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Ensuring Robust Employment Evidence for the Uttlesford Local Plan

Final Report

Prepared on behalf of Uttlesford District Council

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1 Introduction

1.1.1 Hardisty Jones Associates (HJA) was instructed by Uttlesford District Council to undertake two tasks related to ensuring robust employment land evidence is in place to inform the new Uttlesford Local Plan. These two tasks were:

- To critically review the Regulation 19 Local Plan and other relevant documentation and identify any additional work required to ensure a sound evidence base with regard to employment; and
- To provide an indicative forecast of the amount of employment land to be included within the three proposed Garden Communities of North Uttlesford, Easton Park and West of Braintree in the plan period to 2033 and beyond this period.

1.1.2 The remainder of this introduction sets out further context relevant to the two tasks. Chapter 2 of this report then sets out the findings of a critical review of the employment aspects of the Regulation 19 Local Plan and its evidence base. Chapter 3 sets out initial analysis relevant to employment provision within the proposed Garden Communities.

1.1.3 Throughout the report the term ‘employment’ is generally used in respect of activities that traditionally occupy sites and premises falling within the B Use Class. However, comment is also provided on the full range of employment types wherever relevant.

1.2 Background and Context

Proposed Garden Communities in Uttlesford District

1.2.1 The Regulation 19 Local Plan makes provision for three Garden Communities in Uttlesford. These are:

- Easton Park – 10,000 dwellings with 1,925 by the end of the plan period;
- North Uttlesford – 5,000 dwellings, with 1,925 by the end of the plan period; and
- West of Braintree – 3,500 dwellings within Uttlesford, with 970 by the end of the plan period. This forms part of a larger Garden Community of 10,500 – 13,500 dwellings when including the cross boundary elements in Braintree District.

1.2.2 Indicative dwelling figures have been included in the Plan as cited above. However, no quantification of employment uses has been set out to date.

North Essex Authorities Strategic (Section 1) Plan Examination

1.2.3 The North Essex Authorities, comprising Braintree District Council, Colchester Borough Council and Tendring District Council have prepared a Shared Strategic Plan which forms part of each Authority’s respective emerging Local Plan. This is referred to as the Section 1 Plan.

1.2.4 Uttlesford District Council is cognisant of the ongoing Examination¹ of the North Essex Authorities Strategic (Section 1) Plan and the initial findings of the Inspector set out in letters to the

¹https://www.braintree.gov.uk/info/200643/section_1/1065/section_1_examination_publication_local_plan

respective Authorities. In particular the letter of 8th June 2018 (referenced IED011) deals with employment matters including those relating to provision of employment land at the three proposed Garden Communities within the North Essex area.

- 1.2.5 Paragraphs 56-61 of IED011 are particularly relevant and include comment on the imbalance of policy detail in respect of housing and employment. In particular the Inspector notes the absence of any indication of quantum or typology of anticipated employment provision at the Garden Communities. The Inspector acknowledges that it may not be possible to include exact detail, but would expect indicative figures to be provided by way of guidance for future Development Plan Documents (DPDs). The Inspector also notes that within the evidence base there are two differing sets of indicative requirements.
- 1.2.6 Uttlesford District Council is aware that the level of policy detail in respect of employment within the Garden Communities set out within the Uttlesford Local Plan is very similar to that of North Essex. As a result, there is concern to what extent the findings of the Inspector of the North Essex Plan are applicable in Uttlesford. This is the primary driver of the review set out in this report.

2 Critical Review of Employment Policies and Evidence

2.1.1 This chapter of the report sets out the findings of a critical review of the Uttlesford Regulation 19 Local Plan and relevant supporting evidence.

2.2 Employment Evidence

2.2.1 Evidence to inform employment policies within the Local Plan has been prepared over an extended period of time. The evidence base comprises a range of documents and can be found at <https://www.uttlesford.gov.uk/article/4114/Employment> (last accessed 24/08/2018). This includes evidence relating to the Uttlesford District alone, as well as evidence prepared with partner Local Authorities in the West Essex and East Herts area.

2.2.2 The following core documents have been reviewed as part of this critical review:

- Regulation 19 Pre-submission Local Plan (UDC, June 2018)
- West Essex and East Hertfordshire Assessment of Employment Needs (HJA, October 2017) [hereafter FEMA study]
- Employment Land Topic Paper Update (UDC, June 2017)
- Employment Land Review Update (Aecom, May 2017) [hereafter ELR]
- Uttlesford Economic Development Strategy and Action Plan 2018-21 (v18) [hereafter EDS]

2.2.3 In addition, a range of other documentation relevant to the North Essex Shared Strategic (Section 1) Plan has been considered given the relevance of recent comments made by the Inspector. This includes:

- North Essex Authorities Strategic (Section 1) Plan
- North Essex Garden Communities Charter
- North Essex Garden Communities Employment & Demographic Studies
- IED011 Inspector's Letter to North Essex Authorities 8th June 2018
- Economic Vision and Strategy for the North Essex Sub-Region (Cebr, August 2018)

2.3 Key Findings

2.3.1 Following a review of the relevant documentation we believe there to be a number of issues for Uttlesford District Council to consider.

Evidence Base

2.3.2 There are two documents which provide overarching quantitative assessment of employment land requirements: the 2017 ELR (Aecom) and the 2017 FEMA study (HJA). The methods used to assess future employment land requirements have differences, as a result the outputs of the two approaches differ. The difference in output is most acute in terms of industrial and warehousing (B2/B8) requirements. Interestingly the 2016 ELR (prior to the 2017 update) had figures more similar to the FEMA study for industrial and warehousing requirements.

2.3.3 HJA authored the FEMA study and therefore endorses the assessment approach and modelling techniques employed in the analysis. The FEMA study underpinned the employment requirements within the East Herts Local Plan (via main modifications) which was found sound at Examination.

2.3.4 HJA has reviewed the Aecom approach as set out within the ELR. The main areas where there is potential weakness in the Aecom approach are:

- A focus on net floorspace changes alone. HJA's analysis of development activity in the West Essex and East Herts area as well as at other locations across the UK clearly demonstrates that there are substantial levels of gross activity (gains and losses) which when netted off give a muted view of total levels of activity. It can also lead to a potential under-provision in terms of employment land.
- There is no consideration within the ELR of the need to replace lost stocks. There is commentary on the risks associated with Permitted Development Rights and there is some discussion of potential releases of poorer performing sites to alternative uses. These suggest potential erosion to the supply base without explicit consideration of how these will be re-provided within the assessment of requirements.
- The consideration of labour supply and past development trends is cursory and quickly dismissed. This was considered in some detail as part of the FEMA study.

2.3.5 These issues are likely to underestimate the level of future requirement within the ELR. In terms of material impact on future economic growth, this is likely to be low as there appears to be employment land provision beyond the stated requirements. However, as noted in the following section a lack of justification for over supply could be deemed a risk.

2.3.6 There is consideration of the nature of the economy and the commercial market drivers within both the ELR and the Commercial Workspace Study (2015, BE Group).

2.3.7 There is no reference to Garden Communities within the core employment evidence base, in particular the ELR which forms the primary assessment of employment land supply. Given that Garden Communities do not feature within the ELR one might reasonably expect a supplementary paper providing additional information. However, this does not appear to be present.

Overarching Employment Policies

2.3.8 The following are the main policies relevant to employment matters:

- Policy SP4 sets out minimum anticipated net employment growth
- Policy EMP1 deals with employment strategy
- Policy EMP2 deals with existing and proposed employment areas
- Policy EMP3 deals with non estate employment uses (within employment areas)
- Policy EMP4 deals with providing for the rural economy
- Policy SP11 deals with London Stansted Airport including employment
- Policy LtCHE1 deals with Chesterford Research Park
- Policies LtCAN1, SAF11, SAF12, SA1 and STA4 deal with other employment allocations
- Policies SAF14, GtDUN11 and STA5 deal with other development opportunities which could include town centre uses including office uses.

2.3.9 The most substantive issue echoes that of the Inspector examining the North Essex Plans, specifically the imbalance in the level of detail provided in terms of policies on housing and employment. This issue is potentially relevant to overarching employment policies as well as the Garden Communities.

- 2.3.10 None of the policies listed above sets out an overall quantum for employment land requirements. Policy SP4 sets out an employment quantum in terms of net jobs gain, but there are no figures in terms of floorspace (square metres) or land (hectares).
- 2.3.11 There is also no single summary of identified supply provision, although there are site by site policies. A summary of total supply may be of benefit. This would provide a more similar approach to that set out for housing.
- 2.3.12 On initial review it appears that aggregate supply is well in excess of the assessments of future requirements emerging from both the ELR and the FEMA study. This is largely a result of substantial allocations at Chesterford Research Park and North Stansted. The role of the identified allocations to meet needs beyond the plan period is not explicitly stated and there should be clearer justification around how the need for and supply of employment land interact.
- 2.3.13 The supporting text picks up on findings from the various core evidence base documents but there is a lack of clarity on how the different assessments of future requirements have been considered in the round, and a preferred position put forward for inclusion within final policy. This is potentially the role of a Topic Paper rather than within the supporting text of the Plan. The Topic Paper version that we have reviewed notes that it was prepared in advance of publication of the FEMA study and hence its reliance on the ELR. This may explain the reliance on the ELR within the drafted Policy. The Council should consider how, following publication of the FEMA study this appropriately influences the Plan and how this is articulated. This could again be addressed within an updated Topic Paper.
- 2.3.14 As part of the review we have identified a small number of potential issues with data, the evidence or its interpretation:
- Paragraph 3.75 is not the most helpful interpretation of the preferred scenario within the FEMA study as there is no acknowledgement of London Stansted Airport as the primary driver for such a substantive uplift in Uttlesford.
 - Paragraph 3.76 references only 10% of net additional jobs within the B Use Class. It is not clear where this figure is sourced from as this does not align to the HJA modelling for Uttlesford. This may be a slight misinterpretation or miscalculation based on data for differing periods from the FEMA study. This is unlikely to have a major impact on policy, but is a potential technical error within the text.
 - Both the ELR and the Local Plan cite 68.4% out-commuting from the district. This appears to be a very high figure and well in excess of the figures we have calculated using 2011 Census of Population. Whilst the level of out-commuting from Uttlesford is high, this could be a factual error in the Plan. Depending on the method of calculation HJA has derived figures ranging from 44%² to 58%³. Based on cross referencing with 2011 Census data on the workplace population in Uttlesford it is our opinion that the lower end of the range is a more appropriate estimate.

² This includes home workers and those with no fixed place of work within the Uttlesford resident and workplace based workforce.

³ This includes only workplace based workers, excluding home workers and those with no fixed place of work.

Employment within Garden Communities

- 2.3.15 Policies SP5-SP8 deal with Garden Communities. These comprise an overarching policy (SP5) and policies specific to each of the three Garden Communities (SP6-SP8).
- 2.3.16 Easton Park is indicated to have potential for 10,000 dwellings in total with 1,925 by the end of the plan period. It is noted that it is located close to London Stansted Airport and that this will be important in terms of both access to employment opportunity and transport infrastructure. The policy and supporting text highlight that the Garden Community will deliver a range of local employment opportunity phased in line with residential development. This will include employment within critical local services such as education, health and retail.
- 2.3.17 The North Uttlesford Garden Community is identified for 5,000 dwellings in total, with 1,925 by the end of the plan period. Its proximity to the important employment locations of the Wellcome Genome Campus and Chesterford Research Park are noted, and Chesterford Railway Station and Whittlesford Parkway Railway Station are cited as access points to public transport infrastructure. The Local Plan text, in common with the other Garden Communities, highlights *a range of local employment opportunities and services*.
- 2.3.18 The West of Braintree Garden Community is identified to have potential for 10,500 – 13,500 dwellings, of which 3,500 are to be located within Uttlesford. 970 of the Uttlesford quota is anticipated by the end of the plan period. The policy and supporting text provide similar references to those at other Garden Communities in terms of *a range of local employment opportunities and services*. Its relative location to both Braintree and London Stansted Airport is referenced in terms of provision of employment opportunities with Braintree cited as the primary transport infrastructure location.
- 2.3.19 The overarching Garden Communities policy SP5 as drafted states *a wide range of local jobs within easy commuting distance from homes*. This potentially leaves quite a degree of flexibility in terms of how self-containment and sustainable community ambitions are interpreted. As summarised above, for each of the Garden Communities reference is made to nearby employment locations. The potential interpretation of this is picked up further in the following chapter of this report.
- 2.3.20 No substantive detail on employment is set out for any of the Garden Communities within the policy or supporting text, particularly in terms of scale and typology. However, there are references to future Development Plan Documents (DPDs) which are anticipated to deliver greater detail. This is a very similar position to the North Essex Strategic (Section 1) Plan which has been challenged by its Inspector. There are also no specific references to the B Use Class within the drafting so there is a potentially more open interpretation of what *local employment opportunities* might mean available to the reader.
- 2.3.21 As noted previously, the Plan as drafted does not set out clearly an identified total quantum requirement of B Use Class employment for the District as a whole within any of the policies. The supporting text refers to figures from the ELR. Whilst there is no summary schedule of supply, the additional capacity set out within identified allocations appears to substantially exceed the estimated requirements. On this basis, the quantitative ‘top-down’ need or rationale for Garden Communities to provide B Use Class employment land is not clearly evident.
- 2.3.22 Within the plan period the total scale of development at any of the Garden Communities (Uttlesford elements) is not such that they will be places of significant scale, although they will

mature into this over the longer term. On this basis the employment role of the Garden Communities within the plan period may well be relatively minor. However, as currently drafted the policy and supporting text of the plan does not bring clarity.

2.4 Recommendations

2.4.1 We have assumed an 'ideal world' benchmark whereby a Plan provides:

- Clarity on the requirement for employment land for Uttlesford during the plan period;
- Clarity on how this requirement will be met through the provision of supply;
- Clarity on the employment role of the Garden Communities; and
- Clear linkages between the plan and its evidence base.

2.4.2 Following our review we recommend considering the following to assist with clarity within the Uttlesford Regulation 19 Plan and its supporting evidence:

- Strengthening of policy drafting to provide a clearer indication of the anticipated requirement for employment land across Uttlesford throughout the plan period.
- Strengthening of policy drafting setting out the portfolio of supply to meet the identified requirement including the role of Garden Communities. There is already detail within the site allocations policies which could be brought forward into a summary table in a similar fashion to the approach to housing at Policy SP3.
- Strengthening of policy drafting to provide indicative guidelines on the scale and nature of employment land provision within Garden Communities to inform DPD development.
- An updated employment topic paper which brings together the available evidence in order to justify with greater clarity the adopted policy positions. This would enable the differences in approach e.g. within the Aecom ELR and HJA FEMA study to be explained and a way forward taking into account the evidence base in its entirety to be articulated.
- Reviewing the potential technical drafting errors stated at paragraph 2.3.14 above.

3 Employment Provision within Proposed Garden Communities

- 3.1.1 This chapter provides some high-level analysis to help inform ongoing planning around the employment role and function of the Garden Communities.
- 3.1.2 There is a commitment to prepare economic development strategies for each Garden Community. At present there is comment on the potential employment role and function of Garden Communities spread across a range of documents. Whilst there is a high degree of commonality across the documents there are also subtle differences which create opportunity for difference of interpretation.

3.2 Strategic Role and Function

- 3.2.1 On the basis of the documentation there are clear indicators that Garden Communities are planned to play an important employment role. The spatial strategy of the Regulation 19 Local Plan puts Garden Communities in the highest tier for employment when it states that *the majority of development will be focused at the towns of Saffron Walden, Great Dunmow and the new Garden Communities*. Whilst this is likely to be primarily referring to housing the wording does not narrow the focus to only housing so one could reasonably assume it also applies to employment.
- 3.2.2 The Uttlesford Economic Development Strategy 2018-21 provides greater detail on the economic aspirations and vision:

“The vision for each new community is that there will be at least one job per household within each settlement with a range of local jobs...New jobs will be provided in schools, retail, health and leisure as well (sic) business and employment areas.”

“A strong focus on the local economy will seek to reduce the need to travel and maximise the economic benefits of development within Uttlesford.”

“It is vital that the new development is designed in a way to maximise the quality and number of jobs within each new garden community.”

The Economic Plans will be focused towards small and medium enterprises (SMEs) address opportunities to provide specific advice and promotion opportunities for new start-ups, business hubs, incubator units, grow-on space, as well as opportunities for expansion of established businesses.”

- 3.2.3 As noted in the previous chapter, strong links to existing economic hubs including Chesterford Research Park, Wellcome Genome Campus, London Stansted Airport and Braintree are also anticipated.
- 3.2.4 At completion the Garden Communities will be places of scale. Two will comprise 10,000+ dwellings, which will support populations of well in excess of 20,000 persons. These will be larger than the current largest settlements in the district (current populations: Saffron Walden c15,000 and Great Dunmow c9,000, 2011 Census of Population). However, they will sit beneath Braintree (c40,000 people) and Bishop Stortford (c37,000 people) in the wider hierarchy. The North Uttlesford Garden Community at 5,000 dwellings and c10,000 population will potentially be similar or slightly larger than Great Dunmow. On this basis, the proposed Garden Communities

may affect the local settlement hierarchy more than the broader strategic hierarchy. As such they may not be of the scale to introduce a significant new economic draw.

- 3.2.5 The employment evidence used to inform the Regulation 19 Plan points to primarily local demand within the district, with the exception of London Stansted Airport and Chesterford Research Park. Given the proposed scale of the Garden Communities one might therefore anticipate smaller scale flexible provision in terms of both offices and industrial being the focus once completed. This is in keeping with the existing provision at the market towns, as opposed to becoming major economic hubs. In the medium term (i.e. within the plan period) the scale of the communities will be smaller than at completion and hence their role will be emergent.
- 3.2.6 The employment role and function of the Garden Communities is also strongly related to the self-containment and sustainable community aspirations and scenarios that may be pursued. These are considered in more detail below.

3.3 Self-Containment and Sustainable Community Issues

- 3.3.1 As noted above, there is an expectation of at least one job per household as set out within the Economic Development Strategy. This is in line with the position adopted for the North Essex Garden Communities and quoted within the Town and Country Planning Association (TCPA) documentation⁴. The Regulation 19 Local Plan broadly provides for one job per home⁵ at a District wide level based on Policies SP3 and SP4.
- 3.3.2 The text within the Regulation 19 Local Plan is somewhat ambiguous as to whether the Garden Community jobs need to be located within the boundaries of the Garden Communities, or whether key employment locations within close proximity will suffice. As noted in the previous chapter, the Local Plan states, at Policy SP5, that Garden Communities should provide *a wide range of local jobs within easy commuting distance from homes*. Of interest may be the following text from the North Essex Garden Communities Charter which, on the basis of a similar one job per household aspiration, states that these jobs would be *within the new community or within a short distance by public transport*. There is a need to bring greater clarity to the technical expectations regarding the relationships with nearby employment locations. For example. The North Uttlesford Garden Community Vision Statement cites the potential for 5,000 new jobs in the research parks in the vicinity.
- 3.3.3 Data from the 2011 Census of Population indicates a ratio of 1.2 jobs per home across the Uttlesford District. When looking at the main settlements of Saffron Walden and Great Dunmow this figure falls to 1.1. Because of large employment hubs at London Stansted Airport and Chesterford Research Park the market towns do not deliver the concentrations of employment as one might anticipate.
- 3.3.4 The 2011 Census of Population also provides data on the number of workers per household. This indicates a ratio of 1.3 workers per household across the Uttlesford District. When looking at the main settlements of Saffron Walden and Great Dunmow this figure falls to 1.2.

⁴ TCPA (2014) Garden Cities Myth-Buster: a short guide to myths and truths about creating new Garden Cities

⁵ It is noted that the 14,000 jobs figure included within the Regulation 19 Local Plan is a typographical error and should be 16,000. This results in a higher level of jobs per home at approximately 1.14.

- 3.3.5 A minimum ratio of one job per home is therefore lower than the current level of both jobs per dwelling and workers per household within the district and its settlements. Whilst over time the ageing of the population and changing demographic structures may lead to a decline in household size and the numbers of workers per household, provision of 1 job per household is potentially delivering lower levels of settlement balance than are currently achieved.
- 3.3.6 The figures cited above only provide comment on the balance between jobs, homes and workers. They do not include reference to whether the workers that fill those jobs are local residents. The 2011 Census of Population provides the most accurate data on travel to work patterns. This indicates very large flows of workers in to and out from Uttlesford for work. More than 18,000 Uttlesford resident workers leave the district for work. That equates to 44% of all resident workers in the district. Some 17,600 workers travel in to Uttlesford to fill jobs in the district. This equates to 43% of all Uttlesford based jobs being filled by workers from outside the district. Therefore, whilst there may be a broad balance of jobs and homes, there remain significant flows of workers.
- 3.3.7 When looking at the working patterns of residents of the market towns within Uttlesford the levels of self-containment are below those at district level. 32% of Saffron Walden residents work within the town, a further 32% work elsewhere in the district and the remaining 36% work outside the district. At Great Dunmow only 19% of resident workers have a workplace based within the settlement, 39% work elsewhere in the district and 42% outside the district.
- 3.3.8 Workplace based measures of self containment are also lower. 54% of jobs in Saffron Walden are filled by residents of the town, 21% by residents commuting in from elsewhere in the district and 25% from residents living outside Uttlesford. At Great Dunmow 43% of jobs are filled by residents of the town, 20% by residents commuting in from elsewhere in the district and 37% from residents living outside Uttlesford.
- 3.3.9 The EDS is clear in its aim to *create more jobs nearer to homes and increased opportunities for local people to work locally*. Whilst the ambition may be to maintain a balance of jobs and homes at both a SHMA/FEMA area and Garden Community level, it does not necessarily mean that the residents of the Garden Community will take up the jobs in the immediate locality. There are very few levers available to policy makers to encourage local working, beyond creating the potential for it to happen. On the basis of the current travel to work patterns it would require a very significant shift in behaviour to deliver high levels of self-containment at settlement level. The scale of the Garden Communities is not such that it will significantly alter the sub-regional settlement hierarchy and hence draw substantial numbers of high paid jobs that may be required to encourage behaviour change by those that currently have a high propensity to out-commute, particularly to London. The strength of existing economic assets locally and regionally such as London, Cambridge (and its surrounding Science Parks), London Stansted Airport and Chesterford Research Park will continue to be an economic draw to residents of the district. Of potential interest the *North Essex Garden Communities Employment and Demographic Studies (SQW and Cambridge Econometrics, 2017)* adopts a fairly broad definition of local by including all jobs within the district relevant to the Garden Community as a proxy for jobs accessible via a short public transport journey.

3.4 Jobs Scenarios at Garden Communities

3.4.1 HJA has developed broad, high level scenarios for the total number of jobs within Garden Communities both within the plan period and at full completion. Three indicative scenarios have been developed at this stage:

- 1 job per home, in line with current minimum policy expectations
- 1.1 jobs per home, in line with the current ratio at market towns in Uttlesford
- 1.2 jobs per home, in line with the current ratio of jobs to dwellings in Uttlesford as a whole

3.4.2 At this stage no scenario has been tested that delivers a level in line with the current district wide relationship of workers per household (up to 1.3). Also, no detailed modelling of changing demographics has been undertaken to track the potential impacts of changing household size or population profiles which may reduce the number of workers per dwelling, nor has work been undertaken to understand the potential demographic profiles of the Garden Communities, which may attract younger household profiles than the district as a whole and as such have higher numbers of workers, at least in the early phases of the communities. Further analysis could test the issues of sustainable communities, balancing jobs and homes and encouraging self-containment in more detail.

3.4.3 Figures 3.1 and 3.2 set out the outputs of the jobs scenarios.

Figure 3.1 Garden Communities Headline Jobs Scenarios – Plan Period

	1 job per home	Current jobs per home - Uttlesford Market Towns (1.1) ^a	Current jobs per home – Uttlesford District (1.2) ^b
Easton Park	1,900	2,100	2,300
North Uttlesford	1,900	2,100	2,300
West of Braintree ^c	1,000	1,100	1,200

Figures rounded to nearest 100.

^a At settlement level, 2011 Census, based on Saffron Walden and Great Dunmow

^b 2011 Census

^c Uttlesford element only

Figure 3.2 Garden Communities Headline Jobs Scenarios – Completion

	1 job per home	Current jobs per home - Uttlesford Market Towns (1.1) ^a	Current jobs per home – Uttlesford District (1.2) ^b
Easton Park	10,000	11,000	12,000
North Uttlesford	5,000	5,500	6,000
West of Braintree ^b	3,500	3,850	4,200

Figures rounded to nearest 100.

^a At settlement level, 2011 Census, based on Saffron Walden and Great Dunmow

^b 2011 Census

^c Uttlesford element only

3.5 Importance of Non B Use Class Employment

3.5.1 The indicative scenarios above relate to all jobs. No adjustment has been made to translate to full time equivalents (FTEs). These jobs will likely be spread across many Use Classes and none, for example:

- A-class – retail, public facing office uses, food and drink, largely within local and district centres
- B-class – office, business, industrial and storage uses, often referred to as traditional employment uses
- C and D-class – hotels, health, education, community and leisure
- Sui Generis – potentially a mix of relevant uses
- None – home-based employment and peripatetic workers including many construction trades

3.5.2 The development of Garden Communities with substantial resident populations will create its own requirement for a range of local services in terms of retail, leisure, health and education. This is recognised within the existing documentation.

3.5.3 Economic forecasts developed as part of the FEMA study estimated that less than 30% of net additional employment would fall within the B Use Classes across Uttlesford. This is lower than the estimated total at 2016 (c33%). This indicates a reducing proportion of employment across the district within the B Use Class over the remainder of the plan period. The vast majority of net additional employment is therefore within other uses and none. Of particular note approximately 45% of net additional employment was estimated to require no accommodation, compared to around 36% of 2016 employment within this category. This changing structure in the mix of employment may have implications for the scale and type of employment premises that new settlements require when compared to existing settlements.

3.6 District-wide Employment Land Supply and Demand

3.6.1 When considering the net changes anticipated in the economy there is a growth in the requirement for both office and warehousing floorspace. For industrial requirements, the forecast reduction in employment leads to expectations of a net reduction in the total quantum of industrial floorspace across the district. However, the FEMA study highlights the ongoing need to deliver modern industrial floorspace (as well as office and warehousing floorspace) regardless of net changes in the economy. This is to ensure a suitable stock of employment premises to meet the needs of the existing economy which is also subject to churn. Some of that replacement activity will take place directly on existing employment sites, whereas some will require new provision. The FEMA study demand requirement factors in replacement, but it means an ongoing need for office, industrial and warehouse floorspace across the district throughout the plan period.

3.6.2 The previous chapter considered the overall assessment of required B Use Class employment land from both the FEMA study and ELR. Compared to the outputs of both studies the Regulation 19 Local Plan includes substantial over provision in purely quantitative terms. This is largely a result of large allocations at North Stansted and Chesterford Research Park⁶. As a result of this there is no identifiable shortfall in supply against which the Garden Communities need to deliver. The argument for employment provision becomes purely a bottom up argument and subject to decisions by both policy makers and the market as to how future employment provision should be distributed across the district. It is possible that the Garden Communities, as prospective settlements of some scale will be attractive to the commercial market in terms of employment provision, particularly in terms of flexible office and industrial provision to meet local needs.

⁶ If the provision at North Stansted and Chesterford Research Park is intended to provide for long-term needs beyond the current plan period, and to contribute to the unmet needs set out within the FEMA study this should be more clearly explained within the Plan and its supporting evidence.

3.7 Employment Floorspace and Land Scenarios at Garden Communities

Top Down Analysis

3.7.1 As identified above, there is a need for greater clarity in the Plan and its supporting evidence to strengthen the top-down justification for employment provision at the Garden Communities. The Garden Communities have not clearly articulated as core components of the future provision to meet identified requirements within the plan period.

Bottom Up Analysis

3.7.2 The following analysis brings together the available evidence to provide headline indicative scenarios for employment land provision at the Garden Communities. These reflect the jobs scenarios set out earlier in the chapter for both the plan period and to completion (see Figures 3.1 and 3.2). The scenarios should be viewed as initial guides with potential for far more rigorous work to be undertaken to refine this analysis. They assume all jobs are contained within the Garden Communities. As noted previously there is a need for greater clarity in terms of the appropriate catchments within which Garden Community employment should be located.

3.7.3 Assumptions have been made as to the distribution of employment across Use Classes within the Garden Communities. Three alternative distribution options have been used at this stage:

- Scenario 1 is based on the existing Uttlesford⁷ distribution of employment across Use Classes. This is based on HJA analysis of the ONS Business Register and Employment Survey.
- Scenario 2 is based on the future distribution of employment across Use Classes at 2033 drawing on modelling undertaken for the FEMA study.
- Scenario 3 is based on the distribution set out within Barton Willmore's 2014 Wolfson Economics Prize winning submission *Be a Pioneer* which was focused on the delivery of Garden Cities. This may not be directly applicable as it was focused on settlements of approximately 50,000 dwellings, however, it provides an alternative for consideration.

3.7.4 In broad terms Scenario 1 assumes 33% of employment within the B Use Class⁸, Scenario 2 assumes 32%, and Scenario 3 assumes 38% within the B Use Class.

3.7.5 None of these scenarios assumes a highly specific or aspirational economic development role for any or all of the Garden Communities. Such alternative scenarios could be considered as part of the Economic Development Strategy development process for each of the Garden Communities. Should the strategy process identify specific foci for the Garden Communities these may require alternative scales and mixes of employment land.

3.7.6 High level assumptions on employment and development densities have been adopted to generate floorspace and land area assumptions. The following has been assumed:

- Office employment density of 13.2 sqm per worker (GIA)
- Industrial and warehouse employment density of 60 sqm per worker (GIA)
- Development density of 4,000 sqm per hectare (40%)

⁷ Data for the market towns within Uttlesford was also considered as a potential fourth option. The analysis showed a very similar distribution across the B Use Classes to the district total so this was not taken forward.

⁸ Option 1 also includes 13% A Class, 22% C/D/SG Class, 32% None. Option 2 includes 12% A Class, 18% C/D/SG Class and 38% None. Option C includes 20% A Class, 33% C/D/SG Class and 9% None.

- No uplift has been included to provide for range and choice.

3.7.7 Figure 3.3 sets out the headline estimates for floorspace and land requirements within the plan period at each Garden Community. They assume the full scenario quota of jobs lie within the Garden Community itself rather than within a broader catchment. Figure 3.4 sets out the equivalent figures at full completion. These tables show the upper and lower ends of the ranges derived from the full range of the scenarios. Appendix 1 to this report sets out data tables for a range of scenarios for each Garden Community. These include the results for each of the jobs per dwelling scenarios outlined in Figures 3.1 and 3.2 and include figures for both the Uttlesford element and entirety of the West of Braintree Garden Community.

Figure 3.3 Garden Communities Headline B Use Class Employment Provision – Plan Period

		Easton Park	North Uttlesford	West of Braintree ^a
Office	Floorspace (sq m)	4,800 – 7,300	4,800 – 7,300	2,500 – 3,800
	Land (ha)	1 – 2	1 – 2	1
Industrial	Floorspace (sq m)	13,700 – 19,300	13,700 – 19,300	7,200 – 10,100
	Land (ha)	3 – 5	3 – 5	2 – 3

^a Uttlesford element only

Figure 3.4 Garden Communities Headline B Use Class Employment Provision – Completion

		Easton Park	North Uttlesford	West of Braintree ^a
Office	Floorspace (sq m)	25,100 – 38,000	12,500 – 19,000	8,800 – 13,300
	Land (ha)	6 – 10	3 – 5	2 – 3
Industrial	Floorspace (sq m)	72,000 – 100,800	36,000 – 50,400	25,200 – 35,300
	Land (ha)	18 – 25	9 – 13	6 – 9

^a Uttlesford element only

3.7.8 At Easton Park it is estimated 1-2 hectares of land will be required for office uses within the plan period. This increases to 6-10 hectares at full completion. The analysis indicates a requirement for 3-5 hectares of industrial and warehousing land within the plan period, increasing to 18-25 hectares at full completion.

3.7.9 At North Uttlesford it is estimated 1-2 hectares of land will be required for office uses within the plan period. This increases to 3-5 hectares at full completion. The analysis indicates a requirement for 3-5 hectares of industrial and warehousing land within the plan period, increasing to 9-13 hectares at full completion.

3.7.10 At West of Braintree it is estimated that c1 hectare of land will be required for office uses within the plan period within the Uttlesford element of the Garden Community. This increases to 2-3 hectares at full completion. The analysis indicates a requirement for 2-3 hectares of industrial and warehousing land within the plan period, increasing to 6-9 hectares at full completion. The figures for the full West of Braintree Garden Community are substantially larger as set out at Appendix 1.

3.8 Further Work

3.8.1 The figures set out above are indicative based on initial desk-based scenarios. These could be refined and developed through additional research. Additional research tasks could include:

- Consideration of the current employment and employment land profile of places of a similar scale and characteristics to the Garden Communities. Whilst this would need to be interpreted through the lens of anticipated changes in the future of the economy, it would provide some additional insights into the scale and type of employment functions in such places and help to validate the headline results of the scenarios set out above.
- Further consideration of the self-containment and sustainable communities role of the Garden Communities in particular the relationship to nearby employment hubs and appropriate levels of jobs provision at settlement level. This could develop analysis of employment catchment areas for the Garden Communities.
- Collation of market opinion from agents active in the local and sub-regional commercial property market to understand key drivers and expectations for employment role and function of the Garden Communities at key points in their development.
- More detailed consideration of likely levels of non B Use Class employment e.g. education and health based on the demographic profiles of the Garden Communities. This could also consider the role of construction-based employment at the Garden Communities throughout the development phase.
- Further consideration of the district wide employment land portfolio to clarify the role of the Garden Communities within the overall requirement for and supply of employment land.
- Preparation of the planned Economic Development Strategies for each of the Garden Communities to maximise the potential for residents to both live and work within each settlement. This could include greater consideration of specific economic roles or target markets for individual Garden Communities; the role of the District Council's Housing Strategy to support local workers; and maximising the potential arising from technological change and innovation.

Appendix 1: Garden Community Employment Scenario Data Tables

The following tables set out the results of indicative employment floorspace and land modelling for the range of scenarios and options considered. Each table sets out the outputs for the differing scenarios relating to the ratio of jobs to homes. The range as reported relates to the alternative scenarios for the mix of B Use Classes.

Easton Park

PLAN PERIOD		1 job per home		Current jobs per home - Uttlesford Market Towns (1.1)		Current jobs per home - Uttlesford District (1.2)	
Office	Floorspace (sq m)	4,800	- 6,000	5,300	- 6,700	5,800	- 7,300
	Land (ha)	1	- 2	1	- 2	1	- 2
Industrial	Floorspace (sq m)	13,700	- 16,000	15,100	- 17,600	16,600	- 19,300
	Land (ha)	3	- 4	4	- 4	4	- 5

WHOLE GC PERIOD		1 job per home		Current jobs per home - Uttlesford Market Towns (1.1)		Current jobs per home - Uttlesford District (1.2)	
Office	Floorspace (sq m)	25,100	- 31,700	27,600	- 34,800	30,100	- 38,000
	Land (ha)	6	- 8	7	- 9	8	- 10
Industrial	Floorspace (sq m)	72,000	- 84,000	79,200	- 92,400	86,400	- 100,800
	Land (ha)	18	- 21	20	- 23	22	- 25

North Uttlesford

PLAN PERIOD							
		1 job per home		Current jobs per home - Uttlesford Market Towns (1.1)		Current jobs per home - Uttlesford District (1.2)	
Office	Floorspace (sq m)	4,800	- 6,000	5,300	- 6,700	5,800	- 7,300
	Land (ha)	1	- 2	1	- 2	1	- 2
Industrial	Floorspace (sq m)	13,700	- 16,000	15,100	- 17,600	16,600	- 19,300
	Land (ha)	3	- 4	4	- 4	4	- 5

WHOLE GC PERIOD							
		1 job per home		Current jobs per home - Uttlesford Market Towns (1.1)		Current jobs per home - Uttlesford District (1.2)	
Office	Floorspace (sq m)	12,500	- 15,800	13,800	- 17,400	15,000	- 19,000
	Land (ha)	3	- 4	3	- 4	4	- 5
Industrial	Floorspace (sq m)	36,000	- 42,000	39,600	- 46,200	43,200	- 50,400
	Land (ha)	9	- 11	10	- 12	11	- 13

West of Braintree

Figures in grey relate to the entire Garden Community including elements within Braintree District.

PLAN PERIOD							
		1 job per home		Current jobs per home - Uttlesford Market Towns (1.1)		Current jobs per home - Uttlesford District (1.2)	
Office	Floorspace (sq m)	2,500	- 3,200	2,800	- 3,500	3,000	- 3,800
	Land (ha)	1	- 1	1	- 1	1	- 1
Industrial	Floorspace (sq m)	7,200	- 8,400	7,900	- 9,200	8,600	- 10,100
	Land (ha)	2	- 2	2	- 2	2	- 3

WHOLE GC PERIOD							
		1 job per home		Current jobs per home - Uttlesford Market Towns (1.1)		Current jobs per home - Uttlesford District (1.2)	
Office	Floorspace (sq m)	8,800	- 11,100	9,700	- 12,200	10,500	- 13,300
	Land (ha)	2	- 3	2	- 3	3	- 3
	Floorspace (sq m)	26,300	- 33,300	29,000	- 36,600	31,600	- 39,900
	Land (ha)	7	- 8	7	- 9	8	- 10
	Floorspace (sq m)	33,900	- 42,800	37,200	- 47,000	40,600	- 51,300
	Land (ha)	8	- 11	9	- 12	10	- 13
Industrial	Floorspace (sq m)	25,200	- 29,400	27,700	- 32,300	30,200	- 35,300
	Land (ha)	6	- 7	7	- 8	8	- 9
	Floorspace (sq m)	75,600	- 88,200	83,200	- 97,000	90,700	- 105,800
	Land (ha)	19	- 22	21	- 24	23	- 26
	Floorspace (sq m)	97,200	- 113,400	106,900	- 124,700	116,600	- 136,100
	Land (ha)	24	- 28	27	- 31	29.0	- 34