their community.

### **West of Braintree Garden Community**

**3.953.100** The garden community on land to the West of Braintree is located to the east of the District, straddling the boundary with Braintree District Council. In total, the garden community has the potential to deliver 10,000 new homes, employment land, supporting social and community infrastructure. That part of the new garden community falling within Uttlesford has the potential to deliver 3,500 homes. It is anticipated that housing delivery will commence in 2025/26 and continue beyond the Local Plan period.

**3.963.101** Development Plan Document (DPD) will be prepared for the garden community jointly by Uttlesford District and Braintree District Councils. The DPD will be adopted by each of the Local Planning Authorities. The DPD will set out the development framework against which any planning applications for the garden community will be considered. The DPD will be a detailed and site-specific document for the West of Braintree garden community. **In addition to the DPD, a local economic strategy will be established for West of Braintree Garden Community.**

**3.973.102**

his Local Plan sets out the principle of development at West of Braintree within a broad area of search and identifies the form of the development, i.e. the type of land uses, the scale of development and the overall timing of the development. This Plan also sets out specific infrastructure that the garden community must provide and

identifies other requirements that the development must meet. These requirements are based on the evidence available at this time. More detailed site-specific evidence will be prepared as part of the preparation of the DPD and will refine the content of this Plan. Evidence has already been collected to inform this Plan in relation to infrastructure, through the preparation of the Infrastructure Delivery Plan, and constraints to development through analysis of a range of evidence including specific studies.

**3.993.103** The Landscape and Visual Appraisal finds that land at West of Braintree is of moderate to high landscape and visual sensitivity, varying across the Site, and concludes that there is potential for part of the Site to accommodate development, subject to appropriate mitigation. The Full Heritage Impact Assessment for West of Braintree considers that there is the potential to harm the significance of heritage assets. However the study considers there is scope for development on the site and identifies various measures to mitigate these potential impacts. The policy for West of Braintree includes appropriate wording to mitigate landscape and heritage impacts.

**3.993.104** The detailed Water Cycle Study (April 2018) found no showstoppers preventing timely delivery of at least one feasible technical solution for this Garden Community by upgrading the impacted Wastewater Recycling Centre (WRC) infrastructure. Engagement will continue between UDC and BDC regards the most appropriate WRC to serve the development.

**3.1003.105** A step change increase in sustainable travel modes will be expected with the aim to achieve significant use of sustainable transport, with trips by active modes and public transport making up 60% of all trips. The DPD will set detailed targets for this Garden Community for Active Modes, and Rapid Transit and the policies/measures for achieving these.

## **Policy SP8 - West of Braintree Garden Community**

**Permission will be granted for a new garden community of 10,500–13,500 homes at land West of Braintree. The details and final number of homes will be set out in a Strategic Growth Development Plan Document to be prepared jointly by Uttlesford and Braintree District Councils. Up to 3,500 of these homes will be in Uttlesford. All criteria in this policy relate to the part of the garden community to be delivered in Uttlesford.**

**The Strategic Growth Development Plan Document will set out the nature and form of the new community. The DPD will be produced in consultation with stakeholders and will include a concept plan showing the disposition and quantity of future land-uses, and give three dimensional indication of the urban design and landscape parameters which will be incorporated into any future planning applications; together with a phasing and implementation strategy which sets out how the rate of development will be linked to the necessary social and physical infrastructure to ensure that the respective phases of the development do not come forward until the necessary infrastructure has been secured. The DPD will provide the framework for the subsequent development of more detailed masterplans and other design and planning guidance for the West of Braintree Garden Community. Planning applications will be consistent with the approved DPD which will need to be**

in place before any consent is granted for the new Garden Community.

The new Garden Community at West of Braintree will:

1. Deliver up to 3,500 new dwellings in Uttlesford, of which 970 will be delivered by 2033. A mix of housing sizes and types of housing will be delivered in accordance with housing needs including 40% affordable homes and homes for older people, including residential care and nursing home accommodation. Specific provision will be made for self and custom build housing.
2. Deliver a range of local employment opportunities integrated into the new community. The development will be informed by the Economic Development Strategy for West of Braintree and will be phased in line with the residential elements of the development. Floorspace allocations to be defined within the Strategic Growth Development Plan Document.
3. Ultrafast broadband will be provided throughout the Garden Community and homes will include specific spaces to enable working from home.
4. Include a network of local centres incorporating a mix of retail, business and community uses (including A1, A2, A3, A4, A5, B1(a), D1 and D2 uses<sup>8</sup>). Deliver appropriate civic buildings at the heart of the community, for example a town hall. Land and financial contributions towards secondary schools, and primary schools will be provided to serve the new development as part of the provision planned for the whole garden community.– . Early years and childcare facilities, community and youth facilities will also be provided. Increased primary healthcare capacity will be provided to serve the new development as appropriate. This may be by means of new infrastructure or improvement, reconfiguration, extension or relocation of existing medical facilities.
5. From the early delivery phase of the garden community incorporate a package of measures to provide transport choice, including high quality, frequent and fast rapid transit priority measures to Braintree and beyond, Great Dunmow town centre, London Stansted Airport and ~~beyond to London Stansted Airport~~, and a network of safe walking and cycling routes to enhance permeability within the site and to access adjoining areas, including connections with and improvements to the Flitch Way.
6. Mitigate the transport impacts of the proposed development on the strategic and local road network, including on the B1256 and the B1417. Reconfiguration of and improvements to junctions on the A120, allowing access in all directions. Contributions to improving M11 Junction 8 will also be sought. Enhancements to the local highway network and other specific transport related infrastructure

<sup>8</sup> Use classes: A1: shops; A2 financial and professional services; A3: restaurants and cafés; A4: drinking establishments; A5: hot food takeaway; B1(a): office; D1: non-residential institutions (e.g. health centres, schools, libraries etc.); D2: assembly and leisure (e.g. cinemas, swimming pools, gymnasiums)

requirements identified through the Strategic Growth Development Plan Document and masterplans for the Garden Community will be delivered in a phased manner. **The development will avoid the use of unsuitable roads by car through existing communities.**

7. Include new primary substations in the medium to long term and reinforcements to the energy network in the shorter term to meet the needs of the development.
8. The delivery of smart, innovative and sustainable water efficiency/re-use solutions that fosters climate resilience and a 21<sup>st</sup> century approach towards water supply, water and waste water treatment and flood risk management. Provision of improvements to waste water treatment and off-site drainage improvements aligned with the phasing of the development within the plan period and that proposed post 2033.
9. Provide Sustainable Urban Drainage systems to provide water quality, amenity and ecological benefits as well as flood risk reduction.
10. Provide allotments, open space, sports facilities, play, leisure and recreation in line with standards established in the Local Plan Essex Design Guide and the Strategic Growth Development Plan Document.
11. Provide natural, semi-natural and amenity green space in accordance with standards established in the Local Plan and Essex Design Guide and the Strategic Growth Development Plan Document.
12. Incorporate measures to protect and enhance the Ancient Woodland and Local Wildlife Site of Boxted Wood and its setting. Contributions will be secured towards mitigation measures identified in the Essex wide Recreational Disturbance Avoidance and Mitigation Strategy (RAMs) which will be completed by the time the Local Plan is adopted.
13. Enhance the existing public right of way network within and adjoining the site.
14. Protect the separate identity of the nearby communities of Stebbing and Stebbing Green as existing communities close to but separate from the West of Braintree Garden Community. The nature of the transition between the West of Braintree Garden Community and the nearby existing communities will be an important element of the design of the new Garden Community and the development will provide a strategic landscaped buffer.
15. Implement measures to avoid and mitigate harm to the significance of heritage assets **and their settings** caused by development, both within and close to the site. Measures will include:

- a. Tree screening;
  - b. The creation of buffer zones and transition zones, for example near Stebbing Green;
  - c. Respect historic routes and views;
  - d. Design to take account of further research into non-designated heritage assets; and
  - e. Design to take account of the findings of further research on archaeology within the site.
16. Adopt Design principles to reflect the rural character to avoid harm to heritage assets **and their settings** on-site and adjacent to the site. The design principles include:
- a. Density, scale, materials of new development against existing in the area;
  - b. Existing boundaries, routes reflected in the new development; and
  - c. Working with topography and geology when planning buffer zones and areas of open land.
- 17.** Enhance wider green infrastructure and networks including maintenance and enhancement of existing watercourses, ponds and lakes within the site.
- 17.18.** **Consideration of potential on site mineral resources through a Minerals Resource Assessment as required by the Minerals Planning Authority.**
- 18.19.** The Council will consider the use of compulsory purchase powers to facilitate delivery of the Garden Community where this cannot be achieved by agreement.

Establishment at an early stage in the development of the Garden Community of appropriate and sustainable long-term governance and stewardship arrangements for community assets including green spaces, public realm areas and community and other relevant facilities; such arrangements to be funded by the development and include community representation to ensure residents have a stake in the long term development, stewardship and management of their community.

### Neighbourhood Plans in Uttlesford

**3.1013.106** Neighbourhood Planning is a right for communities introduced through the Localism Act 2011. Communities can shape development in their areas through the production of Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders. The role of the Village Design Statement is to provide more detailed design guidance for a parish and to supplement planning policies.

**3.1023.107** Uttlesford District Council is committed to providing support and advice to any local community wishing to prepare a Neighbourhood Plan, Neighbourhood Development Order or Community Right to Build Order. Only a Town/ Parish Council or a Neighbourhood Forum (where no parish council exists) may

prepare a Neighbourhood Plan or a Neighbourhood Development Order

**3.1033.108** A number of areas within Uttlesford are already engaged in the Neighbourhood Planning process and the following areas have been formally designated so far:

- Felsted;
- Great and Little Chesterford;
- Newport and Quendon & Rickling;
- Saffron Walden;
- Stansted Mountfitchet;
- Stebbing; and
- Thaxted.

**3.1043.109** Great Dunmow Neighbourhood Plan has been completed and was made (which means brought into effect) by the District Council in 2016. This means that the Neighbourhood Plan now forms part of the development plan for the area alongside the existing adopted Uttlesford Local Plan.

**3.1053.110** The production of a Neighbourhood Plan provides the opportunity to produce a community-led planning framework to guide future development. It presents the option for communities to have a meaningful say in addressing social, economic and environmental issues. The policies in the Neighbourhood Plan can reflect locally specific evidence, and make decisions such as where new homes, shops and offices should be built and the design requirements of development such as the density, layout and materials used. Policies in the Neighbourhood Plan can be different from the Local Plan if there is local justification and the differences would not undermine the strategic policies in the Local Plan or conflict with national policy. Neighbourhood Plans should plan positively and should not promote less development than set out in the Local Plan. The Council will engage with Neighbourhood Plan groups when considering appropriate levels of development to plan for in the Neighbourhood Plans.

**3.1063.111** Local communities can also use Neighbourhood Development Orders and Community Right to Build Orders to grant planning permission for specific development which complies with the Order. There are currently no Neighbourhood Development Orders or Community Right to Build Orders in Uttlesford.

**3.1073.112** Local communities through neighbourhood plans can also identify for special protection green areas of particular importance to them. By designating land as Local Green Space local communities are able to rule out new development other than in very special circumstances. The Local Green Space designation will not be appropriate for most green areas or open space. Identifying land as Local Green Space must be consistent with the local planning of sustainable development and complement investment in sufficient

homes, jobs and other essential services. Local Green Spaces should be capable of enduring beyond the end of the plan period.

## Development Limits

**3.1083.113** Development limits provide a guide to where the Council considers new development should be located. Development limits mark the existing built form of a town or village and define the boundary between the town or village and the countryside beyond. Development within the development limit is generally considered sustainable and acceptable in principle subject to a detailed assessment of issues such as design, amenity, highways, and impact on heritage assets or the natural environment and is in accordance with other policies in the Local Plan. Outside the development limit it is considered that development would not be able to meet the principles of sustainable development. In order for development within development limits to be acceptable, they will have to comply with Policy SP9 below.

### Policy SP9 - Development within Development Limits

Development will be permitted on land within development limits if:

1. It is in accordance with any existing allocation;
2. It would be compatible with the character of the settlement and, depending on the location of the site, its countryside setting and natural environment;
3. It protects the setting of existing buildings and the character of the area and significance of heritage assets;
4. Development provides adequate amenity space and does not result in an unacceptable loss of amenity space;
5. It does not result in any material overlooking or overshadowing of neighbouring properties;
6. It would not have an overbearing effect on neighbouring properties; and
7. It would not result in unreasonable noise and/ or disturbance to the occupiers of neighbouring properties by reason of vehicles or any other cause.

## Development in the Countryside

**3.1093.114** In order to deliver the Local Plan's objectives the strategy for the rural areas is to promote a sustainable rural economy and to address any issues of rural deprivation while at the same time protecting the important countryside assets including agricultural land, historic and landscape features and biodiversity.

## Metropolitan Green Belt

**3.1103.115** The south western part of Uttlesford District forms a part of the Metropolitan



Green Belt (MGB) that surrounds London. A belt of countryside needs to be retained between Harlow, Bishop's Stortford and Stansted Mountfitchet as part of this Green Belt. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belt are its openness and permanence. Within the MGB development will be only be permitted if it meets the criteria for exceptional development set out in the NPPF.

**3.1143.116** Infilling, limited development or redevelopment of sites within the development limits of villages within the MGB (Birchanger, Hatfield Heath, Leaden Roding, Little Hallingbury and White Roding) will be allowed providing they are compatible with the character of the settlement and its setting. Exception sites to meet local needs for affordable housing will be allowed in the MGB where a need has been identified.

**3.1123.117** The Council commissioned Arup to undertake a Review of the Metropolitan Green Belt within Uttlesford against the purposes of Green Belt as defined by the NPPF. The Review was published in 2016. The Review broke down the Green Belt in Uttlesford into 31 General Areas based either on man-made defensible boundaries, such as roads and railway lines, or natural features, such as rivers and hedgerows.

**3.1133.118** The General Areas were tested against three purposes of Green Belt as set out in the NPPF, namely:

- To check unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns margining into one another; and
- To assist in safeguarding the countryside from encroachment.

**3.1143.119** All but one of the General Areas were found to perform strongly against the purposes of the Green Belt. One of the General Areas was found to perform moderately. The MGB in Uttlesford is an example of well-functioning Green Belt, demonstrating that it meets the original purposes of preventing outward sprawl of its large built-up areas and is compliant with both the NPPF and local policies. The Green Belt Review recommended all of the 31 General Areas are retained. Whilst minor modifications have been made to the Green Belt boundary in relation to three of the General Areas to align with existing defensible boundaries, no other changes have been made to the Green Belt. The Green Belt boundary is shown on the Policies Map. No other land will be released from the Green Belt in the Local Plan period.

**3.1153.120** The Council is committed to planning positively for the Green Belt. The Local Plan's vision and objectives promote sustainable patterns of development, directing the majority of growth towards existing and new urban areas, to ensure that the Green Belt is retained and enhanced.

### **London Stansted Airport Countryside Protection Zone**

**3.1163.121** The Local Plan identifies a Countryside Protection Zone (CPZ) around London Stansted Airport. London Stansted Airport, as London's third airport, puts significant pressure for development on the surrounding countryside. The aim of this policy approach is to maintain London Stansted as an "airport in the countryside". The priority within this zone is to restrict development which would

cause coalescence between the airport and surrounding development. Coalescence is the physical coming together or merging between the airport and existing development in the zone. New building will generally lead to coalescence. The change of use of a building in itself will not lead to coalescence unless there is associated development such as outside storage or car parking. Each case needs to be judged on its merits, where there are only modest levels of additional parking on a tightly well-defined site for example, it may not be considered as leading to coalescence. Development which complies with the Strategic Policy SP10 Protection of the Countryside will only be permitted if it also consistent with this over-riding objective.

**3.1173.122** The CPZ was first designated in the Uttlesford Local Plan 1995. The Council commissioned Land Use Consultancy to undertake an assessment of how the land in the CPZ performs against the objectives of the CPZ designation. The CPZ was divided into ten parcels based on natural or man-made features and tested against four purposes:

- To protect the open characteristics of the CPZ;
- To restrict the spread of development from London Stansted Airport;
- To protect the rural character of the countryside (including settlements around the airport); and
- To prevent changes to the rural settlement pattern of the area by restricting coalescence.

**3.1183.123** The CPZ Study recommended some minor boundary revisions in order to strengthen the CPZ against features on the ground. As a result some minor revisions to the boundary have been implemented which are reflected in the Proposals Map. No other land will be released from the CPZ in the Local Plan period.

### **Landscape Character and Countryside Development**

**3.1193.124** The character and appearance of the countryside changes from one area of the District to another but the landscape is predominantly agricultural. Approximately 97% of the land within the District is agricultural land of which 80% is designated Grade 2. The land is mostly arable. Farming remains an important part of the rural economy. In recent years there has been a degree of diversification into new areas of activity. The Development Management policies will allow the re-use of farm and other buildings for commercial purposes, subject to certain criteria. This will help to retain activity in rural areas. Alternative uses of land in the countryside will be supported where they comply with Countryside, MGB, CPZ and other policies where the environment and character of the countryside is protected. Section 11 of the Local Plan sets out four more detailed policies, Policies C1 - C4, that will be applied when considering planning applications for development in the Countryside.

## **Policy SP10 - Protection of the Countryside**

The Countryside is defined as land outside the development limits and identified new garden communities and consists of:

- 1. The Metropolitan Green Belt**
- 2. London Stansted Airport Countryside Protection Zone**
- 3. Countryside beyond both the Green Belt and the Countryside Protection Zone**

In the countryside, the only development that will be permitted is for the following uses:

- a. Agriculture;**
- b. Horticulture;**
- c. Forestry;**
- d. Outdoor recreation; and**
- e. Other uses which need to be located in the countryside.**

Development in countryside supported by other policies in the development plan will be assessed against those policies.

The Countryside will be protected for its intrinsic character and beauty, for its value as productive agricultural land, recreational land and for biodiversity. The landscape character and local distinctiveness of the Countryside will be protected and enhanced. Proposals for development will need to take into account the landscape's key characteristics, features and sensitivities to change in accordance with Policy C1.

The Metropolitan Green Belt as defined on the Policies Map will be protected against development in accordance with the latest national policy.

The Policies Map defines the London Stansted Airport Countryside Protection Zone. Development will only be permitted within this Zone if new buildings or uses of land do not lead to coalescence between London Stansted Airport and existing development and does not adversely affect the open character of the Zone.

Within the Countryside, beyond the Metropolitan Green Belt and the Countryside Protection Zone, planning permission will be granted for development appropriate to a rural area in accordance with Policies C1 – C4. In considering proposals for development in the Countryside the Council will:

- **Protect the best and most versatile agricultural land;**

- **Protect biodiversity;**
- **Support other options such as the use of land within development limits, re-use of existing rural buildings and previously developed land; and**
- **Focus development in locations with good access to services and facilities.**

### **London Stansted Airport**

**3.1203.125** London Stansted Airport is identified as making a positive contribution to the delivery of the Spatial Strategy by facilitating, economic growth and provision of jobs both on and off the airport. However, these positive contributions need to be balanced against the environmental impacts. .

**3.1213.126** London Stansted Airport is a busy airport currently operating at approximately 25.9 million passengers per annum (mppa) with permission to operate up to 35 mppa, which is forecast by the airport operator to be reached by 2025. Planning permission has been approved for a new arrivals terminal, with construction commencing in 2018 and is programmed for completion by 2021. By the time the airport serves 35 mppa, around 19,000 people are expected to be working on or off the airport ~~in~~ (directly ~~or~~ and indirectly related jobs). These airport-related jobs are important to the wider economy.

**3.1223.127** The airport provides air transport services for business and leisure users in the East of England and the London catchment and is a key interchange of air, road and rail services. It also generates significant employment for residents of the District and surrounding areas.

**3.1233.128** Land at London Stansted Airport has previously been identified specifically for development directly related to or associated with the airport. The role and function of the airport, however, has evolved with a high proportion of short-haul flights, with planes spending relatively little time on the ground, belly hold cargo tonnage being limited, and fewer facilities required for cargo storage. ~~Resulting~~ This results in lower demand for ~~the~~ space reserved for airport related uses in the adopted Uttlesford Local Plan. ~~As a result, m~~ Much of the land to the north of the runway, is unused or underused, and new commercial units built on a speculative basis to the south of the runway have been subject to long and/ or frequent periods of vacancy since they were completed.

**3.1243.129** The Local Plan therefore designates the land to the north of the runway known as the North Stansted Employment Area' within the London Stansted Airport Strategic Allocation for non-airport related employment uses. Only airport related uses will be permitted on the remainder of the Strategic Allocation, including land to the south of the runway. This will ensure that capacity for airport businesses have space to expand and allows new airport related companies to locate at London Stansted Airport.

**3.130** Night flights from and to London Stansted are a significant cause for concern for local residents, with the associated noise annoyance at unsociable hours. Uttlesford District Council does not determine the night flights regime, which is in the hands of the government. However, the Council will continue to represent local residents to ensure that the impact of night flights is fully taken into account in night flying restrictions.

**3.1253.131** London Stansted is a Statutory Safeguarded Aerodrome. Certain planning applications will be the subject of consultation with the airport operator and there may be restrictions on the height or detailed design of buildings, operation of cranes, which impact on the flight path or radar or on development which could create a bird hazard as described in ODPM Circular 1/2003.

**3.1263.132** Further guidance on safeguarding issues, can be obtained from documents published by the Civil Aviation Authority including the following:

- CAP738 Safeguarding of Aerodromes;
- CAP764 Policy and Guidelines on Wind Turbines; and
- CAP772 Wildlife Hazard Management at Aerodromes.

**3.1273.133** In addition, Department for Transport Circular 01/2010 relates to the Control of Development in Public Safety Zones (PSZ). Aircraft can take off and land on London Stansted's runway in either direction. At each runway threshold the Civil Aviation Authority maintains a Public Safety Zone (PSZ). PSZs are areas at either end of the runway within which development is restricted in order to control the number of people living, working or congregating on the ground in that area, in order to minimise the risk in the event of an accident on take-off or landing. Two risk contours are shown on the Polices Map based on forecasts about the numbers and types of aircraft movements forecasted ahead 15 years. The 1:100,000 contour is the part of the PSZ within which the theoretical risk of an individual residing permanently being killed by an aircraft is greater than 1:100,000. Within the 1:10,000 contour this theoretical risk is increased ten-fold and very few uses involving a very low density of people coming and going within it will be acceptable. Parts of the London Stansted Distribution Centre at Start Hill lie within the PSZ to the south-west of the runway.

**3.1283.134** Safeguarding maps and maps showing the PSZ are held by Uttlesford District Council, as the local planning authority, and the airport operator and are available for reference. More complex proposals may require modelling to be carried out by the airport operator to establish the impact of a development on the airport operations.

**3.1293.135** The government encourages all airports to produce a master plan to set out a clear statement of intent on the part of an airport operator to enable future development of the airport to be given due consideration in local planning processes. They also provide transparency and aid long-term planning for other businesses. London Stansted Airport has a master plan, called the Sustainable Development Plan 2015, which was produced in consultation with the nearby local authorities, including Uttlesford District Council.

**3.1303.136** London Stansted Airport is a regional and local transport interchange where people are able to change easily from one form of transport to another. The current Surface Access Strategy is part of the Airport's Sustainable Development Plan which sets out how the airport will be developed as a single runway airport over the next 10-15 years. In accordance with the Government's 2013 Aviation Policy Framework the Surface Access Strategy sets out:

- Targets for increasing the proportion of journeys made to the airport by public transport for both airport workers and passengers
- The strategy to achieve those targets; and

- A system whereby the London Stansted Area Transport Forum can oversee implementation of the strategy.

**3.1313.137** In addition, there is a Section 106 agreement relating to the 25 million passengers per annum (mppa) permission, a unilateral obligation relating to the G1 (35 mppa) permission and associated conditions including those required to be imposed by the then Highways Agency (now Highways England). Together these combine to provide a framework within which the surface access needs of the airport as currently permitted to develop will be managed. The Council will continue to work with London Stansted Airport and other District and County Authorities, bus and rail operators and groups like Sustrans via the London Stansted Area Transport Forum and its attendant working groups to improve public transport, cycling and walking routes to, from and within the airport. The London Stansted Area Transport Forum and its working groups will set and monitor targets to deliver an increase in sustainable surface access to the airport.

**3.1323.138** There is enough land allocated within the boundary of London Stansted Airport for air passengers who have driven to the airport to access the on-airport car parking using the on-airport road network and not the local road network beyond. On-airport parking helps to protect residential amenity and the character of the villages and countryside around London Stansted from the impact of on street airport parking, the presence of car parking compounds and the additional traffic associated with it. The Council will continue to work with the airport operator and others to manage car parking within the airport and to maximise the percentage of air passengers using public transport to get to or from the airport in line with Government policy in the Aviation Policy Framework. This would not be practical if the provision of car parking became fragmented by indiscriminate off-airport parking undermining the aims of the airport surface access strategy. Currently a levy from airport parking helps fund the initiatives of the Airport Surface Access Strategy. Any further on-airport parking developments including bespoke car parks and those related to hotels will be subject to a similar levy. It will also be important to make sure that the scale of parking associated with new hotels and bed and breakfast accommodation does not exceed vehicle parking standards contained within the Essex Planning Officers Association's Parking Standards, Design and Good Practice Document (2009) for the same reason of not undermining the surface access strategy.

**3.1333.139** A landscaping belt runs around the perimeter of the airport and includes the Molehill Green mound and the land north west of Parsonage Road south of the short stay car park. Development should not occur in these areas as shown on the Policies Map Inset. Many other landscaped areas have been planted or are proposed within development zones. They also fulfil a very important function and are part of the landscape master plan already approved by the Council. Within the long-term car park, for example, planting shields parked cars when viewed from locations west of the Airport.

**3.1343.140** Reflecting the requirements of the NPPF, this policy adopts a strategy to mitigate and adapt to climate change in order to offset the impact of increased airport usage. To support a move to a low carbon future, any planned further expansion of the airport will need to actively plan for new development in ways which reduce greenhouse gas emissions; supporting energy efficiency improvements to existing buildings and take account of landform, sustainable methods of getting to and from the airport, green infrastructure, layout, building orientation, massing and landscaping in order to minimise the impacts of climate change. The impacts of emissions from aircraft are regulated through a series of international agreements and lie outside the remit of the planning

system. The Council will continue to press the government to reduce, through the International Civil Aviation Organisation, carbon emissions from aviation, which in 2015 represented 22% of the UK's total transport emissions.

**3.1353.141** Policy SP11 makes provision for the airport to respond positively to future growth opportunities and continue to make significant sub regional and national contributions to economic development, jobs and wealth creation while setting a clear environment and transport framework with which to regulate future growth. The North London Stansted Employment Area is included within the Strategic Allocation for a range of Use Class B employment development.

**3.1363.142** Harlow College is developing a centre of Further Education at Stansted Airport. This will open in autumn 2018. The college will run courses in aviation and business services, engineering and aircraft maintenance, and hospitality, retail and events management, offering opportunities for people to improve their career prospects and access the jobs available at the airport.

## **Policy SP11 - London Stansted Airport**

**Sustainable growth of London Stansted Airport will be supported in principle and is designated as a Strategic Allocation in the Local Plan. The Strategic Allocation (see Policies Map) includes land within the existing airport operational area and incorporates the North Stansted Employment Area. The wider strategic allocation serves the strategic role of London Stansted Airport and associated growth of business, industry and education, including aviation engineering, distribution and service sectors and the airport college which are important for Uttlesford, the sub-regional and national economy.**

### **Airport Safeguarding**

**Development that would adversely affect the operational integrity or safety of London Stansted Airport will not be permitted. With respect to operational and national security considerations, this includes (but is not limited to) concerns over the height of buildings, lighting, bird activity and proximity to Public Safety Zones. The 1:10,000 and the 1:100,000 risk contours are shown on the Policies Map. Within the 1:10,000 risk contour no residential or employment uses will be permitted. Within the 1:100,000 risk contour permission will only be granted for extensions or changes of use or low density development.**

### **Access to London Stansted Airport**

**London Stansted Airport's role as a national, regional and local transport interchange will be maintained. The necessary local and strategic transport infrastructure and rail, coach, bus service, pedestrian and cycle capacity to accommodate the passenger and employee trips and other journeys via connections at the airport must be maintained and enhanced. An integrated approach must be demonstrated within the framework of a surface access strategy.**

To assist development of ~~more flexible~~new rapid transit options ~~available at-between~~ the airport ~~and new and existing communities~~, land ~~within the Airport Strategic Allocation~~ will be safeguarded to allow access at the terminal ~~area~~. ~~To deliver this objective,~~ ~~†~~The council will seek financial contributions from the airport operator for the delivery of an appropriate scheme.

### Airport Development

Proposals for the development of the airport and its operation, together with any associated surface access improvements, will be assessed against the Local Plan policies as a whole. Proposals for development will only be supported where all of the following criteria are met:

1. They are directly related to airport use or development, apart from within the North Stansted Employment Area ;
2. They contribute to achieving the latest national aviation policies;
3. Do not result in an increase in Air Transport Movements that would lead to significant adverse effects on the amenities of surrounding occupiers, the local environment or transport networks (in terms of, but not limited to, noise, congestion, air quality and climate change impacts);
4. Include an effective noise control, monitoring and management scheme that ensures that current and future operations at the airport are fully in accordance with the policies of this Plan and the airport's Noise Action Plan (approved by the Secretary of State on an annual basis);
5. For development that would lead to an increase in the permitted operation of the airport, include proposals which will over time result in a proportionate diminution and betterment of the effects of aircraft operations on the amenity of local residents and occupiers and users of sensitive premises in the area, such as through measures to be taken to encourage fleet modernisation or otherwise;
6. Incorporate sustainable transportation and surface access measures in particular which minimise use of the private car, and maximise the availability and use of sustainable transport modes and seek to meet modal shift targets, all in accordance with the London Stansted Sustainable Development Plan;
7. Incorporate suitable road access for vehicles including any necessary improvements required as a result of the development and demonstrate that the proposals do not adversely affect the adjoining highway network; and will not lead to detriment to the amenity of the area and neighbouring occupiers;
8. Be consistent the latest Sustainable Development Plan for the Airport.



### **North Stansted Employment Area**

This 55 hectare site is allocated for B1, B2 and B8 Employment uses.

B1, B2 and B8 employment uses are acceptable in principle at this location but will not be restricted to airport-related employment. Small scale ancillary retail and leisure (as defined in Use Classes A1 to A3 and D2) will be permitted in order to serve the needs primarily, of employees in the area. The Council will require proposals to be subject to a comprehensive development brief or Master Plan which shall set out the proportion and phases of development.

### **Airport-related Car Parking**

Proposals for airport related car parking should be located within the Airport Strategic Allocation, as shown on the Policies Map (excluding North Stansted Employment Area). Appropriate mechanisms will be sought to make sure that all on airport car parking is integrated into and contributes to funding of the airport surface access strategy. Proposals for airport related car parking outside this area will only be permitted where all of the following criteria are met:

- There is demonstrated to be a long-term car parking need that cannot be met within the Airport Strategic Allocation;
- They relate well to the strategic road network and do not exacerbate traffic congestion;
- They do not have an adverse impact on amenity; and
- They are in accordance with the most recent Sustainable Development Plan for London Stansted.

### **London Stansted Airport Strategic Allocation**

Development proposals at the London Stansted Airport Strategic Allocation will ensure:

- Appropriate strategic landscaping will be provided both on and off site, which shall have regard to the potential for significant visual prominence within the wider area of built development and which does not increase risk to aviation operations arising from structures, lighting, bird strike or open water and having regard to operational and national security considerations; and
- The height and design of buildings will reflect the site's countryside setting, its visibility from surrounding countryside; and

- Provision is made for sustainable drainage and the disposal of surface water in order to prevent any harm occurring to neighbouring land.

### **Strategic Landscape Areas**

**Development will not be permitted within those areas identified as strategic landscape areas on the Policies Map Inset.**

### **Climate Change and Sustainable Development Principles**

**3.1373.143** The overall aim of the Local Plan is to deliver sustainable development. Sustainable development ensures that the economic, social and environmental needs of the District are delivered in a balanced way. Fundamental to achieving this aim is the reduction of the use of resources and minimising greenhouse gas emissions by encouraging the supply and use of appropriate renewable energy and low carbon technologies.

The world's climate and weather patterns are changing. Global temperatures are rising causing more extreme weather events. In Britain the Climate Change Act 2008 established a long-term framework to tackle climate change. Its aim is to encourage the transition to a low-carbon economy in the UK through legally binding targets on carbon emission reductions. It requires Government to reduce greenhouse gas emissions by:

- Cutting emissions by at least 34% by 2020 and 80% by 2050 – below the 1990 baseline;
- Setting and meeting five-yearly carbon budgets for the UK during that period; and
- Requiring that those carbon budgets be set three budget period ahead – so that it is always clear what the UK's emissions will be for the next 15 years.

**3.1383.144** Half of all the country's carbon emissions come from the energy used in constructing, occupying and operating buildings. A high standard of construction is therefore important if these targets are to be met. Sustainable design and construction takes account of resources used in construction and also how buildings are designed and used. While consideration of energy and carbon impacts is important sustainable design and construction goes much wider than this and seeks to:

- Minimise the use of resources (including energy and water);
- Make sure that the built environment mitigates against and is resilient to the impacts of climate change;
- Protect and enhance biodiversity and green infrastructure;
- Provide buildings that are pleasant and healthy for occupiers and users;
- Make sure that materials come from sustainable sources; and
- Minimise waste.

**3.1393.145** In relation to carbon emissions, particular problems arise from the rural nature of the District which leads to dependence on private cars for transport and the use of high emission fuels for heating such as oil, liquid petroleum gas (LPG) and electricity. However, national statistics indicate a fall in the per capita CO<sub>2</sub> emissions for Uttlesford from 12.9 tonnes in 2005 to 9.7 tonnes per capita in 2014. The largest contributor is

road transport. (Source: UK Local Authority and Regional Carbon Dioxide Emissions National Statistics 2005-2014 published June 2016).

**3.1403.146** Spatial planning, through guiding the location and design of development, has the potential to reduce carbon emissions and address the impacts of climate change.

**3.1413.147** The supply of previously-developed land and buildings in the District is limited which means that they will only make a relatively limited contribution to the delivery of development. In order to make the best use of available land resources, the Council will continue to encourage and support the re-use of previously developed land and buildings where these become available. By their very nature previously-developed land can be suitable sites for protected species such as great crested newts, owls and bats. Re-use and development of such sites will need to take account of the requirements set out in Policy C2. The sites proposed for development are, as far as possible, outside areas known to be at risk from pollution, contamination, flood risk or will be required to provide appropriate mitigation and safeguards. Natural resources will be protected and all development will be expected to contribute to recycling and energy efficiency.

## Policy SP12 - Sustainable Development Principles

The Council will support development which ensures the prudent and sustainable management of the District's towns, villages and countryside by:

- Employing best practice in sustainable design and construction;
- Encouraging the redevelopment of previously-developed land which is unused or under-used for uses which are sustainable and protect the natural environment in that location;
- Minimising the amount of unallocated greenfield land that is developed;
- Retaining and enhancing the character, appearance and setting of those areas, settlements or buildings that are worthy of protection;
- Reducing, to ~~an acceptable~~ a safe level, any pollution that may result from development;
- Reducing, to ~~an acceptable~~ a safe level, any impacts arising from known or potential contamination both on development sites and on sites which affect development sites;
- Locating development on land identified as being at low risk of flooding and being designed to reduce the overall risk of flooding both to the development site, and any cumulative impacts from the development on local areas susceptible to flooding;
- Promoting development that minimises consumption of and protects natural resources including water;
- Promoting development that makes provision for waste recycling; and
- Promoting development which is located and designed to be energy efficient.